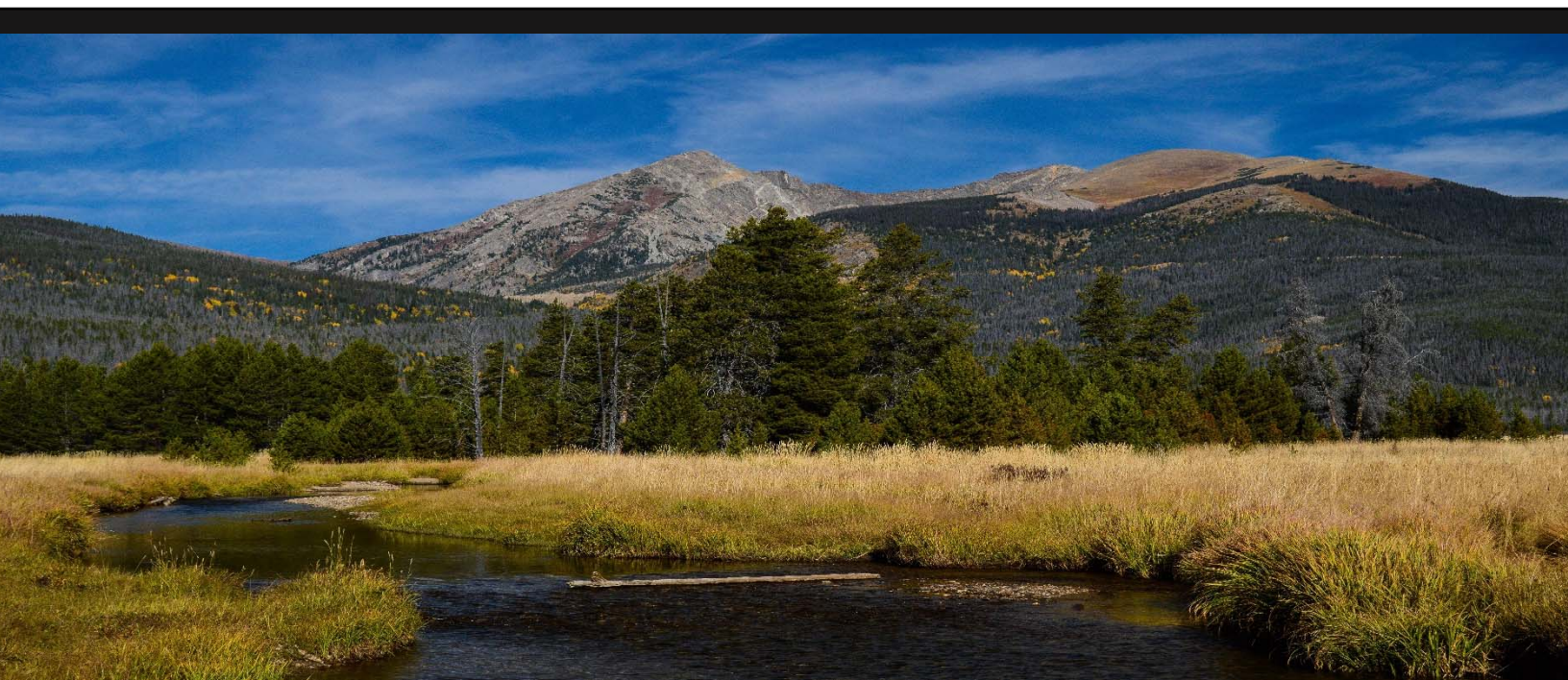




# COLORADO

## Division of Homeland Security & Emergency Management

Department of Public Safety



# Colorado Hazard and Incident Response and Recovery Plan

November, 2016

**Cover Page Photo Credits**

Main photo: Rocky Mountain National Park near Estes Park, CO 2015, by Paul Eller

Banner photos from left to right.

#1: September Floods, Highway 34 in Big Thompson Canyon, CO 2013, by Colorado National Guard

#2: High Park Fire, Red Stone Canyon about 15 miles west of Fort Collins, CO 2012, by Sgt. Jecca Geffre - Colorado National Guard

#3: Flood Debris, Manitou Springs, CO 2015 by Paul Eller

#4: M973A1 Small Unit Support Vehicle or SUSV, Taylor Park near Gunnison, CO 2010, by Spc. Joseph K. VonNida - Colorado National Guard

## Executive Summary

Colorado's statewide emergency management program is based on the four phases of emergency management: mitigation, preparedness, response, and recovery. This applies to local jurisdictions, special districts, non – governmental organizations, the private sector, tribal governments, and State agencies. All phases are interconnected; dependent upon one another as well as influencing each other.

However, there is a special relationship between response and recovery. In that light, this consolidated Plan brings these two phases closer together to demonstrate the need for a coordinated effort to support those impacted jurisdictions who have experienced the adverse effects of a natural, technological, or human – caused incident. Typically, a response phase is measured in days / weeks, while the recovery phase is measured in years. The same priorities exist for each: the preservation life, maintenance of public safety and security, health, incident stabilization, property protection, environmental protection, restoration of essential utilities, restoration of essential program functions, and coordination among appropriate stakeholders.

Emergency management is not comprised of just one profession, but of many. The emergency management community consists of: dispatchers, elected officials, emergency management, emergency medical, financial, fire service, geographic information systems, information technology, public health, public safety, volunteers, etc.

This document is the result of Colorado's experience with planned and unplanned events, both large and small. We have adopted and follow the principles outlined in the National Incident Management System / Incident Command System. This system is scalable, flexible, and adaptable coordinating structures which are essential in aligning the key roles and responsibilities to deliver the support to those impacted jurisdictions. The flexibility of such structures helps ensure that communities across the State can organize efforts to address a variety of risks based on their unique needs, capabilities, demographics, governing structures, and non - traditional partners. This document is not based on a one – size – fits - all organizational construct, but instead acknowledges the concept of a tiered approach, which emphasizes that all incidents should be handled at the lowest (most localized) jurisdictional level capable of handling the mission.

The purpose of this plan is to outline the general guidelines on how the State carries out its response and recovery responsibilities. First, this Plan can only be activated through the issuance (verbal or written) of a Gubernatorial Executive Order. This Order will identify who will lead the State's response / recovery effects [typically, the Director of the Office of Emergency Management (OEM) within the Department of Public Safety]. Once the Plan is activated, all State departments / Offices are mandated under the authority of the Colorado Disaster Emergency Act (C.R.S. 24-33.5-701) and this Plan to carry out assigned activities related to mitigating the effects of a major emergency or disaster and to cooperate fully with each other, the OEM, and other political subdivisions in providing emergency assistance.

Second, in an emergency or disaster that overwhelms the resources and capability of a local jurisdiction, the Governor may exercise his / her authority to use the resources of State government. The management of the State's operations are facilitated by the policies of the Plan and its implementing procedures. Based upon the timely receipt and verification of the emergency request(s) of a local jurisdiction, OEM will task the appropriate State agency to provide requested resources, services or information. The State department receiving a tasking / mission will coordinate assistance within the established incident management structure.

Third, a State Emergency Operations Center (SEOC) mechanism will be established to coordinate support to local governments during disaster situations. The SEOC will serve as the principal point for coordinating and tasking State departments and volunteer agencies in the delivery of emergency assistance to affected jurisdiction(s). The SEOC also provides the Governor with a location to assemble and analyze critical disaster or homeland security information, facilitate the decision making process, coordinate the response activities of State government, and ensure interagency cooperation, coordination, and communications.

The SEOC will be organized through a series of Support Functions, many having dual roles of response and recovery, while others are exclusively oriented towards response or recovery. The Support Functions are a grouping of government and certain private sector capabilities into an organized structure to provide support, resources, and services that are most likely needed. Selected State agencies will be designated as the lead for a Support Function while others will be designated as a supporting agency.

Keeping with the spirit of NIMS / ICS, the SEOC can be activated at different levels to meet the needs of the situation as determined by the OEM Director. Inherent within this activation level will be the establishment of an operational rhythm to facilitate information sharing.

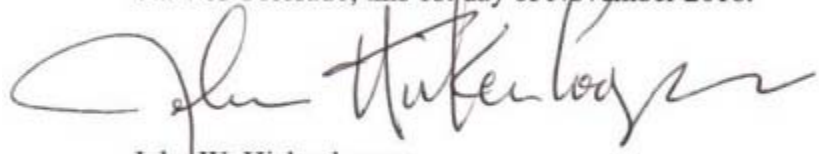
Besides information sharing, the other critical component of this document is the request, acquisition, deployment, and financial reimbursement of resources from initial response to attainment of returning the impacted jurisdiction(s) to their pre – disaster state. Resource support can also tap into mutual aid compacts across the State or across the country.

All incidents are different. Scope, severity, duration, and initiating event are major factors. Contained within this Plan are a series of incident annexes that highlight unique considerations that should be addressed during response and recovery operations. These are coupled with Supporting Annexes that describe other mechanisms by which support is organized among State, private sector, and non - governmental partners. State departments and agencies designated as lead and supporting agencies in the Plan's supporting annexes conduct a variety of activities to include managing specific functions and missions and providing State support within their functional areas.

The role of government is to protect the safety and well – being of its residents. When harm does occur, the government facilitates necessary actions to respond and recover from all incidents, to include potential cascading impacts. This document provides the guidelines for that facilitation.

Pursuant to the authority vested in the Office of the Governor of the State of Colorado, and pursuant to the relevant portions of the Colorado Disaster Emergency Act, 24 - 33.5 - 704(5) *et seq.*, C.R.S., I, John W. Hickenlooper, Governor of the State of Colorado, hereby approved the revised Colorado Hazard and Incident Response and Recovery Plan.

Given under my hand and Executive Seal of the  
State of Colorado, this 1st day of November 2016.

A handwritten signature in dark ink, appearing to read "John W. Hickenlooper", written over a faint circular embossed seal.

John W. Hickenlooper  
Governor



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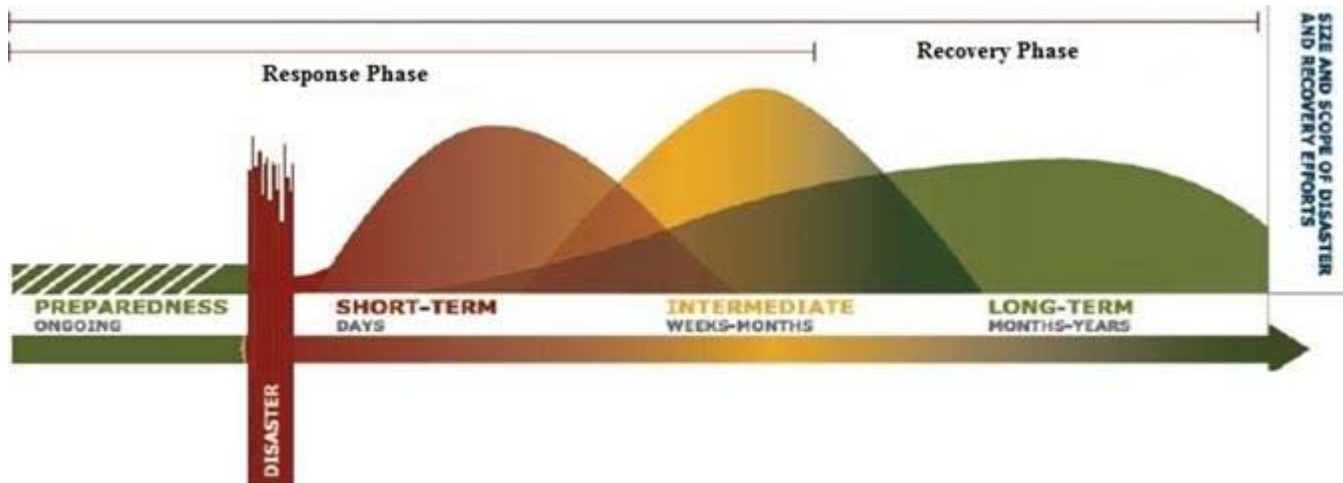
## Record of Changes

All changes are to be annotated on the master copy of the State Emergency Operations Plan. Should the change be significant in nature, updates shall be made to applicable Web pages. If not, changes will be reviewed and incorporated into the plan during the next scheduled update.

<b>Date Posted</b>	<b>Change</b>	<b>Location</b>	<b>Recommending Agency / Individual</b>
8/30/15	Added Appendix A (Cyber Security)	SF #2	OIT
12/31/15	Resource Mobilization (Plan) Annex signed and updated.	Separate Plan	DHSEM
1/08/16	Removal of geo-magnetic storms as a hazard. Twelve – year solar is subsiding.	Base Plan	DHSEM
2/23/16	Division of Animal Industry replaced by Division of Animal Health	SF #11 and FAD Incident Annex	CDA
2/23/16	Division of Parks and Wildlife replaced by Colorado Parks and Wildlife	SF #11 and FAD Incident Annex	DNR
2/29/16	Inclusion of Department of Transportation in Emergency Operations Roles and Responsibilities	Base Plan	CDOT
2/29/16	Removal of references of transportation and urban fires as hazards.	Base Plan p. 12-13	DHSEM
2/29/16	Drought, Mass Casualty, Space Object Debris, and Volcanic Incident Annexes removed	Incident Annex	DHSEM
2/29/16	Financial Management, Natural Hazards Mitigation Plan, and State Recovery Plan as Supporting Annexes removed	Supporting Annex	DHSEM
9/01/16	Consolidation of SEOP and Recovery Plan	Throughout	DHSEM
9/26/16	Inclusion of Appendix dealing with Licensing Administration and Colorado Child Care Assistance Program	SF #6	CDHS, DHSEM
9/29/16	Provided separate appendices for urban and wildland SAR.	ESF # 9	DFPC, DHSEM, CO-TF1, CSRB
10/05/16	SEOC Activation levels modified.	Base Plan	DHSEM
10/05/16	SEOC organizational modified based on new Center Management System concept	SF #5	DHSEM
10/05/16	Addition of Dam Safety appendix	SF #11	DNR
10/09/16	Addition of Multi – Agency Feeding Plan	SF #6	DHSEM
10/28/16	Consolidation of Behavioral Health in to main portion of the Public Health and Medical Services Annex	SF #8	CDPHE
10/28/16	Updated language	Supporting Annex AFN	DHSEM, ARC, others

# Introduction

Regardless of our preventive measures, bad things happen. Whether they are natural, technological, or human – caused, all segments of the population can and will be impacted. It is the primary responsibility of all levels of government to take appropriate measures for the safety, security, and well – being of their citizens, residents, and visitors. This document is just one measure that State government uses to fulfill that responsibility – it provides a guideline on how the State responds to and recovers from all – hazard incidents any place within the State. Local jurisdictions have similar documents for their areas of responsibility.



This document is a compilation of federal emergency management doctrine based on the National Response Framework and the National Disaster Recovery Framework, the National Incident Management System / Incident Command System (for which Colorado has formally adopted), our experiences through a matrices of real – world incidents and pre – planned events (both large and small), and through training and exercises.

No two incidents are the same. They vary in scope, complexity, cascading effects, population impacted, infrastructure disrupted, duration, etc. This document provides for the scalability and flexibility that is required to deal with ever evolving incident circumstances. The response and recovery community is inherently linked together like no other mission areas. The moment response operations commence, simultaneously recovery activities are addressed and coordinated.

The Colorado Hazard and Incident Response and Recovery Plan (CHIRRP) is not static. It is formally updated every two years, but after every major incident an informal review is conducted which may dictate changes in processes, procedures, and policies. Stakeholder input is critical in helping government be better prepared to conduct coordinated efforts for the next incident. This Plan replaces the previous State Emergency Operations Plan which is a requirement per C.R.S. 24-33.5-705(2) “The office of emergency management shall prepare, maintain, and keep current a state disaster plan that complies with all applicable federal and state regulations.” and several federal grants. The State no longer has a separate Recovery plan or annex. The contents of the previous State Recovery Plan have been incorporated into this document.



## **I. Purpose**

The purpose of the Colorado Hazard and Incident Response and Recovery Plan (CHIRRP) is to:

- A. Outline a framework that assists in the coordination, integration, and link for response and recovery operations between local, State, and federal governments.
- B. Identifies roles and responsibilities of State agencies, non – governmental organizations, and the private sector in preparation of an impending hazard / threat, during a no – notice hazard / threat occurrence, or for a major pre – planned event.
- C. Provide a mechanism for successfully meeting response / recovery goals, objectives, and priorities for major emergencies and disasters that have impacted local jurisdictions.

## **II. Scope**

- A. The CHIRRP is focused on an all – hazards approach in responding to and recovering from natural, technological, and / or human – caused incidents.
- B. The CHIRRP applies to State – level activities during major emergencies and disasters. It can be used as a reference document for local jurisdictional emergency operations and recovery plans.
- C. The CHIRRP outlines an incident management structure that reflects the National Incident Management System (NIMS) / Incident Command System (ICS).
- D. Once the CHIRRP has been activated by the Governor, or their designated representative, it shall remain in effect (for the specified incident) until all State – level response and recovery operations have been completed. For major events, this may take years before all operations have been completed.

## **III. Goals**

The overall goals for this Plan include:

- A. Establish and maintain an overall unified and coordinated effort for emergency operations, to include processes and operational management structures, in support of impacted jurisdictions adversely effected by an all – hazard incident. This includes the integration of critical stakeholders both within and outside government.
- B. This apparatus would also apply as a contingency structure for pre – planned events.
- C. Provide for the inclusion of the whole community.

## **IV. Objectives**

In support of the above Goals, the following Objectives have been established:

- A. Activating and using communication systems.
- B. Assist in managing the movement and reception of persons in the event an evacuation is ordered.
- C. Assisting in preparation and dissemination fully accessible emergency public information.

- D. Collect incident specific information to support operational and strategic level decision – making.
- E. Coordinating inter - jurisdictional mutual aid.
- F. Coordinating or maintaining liaison with appropriate federal, tribal, State, and other local governmental agencies and appropriate volunteer and private sector organizations.
- G. Disseminating community warnings and alerts in a variety of accessible formats.
- H. Establishing priorities and adjudicating conflicting demands for support.
- I. Responding to requests for resources.

## **V. Authority**

### **A. State**

- 1. Article IV, Constitution of the State of Colorado. entitled the Executive Department
- 2. Title 24, Article 33.5, Part 701 et. seq., Colorado Revised Statutes, as amended. entitled the Colorado Disaster Emergency Act of 1992.
- 3. Title 25, Article 32, Part 101 et. seq., Colorado Revised Statutes. entitled the Radiation Control Act
- 4. Executive Order D 011 04, National Incident Management System, December 6, 2004

### **B. Federal**

- 1. Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §§ 5121 - 5207)
- 2. The National Response Framework (NRF), 3rd edition, June 2016
- 3. The National Disaster Recovery Framework (NDRF), 2nd edition, June 2016
- 4. The American Disabilities Act of 1990
- 5. The Post – Katrina Emergency Management Reform Act of 2006

## **VI. Situation and Assumptions**

### **A. Vulnerability Analysis (Geography and Demographics)**

- 1. Geography
  - a. Colorado covers approximately 104,247 square miles and is geographically divided into four distinct regions: The Eastern Plains, the Front Range, the intra - mountain region, and the Western Slope. The State's prominent geological features are the Rocky Mountains. Several mountain ranges run north to south through the middle of the State and account for two - fifths of the State's land surface area. Approximately thirty – six percent (2013) of Colorado's land mass is owned by the Federal government and managed by the United States Forest Service, Bureau of Land Management, and the National Park Service.
  - b. The State's transportation infrastructure consists of five major interstate highways (9,146 miles supported by 3,447 bridges), and two major railway corridors which traverse the State north to south along the Front Range, and east to west across the central and southern portions of the State. The State has one international airport and 16 regional airports that provide commercial services. There are also 62 general aviation airports.
- 2. Demographics
  - a. The State is divided into 64 counties and 272 incorporated municipalities, with a total estimated population of 5,456,574<sup>1</sup>. County populations range from as few as 701 residents

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<sup>1</sup> Population figures based on July 2015 U.S. Census Bureau data  
 Colorado Hazard and Incident Response and Recovery Plan  
 Base Plan

in San Juan County to more than 682,545 in Denver County. The majority of the State's population, industrial and commercial development, and the seat of State government are located along the Front Range. The Front Range extends from Larimer County in the north to Pueblo County in the south, and includes the ten most populated counties in the State. Given the high population concentration, major industrial activities, and history of major disaster events, the Front Range represents the area of greatest vulnerability for repeated occurrences of disastrous events.

- b. Colorado saw a 8.5 percent growth from 2010 to 2015. Much of this growth occurred in areas with high vulnerability to hazards. The following statistical statements are provided relative to the State's vulnerable population:
  - (1) Approximately 75.8 percent of the State's population is concentrated in the counties of the Front Range<sup>2</sup>.
  - (2) Approximately 19.7 percent of the State's population is not fluent in the English language<sup>3</sup>.
  - (3) Approximately 10.9 percent of the State's population is 65 years of age and over<sup>4</sup>.
  - (4) The generally accepted average percentage of individuals with access and functional needs living in the State range between 17.6% and 20% of the whole population.
  - (5) Approximately 16.9% of the State's population speaks a language other than English at home.
  - (6) There are approximately 2.73 persons per household (2008 – 2015).
- c. In 2014, there were a record 71.3 million visitors to Colorado. The combination of high hazard areas and large numbers of out - of - State visitors, who are unfamiliar with local conditions and emergency response capabilities represent a unique emergency planning and response challenge to both State and local government.

#### B. Hazards Analysis Summary

- 1. The State Natural Hazards Mitigation Plan (<http://www.dhsem.state.co.us/emergency-management/emergency-management>), which is updated every five years, provides the foundation for the identification of the major hazards that occur within the State.<sup>5</sup> Over the past four years, Colorado has experienced major events that have resulted in Stafford Act declarations across large sections of the State. This is above and beyond those disaster emergencies that have been declared at the State and local levels. Not all inclusive, but the major events that do occur on a regular basis are: floods, landslides, severe winter storms, tornados, and wildfires. Examples of other potential hazards are: dam failures, earthquakes, hazardous material spills, and human – caused or human directed threats.
- 2. Each of the nine All – Hazards Emergency Management Regions can be described in different geographic terms, are subjected to varying weather conditions, have different population densities as well as demographics, and have support critical infrastructure and key resource sectors operating within their boundaries. In short, no two Regions are the same.

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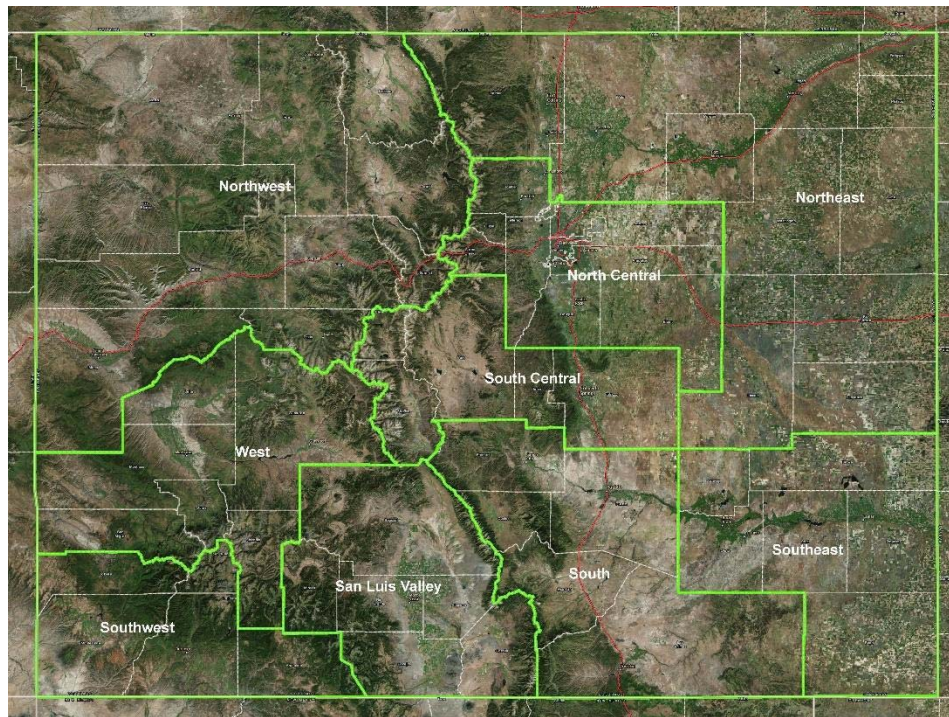
<sup>2</sup> Ibid

<sup>3</sup> Ibid

<sup>4</sup> Ibid

<sup>5</sup> Not all hazards listed in the State Natural Hazard Mitigation Plan will require a state – level response if they occur.

Examples of these are: avalanche, erosion / deposition, expansive soil, extreme heat, hail, lightning, pest infestation, and subsidence.



3. As with all hazard analysis summaries, initiating events sometimes lead to cascading impacts that can prove to be more disastrous. For example, if a wildfire were to spread into the wildland urban interface, then businesses and primary residences could be damaged or destroyed; a long – term utility disruption could cause civil disorder; or a sizable earthquake could cause multiple hazardous material spills.

#### C. Assumptions

Based upon such factors as the State’s geographic profile, its demographics, and the hazards / threats that occur on a regular basis or even once every hundred years, in order for the Plan to be viable certain planning assumptions must be postulated. These include, but not limited to:

1. An emergency or disaster can occur at any time and any location. It may create significant degrees of human suffering, property damage, economic hardship to individuals, governments, and the business community as well as damage to the environment.
2. Community members expect government to keep them informed and to provide guidance and assistance in the event of a threat, emergency or disaster. Emergency information must be fully accessible for all citizens and residents or it will not be actionable by all.
3. Each level of government will respond to an emergency or disaster to the extent of its available resources. Once these resources have been exhausted, mutual aid will be requested. The Governor may request assistance from the Federal government if the capabilities and resources of both local and State governments are exceeded.
4. Government at all levels will continue to function under all threat, emergency, and disaster conditions.
5. If the Governor determines that an emergency exists in an area or at a facility that the State is primarily responsible for, he / she may direct State personnel to respond and will consult with the local jurisdiction when necessary.
6. Incidents are typically managed at the local government level. Local jurisdictions should not plan on the arrival of State response assets until approximately 72 hours after the incident starts.
7. Information sharing occurs across multiple levels of government, the response community, and

- the private sector.
8. NIMS / ICS and will be used as the incident management system for all levels of response.
  9. The premise of the NRF, NDRF, and this Plan is that all levels of government share the responsibility for working together in preventing, preparing for, responding to, and recovering from the effects of an emergency or disaster event and must include all people in all communications.
  10. Large-scale events may overwhelm the capabilities of state, tribal, and local governments and result in the destruction of homes, businesses, education facilities, transportation infrastructure, utilities, health and medical facilities, and telecommunications systems.
  11. Activities and functions associated with recovery may occur concurrently with those response activities and functions and may last for years.
  12. Beyond the individual, family, and household, local and tribal governments have primary responsibility for managing community recovery efforts and preparing strategies to facilitate recovery. State, local, and tribal government officials need to clearly articulate recovery priorities to optimize effectiveness of supplemental assistance, overcome the impacts of the disaster, reestablish economic viability, and implement hazard mitigation measures.
  13. The overarching goal of recovery is to restore communities to a pre-disaster or better condition, unless restoration is not reasonable, feasible, or possible.
  14. The goal underlying long - term redevelopment is for the impacted community to become safer and stronger by rebuilding to be more resilient from future disasters.
  15. In addition to federal assistance, the Governor may request mutual aid assistance from other states through the Emergency Management Assistance Compact (EMAC).
  16. For State-declared disasters that resulted from local needs for significant outside support, the Governor will convene the Colorado Recovery Task Force (unified coordinating group) to coordinate support for community recovery goals, priorities, resources, and capabilities.
  17. Factors which help support a successful recovery include organizational flexibility, interagency cooperation, informed decision-making, and coordinated public communication that is clear, consistent, and ongoing.

## **VII. Operational priorities:**

- A. Response – oriented including:
  1. Life safety
  2. Health of the public
  3. Property protection
  4. Environmental protection
  5. Incident stabilization
  6. Restoration of essential utilities
  7. Ensure security of the homeland
  8. Coordination among appropriate stakeholders.
- B. Recovery – oriented including:
  1. Restoration of critical community functions, services, vital resources, facilities, programs, continuity of local government, and infrastructure to the affected area
  2. Short, intermediate, and long – term recovery actions, including planning, resident communications, etc.

## **VIII. Concept of Operations**

### **A. General**



1. This Plan's concept of operations is based on the premise that a disaster or emergency event has resulted in a jurisdiction exceeding its capabilities and resources (including those of mutual aid) thus requiring the assistance from State government. Such assistance, when authorized, will be coordinated through OEM and the identified processes of the State Emergency Operations Center (SEOC).
2. The CHIRRP is the primary and general plan for managing incidents from the State perspective and details the coordinating structures and processes used during emergencies in Colorado. Other supplemental agency plans provide details on authorities, response / recovery protocols, and technical guidance for responding to and managing specific situations (such as hazardous materials spills, wild land fires, health emergencies, etc.).
3. Continuity of operations from the local jurisdiction(s) through State level response / recovery is manifested through standardization. Standardized operational management concepts are based on NIMS, ICS, and the hierarchy of governmental responsibility and authority.
4. Incidents are managed at the local government level. In some instances, a State agency in the local area may act as a first responder and may provide direction or assistance consistent with its specific statutory authorities and responsibilities.
5. The CHIRRP is designed to integrate quickly and efficiently with the NRF / NDRF.
6. Requesting federal assistance. Multiple programs exist within the federal government to assist States and local entities respond to and recovery from disasters and emergencies. Each has their own unique processes, procedures, and routes of request. Each State agency that is coordinating assistance through their federal partners will keep the SEOC apprised of their activities and provide copies of their assistance documentation.

## **IX. State Emergency Operations Plan Implementation**

### **A. Emergency Operations Roles and Responsibilities**

1. Units of Local government. Counties, municipalities, and special districts have responsibility for reducing the vulnerability of people and property to the effects of emergencies and disasters. They should ensure that local governmental agencies are capable of efficient and responsive mobilization of resources in order to protect lives, minimize property loss, and expedite recovery efforts during an emergency or disaster. They should ensure that an Emergency Management Program serves the jurisdiction. The Local Emergency Operations Plan should be prepared based upon a valid hazards and risk analysis.
2. State government. Within their statutory authorities, Departments are responsible to provide assistance to impacted jurisdictions when local capabilities are overwhelmed by an emergency or disaster. Upon implementation of this Plan, State agencies are responsible for their assigned Support Function (SF).
3. Federal government. The Federal government has responsibilities to respond to national emergencies and to provide assistance to States when an emergency or disaster is beyond their capability to handle. The Department of Homeland Security has the overall responsibility for the coordination of Federal emergency / disaster relief programs and supporting local and State government capabilities with resources.
4. Governor.
  - a. The Governor, as the executive head of State, has the inherent responsibility and the constitutional and statutory authority to commit State and local resources (personnel, equipment, and financial) for the purpose of "...mitigating the dangers to the State and its citizens presented by disasters."
  - b. Has the authority under CRS 24-33.5-704(4) to declare a disaster emergency and activate this plan.
  - c. The Governor may request the President declare a major disaster or emergency if the



Governor finds that effective response to an event is beyond the combined response capabilities of the State and affected local governments. Based on the findings of a joint federal - State - local Preliminary Damage Assessment (PDA) indicating the damages are of sufficient severity and magnitude to warrant assistance under the Stafford Act, the President may grant a major disaster or emergency declaration.

- d. Appoints a principal assistant in the coordination and supervision of recovery activities throughout the long-term recovery process. The Director of the Division of Homeland Security and Emergency Management will typically fulfill this role.
  - e. Has the authority to establish priorities and strategic goals, track progress, and direct members of the cabinet to implement actions throughout response and recovery in a streamlined and coordinated fashion, including changes in policy, rules, or regulations that might enhance the state's ability to support recovery efforts.
  - f. Has the responsibility to interface with the legislature, Congress and the federal government to articulate needs and secure resources to enable implementation of long - term recovery actions.
5. Division of Homeland Security and Emergency Management (DHSEM), Department of Public Safety (CDPS). Supports the needs of local government and partner agencies before, during, and after a disaster and to enhance preparedness statewide by devoting available resources toward prevention, protection, mitigation, response, and recovery, which will ensure greater resiliency of our communities. The Division is comprised of the: Emergency Management Branch [to maintain its connection to State Statutes, this branch is also referred to as the Office of Emergency Management (OEM)<sup>6</sup>], Office of Preparedness, and the Office of Prevention and Security. OEM is also responsible for the maintenance and operation of the State Emergency Operations Center (SEOC) and typically prepares the initial draft of any gubernatorial disaster emergency Executive Orders.
  6. Division of Fire Prevention and Control (DFPC), Department of Public Safety. Is committed to a multi-jurisdictional, coordinated wildfire management effort. Provides a variety of programs and services in wildfire preparedness and planning, suppression and response, as well as prescribed fire management. The Division is working toward reducing the State's vulnerability to wildfires by: (a) conducting research on wildfire prevention, containment and suppression activities; and (b) establishing minimum guidelines for the use of prescribed fire as a wildfire mitigation tool; and (c) assisting and supporting other state agencies as needed for wildfire mitigation planning and implementation.
  7. Office of Emergency Preparedness and Response (OEPR), Department of Public Health and Environment. OEPR works to ensure that the Department of Public Health and Environment, local public health, and medical agencies have plans for responding to emergency events and administering medication in mass quantities to all citizens in Colorado. In addition, OEPR: (a) assesses natural and man-made disaster events and trains health and medical professionals on the latest and improved response protocols, including the National Incident Management System. (b) is the lead program for ensuring public health and medical programs are integrated with law enforcement, the Office of Emergency Management and other State departments critical to the State's response. (c) Delivers and coordinates emergency preparedness education and training to CDPHE employees, medical and public health partners. (d) Ensures effective and redundant communication connectivity among stakeholders involved in public health detection and response and effective distribution of critical and routine health information. (e) assesses the State's ability to respond to emergency events relating to the medical care of victims and assists in identifying best practices for mass casualty response. (f) is responsible for the rapid receipt, storage and

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<sup>6</sup> Other State Agencies have OEMs, for purposes of this document the primary OEM is located within the Department of Public Safety.

distribution of the Strategic National Stockpile (SNS) Statewide in an emergency. This also includes the activation of the Department Emergency Operations Center (DOC), and the integration and coordination of various internal divisions and programs and external agencies at the State, local and federal level."

8. Office of Emergency Management (CDOT-OEM), Department of Transportation. The importance of safe and reliable travel for the motoring public is CDOT's number one concern. CDOT-OEM maintains roadway readiness for all - hazards on the State's imminent large - scale threats. Among other duties, CDOT-OEM assists the public with getting out of harm's way and getting home safely. CDOT-Traffic Operations Center offers roadside assistance on major highways, minor repairs and debris removal to help stabilize a situation. Interagency coordination of efforts is a key to successful emergency management. Before, during, and after the disaster, CDOT-OEM partners with local officials, government agencies, law enforcement, contractors, and relief organizations to minimize disaster impacts and maintain safety for the traveling public. CDOT-OEM, as a member of the State Emergency Management Community, CDOT-OEM provides a representative to the State Emergency Operations Center as needed. In accordance with the National Incident Management System, the State capitalizes on the strengths of this agency. CDOT-OEM, with its dedicated, skilled workforce, engineering capabilities, and presence in every Region of the State, is available 24 hours a day.
9. Incident Management Teams (IMT) – State deployed. The State supports the development, training, and deployment of Incident Management Teams (IMTs) for any all – hazards event, no – notice or planned. The purpose of an IMT is to assist any jurisdiction confronted with an incident beyond its capabilities in either complexity, scope, or duration. The advantages of having an IMT deployed to an impacted jurisdiction(s) would be: it provides a robust management framework to support the jurisdiction in bringing an incident to a conclusion; planning and documentation to include assistance in development of Incident Action Plans, Site Safety Plans, collecting and organizing all incident - related material for archiving, reimbursement and legal defense purposes, etc; logistical support; public information and notification support; and operational support and expertise. An IMT may deploy to assume Incident Command and manage an incident, but only after receiving a Delegation of Authority from the Authority Having Jurisdiction (AHJ). If an IMT is deployed through the State process outlined in the Resource Mobilization Plan, that Team will be held accountable for adhering to the business practices approved by the OEM Director. It is recognized that the specific role of the IMT will be defined by the incident Delegation of Authority, however that role and the business practices are separate in nature.
10. State Coordinating Officer (SCO) and Governor's Authorized Representative (GAR). When an emergency or disaster situation is of such severity and magnitude as to warrant a gubernatorial or Presidential declaration, the Governor will appoint a State Coordinating Officer (SCO), and a Governor's Authorized Representative (GAR). If needed, the SCO will appoint a Public Assistance Officer, a Hazard Mitigation Officer, Individual Assistance Officer, a State Disaster Recovery Coordinator, and a Recovery Branch Chief:
  - a. State Coordinating Officer (normally the Director, Office of Emergency Management) serves as the Governor's principal assistant in the coordination and supervision of all activities of State and local government in conducting emergency operations under a gubernatorial and / or Presidential emergency or disaster declaration. The State Coordinating Officer (SCO) will act in cooperation with the Federal Coordinating Officer (FCO) during a Presidential disaster declaration.
  - b. Governor's Authorized Representative (typically a senior member of DHSEM) serves as the State's representative for the execution of all necessary documents for disaster assistance following a gubernatorial or Presidential declaration of an emergency or disaster.
  - c. Public Assistance (PA) Officer is normally designated by the Director, OEM serves as the State representative to the local, State, and federal Preliminary Damage Assessment (PDA)

team assesses damage to public infrastructure; coordinates the project worksheets with the FEMA PA Officer; oversees project billing and disbursement of federal and State funds; provides for project closeouts; and executes all necessary documents when a Presidential declaration includes Public Assistance.

- d. Hazard Mitigation Officer (normally the head of the OEM mitigation section). This position serve as the State's representatives for mitigation activities, lead the Hazard Mitigation Recovery Support Function, and implement FEMA annual grant programs and the Hazard Mitigation Grant Program after a Presidential disaster declaration. These positions input entries into WebEOC and put in mitigation resource orders through Logistics. These positions work in the SEOC and, if applicable, a JFO.
  - e. Individual Assistance Officer (SIAO). The SIAO serves as the State's representative to FEMA as FEMA delivers Individual Assistance programs after a Presidential disaster declaration. The SIAO coordinates with COVOAD member agencies, state agencies, and others providing human services. In cases of large disasters, a deputy SIAO may be designated. The SIAO provides recommendations on selections for the FEMA programs and represents DHSEM on work groups and committees. This position inputs entries into WebEOC. This position work in the SEOC and, if applicable, a JFO.
11. State Disaster Recovery Coordinator (SDRC). The SDRC serves as the Governor's principal assistant in the coordination and supervision of recovery activities throughout the long – term recovery process. The SDRC acts in cooperation with the Federal Disaster Recovery Coordinator. These positions work in the SEOC and, if applicable, a JFO. Recovery Branch Chief (RBC). The Recovery Branch Chief coordinates and tracks recovery activities in the SEOC and, if applicable, a JFO. This position compiles damage information in anticipation of damage assessments. This position inputs entries into WebEOC.
  12. Volunteer and Private Organizations. Several organizations exist within the State that are organized to provide assistance during a disaster or emergency to meet essential needs. Some organizations with existing Memoranda of Understanding / Agreements with the State have been assigned supporting roles to specific Support Functions. They will provide immediate life - sustaining relief to individuals and families, not normally available from government resources. Local and / or State governmental agencies will assist these organizations by providing information, guidance, and coordination of their relief efforts.

#### B. Emergency Operations Management and Organization

1. In keeping with NIMS / ICS and the NRF / NDRF, emergency management operations will be formed in a modular organization to be as efficient, effective, and elegant as possible. The organization will be centered on SFs.
2. Unified command and multi – agency coordination will be accomplished through the establishment of clear and understandable incident goals, objectives, and priorities. In this way all responding organizations can focus on the task at hand.
3. Span of control for emergency management operations will be in accordance with the principles outlined in NIMS / ICS.
4. NIMS / ICS will also provide the basis for a common terminology to be used throughout the incident duration.
5. The action planning process will be directed through the SEOC Planning Section procedures.
6. Comprehensive resource management will be coordinated through the Resource Mobilization Plan.
7. Integrated communications will not only be 508 compliant but will use all available methods (press releases, e – mail, social media, telephone, etc) to relay information to the population, government officials, and the media.
8. Through the Resource Mobilization Plan, predetermined facilities will be coordinated with local

- jurisdictions, tribal governments, and facility owners. This coordination will also ensure their facilities are not dual scheduled.
9. At the State – level, coordination with superior, subordinate, lateral, and neighboring jurisdictions will be critical to access appropriate resources. These resources may prove essential as response and recovery operations continue over an extended period of time. The acquisition of these resources will be conducted in accordance with procedures outlined in the Resource Mobilization Plan.
- C. State Emergency Operations (*Functional roles and responsibilities for internal and external agencies*)
1. **Principle of Local Government Control:** Direction and control prior to, during, and after an emergency or disaster rests with the elected leadership of the legally recognized jurisdiction impacted by the incident. This authority continues throughout each stage (preparedness, response, and recovery) of emergency operations.
  2. **Incident Level Management:** A local incident management system, incorporating the functions, principles, and components of the NIMS and ICS should be adopted and utilized by all response agencies. The on - scene Incident Commander (IC) is responsible for the command and control of specific activities at the incident site.
  3. **Local Level Management:** The counties, municipalities, or special districts are responsible for emergency operations within the jurisdiction. Local government is generally responsible for coordination and control of all administrative and overhead functions. When an emergency situation threatens to escalate beyond the capabilities of on - scene responders, including mutual aid assistance, activation of the local emergency operations center may be required. The Local Emergency Operations Plan (LEOP) should delineate the concept for on - scene incident management to be used by all local agencies involved in emergency operations. The flexibility and rapidly expandable organizational structure, and the use of a common terminology, make this system particularly useful when coordinating a multi - functional response, as well as, easily adaptable to supporting multiple agencies and / or multiple jurisdictional emergencies. ICS and the organization of the local emergency operations center must be closely integrated in order to adequately address the issues facing a community during emergencies and disasters. Local EOCs should be organized to provide for the following functions: Management, Operations, Planning, Public Information, Logistic, and Finance and Administration. Based upon the staffing requirements, these functions can be combined.
  4. **State Level Management:** In an emergency or disaster that overwhelms the resources and capability of a local jurisdiction, the Governor may exercise his / her authority to use the resources of State government. The management of the State's response and recovery is facilitated by the policies of the CHIRRP and its implementing procedures. The SEOC's principal emergency management function is not that of an initial responder, but that of coordinator for the acquisition, prioritization, and distribution of State, private, and, if needed, Federal resources. Based upon the timely receipt and verification of the emergency request from a local jurisdiction, OEM will task the appropriate State agency to provide requested resources, services or information. The State department receiving a tasking / mission will coordinate assistance with the incident management structure of the requesting jurisdiction. If the disaster situation is of such magnitude as to require federal assistance; the State, through the SEOC or a Joint Field Office (JFO) if one has been established, will function as the primary coordination agency for the rendering of federal assistance.
  5. **Federal Level Management:** If the emergency is of such a magnitude that federal assistance is approved, the federal agencies, actions are in support of the State and locals. Coordination will take place from the appropriate State SF to the Federal SF. Coordination will take place at the SEOC or a Joint Field Office, if one is established.
  6. **Volunteer organizations** may be called upon, as appropriate, to assist in disaster preparedness,

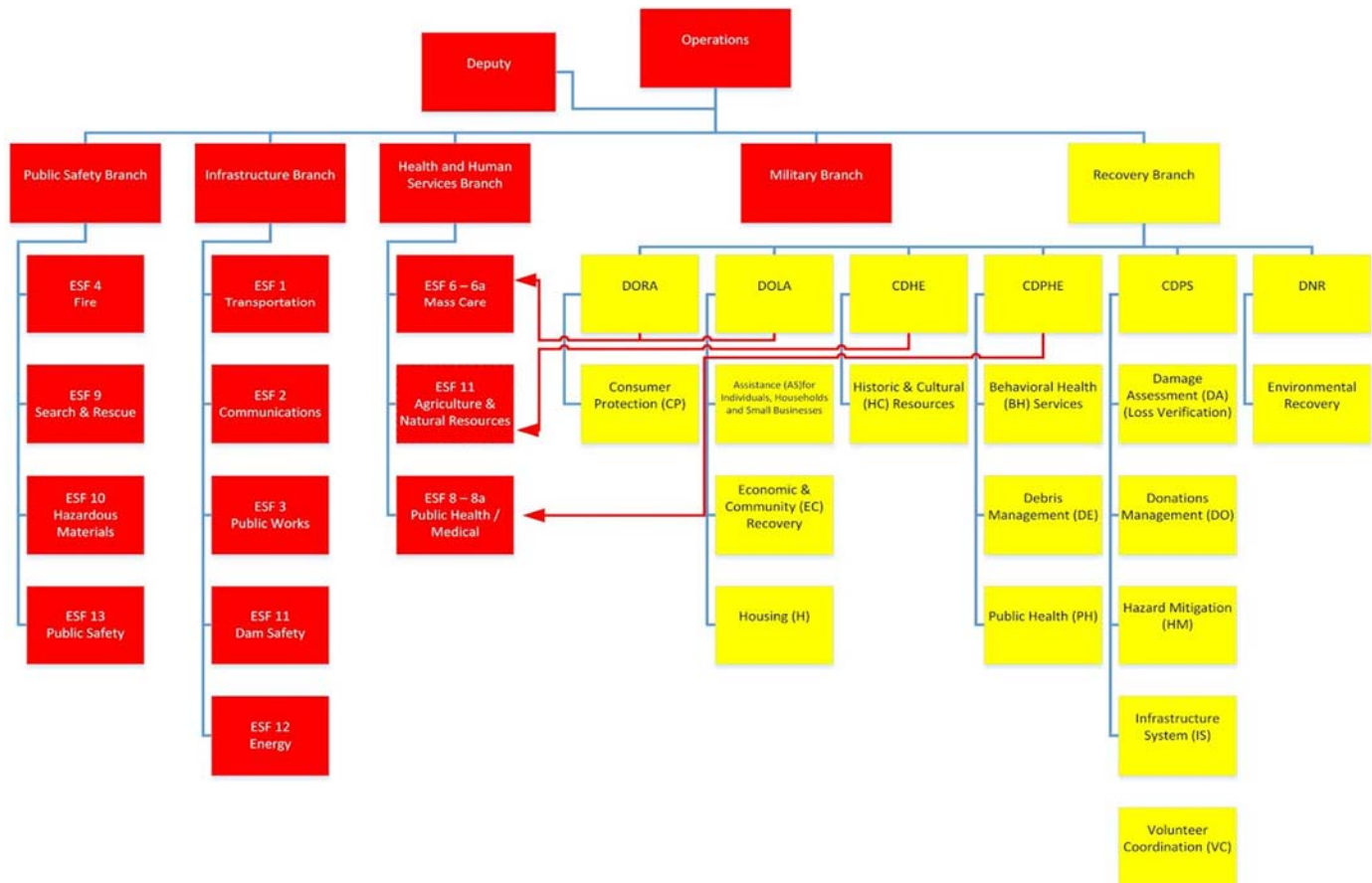
response and recovery. Colorado Voluntary Organizations Active in Disasters (COVOAD) will coordinate these organizations.

7. **The private sector** has significant responsibility for critical infrastructure protection and business restoration. Although the role of the private sector is not legislated, their responsibilities to the public make them an important partner at all levels of government.

## X. STATE EMERGENCY OPERATIONS ORGANIZATION

### A. State Emergency Operations.

The diagram below illustrates the unique relationship between response ESFs and Recovery RSFs.



### General

1. The State Emergency Operations Center (SEOC) provides the mechanism through which the OEM Director (or the SCO during a declared disaster emergency) can coordinate support to local and tribal governments in disaster situations. The SEOC serves as the principal point for coordinating and tasking State departments and volunteer agencies in the delivery of emergency assistance to impacted jurisdiction(s). The SEOC also provides the Governor with a location to assemble and analyze critical disaster or homeland security information, facilitate the decision making process, coordinate the response / recovery activities of State government, and ensure interagency cooperation, coordination, and communications. The SEOC can operate at a physical location or virtually.





2. The physical location for the either the primary or alternate SEOC will be designated based upon on – going needs.
3. In meeting the Spirit of NIMS / ICS, the State emergency operations organizational structure above is designed to be flexible, easily expandable, and proactive to support the needs of local government. The State is organized by functional elements and provides for a uniform linkage between the State and federal systems. Through this structure, the SEOC will provide command, control, and direction towards response and recovery operations.
4. Activation of the SEOC does not require a gubernatorial executive order. The SEOC can be activated by the SEOC Manager, the OEM Director, or a designated representative.

#### B. Support Functions

1. General
2. Description

There were 14 State emergency support functions (ESFs) in the SEOP and 14 State recovery support functions (RSFs) in the previous State Recovery Plan. Each support function has been assigned a State agency lead with other agencies taking on support roles as necessary. Leads are responsible for ensuring lead and supporting roles are filled and tasks are conducted pre-disaster, during events, and post-disaster. Unfortunately, at this point the frameworks from the National Recovery Framework and National Response Framework do not exactly align with each other; however the State has worked toward developing its own framework that does align. Below is a brief description of the State ESFs, followed by a brief description of the State RSFs.

3. State agencies, governor's offices, and departments are responsible for providing assistance to local jurisdictions when local capabilities are overwhelmed by an emergency or disaster or when subject matter expertise is requested. Upon implementation of this Plan, State agencies are responsible for their assigned ESF and RSFs. In recovery, the roles, responsibilities, and duties may differ depending on the magnitude of the disaster and the need for longer - term recovery actions. Each state department and Governor's office has a designated Emergency Response Coordinator (ERC) and alternate(s).

#### Emergency Support Function (ESF)

ESF-Title	Lead	Types of Activities (not a comprehensive list of all activities):
1 Transportation	CDOT	Coordinate transportation support requests including alternate services (air, rail, surface), assess and report damage, coordinate restoration



2 Communications	OIT	Coordinate temporary telecommunications and restoration, assess and report damage.
3 Public Works & Engineering	CDOT	Conduct and compile damage assessments, execute emergency contracts, and provide technical assistance.
4 Firefighting	DFPC	Manage and support firefighting activities
5 Information and Planning	DHSEM	Facilitate information flow, preposition assets, support and facilitate multi-agency planning and operations coordination.
6 Mass Care, Emergency Assistance, Temporary Housing, Human Services	CDHS	Provide housing needs assistance. Coordinate provision of non-medical care (shelter, food, first aid, information to victim's family members, bulk distribution of relief items, support for persons with access and functional needs), expedite mail services in affected areas, process new benefit claims, assist with terrorism victim compensation. Provide companion and service animal resource support.
7 Resource Support	DHSEM	Provide resource support.
8 Public Health and Medical Services	CDPHE	Provide support for disease surveillance, outbreak control, drinking and waste water, hospital resources, waste management, food, dairy, air quality, hazardous materials, medical supply, and Strategic National Stockpile. Provide direction, coordination, and technical assistance for all behavioral health activities associated with response.
9 Search and Rescue	DHSEM	Provide coordination support.
10 Oil & Hazardous Materials response	CSP	Coordinate response and recovery actions to prepare for, prevent, minimize, or mitigate a threat to public health, welfare, or the environment.
11 Agriculture and Natural Resources	CDA	Determine nutrition assistance needs, obtain and arrange for delivery of food supplies, authorize disaster food stamps, coordinate response to animal/zoonotic or plant diseases or infestations, ensure safety and security of food, ensure (with ESF #8) that animal, veterinary, and wildlife issues are supported. Coordinate protection of resources includes conserving, rehabilitating, recovering and restoring natural resources. Coordinate protection of cultural, historic, recovery, and restoring cultural, historical, and natural resources.
12 Energy	GEO & PUC	Collect, evaluate, and report on damage, impacts, and restoration activities. CEO is responsible for the Colorado disaster fuel plan.
13 Public Safety and Security	CSP	Coordinate Federal support to State and local authorities including public safety, critical infrastructure protection, security planning and technical assistance, technology support.
15 External Affairs	DHSEM	Coordinate external affairs actions.

4. As mentioned before, RSFs start early in the event of an emergency or disaster. Because ESF staff are usually already on site and working diligently on both response and recovery requests, it is prudent to have a triggering mechanism in place for early transitions so ESF staff can turn over RSFs to RSF leads. ESF and DHSEM staff will evaluate the circumstances and determine if or when RSF staff should report to the SEOC. As soon as practical after arrival, an ESF / RSF lead transition briefing will occur so the RSF lead can assume lead roles and responsibilities; however it is expected the ESFs will stay engaged, especially if providing technical assistance as a support agency.

# Recovery Support Function (RSF)

RSF-Title	Lead	Types of Activities (not a comprehensive list of all activities):
Assistance (AS) for Individuals, Households and Small Businesses	DOLA	Includes planning for RSF AS, providing assistance, managing resource requests, and helping locate resources to assist individuals, households, and small businesses physically and economically affected by disasters, assisting communities with setting up assistance centers.
Behavioral Health (BH) Services	CDPHE	Includes planning for RSF BH, providing assistance, managing resource requests, and helping coordinate behavioral health resources for delivery 'during an event' and post-disaster.
Consumer Protection (CP)	DORA	Includes planning for RSF CP, providing assistance, managing resource requests, coordinating resources to protect consumers across various regulated and market sectors.
Damage Assessment (DA) (Loss Verification)	CDPS	Includes planning for RSF DA, updating state DA process, coordinating, conducting, and compiling damage assessment/loss verification information for requesting federal disaster programs.
Debris Management (DE)	CDPHE	Includes planning for RSF DE, developing a state debris management plan, coordinating resource requests, providing assistance, coordinating state debris management operations.
Donations Management (DO)	CDPS	Includes planning for RSF DO, updating the state DO plan, providing assistance on DO operations, managing resource requests, helping coordinate resource delivery.
Economic and Community (EC) Recovery	DOLA	Includes planning for RSF EC, providing assistance with economic and community planning and recovery, unit of local government governance, managing resource requests, helping identify potential resources, managing recovery grants.
Environmental Recovery (ER)	DNR	Includes planning for RSF ER, providing assistance, managing resource requests, helping coordinate resource delivery, managing recovery grants associated with restoration and rehabilitation activities.
Hazard Mitigation (HM)	CDPS	Includes planning for RSF HM, updating the state natural HMP, identifying pre-disaster and Post-disaster natural hazard mitigation activities focused on life, property, and infrastructure, providing assistance, managing resource requests, and managing mitigation grants.
Historic and Cultural (HC) Resources	DOA	Includes planning for RSF CH, providing assistance, managing resource requests, helping coordinate resource delivery, and managing grants associated with protecting damaged or imminently threatened cultural and historic resources.
Housing (H)	DOLA	Includes planning for RSF H, updating the state housing plan, providing assistance, managing resource requests, helping coordinate resource delivery, providing housing options, and managing grants.
Infrastructure Systems (IS)	CDPS & by sector	Includes planning for RSF IS, providing assistance, managing resource requests, and managing grants for the various infrastructure sectors.
Public Health (PH)	CDPHE	Includes planning for RSF PH, providing assistance, managing resource requests, helping coordinate resource delivery, providing public health options, managing grants.

Volunteer Coordination (VC)	CDPS	Includes planning for RSF VC, updating the state plan, providing assistance, managing resource requests, helping coordinate resource delivery.
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#### 5. Roles and Responsibilities

- Each ESF and RSF lead and supporting agency ERCs have specific roles and responsibilities:
- Represent their agency during response and recovery operations with the authority to comment departmental resources.
- Contribute to the incident situational awareness process for the Governor's Office.
- Ensure departmental customers impacted by the incident have their services restored in a coordinated manner.
- If not designated as a lead Support Function, provide support for all requests within the capability of the Department.

#### C. State Emergency Operations Center Activation Levels

- The SEOC or Alternate State Emergency Operations Center (AEOC) becomes operational and is staffed based upon the severity of an emergency, disaster or planned event and the anticipated or actual level of involvement by State government in providing assistance to impacted jurisdiction(s). In a major event the SEOC transforms to a Multi - Agency Coordination Center (MACC) accommodating representatives of affected jurisdictions and other agencies as appropriate.
- Activation Levels are issued to indicate what level of activity the SEOC should be functioning to adequately respond to any imminent or occurring threat / hazard. Activation levels are applicable regardless if the SEOC is physically occupied or all activity is done remotely (virtually).
- The SEOC can be activated by the designated SEOC Manager, their designated representative, or senior DHSEM official, who will be responsible for making the appropriate WebEOC entry.
- The level of activity within the SEOC grows in size, scope, and complexity in concert with that of the incident(s). If the incident requires additional support and coordination, the SEOC Manager may activate additional staff to involve more disciplines, mobilize additional resources, inform the public, address media inquiries, involve senior elected and appointed officials, and request outside assistance. The Table below lists the scale of activation levels along with criteria for determining the appropriate level. These apply for both response and recovery activities. Any of these levels can involve both in - person and off - site personnel coordinating virtually.

Activation Level		Description	Staffing
4	Normal Operations / Day – to – Day Activities	Operational readiness is maintained through monitoring and assessing potential threats and hazards; ongoing interagency coordination; developing and executing plans, training, and exercise programs; and facility and equipment maintenance.	SEOC is not staffed.
3	Partial	A situation or threat has developed that requires enhanced monitoring and coordination between jurisdictions and agencies	C&GS positions are filled. One or two ESFs / RSFs ERCs may be actively monitoring / participating.
2	Enhanced	For Response: A situation or threat has developed that requires coordination extending beyond the normal workday and that requires 24	Select State agencies (for example: CDOT, CDPHE, CDPS, DMVA) are notified they may be needed to report to the SEOC. Notification is

		/ 7 monitoring. SEOC logistical support from impacted jurisdiction(s) is being requested. For Recovery: Damage assessment teams are deployed and the formulation of a RSF Working Group.	made to all remaining State agencies and other support organizations to be on stand – by for full activation.
1	Full	For Response: Full activation of the SEOC with representatives from lead and supporting State and other agencies. DHSEM crisis communication plan fully implemented. For Recovery: a Joint Field Office has been established.	All appropriate State agencies, NGOs, and other entities are actively participating in the incident virtually or by physically being in the SEOC. Full 24 - hour a day staffing may be required.

6. The SEOC Manager deactivates the response portion of SEOC staff as circumstances allow and the center returns to its normal operations / day – to-day condition. Deactivation occurs when the incident no longer requires the support and coordination functions provided by the SEOC response staff or those functions can be effectively managed by individual organizations or by using steady state coordination mechanisms. However, the SEOC could remain activated to support recovery activities. The SEOC Manager will also make the determination to deactivate the SEOC for recovery. Normally, after - action review and improvement planning is arranged as part of deactivation planning. Notification of deactivation will be expressed in WebEOC, a notification system, e – mail, or any other applicable method. ERC or agency actions to be taken upon deactivation include:
  - a. Complete all necessary documentation (Unit logs, reimbursement request, etc.).
  - b. Turn in of any loaned equipment.
  - c. Close out WebEOC entries by making a note that the ERC, agency or ESF is deactivating from the SEOC.
  - d. Clean work area and sign out on the ICS 211 or have ID scanned upon leaving.
7. The SEOC Manager (or State Recovery Officer) will determine a timeline for demobilization for recovery activities. Considerations for this timeline may include:
  - a. The community completes its recovery planning process and creates an incident - specific recovery plan.
  - b. The community is on track to acquire the needed internal capability and external support for implementing and managing its recovery.
  - c. Key tasks that are directly linked to the achievement of recovery strategic goals are complete.
  - d. The coordination and technical assistance needed to accomplish the strategic goal's objectives have been provided.
8. Depending upon the severity of the incident, response and recovery actions may be initiated simultaneously. As response operations decrease, typically recovery operations will increase, i.e. some Response ESFs will be replaced by Recovery RSFs.

#### D. State Departments and Agencies Responsibilities

##### 1. General

- a. All State departments are mandated under the authority of Colorado Disaster Emergency Act of 1992 (C.R.S. 24-33.5-701) and this Plan to carry out assigned activities related to mitigating the effects of a major emergency or disaster and to cooperate fully with each other, the OEM, and other political subdivisions in providing emergency assistance.

- b. Each State department will develop and maintain its own internal emergency operations plan, specific procedures and checklists necessary for accomplishing assigned tasks. Department plans may delegate authority and assign responsibility to divisions, bureaus, offices, or other components within their Department.
- c. State departments retain administrative control of their personnel and equipment when tasked to support other State departments or local jurisdictions.
- d. State departments will maintain detailed logs of personnel and other costs for possible reimbursement.
- e. All State departments and agencies, within their authority, will monitor and coordinate with their federal counterparts during the implementation of emergency assistance programs in Colorado. As this occurs, the SEOC will be kept informed of this coordination.
- f. State departments will notify OEM of any information regarding possible / pending incidents or disasters.
- g. In addition to assigned functional responsibilities, all State departments will take the following general actions, as appropriate and in accordance with the phases of emergency operations:
  - (1) Preparedness and Prevention Stages
    - (a) Appoint an Emergency Response Coordinator (ERC), and (at least) two alternates, to act on behalf of the department or agency and to provide representation at the SEOC during activations and exercises. The ERC will be knowledgeable of and will represent all divisions and programs within the department. The ERC will be empowered to make decisions and expend resources in providing operational and technical support to local governments or other State agencies. Names and 24 - hour contact phone numbers will be furnished to the OEM.
    - (b) Coordinate plans, procedures, and preparations with participating federal, State, tribal, local, and private and volunteer agencies. As appropriate, enter into working agreements with these agencies in order to promote effective and efficient emergency response and relief efforts.
    - (c) Coordinate the release of departmental emergency public information through DHSEM or the Joint Information System, if one is activated.
    - (d) Departments that have a lead role in a Support Function will develop and maintain the appropriate annexes to this plan.
    - (e) Develop and maintain department / agency plans, standard operating procedures (SOPs), and checklists that prescribe in detail how the department will implement its assigned responsibilities. Instructions will be included for notification of key personnel, setting up 24 - hour shifts and other appropriate measures.
    - (f) Ensure all personnel assigned specific functional responsibilities in support of this Plan are adequately trained and prepared to assume those responsibilities.
    - (g) Maintain a current resource database of all departmental equipment, specialty personnel, and materials available to perform assigned functions.
  - (2) Response Stage
    - (a) Alert personnel and mobilize resources in affected and adjacent areas.
    - (b) Assist in assessing and reporting damages to any State - owned facility or property under departmental jurisdiction. Report this information to the SEOC (Damage Assessment Section) along with the Department of Personnel and Administration.
    - (c) Coordinate emergency response activities with local, State, tribal, federal and other agencies.
    - (d) Coordinate the release of departmental emergency public information through DHSEM or the Joint Information System (JIS) if one is activated.
    - (e) Implement departmental emergency plans and procedures, as appropriate and when

requested by OEM.

- (f) Record and report to OEM all costs incurred in carrying out emergency operations. Best practices must be followed on all financial / logistical record keeping.
- (g) Upon request, provide ERC(s) to the SEOC.

(3) Recovery Stage

- (a) Recovery spans a continuum that starts with activities to restore vital life - support systems to at least minimum operating standards and extends through the rebuilding and redevelopment process, which can take years. Longer - term activities focus on efforts to return communities to normal, or pre - disaster, conditions or to a new and improved condition that incorporates principles of hazard mitigation, energy efficiency, smart growth, or other design concepts adopted by affected communities to guide redevelopment. Recovery occurs over an extended period of time that can be divided into phases of activity. The National Disaster Recovery Framework (NDRF) identifies three phases of recovery: short - term, intermediate, and long - term.

- (b) Short - Term Recovery (Initial 14 Days following the Disaster Event)

Short - term recovery activities are initiated as the response phase and the major impacts of the event are managed and stabilized. This phase is characterized by more detailed assessments of incident consequences, formulation of recovery strategies, and a gradual return to normal as services are restored and re - entry into impacted areas is allowed. Examples of short - term recovery activities include:

- (1) Providing mass care, including sheltering, food, water and other essential commodities for those displaced by the incident.
- (2) Providing disability related assistance/functional needs support services.
- (3) Conducting initial damage assessment of homes, businesses, critical infrastructure and services.
- (4) Clearance of debris from emergency transportation routes, debris removal, and general clean up.
- (5) Repairing major transportation systems and restoring interrupted utilities, communication systems, and other essential services.
- (6) Dissemination of emergency instructions and information to the public.
- (7) Provision of case management and behavioral health services to address individual needs of disaster survivors.
- (8) Implementation of a process for coordinating spontaneous, unaffiliated volunteers.
- (9) Implementation of a process for managing undesigned donations, possibly including collection and distribution facilities and a multi - agency warehouse.
- (10) Rescue and emergency care for pets and companion animals.
- (11) Staffing and management of disaster service centers (DSCs) to provide information and assistance to survivors.
- (12) In cases of federally - declared disasters, establishing a Joint Field Office with FEMA.

- (c) Intermediate Recovery (14 Days ~ 6 Months)

- (1) Intermediate recovery activities involve returning individuals and families, critical infrastructure, and essential government or commercial services back to a functional, if not pre - disaster state, including temporary actions that provide a bridge to permanent measures. Examples of intermediate recovery activities include:
- (2) Establishing a recovery prioritization and planning process, including formation of a long - term recovery task force and preparation of a recovery strategy.



- (3) Continuing to provide case management and behavioral health services to survivors; in cases of federally - declared disasters completing applications for federal disaster recovery programs.
- (4) Providing accessible interim housing and planning for long - term housing solutions.
- (5) Ensuring critical infrastructure priorities are identified and incorporated into planning.
- (6) Reconnecting displaced persons with essential health and social services.
- (7) Developing a hazard mitigation strategy responsive to needs created by the disaster.
- (8) Completing assessments of natural and cultural resources and developing plans for long - term environmental and cultural resource recovery.
- (d) Long - Term Recovery (6 Months and Beyond) Long - term recovery follows intermediate recovery and may continue for months to years before redevelopment and revitalization of the damaged area is complete. It is the process of rebuilding or relocating damaged or destroyed social, economic, natural, and built environments in a community to conditions set in a long - term recovery plan or strategy. Examples of long - term recovery activities include:
  - (1) Developing and implementing recovery processes and strategies and reflecting recovery planning and mitigation measures not already in place in a community's land use planning and management (comprehensive plans, master plans, zoning regulations).
  - (2) Addressing recovery needs across all sectors of the economy and community and addressing individual and family recovery activities and unmet needs.
  - (3) Educating the public regarding rebuilding, recovery, and returning to normal timelines, including educating around social recovery and the impacts of long - term work on health and psycho - social functioning.
  - (4) Rebuilding to appropriate resilience standards in recognition of hazards and threats.
  - (5) Rebuilding educational, social, and other human services and facilities according to standards for accessible design.
  - (6) Reestablishing medical, public health, behavioral health, and human services systems.
  - (7) Implementing mitigation strategies, plans, and projects.
  - (8) Implementing permanent housing strategies.
  - (9) Implementing economic and business revitalization strategies.
- (e) Colorado Recovery Task Force (CRTF)
  - (1) The intent of the Task Force is to bring together diverse resources to identify issues and collaboratively solve problems. Members serve as specialists in their areas of expertise and as conduits to resources and programs in their functional areas.
  - (2) Staff brief the director of DHSEM, the director considers the circumstances, consults with other directors as necessary, and determines if a unified coordinating group is appropriate at the state level. If the determination is yes, the director works with the executive director to invite other office and department directors and convenes the Colorado Recovery Task Force. Task Force members are at the highest level unless an executive director officially identifies and authorizes a proxy, possibly a division director, to speak for and obligate resources on behalf of the department. For departments with more than one significant area of expertise or more than one assigned RSF, multiple

division directors may be assigned.

- (3) Agencies other than state are invited to participate as needed.
- (4) The SDRC chairs the Task Force and DHSEM supports the director by coordinating the CRTF process and coordinating and facilitating the reporting working group.
- (5) A unified working group at the staff program level is utilized to support the goals, decisions, and directions of the CRTF. This group coordinates actions regularly through conference calls. Subgroups, such as the Disaster Housing Task Force, are critical to the process and utilized as needed. Partner agencies, including local and tribal governments, nonprofit organizations, federal partners, and others are all encouraged to participate.
- (6) The CRTF and working group guide and coordinate State - level actions. These include:
  - Establishing communications between recovery officials from affected jurisdictions and the Task Force to ensure members remain informed;
  - Identifying community impacts for State and other assistance and determining unmet needs;
  - Identifying potential actions and resources, directing resources, and reporting on actions taken;
  - Preparing communications and messaging for leadership and stakeholders;
  - Establishing priorities, milestones, and performance measures;
  - Preparing a State - level strategy for technical and financial assistance to support local / tribal recovery goals and priorities, using a collaborative process; and
  - Coordinating federal and other funding streams for recovery efforts and facilitating solutions to identified gaps and overlaps in assistance.

## **XI. Administration and Finance**

### **A. Administration**

During an emergency or disaster, State and local government shall determine, if necessary, what if any normal administrative procedures shall be suspended, relaxed, or made optional in order to prevent unnecessary impediments of emergency operations and recovery activities. Such action should be carefully considered and the consequences should be projected realistically. Any State government departure from the day – to – day methods of conducting business will normally be stated in the Governor’s declaration or Executive Order of Disaster / Emergency, or as specified in the Plan and its supporting documents.

### **B. Finance**

1. A major disaster or emergency may require the expenditure of large sums of State and local funds. Financial operations may be carried out under compressed schedules and intense political pressures which will require expeditious actions that still meet sound financial management and accountability requirements
2. State financial support for emergency operations shall be from funds regularly appropriated to State departments. If the demands exceed available funds, the Governor may make additional funds available from the Disaster Emergency Fund. If money available from the fund is insufficient, the Governor has the authority under a State Declaration of Disaster / Emergency to transfer and expend moneys appropriated for other purposes.
3. State departments designated as lead agencies for Support Functions conducting emergency support activities will be responsible for organizing their functional activities to provide financial

support for their operations. Each department is responsible for maintaining complete documentation to support requests for reimbursement, for submitting bills in a timely fashion, and for closing out assignments.

4. State and local government entities are responsible for documenting all emergency or disaster related expenditures using generally accepted accounting principles. Care must be taken throughout the course of the emergency to maintain logs, records, receipts, invoices, purchase orders, rental agreements, etc. These documents will be necessary to support claims, purchases, reimbursements and disbursements. Record keeping is necessary to facilitate closeouts and to support post recovery audits.

#### C. Logistics

1. OEM, in coordination with other State departments, will facilitate logistical support for statewide emergency operations (i.e., provide supplies and equipment) and, if required, sleeping and feeding facilities for SEOC staff.
2. State and local government shall implement established resource controls. This includes source and quantity of available resources. Further, they shall keep the SEOC advised of any anticipated shortfalls in required resources needed to support a given emergency or disaster operation.
3. Local jurisdictions should develop and maintain a current database of locally available resources and their locations. The database should include available public and private equipment, and personnel with special technical skills pertinent to the anticipated needs of the local jurisdiction.

#### D. Mutual Aid Agreements

No single local jurisdiction will have all the personnel, equipment, and materials required to cope with a major emergency or disaster. Necessary additional assistance may be rendered through mutual aid agreements that provide for obtaining additional resources from non - impacted inter / intra - jurisdictional governmental agencies and other organizations. Mutual aid agreements are an essential component of emergency management planning, response, and recovery activities. These agreements can significantly increase the availability of critical resources and improve response and recovery efforts. It is the responsibility of local government to ensure that local emergency operations plans and recovery plans contain adequate provisions for the rendering and the receipt of mutual aid.

#### E. Compacts

Colorado is a member of the Emergency Management Assistance Compact (EMAC) (CRS 24-60-2901). EMAC is administered by the National Emergency Management Association. Any Member State may request EMAC assistance when the Governor of the affected State has declared a state of emergency.

#### F. Training and Exercise

1. Training of emergency operations staff (governmental, non – governmental, private sector) should be conducted on a continuing basis. In - house sessions, exercises, actual operations, or sponsored classes are sources for accomplishing this training. Various training courses are provided by OEM, DFPC, CDPHE, FEMA, etc.
2. Periodic exercises will be conducted at the State level in order to validate specific incident plans and / or procedures associated with this Plan. Formal After Action Reports will be conducted in order to facilitate the refinement of current plans and procedures.

#### G. Plan Development and Maintenance

1. This Plan, its annexes, appendixes, implementing procedures, and resource inventories shall be based on those potential major hazards to which the State is subject, along with the support needed to assist local government before, during, and after any emergency or disaster incident.

All shall be maintained and kept current on the following schedule:

- a. Updates can occur at any time based upon the change of federal guidance and lessons learned.
  - b. A formal review and update of the Plan, its annexes, and appendixes will occur every two years (at a minimum). This review will consist of partners having the opportunity to comment on all elements of the Plan and will be forwarded to the Governor's Office for signature.
2. All changes, revisions, and / or updates to this Plan, its annexes and appendixes shall be forwarded to OEM for review, publication and distribution to all holders of the Plan following the efforts of the lead agency to coordinate with its supporting agencies. If no changes, revisions, and / or updates are required, OEM shall be notified in writing by the agency lead that respective plans, annexes, appendices, etc., have been reviewed and are considered valid and current.

### **Support Function Annexes**

- 1 – Transportation
- 2 – Communications
  - ESF A – Cyber Security
- 3 – Public Works and Engineering
- 4 – Firefighting
- 5 – Information and Planning
- 6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services
  - ESF A – Care of Companion and Service Animals
  - ESF B – Licensing Administration and Colorado Child Care Assistance Program
  - ESF C – Multi - Agency Feeding Plan
  - RSF A - Assistance for Individuals, Households, and Small Businesses
  - RSF B - Consumer Protection
  - RSF C - Donations Management
  - RSF D - Housing
  - RSF E - Volunteer Coordination
- 7 – Resource Support (separate document)
- 8 – Public Health and Medical Services
  - Appendix 1 – Strategic National Stockpile
- 9 – Search and Rescue
  - ESF A – Wildland
  - ESF B – Urban
- 10 – Oil and Hazardous Materials
- 11 – Agriculture and Natural Resources
- 12 – Energy
- 13 – Public Safety and Security
- 15 – External Affairs

### **Incident Annexes**

- Biological
- Chemical Stockpile Emergency Preparedness Program
- Continuity of Government
- Cyber
- Earthquake
- Flood
- Foreign Animal Disease

Landslide / Debris Flow  
Terrorism Law Enforcement and Investigation  
Tornado  
Wildfire  
Winter Storm

**Supporting Annexes**

Access and Functional Needs  
Colorado Disaster Act (updated October 1, 2016)  
Evacuation  
Geographic Information Systems  
Glossary of Terms, Acronyms and Abbreviations  
Information Requirements  
International Coordination  
Military Support to Civil Authority  
Private Sector Coordination  
Public Affairs  
Resource Mobilization Plan (separate document)  
Tribal Relations  
Volunteer and Donations Management

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## **Support Function #1: Transportation**

**ESF Lead Agency: Department of Transportation (CDOT)**

**RSF Lead Agency: Department of Transportation**

**Supporting Agencies:** Department of Public Safety,

### **I. PURPOSE**

The purpose of this ESF is to provide for coordination, control and allocation of transportation assets in support of the movement of emergency resources including the evacuation of people, and the redistribution of food and fuel supplies. Such action could be required in response to a natural disaster or an act of terrorism.

### **II. SCOPE**

- A. The scope of this annex is to describe the general response of CDOT and other supporting agencies in response to an emergency incident in Colorado.
- B. Response activities will take place in the field and will be coordinated through the State Emergency Operations Center (SEOC) in Centennial and CDOT's Emergency Response Coordinator.
- C. CDOT is a statewide decentralized organization having multi-functional operational capabilities, and provides the citizens of Colorado with quick responses to transportation-related emergencies.
- D. Assets described in C. above will be used to fulfill the needs of ESF #1 in the event of a disaster.

### **III. SITUATION**

A disaster may result from natural or technological hazards or from a National Security Emergency or act of terrorism that produces extensive damage and results in a large volume of requests to save lives and alleviate suffering. When notified of an emergency situation by the Division of Homeland Security and Emergency Management, CDOT will monitor the situation, do pre-planning and, if requested, provide assistance in mobilizing the necessary available resources to meet demands. CDOT maintains a current inventory of vehicles and will ensure that this inventory is at the ready for any required response.

### **IV. PLANNING ASSUMPTIONS**

- A. The transportation infrastructure in some areas or sectors will sustain damage and / or contamination from hazardous chemicals, explosives, fire, radiological materials, or biological hazards. Natural hazards such as snow, ice, floods, tornados, can cause significant damage to the infrastructure or render it unusable for substantial periods of time. The damage and / or contamination will influence the accessibility of relief services.
- B. Disaster response will require effective transportation coordination.
- C. Priority for the clearing of access routes will be determined in order to permit sustained flow of emergency relief.

- D. The requirement for transportation capacity will exceed the availability of local assets.
- E. CDOT has a plan for allocating essential highway capacity, regulating and maintaining sufficient highway capacity to move critical goods and supplies. These procedures are documented in CDOT's Traffic Incident Management plan (TIMP).
- F. CDOT maintains a computer-based inventory of fleet equipment that could be utilized to manage corridors, equip roadblocks, and move required materials and people as needed.
- G. CDOT provides routing and alternative routing support to the Department of Public Health and Environment (CDPHE) for the Strategic National Stockpile (SNS) push packages during medical emergencies.

## **V. CONCEPT OF OPERATIONS**

- A. In response to an emergency, the local first responders and local CDOT maintenance personnel will assess the extent, type, and severity of the disaster area. The status of transportation corridors will be determined and current fleet and personnel resources will be dispatched to the affected areas.
- B. The CDOT Emergency Response Coordinator (ERC) will be the ESF #1 lead when the State Emergency Operations Plan has been activated. The ESF #1 lead will be responsible for coordination of all state agencies providing support under ESF #1.
- C. In smaller magnitude emergencies, requests for assistance may be handled over the telephone. In larger magnitude events the ESF #1 ERC will respond to the SEOC to coordinate a response from a centralized location. If a Presidential declaration is received, the ESF #1 lead will coordinate closely with the Federal ESF #1 Lead.
- D. ESF #1 lead will maintain copies of all information to be compiled into a Master Log of the event.
- E. As the incident moves from the response phase to the recovery phase, many ESF activities will transition from the SEOC to a regional location (Joint Field Office).
- F. CDOT will implement its TIMP plan provisions as needed to address the need for management of remaining highway corridor capacity.

## **VI. ORGANIZATION AND RESPONSIBILITIES**

- A. Organization
  - 1. ESF #1 usually conducts activities in the field with overall coordination by the ESF #1 ERC. The organizational structure of the CDOT is described below.
  - 2. A CDOT regional emergency response office may be established near the disaster area at a CDOT regional, construction residency, or maintenance area office. This center will report directly to the ESF #1 at the SEOC.
- B. Responsibilities - CDOT
  - 1. Transportation Commission and Executive Director: Provides or redirects State or Federal funding for transportation damage recovery, secures and obtains federal emergency replacement funding as may be available for infrastructure.

2. Chief of Maintenance, or CDOT designated Emergency Response Coordinator: Coordinates with Regional Transportation Directors and Maintenance Superintendents to allocate personnel, equipment, and other resources for the support of response activities on a statewide level, and creates expanded work force through emergency contracts.
3. Regional Transportation Directors or designee: Direct the transportation regions' allocation of resources, personnel, and other required support for the response activities. Maintain a communications network with local, city, and county officials within the region to provide a communication link to the ESF #1 Emergency Response Coordinator. Designate disaster field office and management of the field office. Manage coordination between CDOT's functional areas. Manage CDOT regional emergency response office.
4. Region Maintenance Section Superintendent or designee: Directs and manages the first responders, and evaluates the availability of personnel, material, supplies, and equipment that can be committed to response and recovery activities. Provides communication networks through vehicle based two-way radio, and personnel for 24-hour coverage as needed.
5. Traffic Management Center: Provides 24-hour transportation system information including road closures, detours, delays, alternate routes, etc., and manage Variable Message Signs at key locations along transportation corridors.
6. Staff Bridge: Provides structure damage assessment, structure flow capabilities, structure repair recommendations, and weight restrictions on bridges.
7. Office of Emergency Management (CDOT-OEM): The OEM Director is the designated Emergency Response Coordinator (ERC), and provides 24-hour coverage of the SEOC when activated. The OTS Director will also provide for back-up support for the ERC and support for the Field Operations Team.
8. Staff Construction Project Development Branch: Coordinates with the Regions to provide engineering personnel for damage assessment teams, repair recommendations, and accounting management of emergency force account work.
9. Division of Aeronautics: Provides data concerning locations, capacities and facilities of all airports in Colorado. Provides contact information for personnel trained in aircraft rescue and firefighting.

## **Support Function #2: Communications**

**ESF Lead Agency: Office of Information Technology (OIT)**

**RSF Lead Agency: Office of Information Technology**

**Supporting Agencies:** Department of Military and Veterans Affairs, Department of Public Health and Environment, Department of Public Safety, Governor's Office of Information Technology, Amateur Radio Emergency Services (ARES), and Auxiliary Emergency Communications Unit

### **I. PURPOSE**

The purpose of this annex is twofold: first, to provide emergency telecommunications and telecommunications support for use in disaster or emergency situations; and second, to provide for the receipt and dissemination of emergency notifications include, but are not limited to National Terrorism Advisory System, enemy attack, natural and technological disasters, hazardous materials incidents, nuclear fallout and any other large scale emergencies or alerts affecting the state and local governments of Colorado, and hence, the populace and private organizations in potentially affected areas in keeping with all existing references, laws, and guidelines. Under Colorado's structure, DHSEM and other State agencies do not have primary responsibility for public alerts and warning. Public notification responsibilities remain under the control and responsibility of local agencies. This document shall not be construed to imply or impose direct responsibility but does allow for a supporting role if requested and defined by a local agency.

### **II. SCOPE**

The scope of this annex is to describe the overall communications and warning systems employed by the State Emergency Operations Center (SEOC) prior to, during and after a disaster or emergency situation. These systems will be used in support of the operations of the SEOC, local governments, and the response community and include, but are not limited to radio communications, land line, cellular, secure, and special telephonic communications, computer internet and modem communications and the emergency alert – type systems coordinating all broadcast and cable mediums. Each of these systems will be described later in greater detail.

### **III. SITUATION**

Communications and warning systems are an integral part in the successful completion of any emergency or disaster type situation. This communication and warning annex is developed as an integral part of the Colorado Hazard and Incident Response and Recovery Plan (CHIRRP), but it is also designed to be a stand - alone plan with which other state agencies and local government jurisdictions may base their communications and warning plans upon. This annex describes the systems which will be used for communications, and for alerting public officials and the general public to impending emergencies or disaster situations that require prompt action to save lives, prevent injuries, and safeguard property. It is the policy of the state that all available resources for emergencies are ready for immediate use at any time, therefore, this annex provides for the routine use of state telecommunications and warning resources to augment local resources for any multi - agency response as a means of testing and exercising such equipment and systems.

### **IV. PLANNING ASSUMPTIONS**

The coordination of communications assets during an emergency situation is essential to facilitate timely response activities during an emergency incident. A significant portion of the emergency

communications systems in the affected area may become overwhelmed or inoperable during an emergency situation or in the aftermath of a disaster.

## **V. CONCEPT OF OPERATIONS**

Communications within the State are dependent upon user and leased commercial telephone lines, the State microwave radio system, various State agencies with telecommunications assets, and other limited back - up radio systems. These systems provide some redundancy to ensure the availability of communications during an emergency or disaster situation. The ability to provide sufficient communications to conduct emergency operations could become limited due to systems being damaged, destroyed, overloaded, or otherwise rendered inoperable. Private sector assets such as cellular and satellite telephones and leased radio systems provide capacity; however, their availability is not guaranteed during severe crisis situations or disasters.

### **A. General**

1. A prime requirement of all organizations engaged in disaster and emergency operations is effective comprehensive telecommunications with all of the involved and potentially involved elements. The magnitude of a particular situation determines the extent of the emergency response and the need for communications. The degree to which and the type of telecommunications systems are utilized is directly related to the scope of the incident.
2. In a disaster or emergency, all available telecommunications will be used to the extent necessary to achieve a coordinated response. A description of each the systems available to support emergency operations is contained in an appendix to this annex.
3. Voice communication is necessary for command and control of response and support forces. However, the more information (such as damage reports and resource lists) can be transmitted by other means such as facsimiles and computer interface, the more the impact is reduced on telecommunications increasing the amount of information available to decision makers.
4. The linkages required in a disaster emergency can be grouped as follows:
  - a. Warning and Notification Systems
    - (1) Inter - and Intra - jurisdictional communications at all levels
    - (2) Communications to subordinate, adjacent and superior jurisdictions
    - (3) It is recognized that some telecommunications elements of the emergency or disaster response organization will of necessity be established before the activation of any plans. Recognizing the emergent nature of the telecommunications system, no pre - ordained or pre - set formal structure is desirable. However, the following NIMS guidelines will be used:
      - (a) The incident communications officer will be designated by the incident commander as soon as practical, if not pre - designated.
      - (b) Multiple, independent link systems (such as landline, cellular, and satellite telephones) should be used whenever possible in preference to common link systems such as radio communications.
      - (c) Hard copy telecommunications (such as facsimile and computer generated) will be used whenever possible for emergency nature operational traffic.
      - (d) The Incident Communications Officer will establish net discipline on all nets and frequencies being used as soon as possible.
      - (e) The Incident Communications Officer may move activities between available circuits / nets in order to maximize efficiency. In making such decisions, the Communications Officer should take into account availability of resources, difficulties of transition, and potential administrative alternatives.

- (4) Fully equipped mobile command and communications (MCCU) units are available from several agencies in the metro and out – of – state areas, and are designated in the Regional Tactical Interoperability Plans (TICP).
  - (a) Additionally, two Sites on Wheels (SoWs) are available from OIT through DHSEM. These units are 700 MHz. only, and are usually used as stand - alone sites for coverage at special events or other short - term use. They can be networked into the larger Digital Trunked Radio System (DTRS), but this is coordinated with OIT as engineering is involved.
  - (b) A cache of 800 MHz radios that operate on the state - wide DTRS is housed at DHSEM. There are multiple radio caches, set up in transportable cases that house 10 radios, 20 batteries, and one 6 - unit gang charger. These are available to be requested via the Resource Mobilization Plan.
- (5) Should landline or cellular telephonic communications become overtaxed with system overload, access to the Federal Government Emergency Telephone System (GETS) is also available through the DHSEM and cellular priority access system (WPS) when available from cellular vendors.

## B. WARNING

### 1. General

- a. In order to pass warnings promptly, a fan - out system is utilized. At the State level, this fan - out system is based primarily upon three separate elements: one, the National Warning System (NAWAS), which is a subscriber service operated by FEMA; two, the Colorado Crime Information Center (CCIC) System; and three, the emergency alert – type systems. These three elements are the backbone of Colorado’s internal warning system. Other resources will be utilized as required including email.
- b. The Colorado warning structure consists of warning points at the federal, state, county, and municipal level, as well as specialized facility warning points. These points compose the Colorado elements of the National Warning System for subordinate and adjacent jurisdictions as well as notification.
- c. Warnings to the county, area, state, regional and national warning points may originate at any point having knowledge of an imminent threat to life or property and access to the system. The original source of these warnings may be spotter networks, law enforcement, fire, or local agencies or federal agencies such as the National Weather Service.
- d. All available communications will be used to verify and disseminate warnings.
- e. Redundant warning messages via NAWAS, CCIC, and the Emergency Alert System (EAS) are intended as a means of assuring warning delivery. EAS is used by alerting authorities to send warnings via broadcast, cable, satellite, and wireline communications pathways. EAS participants, which consist of broadcast, cable, satellite, and wireline providers, are the stewards of this important public service in close partnership with alerting officials at all levels of government. The EAS is also used when all other means of alerting the public are unavailable, providing an added layer of resiliency to the suite of available emergency communication tools.
- f. Many types of incidents may occur requiring warning actions, may include, but are not limited to hazardous materials incidents, severe weather, attack warnings, civil disturbances. The origination of these warnings may be any source. Because of their closed and secure nature, traffic via NAWAS and CCIC may be assumed to be valid. Other reports and warnings should be validated if time and situation allow.

## VI. ORGANIZATION AND RESPONSIBILITIES

## A. COMMUNICATIONS

### 1. Organization

- a. Federal Emergency Management Agency (FEMA) - FEMA is the designated federal lead agency for federal emergency management and disaster assistance for information and planning (ESF #5). FEMA operates the Federal National Alert Radio (FNARS) which is available for state use. Additionally, FEMA Region VIII has a number of portable radios and the Mobile Emergency Response System (MERS) which may be used to augment State communication resources.
- b. Federal Communications Commission (FCC) - The FCC has only limited telecommunications resources, but may be utilized to declare communications emergencies limiting use of telecommunications in certain areas. The contact point for Special Temporary Authorization (STA) which will allow the state and local governments to operate for the duration of an emergency or disaster in ways normally precluded by FCC regulations. Technical assistance is also available.
- c. Department of Defense (DOD) - DOD is the single largest user of telecommunications within the federal government. DOD installations throughout Colorado have a plethora of telecommunications assets and personnel not pre - emptied by, that may be utilized for local emergencies when a national defense emergency. DOD also is the proponent agency for the DSN network that allows access to DOD facilities nationwide.
- d. National Aeronautics and Space Administration (NASA) - NASA has a wide range of satellite telecommunications systems which can function in any disaster area regardless of the geographical constraints.
- e. General Services Administration (GSA) - GSA is the designated manager of most federal civilian telecommunications resources. The GSA administers the Federal Telephone System (FTS) as well as data and radio systems.
- f. The National Weather Service (NWS) - The NWS has two systems statewide to allow written one - way traffic. One is restricted to NWS facilities only; however, with access to CCIC and to NAWAS, the NWS can be used for redundancies in communications.
- g. United States Forest Service (USFS) - The USFS has a large network of repeater bases and mobiles many of which are currently networked with the State Forest Service, sheriff's departments and Colorado State Patrol Dispatch Centers throughout the state.
- h. Department of Interior (DOI) - DOI has two (2) agencies that together have a system similar to the USFS the Bureau of Land Management and the Bureau of Indian Affairs. The National Park Service has extensive telecommunications facilities within the limited boundaries of its own jurisdiction. Additionally, the Bureau of Reclamation has limited telecommunications resources.
- i. Department of Justice (DOJ) - DOJ relies primarily on the radio systems of the Federal Bureau of Investigation (FBI) and the Drug Enforcement Agency (DEA) composed of repeaters and mobiles in certain areas of the State. Because of the restricted nature of these DOJ systems, they are not considered a viable resource for other than national security emergencies.
- j. Department of Public Safety (DPS)
  - (a) Colorado State Patrol (CSP) - CSP has an extensive network of radio bases, mobiles, and communication centers. The CSP has dispatch personnel to interface with many sheriff's offices, police departments, fire departments, and emergency medical service agencies, particularly in rural areas of the state, utilizing the DTRS. Other State, county, and local agencies also use the DTRS for public safety communications.
  - (b) DHSEM has access to a local government frequency and mobile communications van and has several portable DTR radio caches and a protected comprehensive coverage



backup communications center. The SEOC includes internal and external 800 MHz., VHF, UHF, and HF bases and mobiles.

- k. Department of Military and Veterans Affairs (DMVA)
  - (a) Air National Guard (ANG) - The ANG has a metro Denver area VHF repeater system and a large number of HF and low band airmobiles. Additionally, ANG has a mobile communications van and can offer service facilities and technicians.
  - (b) Army National Guard (ARNG) - The ARNG has HF facilities at each armory, as well as mobile HF and low band units. The ARNG also has service facilities, communications and signal units, and technicians.
  - (c) Civil Air Patrol (CAP) - the CAP has an extensive network of volunteer run VHF repeaters, base stations, HF and VHF mobiles and airmobiles located throughout the state, and a large cadre of qualified amateur radio operators. OEM has a station on the CAP network.
- l. Department of Natural Resources (DNR)

DNR utilizes the State DTRS for Colorado Parks and Wildlife (CPW). A large number of mobiles from CPW are available in all areas of the State.
- m. Others

Each State correctional, medical and higher education institution is moving to utilize the state DTRS with mobiles and limited coverage of the area in which they are located.
- n. County and Local Governments

Most counties, municipalities, and special districts have at least one radio system which includes dispatchers, remote base and repeaters and mobiles. A large number of these networks work with the CSP, particularly in the rural areas. An increasing number of local governments are also starting the switch to the DTRS.
- 2. Responsibilities
  - a. Federal Agencies - as specified in Federal Plans and Federal / state agreements
  - b. State Agencies
    - (1) All agencies - Provide agency telecommunications resources as directed by the state coordinating officer in all emergency and disaster incidents.
    - (2) Within the Office of Emergency Management is an Auxiliary Emergency Communications (AuxComm) unit is an all-volunteer, unpaid auxiliary unit for the purpose of lending technical and communication assistance to emergency management, firefighting, emergency medical service, search – and - rescue, and law enforcement agencies across the State. This unit is comprised of Amateur Radio Emergency Services (ARES) and non – ARES volunteers - Supply manpower, equipment and technical services which had previously supported the SEOC.
- 3. WARNING
  - a. Organization
    - (1) FEMA is the lead and primary Federal agency in emergency management and warning activities and actions.
    - (2) National Weather Service (NWS) is the lead and primary Federal agency involved in weather warning and direct public warning activities.
    - (3) Department of Public Safety (CSP) provides primary staffing for State and some area warning points located in their dispatch centers.
    - (4) Counties, municipalities, and special districts governments
      - (a) The local emergency management agency is the lead and primary local agency involved in emergency management and warning activities.
      - (b) The local warning points provide primary staffing for local warning points.
  - b. Responsibilities
    - (1) Overall responsibilities for warning procedures are detailed later in this annex.
    - (2) FEMA under applicable regulations and statutes:

- (a) Manages and is the primary point of contact for NAWAS.
- (b) Is primarily responsible for alerting state government for any significant national security incident or event.
- (c) Coordinates weather warnings on NAWAS with the NWS.
- (d) Is responsible for the relay of communications traffic from national to regional to state levels and reverse.
- (3) National Weather Service (NWS) under federal regulations:
  - (a) Determines and forecasts the nature of weather incidents.
  - (b) Disseminates advisories over the NAWAS, the National Oceanic and Atmospheric Administration (NOAA) National Weather Wire Service (NWWS) and the National Weather Radio (NWR).
  - (c) Disseminates nation security warnings over NWR.
- (4) Office Emergency Management (OEM)
  - (a) Assists local agencies with warning planning as necessary
  - (b) Serves as an Alternate State Warning Point in the event of unavailability of a State Warning Point listed below.
- (5) Colorado State Patrol (CSP)
  - (a) Provides 24 - hour coverage of the State Warning Point (Denver), and maintains contact with the following warning points via NAWAS:

Adams County Fire  
 Aspen Combined Communications  
 Boulder County Communications  
 Chaffee County Sheriff  
 Colorado Springs Fire  
 CSP Alamosa  
 CSP Craig  
 CSP Montrose  
 CSP Pueblo  
 Denver (Boulder) NWS \*  
 Denver Fire  
 Douglas County Sheriff  
 El Paso County COEM  
 Executive Security Unit Command Center  
 Fort Carson Duty Officer  
 Goodland Kansas NWS  
 Grand Junction DOE  
 Grand Junction NWS \*  
 Greeley/Weld County Communications  
 Jefferson County Sheriff  
 La Junta DPS (Police)  
 La Plata County Sheriff  
 Larimer County Sheriff  
 Lincoln County Sheriff  
 Littleton Police  
 Morgan County Communications Center  
 Prowers County 911  
 Pueblo NWS \*  
 State EOC \*  
 Sterling Police

\* Have NAWAS terminals but are not designated warning points

- (b) Disseminates warning to areas of concern (potential hazard areas) by OEM as an alternate to CSP.
- (c) Keeps OEM (SEOC) advised of significant events within the state.
- (d) Receives and routes warnings from local and area warning points to other threatened areas.
- (e) Provides Area Warning Point staffing as appropriate.
- (f) Area Warning Points (which may be a State, County or Local Point)
- (g) Provides 24 - hour contact for appropriate area. Advise State Warning Point of any significant events within area of responsibility and of changes in area warning system.
- (h) Develops, implements, maintains, and updates a system for passing warnings and other traffic as required to warning points within operational area and provide OEM a copy of such plans or systems.
- (i) Training area warning point staff as to warning point system operation and responsibilities.

(6) Area Warning Points

JURISDICTION / AGENCY	NOTIFICATION RESPONSIBILITY
Colorado State Patrol (CSP)	Denver Entire system and Clear Creek and Gilpin (Primary)
Colorado EOC Golden	Entire system (Alternate)
Adams County Fire	Adams County
Alamosa CSP	Alamosa, Conejos, Costilla, Mineral, Rio Grande and Saguache
Boulder Police	Boulder County
Colorado Springs Fire	El Paso and Teller
Chaffee County Sheriff	Chaffee, Gunnison, Hinsdale and Park Counties
Craig CSP	Grand, Jackson, Summit, Eagle, Pitkin, Moffat, Rio Blanco, Routt, and portions of Garfield Counties
Denver Fire	Denver City and County
Douglas County Sheriff	Douglas County
La Plata Sheriff	Archuleta, Dolores, La Plata, Montezuma and San Juan Counties
Aspen	Eagle, Garfield, Lake, Pitkin and Summit Counties
El Paso County EOC	El Paso County
Ft Carson Duty Officer	None
Executive Security Unit Command Center	None
Greeley / Weld County Commo	Weld County
Grand Junction DOE	None
Goodland, KA weather	None
Jefferson County Commo	Jefferson County
La Junta DPS	La Junta
Larimer County Sheriff	Larimer
Prowers 911	Baca, Bent, Kiowa, Otero and Prowers Counties
Lincoln County Sheriff	Cheyenne, Elbert, Lincoln and Kit Carson Counties
Littleton Police	Arapahoe County
Montrose CSP	Montrose, Delta, Mesa, Gunnison, Hinsdale, Ouray, San Miguel, Dolores, San Juan, Montezuma, La Plate, Archuleta and portions of Mineral Counties.
Morgan County Commo	Morgan County

Pueblo CSP

Lake, Park, Chaffee, Teller, El Paso, Kiowa, Cheyenne, Otero, Bent, Prowers, Baca, Crowley, Custer, Fremont, Huerfano, Las Animas, and Pueblo Counties.

Sterling PD

Logan, Phillips, Sedgwick, Washington and Yuma Counties

Disseminate warning to and accept notification from assigned counties via radio, telephone, e - mail, facsimile or any other means appropriate.

(7) Counties

- (a) Provide a 24 hour contact for the county either by the county warning point or by arrangement with another warning point. Advise of any significant event(s) within the county and of changes in the local system used.
- (b) Develop, implement, maintain and update a system for warning the general public. Publish a municipal warning plan and provide a copy and updates to OEM and the appropriate area or county warning point.
- (c) Educate the public regarding the system(s) of warning, warning signals and procedures.
- (d) Train county staff as to warning system responsibilities and operations.

(8) Municipalities

- (a) Provide 24 - hour contact list for municipality, either by Municipality Warning Point, or by an on - call list of municipality staff. Advise County and State Warning Point of any significant event(s) within the municipality or any changes in the local warning system.
- (b) Develop, implement, maintain and update system for warning the general public. Publish a municipal warning plan and provide a copy and updates to OEM and appropriate area or county warning point.
- (c) Educate the public regarding the system of warning, warning signals and applicable procedures.
- (d) Train city staff on warning system responsibilities and operations.
- (e) Warning Point Area Assignments
- (f) Warning points are assigned county responsibilities as shown above.

The NAWAS system is also available on the DTRS. Any dispatch center or Emergency Manager that needs access should contact the DHSEM Communications Manager for additional information.

4. System Descriptions

- a. ARES / Auxiliary Emergency Communications Unit - Two groups of amateur radio operators (hams) support both the SEOC and local governments by the operations of amateur radio systems that include voice operations, Packet Radio, Slow Scan / Fast Scan TV, and radio maintenance as required.
- b. Colorado State Patrol (CSP) System - Through their dispatch centers and communications van, CSP supports the communications effort by the use of their statewide repeaters and channels, the DTRS, and their interface with the DHSEM Local Government system (45.24 MHz) and VHF radios.
- c. Government Emergency Telephone System (GETS) - The State of Colorado has been granted access to the Federal government's GETS. This is a telephonic priority system. If telephone circuits are not available due to high usage, during an emergency, using GETS will allow priority access to lines and cell sites. The OEM Communications Officer has access cards required to use the system. This access can be used by state and

local government representatives; however, all calls will be paid for upon conclusion of the event.

- d. FEMA Systems - FEMA supports communications in several ways. They provide an 800 - telephone number for use by the SEOC and its representatives for nationwide long distance telephone calls. Secondly, through their MERS, they can provide additional telephone and cellular services as well as radio communications support. FEMA also provides the nationwide and statewide NAWAS. These are dedicated national and statewide telephone systems that connect Federal and State warning points to include National Weather Service Offices.
- e. Colorado National Guard - The CONG has several strategic and tactical systems which can be utilized in support of emergency operations. These systems are available at both fixed and mobile or field sites.

#### Appendix

#### Emergency Support Function #2a Cyber Security

## **Support Function #2 Communications**

### **Appendix A Cyber Security**

**LEAD AGENCY:** Office of Information Technology

**SUPPORT AGENCIES:** All State agencies

#### **I PURPOSE**

- A. This Emergency Support Function (ESF) Appendix discusses policies, organization, actions, and responsibilities for a coordinated, multidisciplinary, broad - based approach to prepare for, respond to, and recover from cyber - related incidents.
- B. These may be either statewide or national cyber incidents impacting critical processes or economic activity.

#### **II SCOPE**

- A. This Appendix describes the framework for Colorado State Agencies related to a cyber - event. This support is coordinated with Federal agencies. A Cyber Incident Annex is also a part of the Colorado Hazard and Incident Response and Recovery Plan (CHIRRP).
- B. The coordination with the Federal Government is dynamic and shaped by the nature of the event. For example a cyber - incident impacting a Colorado power plant the Department of Energy is involved or a Colorado airport would involve the Department of Transportation. The complexity of a Cyber Security document that attempted to lay out the possible permutations and combinations of Federal / State relations would hobble both the usefulness and maintainability of the document.
- C. This ESF is intended to develop broad concepts which are focused on Colorado's interface with three principal Federal Agencies. They are:
  - 1. Department of Homeland Security (DHS). Office of Cybersecurity and Communications. Which includes: National Communications System, National Cybersecurity Division, Office of Emergency Communications, the NCS' National Coordinating Center (NCC) for communications, NCSD's United States Computer Emergency Readiness Team (U.S. - CERT).
  - 2. Department of Defense (DoD). The DoD Cyber Crime Center (DC3), U.S. Strategic Command, and Cyber Command.
  - 3. Department of Justice (DOJ) / Federal Bureau of Investigation (FBI).
- D. A cyber incident will not be bounded by any geographical feature and may lack an easily identifiable signature. Cyber incidents alone, or in combination with other events, will present new and unique challenges to the Colorado response community.
- E. The Cyber Security ESF's foundational authority is Executive Order D 011 04, December 6, 2004, which designates the National Incident Management System (NIMS) as the basis for incident management. Due to the unique aspects of a cyber - incident of statewide or national significance an effective Unified Command is required. The NIMS defines the elements of

unified command as:

1. Developing a single set of objectives;
  2. Using a collective, strategic approach;
  3. Improving information flow and coordination;
  4. Creating common understanding of joint priorities and restrictions;
  5. Ensuring that no agency's legal authorities are compromised or neglected; and
  6. Optimizing the combined efforts of all agencies under a single plan.
- F. This Cyber Security document is built on the premise that the following partners will work together to form a NIMS Unified Command to coordinate the actions necessary for rapid identification, information exchange, response, and remediation to mitigate the damage caused by a cyber - event:
1. Office of Information Technology (OIT)
  2. Division of Homeland Security and Emergency Management (DHSEM)
  3. Colorado Bureau of Investigation (CBI)
  4. Technology resources from the private and public sectors.
- G. This framework may be utilized in any incident with cyber - related issues, including significant cyber threats and disruptions; crippling cyber - attacks against the Internet or critical infrastructure information systems; technological emergencies; or declared disasters.
- H. This document describes the specialized application of the National Response Framework (NRF) to cyber - related incidents. These cyber incidents may result in activation of the Cyber Security appendix and other Emergency Support Function (ESF) annexes. When processes in multiple annexes are activated, DHSEM continues its responsibilities under this Appendix and also fulfill its responsibilities as described in other annexes to the CHIRRP.

### **III SITUATION**

- A. The response to and recovery from a cyber - incident must take into account existing challenges to the effective management of significant cyber incidents and the resulting physical effects of such cyber incidents and of cyber consequences of physical incidents. Such consideration allows resources to be appropriately channeled into resolving identified challenges.
- B. Currently, there are no established federal criteria that would trigger a Stafford Act declaration for a cyber - incident.

### **IV PLANNING ASSUMPTIONS**

- A. A significant cyber incident may take many forms: an organized cyber - attack, an uncontrolled exploit such as a virus or worm, a natural disaster with significant cyber consequences, or other incidents capable of causing extensive damage to critical infrastructure or key IT assets.
- B. Large - scale cyber incidents may overwhelm government and private – sector resources by disrupting the Internet and / or taxing critical infrastructure IT systems. Complications from disruptions of this magnitude may threaten lives, property, the economy, the State's ability to deliver critical services, and national security. Rapid identification, information exchange, investigation, and coordinated response and remediation can limit and mitigate the damage



caused by the threat or actual occurrence of a significant cyber incident.

- C. A cyber incident may occur at any time of day with little or no warning, may involve single or multiple geographic areas.
- D. No single private or government agency at the local, tribal, State or Federal level possesses the authority or expertise to act unilaterally.
- E. Federal, State, local and private sector agencies will work together on cyber related issues and response to lessen the effects of a cyber - related incident and / or terrorist act.

## **V CONCEPT OF OPERATIONS**

### **A. General**

1. In the event of a cyber - related incident, or disaster with a cyber - component, it should be reported to OIT and DHSEM / Colorado Information Analysis Center (CIAC).
2. Large - scale cyber incidents may overwhelm government and private - sector resources by disrupting the Internet and / or taxing critical infrastructure information systems. Complications from disruptions of this magnitude may threaten lives, property, the economy, and national security. Rapid identification, information exchange, investigation, and coordinated response and remediation are critical in cyber consequence management.
3. The Federal Government plays a significant role in managing intergovernmental (Federal, State, local, and tribal) and, where appropriate, public - private coordination in response to a cyber - incident. Responsibilities include:
  - a. Providing indications and warning of potential threats, incidents, and attacks;
  - b. Information - sharing both inside and outside the government, including best practices, investigative information, coordination of incident response, and incident mitigation;
  - c. Analyzing cyber vulnerabilities, exploits, and attack methodologies;
  - d. Providing technical assistance;
  - e. Conducting investigations, forensics analysis, and prosecution;
  - f. Attributing the source of cyber - attacks;
  - g. Defending against the attack; and
  - h. Supporting recovery efforts.
4. These activities are the product of, and require, a concerted effort by Federal, State, local, and tribal governments, and nongovernmental entities such as private industry and academia.
5. The Federal Government supports the State Government's efforts to provide on - going support to local and tribal governments. Pre - incident planning and coordination for a cyber - incident is critical as the actual cyber incident may significantly degrade or destroy communications.
6. Not all national level cyber incidents will have statewide significance. Likewise a statewide incident may not have national significance. Statewide cyber incidents are:
  - a. Authoritative reports of the successful targeting of Colorado's information infrastructure for exploitation, disruption, or destruction. This infrastructure includes the Internet, telecommunications networks, computer systems, and embedded processors and controllers in critical industries.
  - b. Authoritative reports of a cyber - incident, either intentional or unintentional, that threatens Colorado's economic prosperity through a loss of integrity of the communications and information infrastructure.

7. Specific responsibilities identified are:

a. OIT

- (1) The mission of the Office of Information Security (OIS) is to provide leadership in the development, delivery and maintenance of an information security program by safeguarding the state's information assets against unauthorized use, disclosure, modification, damage or loss to support Colorado's mission to provide secure and sustainable services.
- (2) OIS is directly aligned with the goals and objectives of the National Strategy to Secure Cyberspace. Working closely with federal, State, local and private sector partners, OIS actively gathers and analyzes information on cyber threats and vulnerabilities that present risk to the state's information systems or the critical information managed within.
- (3) The Chief Information Security Officer is responsible for enterprise-wide Colorado Information Security Program which includes governance, risk, compliance and risk management.
- (4) The OIS Security Management is responsible for security risk management across State departments. This group manages State Information Security Policies, Security Standards, onsets with agencies on technical matters, and manages enterprise projects to meet security requirements.
- (5) The OIS Compliance Program has oversight of applicable regulatory compliance to include compliance with federal and State laws, regulations, and Colorado Information Security Policy.
- (6) The OIS Application Security Program is responsible for the creation of secure coding best practices to protect Colorado's information systems and mission critical applications.
- (7) Based upon information provided, OIT will be the decision maker for either taking the appropriate measures to halt the incursion / attack or to allow the incursion / attack to continue in an effort to gather forensics data in an effort to identify the perpetrator or gather evidence for prosecution. The same decision making authority will be passed to a local jurisdiction if the State were to provide support to that jurisdiction.

b. DHSEM / OEM:

- (1) Conduit with the Federal Emergency Management Agency (FEMA).
- (2) Maintain the State Emergency Operations Center (SEOC).
- (3) Respond to the consequences of such an incident through the guidelines of the State Emergency Operations Plan
- (4) Facilitating the coordination of recovery efforts.
- (5) Facilitating communications with other emergency entities involved in cyber incidents on a statewide basis.
- (6) Coordination of training and education programs

c. DHSEM / CIAC:

- (1) Conduct threat information - sharing both inside and outside the government, including best practices, investigative information, coordination of incident response, and incident mitigation;
- (2) Assist in attributing the source of cyber - attacks through DHSEM resources and the network of fusion centers;
- (3) Forensic analysis and support provided by OIT, CIAC, and CBI staff;
- (4) Provide a top down conduit for information from DOJ and DHS to Colorado State

- Government; and,
- (5) Provide a bottom up conduit to DOJ and DHS for information from the CIAC.
- d. OIT and DHSEM / CIAC:
  - (1) Conduit with the United States Computer Emergency Response Team (US - CERT) and the Multi - State Information Sharing and Analysis Center (MS - ISAC).
  - (2) Analyzing cyber vulnerabilities, exploits, and attack methodologies;
  - (3) Providing technical assistance;
  - (4) Defending against an attack; and
  - (5) Providing indications and warning of potential threats, incidents, and attacks.
- e. CBI
 

The Forensic Services and Investigation Sections, CBI plays a major role in the cyber - crime arena.
- f. Department of Military and Veterans Affairs (DMVA):
 

Computer Network Defense. Within the law, through DoD policy and practice, DMVA may provide information assurance best practices, vulnerability assessment exercises, penetration testing and intrusion detection. The DMVA's Computer Network Defense Team has the capabilities to provide:

  - (1) Cyber Analysis capabilities include forensic examination of networks and systems;
  - (2) Threat assessment and unclassified adversary tactics, techniques, and procedures;
  - (3) Situation Awareness / Information Sharing;
  - (4) Incident mitigation;
  - (5) Incident Recovery; and,
  - (6) Training and Education.

## **VI ORGANIZATION AND RESPONSIBILITIES**

### **A. Organization**

- 1. State Emergency Operations Center (SEOC):
  - a. The SEOC is responsible for Colorado's interagency incident management and coordinating resources and information sharing.
  - b. During an emergency or disaster situation, the Cyber Security ESF primary and support agencies will assign personnel to the SEOC, as appropriate.
  - c. OIT will be designated as the lead State agency dealing with the specific cyber – security aspects of the incident(s).
  - d. Through the SEOC, DHSEM / OEM will be responsible for leading the consequence management portion of the incident.
  - e. The SEOC operations will be tailored with personnel and materials from State Agencies in response to the cyber incident. The OIT provides subject - matter expertise related to the cyber threat, analysis, and recommendations to the SEOC.

### **B. Roles and Responsibilities for interagency Coordination.**

- 1. A Unified Command arising from a cyber - incident will be located in either OIT or the SEOC. This recognizes that a cyber - incident may not occur in isolation. Effective unified command is indispensable to response activities and requires a clear understanding of the roles and responsibilities of each participating organization. Success requires unity of effort, which respects the chain of command of each participating organization while harnessing seamless coordination across jurisdictions in support of common objectives.
- 2. NIMS guides the State and Local government response, NRF guides the Federal response. A critical aspect of a cyber - incident is the ability to work effectively across

organizational boundaries as primary responsibility for a cyber - incident may pass between agencies. Establishment of liaison officers between agencies and the private sector is critical. Within this framework Colorado has further identified initial cyber response. They are:

- a. Primary Agencies. A Cyber Security ESF agency is an entity with significant authorities, roles, resources, or capabilities for functions defined within the ESF. When the Cyber Security ESF is activated in response to an incident, the primary agency is responsible for:
  - (1) Supporting the ESF lead and coordinating closely with the other primary and support agencies.
  - (2) Orchestrating support within their functional area for the State.
  - (3) Providing staff for the operations functions at fixed and field facilities.
  - (4) Notifying and requesting assistance from support agencies.
  - (5) Managing mission assignments and coordinating with support agencies, as well as appropriate State officials, operations centers, and agencies.
  - (6) Working with appropriate private - sector organizations to maximize use of all available resources.
  - (7) Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities.
  - (8) Conducting situational and periodic readiness assessments.
  - (9) Executing contracts and procuring goods and services as needed.
  - (10) Ensuring financial and property accountability for Cyber Security ESF activities.
  - (11) Planning for short - and long - term incident management and recovery operations.
  - (12) Maintaining trained personnel to support interagency emergency response and support teams.
  - (13) Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.
- c. Support Agencies. Support agencies are those entities with specific capabilities or resources that support the primary agency in executing the Cyber Security ESF mission. Support agencies are responsible for:
  - (1) Conducting operations, when requested by DHSEM or the designated ESF primary agency, consistent with their own authority and resources, except as directed otherwise pursuant to sections 402, 403, and 502 of the Stafford Act.
  - (2) Participating in planning for short - and long - term incident management and recovery operations and the development of supporting operational plans, SOPs, checklists, or other job aids, in concert with existing first - responder standards.
  - (3) Assisting in the conduct of situational assessments.
  - (4) Furnishing available personnel, equipment, or other resource support as requested by DHSEM or the ESF primary agency.
  - (5) Providing input to periodic readiness assessments.
  - (6) Maintaining trained personnel to support interagency emergency response and support teams.
  - (7) Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.
  - (8) Provide necessary support the response or recovery from the consequences of a cyber

- incident.
- d. The End User is primarily private sector entities; however, state and federal agencies may also be considered End Users and the target of a cyber-incident.
  - (1) Supplier / Service Provider. Private - sector entities provide response resources (donated or compensated) during an incident – including specialized teams, essential service providers, equipment, and advanced technologies – through local public - private emergency plans or mutual aid and assistance agreements, or in response to requests from government and non – governmental volunteer initiatives.
  - (2) The End User equates to the NRF Impacted Organization or Infrastructure. These are organizations that may be impacted by direct or indirect consequences of the incident. These include privately owned critical infrastructure, key resources, and other private - sector entities that are significant to local, regional, and national economic recovery from the incident.

## C. ACTIONS

### 1. Pre - Incident

- a. OIT and DHSEM / OEM are the nucleus of the State of Colorado's pre - incident planning for cyber incidents. Each agency is responsible for on - going collaboration with their respective federal partners and other State public and private entities. The intent is to build relationship which leverage Federal and State and private sector capabilities.
- b. Federal departments and agencies maintain computer incident response capabilities that can rapidly respond to cyber incidents on their networks, including events of prolonged duration. Law enforcement, the Intelligence Community, and DOD also maintain mechanisms that improve the Nation's readiness to address cyber incidents. DOJ has a network of prosecutors trained in handling cybercrime. The FBI and the U.S. Secret Service has agents that specialize in high - tech investigations. Law enforcement's international cybercrime network enables investigators rapidly to obtain electronic data and evidence from foreign countries.
- c. Notification and Activation Procedures
  - (1) The State of Colorado, in partnership with MS - ISAC, participates in State cyber - security alert determinations. Listed below are alert level protocols as established by the MS - ISAC. The current cyber alert designation, as determined by the evaluation of cyber threats and attacks to State's technology resources. The Alert Indicator shows the current level of malicious cyber activity based on observed events or actual damage. The indicator consists of five levels:
    - (a) Green or Low – Insignificant or no malicious activity has been identified.
    - (b) Blue or Guarded – Malicious activity has been identified with minor impact.
    - (c) Yellow or Elevated – Malicious activity has been identified with a moderate level damage or disruption.
    - (d) Orange or High – Malicious activity has been identified with a major level of damage or disruption.
    - (e) Red or Severe – Malicious activity has been identified with a catastrophic level of damage or disruption.
  - (2) Based upon indications and warnings, OIT may issue notifications to its community describing the threat or hazard and any pro – active measures to counter the effects of the cyber activity.

- (3) Through its network of agencies and Terrorism Liaison Officers, DHSEM / CIAC may provide information on cyber – related attacks.
- (4) Based upon these notifications other requisite actions may be initiated to prevent, respond to, recover from, or mitigate the cyber threat.
- d. Resources and Potential Sources of Incident Notification.
  - (1) The MS - ISAC Secure Portal. The MS - ISAC is a voluntary and collaborative organization comprising all 50 States and the District of Columbia focused on raising the cyber security readiness and response in each State. The MS - ISAC will provide the following benefits to members:
    - (a) Direct access to cyber security threat information from the State;
    - (b) Access to security awareness materials, including computer - based training modules;
    - (c) Access to security policy templates;
    - (d) Access to security - related solutions at enterprise price points negotiated by the State; and,
    - (e) Periodic meetings, teleconferences and webcasts to promote peer networking and information sharing.
  - (2) Procedures in this ESF are implemented when it is determined that a cyber - related incident is imminent or underway. The National Cyber Response Coordination Group (NCRCG) is convened and immediately notifies the US Department of Homeland Security / Directorate for Information Analysis and Infrastructure Protection / National Communications System (DHS / IAIP / NCS). Notification is made through established communications channels that exist between the Federal Government, nongovernmental entities, and the public. Such channels of communications include:
    - (a) National Cyber Alert System: This system provides an infrastructure, managed by US - CERT, for relaying timely and actionable computer security update and warning information to all users.
    - (b) Homeland Security Information Network (HSIN) Joint Regional Information Exchange System: This communications network provides States and major urban areas real - time interactive connectivity with the National Operations Center (NOC) through secure system carrying information on a Sensitive- but - Unclassified (SBU) level to all users.
    - (c) NOC: This is the primary national - level hub for domestic incident management communications and operations.
    - (d) Cyber Warning Information Network: This network provides out - of - band (i.e., not dependent on Internet or PSTN) connectivity to government and industry participants. The network is engineered to provide a reliable and survivable network capability.
    - (e) HSIN / US - CERT Portal: This is a secure collaboration tool for private and public sectors to actively converse about cyber security vulnerabilities, exploits, and incidents in a trusted environment among and between members.
    - (f) US - CERT Public Web Site: This Web site provides the primary means for US - CERT to convey information to the public at large. The site includes relevant and current information on cyber security issues, current cyber activity, and vulnerability resources.

### 3. Initial Actions following Notification

- a. Following notification actions will be taken:
- (1) OIT and DHSEM will establish the facts and assumptions concerning the cyber incident. This will require establishing a single liaison with private sector entities involved in the restoration of services after an incident occurs. Private sector entities will be consulted in the cyber response decision making processes.
  - (2) OIT and DHSEM facts will be provided to agencies that will develop National Requests for Information concerning response and recovery.
  - (3) Following establishment of initial facts, OIT and DHSEM will:
    - (a) Recommend the SEOC activation level.
    - (b) Provide recommendations to cabinet members in accordance with the provision of Title 24, Article 33.5, Part 701 et. seq., Colorado Revised Statutes, as amended; entitled the Colorado Disaster Emergency Act of 1992.
  - (4) OIT and DHSEM will cooperatively assess the on - going impacts of the incident, provides analysis of the extent and duration of incident, and identifies requirements for consequence management.
  - (5) In coordination with federal, tribal, and local governments, OIT will recommend prioritization of actions for the restoration of computer and network services during response and recovery operations.
  - (6) During a significant incident, OIT may report incident information to external organizations. Reports will contain an appropriate classification based on the type of incident. Recipients shall agree to observe the classification. External organizations include:
    - (a) The MS - ISAC is the channel of communication to the United States Computer Emergency Readiness Team (US - CERT) of the Department of Homeland Security.
    - (b) Colorado InfraGard, an FBI - sponsored group of public and private organizations sharing information related to cyber and physical security.
    - (c) IC3. Internet Crime Complaint Center (IC3). A partnership between the Federal Bureau of Investigation (FBI) and the National White Collar Crime Center (NW3C).
  7. DHS / IAIP / NCSD, other elements of DHS, the Intelligence Community, FBI, DOD, and other Government agencies work closely together in the NCRCG and individually to coordinate response during a cyber - incident or attack, identify those responsible, and otherwise respond appropriately.
  8. When a cyber – incident occurs, DHS / IAIP / NCSD, through the NCRCG, coordinate with the NCS and support the Joint Telecommunications Resources Board.
  9. The US - CERT Operations Center tracks potential cyber incidents and, when warranted, reports them to the NCRCG. The NCRCG notifies the NOC of cyber - related incidents. The NCRCG, in coordination with the Interagency Incident Management group, makes recommendations to the DHS secretary.
  10. On - going Actions
    - (a) OIT, DHSEM / OEM, and DHSEM / CIAC working collaboratively with DHS and DOJ / FBI to develop and maintain situational awareness of the cyber domain.
    - (b) DHS coordinates technical and other assistance with and / or to other Federal agencies and, upon request, to the State, local, and tribal governments and the private sector for response to major failures of critical information systems.



(c) Challenges and Considerations

The response to and recovery from a cyber - incident must take into account existing challenges to the effective management of significant cyber incidents and the resulting physical effects of such cyber incidents and of cyber consequences of physical incidents. Such consideration allows resources to be appropriately channeled into resolving identified challenges. Identifiable challenges include:

- (1) Management of Multiple Cyber Events: The occurrence or threat of multiple cyber incidents may significantly hamper the ability of responders to adequately manage the cyber incident. Strategic planning and exercises should be conducted to assist in addressing this problem.
- (2) Availability and Security of Communications: A debilitating infrastructure attack could impede communications needed for coordinating response and recovery efforts. A secure, reliable communications system is needed to enable public and private - sector entities to coordinate efforts in the event that routine communications channels are inoperable.
- (3) Availability of Expertise and Surge Capacity: State and Federal agencies must ensure that sufficient technical expertise is developed and maintained within the Government to address the wide range of ongoing cyber - attacks and investigations. In addition, the ability to surge technical and analytical capabilities in response to cyber incidents that may occur over a prolonged period must be planned for, exercised, and maintained.
- (4) Coordination with the Private Sector: Cyberspace is largely owned and operated by the private sector; therefore, the authority of the local, State, and Federal Government to exert control over activities in cyberspace is limited.

## **Support Function #2 Communications**

### **Appendix A Cyber Security**

#### **Tab 1 Definitions**

**Access** - The ability and means to communicate with or otherwise interact with a system, to use system resources to handle information, to gain knowledge of the information the system contains, or to control system components and functions.

**Access control** - The process of granting or denying specific requests for or attempts to: (1) obtain and use information and related information processing services; and (2) enter specific physical facilities.

**Access control mechanism** - Security measures designed to detect and deny unauthorized access and permit authorized access to an information system or a physical facility.

**Active attack** - An actual assault perpetrated by an intentional threat source that attempts to alter a system, its resources, its data, or its operations.

**Adversary** - An individual, group, organization, or government that conducts or has the intent to conduct detrimental activities.

**Alert** - A notification that a specific attack has been detected or directed at an organization's information systems.

**Attack** - An attempt to gain unauthorized access to system services, resources, or information, or an attempt to compromise system integrity. The intentional act of attempting to bypass one or more security services or controls of an information system.

**Attack method** - The manner or technique and means an adversary may use in an assault on information or an information system.

**Attack mode** - The steps that an adversary takes or may take to plan, prepare for, and execute an attack.

**Attack signature** - A characteristic or distinctive pattern that can be searched for or that can be used in matching to previously identified attacks. An automated set of rules for identifying a potential threat (such as an exploit or the presence of an attacker tool) and possible responses to that threat.

**Attacker** - An individual, group, organization, or government that executes an attack. A party acting with malicious intent to compromise an information system.

**Bug** - An unexpected and relatively small defect, fault, flaw, or imperfection in an information system or device.

**Cloud** - A model for enabling on - demand network access to a shared pool of configurable computing capabilities or resources (e.g., networks, servers, storage, applications, and services) that can be rapidly provisioned and released with minimal management effort or service provider interaction.

**Consequence** - The effect of an event, incident, or occurrence. In cybersecurity, the effect of a loss of confidentiality, integrity or availability of information or an information system on an organization's

operations, its assets, on individuals, other organizations, or on national interests.

**Cyber exercise** - A planned event during which an organization simulates a cyber - disruption to develop or test capabilities such as preventing, detecting, mitigating, responding to or recovering from the disruption.

**Cybersecurity** - The activity or process, ability or capability, or state whereby information and communications systems and the information contained therein are protected from and / or defended against damage, unauthorized use or modification, or exploitation. Definition: Strategy, policy, and standards regarding the security of and operations in cyberspace, and encompass[ing] the full range of threat reduction, vulnerability reduction, deterrence, international engagement, incident response, resiliency, and recovery policies and activities, including computer network operations, information assurance, law enforcement, diplomacy, military, and intelligence missions as they relate to the security and stability of the global information and communications infrastructure.

**Cyberspace** - The interdependent network of information technology infrastructures that includes the Internet, telecommunications networks, computer systems, and embedded processors and controllers.

**Data breach** - The unauthorized movement or disclosure of sensitive information to a party, usually outside the organization, that is not authorized to have or see the information.

**Data loss** - The result of unintentionally or accidentally deleting data, forgetting where it is stored, or exposure to an unauthorized party.

**Data mining** - The process or techniques used to analyze large sets of existing information to discover previously unrevealed patterns or correlations.

**Data theft** - The deliberate or intentional act of stealing of information.

**Denial of Service** - An attack that prevents or impairs the authorized use of information system resources or services.

**Disruption** - An event which causes unplanned interruption in operations or functions for an unacceptable length of time.

**Distributed denial of service** - A denial of service technique that uses numerous systems to perform the attack simultaneously.

**Event** - An observable occurrence in an information system or network. Sometimes provides an indication that an incident is occurring or at least raise the suspicion that an incident may be occurring.

**Exploit** - Technique to breach the security of a network or information system in violation of security policy.

**Failure** - The inability of a system or component to perform its required functions within specified performance requirements.

**Firewall** - A capability to limit network traffic between networks and / or information systems. A

hardware / software device or a software program that limits network traffic according to a set of rules of what access is and is not allowed or authorized.

**Hacker** - An unauthorized user who attempts to or gains access to an information system.

**Incident management** - The management and coordination of activities associated with an actual or potential occurrence of an event that may result in adverse consequences to information or information systems.

**Incident response** - The activities that address the short - term, direct effects of an incident and may also support short - term recovery. In the Workforce framework, cybersecurity work where a person: Responds to crisis or urgent situations within the pertinent domain to mitigate immediate and potential threats; uses mitigation, preparedness, and response and recovery approaches, as needed, to maximize survival of life, preservation of property, and information security. Investigates and analyzes all relevant response activities.

**Industrial Control System** - An information system used to control industrial processes such as manufacturing, product handling, production, and distribution or to control infrastructure assets.

**Information system resilience** - The ability of an information system to: (1) continue to operate under adverse conditions or stress, even if in a degraded or debilitated state, while maintaining essential operational capabilities; and (2) recover effectively in a timely manner.

**Inside(r) threat** - A person or group of persons within an organization who pose a potential risk through violating security policies. One or more individuals with the access and / or inside knowledge of a company, organization, or enterprise that would allow them to exploit the vulnerabilities of that entity's security, systems, services, products, or facilities with the intent to cause harm.

**Intent** - A state of mind or desire to achieve an objective.

**Interoperability** - The ability of two or more systems or components to exchange information and to use the information that has been exchanged.

**Intrusion** - An unauthorized act of bypassing the security mechanisms of a network or information system.

**Intrusion detection** - The process and methods for analyzing information from networks and information systems to determine if a security breach or security violation has occurred.

**Malicious code** - Program code intended to perform an unauthorized function or process that will have adverse impact on the confidentiality, integrity, or availability of an information system. Includes software, firmware, and scripts.

**Malicious logic** - Hardware, firmware, or software that is intentionally included or inserted in a system to perform an unauthorized function or process that will have adverse impact on the confidentiality, integrity, or availability of an information system.

**Malware** - Software that compromises the operation of a system by performing an unauthorized function

or process.

**Outside(r) threat** - A person or group of persons external to an organization who are not authorized to access its assets and pose a potential risk to the organization and its assets.

**Passive attack** - An actual assault perpetrated by an intentional threat source that attempts to learn or make use of information from a system, but does not attempt to alter the system, its resources, its data, or its operations.

**Password** - A string of characters (letters, numbers, and other symbols) used to authenticate an identity or to verify access authorization.

**Personal Identifying Information / Personally Identifiable Information** - The information that permits the identity of an individual to be directly or indirectly inferred.

**Phishing** - A digital form of social engineering to deceive individuals into providing sensitive information.

**Redundancy** - Additional or alternative systems, sub - systems, assets, or processes that maintain a degree of overall functionality in case of loss or failure of another system, sub - system, asset, or process.

**Resilience** - The ability to adapt to changing conditions and prepare for, withstand, and rapidly recover from disruption.

**Response** - The activities that address the short - term, direct effects of an incident and may also support short - term recovery. In cybersecurity, response encompasses both automated and manual activities.

**Risk assessment** - The product or process which collects information and assigns values to risks for the purpose of informing priorities, developing or comparing courses of action, and informing decision making. The appraisal of the risks facing an entity, asset, system, or network, organizational operations, individuals, geographic area, other organizations, or society, and includes determining the extent to which adverse circumstances or events could result in harmful consequences.

**Risk management** - The process of identifying, analyzing, assessing, and communicating risk and accepting, avoiding, transferring or controlling it to an acceptable level considering associated costs and benefits of any actions taken. Includes: (1) conducting a risk assessment; (2) implementing strategies to mitigate risks; (3) continuous monitoring of risk over time; and (4) documenting the overall risk management program.

**Spam** - The abuse of electronic messaging systems to indiscriminately send unsolicited bulk messages.

**Spoofing** - Faking the sending address of a transmission to gain illegal [unauthorized] entry into a secure system. The deliberate inducement of a user or resource to take incorrect action. Note: Impersonating, masquerading, piggybacking, and mimicking are forms of spoofing.

**Spyware** - Software that is secretly or surreptitiously installed into an information system without the knowledge of the system user or owner.

**System Administration** – In the cybersecurity work where a person: Installs, configures, troubleshoots, and maintains server configurations (hardware and software) to ensure their confidentiality, integrity, and availability; also manages accounts, firewalls, and patches; responsible for access control, passwords, and account creation and administration.

**System integrity** - The attribute of an information system when it performs its intended function in an unimpaired manner, free from deliberate or inadvertent unauthorized manipulation of the system.

**Threat** - A circumstance or event that has or indicates the potential to exploit vulnerabilities and to adversely impact (create adverse consequences for) organizational operations, organizational assets (including information and information systems), individuals, other organizations, or society. Includes an individual or group of individuals, entity such as an organization or a nation), action, or occurrence.

**Threat assessment** - The product or process of identifying or evaluating entities, actions, or occurrences, whether natural or man - made, that have or indicate the potential to harm life, information, operations, and / or property.

**Trojan horse** - A computer program that appears to have a useful function, but also has a hidden and potentially malicious function that evades security mechanisms, sometimes by exploiting legitimate authorizations of a system entity that invokes the program.

**Unauthorized access** - Any access that violates the stated security policy.

**Virus** - A computer program that can replicate itself, infect a computer without permission or knowledge of the user, and then spread or propagate to another computer.

**Vulnerability** - A characteristic or specific weakness that renders an organization or asset (such as information or an information system) open to exploitation by a given threat or susceptible to a given hazard. Characteristic of location or security posture or of design, security procedures, internal controls, or the implementation of any of these that permits a threat or hazard to occur. Vulnerability (expressing degree of vulnerability): qualitative or quantitative expression of the level of susceptibility to harm when a threat or hazard is realized.

**Weakness** - A shortcoming or imperfection in software code, design, architecture, or deployment that, under proper conditions, could become vulnerability or contribute to the introduction of vulnerabilities.

**Worm** - A self - replicating, self - propagating, self - contained program that uses networking mechanisms to spread itself.

## **Support Function #3: Public Works and Engineering**

**ESF Lead Agency:** Department of Transportation (CDOT)

**RSF Lead Agency:** Department of Transportation

**Supporting Agencies:** Department of Labor and Employment, Department of Military and Veterans Affairs, Department of Natural Resources, Department of Public Health and Environment, Division of Homeland Security and Emergency Management

### **I. PURPOSE**

The purpose of ESF #3 is to provide for debris clearance, roads, highways and bridge repairs, engineering, construction, repair and restoration of essential public works systems and services, and the safety inspection of damaged buildings.

### **II. SCOPE**

- A. The scope of this annex is to describe the general response of CDOT and other supporting agencies in response to an emergency incident in Colorado.
- B. In the event of an incident involving criminal or terrorist acts, responding personnel will work to preserve evidence and will fully coordinate all activities with the law enforcement officer on scene and the ERC who will be CDOT's liaison with the State Emergency Operations Center (SEOC).
- C. Response activities will take place in the field, in or near the scene of the emergency; activities will be coordinated through the SEOC.
- D. CDOT has statewide, decentralized, operational multi-functional abilities and provides the citizens of Colorado with quick responses to transportation-related emergencies where expertise in highway and tunnel maintenance and in transportation engineering may be needed. These resources are fully equipped with highway maintenance and construction related equipment.

### **III. SITUATION**

A disaster may result from natural or technological hazards or from a National Security Emergency including acts of terrorism, that produces extensive damage and results in a large volume of requests to save lives, alleviate suffering and restore transportation corridors. When notified of an emergency situation by the Division of Homeland Security and Emergency Management (DHSEM), CDOT will mobilize the necessary available resources to meet demands. CDOT will respond directly and immediately to incidents on the State highway system as soon as notification is of the incident is received. CDOT maintains a current inventory of vehicles and will ensure that this inventory is at the ready for any required response.

### **IV. PLANNING ASSUMPTIONS**

- A. Assistance may be needed to clear debris, perform damage assessment, structural evaluations, make emergency repairs to essential public facilities, reduce hazards by stabilizing or demolishing structures, and provide emergency water for human health needs.



- B. Access to the disaster area will be dependent upon the re-establishment of ground routes. In many locations debris clearance and emergency road repairs will be given top priority to support immediate life-saving emergency response activities.
- C. Rapid damage assessment of the disaster area will be required to determine potential workload.
- D. Emergency environmental and legal clearances will be needed for handling and storage/disposal of materials from debris clearance and demolition activities.
- E. Significant numbers of personnel with engineering and construction skills along with construction equipment and materials will be required from outside the disaster area.
- F. CDOT maintains a computer-based inventory of fleet equipment that could be utilized to manage corridors and clear debris as needed from affected roadways.
- G. CDOT has a plan for allocating essential highway capacity, regulating and maintaining sufficient highway capacity in support of the movement of critical goods and supplies. These procedures are documented in CDOT's Traffic Incident Management plan.

## **V. CONCEPT OF OPERATIONS**

- A. In response to an emergency, the local first responders and local CDOT maintenance personnel will assess the extent, type and severity of the disaster area. The status of transportation corridors will be determined. Responding equipment will contact the local incident commander on scene for instructions and clearance before proceeding to enter any affected area. CDOT's responding personnel are maintenance and engineering personnel and are not trained or equipped to directly handle hazardous materials contaminated sites. They will work with trained personnel in areas deemed safe by the incident commander to clear debris in un-contaminated areas and will support those involved in direct handling of the hazardous materials contaminated debris.
- B. The CDOT Emergency Response Coordinator (ERC) will be the ESF #3 lead when the State Emergency Operations Plan has been activated. The ESF #3 lead will be responsible for coordination of all state agencies providing support under ESF #3.
- C. In small magnitude emergencies, requests for assistance may be handled over the telephone. In larger magnitude events, the ESF #3 ERC will respond to the SEOC to coordinate a response from a centralized location. If a Presidential declaration is received, the ESF #3 lead will coordinate closely with the Federal ESF #3 lead.
- D. ESF #3 will maintain copies of all information to be compiled into a Master Log of the event.
- E. As the incident moves from the response phase to the recovery phase, many ESF activities will transition from the SEOC to a regional location (Joint Field Office).

## **VI. ORGANIZATION AND RESPONSIBILITIES**

- A. Organization
  - 1. ESF #3 activities are usually conducted in the field with overall coordination by the ESF #3 ERC. The organizational structure of the CDOT is described below.

2. A CDOT regional emergency disaster field office may be established if necessary near the disaster area at a CDOT regional, construction residency, or maintenance area office. This center will report directly to the ESF #3 at the SEOC.

B. Responsibilities - CDOT

1. Transportation Commission and Executive Director: Provides or redirects state or federal funding for transportation damage recovery, secure and obtain federal emergency replacement funding as may be available for infrastructure.
2. Chief of Maintenance or CDOT designated Emergency Response Coordinator: Directs Regional Transportation Directors and Regional Maintenance Superintendents to allocate personnel, equipment, and other resources for the support of response activities in a statewide level. Works with the RTD and Maintenance Superintendents to create an expanded work force through emergency contracts as needed.
3. Regional Transportation Directors: Direct the transportation regions' allocation of resources, personnel, and other required support for the response activities. Maintain a communications network with local, city, and county officials within the region to provide a communication link to the ESF #3 Emergency Response Coordinator. Designate disaster field office and management of the field office. Manage coordination between CDOT's functional areas. Manage CDOT regional emergency response office.
4. Region Maintenance Section Superintendent: Directs and manages the first responders. Evaluates availability and commits the personnel, material, supplies, and equipment that can be provided to respond; provides communication networks through vehicle-based radios, and provides personnel for 24-hour coverage as needed.
5. Traffic Operations Center: Provides 24-hour transportation system information including road closures, detours, delays, alternate routes, etc.; controls Variable Message Signs at key locations along transportation corridors.
6. Staff Bridge: Provides structure damage assessment, structure flow capabilities, structure repair recommendations, and weight restrictions on bridges.
7. Project Development Branch: Provides engineering personnel for damage assessment teams, repair recommendations and accounting management of emergency force account work.

## **Support Function #4: Firefighting**

**ESF Lead Agency:** Division of Fire Prevention and Control (DFPC)

**RSF Lead Agency:** N / A

**Supporting Agencies:** Colorado State Patrol, Department of Military and Veterans Affairs, Department of Transportation, Division of Homeland Security and Emergency Management

### **I. PURPOSE**

To provide procedures for the mobilization and coordination of firefighting personnel, equipment, and supplies in support of local governments in the event of a wildfire, urban conflagration, other firefighting - related emergency, significant natural disaster, or other events requiring firefighting response within the state that exceed the capabilities of local resources to manage.

### **II. SCOPE**

To describe the general actions of the Division of Fire Prevention and Control and other supporting agencies in response to emergencies exceeding the capabilities of local resources to manage.

### **III. SITUATION**

- A. Under the best of circumstances, the management of a large firefighting operation is complex, often involving hundreds of people and several different agencies and local jurisdictions. Fires resulting from or independent of, but coincident with, a catastrophic event will place extraordinary demands on available resources and logistics support systems.
- B. A major emergency or disaster may cause conditions that place persons in life - threatening situations requiring prompt rescue and medical care. Rescue personnel can encounter extensive damage to structures, which require search and rescue expertise not readily available at the local level.
- C. The potential for damage from fires in urban areas is especially high during and after a major disaster or terrorism events. Numerous fires have the potential to spread rapidly causing extensive damage threatening life and property. Normally available firefighting resources may be difficult to obtain and utilize because of massive disruptions of communications, transportation, utility and water systems.
- D. Local fire departments will be one of the primary response agencies in most terrorist events (conventional, chemical and radiological). They may also provide important support roles during response to and recovery from a bioterrorism event.

### **IV. PLANNING ASSUMPTIONS**

- A. Major fires and other emergencies that exceed local capabilities will occur.
- B. Responders may face added difficulties or hindrances after a disaster because of extensive damage to the local infrastructure. Such damage may then create environmental safety and health hazards such as downed power lines, unstable foundations or structures, exposure to biohazards, toxins, and blood borne pathogens.

- C. Terrorism events may result in major structural fires, structural collapse, mass casualties, and the need for mass decontamination.
- D. Access to damaged areas will be restricted.
- E. Successful operations require organized, interagency cooperation at all levels of government.
- F. Agencies will commonly support large fire suppression operations, including the National Guard, Bureau of Land Management, Interagency, and U.S. Forest Service, will receive urgent requests from non - fire related agencies for personnel, equipment, and supplies. Many of the resources commonly available for use in fighting large wildfires may be scarce or unavailable.
- G. Wildland firefighting forces may be diverted to assist in the control of fires in urban areas because of more urgent threats to life, property, and the environment and due to shortages of urban firefighters required to respond to other types of emergencies.
- H. Efficient and effective mutual aid among the various local jurisdictions, State, and Federal fire agencies requires the use of the ICS together with compatible firefighting equipment and communications.

## **V. CONCEPT OF OPERATIONS**

- A. The Colorado Resource Mobilization Plan specifies procedures for the mobilization and coordination of fire and rescue services statewide to respond to any type of emergency requiring additional resources.
- B. Cities, towns, counties, fire protection districts, and other fire protection organizations are responsible for requesting state support through the appropriate emergency management agency, DHSEM Regional Field Manager, DFPC FMO, ROSS, or State emergency number”
- C. Additional assistance may be provided by other State agencies, private companies, and cooperating industries. Based on known or projected threats, imminent hazards or predicted disasters requiring additional resources, ESF #4 may mobilize resources and stage them at designated locations in a condition to respond if assistance is requested.
- D. Ordering and tracking of resources is accomplished through activation of the State Emergency Operations Center’s resource database function.
- E. Emergency Management Assistance Compact (EMAC) requests will be processed, in cooperation with the Office of Emergency Management (OEM).
- F. Resources may be pre - positioned, if it becomes apparent they will be required.
- G. Preparedness
  - 1. Coordinate with the Colorado State Fire Chiefs on the organization and training of fire service emergency teams to rapidly respond to requests for assistance.
  - 2. Coordinate with the Colorado State Fire Chiefs on the training of fire chiefs in utilizing the Colorado Resource Mobilization Plan.
  - 3. Participate in State exercises and conduct, an annual ESF #4 exercise to validate the Colorado Emergency Resource Mobilization Plan.
  - 4. Implement alert and pre - activation procedures as necessary.

#### H. Response

1. Support County Sheriff's and local fire departments with appropriate resources to include mobilizing and deploying Incident Management Teams and firefighting resources as needed. State and other local resources from outside the disaster area are committed through coordination with ESF 7 and other agencies for the implementation of the Colorado Resource Mobilization Plan and/or the Interagency Dispatch Center(s) (as appropriate).
2. Identify and dispatch appropriate emergency resources through the applicable resource database(s).
3. Provide overhead support to the SEOC through the Division of Fire Prevention and Control and the Colorado State Fire Chiefs.
4. Coordinate with all other ESFs to support firefighting operations, when indicated.
5. Using the Incident Command System provide support to the incident as necessary.
6. Conduct Fire Complexity Analysis to determine if the fire qualifies for the Emergency Fire Fund (EFF) and/or the Fire Management Assistance Grant (FMAG).
7. Plan for and establish relief resources to replace or rotate with committed resources for extended operations.
8. Obtain and submit situation and damage assessment reports and provide information to the SEOC.
9. Participate in the Rocky Mountain Area Multiagency Coordination Center (RMACC) to coordinate fire service response beyond the State's capability.
10. Coordinate with the Office of Emergency Management to access resources through the EMAC, FEMA, and other interstate and Federal entities for response beyond the State's capability.
11. Request supporting agencies maintain appropriate records of costs incurred during an event.
12. Request supporting agencies document any lost or damaged equipment and personnel or equipment accidents.

#### I. Recovery

1. Maintain adequate resources to support local operations and plan for a reduction of resources.
2. Upon request, ESF #4 will provide firefighting resources for recovery efforts.
3. Conduct reviews of incident actions with teams involved to improve future operations.
4. Inform agencies providing resources where to send records. The specific recovery actions following an emergency or disaster will be determined by the event.

## VI. ORGANIZATION AND RESPONSIBILITIES

#### A. Division of Fire Prevention and Control

1. Identify, train, and provide Division of Fire Prevention and Control personnel to staff ESF #4 in the SEOC.
2. Task personnel to accomplish support responsibilities.
3. Provide assistance to local jurisdictional fire organizations, County Sheriffs and Federal agencies as requested.
4. Notify all ESF #4 supporting agencies upon activation.
5. Coordinate with the Colorado State Fire Chiefs on the organization and training of fire service emergency teams. Alert, activate, and employ these firefighting teams to requests for assistance.
7. Monitor status of all fire service operations and provide updates to SEOC.
8. Arrange for direct liaison between fire chiefs and incident to coordinate requests for firefighting assistance in structural or industrial fire protection operations.

9. Document and report emergency disaster - related expenditures to qualify for state or federal reimbursement.
  10. Contribute to the incident after action report.
- B. Colorado State Patrol
- Provide aircraft for wildfire reconnaissance, as needed.
- C. Colorado State Fire Chiefs
1. Have a liaison(s) assigned to the SEOC to represent local jurisdictions to coordinate additional staffing and resource needs, provide expertise and incident management support.
  2. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF #4 during periods of activation.
  3. Assist the Division of Fire Prevention and Control to alert, activate, and deploy fire department assets to requests for assistance.
  4. Contribute to the incident after - action report.
- D. Department of Military and Veterans Affairs
1. Coordinate with OEM and Governor's Office in the requesting, procurement and assigning of National Guard resources during a declared disaster.
  2. DMVA may be requested to put Civil Air Patrol (CAP) on alert and requested to deploy CAP resources in support of search and rescue / air reconnaissance of incident site.
- E. Department of Transportation
1. Identify, train, and assign CDOT personnel to maintain contact with and prepare to execute missions in support of ESF #4 during periods of activation.
  2. Maintain inventories of DOT assets that may be utilized to support fire service operations.
  3. Provide equipment, fuel, personnel, shop service, and transportation assets to support fire service operations.
  4. Contribute to the incident after action report.
- F. Division of Homeland Security and Emergency Management
1. Assist with the acquisition of requested resources
  2. Assist with the operational coordination of incident consequence management.

## **Support Function #5: Information and Planning**

**ESF Lead Agency: Division of Homeland Security and Emergency Management (DHSEM)**

**RSF Lead Agency: Division of Homeland Security and Emergency Management**

**Supporting Agencies:** All State Departments and Agencies, non – governmental organizations, and the private sector.

### **I. PURPOSE**

The Office of Emergency Management (OEM) is responsible for supporting overall activities of the Colorado State Government for all - hazard emergencies and disasters. ESF #5 provides the core management and administrative functions to support the State Emergency Operations Center (SEOC) / Multi - Agency Coordination Center (MACC) and liaison with the local jurisdictions and the Federal government.

### **II. SCOPE**

- A. ESF #5 provides the overall coordination function for all incidents regardless of hazard, degree of complexity, or duration, and therefore, is activated at some level for all potential and actual incidents.
- B. The scope of ESF #5 includes those functions critical to support and facilitate multi - agency planning and coordination for operations involving potential and actual emergencies / disasters in the State. This includes alert and notification, deployment and staffing of special teams, Incident action planning, situation reporting, coordination of operations, logistics and material, direction and control, information management, facilitation of requests for state assistance, resource acquisition and management (to include allocation and tracking), personnel management, facilities management, financial management, and other support as required.
- C. The SEOC is activated with liaison activities in the field, in anticipation of, or in reaction to the occurrence of an emergency or disaster within the State of Colorado or in a neighboring jurisdiction that requires State assistance.
- D. ESF #5 is responsible for the coordination of State presence, regardless of discipline, in the impacted jurisdiction in anticipation of immediate and longer - term State assistance. This presence is primarily established first by OEM Regional Field Manager and may be followed by a larger contingent of State representatives, a Disaster Assistance / Recovery Center, or Joint Field Office.
- E. ESF #5 is responsible for the coordination and validation of all local requests for State and / or federal assistance.
- F. ESF #5 conducts requisite coordination for the issuance of a Governor's disaster emergency declaration and request for Federal assistance to the President under the Stafford Act.
- G. ESF #5 identifies and resolves resource allocation issues. Issues which cannot be resolved at the SEOC level are referred to the Governor's Office.
- H. ESF #5 is responsible for the development of an Incident Action / Support Plan in which all activated agencies participate.

- I. ESF #5 serves as the central point for receiving information and producing Situation Reports.
- J. ESF #5 supports the implementation of Mutual Aid Agreements to ensure a coordinated response.
- K. ESF #5 coordinates the implementation of Emergency Management Assistance Compact whether requesting assistance from other States or responding to requests from other States.

### **III. SITUATION**

A coordinated state – level response and recovery assistance is needed to support impacted jurisdiction(s).

### **IV. PLANNING ASSUMPTIONS**

The current capabilities of the impacted jurisdiction(s) have been exceeded, to include mutual aid with neighboring jurisdictions, thus requiring formalized assistance from DHSEM or the State Emergency Operations Center.

### **V. CONCEPT OF OPERATIONS**

#### **General**

- A. ESF #5 assigns staff to the management positions on the Finance and Administration, Logistics, Operations, and Planning Sections and coordinates the efforts of other ESFs.
- B. During the initial operational period of an incident, the collection of disaster emergency information will primarily be through the local EOC. If the event is of such magnitude to warrant State assistance, ESF #5 will plan, support, and coordinate such response actions.
- C. Specific information requirements will be addressed in individual Incident Annexes. As the incident evolves, the information requirements will be modified to accommodate new information needs.
- D. If the event is of a magnitude to involve federal assistance, the SEOC will coordinate this request and provide appropriate information to the Federal agencies involved.
- E. Organizational Structure: ESF #5 – information and planning is established in accordance with the National Incident Management System (NIMS). ESF #5 supports the general staff functions of the overall emergency management organization described in the NIMS: command, finance and administration, logistics, operations, and planning<sup>1</sup>. This structure may be modified to meet the response needs of the incident. (See figure below)
- F. Command: ESF #5 includes the command function (SEOC Manager and Branch / Section Chiefs) and provides support with staff and by providing incident action planning, information, administrative, logistics, and financial support functions. The OEM Director acts with the authority of the Governor, and the ultimate command function rests with the Governor.

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<sup>1</sup> In accordance with NIMS, the size of the event will determine the actual number of personnel and functions that are staffed. In some small incidents one person may handle several functions.



- G. **Finance / Administration:** ESF #5 assigns the Finance / Administration Section Chief(s) for monitoring funding requirements and incident costs. The Finance / Administration Section is responsible for employee services, including safety / security for personnel, facilities, and assets.
- H. **Logistics:** ESF #5 assigns the Logistics Section Chief for managing the control and accountability for supplies and equipment, resource ordering; delivery of equipment, supplies, and services; resource tracking; facility location and operations; transportation coordination; and information technology systems services and other administrative services
- I. **Operations:** ESF #5 assigns the Operations Section Chief to coordinate the efforts of the ESFs functional branches and initiates and manages the mission assignment process.
- J. **Planning:** ESF #5 assigns the Planning Section Chief. ESF #5 provides for the collection, evaluation, dissemination, and use of information regarding situational awareness of the incident and the status of resources. The Planning Section is responsible for the entire incident action planning process. This includes preparing and documenting incident priorities, establishing the operational period, and developing contingency, long - term, de - mobilization and other plans related to the incident, as needed.

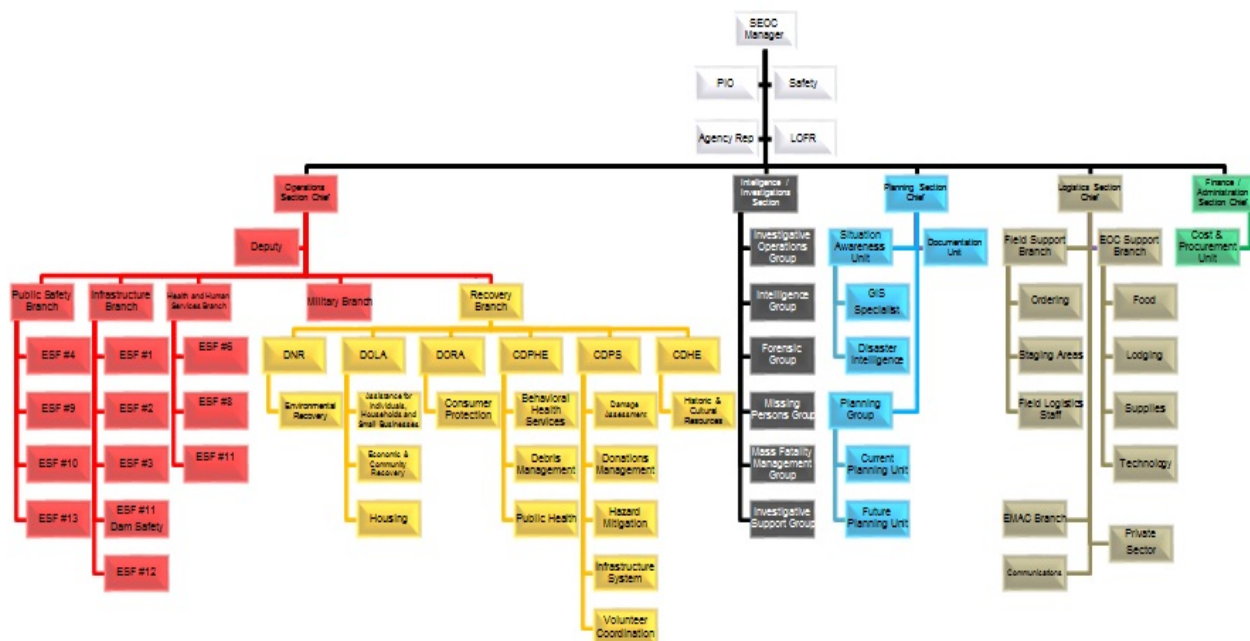


Figure 1

## L. Actions

### 1. OEM activities:

When an event occurs or has the potential to occur OEM initiates notification procedures that includes alerts, agency / jurisdiction – specific notification and situation reporting.

- The DHSEM Duty Officer or Regional Field Manager may act as the ESF #5 lead when receiving emergency notifications.
- ESF #5 maintains contact with the impacted jurisdiction(s) and ascertains their capabilities and shortfalls as a means of determining initial State response requirements.

- c. ESF #5 maintains the State Emergency Operation Center in a state of readiness at all times and activates the SEOC when necessary.
  - d. ESF #5 maintains constant communications with the impacted jurisdiction and convenes periodic conference calls with all appropriate parties to coordinate the response or gain situational awareness.
  - e. ESF #5 provides Situation Reports and other information as required to the Governor, selected officials, and other agencies.
  - f. ESF #5 issues initial activation mission assignments, and establishes reporting and communications protocols with the alerted agencies.
  - g. ESF #5 develops the initial Incident Action / Support Plan outlining State operations priorities and coordinates the activities of the other ESFs to implement the plan.
  - h. ESF #5 establishes the schedule for staffing and operating the SEOC from activation to de - activation.
  - i. The SEOC coordinates the initial provisions of the Federal - State Agreement to be consummated between the Federal Coordinating Officer and State Coordinating Officer.
2. Incident Management Activities:
- ESF #5 maintains situational awareness of the operation from initial notification until closeout. As the operation progresses through the pre - incident phase of the operation, through response and into recovery, ESF #5 continues to provide immediate, short - term and strategic planning guidance and direction to the ESFs activated for the operation and with those who are operating under agency statutory authorities. Responsibilities:
- a. Primary Agency: OEM:
    - (1) Activate / deactivate the SEOC to the applicable level (see Base Plan for activation level definitions) to appropriate support impacted jurisdiction(s).
    - (2) Activates / deactivates and coordinates State agencies and State resources to respond to any emergency situation in Colorado requiring State assistance.
    - (3) Coordinates State emergency planning activities including immediate, short - term and strategic planning.
    - (4) Information Processing - to collect and process information from local jurisdictions, State ESFs, and other sources, process that information and disseminate it for use by response operations, and provide it as input for reports, briefings, displays, public information activities and plans and to maintain a permanent log of events.
    - (5) Displays pertinent information for use in the SEOC by using computer system displays, map boards, charts, status boards, etc.
    - (6) Ensures all information regarding actions taken, contacts made, etc. is recorded into the permanent event log or in an emergency management software program.
    - (7) Public Information - To assure that the public is given appropriate information to deal with the emergency through ESF #15, External Affairs.
  - b. **Support Agencies**
    - (1) ESF #5 determines which support agencies will be activated / deactivated and who will be appropriately tasked as Branch Managers. All support agencies and ESFs receive direction and tasking through ESF #5.
    - (2) Identify an Emergency Response Coordinator (ERC) and two alternates and provide OEM with contact numbers for them. The ERC must be available for response to the SEOC during emergencies and exercises or to handle emergency requests by telephone or computer during smaller incidents.
    - (3) Support agencies provide personnel to work in the appropriate ESF of the SEOC and / or JFO. They also provide reports on agency response operations to the Planning Section, as requested.
    - (4) ESF lead agency ERCs will revise and maintain the appropriate annexes to this Plan as well as their own internal response and recovery documents.

- (5) When appropriate, each ESF agency may establish their own crisis management center type - entity in order to support their ERCs at the SEOC.
- (6) During an emergency / disaster, activated ESFs are authorized to directly communicate and coordinate with their respective ESF counterparts at the local, State, and Federal levels.

## **VI. ORGANIZATION AND RESPONSIBILITIES**

The overall purpose of the Colorado Hazard and Incident Response and Recovery Plan is to address the organization and agency responsibilities during and after an incident.

Appendix

Support Function #5a: SEOC Position Checklist

## **Support Function #5 Information and Planning**

### **Appendix A SEOC Position Checklists**

State Emergency Operations Center position - specific checklists are constantly evolving as a result of lessons learned from exercises, real - world incidents (short - , no - notice, and pre - planned events) as well as federal guidance. They can also change based up the type and duration of the event.

Due to these changes, it is not advisable to have such checklists placed in a document that is reviewed (at a minimum) annually. Therefore, all up - to - date checklists are located in the WebEOC® emergency management computer program. This makes them more readily assessable when the State Emergency Operations Center is activated and to assist those individuals who are performing specific duties remotely. WebEOC® is a password protected website in which the State of Colorado has a license.

## **Support Function #6 Mass Care, Emergency Assistance, Temporary Housing and Human Services**

**ESF LEAD AGENCY:** Department of Human Services

**RSF LEAD AGENCIES:** Departments of Local Affairs, Public Safety and Regulatory Agencies

**SUPPORTING AGENCIES:** American Red Cross, Colorado Voluntary Organizations Active in Disaster, Department of Agriculture, Department of Higher Education, Department of Military and Veterans Affairs, Department of Public Health & Environment, Department of Labor and Employment, Department of Public Safety, Department of Regulatory Agencies, Department of Revenue, Department of Transportation, The Salvation Army, Governor's Energy Office, Governor's Office of Economic Development and International Trade, Governor's Office of Resiliency and Recovery and Colorado Emergency Preparedness Partnership and the Private Sector.

### **I. PURPOSE**

- A. The primary purpose of this annex is to provide for the coordination of sheltering, feeding, bulk distribution of supplies, and emergency first aid following an emergency or disaster requiring the assistance of State government and to operate a Disaster Welfare Information (DWI) system to collect, receive, and report information about the status of victims and assist with family reunification within the affected area. DWI includes services related to the provision of information about individuals residing within the affected area to immediate family members outside the affected area. It may also include services related to the reunification of family members within the affected area. ESF #6 ensures coordination of mass care services to provide for the safety and well-being of household pets and service animals during evacuations and sheltering. ESF #8 and ESF #11 - Agriculture and Natural Resources will ensure support to ESF #6 through an integrated response. When requested by the State, ESF #6 will collaborate with ESF #8 and ESF #11 to ensure coordination of support to household pets and service animals.
- B. The Department of Human Services will coordinate all ESF #6 programs in the State. The ESF #6 Team (including, but not limited to Lead and Supporting Agencies for ESF #6) will support the Department of Human Services (CDHS) to ensure that all mass care, human services, and housing programs are delivered as efficiently as possible.
- C. The second purpose of this annex is to provide a smooth transition from ESF #6 to relevant recovery support functions (RSFs) falling under the Operations Section Health and Human Services Branch as structured in the SEOC. RSFs evolving from ESF #6 include: RSF #6a Assistance for Individuals, Households, and Small Businesses; RSF #6b Consumer Protection; RSF #6c Donations Management; RSF #6d Housing; and RSF #6e Volunteer Coordination.

### **II. SCOPE**

ESF #6 promotes the delivery of services and the implementation of programs to assist individuals, households and families impacted by potential or actual catastrophic incidents. This includes economic assistance and other services for individuals impacted by the incident. The scope of this annex is to describe the overall operational and information activities of a state response to an emergency or disaster situation and the subsequent evolution to recovery. Coordination of Mass Care activities will take place at the State Emergency Operations Center (SEOC) through a cooperative effort between representatives of CDHS and the American Red Cross, to support activities in the field. Coordination of Housing and Human Services will take place at the SEOC under the direction of CDHS. Coordination and support of ESF#6 A, Care of Companion and Service Animals, will take place at the SEOC through a cooperative effort between representatives of DHSEM. Coordination

between the ESF and RSF coordinators will initiate in the SEOC as ESF coordinators call in their RSF counterparts.

### **III. SITUATION**

A disaster may result from natural or technological hazards, civil disturbance, or act of terrorism, and cause extensive damage and human suffering. Victims may be forced from their homes depending on such factors as time of occurrence, area demographics, building construction, and existing weather conditions. Family members may be separated immediately following an emergency or disaster, such as children in school and parents at work. Transients, such as tourists, travelers, students, and the pre-disaster homeless, may be involved. Arrangements will be made to add access and functional needs such as the elderly and disabled. Companion and service animals directly associated with individuals requiring evacuation shall be provided for in compliance with the Pets Evacuation and Standards Act of 2006. The State, when notified of an emergency or disaster at the local level, will monitor the situation, and, if necessary, provide assistance.

### **IV. CONCEPT OF OPERATIONS**

#### **General**

- A. Initial response activities will focus on meeting urgent needs of disaster victims on a mass care basis. In addition, initial recovery efforts, such as the customary American Red Cross DELETE ARC acronym (ARC) Emergency Assistance program, may commence as response activities are taking place. Disaster Assistance Centers (DACs) may be used to distribute resources, supplies, and information to individuals, households, and small businesses. Those initial DACs may transition into Multi Agency Recovery Centers (MARC)s).
- B. Other recovery assistance, such as temporary housing, and loans and grants for individuals under the traditional government assistance programs of federal agencies, will be coordinated by the State Coordinating Officer (SCO), subject to the general guidance of the Governor's Office, DHSEM, and the CDHS. Interim and long-term housing will be coordinated by DOLA Division of Housing. The state program of Individual and Family Grants Program (IFGP) will be coordinated by DHSEM.
- C. Local government, supported by private relief agencies, provides initial response to mass care requirements of emergency/disaster victims and local government requests and facilitates the implementation of authorized outside government assistance (state and federal). State and federal agencies, when requested and authorized, support the activities of local government in providing mass care.
- D. DHS has been designated the lead agency for managing the activities of ESF #6. ARC has been designated as the primary support agency for Mass Care. State agencies and other private and volunteer organizations have been designated to support ESF #6.
- E. The Red Cross chapter with jurisdiction in the affected area will initiate mass care. These services will be coordinated with local government and other private and volunteer organizations in the affected area.
- F. DHS will provide a representative to the SEOC, upon request by the DHSEM, who will coordinate all ESF #6 requests (and request an ARC representative). The ESF #6 Team (including Lead and Supporting Agencies) will collect information for situation reports, briefings, staff

meetings, etc. and update and maintain information on the National Shelter System. This information may include the following:

1. Statistical, narrative and graphical information;
2. Major response actions taken;
3. Requests for state assistance by local jurisdiction(s), private and volunteer organizations;
4. Unmet needs and recommended actions; and
5. Priority issues and requirements.

G. Upon activation of ESF #6, CDHS and / or DHSEM will notify COVOAD, ARC, and other supporting agencies that comprise the ESF #6 Team. CDHS will contact an RSF coordinator from DOLA. DOLA will contact the RSF coordinator for DORA.

H. ESF #6 functions are divided into three main areas. The principal activities for each functional area are described in the following sections.

1. Mass Care. The ESF #6 mass care function includes overall coordination, shelter, feeding and other activities to support emergency needs of victims as described below:
  - a. Shelter - the provision of emergency shelter for disaster victims, including the use of pre - identified shelter sites in existing structures; creation of temporary facilities such as tent cities; and use of similar facilities outside the disaster - affected area, should evacuation become necessary. Temporary housing programs may be made available.
  - b. Feeding - the provision of feeding disaster victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk food distribution. Such operations will be based on sound nutritional standards and will include provisions for meeting requirements of disaster victims with special dietary needs. Emergency donated food will be made available. Food Stamp programs may be made available.
  - c. Emergency First Aid - providing first aid services to disaster victims and workers at mass care facilities. This emergency first aid service will be supplemental to the traditional emergency medical system (EMS) coordinated by ESF #8.
  - d. Disaster Welfare Information - DWI provides a system to aid in the reunification of family members within the affected area who were separated at the time of the disaster and inform about the status of victims.
  - e. Bulk Distribution of Emergency Relief Items - distributing of emergency relief items at shelter sites or established sites within the affected area. The bulk distribution of relief items will be determined by the requirement to meet urgent needs of disaster victims for essential items.
  - f. Information Coordination - gathering of information from local jurisdictions, state agencies and volunteer and private organizations with regard to mass care efforts. Accurate and timely information will be disseminated through situation reports, briefings, public information, etc., in coordination with ESF #5.
2. Housing. The ESF #6 housing function addresses needs of victims in the affected areas, and is accomplished through the implementation of programs and services designed to:
  - a. Provide assistance for the short - term and long - term housing needs of victims.
  - b. Identify the various factors that could impact the incident - related housing needs and help develop a plan of action to provide housing assistance in the most effective, expedited, and efficient manner available at the time.
  - c. Identify solutions for short - term and long - term housing for victims, as appropriate. Housing assistance provided to victims may include rental assistance, temporary housing, loans for the repair and / or replacement of primary residences, etc.
  - d. The CDHS will coordinate housing assistance with the DOLA representative who is responsible for administering and dispersing state and federal housing funds.

3. Human Services. The ESF #6 human services component implements programs and provides services to assist victims. This includes:
  - a. Assessing human services needs in the disaster area, coordinating victim - related recovery efforts, and implementing an appropriate plan based on the resources available to assist all victims.
  - b. Supporting various services assisting individuals and households, including a coordinated system to address victims' incident - related recovery needs through crisis counseling and other supportive services.
  - c. Coordinating and identifying individuals with access and functional needs within the impacted area, to include the elderly, people with disabilities, and people communicating in languages other than English (including sign language) or anyone with a limited English proficiency.
  - d. Supporting immediate, short - term assistance for individuals, households, and groups dealing with the anxieties, stress, and trauma associated with a disaster, act of terrorism, and/or an incident of mass criminal violence.
- I. RSF #6 functions are divided into five main areas. The principal activities for each functional area are described in the following sections.
  1. Assistance to Individuals, Households, and Small Businesses. RSF #6a works with community officials and local emergency managers to identify further needs of individuals, households, and small businesses. Once needs are identified, State staff coordinate or administer federal and state programs, participate on long-term recovery committees, make recommendations, suggest options for service delivery, promote agency participation, problem-solve, and mobilize resources. Services needed, method of delivery, and location options are incident and circumstance dependent. Assistance can be provided in a variety of ways and it's up to the local or tribal authorities to determine the ultimate method.
  2. Assistance Centers may be implemented in several different ways: a mini – DAC town hall style meetings (a three to four hour interactive public session that includes a meeting at the front end introducing agencies and programs and then having interested parties follow up by sitting down with agency representatives to discuss options); mobile assistance centers (such as a large van); or longer-term assistance centers. Assistance centers (ACs) provide opportunities to bring disparate resources together in one location for convenient delivery. Assistance center resources normally serve individuals, families, and small business owners. Functions vary depending on circumstances but the following services and items may be relevant. The more meaningful the services provided, the more relevant the center and the more the customers are served. Lead: DOLA
  3. Assistance in the centers may include: flu shots, hazard mitigation information, housing and rental assistance consultations and motel vouchers, business services, insurance agents, insurance adjusters, meals, pet care information, phone bank, place where neighbors gather, planning and zoning consultations, preparedness information, public health and safety guidance, reentry permits, register and provide contact information to receive updates, temporary child and pet care while adults are being served, tetanus shots, unemployment insurance information, updates on evacuations and reentry, utilities hookup and repair updates, and victim advocacy information.
  4. Long-Term Recovery Committees are established at the local level. State agencies are invited to participate on a case-by-case basis. The State Voluntary Agency Liaison (VAL) resides in DHSEM. This position interacts with Long-Term Recovery Committees (unmet needs committees) and in other forums as applicable. The Disaster Case Management program staff and State Recovery Liaisons (SRLs) also coordinate with communities on mutually agreed upon activities. Lead: CDPS



5. Consumer Protection coordinates and disseminates information and resources to prevent unfair or deceptive acts or practices in commerce against consumers. Many agencies have programs designed to inform or protect consumers. Note: *Consumer Protection with respect to issues such as contaminated food and water or livestock disease are found addressed under the section titled Public Health.* Lead: DORA
6. Donations Management The purpose is to effectively connect potential donors/volunteers with relief agencies and provide communities with goods or other products/services identified as emergency disaster related needs following a disaster.
  - a. Donations Management involves a process for effectively matching donations with voluntary organizations. The State Donations Coordination Team (DCT) is tasked with coordinating and facilitating the effective management and allocation of unsolicited, undesignated in-kind donations offered from the general public and the private sector following a disaster. The State, along with the DCT, encourages individuals to contribute donations to a COVOAD member agency or other credible 501c3 organization. The State and the Joint Information Center, through pre-developed talking points, strongly encourages the public to donate in the form of financial contributions whenever possible. The DCT will utilize the ‘*Donations and Volunteer Management Guidelines*’ as a guide for effective execution and coordination of DCT activities.
  - b. Colorado Donations and Volunteer Management Network (CDVMN). The State, in consultation with the DCT and VCT, may choose to activate the Colorado Donations and Volunteer Management Network (CDVMN) to support donation management efforts. CDVMN is comprised of potential donors (citizens, businesses, civic groups, etc.), credible relief groups/organizations, and government emergency management agencies.
  - c. Adventist Community Services Disaster Relief is the state designated donations management lead. They have a MOU signed with the State of Colorado to operate collection and donated goods distribution centers.
7. Housing identifies post-sheltering housing needs and facilitates processes designed to assist communities. Housing needs span the disaster housing continuum, from sheltering through temporary, or interim, housing and then ultimately to repairs, rehabilitation and reconstruction of permanent housing. Lead: DOLA
  - a. Short-Term. When this RSF is activated, a State-led Disaster Housing Task Force is tasked with providing technical assistance in the planning process, identifying potential solutions, and implementing solutions.
  - b. Interim. During the interim housing phase (up to 3 months for a state declaration and up to 18 months for a federal declaration) the State’s role is to provide support to local units of local government including housing authorities, assist in the evaluation of potential solutions for housing displaced populations in secure accommodations and, when requested, to provide short-term rental assistance to eligible households.
  - c. Long-Term. Permanent housing efforts involve the application of existing programs plus available disaster assistance. This could include but is not limited to community education related to issues such as insurance, foreclosure, purchasing new homes, and building codes; financial assistance to local public housing agencies, businesses, homeowners, and renters; and technical assistance to local public housing agencies.
  - d. DOH will directly support the Public Housing Authority (PHA) with these tools: contract with the local PHA, division of local government, or an outside nonprofit agency to distribute funds; activate the Disaster Housing function on [www.Coloradohousingsearch.com](http://www.Coloradohousingsearch.com); provide technical assistance as needed; coordinate daily communication with the PHA staff and Social Serve; and coordinate daily communicate with PHA staff and other housing providers and funders. Additional activities include coordinating with HUD, CDFA, other property owners, and PHAs to identify vulnerable subsidized housing units and determine whether plans have been

developed to quickly restore habitability to any that may be damaged; work with others to help secure additional funding that may be needed to transition residents from shelters into housing; make linkages for case management or other services if disaster victims need assistance with a security deposit; coordinate with DORA/DOI to ensure homeowners and insured renters understand what resources are available for rebuilding and temporary relocation based on their insurance policies; coordinate with unmet needs committees to ensure case managers are informed about housing needs and available resources; and evaluate the assistance mission with the Statewide Disaster Housing Task Force. DOH can also facilitate the formation/coordination of local housing recovery task forces.

- e. Volunteer Coordination involves a process for effectively matching unaffiliated spontaneous volunteers with COVOAD member agencies or other credible voluntary organizations to meet the needs of affected communities following major emergencies and disasters. If not effectively managed, spontaneous volunteers can overwhelm government and voluntary agencies and interfere with response and recovery efforts.  
Lead: CDPS
- 8. Volunteer Coordination System (VCS). When requested by the State and agreed upon by the Metro Volunteers will execute the Volunteer Coordination System (VCS) to efficiently process and register unaffiliated volunteers and match their skills to agencies needing assistance. It is incumbent upon agencies and organizations that receive volunteers to ensure that their volunteers become affiliated with their organization, trained, and are provided with liability coverage. The VCT and the State of Colorado do not assume any liability for volunteers matched through the VCS.
- 9. Joint Information Centers provide guidance to the public on how to most effectively help in a disaster. All messaging is developed in conjunction with the VCT. Close coordination with the JIC is essential to ensure effective message distribution. Messaging emphasizes that the best way to support response and recovery efforts is through financial contributions to credible 501c disaster relief organizations. A central phone number may be set up to manage inquiries concerning volunteers through the Colorado 211 Collaborative. Unaffiliated volunteers are discouraged from going directly to any disaster and may be directed to the [HelpColoradonow.org](http://HelpColoradonow.org) and/or to a volunteer reception center (VRC). If requested by a local jurisdiction, Metro Volunteers utilizes a menu of options for services. They can open and manage a VRC. Metro Volunteers works with local counterparts to facilitate hand-over of management of the VRC to local control/leadership. If an ongoing VRC is not needed, demobilization takes place as soon as possible.
- 10. Medical and public health volunteers are managed through the Colorado Volunteer Mobilizer (CVM), managed by the Colorado Department of Public Health and Environment under ESF 8.

## **V. ASSUMPTIONS**

- A. Private and volunteer organizations, i.e., ARC, The Salvation Army, member agencies of COVOAD, etc., will support ESF #6 activities through provision of immediate shelter, feeding, and emergency first aid relief to individuals and families, not normally available from government resources. These local organizations will work in cooperation with the local government within their jurisdictions in preparing for, responding to, and recovering from the effects of an emergency or disaster event.
- B. Each level of government, private and volunteer organizations will respond to an incident within the limits of its available resources, including pre - arranged mutual aid, and subsequently may

request assistance from its next highest level of support if required; e.g., municipality to county to state to federal government; also, ARC chapter to Service Area to ARC National Headquarters.

- C. Not all disaster victims will require mass care services. Some victims will go to mass shelters, others will find shelter with friends and relatives; many victims will remain with or near their damaged homes. For planning assumption purposes not more than 20% of the population may avail themselves of mass care services.
- D. Mass care shelter facilities will receive priority consideration for structural inspections to ensure safety of occupants; and for restoration of utilities or support by temporary means, i.e., portable generators, portable toilets and potable water.
- E. Inquiries regarding individuals residing within the affected area will begin immediately after the general public is made aware of the emergency or disaster by the media or other means. An initial moratorium may be issued to activate the system and determining the boundaries of the affected area.
- F. The American Red Cross is the primary support agency for mass care operations under ESF #6.

## **VI. ORGANIZATION and RESPONSIBILITIES**

### **A. ESF and RSF Organization**

The ESF #6 representatives in the SEOC will communicate information between the SEOC and field units, job headquarters, etc., of the Red Cross and other private and volunteer organizations. ESF#6 personnel in the SEOC will generally consist of one representative each from the CDHS and the ARC in the Human Services Branch.

### **B. Responsibilities**

#### **1. Department of Human Services:**

- a. Assess the impact of potential or actual disasters on social systems in general with particular attention to the elderly, veterans, handicapped, refugees, and repatriates from outside the U.S., children, youth and institutions.
- b. Provide state public assistance and welfare DELETE ramp up for federal assistance activities to include the disaster food stamps D-SNAP, disaster unemployment (DUA), coordination of bulk food items under USDA and assist in working with Section 8 housing vouchers. ),
- c. Coordinate emergency and recovery services (federal, state, county, local, private and volunteer social service organizations-keeping in mind that the non-governmental agencies will act upon their missions in disaster and it is a coordination of effort to NOT duplicate efforts), including:
  - (1) Feeding
  - (2) Shelter
  - (3) Registration and inquiry
  - (4) Human Services Programs
- d. Monitor and / or administer the Individual and Family Grant Program.
- e. Provide representation at disaster assistance centers.
- f. Coordinate available social services programs (e.g., food stamps, energy assistance, and child care.
- g. Be prepared to assist disaster response operations by providing trained service personnel for such activities as food distribution, emergency housing, and coordination with

- volunteer agencies, outreach procedures to determine unmet needs, development of capabilities of volunteer individual and agencies that can respond to unmet needs.
- h. Ensure primary and support agencies are informed and involved in all meetings related to ESF #6 activities.
- 2. American Red Cross:
  - a. Initiate mass care services within the affected area within two hours of notification of the emergency or disaster.
  - b. Assist CDHS in the management and coordination of sheltering, feeding, emergency first aid services, bulk distribution and DWI services to the affected population.
  - c. Notify COVOAD as necessary, and coordinate mass care and other relief efforts with COVOAD and its member agencies.
  - d. Provide a representative or liaison team to the SEOC to facilitate coordination of mass care services.
  - e. Support the State in establishing a DWI system through the Safe and Well program and reverse DWIS in shelters and other congregate care centers and coordinate with ESF #15 (External Affairs) inform the general public about the system and how to use it.
  - f. Develop and maintain an emergency response and recovery plan in support of ESF #6.
  - g. Support mass care services with available facilities, vehicles, supplies, personnel and other provisions as requested.
  - h. Support and participate in planning, training, and exercise activities.

#### Appendix

Emergency Support Function #6a	Care of Companion and Service Animals
Emergency Support Function #6b	Licensing Administration and Colorado Child Care Assistance Program
Emergency Support Function #6c	Multi – Agency Feeding Plan
Recovery Support Function #6a:	Assistance for Individuals, Households, and Small Businesses
Recovery Support Function #6b:	Consumer Protection
Recovery Support Function #6c:	Donations Management
Recovery Support Function #6d:	Housing
Recovery Support Function #6e:	Volunteer Coordination

## **Support Function #6 Mass Care, Emergency Assistance, Temporary Housing, and Human Services**

### **Appendix A Care of Companion and Service Animals**

**LEAD AGENCY:** Division of Homeland Security and Emergency Management

**PRIMARY SUPPORT AGENCY:** PetAid Colorado / Disaster Services Program (PAC/DS)

**SUPPORT AGENCIES:** American Red Cross, Colorado Association of Animal Control Officers, Colorado Association of Certified Veterinary Technicians, Colorado Citizen Corps Council, Colorado Federation of Animal Welfare Agencies, Colorado State University, Colorado Veterinary Medical Association, Colorado Voluntary Organizations Active in Disaster, Department of Agriculture, Department of Health and Human Services, FEMA, USDA, and / or animal associations.

#### **I. PURPOSE**

Provide a collaborative framework for prevention, protection, preparedness, response, and recovery efforts related to management of companion and service animals during emergency events. In the majority of emergency situations these issues will be the responsibility of local jurisdictions with resource support provided through nongovernmental organizations and State agencies. In multi-jurisdictional or catastrophic events, the aforementioned lead agency may provide more direct management. Emergency preparedness, operations and assistance provided herein shall address all provisions set forth in the Pets Evacuation and Standards Act of 2006.

#### **II. SCOPE**

This plan addresses emergency management issues related to companion and service animals directly associated with evacuated individuals. Animal issues addressed within this plan afford for multi-agency coordination and resource support to evacuate, shelter and care for companion and service animals impacted by emergency events.

#### **III. POLICIES**

- A. The Colorado Department of Agriculture (CDA) is delegated oversight of animal facilities and animal care via the Pet Animal Care Facilities Act and statutes, rules and regulations associated with the Bureau of Animal Protection respectively. Thus, CDA will, at a minimum, retain oversight of any animal activities conducted within the state and reserve the right to exercise statutory authority as need be.
- B. The Disaster Services Program as a functional entity within PetAid Colorado (formerly known as the Colorado Veterinary Medical Foundation), will focus upon and assist private, local, county and / or regional entities in preparing for and conducting animal response activities as well as coordination resource ordering focused upon companion and service animals. Community Animal Response Teams (CARTs) are encouraged to organize, prepare for, and conduct such activities at the local level.
- C. Any private, local, county, or regional animal response group(s) shall promptly notify the State Veterinarian within the CDA – Division of Animal Industry when response activities involve any congregation, sheltering or co-mingling of animals. The State Veterinarian shall then guide provisions made for the control of any potentially infectious or contagious disease.

- D. This plan recognizes that local communities may need resource support and assistance without activation of the State Emergency Operations Center (SEOC). Nothing in this plan will prohibit DHSEM or other State agencies, the PAC / DS or other non-governmental entities from providing direct response support to local jurisdictions or facilitating the delivery of mutual aid support between local communities during emergencies providing that such assistance has been requested and approved by and integrated into on-site incident command.
- E. Nothing in this plan prohibits PAC / DS from assisting local communities with animals that are not provided for in the Pets Evacuation and Standards Act of 2006 or those animals not specifically denoted in FEMA Disaster Assistance Policy 923.19 (DAP 9523.19).

#### **IV. CONCEPT OF OPERATIONS:**

- A. The State ESF#6, Appendix A coordinator(s) shall be designated by PAC / DS officials in collaboration with DHSEM staff.
- B. The coordinator shall work closely with DHSEM and the ESF#6A liaison at the SEOC.
- C. Counties or local communities providing emergency management services shall, at a minimum, include provisions for the care of companion and service animals as denoted in the Pets Evacuation and Standards Act of 2006 within their operational plans. Animal care planning beyond that mandated by the Pets Evacuation and Standards Act of 2006 shall be determined by each county or jurisdictional entity therein. Resources to provide such care may be acquired by the emergency service provider or be acquired via mutual aid agreements with other agencies, non-governmental organizations or private entities and likely will constitute non-reimbursable expense within disaster declarations.
- D. In emergencies resulting in the need to shelter both people and animals, efforts shall be made to co - locate such facilities.
- E. Provisions within local emergency plans may address: mass care as well as sheltering; resource coordination and ordering; veterinary care and surge capacity; provisions for the protection of public health and safety; animal evacuation and transportation; emergency public information; risk reduction and public outreach programs addressing companion and service animal issues in family and business preparedness; and long-term recovery issues related to these specific animal populations.
- F. Conduct of activities under this appendix will rely heavily upon citizen volunteers. It is encouraged such individuals become a part of local or county animal response teams and/or citizen corps affiliates. These groups can facilitate training in emergency response and management that will impart an understanding of the process and thus their specific roles and requirements therein.

## **Support Function #6 Mass Care, Emergency Assistance, Temporary Housing and Human Services**

### **Appendix B Licensing Administration and Colorado Child Care Assistance Program**

**Lead Agency:** Department of Human Services

#### **Supporting Departments/Agencies:**

#### **I. Purpose**

The purpose of this Office of Early Childhood, Division of Early Care and Learning, Licensing Administration Unit and Colorado Child Care Assistance Program is to ensure that affected licensed child care facilities (Child Care Homes, Child Care Centers, Preschools, School Age Child Care, Neighborhood Youth Organizations, Children's Resident Camps and Day Treatment Facilities) and their communities are aware of available State assistance programs and processes to assist in the delivery of programs, resources and supports to child care programs, children and families. This annex provides guidance to all components of State government for effective coordination, interaction and establishment of relations with child care programs and communities during a disaster.

#### **II. Scope**

This annex covers all aspects of State and county departments of human/social services relations with licensed and qualified exempt child care facilities and families.

#### **III. Policies**

- A. The Office of Early Childhood facilitates State department and local county department human/social service agencies and other local agencies including local Resource and Referral agencies and Early Childhood Councils.
- B. CDHS will reach out to affected counties to coordinate with minimal interruption, continuous child care and child care assistance for affected families in the event a disaster or local emergency through the local Resource and Referral agency or local Early Childhood Council.
- C. Per General Regulations for Child Care Facilities found at 7.701.100; all licensed child care facilities must have a written plan for evacuating and safely moving children to an alternate site(s), as well as, procedures for lockdown, shelter in place, and active shooter on premises. The plan must include provisions for multiple types of hazards, such as floods, fires, tornados, and local shootings. All employees of a licensed child care facility must be trained in emergencies and disaster preparedness. Each child care facility must also develop and maintain a continuity of operations plan and a plan to reunify families in the event of an emergency situation.
- D. CDHS will work with affected child care facilities to issue emergency waivers which will allow child care facilities in affected areas to continue to provide child care services to children and families. Waivers will include approval to move to a temporary location in the event the child care facility has been damaged or destroyed or a waiver to allow an existing child care facility to exceed capacity on a temporary, time limited basis so that parents can return to work. Other emergency waivers will be considered on a case by case basis.

- E. CDHS will request the Governor issue an executive order to waive § 26-6-105 application and fees to allow child care facilities to move to a new and/or temporary location due to an emergency event, if the event affects multiple child care facilities.
- F. CDHS will work with Colorado Department of Public Health and Environment (CDPHE) to identify through the CDPHE resiliency mapping team to ensure child care facilities in the affected area(s) are receiving proper notifications and services.
- G. CDHS and CDPHE have coordinated efforts to ensure the CDPHE resiliency mapping may be updated with current licensed child care locations quickly and efficiently.

#### **IV. Concept of Operations**

- A. General  
CDHS will coordinate with CDPHE to identify through the CDPHE resiliency mapping where the affected child care facilities are located and to work with local and county agencies to assist affected child and families.
- B. Organization: The following organization applies statewide and at a local level.
  - 1. Operations
    - a. The CDHS Division of Early Care and Learning is located in the Office of Early Childhood. There are two program areas in the Division of Early Care and Learning, Licensing Administration and Colorado Child Care Assistance Program. The Licensing Administration Unit, regulates and inspects child care centers, preschools, school age child care, children's resident camps, family child care homes as well as day treatment centers and neighborhood youth organizations. The Colorado Child Care Assistance Program oversees the child care subsidy program which provides child care subsidy to low income children and families and is administered at a county level.
    - b. For incidents that directly impact child care facilities, the local Child Care Resource and Referral Agencies, as well as, the local Early Childhood Councils can be instrumental at coordinating local efforts, including communication to affected child care facilities.
    - c. CDPHE has developed a resiliency mapping program using data feeds from the Division of Early Care and Learning which will help identify where the affected child care programs are located as well as the ages and numbers of children served.
    - d. CDHS will coordinate with local county departments of human/social services to ensure the continuity of child care assistance for children and families.
  - 2. Support: Depending on the size and nature of the incident, the Division of Early Care and Learning will monitor and track the affected areas, the names and license numbers of affected child care providers, the number of children receiving Colorado Child Care Assistance and communicates the information through the CDHS Executive Management Team.
- C. Notification Procedure: In response to an anticipated or actual event, The Division of Early Care and Learning officials will notify local licensing staff, Child Care Resource and Referral Agencies, Early Childhood Councils and when possible, child care providers. Notification will also be provided to the Federal level; Region VIII, Administration for Children and Families.
- D. Actions: All State government actions are taken in a manner that supports government-to-government relations
  - 1. Mitigation: CDHS works with child care facilities to ensure the facility has an emergency plan that addresses mitigation which will include the following:



- a. Understanding the local risks and known hazards, including wild fire, flash floods, toxic chemicals (transported or produced in the area).
  - b. Continuity of operations plan to ensure that child care may continue in the licensed location or alternate location, including Colorado Child Care Assistance.
  - c. Written plans that address the needs of the staff, children and families in care, including any health care plans, plans for the special needs of children and a plan to care for children in the event parents are unable to immediately reach their child(ren).
  - d. Reunification plan for families, including alternate locations and contact information.
2. Preparedness: CDHS works with child care facilities to ensure the facility has a plan that addresses all required aspects of emergency preparedness set forth in General Regulations for Child Care Facilities found at 7.701.100.
  3. Prevention: CDHS works with child care facilities to ensure the facility has a plan that addresses preventing emergency incidents. This support includes cooperating with State, local, and private entities in identifying critical infrastructure and key resources.
  4. Response: CDHS works with child care facilities to ensure the facility has an appropriate response plan in the event of an emergency event.
  5. Recovery: CDHS works with child care facilities to ensure the facility has a plan that addresses short term and potential long term recovery operations with guidance from CDHS, CDPHE, and FEMA or other state, local and federal partners as the need arises.

## **V. Responsibilities**

- A. Coordinating Agency: Colorado Department of Human Services
  1. In conjunction with the incident-affected child care facilities, ensure an efficient and reliable flow of information between the child care facility and the State, and Federal governments.
  2. Ensure that child care facilities establish and adhere to individualized emergency preparedness plans that provides which immediately ensures children's safety and a plan to ensure continuity of operations.
  3. CDHS will work with affected child care facilities to assist with the submission and approval of emergency waivers which will allow for continuity of care for children and families.
- B. Cooperating Agencies: All Federal, State and County Departments and Agencies.

Provide services as stated in Executive Orders, and other applicable authorities to waive application and application fees in the event that a child care facility is damaged or destroyed during an emergency event or disaster.

Support Function #6 Mass Care, Emergency Assistance, Temporary Housing and Human Services  
Appendix C Multi – Agency Feeding Plan

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## Colorado

### I. Introduction

#### A. The Plan

1. The State of Colorado Multi-Agency Feeding Plan (MAFP) provides a framework for the management of disaster related feeding during major and catastrophic response operations. The plan includes primary disaster feeding agencies and organizations. The State of Colorado, American Red Cross (Red Cross), The Salvation Army (TSA), Colorado Baptists Disaster Relief (CBDR), Voluntary Organizations Active in Disaster (VOADs), and other Non-Governmental Organizations (NGOs), FEMA Region VIII, Other Federal Agencies (OFAs) and the private sector all contributed to the plan.
  - a. Utilizing the framework in the Plan will ensure the efficiency and cooperation between emergency management officials and the multiple partners in feeding activities. Coordination occurs through the State Emergency Support Functions primarily with (ESF) #6 and/or State Mass Care Lead, (ESF) #8 and (ESF) #11.
  - b. The feeding plan can be used by any jurisdiction, including but not limited to the State, Tribal nations, counties, cities or towns, and municipal emergency management agencies in developing their multi-agency feeding plan.
  - c. While this is a multi-agency plan inclusive of the various agencies and organizations that support feeding activities, each jurisdiction should designate a mass care lead as the coordinating agency for feeding. Any agency may request another organization/agency with disaster feeding expertise to be the primary agency/organization or co-lead for feeding. However, responsibilities of the coordinating agency still include managing and/or supporting feeding activities. In all cases, feeding is a whole community effort that requires NGOs, the private and public sectors, and all levels of government to provide a safe, accessible, and sanitary environment for disaster survivors.
  - d. The processes discussed in this plan can be implemented by the State of Colorado with no Federal assistance or when Federal assistance is requested.

## **B. The Multi-Agency Feeding Task Force** (Hereafter to be referred to as (FTF))

1. The FTF (see appendix A) is comprised of multiple agencies, which will be responsible for coordinating feeding activities that are provided by the key feeding agencies noted in this plan. The FTF will be available for preparedness, response and recovery activities. Activation of the FTF for response will be determined by the FTF Chairperson and FTF membership. The principles remain the same whether the jurisdiction is managing or supporting disaster feeding. Each jurisdiction, however, will need to determine whether its role in feeding is one of management or support. Feeding management entails finding/opening fixed feeding sites, running food preparation and distribution operations, closing sites, etc., while feeding support entails coordination and support for meal preparation/distribution operated by other organizations / jurisdictions.
2. The Salvation Army, American Red Cross, Colorado Baptists Disaster Relief (CBDR) and other Voluntary Organizations Active in Disaster (VOADs) that deliver mass care services will respond in accordance with the requirements of their internal policies and in cooperation with emergency management officials.
3. Though most feeding responses are at local requests, to ensure oversight of feeding responses, the FTF will have an email notification process established that will allow pre-planning, if needed, for scaling up to a regional and/or State-wide feeding response. Critical to notification effectiveness is that any agency that receives an initial request for feeding should initiate this email notification. Due to the frequency of smaller events (50 meals or less requirements), the Red Cross often receives the majority of initial feeding support requests. This FTF oversight process will prevent duplication of effort and promote feeding response efficiency. When appropriate, conference calls will also be implemented to further promote coordination of effort.
4. When conditions warrant, the State may request federal support through FEMA Region VIII. This support may include USDA and other federal partnerships to obtain additional feeding supplies when state and voluntary agency resources are insufficient to meet demand in disaster-impacted areas.

## **II. Purpose, Scope, Planning Assumptions, Situation**

### **A. Purpose**

The purpose of the multi-agency feeding plan is to define the framework for Voluntary Agencies, the State, and/or Federal support to accomplish a coordinated, timely and efficient feeding response in the State of Colorado. It also defines the full spectrum of services required from initiation until community services are restored but focuses on emergency and sustained response.

### **B. Scope**

This plan describes the coordination steps and implementation procedures necessary to meet the feeding requirements within the state of Colorado to respond to the needs of the populations affected by a disaster. With the available resources distributed throughout a large land area with often small population centers a decision has been reached to develop a plan that includes accessing resources in surrounding states. Interoperability and a Regional based approach are consistent with current national planning directives. This plan:

1. Describes the response capacity and strategy of the multi-agency participants of this plan to implement feeding and meet the needs of affected jurisdictions.
2. Provides procedures for managing the resources available to the State.
3. Promotes a spirit of cooperation and mutual support among the agencies and organizations providing and supporting the feeding response.
4. Describes the scaling up and integration of State and national agencies/organizations into the response and scaling back to the local level including the integration of community services

such as food banks, food pantries, and the Disaster Supplemental Nutritional Assistance Program (D-SNAP).

### **C. Planning Assumptions**

1. The first mass feeding priority is providing food and hydration for the survivors and emergency responders.
  - a. Food will be provided at fixed feeding locations for survivors and emergency responders.
  - b. Food will be provided by mobile feeding for survivors and emergency responders.
2. The American Red Cross may provide food for emergency responders for the first two operational periods, and the ability to do that will vary based on their resources, the details of the need, and the availability of other options.
3. The ability to also provide food for the Incident Command staff will vary based on resources, the details of the needs, and the availability of other options.
  - a. Emergency Operations Center (EOC) feeding may be considered if no other options are available.
  - b. EOC feeding is a secondary feeding priority.
4. All agency personnel are trained in safe food handling skills.
5. The Salvation Army and/or the Colorado Baptist Disaster Relief may be most appropriate for remote sites, due to their capability of cooking food on site.
6. Isolated areas may have logistical issues with preparing and receiving feeding supplies.
7. Large Incidents will require longer resource mobilization and food preparation and delivery times.
8. For large events, The Salvation Army, American Red Cross, and Colorado Baptist Disaster Relief can mobilize additional resources utilizing mutual aid with neighboring states or from their national assets.
9. Mass feeding and hydration services will be needed in some capacity on nearly every disaster incident.
10. During a small scale disaster, feeding and hydration needs may be easily met through the deployment of mobile feeding units from local VOADs, such as: American Red Cross or The Salvation Army. Larger or catastrophic incidents may require the mobilization of the Colorado Baptists Disaster Relief and coordination of multiple government, Colorado National Guard, other voluntary agencies and private sector resources.
11. During large-scale disasters, a combination of resources provided by Federal, State, and National VOADs to deliver emergency mass feeding may be necessary.
12. Mass feeding and hydration services will be needed and delivered to both the general public and emergency responders.
13. Participating agencies/organizations will develop internal procedures and train personnel to perform the duties and responsibilities described in this plan. Agencies' internal procedures and trained personnel will be paramount to the success of the assistance process.
14. VOAD feeding organizations will establish their own relationships with vendors to supply food. However, in large or catastrophic incidents, the availability of product may quickly be strained in situations where demand is high and commercial resources, such as restaurants and grocery stores are inoperable due to the disaster.
15. Most people who will require sheltering will not arrive at the shelter with a 72 hour supply of food and water. Participating feeding organizations should be prepared for dietary restrictions including but not limited to availability of soft foods, kosher, gluten free, nut free etc. Reasonable accommodations will be made.
16. Feeding of household pets and service animals accompanied by an individual who is in a shelter is the responsibility of (ESF) #6.
17. Participating feeding organizations could have different resources that they bring to the operation. This could include variances on food supplies, infrastructure support, or other necessary items for production.

18. USDA foods for congregate feeding can be done under situations of distress (with or without Federal declaration) to support Voluntary Agency feeding organizations through requests to USDA, Animal and Plant Health Inspection Services (APHIS), (ESF) #11 Agriculture, and Natural Resources representative regarding supplemental nutrition assistance through State (ESF) #11. (See Appendix D)
19. When the need for USDA foods exceeds that available from within the State inventories, the State (APHIS) (ESF) #11 coordinator will connect with USDA's Food and Nutrition Service Regional Office to request additional foods.
20. Shelf-stable meals will be used to supplement initial feeding requirements.
21. Food vendor orders will be placed as far in advance as possible based on supply and demand.
22. Delivery of supplies to individuals affected by the disaster often will be hindered by debris, signage and other external factors.
23. Public utilities may be inoperable. In addition to increasing demand for prepared meals, power outages will significantly impact how food is used and stored at feeding preparation sites. Emergency refrigeration and freezer capability will be needed at key feeding and staging sites.
24. Augmentation of Mass Care capabilities in a state may require additional resources that can take multiple days to arrive.
25. A sequential series of disasters may severely deplete resources.
26. The feeding capacity within the State has been evaluated and is part of this plan.
27. Sustainability of missions is dependent on availability of resources and commodities such as fuel, transportation, food, etc.
28. There is a correlation between quantity of resources needed and time to mobilize due to distance, availability, etc.
29. Transportation and other infrastructure damage may impede delivery or require staging
30. Even under disaster conditions, safe and sanitary food practices must be followed. The counties and State, Colorado Department of Public Health & Environment (CDPHE) will continue to have a responsibility to inspect operating kitchens and food supplies for cleanliness, freshness, and proper preparation.
31. The amount of commodities purchased and meals produced will not equal the number of meals served due to loss of production, portion size, etc.
32. The State will initiate procedures to request approval from USDA's Food and Nutrition Service to operate the Disaster-Supplemental Nutrition Assistance Program (D-SNAP) (formerly known as Disaster Food Stamp Program) when the infrastructure has been restored for counties that have received a Presidential Stafford Act disaster declaration with individual assistance.

*See Appendix H for Human and Material Resource Capability Worksheets*

## **D. Situation Assessment**

### **1. Summary**

- a. A disaster may result from natural or technological hazards, civil disturbance, or act of terrorism, and cause extensive damage and human suffering.
- b. Survivors may be forced from their homes depending on such factors as time of occurrence, area demographics, building construction, and existing weather conditions. Family members may be separated immediately following an emergency or disaster, such as children in school and parents at work. Transients, such as tourists, travelers, students, and the pre - disaster homeless, may be involved. Arrangements will be made for access and functional needs populations such as the elderly and disabled.
- c. Companion and service animals directly associated with individuals requiring evacuation shall be provided for in compliance with the Pets Evacuation and Standards Act of 2006.
- d. The State, when notified of an emergency or disaster at the local level, will monitor the situation, and, if necessary, provide assistance.

*See Appendix F for examples of Colorado Hazards Analysis*

**2. Organization/Agency List:**

- a. State (ESF) #6 – Mass Care, Emergency Assistance, Housing and Humans Services
- b. Colorado Department of Agriculture (ESF) #11 or corresponding State ESF for supplemental feeding assistance
- c. Distributing Agencies for USDA Foods (e.g. Feeding Colorado, Schools, etc.)
- d. Colorado Department of Human Services for the Disaster Supplemental Nutrition Assistance Program (DSNAP)
- e. Colorado Donation and Volunteer Coordination Team (DVCT)
- f. American Red Cross
- g. The Salvation Army Divisional Emergency Disaster Services
- h. Colorado Baptist Disaster Relief (CBDR)
- i. FEMA Region VIII Mass Care
- j. USDA, Animal and Plant Health Inspection Services (APHIS) (ESF) #11, Food & Nutrition Service (FNS)
- k. Feeding Colorado Food Banks
- l. Colorado National Guard
- m. Catholic Charities of Central Colorado
- n. Volunteers of America Colorado Branch 3A-Nutrition Services (Meals on Wheels and Congregate Dining Sites.) Of note future reference will be designated as Volunteers of America-Nutrition Services.
- o. Other NGOs as applicable

**3. Multi-agency feeding assessment overview (State Mass Care Lead and or Feeding Task Force)**

- a. Define the scale of the disaster(s). The outcome of this step is the anticipated number of meals per day required in the State to meet feeding needs.
- b. Determine resources required to meet the defined need. Estimate the production, distribution and logistical requirements to meet the defined need.
- c. Determine Consolidation and Demobilization of Feeding Operations. Refer to section III G. for details.
- d. Determine resources available from participating VOADs. The Voluntary Organization must be prepared to say, approximately but in sufficient detail, the level of production, distribution and logistical assets that they can commit to the disaster at that time.
- e. Identify any shortfalls. The shortfalls must be specific and quantifiable so that actions can be taken to meet these shortfalls.

**4. Dietary Considerations**

- a. The planning and execution of mass care operations must make allowances for the additional resources required to care for specific populations in a community. Individuals who may need additional dietary considerations may include the following:
  - (1) Persons with disabilities
  - (2) Persons with special dietary needs
  - (3) Elderly
  - (4) Persons from diverse cultures
  - (5) Children
- b. Local Emergency Management and agencies responsible for mass care must determine the locations and requirements for these constituencies. The additional resources required for these populations must be quantified and requested so that external resources can be procured and delivered to meet the need. Proper planning allows the identification and marshaling of additional resources outside the affected area. The focus of the mass care feeding infrastructure is on the preparation and delivery of cooked meals, snacks and beverages from mobile and fixed kitchen sites (stand alone or at congregate shelters).



Feeding is made available to those affected by a disaster and disaster workers immediately at the kitchen sites or the meals are prepared and transported by mobile feeding units.

Please refer to Appendix R a Feeding Assessment checklist that can be utilized to develop feeding requirements.

### III. Concept of Operations

#### A. General

1. The State of Colorado (ESF) #6 Department of Human Services has the primary responsibility to ensure that adequate resources (production, distribution and logistics) are available to meet the disaster feeding requirements of the citizens and visitors of the State during an event. When the combined resources of the voluntary agencies are insufficient to meet the projected demand for feeding, then State (ESF) #6 will take those actions necessary to secure the necessary resources from the State and, if required, the Federal government.
2. The Salvation Army, American Red Cross, Colorado Baptist Disaster Relief and other VOADs such as Catholic Charities of Central Colorado, that traditionally deliver mass feeding in a disaster response with available resources in accordance with the requirements of their charters, can coordinate, facilitate and work with emergency management officials. Local government officials provide guidance on the distribution of meals within their jurisdiction to the delivering agencies. When the Multi-Agency Feeding Task Force is activated, this coordination would be in collaboration with local government officials on the distribution of meals within their jurisdiction.
3. Operational decisions on the employment of the production part of the mass care infrastructure are the responsibility and concern of the VOADs that own those assets. Reimbursement can be sought as required and needed due to scope and complexity of the mission.
4. If State and/or Federal production or distribution assets are employed, their deployment is done in coordination and cooperation through the State EOC/FTF with the principal VOADs operating in the area.

#### B. Phases of Feeding Operations

*(Note: FTF will be informed of initial feeding responses and will continue to monitor until such time it will officially activate as a coordinating committee for state-wide feeding response)*

1. **Immediate (1-7 days)** - This phase begins with the event. Initial priority of feeding resources is to shelters, if open, as well as the mobilization of the feeding infrastructure using NGO resources and State/Federal resources as required. The immediate phase generally ends when a mass care feeding infrastructure begins operations and communications among stakeholders are reestablished.
  - a. American Red Cross
    - (1) Generally, for one-day events requiring snacks or fast food for 50 persons or less, the Red Cross responds with the supplies on either an emergency Response Vehicle (ERV) or a Mobile Feeding Vehicle (MFV) as appropriate and available..
    - (2) If a small amount of hot food is required, the Red Cross may purchase and deliver food from local vendors or engage local partners.
    - (3) Fast food sources allow the Red Cross to bring meals quickly, however the response time is based upon the location, hours of operation and inventory of nearby vendors.
  - b. The Salvation Army (TSA)
    - (1) TSA may get the initial request from local government.
    - (2) If the request is for fewer than 50 persons, they may call on the American Red Cross to fill the need.

- c. Other
  - (1) Colorado National Guard (Air Force / Army)
  - (2) State Assets
  - (3) Feeding Colorado
  - (4) Catholic Charities of Central Colorado
  - (5) Volunteers of America – Nutrition Services
  - (6) Additional NGOs
- 2. Sustained (7-21)** - As the establishment of a feeding infrastructure is accomplished, the life-sustaining feeding would start to transition from shelf-stable meals to hot meals, caterers/contractors, and State/Federal support as indicated. The sustained phase ends when sustained disaster feeding is no longer required, necessitating the consolidation and/or demobilization of the disaster feeding infrastructure.
  - a. The Salvation Army (TSA)
    - (1) When hot meals are needed and the need is for more than 50 persons, the Red Cross may request TSA to deploy their mobile kitchens to the scene and they can prepare hot meals on location.
    - (2) When TSA reaches their capacity, Red Cross will request activation of Colorado Baptist Disaster Relief Field Kitchens (Note this would be agreed upon by the FTF task force members and coordinated with (ESF) #6 Mass Care lead prior to Red Cross request).
  - b. Colorado Baptist Disaster Relief (CBDR)
  - c. Feeding Colorado
  - d. Catholic Charities of Central Colorado (CCCC)
  - e. Other
    - (1) State Assets (such as the National Guard Feeding urban and rural capabilities)
    - (2) Additional NGOs (e.g., Volunteers of America-Nutrition Services, etc.)
- 3. Long Term (21 days plus)** - Normally, the field kitchens arrive with food commodities and are ready to begin preparing meals once they are in their assigned locations and operational. Prepared meals can be fed directly at fixed feeding sites or distributed through vehicles as part of a plan coordinated at the local level. The Long Term phase ends when disaster feeding is no longer required, necessitating the consolidation and/or demobilization of the disaster feeding infrastructure.
  - a. Colorado Baptist Disaster Relief and/or The Salvation Army
    - (1) When large populations require food for a prolonged period of time, The Red Cross may task the Colorado Baptist Disaster Relief to deploy their Field Kitchens to the scene where they can prepare hot meals on location.
    - (2) The Red Cross Emergency Response Vehicles (ERVs) will be utilized to deliver meals from Mobile and Fixed Kitchens
    - (3) State Distributing Agencies for USDA Foods have authority to release locally available USDA Foods to TSA or CBDR to supplement their inventory for use in disaster feeding
    - (4) Feeding Colorado may provide bulk food items to Field Kitchens
  - b. Catholic Charities of Central Colorado (CCCC)  
Can sustain 50-100 meal per day for a month or more
- 4. Recovery Feeding**
  - a. Recovery coincides with the full restoration of utilities, which allows residents to cook meals in their homes and purchase food in stores. If there still is a need for food, there are a number of options for assistance. In rare circumstances the acquisition and distribution of individual sized food items can be implemented. A mixture of these items, combined into food boxes, is distributed to families so that meals can be prepared for multiple days.

- b. The targeted distribution of food boxes is performed through a combination of the existing food bank distribution network (Feeding Colorado) and activities by the Red Cross, The Salvation Army, Volunteers of America-Nutrition Services and other NGOs.
- c. The State Mass Care Coordinator or designee and the FTF (when activated) coordinate closely with private sector food retail establishments to remove any obstacles to the swift reopening of grocery stores, other private sector food businesses, and pet supply stores. Once these stores are reopened and operational, points of distribution (PODs) and those portions of the feeding infrastructure in the vicinity of these businesses generally are either closed down or transitioned to other areas. This transition of disaster feeding resources is performed after coordination with local emergency management and with proper notice to the affected public.
- d. To assist survivors in obtaining nutrition assistance utilizing the capacity of the private sector distribution system, some NGOs have programs to assist people financially in obtaining food. People also have the ability to apply to qualify for food at the food banks/pantries. If warranted, the State can request USDA approval to operate D-SNAP in counties that have received a Presidential Major Disaster Declaration with Individual Assistance. The State and/or locals will open D-SNAP sites in targeted communities when the following three criteria have been met:
  - (1) Infrastructure and, therefore, cooking capacity is available to a significant portion of the individual homes in the community.
  - (2) Grocery stores in the community are open and operational.
  - (3) D-SNAP application/issuance sites in the community have been identified and approved by local officials.

**C. Agency Response Times** (Note, response times include assets being operational.)

**1. American Red Cross**

- a. Disaster Action Teams (DAT) – 1 hour
- b. Mobile Feeding Vehicle (MFV) – 2 hours minimum (vehicles based in Denver and Colorado Springs Red Cross chapter garages.)
- c. Emergency Response Vehicle (ERV) - 2 hours (plus vendor's meal preparation time, usually 30 minutes to 1.5 hours) Denver, Fort Collins, Grand Junction
- d. Emergency Response Vehicle (ERV) Cheyenne Wyoming (Time varies depending on where in Colorado it would be requested. Minimum (4 hours)

**2. The Salvation Army**

- a. Inter-Mountain Division Emergency Service Center located at 11701 E 33rd Avenue, Aurora
  - (1) Two NIMS Type I Mobile Kitchens (2-3 hours ) plus average of 2 hours meal preparation time
  - (2) Three Mobile Feeding Vehicles (MFV/Cold Truck) (60-90 minutes)
  - (3) Two Fixed Feeding Sites
- b. Outside of Metro Denver response time will vary by location of assets:
  - (1) Grand Junction /Palisade Area– NIMS Type III kitchen trailer
  - (2) Ft. Collins – NIMS Type I Mobile Kitchen
  - (3) Colorado Springs – Two NIMS Type II Mobile Kitchens (canteen) (3-4 hours)
  - (4) Colorado Springs – Commercial Kitchen (Fixed)
  - (5) Eagle County – NIMS Type II/III (4WD) Mobile Kitchen (canteen) (3-4 hours)
  - (6) Cheyenne , WY – NIMS Type II Mobile Kitchen (3-4 hours)
  - (7) Cheyenne, WY - One fixed kitchen

### **3. Colorado Baptist Disaster Relief (CBDR)**

- a. Larkspur, CO - Two NIMS Type I<sup>1</sup> (towed Field Kitchen) 3-4 hours mobilization. (Depending on requested location, response time could be approximately 24 hours)
- b. Larkspur, CO – NIMS Type I and NIMS Type II (Field Kitchens) 3-4 hours mobilization. (Depending on requested location, response time could be approximately 24 hours)
- c. Denver, CO – NIMS Type I (Stored at TSA warehouse); NIMS Type II (towed field kitchen). Located near downtown Denver, CO area 3-4 hours mobilization (Depending on requested location, response time could be approximately 24 hours)
- d. Bayfield, CO - NIMS Type III (Mobile/Field Unit). Depending on requested location, response time could be 12-24 hours.
- e. Greeley, CO - NIMS Type II (towed Field Kitchen)

### **4. Feeding Colorado** Activation immediate as these facilities are fixed locations

(Please refer to Attachment M for a map of Colorado Food Bank Territories)

- a. Fort Collins – Larimer County Food Bank
- b. Greeley - Weld County Feed Bank
- c. Denver – Two Food Bank of the Rockies
- d. Grand Junction – Food Bank of the Rockies
- e. Colorado Springs – Care and Share Food Bank
- f. Longmont (Services Boulder and Broomfield) Community Food Share

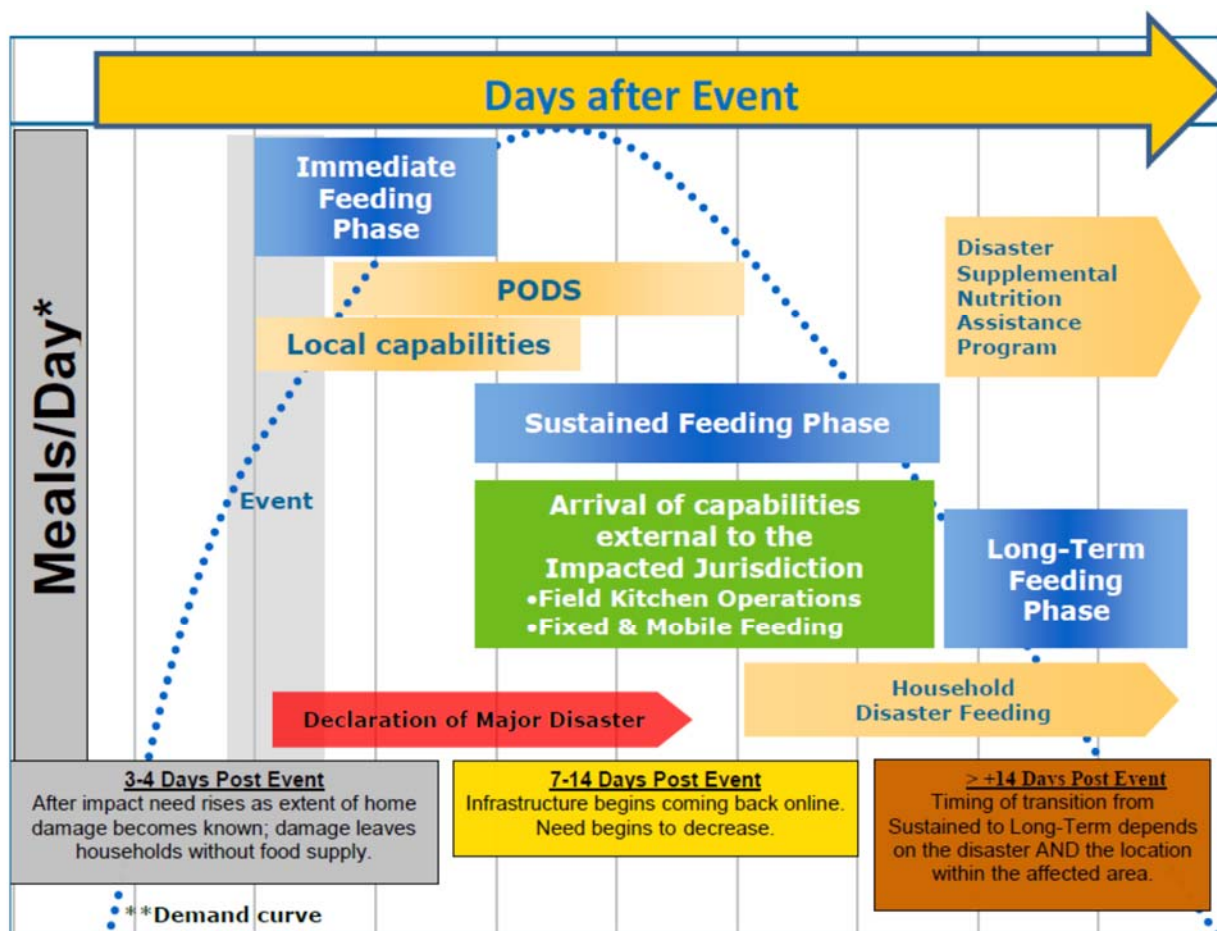
### **D. Suggested Activation (See Appendix C)**

### **E. Feeding Operation Timeline.**

Following is a snapshot of the feeding operation timeline. Keep in mind that the type of disaster may affect the timeline.

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<sup>1</sup> NOTE: Nationally typed resources represent the minimum criteria for the associated component and capability.



- The Immediate Phase is defined by the engagement of local capabilities and resources, and establishment of local, State or Federal Points of Distribution (PODs).
- The Sustained Phase is defined by the arrival and operational employment of food production and distribution capabilities external to the impacted jurisdiction (NGO, State, and Federal).
- The Long-Term Phase is defined by the end of Sustained feeding, the implementation of D-SNAP, the return of the private sector and the targeted use of food boxes.

## F. Feeding Resources

Feeding Method	Definition
Local Efforts	Local Restaurants, Community Based Organizations (CBOs), such as local churches and civic clubs, are often the first on the scene and respond spontaneously.
USDA Foods	USDA foods supplies for the school lunch program located within the schools as well as foods stored in state designated warehouses. The State Distributing Agency (HHS) has the authority to release these foods to voluntary organizations for use in mass feeding. Under limited circumstances and with approval from the Food and Nutrition Service, USDA foods used in other nutrition assistance programs such as: The Emergency Assistance Feeding Program, can be used to provide a household disaster food distribution program. USDA also purchases infant formula and infant foods to provide appropriate foods for infants in disasters.
Food Banks	Feeding Colorado is an association of the five food banks in Colorado, which includes Food Bank of the Rockies, Colorado Care & Share, Community Food Share, Weld Food Bank and Food Bank for Larimer County. The capabilities of these organizations can be used to support a feeding operation in Colorado.
Mobile Delivery Vehicles	Vehicles capable of delivering hot or cold food, but with no or very limited independent food preparation capability. Examples include American Red Cross Emergency Response Vehicles (ERVs) and Mobile Feeding Vehicle (MFV) and the Salvation Army Disaster Response Units (DRUs) and Mobile Response Vehicle (MRV). Often these vehicles have serving windows for individual meals. They also have ice or refrigeration to keep food hot or cold. In addition, the equipment used within the vehicles can keep food hot or cold.
Mobile Kitchen	Vehicles with self-contained kitchen capability, which can cook and feed independent of other resources. Examples include the Salvation Army canteen. Mobile Kitchens may need resource support such as water and fuel.
Fixed Feeding Sites	Food service delivered from a stationary location. A fixed feeding site may also be a permanent facility, such as a church or school.
Field Kitchens	Tractor Trailer or Tent Kitchens capable of mass food production. Must be stationary to operate. Examples include Colorado Southern Baptist Disaster Relief Field Kitchens.
Disaster Supplemental Nutrition Assistance Program (D-SNAP)	D-SNAP is available once disaster survivors have returned to their homes, their utilities are restored and commercial food supply channels such as grocery stores have reopened. This USDA program administered by the State requires USDA approval for operation in counties that have received a Presidential disaster declaration with Individual Assistance.
Bulk Distribution	Bulk distribution includes distribution of emergency relief items to meet urgent needs through sites established within the affected area(s). These sites are used to distribute food, water, or other commodities in coordination with local, tribal, state, and federal governmental entities and voluntary agencies and other private-sector organizations. The FEMA planning for Region VIII designates elementary schools for this purpose due to great ingress/egress through a Point Of Distribution (POD) concept.

**For in-depth summary of feeding resources please refer to Attachments M-1 through M-3**

Please refer to **Appendix H** for sample Human and Material Resource Capability Worksheets, which will assist a Jurisdiction in determining its inventory and shortfalls.

## **G. Consolidation and Closing of Feeding Operations**

*Disaster feeding operations consolidate and close, the Feeding Task Force (FTF) will scale back its operations of oversight. Listed below are possible considerations.*

<b>Considerations Prior to Consolidating/Closing Feeding Operations</b>	
Status of the infrastructure	Are the utilities restored? Are the roads accessible?
Status of shelters	How many are still open and what are their feeding needs if any?
Grocery stores, restaurants, food banks, pet supply stores	Are they open, supplied, and is public transportation available?
Dwellings	Do a majority of the homes have operational cooking capability, potable water, and sanitation systems?
Disaster Supplemental Nutrition Assistance Program (D-SNAP)	Have distribution sites been identified and approved by local officials?
Gasoline	Is there available gasoline?

<b>Consolidation Checklist</b>	
	Inform the Long-term Recovery Unit of the disaster feeding activity status and the impending consolidation of disaster feeding responsibility.
	Collaborate with state and local emergency management and Voluntary agencies to verify the emergency feeding needs of the community served have been met.
	Coordinate with Public Information at the end of emergency feeding operations and post notices regarding the end of emergency feeding on mobile feeding vehicles and at feeding sites at least one full day before closing so clients and the general public are informed of the service delivery change. Notices should include information for locally available (open) stores, restaurants, and food banks and referral information for food long term recovery support.
	Request Public Information and distribute public notifications through media and other resources at least 24-48 hours in advance of site consolidation and/or closing. Signage will be placed if possible.
	Notify the food suppliers and support vendors of reductions in commodities and services as the disaster needs decrease and pending closure to prepare for the pickup of equipment and termination of services (e.g., trash, sanitation services).

## **IV. Organization and Assignment of Responsibilities**

### **A. General**

**The agencies listed below are responsible for the execution of Feeding Support Operations by the Multi-Agency Feeding Task Force (FTF) in accordance with DHSEM (Department of Homeland Security and Emergency Management).**

<b>Government Agencies/Elements</b>
<i>Local Government</i>
<i>State Government (DHSEM)</i>
<i>State (ESF) #6 Department of Human Services (CDHS)</i>
<i>FEMA Region (ESF) #6 Mass Care Lead</i>
<i>FEMA Region Logistics &amp; Acquisitions</i>
<i>FEMA Region (ESF) #11 USDA</i>
<b>Voluntary Organizations</b>
<i>Adventist Community Services Disaster Relief (ACSDR)</i>
<i>American Red Cross</i>
<i>Catholic Charities of Central Colorado (CC)</i>
<i>Colorado Baptist Disaster Relief (CBDR)</i>
<i>Convoy of Hope</i>
<i>Feeding Colorado (FC)</i>
<i>Volunteers of America-Nutrition Services</i>
<b>Private Sector</b>
<i>Food and grocery wholesalers (such as U.S. Foods, Sysco, etc.)</i>
<i>Food and grocery retailers (such as Safeway, King Supers, Whole Foods etc.)</i>
<i>Food service establishments (such as ARAMARK or Sky Chefs)</i>
<i>Warehouse and membership clubs (such as Costco, Sam's Club/Wal-Mart)</i>



Action	Agency/Organization
<ul style="list-style-type: none"> <li>• <i>Deliver services to impacted population.</i></li> <li>• <i>Coordinate with local/State (ESF) #6 any requests for government resource support.</i></li> <li>• <i>Assign a feeding liaison to local/State EOC to coordinate with the local/State mass care lead.</i></li> <li>• <i>Report daily feeding numbers to local/State EOC.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>RED CROSS, TSA, CBDR, CC</i></li> <li>• <i>RED CROSS, TSA, CBDR, CC</i></li> <li>• <i>RED CROSS, TSA, CBDR</i></li> <li>• <i>State/Local Mass Care Lead, FTF</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>Validate VOAD requests and determine whether or not other local/State resources or donated goods can support the request.</i></li> <li>• <i>Ensure request is not a duplicate of one already submitted and/or ordered by an individual organization.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>State/Local Mass Care Lead, FTF</i></li> <li>• <i>State/Local Mass Care Lead, FTF</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>Coordinate and collaborate with FEMA on status of requests for Federal support.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>State Mass Care Lead</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>Utilize the State process for donated and unsolicited goods to address shortfalls and seek offers of food and related goods and services.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>State Donations Management Coordinator, State VAL</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>Network with feeding agencies/organizations regarding their shortfalls and follow up on their requests.</i></li> <li>• <i>Continue to monitor and assess any emerging needs.</i></li> <li>• <i>Prepare and submit daily statistical reports.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>State/Federal (ESF) #6 and FTF</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>Coordinates with the mass care agency (ESF) #6 regarding support to the VOADs. If it is at the State level, coordinates support from the applicable State administered USDA Food &amp; Nutrition Service (FNS) programs and with VOADs supporting the feeding mission to supplement local food assistance needs to meet the feeding requirements of the impacted populations. Works with the State Distributing Agency to release USDA Foods from schools or warehouses for congregate feeding and, in limited circumstances, household distribution. If there is a Presidential Disaster Declaration that includes Individual Assistance, the State agency that administers the SNAP may request approval from USDA FNS to operate the D-SNAP.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>State/Local (ESF) #11 or equivalent, CDHS</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>Works with State (ESF) #11, (ESF) #6, the FTF, and VOADs to support requests for USDA Foods</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>CDHS</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>State requests USDA approval to operate D-SNAP. Works with State (ESF) #11, (ESF) #6, and the FTF for operation of D-SNAP.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>CDHS</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>Coordinates with State (ESF) #11 (or equivalent), FEMA (Region) (ESF) #6 and FNS at the Regional Office. Following Presidential disaster declarations with IA, coordinates with Regional USDA FNS regarding requests for supplemental nutrition assistance: i.e. USDA Foods for congregate feeding; household-sized USDA Foods; baby formula and baby food; and the USDA FNS D-SNAP.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>(ESF) #11 Regional Liaison</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>Coordinate process and fulfill State requests for human and material resources.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>FEMA Region Mass Care Lead</i></li> </ul>

## **V. Communications**

- A.** In order to obtain and provide relevant and valuable information on a daily basis, disaster feeding operations will communicate a core set of information to their feeding support entity (VOAD feeding lead), who will forward the information to the FTF.
- B.** There are two types of information that disaster feeding sites may be asked to provide:
  - 1. Disaster feeding site information, including support requirements. This report is submitted when a disaster feeding site is first established; follow-up may be required. Detailed information about the location of the disaster feeding site, site and feeding requirements and confirmation that the support equipment/supply order has been placed are key elements of this report.
  - 2. Daily Disaster Feeding Report, including inventory summary and additional needs. This report is submitted on a daily basis and includes critical operational elements important for planning and decision making. The report will include number of meals prepared and meals served, estimated inventory, outstanding support needs and projected feeding demand.  
*See Appendix I for sample reports*
- C.** Combining the disaster feeding site information and the Daily Feeding Report into the format requested to meet the Jurisdiction's situation reporting requirements will produce a Multi-Agency Feeding Report. The consolidated report serves as the primary communication mechanism between the disaster feeding site and the Feeding Task Force. Relevant information on this report will be forwarded to be included in the EOC Situation Report and the Joint Information Center for dissemination to the media.
- D.** The use of GIS technologies to spatially represent feeding assets and other disaster response resources are essential. For small or large scale disasters, these tools can provide a dynamic Common Operating Picture and enable the jurisdiction and/or FTF to more efficiently apportion resources. They may also be useful for identifying feeding gaps or saturation points, and developing transition strategies.  
*See Appendix N for GIS Mapping*

## **VI. Administration and Finance**

- A.** Each agency, organization and local government are responsible for developing procedures, providing training and implementing procedures for continuous documentation of disaster related response and damage costs.
- B.** Event costs should be clearly documented and linked to missions and tasks assigned by the State Coordinating Officer through the SEOC's numbered tracking system.

## **VII. Plan Development and Maintenance**

The State (ESF) #6 lead is responsible for coordinating and developing changes to this plan in accordance with the revision cycle for the State (ESF) #6 annex of the State Emergency Operation Plan.

## **VIII. Authorities and References**

### **A. Authorities**

- 1. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) (Public Law 100-707) See Appendix J for Section 403a and b of the Stafford Act.

2. Colorado Disaster Emergency Act, 24-32-21 and 24-32-2107 State of Colorado, Application - State and local government agencies. Creates the Colorado Division of Emergency Management and charges each political subdivision with creation of a local emergency management agency.
3. Colorado Revised Statute 24.-33-.5-707 State of Colorado. Mandates that political subdivisions in Colorado be served by an office of emergency management or an inter-jurisdictional agency responsible for disaster preparedness and coordination of response.

**B. References**

1. Colorado State Emergency Operations Plan, (ESF) #6 and (ESF) #11 State of Colorado. Application - State and local government agencies. Describes the authorities, responsibilities, functions and operations of all levels of government during extraordinary emergencies for mass care services specific to feeding.
2. The National Disaster Recovery Framework, February, 2010

*Please refer to Attachments to this document for details and scope of the Colorado Multi-Agency Feeding plan in meeting the feeding needs of its community.*

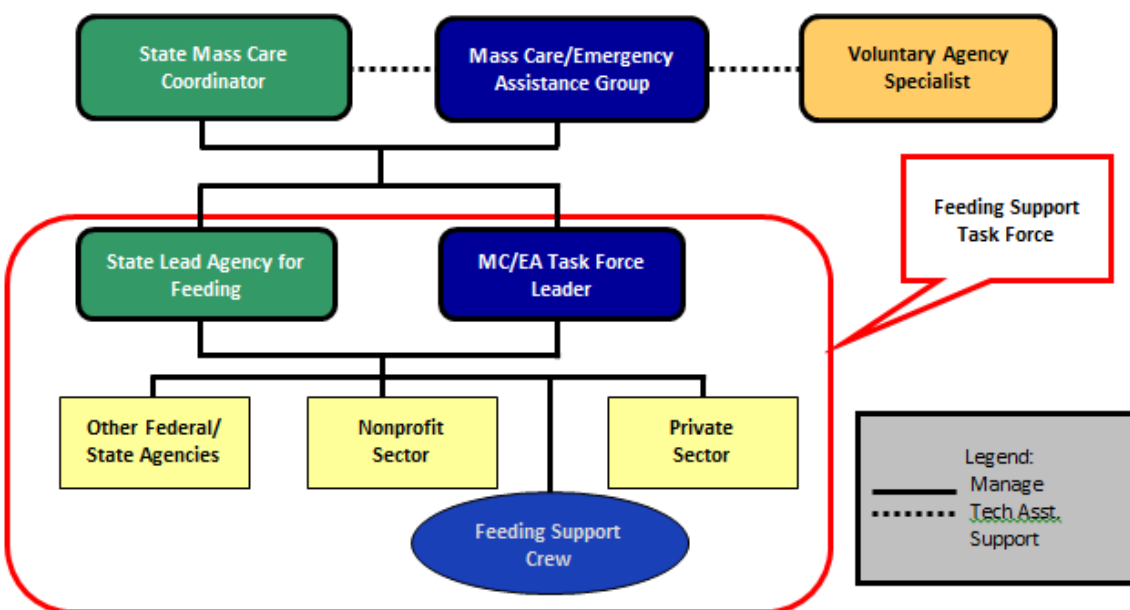
## Appendix A: Establishing a Multi-Agency Feeding Task Force

### I. Purpose

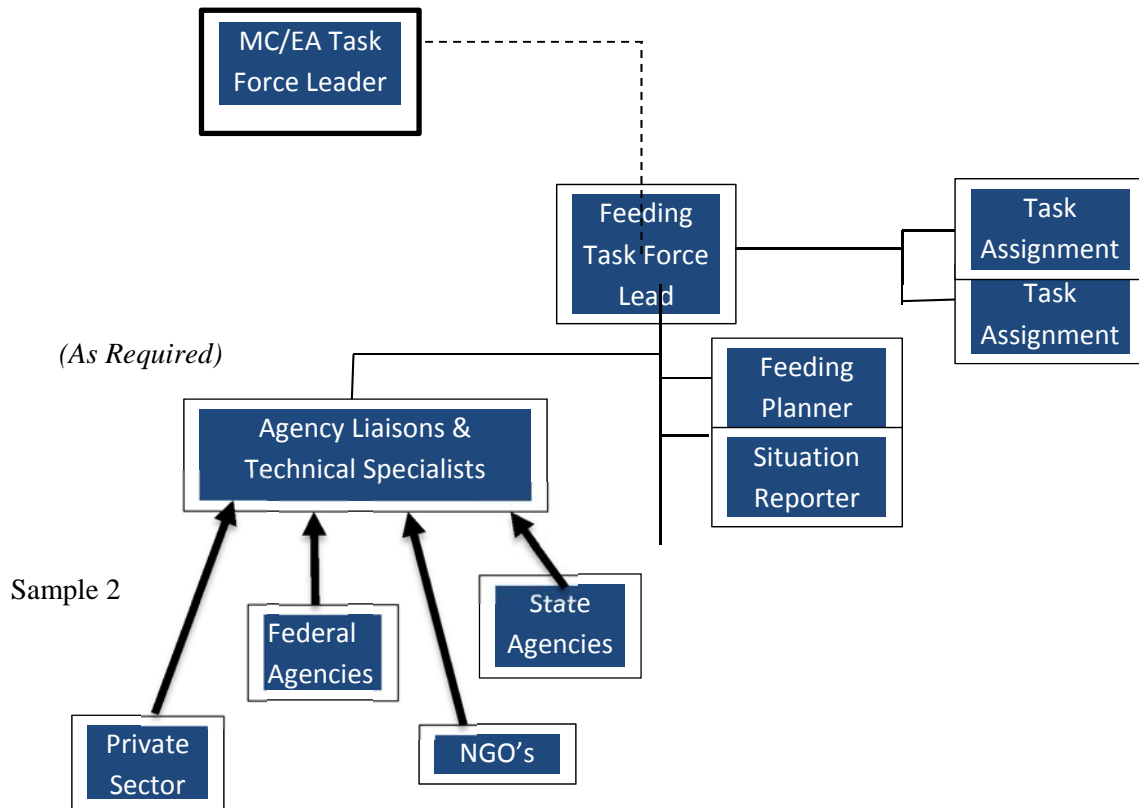
Operationally, the focus of the multi-agency Feeding Task Force (FTF) is on future planning, 48 hours from the present and beyond. However, there may be immediate or tactical situations where they could be called upon to advise. The FTF must be aware of the operational situation in order to potentially respond, as well as plan ahead. The Task Force stresses coordination among the various organizations/agencies involved with feeding operations and determines the best strategies to meet the future feeding requirements for the disaster.

### II. Establishment of a Task Force

- A. A FTF is established during a response in accordance with the criteria specified in the multi-agency Feeding Plan. The Mass Care Council in conjunction with (ESF) #6 (Mass Care) performs duties during the preparedness phase and then activates FTF during the response. Members of the planning team may or may not participate in the task force. Jurisdictions will likely identify other agencies that play a role and contribute to disaster feeding strategies. These roles may vary depending on the level of Government and the extent of the disaster. The task force must remain flexible depending on the variables of the mission.
- B. When activated, the FTF operates at the direction of the jurisdiction's mass care coordinator, in support of preparedness and operational activities. Based on the mass care coordinators preference, the FTF can employ a Unified Command structure (Sample 1), where the jurisdiction and task force leader share a leadership role, or a more formal model with a designated task force leader and specified positions/functions (Sample 2).



Sample 1



## Appendix B: Multi-Agency Feeding Task Force (FTF) Checklist

This checklist describes the tasks that the FTF should address before a disaster. The results of these tasks should be developed as SOPs for the FTF, shared with the agency representative of the FTF, and housed as attachments to this feeding plan. A general summary of these SOPs should be written under Section III: Concept of Operations.

### Task Force Checklist

- ☐ Identify member agencies/organizations of the (ESF) #6 Feeding Task Force: State/local agencies, State/local logistics agencies, VOADs, private sector, institutional and other non-traditional feeding groups. Delineate duties/responsibilities within the FTF and who will perform them (obtaining disaster intelligence; obtaining locations of and maintaining contact with disaster feeding sites; liaison with congregate shelters and mobile feeding routes for feeding needs; producing reports; addressing resource requests; addressing problems/complaints, etc.)
- ☐ Assess VOADs' need, financial ability, and/or capability to contract and/or purchase food commodities through their own resources.
- ☐ Assess the State's need, financial ability and/or capability to contract and/or purchase food commodities through their own resources.
- ☐ Establish notification/activation procedures, conference call requirements and on-site participation. Establish on-site location and supplies/equipment needed.
- ☐ Collect feeding production and distribution capacities from VOADs and report to the appropriate agency within the jurisdiction.
- ☐ Address Federal integration into the multi-agency feeding plan.
- ☐ Identify the triggers for implementing the feeding plan (see Appendix C immediate/sustained phase).
- ☐ Determine the best method for obtaining information on disaster feeding locations, especially "independents" and obtain status information and resource requests from them.
- ☐ Determine the process for assessing/validating, prioritizing, and filling resource requests
- ☐ Define process for ordering food, supplies and equipment; identify where items will be purchased and where items will be delivered; develop process for picking up items.
- ☐ Define the process for addressing problems/complaints, within the FTF itself and with the disaster feeding operations.
- ☐ Define accountability procedures for non-consumable items.
- ☐ Define accounting procedures for reimbursable items.

## **Appendix C: Colorado Feeding Activation**

*(FTF notification procedures are in place regardless of size of response. Full activation will be at the call of the FTF Chairperson)*

### **I. Immediate**

- A. Incident / Emergency Occurs
- B. Local Jurisdiction Responds
- C. Local Jurisdiction contacts the American Red Cross
- D. Local Jurisdiction contacts the Salvation Army for feeding assistance
- E. American Red Cross responds if request is for 50 personnel or less utilizing Mobile Feeding Vehicle or DAT trucks.
- F. If request is for 50 or more American Red Cross will contact The Salvation Army for support.
- G. The Salvation Army responds with Mobile Feeding Vehicle or Canteen depending on request.
- H. If request exceeds capabilities of the Salvation Army and other feeding partners, the Feeding Task Force will evaluate resources and if assets from Colorado Baptist Disaster Relief (CBDR) is required, this assessment will be coordinated with the (ESF) #6, Mass Care Lead for Red Cross activation of CBDR Field Kitchens.
- I. Responding agency sends Email goes out to the multi-agency feeding group notifying the group of the current feeding operation.

### **II. Immediate/Sustained** (Lead agency will be defined by the FTF but normally it will be as described below.)

- A. Incident / Emergency Occurs
- B. Multiple jurisdictions contact American Red Cross and or The Salvation Army for feeding assistance.
- C. The Salvation Army will take the lead on the feeding requests with the support of the State Mass Care Lead and delegate support structure to any Voluntary Agency support feeding partners including but not limited to:
  - 1. American Red Cross
  - 2. Catholic Charities of Central Colorado
  - 3. Colorado Baptist Disaster Relief
  - 4. Feeding America
  - 5. National Guard
- D. Volunteers of America-Nutrition Services
- E. The Feeding Task Force will activate and coordinate daily calls. Trigger FTF Checklist.
- F. The State Mass Care Lead will work with the state Donations and Volunteer Coordination Team (DVCT) to help organize feeding donations and work them into the feeding operations.

- G. Additional Feeding support partners will be requested to support with supplies and distribution. These partners include but are not limited to: Feeding Colorado (Food Bank of the Rockies, Colorado Care & Share, Weld Food Bank, Food Bank for Larimer Co. & Community Food Share.)
- H. When The Salvation Army anticipates that the feeding need is greater than their current capacity, the FTF task force will make the recommendation for activation of CBDR assets. The FTF lead will notify the State (ESF) #6, Mass Care Lead and request that Red Cross activate The Colorado Baptist Disaster Relief, in accordance with the American Red Cross/North American Mission Board, Southern Baptist Convention MOU. (See Appendix Q) The Colorado Baptist Disaster Relief will mobilize requested assets as determined by the FTF to ensure coordination of all feeding asset responses thus avoiding duplication of responses and increasing efficiency in response.
- I. FEMA Region VIII Mass Care liaisons will help coordinate the FTF and support the State with any additional supplies, personnel, or equipment the Feeding Operation needs.



## Appendix D: U.S. Department of Agriculture (USDA) Programs

### I. Colorado supports the overall guidance and requirements as noted below for implementation of the USDA Program

“During a disaster response the USDA Food and Nutrition Service (FNS) can provide nutrition assistance through a variety of mechanisms in coordination with State, local, and voluntary organizations. This includes:

1. Providing food for shelters and other congregate feeding sites;
2. Providing food for household distribution programs (in certain circumstances with prior approval);
3. Providing infant formula and baby foods for shelters/mass feeding sites or household distribution; and
4. Issuing Disaster Supplemental Nutrition Assistance Program (D-SNAP) benefits. USDA FNS may legally respond to: 1) Presidentially declared major disasters and emergencies, and 2) situations of distress.

- A. **Presidentially Declared Disasters:** FNS is designated to provide supplemental food assistance under (ESF) #11 as outlined in the National Response Framework. Disaster relief organizations may be eligible to receive USDA Foods for congregate meal service or household distribution in accordance with Food Distribution Program regulations at 7 CFR 250.69 and 250.70. As outlined in Federal regulations, when there has been a Presidential declaration, State or Tribal Distributing Agencies (DA) have the authority to release USDA Foods for congregate feeding for as long as needed, and FNS guarantees replacement of USDA Foods used. Release of household-size USDA Foods for household distribution to families requires prior FNS approval.
- B. **Situations of Distress:** FNS uses the term “situation of distress” when a natural catastrophe or other event has not been declared by the President to be a major disaster or emergency but, in the judgment of the DA or FNS, warrants the use of USDA Foods. The DA has the authority to release USDA Foods for congregate feeding, but only if the situation is a natural event, and only for up to 30 days. If not a natural event, FNS Headquarters via the FNS Regional Office must approve and determine the duration of assistance. FNS must approve the use of USDA Foods for disaster household distribution. FNS will replace USDA Foods from the DA and local recipient agency inventories that are used to assist in situation of distress, to the extent that funds for replacement are available.
- C. **FNS Support:** FNS makes available USDA Foods through DA’s to disaster relief organizations such as the American Red Cross and The Salvation Army for mass feeding and household distribution. Disaster organizations request food through DA’s. States or Tribal Organizations, in turn, notify USDA of the types and quantities of food that relief organizations need. The specific FNS program from which USDA Foods are taken will depend on the needs of the disaster organization, the scale of the disaster, accessible inventories, and available funding.

### II. Disaster Foods for Mass Feeding Sites

- A. States DA’s and Indian Tribal Organizations (ITO) have authority to release USDA Foods from their nutrition assistance program inventory to disaster relief agencies for mass feeding when the President issues a disaster declaration, and in certain other types of emergencies.
- B. USDA Foods intended for the National School Lunch Program are most often used for mass feeding. This is because the food is packaged in commercial sized containers, and is stored in

State-controlled warehouses. School inventories may be depleted as the end of the school year approaches; this may impact what types and quantities of USDA Foods may be readily available.

- C. FNS may acquire food from other DA warehouse inventories including Rapid Food Response System States, redirect shipments en route, or purchase additional foods to meet long term disaster needs.

### III. Disaster Foods for Direct Distribution to Households

- A. FNS approval is **always** required for disaster household distribution of USDA Foods.
- B. Distributing Agencies or Recipient Agencies (RA) are sometimes allowed to make USDA Foods available to disaster relief organizations in smaller sizes for distribution to individual households for preparation and consumption at home (only with prior FNS HQ approval).
- C. USDA Foods for household consumption are most often obtained from State and Recipient Agency inventories intended for The Emergency Food Assistance Program (TEFAP).
- D. TEFAP is a Federal program that helps supplement the diets of low-income Americans by providing them with emergency food and nutrition assistance at no cost. Other programs may include the Commodity Supplemental Food Program, and the Food Distribution Program on Indian Reservations.

### IV. Infant Formula and Infant Foods

- A. The State Mass Care coordinator or designee or the MAFTF will determine the volume and types of infant formula and infant foods required.
- B. Once the State has exhausted their sources of infant formula and/or baby food, FEMA can make these products available to States by requesting specific items and amounts from the FEMA CUSI-SL catalog. Infant formula and/or baby food can be ordered as a cart or as part of a FEMA Infant/Toddler Kit.
- C. USDA's Food and Nutrition Service (FNS) has the authority to make a special purchase of infant formula and baby food to supplement FEMA Infant/Toddler kits, based on a State's request for additional needs 96 hours after Presidentially-declared disasters. Supplemental infant formula/foods' requests should be a coordinated effort with FEMA (ESF) #6 (Mass Care) and (ESF) #7 (Logistics).

### V. Disaster Supplemental Nutrition Assistance Program (D-SNAP)

- A. ***D-SNAP is the primary nutrition assistance response program in the disaster Recovery phase:*** States can request approval to operate D-SNAP once disaster survivors have returned to their homes, their utilities are restored, and commercial food supply channels such as grocery stores have reopened. States operate D-SNAP as the final disaster nutrition intervention, typically after the immediate post-disaster nutrition assistance from congregate feeding, mobile kitchens, or distribution of meals-ready-to-eat has ceased.
- B. ***State Social or Human Services Agencies deliver D-SNAP:*** Some States may use a name other than D-SNAP for their Program. States design their own D-SNAP plans, in accordance with D-SNAP Guidance, which can be accessed at Disaster SNAP Guidance

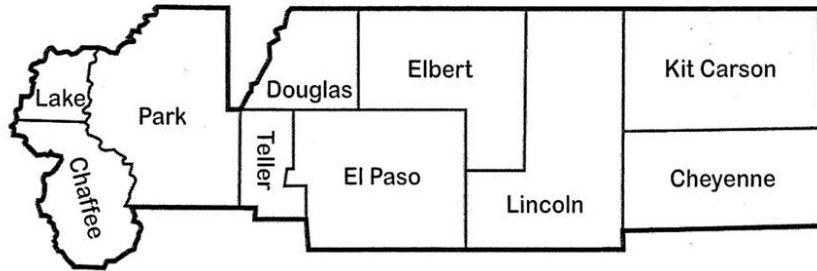
- C. ***D-SNAP requires Federal approval and partnership for effective delivery:*** State agencies must request FNS approval to operate D-SNAP in areas that have received a Presidential Major Disaster Declaration with Individual Assistance.
- D. Households cannot receive both D-SNAP benefits and disaster USDA household food packages at the same time. However, households who are receiving normal monthly TEFAP distribution, may also receive D-SNAP benefits. States must take reasonable steps to prevent households from participating in both programs.
- E. When States operate a D-SNAP, ongoing SNAP clients may also receive disaster food assistance. Households with disaster-related losses and whose SNAP benefits are less than the monthly maximum can request a supplement. The supplement brings their benefits up to the maximum for the household size. This provides equity between D-SNAP households and SNAP households receiving disaster assistance. D-SNAP benefits are issued via an electronic benefits transfer (EBT) card, which can be used to purchase food at most grocery stores. Supplements are added to ongoing SNAP clients' EBT cards.

## Appendix E: Additional Non-Governmental Organizations (NGO) Key Feeding Stakeholder

In addition to the Red Cross, The Salvation Army (TSA), and the Colorado Baptist Disaster Relief (CBDR), the following organizations are also critical to effective statewide feeding response.

### I. Catholic Charities of Central Colorado

- A. Catholic Charities of Central Colorado (CCCC) has a long history with responding to natural and man-made emergencies in our 10-county service area. That area spans from the Kansas border on the east to Lake and Chaffee counties on the west across a central section of Colorado.



- B. CCCC's mail facility's address is 228 N. Cascade Ave, Colorado Springs, CO 80903, but we have two other facilities that provide direct services to people in need:
1. Marian House Campus at 14 W. Bijou St. Colorado Springs, CO 80903
  2. Castle Rock Regional Office located in St Francis Assisi Catholic Church at 2746 Fifth Street, Castle Rock, CO 80104
- C. Capability: Within 12 to 24 hours of notification CCCC has the capability to provide both hot and cold meals throughout El Paso County dependent upon the need and services available at the delivery site. Delivery outside of El Paso County will be evaluated on a case-by-case basis.
1. CCCC is able to support multiple sites, concurrently within service area.
  2. Delivery of food occurs through use of CCCC transportation assets and/or a vendor if requested by CCCC.
    - a. Use of a vendor may take 24-48 hours for delivery. No transportation assistance from other agencies will be required.
  3. CCCC can support those with access and functional needs and special dietary requirements such as diabetics and a limited menu for those individuals who require gluten-free diets. (CCCC does not have feeding assistive devices.)
  4. CCCC is also able to purchase limited menu items to support other dietary restrictions but only with a 24 hours or more notice.
  5. CCCC can provide limited supplies of: non-perishable food product (food boxes), baby food and formula, clothing, and personal care items to include diapers and baby wipes. The CCCC team can deliver these items to locations throughout El Paso County; delivery outside of El Paso County will once again be evaluated on a case-by-case basis. Additionally, CCCC has the capability to provide D-SNAP enrollments in conjunction with our Disaster Case Management function, if a Disaster Assistance Center is activated.
  6. Under a fixed feeding model, (utilizing the 14 W. Bijou location, Colorado Springs) and delivered to a remote site, the minimum number of meals that CCCC can provide is 50, the maximum is 300. If an on-site, i.e. shelter, commercial kitchen facility is available to our agency CCCC can provide up to a maximum of 600 meals per day. On-site facilities require

- utilities, refrigeration, commercial kitchen appliances, and waste removal, which are not provided by CCCC.
7. CCCC staff will organize and supervise the effort, but teams of volunteers will execute the food preparation whether delivered remotely or on-site preparation.
- D. **Response Time.** Response time may vary depending on location of request, access restrictions (roads) and whether response is for simply delivery of food versus preparation and delivery.
1. Twelve hours is the minimum notice for preparing and serving meals. Factoring in purchasing, planning, preparation and volunteer activation a more realistic response time may be between 12 and 24 hours.
  2. If food delivery is the only need, 12 hours response time can be easily achieved.
- E. **Sustainment:** CCCC's ability to sustain product deliveries is dependent on the number of meals that are needed and the availability of food stores to prepare the meals.
1. Initial food response will draw on existing food stores and be replenished via standing menu orders with a commercial partner in order to sustain on-going food operations.
  2. CCCC volunteer and staff capabilities can be sustained for a 14-day duration with case-by-case evaluation for periods exceeding that. (Typically past experience is with large-scale 100+ meals/day on-site feeding operations of 1-2 weeks with small-scale operations 50-100 meals/day for a month or more.)
- F. **Activation Triggers:**
1. CCCC disaster response services are activated at the request of other non-profit or responding agencies – such as the Colorado Voluntary Organizations Active in Disaster (COVOAD) agencies or local and state disaster services. Also consistent with this plan, activation may occur through the Colorado Feeding Task Force.
  2. The primary contact for activation is Catholic Charities of Colorado, is the Director of the Marian House Soup Kitchen.

## **II. Feeding Colorado (Food Banks). Map of distribution sites is noted in Attachment M-2**

- A. Capability: Food Bank of the Rockies has the capability to acquire basic supplies such as water, non-perishable food product, and personal care items and deliver these items to strategic locations in our service areas (depending on conditions) or to another Colorado food bank within 24-48 hours. Food Bank of the Rockies would draw on its local donors and/or the Feeding America network to acquire the supplies and would utilize its fleet of 17 trucks to deliver the product where it is needed.
- B. Sustainment: Food Bank of the Rockies ability to sustain product deliveries is dependent on the amount of product that is needed and the availability of said product. Due to Food Bank of the Rockies partnership with Feeding America, that ability to sustain operations in a disaster area is greatly enhanced. In the aftermath of Katrina, Feeding America was able to sustain their operations for about a year.
- C. Activation Triggers: Food Bank of the Rockies' disaster services are activated at the request of other non-profit or helping agencies – such as the Colorado Voluntary Organizations Active in Disaster

## **III. Volunteers of America – Nutrition Services**

### **Feeding Colorado (Volunteers of America, Colorado Branch-Aging and Nutrition Services, Meals on Wheels and Congregate Dining Sites-Region 3A)**

- A. Capability: Volunteers of America, Colorado Branch (VOA), for Region 3A through the “Meals on Wheels” Program has the capability to deliver shelf stable boxes, frozen, or hot meals to

disaster relief recipients as coordinated through the Feeding Task Force to its existing homebound seniors in the 7 counties currently served through their programs (Adams, Arapahoe, Denver, Douglas, Jefferson, Clear Creek and Gilpin). VOA also has the capability to reach additional community recipients with similar emergency food delivery services through existing congregate dining sites (currently 30) and partner agency locations of those sites in the same 7 counties. VOA has the capability to receive and distribute additional non-perishable emergency food and supplies through its City Harvest Food Bank, which serves at 75 other local nonprofit agencies.

- B. Sustainment: Volunteers of America, Colorado Branch, Region 3A (VOA) would prioritize current homebound clients and congregate clients already receiving meals. VOA would participate as long as capable or deemed necessary to serve the needs of the local community utilizing our vast volunteer base and partnering with the Red Cross, Feeding America, and other community partners. We bring over 40 years of food delivery and service experience to such an emergency relief effort.
- C. Activation Triggers: Volunteers of America, Colorado Branch Region 3A (VOA) disaster services response would generally be activated at the request and approval of the State Unit on Aging. The State Unit on Aging will work with their regional Area Agencies on Aging to coordinate feeding requests.

## **Appendix F: Situational Assessment/Hazards Analysis**

### **Hazards Analysis Summary:**

Colorado has experienced natural disasters such as floods, wildfires, tornadoes, winter storms and technological emergencies, such as dam failures and hazardous material incidents. Colorado continues to be vulnerable to a multitude of hazards.

### **Natural disasters frequent to Colorado include:**

- A. Avalanche
- B. Blizzards/Winter Storms
- C. Drought
- D. Earthquake
- E. Flooding
- F. Geomagnetic Storm
- G. Landslide
- H. Severe weather
- I. Tornadoes
- J. Wildfires

### **Technological Hazards Common to Colorado.**

Colorado's principal technological hazard threats include infrastructure failures, hazardous material incidents, structural fires, major transportation accidents, and petroleum and natural gas pipeline accidents.

Two of the most potentially destructive technological hazards are:

- A. Dam failure
- B. Hazardous materials (storage or transport)

### **Terrorism.**

Colorado is at risk for terrorism (domestic and international) and national security incidents. These incidents could take the form of threats and hoaxes, chemical, biological, radiological, nuclear, small - scale conventional weapons or explosives, large improvised explosives, or cyber-attacks.

## Appendix G: NIMS Proposed Typing for Feeding Resources

*NOTE: The National Incident Management System Resource Typing for feeding resources has not been vetted. Once vetted there may be some modifications to the typing charts.*

DESCRIPTION	MOBILE FEEDING KITCHEN (MOBILE FIELD KITCHEN)		
RESOURCE CATEGORY	Incident Management	RESOURCE KIND	Equipment
OVERALL FUNCTION		COMPOSITION AND ORDERING SPECIFICATIONS	

RESOURCE TYPES			TYPE 1	TYPE 2	TYPE 3	TYPE 4
COMPONENT	METRIC/ MEASURE	CAPABILITY				
Personnel	Number of people unit is capable of feeding		Feeds up to 1,000 twice daily	Feeds up to 650 twice daily	Feeds up to 300 twice	Feeds up to 100 twice daily
			NOTES: Not Specified			
Equipment	1 Mobile Kitchen Trailer (MKT-I)		45-53' trailer	36-42' trailer	20-30' trailer	16-18' trailer (concession)
			NOTES: Not Specified			
Vehicle	See Note 1		Yes	Yes	Yes	Yes
			NOTES: Not Specified			
Personnel	Number of Kitchen Support Personnel		4, including kitchen supervisor	3, including Kitchen supervisor	2	2
			NOTES: Not Specified			

### COMMENTS

- The Mobile Feeding Kitchen (Mobile Field Kitchen or Rapid Deployment Kitchen) is a containerized kitchen that can be positioned forward in fulfillment of EST #11. The units are used to support feeding operations at emergency incidents. It should be capable of providing hot meals twice daily to 650 to 1,000 individuals, either those providing the emergency response or those displaced by the disaster.
- Note 1: 2 1/2-Ton or 5-Ton Truck and Driver for Transport (1 Truck + Driver).
- The system should be equipped to provide storage, refrigeration, sanitation, and other essentials for all types of meal preparation. The units may be fitted with convection and conventional ovens, steam and tilt skillets, and modern burner units.
- The kitchens may come with a supported trailer that carries tables, chairs, additional implements, tents or dining hall facilities as requested. The kitchen should provide a minimum of 360 square feet of food preparation and serving area protected from natural elements of the environment.
- All food preparation equipment, the electrical supply, the environmental control system, and all related controls should be included. Setup and tear down should be accomplished in approximately 45 minutes.

### NOTES

Nationally typed resources represent the minimum criteria for the associated component and capability.



<b>DESCRIPTION</b>	<b>FIELD KITCHEN UNIT</b> Field Kitchen Units are deployable feeding units, typically a trailer or tractor trailer with accompanying personnel, set up at a stationary location to produce a significant quantity of meals.		
<b>RESOURCE CATEGORY</b>	Mass Care Services	<b>RESOURCE KIND</b>	Unit
<b>OVERALL FUNCTION</b>	Field kitchens provide a centralized food production site that prepares and serves food to survivors and responders, or for distribution by Food Service Delivery Units. Food service capabilities are based on a predetermined standard meal.	<b>COMPOSITION AND ORDERING SPECIFICATIONS</b>	<ol style="list-style-type: none"> <li>1. The type of kitchen ordered depends on the number of meals needed</li> <li>2. This resource is not recommended for short-term service delivery, and once this unit is delivered, it typically is not moved until demobilization</li> </ol>

RESOURCE TYPES			TYPE 1	TYPE 2	TYPE 3	TYPE 4
COMPONENT	METRIC/ MEASURE	CAPABILITY				
Equipment	Maximum Daily Meal Count	Unit output: meals served	20,001+ meals	10,001 - 20,000 meals	5,001 - 10,000 meals	1 - 5,000 meals
			<b>NOTES:</b> Food service capabilities are based on the volume of meals served with a serving size of (or equivalent to) an eight ounce entree, six-ounce vegetable, and six-ounce fruit. Operational needs guide actual serving size provided during an incident/event.			
RESOURCE TYPES			TYPE 1	TYPE 2	TYPE 3	TYPE 4
COMPONENT	METRIC/ MEASURE	CAPABILITY				
Personnel	Per unit	Management/ Oversight	Same as Type 4	Same as Type 4	Same as Type 4	1 NIMS Type 1 Field Kitchen Manager
			<b>NOTES:</b> A NIMS Type 1 Field Kitchen Manager is a supervisor or manager certified to a nationally recognized standard of food service preparation as described in NIMS Job Title and Position Qualification (509-9): Field Kitchen Manager.			
Personnel	Per unit	Direct Services & Support	40 workers	30 workers	20 workers	15 workers
			<b>NOTES:</b> The deploying agency determines the team structure and span of control for managers and staff, as recommended by the National Incident Management System (NIMS) guidelines.			

## COMMENTS

- A. Consumable items such as food, water, ice, picnic packs, insulated food containers, and food safety supplies might not be delivered with the Field Kitchen Unit. The requestor should initiate coordination for the supply and re-supply of these consumable items at the time the Field Kitchen Unit is ordered. Additional consideration should be given to coordinate extra vehicles, equipment, and supplies such as insulated food containers, fuel, etc.

- B. The Field Kitchen Unit and its personnel must comply with food safety, sanitation, solid waste, and other public health requirements as defined by the jurisdiction where the services are provided.

## **REFERENCES**

- A. Further guidance on food procurement systems may be found on the National Voluntary Organizations Active in Disaster website at [www.nvoad.org](http://www.nvoad.org).
- B. FEMA, NIMS 509-9 Field Kitchen Manager

## **NOTES**

Nationally typed resources represent the minimum criteria for the associated component and capability.

## Appendix H: Human and Material Resource Capability Worksheets

### SAMPLE:

#### A. Voluntary Organizations

Organization / Agency	Agreed Commitment			
	Contact Info	Product	Distribution	Logistics
<i>American Red Cross</i>				
<i>Catholic Charities of Central Colorado</i>				
<i>Colorado Baptist Disaster Relief</i>				
<i>Feeding America</i>				
<i>Feeding Colorado (CO. Food Banks)</i>				
<i>The Salvation Army</i>				
<i>Volunteers of America – Nutrition Services Region 3A</i>				

#### B. Private Sector

Organization / Agency	Agreed Commitment			
	Contact Info	Product	Delivery or Pickup	Logistics
<i>US FOODS (Example)</i>				
<i>ARAMARK (Example)</i>				
<i>Miller Coors</i>				
<i>Caterers/Mobile caterers</i>				
<i>Colorado Emergency Preparedness Partnerships (CEPP)</i>				

### C. Government Agencies / Elements

Organization / Agency	Agreed Commitment		
	Liaison Contact Info	Type of Support	Resources
<i>Local Government</i>			
<i>State Government</i>			
<i>State (ESF) #6</i>			
<i>State (ESF) #11</i>			
<i>Federal (ESF) #6</i>			
<i>Federal (ESF) #11</i>			
<i>National Guard</i>			

### E. Federal Support Based on Gap

Organization / Agency	Agreed Commitment			
	Contact Info	Production	Distribution	Logistics
<i>EMAC (Emergency Management Assistance Compact)</i>				
<i>FEMA Region (ESF) #6</i>				
<i>FEMA Region Logistics &amp; Acquisitions</i>				

### F. Consumable / Non-Expendable Resources

Material Resource	Description	State/Local Capability	VOAD Local Capability	Gap
<b>Commodities and Consumables</b>				
<i>Food</i>	<i>Hot meals, shelf stable meals, MREs or soup</i>			
<i>Hydration</i>	<i>Beverages, including water (and cups)</i>			
<i>Picnic/Service Pack</i>	<i>Generally some combinations of knife, fork, spoon, spork, napkin, salt, pepper and towelette</i>			

<i>Napkins</i>	<i>Napkins</i>			
<i>Clamshells</i>	<i>Plates or other disposable container for serving and distributing prepared meals.</i>			
<b>Material Resource</b>	<b>Description</b>	<b>State/Local</b>	<b>VOAD Local Capability</b>	
<b>Non-Expendable Items</b>				
<i>Box Trucks</i>	Transport of commodities to staging areas, kitchen sites and distribution facilities			
<i>Reefer Trucks</i>	Larger 18 wheel trucks with refrigeration/freezer			
<i>Warehouses</i>	Large spaces in excess of 30,000 sq. ft.			
<i>Vehicles for Transportation</i>	Other vehicles			
<i>Forklifts</i>	Motorized forklifts and operators			
<i>Pallet Jacks</i>	Non-motorized jacks			
<i>Hand Trucks</i>	Other hand operated			
<i>Gray water tanks and servicing contracts</i>	Vendors TBD via logistics			
<i>Trash collection and disposal contracts capability</i>	Multiple vendors			
<i>Recycling considerations</i>	Vendors			
<i>Potable water tanks and servicing contracts</i>	Multiple private vendors			
<i>Fuel for feeding trucks &amp; kitchens (i.e. diesel, gasoline, propane)</i>	Vendors			

## Appendix I: Sample Feeding Reports

### Initial Field Kitchen/Disaster Feeding Site Stand-up Report

Kitchen/Site \_\_\_\_\_ Status \_\_\_\_\_ Date \_\_\_\_\_  
Address \_\_\_\_\_  
Organization Operating Kitchen/Site \_\_\_\_\_  
Contact Name \_\_\_\_\_ Contact Phone Number \_\_\_\_\_  
NIMS Kitchen Type \_\_\_\_\_ Kitchen/Site Capacity \_\_\_\_\_ (Number of Meals/Day)

### Logistics Information

#### Kitchen Site:

How much space is available to store supplies at the kitchen/site? Describe the ability to fit drop trailers and reefers, etc.

#### Support Order:

Has a kitchen/site support trailer been requested? _____ Date _____ Are additional Support Supplies needed? _____ Describe:
Does the field kitchen/site need regular deliveries of water, ice and/or fuel? If so, please describe requests in detail

## Daily Kitchen/ Disaster Feeding Site Summary

Report period from: Date: \_\_\_\_\_ Time: \_\_\_\_\_ to Date: \_\_\_\_\_ Time: \_\_\_\_\_  
Contact Name: \_\_\_\_\_ Telephone: \_\_\_\_\_  
Kitchen/Site \_\_\_\_\_ Kitchen/Site Address \_\_\_\_\_ Status \_\_\_\_\_  
Meals Prepared (Number of Meals) \_\_\_\_\_  
Meals Served (Number of Meals) \_\_\_\_\_  
Meals in Stock (Number of Meals) \_\_\_\_\_  
Food in Stock (Number of Days) \_\_\_\_\_ (Number of Pallets) \_\_\_\_\_  
Has a Food Order been placed? (Y/N) \_\_\_\_\_ (Date/Time) \_\_\_\_\_  
Were Supplies Ordered? (Y/N) \_\_\_\_\_ (Date/Time) \_\_\_\_\_  
Have you received your complete supply order? (Y/N) \_\_\_\_\_  
If No, which additional support supplies are needed? \_\_\_\_\_

### Planning Information (To be completed as the situation on the ground changes)

Describe in general terms the feeding need (include description of available resources in the community):


What is the best projection for feeding needs 5 days out (will feeding need increase or decrease and reason why)?


When will this kitchen/site close? Have there been instructions from the community that feeding is no longer needed?


Suggest adding another form on separate page titled Meal Count Report as noted in the MAFTF template. If we have forms and check lists on separate pages they can be copied for use during disaster response by the various agencies

### SAMPLE ESF #6 MEAL COUNT REPORT

<b>INCIDENT NAME:</b>								<b>TOTAL TO DATE:</b>				Meal		Snack		FB		ME	
<b>INITIAL FEEDING DATE</b>				11-Dec-20															

#### Meals Served by Day

Agency	ARC				TSA				CBDR				Other				Daily Totals			
	Meal	Snack	FB	ME	Meal	Snack	FB	ME	Meal	Snack	FB	ME	Meal	Snack	FB	ME	Meal	Snack	FB	ME
12/11/2020																				
12/12/2020																				
12/13/2020																				
12/14/2020																				
12/15/2020																				
12/16/2020																				
12/17/2020																				
12/18/2020																				
12/19/2020																				
12/20/2020																				
12/21/2020																				
12/22/2020																				
12/23/2020																				
12/24/2020																				

DEFINITIONS: Hot or cold meal (combined 20 oz. of food with hot entrée + Drink), and/or shelf stable meal; Snack (Drink + chips/cookie or fruit); FB (Food Box, with varied sizes converted to standard size of: 3 day supply for family of 4); ME (Meal Equivalent defined as pounds of food divided by 1.25).



## Appendix J: Stafford Act pertinent section (403a and b)

### *Sec. 403. Essential Assistance (42 U.S.C. 5170b)\**

- (a) In general - Federal agencies may on the direction of the President, provide assistance essential to meeting immediate threats to life and property resulting from a major disaster, as follows:
- 1) Federal resources, generally - Utilizing, lending, or donating to state and local governments' Federal equipment, supplies, facilities, personnel, and other resources, other than the extension of credit, for use or distribution by such governments in accordance with the purposes of this Act.
  - 2) Medicine, durable medical equipment, food, and other consumables - Distributing or rendering through state and local governments, the American Red Cross, The Salvation Army, the Mennonite Disaster Service, and other relief and disaster assistance organizations medicine, durable medical equipment, food, and other consumable supplies, and other services and assistance to disaster survivors.
  - 3) Work and services to save lives and protect property - Performing on public or private lands or waters any work or services essential to saving lives and protecting and preserving property or public health and safety, including –
    - (A) debris removal;
    - (B) search and rescue, emergency medical care, emergency mass care, emergency shelter, and provision of food, water, medicine, durable medical equipment, and other essential needs, including movement of supplies or persons;
    - (C) clearance of roads and construction of temporary bridges necessary to the performance of emergency tasks and essential community services;
    - (D) provision of temporary facilities for schools and other essential community services;
    - (E) demolition of unsafe structures which endanger the public;
    - (F) warning of further risks and hazards;
    - (G) dissemination of public information and assistance regarding health and safety measures;
    - (H) provision of technical advice to state and local governments on disaster management and control;
    - (I) reduction of immediate threats to life, property, and public health and safety; and Multi-Agency Feeding
    - (J) provision of rescue, care, shelter, and essential needs –
      - (i) to individuals with household pets and service animals; and
      - (ii) to such pets and animals.
  - 4) Contributions - Making contributions to state or local governments or owners or operators of private nonprofit facilities for the purpose of carrying out the provisions of this subsection.
    - (A) Federal share - The Federal share of assistance under this section shall be not less than 75 percent of the eligible cost of such assistance.

\* Excerpt from the Stafford Act, Section 403b, June 2007, pages 27-28

Additional links

<https://eportal.usace.army.mil/sites/ENGLink/Commodities/default.aspx>

## **Appendix K: Household Pets and Service Animals Feeding Support**

### **Mass Care, Emergency Assistance, Housing, and Human Services Emergency Support Function (ESF) #6**

**LEAD AGENCY:** Department of Human Services

**PRIMARY SUPPORT AGENCY:** Colorado Veterinary Medical Foundation / Animal Emergency Management Program (CVMF / AEMP)

**SUPPORT AGENCIES:** American Red Cross, Colorado Association of Animal Control Officers, Colorado Association of Certified Veterinary Technicians, Colorado Citizen Corps Council, Colorado Federation of Animal Welfare Agencies, Colorado State University, Colorado Veterinary Medical Association, Colorado Voluntary Organizations Active in Disaster, Department of Agriculture

#### **I. PURPOSE**

- A. Approximately 60% of American households have at least one pet in their household. As such, household pets and service animals (hereinafter referred to collectively as “animals”) cannot be considered independently of response issues and requirements associated with human disaster survivor populations.
- B. Development of this appendix incorporates a “whole community” approach and has included key stakeholders related to household pets and service animal feeding in developing this appendix. The intent of this appendix is to provide essential considerations as well as general information to assist emergency managers with planning for the execution of an effective and efficient animal feeding program in response to a disaster situation. As such, it will provide a collaborative framework for prevention, protection, preparedness, response, and recovery efforts related to management of companion and service animals during emergency events. In the majority of emergency situations these issues will be the responsibility of local jurisdictions with resource support provided through non-governmental organizations and State agencies. In multijurisdictional or catastrophic events, the aforementioned lead agency may provide more direct management. Emergency preparedness, operations and assistance provided herein shall address all provisions set forth in the Pets Evacuation and Standards Act of 2006.

#### **II. SCOPE**

This plan addresses emergency management issues related to companion and service animals directly associated with evacuated individuals. Animal issues addressed within this plan afford for multiagency coordination and resource support to evacuate, shelter and care for companion and service animals impacted by emergency events.

- A. Animal feeding operations may need to support:
  - 1. Animals sheltering with their owners (collocated or co-habitational sheltering);
  - 2. Animals in animal-only shelters, veterinary hospitals, boarding facilities, rescue groups, and other “pop-up” locations housing animals
  - 3. Animals being fed-in-place while their owners are staying elsewhere (used when the animals can be safely fed and maintained by animal responders where they are, even though the owner cannot yet return home and may be staying in an emergency shelter or other location); and
  - 4. Animals sheltering-in-place with their owners/caretakers.
- B. Assessment of Animal Feeding Requirements. At onset of response the number of animals to be fed or at least an estimate of how long the feeding operation is expected to run are essential in order to obtain appropriate quantities of animal food and water.

1. If you have actual animal accounts, those numbers will be used
  2. To calculate estimated animal numbers, FEMA Planning for Estimating Animal Population in an IND Incident or AVMA's pet calculator can be used
  3. Determine what types of animals are affected to include if any require special diets
- C. Identification of Potential Feeding Partners:
1. Who is operating or managing animal shelter operations (collocated and animal only?)
  2. Are animal owners available to support the feeding operation
  3. Who is providing human food, water and supplies to disaster survivors sheltering in place? Are they willing to also distribute food, water, and pet supplies (cat litter, animal bedding, cleaning supplies, etc.)?
  4. Are food banks a component of the animal feeding planning?
  5. Can community animal agencies able to support the animal feeding operation?
- D. Suppliers
1. Identify sources for obtaining managing donated food. Be clear in public messaging if you do or do not want to receive donated animal food. The public will be notified when the need is met.
  2. Identify sources and processes for purchasing food and supplies to include logistical support when needed.
- E. Pre-Disaster Messaging. It is important to use media, public awareness campaigns and community outreach to animal owners in advance of a disaster that encourages the public to:
1. Have a disaster plan and "emergency kit" (including special diets, medicines, treatments, etc.) for their animals;
  2. Have their animals micro-chipped and keep the microchip contact information up-to-date, collar/tag their animal; and
  3. Take their animals with them when they leave (if conditions are not safe for humans, they are not safe for animals either.)
- F. Safety (A Priority for Responders and Animals) Animals in a disaster situation are highly stressed and may not behave as they would in their normal environment.
1. Each responding agency should develop procedures that address safety issues that minimize animal bites and scratches as well as protocols if an injury occurs.
  2. Fractious or aggressive animals should be fed and cared for by experienced animal professionals.

### **III. POLICIES**

- A. The Colorado Department of Agriculture (CDA) is delegated oversight of animal facilities and animal care via the Pet Animal Care Facilities Act and statutes, rules and regulations associated with the Bureau of Animal Protection respectively. Thus, CDA will, at a minimum, retain oversight of any animal activities conducted within the state and reserve the right to exercise statutory authority as need be.
- B. The Disaster Services Program, will focus upon and assist private, local, county and / or regional entities in preparing for and conducting animal response activities focused upon companion and service animals. County Animal Response Teams (CARTs) are encouraged to organize, prepare for, and conduct such activities at the local level.
- C. Any private, local, county, or regional animal response group(s) shall promptly notify the State Veterinarian within the CDA – Division of Animal Industry when response activities involve any congregation, sheltering or co-mingling of animals.

- D. This plan recognizes that local communities may need resource support and assistance without activation of the State Emergency Operations Center (SEOC) or Colorado Hazard and Incident Response and Recovery Plan (CHIRRP). Nothing in this plan will prohibit OEM or other State agencies or other non-governmental entities from providing direct response support to local jurisdictions or facilitating the delivery of mutual aid support between local communities during emergencies providing that such assistance has been requested and approved by and integrated into on-site incident command.

#### **IV. CONCEPT OF OPERATIONS:**

- A. The State (ESF) #6, coordinator(s) shall be designated by CVMF / AEMP officials in collaboration with OEM staff.
- B. The coordinator shall work closely with OEM and the (ESF) #6A liaison at the SEOC.
- C. Counties or local communities providing emergency management services shall, at a minimum, include provisions for the care of companion and service animals as denoted in the Pets Evacuation and Standards Act of 2006 within their operational plans. Animal care planning beyond that mandated by the Pets Evacuation and Standards Act of 2006 shall be determined by each county or jurisdictional entity therein. Resources to provide such care may be acquired by the emergency service provider or be acquired via mutual aid agreements with other agencies, non-governmental organizations or private entities and likely will constitute non-reimbursable expense within disaster declarations.
- D. In emergencies resulting in the need to shelter both people and animals, efforts shall be made to co-locate such facilities.
- E. Provisions within local emergency plans may address: mass care as well as sheltering; veterinary care and surge capacity; provisions for the protection of public health and safety; animal evacuation and transportation; emergency public information; risk reduction and public outreach programs addressing companion and service animal issues in family and business preparedness; and long-term recovery issues related to these specific animal populations.
- F. Conduct of activities under this appendix will rely heavily upon citizen volunteers. It is encouraged such individuals become a part of local or county animal response teams and / or citizen corps affiliates. These groups can facilitate training in emergency response and management that will impart an understanding of the process and thus their specific roles and requirements therein.

#### **Links to Animal Emergency Management Materials**

[National Alliance of State Animal and Agricultural Emergency Programs \(NASAAEP\)](#); [National Animal Rescue & Sheltering Coalition \(NARSC\)](#); [American Humane Association \(AHA\)](#); [American Society for the Prevention of Cruelty to Animals \(ASPCA\)](#); [American Veterinary Medical Association \(AVMA\)](#); [American Veterinary Medical Foundation \(AVMF\)](#); [Code 3 Associates \(Code3\)](#); [International Fund for Animal Welfare \(IFAW\)](#); [National Animal Care & Control Association \(NACA\)](#) [PetSmart Charities](#); [Red Rover](#); and [The Humane Society of the United States \(HSUS\)](#)

## Appendix L: FEMA Resource Request Form

The FEMA RRF form can be found at <http://www.fema.gov/library/viewRecord.do?id=2750>.

### RRF Process

The RRF process may differ somewhat, depending on the jurisdiction in which it is used, but generally should follow these basic steps with regards to MC/EA requests:

- A. Declared state completes RRF in coordination with FEMA Regional partners
- B. State approving official signs RRF, thereby providing official approval of the request
- C. State forwards RRF to FEMA Operations
- D. FEMA Operations verifies request is valid, signs RRF, and forwards to FEMA Logistics
- E. FEMA Logistics signs off on RRF, indicating whether or not they can support the request
- F. FEMA Operations then submits RRF to the FEMA (ESF) #6 Mass Care Group at the field office for action
- G. Copy of signed RRF is delivered back to the State

### Types of RRFs

There are five possible considerations of RRFs to cover potential feeding mission resource requests. These RRF types are listed below. The last paragraph is repeated on every RRF. The phrase “See attached for detail of request” refers to any additional documentation provided that may list feeding delivery sites, mobile kitchen information, details of requested items, quantities, etc. The FTF should develop pre-scripted mission assignments (PSMA) for the most-requested items, indicating the entities for the potential tasking.

#### *Sample verbiage*

- A. Fuel - Requirement for fuel to support VOADs at the request of the State. See attached for detail of request.
- B. Food Delivery Systems (Cambro) - Requirement for food delivery systems to support VOADs at the request of the State. See attached for detail of request.
- C. Kitchen Logistical Support Items - Requirement for kitchen support items to support VOADs at the request of the State. See attached for detail of request.
- D. Shelf Stable Meals - Requirement for Shelf Stable Meals to support VOADs at the request of the State. See attached for detail of request.
- E. Food and Beverage Commodities - Requirement for food and beverage commodities to support VOADs at the request of the State. See attached for detail of request.

***A paragraph similar to this should be included with each of the bulleted items above. This may vary depending on Jurisdiction, disaster, and operational procedures.***

*Food assets within the affected area are expected to decrease as evacuees begin to return to their homes. A feeding mission has been established to support [State] with coordination between the American Red Cross, FEMA, National VOAD member organizations and the State. This mission is to begin on [Date] and currently extend for [Mission Duration]. This feeding plan is aimed at supporting [Quantity] evacuees during the immediate response and then decreasing to [Quantity] survivors as feeding transitions to the sustained and long term missions as power, water, and other infrastructure are re-established.*

## Appendix M: Feeding Material Resource Management Agencies

Agency	Mobile Delivery Vehicle	Mobile Kitchen	Fixed Feeding Sites <sup>2</sup>	Field Kitchen	TOTAL
The Salvation Army	3 Vehicles: -Mobile Feeding Vehicle (MFV) [Cold truck]	7 Mobile Kitchens: -Three NIMS TYPE I -Two NIMS TYPE II in CO; one in WY -Two NIMS Type III	Three Sites: Two in CO; One in WY		13
American Red Cross	6 Vehicles: -2MFV's -4 Emergency Response Vehicles (ERVs)				6
Colorado Baptists Disaster Relief		5 Mobile Kitchens: -Two NIMS Type I -Two NIMS TYPE II -One NIMS TYPE III		1 Field Kitchen	6
Catholic Charities of Central Colorado			2 Sites		2
Air National Guard		1 DRMKT Kitchen		1 Field Kitchen	1
Army Guard		1 MKT Kitchen		1 Field Kitchen	1

### I. American Red Cross

- A. Disaster Action Team (DAT) – light volume cold drinks and snacks
- B. Mobile Feeding Vehicle (MFV) (2) One in Boulder and one in Denver – Hot and cold drinks and snacks for up to 50 persons
- C. Emergency Response Vehicle (ERV- 4) – Prepared meal delivery to impacted area for up to 500-600 persons Locations: Casper WY, Ft. Collins, CO; Denver, CO, Grand Junction, CO
- D. Trailers (8) - Eight trailers are located around the Denver Metro Area and include an inventory of 3 Cambro-Coffee, 2 Coffee Urns, 1 case of hot drink cups, 2 food Cambros
- E. Vendors - For long term situations may contract local restaurants and caterers to prepare food

### II. The Salvation Army (TSA)

- A. Mobile kitchens –
  - 1. NIMS Type I Mobile Kitchen - 3,000 meals in 24 hour period; 2 located in Denver, 1 located in Ft. Collins
  - 2. NIMS Type II Mobile Kitchen – 1,500 meals in 24 hour period; 2 located in Colorado Springs; 1 located in Cheyenne, WY
  - 3. NIMS Type II/III 4WD Mobile Kitchen - 1,000 meals in 24 hour period; 1 located in Eagle County
  - 4. NIMS Type III Mobile Kitchen - 750 meals in 24 hour period; 1 located in Grand Junction
- B. MFV/Cold Truck – (3) located in Denver - hot & cold beverages and snacks (unlimited), capable of field delivery of prepared meals.

<sup>2</sup> The Salvation Army and Catholic Charities of Central Colorado maintain fixed feeding sites on a daily basis to support their social services programs for the community. When needed these kitchens can also serve as disaster kitchens.

- C. Fixed Feeding Sites - In Metro Denver, TSA has two permanent fixed kitchens which may be able to provide additional support during a major incident
  - 1. Vendor Supported - US Foods will drop refrigerated/freezer trailer on scene in 4-8 hours with fresh/frozen food supplies for extended responses
  - 2. Local restaurants & caterer supported
- D. Capacity
  - 1. Total daily capacity 7,750 meals per day as stand-alone agency

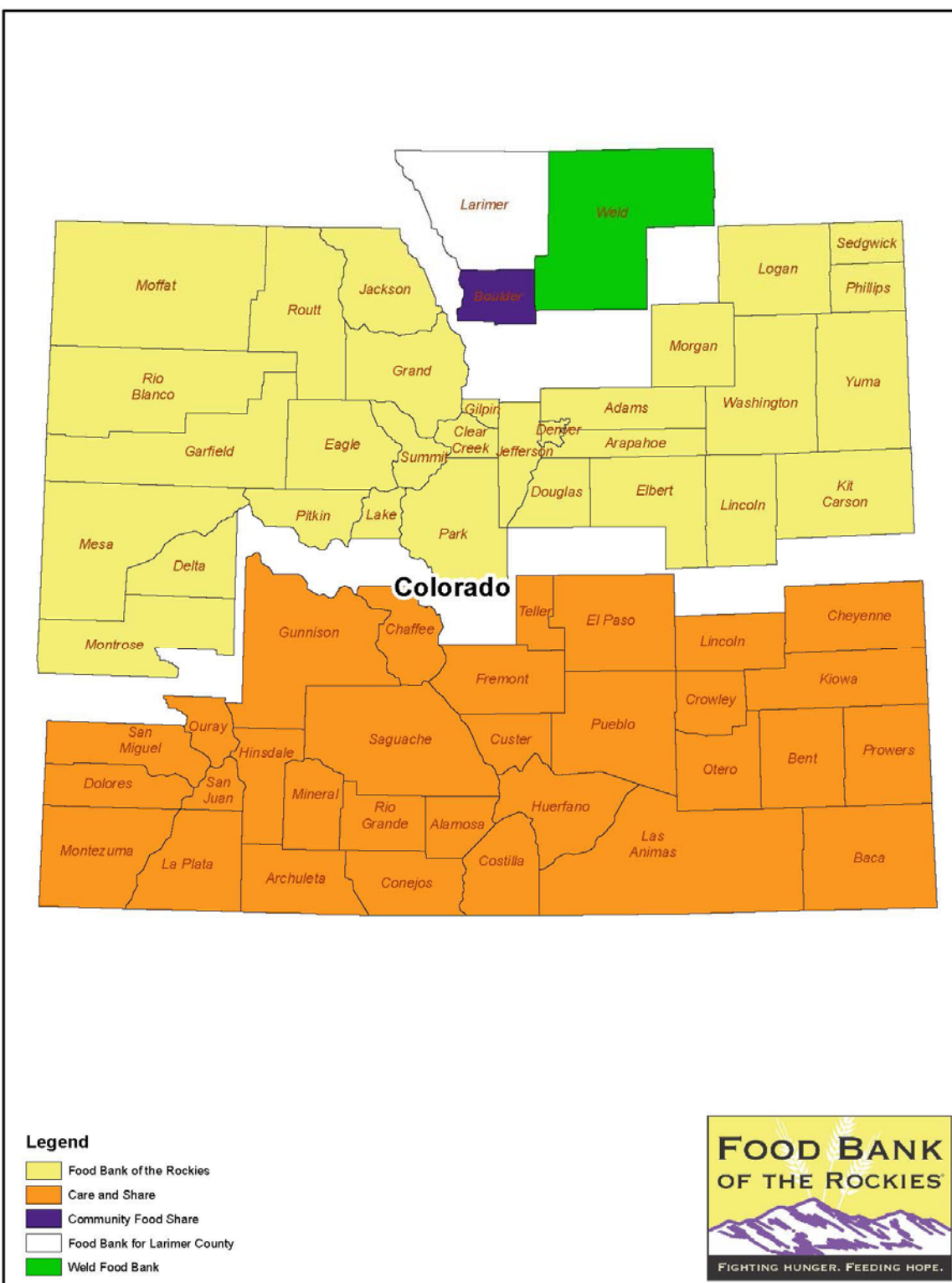
### **III. Colorado Baptist Disaster Relief (CBDR)**

- A. Mobile Kitchens:
  - 1. NIMS Type I Fixed Unit – Located in the Larkspur area. Able to meet long term needs across the state. This is a fixed emergency kitchen.
  - 2. NIMS Type I Mobile Kitchen – Located in Denver
  - 3. NIMS Type II Mobile Kitchen – One located near downtown Denver; the other located in Greeley. Towed production kitchen.
  - 4. NIMS Type III Mobile/Field Unit - located in Bayfield, CO primary unit for four corners and Western Colorado. This is a combination towed/fixed kitchen with an ‘ERV’ type vehicle. Able to deliver kitchen to fixed location and deliver meals to service area.
- B. Capacity - Total daily capacity of 7,000 meals per day as stand-alone agency.

### **IV. National Guard Assets (For in-depth Asset Capabilities, refer to Appendixes [N & O])**

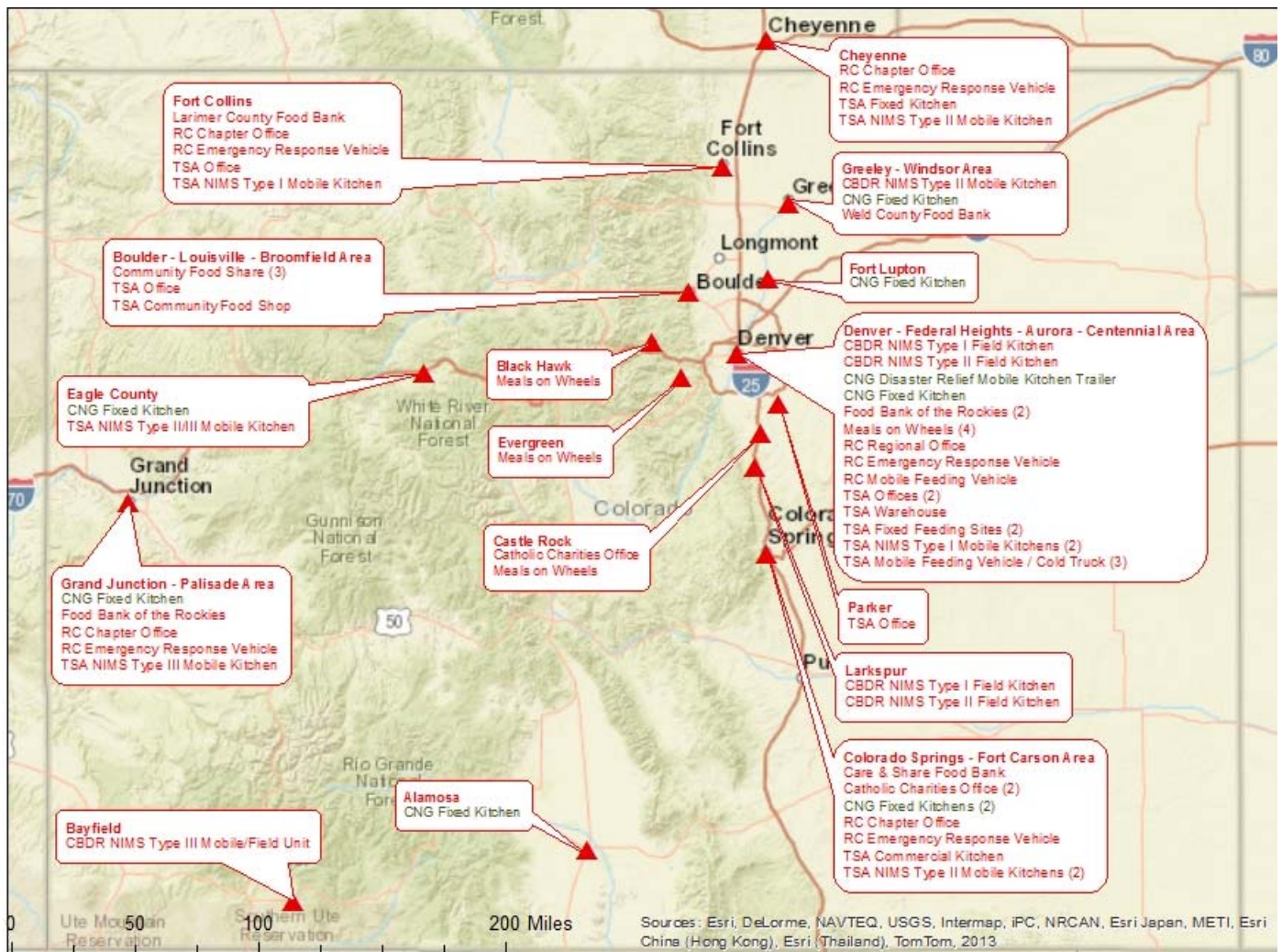
- A. Disaster Response Mobile Kitchen Trailer (Air Guard.) Kitchen can produce 7,200 meals per day. This type mobile kitchen is more suitable for urban response. DRMKT is classified as a NIMS Type I asset and comes with personnel and equipment but no food, Located at Buckley AFB, Aurora, Colorado.
- B. Mobile Kitchen Trailer (Army Guard). Provides oversized “Heater” meals and is more appropriate for rural and difficult terrain deployment. Feeding capacity is approximately 900 meals per day

## Appendix N -1. Food Bank Territory Map





## Appendix N-2: Colorado Feeding Assets Map



**American Red Cross**  
 Colorado & Wyoming Region

## Colorado Feeding Assets

CBDR Colorado Baptist Disaster Relief  
 CNG Colorado National Guard  
 RC American Red Cross  
 TSA The Salvation Army

April 10, 2016

## Appendix O: National Guard Disaster Relief Mobile Kitchen Trailer (DRMKT) Asset

### LOCAL / STATE ACTIVATION PROCEDURES

- I. Normal Hour Activation Procedures.** Use of the Colorado National Guard resources requires a verbal order from the Governor of Colorado or an issued Executive Order authorizing the use of the Colorado National Guard.
- A. Department of Homeland Security and emergency Management (DHSEM) is the lead agency charged with activation and mobilization of resources outside the local / regional mutual aid or auto aid capability at a State Level. Any resource may deploy within its area of responsibility when requested locally.
  - B. The Agency having Jurisdiction should request the activation of **the COANG Disaster Relief Mobile Kitchen Trailer (DRMKT)** using General Message form (ICS-213).
  - C. State Emergency Operation Center (SEOC) operations will validate the request of the **COANG Disaster Relief Mobile Kitchen Trailer (DRMKT)** with the Agency Having Jurisdiction (AHJ) through direct communications or through the DHSEM Field Manager.
  - D. DSHEM Operations Section will task the National Guard Branch for availability and specific mission capability.
  - E. The National Guard Branch will validate personnel and equipment to conduct the mission. The National Guard Branch will fill out the ICS-213 and coordinate the deployment of the requested mission.
  - F. SEOC Plans Section will send the completed ICS-213 as an official resource order and instructions for deployment to the Agency Having Jurisdiction.
  - G. DSHEM Operations / National Guard Branch is responsible for communication with agencies having jurisdiction to determine status of ongoing incident and their initial needs through the DSHEM Field Manager.
  - H. Local/Regional DSHEM representatives are the primary points of contact with agencies having jurisdiction. DSHEM Field Manager serves as the primary communication link to the State DHSEM and serves as the State's local line officer.

### II. After Hours Activation Process

- A. At the onset of an incident, local and tribal jurisdictions should call the Colorado State Patrol Dispatch to reach DHSEM Duty Officer or the State Emergency Line at 303-279-8855.
- B. The Colorado National Guard Joint Operations Center, 24-Hour Phone Number is 720-250-1290.
- C. Provide the following information:
  - 1. Location of the incident
  - 2. Type of Incident
  - 3. Local resources and support committed
  - 4. Any state resource support needs (if known)
- D. The Duty Officer or Emergency Line Attendant will contact the Regional Field Manager and relay pertinent information.
- E. The Field Manager will activate as needed for the incident and begin communicating with the local/tribal emergency manager on coordination needs for the requested resource and follow normal duty hour process.

TASK & PURPOSE	MISSION CAPABILITY
- To provide a rapidly deployable free-standing mobile kitchen to prepare and serve hot meals within hours of arrival on site in field conditions	- Rapidly deployable to any emergency, build for loading on to a C-130, or pulled behind a standard heavy duty pick-up - Designed for fast setup and shut down - Easily mobile, capable of serving at several sites per day - Serves any type of fresh food or A-rations

	- Capable of feeding up to 300 meals per hour
<b>SUPPORTING ESFs / AGENCIES</b> - (ESF) #6 Mass Care, Emergency Assistance	<b>MISSION CAPABILITY LIMITATIONS</b> - Not sufficient cooler/freezer food storage space for extended operations - Domestic asset only, not deployable overseas - Procurement of food and paper goods requires 8 hours after notification - Holds 50 gal of portable water, additional water source required for longer sustainment - Lack of dedicated prime mover
<b>INCLUDED PERSONNEL</b> - 6-12 X Personnel (number of personnel is dependent upon mission, hours of operations, number of people to be served, number of meals, etc.)	<b>INCLUDED EQUIPMENT</b> - DRMKT Unit - Temper tent for dry food storage - Cooler/freezer for perishable food storage (limited)
<b>ADDITIONAL PERSONNEL REQUIREMENTS</b>	<b>ADDITIONAL EQUIPMENT REQUIREMENTS</b> - Requires dumpster, sewage disposal, power source and potable water for longer durations of sustainment - May require a prime mover (F350 or equivalent) - Large cooler/freezer trailer co-located near grocery store for extended operations
<b>SUPPORT REQUIREMENTS</b> - May require billeting - Fuel must be provided for State Active Duty Status - Funds for food, cleaning supplies and paper goods must be provided - Coordination with Public Health Department for food sanitation and inspections - Coordinate with Civil Engineers for long term operations	<b>WORKSWITH OTHER CAPABILITIES</b> - Incident Commanders - Incident Management Teams - Task Forces
<b>N-HOUR SEQUENCE</b> - N + 8	<b>SPECIAL INSTRUCTIONS</b> - Specifically designed and assigned for DOMOPS use, no cost for use of equipment

#### COST

PERSONNEL	EQUIPMENT	TOTAL COST ESTIMATE
6 PAX x \$312=\$1,872.00	F-350per/day=\$56.00 DRMKT = no cost	- Per 12 hr. period: \$1,928.00 - Per 24 hr. period: \$3,800.00

## **Appendix O-1: Army Mobile Kitchen Trailer (MKT) Asset**

### **I. Purpose**

A proven, durable asset for the Army's field feeding operation for 30-plus years, the MKT is an expandable, self-contained, trailer-mounted field kitchen used for the preparation of UGR-A™ and UGR-H&S™ rations for approximately 250-300 Warfighters per meal. The MKT was first fielded in the 1970s, and there are now approximately 3500 in use throughout the Army. Throughout the past 30 years, the MKT has undergone various improvements such as implementation of a cold weather kit, electrical power and lighting, improved griddle, and upgraded fabric. An ongoing RESET program restores used MKTs to like-new condition and incorporates all of the latest improvements.

### **II. Characteristics**

- A. The MKT collapses down into an easily transportable trailer-mounted system and can be towed behind several types of military tactical vehicles. Certain models may be externally air transported by a CH47 helicopter. The MKT system consists of military standard field cooking equipment packaged in a configuration to allow efficient preparation of rations. The cooking equipment includes the M59 range, stock pot locations, griddle, field burners, tables, and insulated food/beverage containers. The expandable work platform is mounted on the trailer and contains preparation counters, cooking areas, and a serving line. The kitchen is covered by a manually raised structural roof and fabric sides for environmental protection.
- B. Capabilities & Benefits (Provides Army Style Large Heater Meals)
  - 1. Has high mobility and versatility.
  - 2. Can be utilized as either a forward operated or rear operated field kitchen.
- C. Is durable and diverse enough to be towed over both highways and cross country terrain.
  - 1. Two MKTs may be placed side by side as in the picture shown in order to double the feeding capacity.

### **At A Glance:**

#### Feeding Capacity:

250-300 Warfighters per meal (3 meals/approx. 900 meals/day)

#### Dimensions

##### Travel:

93"H × 92"W x 171"L

(236cm × 234cm × 434cm)

##### Operational:

132"H × 152"W × 201"L

(335cm × 386cm × 1,102cm)

##### Weight:

Approx 6,000 lbs (2,721 kg) dry (without fuel & water)

Approx 6,700 lbs (3,039 kg) wet (with fuel & water)

##### Power:

Electrically powered with a 2 kW generator

##### Transportation:

Can be towed behind LMTV, stowed on board C130 aircraft; some models are certified for external airlift by CH47 Helicopter.



**Colorado National Guard  
Mission Ready Package  
COARNG Mobile Kitchen Trailer (MKT)**

**ACTIVATION PROCEDURES**

**LOCAL / STATE ACTIVATION PROCEDURES**

**NORMAL HOUR ACTIVATION PROCEDURES**

Use of the Colorado National Guard resources requires a verbal order from the Governor of Colorado or a issued Executive Order authorizing the use of the Colorado National Guard.

1. OEM is the lead agency charged with activation and mobilization of resources outside local / regional mutual aid or auto aid capability at a State Level. Any resource may deploy within its area or responsibility when requested locally.
2. The agency having jurisdiction should request the activation of a **Mobile Kitchen Trailer (MKT)** using the Request for Assistance form.
3. SEOC Operations will validate the request of the **Mobile Kitchen Trailer (MKT)** with the agency having jurisdiction through direct communications or through the OEM Field Manager.
4. OEM Operations Section will task the National Guard Branch for availability and specific mission capability.
5. The National Guard Branch will validate personnel and equipment to conduct the mission. The National Guard Branch will complete the RFA / ICS-213-rr and coordinate the deployment of the requested mission.
6. SEOC Plans Section will send the completed Request for Assistance or ICS-213rr as an official resource order and instructions for deployment to the agency having jurisdiction.
7. OEM Operations / National Guard Branch is responsible for communication with Agencies Having Jurisdiction to determine status of ongoing incident and their initial needs through the OEM Field Manager.
8. Local/Regional OEM representatives are the primary points of contact with agencies having jurisdiction. OEM Field Manager serves as the primary communication link to the State OEM and serves as the State's local line officer.

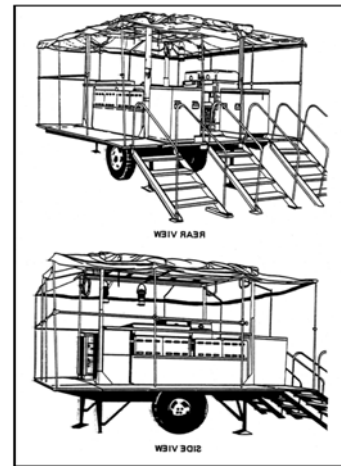
**AFTER HOURS ACTIVATION PROCESS**

1. At the onset of an incident, local and tribal jurisdictions should call the Office of Emergency Management (OEM), Duty Officer at 303-472-4046, or the State Emergency Line at 303-279-8855.
2. The National Guard Joint Operations Center, 24-Hour Phone Number is 720-250-1290.
3. Provide the following information:
  - a. Location of the incident
  - b. Type of Incident
  - c. Local resources and support committed
  - d. Any state resource support needs (if known)
4. The Duty Officer or Emergency Line Attendant will contact the Regional Field Manager and relay pertinent information.
5. The Field Manager will activate as needed for the incident and begin communicating with the local/tribal emergency manager on coordination needs for the requested resource and follow normal duty hour process.

## Appendix O-2: Army Mobile Kitchen Trailer (MKT) Activation Procedures

DERAL ACTIVATION PROCEDURES		
<b>ESF AGENCY</b>	<b>MISSION PACKAGE IDENTIFIER / NAME</b>	
<b>DMVA / SEOC National Guard Branch</b>	<b>Mobile Kitchen Trailer (MKT)</b>	
<b>TASK &amp; PURPOSE</b>	<b>MISSION CAPABILITY</b>	
To provide a rapidly deployable free-standing mobile kitchen to prepare and serve hot meals within hours of arrival on site in field conditions.	Rapidly deployable to any emergency, built for loading onto a C-130, or pulled behind a standard HMMWV Designed for fast setup and shutdown Easily mobile, capable of serving at several sites per day Serves any type of fresh food or A-rations Capable of feeding up to xxx meals per hour	
<b>SUPPORTING ESFs / AGENCIES</b>	<b>MISSION CAPABILITY LIMITATIONS</b>	
(ESF) #5 – Emergency Management (ESF) #8 – Public Health and Medical Service	Not sufficient cooler/freezer food storage space for extended operations Domestic asset only, not deployable overseas Procurement of food and paper goods requires 8 hours after notification Holds 50 gal of potable water, additional water source required for longer sustainment Lack of dedicated prime mover	
<b>INCLUDED PERSONNEL</b>	<b>INCLUDED EQUIPMENT</b>	
6-12 x personnel Number of personnel dependent upon mission, hours of operations, number of people to be served, number of meals, etc.	Trailer, Mobile Kitchen Temper tent for dry food storage Cooler/freezer for perishable food storage (limited)	
	Requires dumpster, sewage disposal, power source, and potable water for longer durations of sustainment. Requires a prime mover (HMMWV. FMTV) Large cooler/freezer trailer or co-located near grocery store for extended operations	
<b>SUPPORT REQUIREMENTS</b>	<b>WORKS WITH OTHER CAPABILITIES</b>	
May require billeting Fuel must be provided for State Active Duty Status Funds for food, cleaning supplies, and paper goods must be provided Coordination with Public Health Department for food sanitation and inspections. Coordinate with Civil Engineers for long term operations	Incident Commanders Incident Management Teams Task Forces	
<b>N-HOUR SEQUENCE</b>	<b>SPECIAL INSTRUCTIONS</b>	
N+8		
<b>COST</b>		
<b>PERSONNEL</b>	<b>EQUIPMENT</b>	<b>TOTAL COST ESTIMATE</b>
6 PAX x \$312.00 = \$1,872.00	HMMWV per day = \$xx.00	Per 12 hour period: \$1,923.00 Per 24 hour period: \$3,744.00





# Attachment P-1: Colorado National Guard Kitchen Assets

Building	Kitchen	Operational	Backup Generator Engine Mfg	Backup Generator Engine Size (kW)	Street Address	City	Zip
Alamosa Armory	Yes	Yes	GM/RAC	50	2311 COMMERCIAL CIRCLE	ALAMOSA	81101-3526
Aurora Armory	No	No	John Deere	80	55 S POTOMAC STREET	AURORA	80012-1320
Joint Army Air Building	No	No	Cummins	400	660 S ASPEN STREET BLDG 1005 BAFB	AURORA	80011-9551
Special Forces Detachment-Korea	No	No			19330 F SUNLIGHT WAY BLDG 1520	AURORA	80011-9551
Army Aviation Support Facility	No	No	Volvo Penta	565	660 S ASPEN STREET BLDG 1005 BAFB	AURORA	80011-9599
Bldg 1000	No	No			19070 F SUNLIGHT WAY BLDG 1000	AURORA	80011-9599
Joint Forces Headquarters	Yes	Yes	Cummins	750	6848 SOUTH REVERE PARKWAY	CENTENNIAL	80112-3904
Chestnut Armory	No	No			3200 N CHESTNUT STREET	COLORADO SPRINGS	80907-5014
Newport	No	No			1670 N NEWPORT ROAD	COLORADO SPRINGS	80916-2750
North Colorado Springs Armory	Yes	Yes	Cummins	80	9510 VOYAGER PARKWAY	COLORADO SPRINGS	80920-0000
Denver Armory	Yes	No			5275 FRANKLIN STREET	DENVER	80216-6224
Durango Armory	Yes	No			283 GIRARD STREET	DURANGO	81303-7938
Region Training Institute	Yes (DFAS)	Yes (DFAS)	Volvo	500	8721 HAMROCK ROAD BLDG 9121	FORT CARSON	80913-4019
Centennial Training Site	Yes (DFAS)	Yes (DFAS)	Cummins	400	8721 HAMROCK ROAD BLDG 9121	FORT CARSON	80913-4019
Ft Collins Armory	Yes	No			33241 LA PORTE AVENUE	FORT COLLINS	80521-0000
Ft Lupton Armory	Yes	Yes	Cummins	80	2930 9TH STREET	FORT LUPTON	80621-3500
Grand Junction Armory	Yes	Yes	Cummins	230	2810 D ROAD	GRAND JUNCTION	81501-5704
High Altitude Aviation Training Site	Yes	Yes	Cummins	910	515 NORTH AIRPORT ROAD	GYPSUM	81637-0453
La Junta Armory	Yes	No			103 DALTON AVENUE	LA JUNTA	81050-1351
Longmont Armory	Yes	No			1512 N MAIN STREET	LONGMONT	80501-2844
Montrose Armory	Yes	No			12147 ROAD 6390	MONTROSE	81401-7562
Pueblo Armory	Yes	No			1215 ACERO AVENUE	PUERTO	81004-2603
Sterling Armory	Yes	No			1400 SOUTH 3RD AVENUE	STERLING	80751-4650
Watkins	Yes	No			5049 FRONT RANGE PARKWAY	WATKINS	80137-7145
Windsor Armory	Yes	Yes	Cummins	80	31725 GREAT WESTERN DRIVE	WINDSOR	80550-0000



## P-2: Colorado National Guard Kitchen Map



**American Red Cross**  
Colorado & Wyoming Region

## Colorado National Guard Operational Kitchens

March 7, 2016

## **Appendix Q: Colorado Baptist Disaster Relief Activation Procedures**

When the Multi-Agency Feeding Task Force determines that additional feeding assets from Colorado Baptist Disaster Relief (CBDR) are required, Red Cross will request activation. Any Red Cross activation of CBDR field kitchens implies providing support in accordance with the Southern Baptist Feeding Standards and Procedure. This includes, making appropriate purchases and securing other appropriate support resources for the designated response. Standard Red Cross procedures for budgeting, reporting, procurement, and processing invoices must be followed.

To activate a CBDR field kitchen:

- A. Red Cross chapter/region identifies the need for feeding and presents an initial feeding plan based on the Initial Mass Care Feeding Plan template to the Red Cross Division Disaster Director. The plan details the projected need, including projected number of meals per day, number of days, price per meal, and impacted areas.
- B. Red Cross chapter/region with their Division Disaster Director engage the CBDR State Director about activation and provide input into the initial feeding plan and discuss site options.
- C. Based on discussion and agreement on the initial feeding plan, the CBDR and Red Cross chapter/region works to identify sites for field kitchens:
  1. The site should have sufficient parking for the number of expected Emergency Response Vehicles (ERVs) and related feeding storage containers.
  2. The site must have adequate water, sanitation, drainage systems, and have a surface strong enough to provide adequate support for the weight of the kitchen and support vehicles.
  3. As soon as possible, Red Cross will complete a written inspection of the site and any associated facilities.
  4. If the site is found to be satisfactory, Red Cross Logistics will work with the facility owner to sign a formal agreement authorizing use of the site for the field kitchen during the relief operation.
  5. If Red Cross Logistics cannot provide an authorized staff person to initiate the inspection and agreement within 48 hours of location selection, the CBDR Coordinator or Field Kitchen Manager is authorized to conduct the site inspection and enter into an agreement for use of the facility, with verbal consultation and consent of the Red Cross chapter/region or disaster relief operation.
  6. A vehicle location plan will be created by the Red Cross, in consultation with CBDR, for the site to minimize parking lot wear and tear and impact on the facility's normal daily activities.
  7. Once feeding sites have been selected, Logistics inspects the space and finalizes required agreements.
- D. Once activation has been determined (including initial feeding plan and site selection), the Division Disaster Director emails Red Cross national headquarters' Disaster Operation Coordination Center (DOCC) to inform of CBDR activation and meal support requirements.

## Appendix R: Feeding Assessment Checklist

- ☐ Identify the impact of the incident on individuals, dwellings and/or infrastructure within the affected community.
- ☐ Determine duration of feeding support needed based upon the impact of the incident on individuals, dwellings and/or infrastructure within the affected community.
- ☐ Review state and jurisdiction gap analyses and identify feeding shortfalls.
- ☐ Quantify the percentage of the power grid offline and estimate the duration of the outage.
- ☐ Establish a matrix for feeding projections based upon nutritional standards and the timeframe needed to place food orders.
- ☐ Identify the potential/estimated population affected/evacuated/unable to return.
- ☐ Define the demographics of impacted areas (use census information, local data).
- ☐ Identify access & functional needs populations\* that have been affected.
- ☐ Determine the status of communication capabilities.
- ☐ Determine the status of potable and non-potable water and distribution systems.
- ☐ Determine the status of sewage treatment plants.
- ☐ Determine the status of commercial fuel services, e.g., gas stations.
- ☐ Determine the impact to commerce, e.g., fast food establishments, grocery stores, convenience stores and others.
- ☐ Determine how the disaster has affected the food distribution network.
- ☐ Determine non-medical special dietary needs, e.g. kosher.
- ☐ Initiate any reporting requirements to determine timeframes, chain of command, etc., for providing written reports on assessments, capabilities and services.

## Appendix S: Glossary of Terms Generally Associated with Feeding

**Ad hoc locations:** Those feeding locations that spontaneously develop as a community response to disasters.

**EMAC** – Emergency Management Assistance Compact

**Fixed Feeding:** Fixed feeding describes food service delivered from a stationary location. A fixed feeding site may also be a permanent facility, such as a church, school, which has been designated for disaster work. Mobile feeding units may also be used as fixed feeding sites; for example a the Salvation Army canteen may be parked in a stationary location and other services, such as a first aid station, portable toilets, or a distribution point for bulk goods, such as water and ice, may be established around the feeding unit. Fixed Feeding sites may be used when:

1. A central location is desirable.
2. Greater service capacity is needed than a single unit can provide.
3. Those impacted by a disaster are congregated in an area, or need to be congregated.
4. Measures are required to control movement of people and/or vehicles.

**Food Banks:** Food Banks are nonprofit regional distribution warehouses that collaborate with networks of existing community *Agencies* (Community- and Faith-based organizations like pantries and soup kitchens) which conduct day-to-day food assistance activities in their respective communities.

**Food Box:** A pre-assembled Feeding America disaster Food Box typically contains 25 pounds of mixed food items, the equivalent of 20 meals or 1 week of meals for 1 person. In non-disaster Mobile Pantry direct distributions of individual case lot items, each individual generally receives the equivalent of a “Food Box” as defined above – at least 25 pounds of mixed food items (usually more.) ***For the purposes of this document, the term “Food Box” will be used interchangeably for both pre-packaged food boxes and for direct distribution of individual case lot items.*** The same quantities of food will be necessary to provide household disaster feeding whether as a pre-packaged food box or via direct distribution. Food Boxes are intended to provide short term assistance and/or to supplement the needs of the survivors, not to meet their complete nutritional needs.

**Hub & Spoke:** For the preparation of large quantities of food, a hub and spoke system may be implemented. The hub is typically a Field Kitchen, such as those provided by Colorado baptist Disaster Relief that is capable of cooking thousands of meals at a time. Infrastructure to support the kitchen, such as dry and refrigerated storage trailers and a potable supply of water, is necessary. The spokes of the system are a fleet of Mobile Delivery Vehicles, such as Red Cross ERVs, that will pick-up the prepared food and delivery to those impacted by the disaster and rescue workers. In order for a hub and spoke system to operate at maximum efficiency, sufficient mobile delivery vehicles must be available and a supply of insulated food containers readily available to transport the food.

**Hydration Service:** Hydration Service is a specialized form of food service that is established to help keep people healthy who are within a disaster area. Hydration Service follows strict guidelines about what can be served and focuses primarily on providing beverages which replenish electrolytes (minerals such as potassium), enhance energy and re-hydrate the body. Hydration services may also provide limited food items, such as energy bars and candy, which are pre-packaged and provide a quick energy boost.

Hydration Service may be provided when:

1. Heat stress is a danger.
2. Consumption of prepared meals is not safe, such as when airborne contaminants are present.
3. A local health department has restricted food service.
4. Site security prohibits food service.

**Meal Equivalent:** A meal equivalent is defined as a USDA standard of 1.25 pounds of food per meal. The number of pounds times .8 equals a meal equivalent. [Pounds x .8 = ME]

**Mobile Feeding:** Mobile Feeding is provided through the use of specialized delivery vehicles, such as Red Cross Emergency Response Vehicles (ERVs) or the Salvation Army canteens, although vans, trucks, and other vehicles may also be used. In mobile feeding, vehicles are assigned routes through disaster impacted areas and, as they drive through these areas, food is distributed. There are several advantages to mobile feeding, including:

1. Provides a quick response.
2. Enables high saturation of affected areas.
3. Enables disaster workers to respond to otherwise isolated or sparsely populated areas.
4. Allows mass care responders to service multiple locations with limited resources.

**Mobile Pantries:** Mobile Pantries are trucks of various types and sizes, dry and refrigerated, which deliver either pre-packed food boxes and/or individual food items to people needing food assistance in both non-disaster and disaster situations. Food Bank Mobile pantries typically distribute a combination of canned/boxed items and fresh/frozen items, not prepared foods or hot meals. (See Appendix 7 for photo examples.) Note: Some Food Banks also have the capacity for prepared meal distribution.

**NIMS:** The National Incident Management System is a systematic, proactive approach to guide departments and agencies at all levels of government, VOAD organizations, and the private sector to work together seamlessly and manage incidents involving all threats and hazards—regardless of cause, size, location, or complexity—in order to reduce loss of life, property and harm to the environment. The NIMS is the essential foundation to the [National Preparedness System \(NPS\)](#) and provides the template for the management of incidents and operations in support of all five National Planning Frameworks.

**Point of Distribution (POD):** A POD is a location designed to provide essential resources to assist individuals and families impacted by disaster. PODs can be supported or operated by National VOAD member organizations, other NGOs, FBOS and/or the State. A POD may be utilized to distribute shelf stable meals non-perishable foods, ice, blankets, baby supplies, water and other emergency needs. POD supplies and resources may be distributed in one of two models or a combination of both. In a fixed model, distribution takes place from one location. In a mobile model, supplies are transported into severely impacted neighborhoods.

The lifespan and daily operation of a POD is dependent upon numerous factors including but not limited to the availability of the resources, reestablishment of infrastructure (e.g. utilities, commerce, return of general population), safety in securing site and protection of volunteers, and imposed curfews. While National VOAD organizations operate PODs with their own mission statement as a guiding priority, they strive to coordinate, cooperate, communicate and collaborate with Local and/or State Pods.

**Service Pack** – An individual plastic fin sealed disposable pouch containing a napkin, disposable fork, knife and spoon for use when serving meals. Picnic Packs/Service Packs can be specifically ordered to match menu as appropriate. Options include a wet wipe, soup spoons, and no knife or fork. See Picnic Pack.

## **Support Function #7: Resource Support**

**ESF Lead Agency: Division of Homeland Security and Emergency Management (DHSEM)**

**RSF Lead Agency: Division of Homeland Security and Emergency Management**

**Supporting Agencies:** Department of Agriculture; Department of Education; Department of Labor and Employment; Department of Military and Veteran Affairs; Department of Natural Resources; Department of Personnel and Administration; Department of Public Health and Environment; Department of Transportation; American Red Cross; The Salvation Army; COVOAD; Private Sector; Professional Associations

### **I. PURPOSE**

The purpose of this Emergency Support Function is to support logistical and resource support to State and local entities involved in emergency response and recovery efforts for an emergency or disaster that impacts the State of Colorado.

### **II. SCOPE**

- A. ESF #7 is responsible for providing direct and active support to emergency response and recovery efforts during the initial response phase following a disaster. This support includes locating, procuring, and issuing resources, such as supplies, office space, office equipment, fuel, contracting services, personnel, heavy equipment, generators and transportation of such in coordination with the Division of Homeland Security and Emergency Management (DHSEM) Logistics and Finance Section. It also provides for logistical support for requirements not specifically identified in the other emergency support functions and resources unique to the emergency itself.
- B. Resource support also involves the effort and activity necessary to evaluate, locate, procure, and provide essential material resources throughout the event. Resource support activities must be ongoing and coordinated in both the State Emergency Operations Center (SEOC) and in field incident command posts.

### **III. SITUATION**

During emergency and disaster conditions, communities and possibly entire counties have been isolated due to problems with the transportation and communications infrastructure. County Emergency Operation Centers are inundated with emergency telephone calls and resource capabilities are overwhelmed. State government has the capacity to meet foreseeable logistical requirements. However, there will be shortages of a wide variety of supplies, personnel and resources to support local government and to provide basic human needs for emergency population survival.

### **IV. PLANNING ASSUMPTIONS**

- A. All ESF #7 support agencies will be notified and tasked to provide 24-hour representation as necessary. Successful sustained emergency and disaster operations are contingent upon an efficient and effective resource support function. Each support agency is responsible for ensuring sufficient program staff is available to report to and support the SEOC and to carry out the activities tasked to their organization on a continuous basis. Individuals representing agencies supporting the staffing of the ESF #7 will have extensive knowledge regarding resources and

capabilities of their respective agencies and have access to the appropriate authority for committing such resources during activation.

- B. Transport of resources may require staging areas and support from ESF #1 (Transportation). Staging areas will be pre-determined to the degree possible. County, State and federally agreed upon decisions should be made in the identification of location and legal arrangement for staging areas.

## **V. CONCEPT OF OPERATIONS**

DHSEM is responsible for planning, coordinating, and managing the resource support needed in ESF #7. Statewide capabilities and resources committed to ESF #7 will be allocated and coordinated by the Department of Public Safety. The primary source of equipment, supplies, and personnel shall be made from existing support agencies' resources and local sources outside the impacted area. Support which cannot be provided from these sources will be obtained through commercial sources. Resources outside disaster areas will be directed to fulfill unmet needs of State or local governments. Logistical support necessary to save lives will receive first priority. Massive acquisitions of resources will be accomplished in accordance with an Executive Order, which would exempt normal procedures for purchasing.

## **VI. ORGANIZATION AND RESPONSIBILITIES**

During an emergency or disaster, the primary and support agencies of ESF #7 will assign personnel to the SEOC. In addition, ESF #7 will:

### **A. ORGANIZATION**

1. Operate during the emergency, either in the SEOC, or at a location designated by the Logistics Section.
2. Alert designated primary personnel of possible resource needs and to report to the SEOC.
3. Maintain liaison with other ESF and appropriate parties. This will be accomplished through the Logistics Section.
4. At the tasking of the Logistics Section, take action if another ESF requires assistance in obtaining needed items. ESF #7 finds a source for needed items and provides to the requesting emergency support function the name of the contact person, the price, and schedule for when the material can be made available at the established location.
5. The Federal Emergency Management Agency (FEMA) at Region VIII or at the National Response Coordination Center will be the initial point of contact for Federal assistance.
6. The Federal Coordinating Officer (FCO) will be the single conduit for accessing Federal resources during disaster events until the Federal ESF #7 has been activated.
7. The Logistics Section will accommodate at least two members of the Federal Advance Team (Federal ESF #7, General Services Administration procurement officials) at the SEOC until the Joint Field Office is established.

### **B. NOTIFICATION**

1. The SEOC will implement the activation plan to notify appropriate state agency personnel and other support personnel. Personnel may either be placed on standby or deployed for immediate response. All support agency contact persons for ESF #7 will be instructed to alert their contacts throughout the State to ensure all available resources are on standby.
2. Response - specific inventories of resources, including but not limited to pre-arranged staging areas, government buildings, public facilities and agency contacts will be reviewed.

### C. RESPONSIBILITIES:

#### Division of Homeland Security and Emergency Management

1. Responsible for allocating and coordinating resources and support activities through ESF #7. Designated support agencies will furnish resources as required.
2. Such support will be terminated at the earliest practical time.
3. Provide support staff for the procurement of commodities and services, the leasing of buildings, and other facilities and facilities management.
4. Coordinate and allocate food, equipment, and supplies made available through the Federal Surplus Property Program. Supplies and equipment will be provided from current State stocks or, if necessary, from commercial sources.
5. Serve as the primary agency for ESF #7 and be present at the SEOC and / or on call on a 24-hour basis.



## **Support Function #8: Public Health, Medical Services and Behavioral Health**

**ESF Lead Agency: Department of Public Health and the Environment (CDPHE)**

**RSF Lead Agency: Department of Public Health and the Environment**

**Supporting Agencies:** Department of Agriculture; Department of Healthcare Policy and Financing; Department of Human Services; Department of Military and Veterans Affairs; Department of Public Safety; American Red Cross, COVOAD, The Salvation Army, Coroner's Association. Colorado Department of Human Services; Colorado Department of Local Affairs; Colorado Department of Personnel and Administration; Colorado Department of Public Safety; ESF #6/RSF #6a,b,c,d; SF #9; SF #15; CoCERN – Colorado Crisis Education and Response Network (Colorado Organization for Victim Assistance; Colorado State Employee Assistance Program; Colorado Community Mental Health Centers (CMHC) and Managed Service Organizations, the state-designated organizations responsible for services delivery of state funded substance use disorder services; Colorado Society of School Psychologists).

### **I. PURPOSE**

- A. Emergency Support Function #8 – Public Health and Medical Services is responsible for supporting the public health and medical needs of local partners and victims of an incident, whether natural or human - caused, including response to an emergency epidemic.
- B. Under Recovery Support Function (RSF) Debris Management, the lead and support agencies provide technical assistance, recommendations, resources, and guidance to entities with regard to debris operations from clearance through 'final resting place' and dealing with public health and environment issues caused by different types of debris. Public Health encompasses the areas of risk communication, hazardous materials technical assistance, and regulatory compliance.
- C. The purpose of this Annex is to ensure an efficient, effective and coordinated behavioral health/psychosocial response to communities need in time of disaster. This plan enables the State to maximize the use of personnel, facilities, and other resources in providing psychosocial assistance to disaster survivors, emergency response personnel, and the community at large during both response and recovery operations. Behavioral health disaster response is defined as all psychosocial activities which serve to support the individual, group and/or community in dealing with the cognitive, emotional, and spiritual impacts of a disaster. This includes mental health, substance abuse assessment-referral, victim assistance, spiritual or pastoral care interventions, school - based crisis services, and debriefings.

### **II. SCOPE**

- A. SF #8 provides supplemental assistance and technical support to local public health, health facilities, Emergency Medical Services (EMS) and Tribal Nations. Under SF #8 the areas of support are: behavioral health crisis counseling ; disease surveillance and outbreak control measures; indoor and outdoor air quality monitoring; drinking water and waste water assessments and recommendations; food (except livestock) and dairy integrity evaluations and food safety guidelines; hazardous materials (including radiation materials) assessments and recommendations; waste management guidelines; hospital resources and medical supply (pharmaceuticals and biomedical equipment) monitoring; support of air and ground ambulance transportation needs and, activation and deployment of the Strategic National Stockpile (SNS). Debris Management supports efforts to successfully manage debris operations extending from the initial emergency

work clearance stage to the recovery ‘final resting place’; a process also commonly characterized as ‘cradle to grave’, taking into account factors such as permitting, site rehabilitation, and managing public health risks related to debris. Public Health focuses on areas such as communicating risk, providing technical assistance for those entities and individuals coming into contact with and managing hazardous materials, and guidance for how to effectively meet federal and state regulatory compliance.

- B. Coordination and support is categorized in the following functional areas:
1. Obtaining medical supplies and equipment for clinics, hospitals and long - term care facilities as necessary
  2. Emergency medical transportation, including medical evacuation
  3. Emergency mental / behavioral health crisis counseling for individuals and the community
  4. Identification and mitigation of environmental health issues (water contamination, vector control)
  5. Fatality Management
  6. Worker health and safety
  7. Public health and medical information
  8. Re - establishment of all health and medical systems
  9. Debris management
  10. Risk communication
  11. Technical assistance
  12. Regulatory and compliance support

### **III. SITUATION**

- A. The Department of Public Health and Environment is the lead Department for coordinating all preparedness, response, recovery and mitigation activities. The Department is committed to protecting and preserving the health and environment of the citizens of Colorado.
- B. The Executive Director (or designee) of CDPHE has the responsibility of activating the department to coordinate all emergency and recovery actions consistent with the CDPHE’s internal policies, procedures and emergency response plan.
- C. Throughout the response and recovery phases of an incident, CDPHE will assign personnel (physical or virtual) to the SEOC.
- D. During the response phase, the SF #8 Coordinator assigned to the SEOC will evaluate and analyze information regarding public and environmental health, medical, behavioral health and EMS to determine if assistance or guidance is needed.
- E. The SF #8 Coordinator assigned to the SEOC will continuously monitor and update the status and needs of public health, environmental health, behavioral health, medical and EMS in the impacted area and will call in RSF coordinator(s). In many cases the emergency and recovery support functions will be managed by the same group of the SEOC cadre.
- F. Colorado has experienced major disasters such as floods, wildfires, tornados, winter storms, active shooters in schools, technological emergencies such as dam failures, and hazardous materials releases. Colorado continues to be vulnerable to a multitude of hazards. In depth information on the hazards that Colorado is vulnerable to and the probability of secondary events can be found in the Hazard Mitigation Plan that is part of the SEOP.

- G. Though OEPR is responsible for behavioral health disaster response, there are few State employees available to provide direct services. Psychosocial and behavioral health disaster response has a strong reliance on volunteers. The Office relies upon CMHC / Managed Service Organizations (MSO) and voluntary organizations to provide coordinated initial response to their communities, and to conduct long - term recovery efforts. The services provided by these volunteers are under - funded which makes recruiting and retaining behavioral health responders difficult.
- H. The Colorado Crisis Education and Response Network (CoCERN) is a state level multi – agency disaster behavioral health response partnership. This partnership is made up of the OEPR, the American Red Cross, The Salvation Army, the Colorado Society for School Psychologists, the Colorado Crisis Response Network, the Colorado State Employee Assistance Program, the Colorado Organization for Victim Assistance and all of the local partners associated with these organizations. CoCERN has identified protocol for unified command, resource management, communications and credentialing for behavioral health response.
- I. The people of Colorado enjoy diverse cultural differences including but not limited to ethnicity, religion, and rural vs. urban lifestyles. Issues that must be addressed in the service delivery process are language, immigration status, family values (how family is defined), and views related to loss, grief, property, religion and spiritual care, mental health, healers and helpers. In addition Colorado is a major national and international tourist destination. During any critical event there will be a very diverse population impacted by the event, many of these individuals will be completely unfamiliar with the resources that they can turn to in times of need.

#### **IV. PLANNING ASSUMPTIONS**

Actions carried out SF #8 are grouped into the four phases of emergency management: preparedness, prevention, response, and recovery. Each phase requires specialized expertise necessitating extensive communication, collaboration, coordination and cooperation between CDPHE divisions, state and local agencies, non - profit organizations and businesses. Collaboration and coordination with federal agencies will be employed when necessary. The size and scope of the disaster or emergency will determine the level of support required from federal, state and local partners. This Function encompasses a full range of activities from education to guidance to the provision of field services. SF #8 provides the structure for coordinating public health and medical response activities, and in some instances, may assume direct operational control. The following outlines the framework used by ESF / RSF #8 to provide technical support, guidance and coordination of response and recovery efforts during disasters and emergencies that threaten the environment or public health:

- A. Human Health
  - 1. Biological Agent and Laboratory Diagnostics
  - 2. Disease Surveillance and Outbreak Management
  - 3. Disease Prevention and Mass Prophylaxis
  - 4. Emergency Medical Services and Medical Transport
  - 5. Healthcare Facilities and Alternative (Surge) Care Sites
  - 6. Mass Fatality and Death Certificates
  - 7. Pharmaceuticals and Strategic National Stockpile Reception and Distribution
- B. Environment
  - 1. Air Quality Analysis and Reporting
  - 2. Chemical Hazard Spills and Response

3. Environmental Assessment and Laboratory Diagnostics
  4. Food and Drug Quality and Protection
  5. Hazardous and Solid Waste Identification and Disposal
  6. Radiological Hazards – Stationary and Mobile sources
  7. Vector and Vector borne Disease Control
  8. Water Supplies and Treatment Facilities and Waterways
- C. The Response Branch Manager / SF #8 Lead within the Office of Emergency Preparedness and Response at CDPHE is responsible for coordinating public health and medical preparedness, mitigation, response and recovery efforts on an on - going basis. This includes:
- D. Preparedness Actions
1. Actions and activities that develop health and medical response capabilities may include planning, training, and exercises for SF #8 (i.e., State, Region, and County). Such activities will include:
    - a. Updating public information guidance for public health hazards
    - b. Collaborating with local partners on pandemic response and mass prophylaxis planning
    - c. Collaborating with all stakeholders on the development and implementation of mass casualty plans, including exercises for those plans.
    - d. Providing support and guidance for mass fatality incidents
    - e. Development and maintenance of the Colorado Volunteer Mobilizer (CVM) System that registers, performs background checks, and provides training for medical and public health volunteers
    - f. Providing training for dispatch centers, local public health, emergency managers and hospital emergency departments, and other healthcare facilities, on EMS system and other web - based communication tools
    - g. Develop and refine procedures to be used by the SF #8 Coordinator assigned to the SEOC
    - h. Develop a rapid response mechanism for crisis counseling
  2. Actions and activities that develop environmental health response capabilities may include planning, training, and orientation for SF #8 (i.e., State, Region, and County). Such activities include:
    - a. Developing and maintaining reporting procedures to be used by local responders, to report hazardous materials incidents that release chemical plumes, or impact waterways, or domestic food supplies
    - b. Providing guidance and technical support for exercises involving radioactive material
    - c. Interacting with local response training or events involving laboratory diagnostic support of environmental sampling, particularly related to terrorism threats involving biological agents
    - d. Developing and refining guidance for outdoor air quality during fires or other incidents that may release particulates into the air.
- E. Prevention Actions
1. Increased use of Geographical Information System (GIS) information to identify areas with vulnerable sites or populations (acute care hospitals, assisted living facilities, food processing plants, waterways and water supply facilities)
  2. Databases of regulated facilities, including hospitals, nursing homes and other healthcare facilities, food warehouses, water treatment facilities and facilities with hazardous materials
  3. Redundant Communication System with all stakeholders including hospitals and local public health agencies for health alerts and information exchange during events.
- F. Response Actions

Coordinate SF #8 response actions. CDPHE will consult with the appropriate organizations to determine the need for support in the following areas:

1. Assessment of public health and medical needs associated with disease outbreaks, environmental contaminants and healthcare system infrastructure
2. Health surveillance of exposures, disease cases or injuries
3. Medical personnel capacity and capabilities
4. Health / Medical equipment and supplies requests, and reception and distribution of the Strategic National Stockpile (SNS)
5. Technical assistance for patient evacuation including coordination and planning as necessary
6. Patient care support planning for inpatient hospital care and outpatient services to victims who are seriously ill or injured.
7. Safety and security of pharmaceuticals for human consumption, biologics, medical devices and veterinary drugs, etc. that are regulated by CDPHE
8. Blood and blood products availability monitoring
9. Safety and security of food products intended for human consumption, including integrity of packaging and temperature
10. Coordinate and collaborate with agriculture safety and security activity as related to animals, animal feed and therapeutics intended for human consumption
11. Guidance for responder safety related to exposures to infectious diseases, chemical or radiologic agents
12. Assess exposures of the general population and high risk populations
13. Provide public health, disease, and injury prevention information for the general public located in or near areas affected.
14. Assist in the assessment of the threat for vector - borne diseases
15. Coordinate with SF #3 – Public Works and Engineering, and SF #10 – Oil and Hazardous Materials Response, in assessing potable water, waste water, solid waste disposal and other environmental health situations
16. Provide technical support for mass fatality and the death certificate process
17. Provide accurate and up-to-date health alert and information exchange through various communication systems

#### G. Recovery Actions

Maintain Support of local public and environmental health agencies, hospitals and other healthcare facilities, EMS and Disaster Recovery Center(s) during recovery for the following:

1. Disease Surveillance – Monitor for vector borne and zoonotic diseases, water borne, airborne and human - to - human disease transmission; provide technical support for intervention and control measures (which may include public information)
2. Identify populations requiring event - driven health, behavioral health or medical services needs, including providing recommendations on addressing the needs of more vulnerable populations
3. Food Safety – Technical support and regulatory monitoring of food intended for human consumption. This includes: food preparation facilities, food storage and warehousing facilities and dairy farms
4. Health Facility and EMS Care – Monitoring the status of bed capacity, facility capabilities and supplies; provide technical support for re - establishing standard operations
5. Water Quality - Technical support and laboratory diagnostics for re - establishing safe drinking water and proper waste water disposal
6. Waste Disposal – Technical support and regulatory monitoring for the assessment and proper disposal of solid and hazardous waste and remediation of contaminated soils

7. Debris Management – Technical support for public health, permitting, site rehabilitation, transportation, staging, and final resting place of debris, including disposal of perishable items, ash from fires, debris in waterways ...
  8. Regulatory Compliance – Technical support on regulatory compliance and policy dealing with applicable issues
  9. Risk Communication – Technical support in conveying information to individuals and the affected community that leads to behaviors or actions that allow for rapid, efficient, healthy, and safe recovery
  10. Air Quality – Technical support and regulatory monitoring and compliance for contaminants impacting air quality. ie. smoke, asbestos
- H. Early activation of the disaster behavioral health system following a disaster has several highly beneficial outcomes:
1. Providing early intervention to affected populations (both survivors and responders) helps to bolster adaptive functioning in the face of crisis, chaos and threat.
  2. Psychological first aid with survivors can mitigate acute stress reactions and promotes adaptive functioning.
  3. Early connection with a disaster community provides opportunities to promote rapid recovery that later intervention cannot achieve. The community recognizes people, groups and agencies that were early responders as part of the community and therefore are more easily trusted. A slower response tends to be mistrusted and viewed in negative light.
  4. The behavioral health system must respond in a coordinated and practiced manner to be effective and to be viewed as supportive of the community. The time immediately after a disaster is often chaotic and the intervention by the behavioral health system must be well ordered. Early interventions are also necessary when community members are dependent on medication assisted treatments and other substance use disorder support systems. Many elements in this document are directed at coordinating the efforts of multiple systems during a difficult time period.
    - (a) Emergencies, disasters and terrorist events increase stress and fear, and decrease capacity to adapt and function. The level of exposure, level of interpersonal intent, level of suddenness, shock and horror and the history of personal and community trauma all directly impact the long - term individual and community impact. Everyone who sees or experiences a disaster is affected by it, just at varying levels of impact.
    - (b) Emergencies, disasters and terrorist events challenge individual assumptions, world views and belief systems which can all directly impact level of functioning in the immediate, short term and long term time frames following the event.
    - (c) Emotional distress is usually apparent at the time of the critical incident. Psychosocial interventions may be required immediately to promote individual and collective functioning. (The terms Psychosocial and Behavioral Health are utilized interchangeably throughout this document as like terms).
    - (d) Following a critical or threatening event, psychological reactions can be observed through cognitive, emotional, physical, behavioral and spiritual manifestations for several weeks, months, and even years following the incident. For some that have a history or current struggle with substance use, a disaster can trigger a relapse, may increase their current use patterns, or initiate substance use where there was no use at all prior to the disaster. Disaster impacts can affect first responders and potentially result in a decreased ability to carry out daily life and work related functions.
    - (e) Increased adaptive functioning can usually be achieved by utilizing existing support structures. Individuals, families, and communities return to pre - disaster modes of functioning within a few months to a year.

- (f) Psychological First Aid, Spiritual Care, outreach and crisis counseling interventions can help survivors meet new challenges and offer support in their recovery process to return to pre - disaster performance and functioning levels. Current culturally competent standards of care will be observed and practiced.
- (g) Inability to adequately process and problem - solve the psychological impacts of the incident can cause significant individual, relational and community problems. Consequently, individuals, families, and communities will experience conflict and performance deterioration. Professional services, including behavioral health interventions and treatment may be necessary.
- (h) The goal of planning for disaster response is to improve the public and private psychosocial care systems' ability to respond to victims / survivors of major disasters who need services. This is accomplished by building collaborative relationships and through training.

## **V. CONCEPT OF OPERATIONS**

### **A. ORGANIZATION**

1. Local governmental agencies are responsible for the coordination and management of disaster or emergency events affecting their jurisdictions. If the resources available to a jurisdiction are not adequate to respond to or recover from the disaster or emergency, local governmental agencies may request assistance from the State. When a request for assistance is made, CDPHE may be activated to mobilize resources, provide technical guidance and information to local governmental entities, other State Departments and the public. CDPHE may be activated along with many State Agencies when the CHIRRP, managed by the Division of Homeland Security and Emergency Management (DHSEM), is activated.
2. Once activated, CDPHE may coordinate SF #8 activities, through the Department Operations Center (DOC) or virtually. During the initial activation, CDPHE will communicate with the affected jurisdiction requesting State support to discuss the situation and determine the appropriate response actions.

### **B. State**

1. SF #8 follows the structure of the National Response Framework (NRF) and the National Incident Management System (NIMS). This framework allows for seamless integration of CDPHE's response activities in support of a local disaster or emergency into the structure established by the DHSEM at the SEOC.
2. Procedural protocols and manuals governing staff operations are in place to enhance effectiveness. Public health and medical subject matter experts are consulted as needed; this includes the Governor's Expert Emergency Epidemic Response Committee (GEEERC) as defined in 24 - 33.5 - 704(8), CRS for major health threats constituting a potential or actual emergency epidemic.
3. In large - scale events requiring federal or mutual aid assistance, SF #8 will collaborate and coordinate with federal and local partners to locate and distribute the necessary assets.
4. Throughout the response and recovery phases, SF #8 will continuously monitor and evaluate all medical, environmental, behavioral and public health assistance requests; develop and revise situation reports relevant to the needs of environmental, behavioral and public health needs of the impacted area; and, work with local partners and subject matter experts (SMEs) to determine what the future needs will be for the impacted areas.

C. Regional

1. Regional staff may act as the initial point of contact for the lead agency and provide informational assistance until appropriate representatives arrive.
2. SF #8 functions may be fulfilled by either a local public or environmental health agency or the Department of Public Health and Environment based on the jurisdiction and the anticipated tasks.

D. Local

1. Each county has an SF #8 lead. The State will coordinate with the local SF #8 lead and may designate a CDPHE Liaison to coordinate with the local entities requesting guidance or support.
2. Communication will be maintained via telephone, e - mail, WebEOC, EMSsystem, 800MHz radio, or other mechanism set up at the local level for the duration of the incident.

E. The CHIRRP identifies the Colorado Department of Public Health and Environment as the lead agency to coordinate disaster behavioral health services for both response and recovery.

1. The purpose of disaster behavioral health response is to help survivors and responders increase adaptive functioning in the face of crisis, extreme stress, loss and threat.
2. The primary responsibility is to provide support, triage, assessment, crisis counseling, spiritual care and referral to individuals and groups impacted by natural and human - caused disasters.
3. In addition, for those individuals who prior to the event suffer a serious and persistent mental illness, a serious emotional disorder, or a substance use disorder issue, the purpose of early professional intervention is to provide education, information, and treatment options regarding potential exacerbation of the illness following a disaster.
4. In addition, disaster behavioral health response upholds a responsibility to support mental/behavioral health and substance use disorder service - providers, maintain normal operational capacities to serve the community. Support may be offered in the form of technical assistance, guidance, and consultation.

F. OEPR maintains a disaster behavioral health response plan that designates a staff member to serve as the Behavioral Health Disaster Coordinator. OBH has a designated staff member to serve as the Substance Use Disorders Disaster Response Coordinator. The plan outlines the essential responsibilities for the behavioral health system response.

1. The response system is based on collaborative interaction with Federal, State, local government, law enforcement, emergency management entities, Community Mental Health Centers (CMHCs), and Managed Services Organizations (MSOs).
2. OEPR coordinates planning and implementation activities with State agencies and hospitals, Colorado American Red Cross chapters, the Colorado Office for Victims Assistance, Critical Incident Stress Management Teams, faith - based communities, and CSEAP.
3. The OEPR Behavioral Health Disaster Coordinator's primary role is to activate and coordinate the State, local, public, and private components of the behavioral health disaster response system. In addition to psychological first aid, response activities include the release of public information and disaster relief resource contacts.

G. Behavioral health all - hazards emergency response activities will meet current culturally competent standards of care, and may include:

1. Establish a Liaison through SF #8 SEOC
2. Command and control of the disaster behavioral health response
3. Coordination and management of disaster behavioral health resources, including post disaster substance - use disorder treatment services



4. Initiate assessment utilizing Population Exposure Model of behavioral health disaster response needs for all affected areas within the state.
  5. Act as a “point of contact” whenever possible for providing and directing local behavioral health disaster response and recovery services (unless State or Federal resources are otherwise designated by the SEOC).
  6. In cooperation with the SEOC arrange for immediate behavioral health service response through local CMHC / MSO and their community partners in all affected areas including but not limited to behavioral health triage, psychological first aid, informational briefings, public education, spiritual care and post disaster substance use disorder interventions.
  7. In cooperation with the SEOC, local EOC and CMHC / MSO, assist with the identification, location, procurement, mobilization and deployment of additional behavioral health resources, including technical advisors, to all areas of need through the CVM as needed.
  8. Risk communication and assessing the situation regularly to identify key behavioral health information gaps for dissemination.
  9. Provision of long - term recovery services according to the available funding and resources: 1. Individual Assistance and the Crisis Counseling Program as made available following a Presidential Declared Disaster (PDD) through the Federal Emergency Management Agency (FEMA); 2. The Substance Abuse and Mental Health Services Administration (SAMHSA) Emergency Response Grant (SERG), and when available, state funding for community recovery
  10. Provide leadership and technical assistance to community based behavioral response assets with regard to Command and Response team roles, field response, asset management, communications and demobilization according to the CoCERN protocol document and ICS.
  11. Provision of support services to CoCERN Partner Agencies such as the American Red Cross, the lead behavioral health response agency in the event of an aviation disaster.
- H. Community Mental Health Centers (CMHCs) and Managed Services Organizations (MSOs) may be activated for emergency response through multiple local conduits. CMHCs/MSOs usually receive notification from local law enforcement when services are required in the event of a disaster. These organizations may also be activated by their local emergency management under Emergency Support Function 8 or as a result of partnerships with local chapters of the American Red Cross. Once the initial behavioral health responders from the CMHC have had a chance to assess the scope of the disaster, the CMHC Disaster Coordinator will notify the State Disaster Coordinator at the Office of Emergency Preparedness and Response (OEPR), who in turn will notify the State Substance Use Disorders Disaster Coordinator. It has been recommended that each CMHC develop cooperative agreements with at least one other CMHC to assist in disaster response should the disaster exceed the capability of the CMHC to effectively mount a response. These inter - jurisdictional agreements can expedite the mobilization of resources.
- I. Legal Issues (Consent and Confidentiality). Crisis management services are not treatment services, and, as such do not require signed consent forms and do not fall under Health Insurance Portability and Accountability Act (HIPAA) of 1996. If assessment and / or treatment are provided, State and Federal requirements will apply.
- J. Record Retention. Response records will be retained for three years. FEMA summary reports and financial statements will be retained for five years. Specific client information, including client treatment records, will not be gathered by the State.

## **VI. ORGANIZATION AND RESPONSIBILITIES**

A. Department of Public Health and Environment (CDPHE)

1. CDPHE enhances staffing immediately upon notification of activation for a potential or actual public health or medical emergency. The staff will support both the activities of the CDPHE Department Operations Center (DOC) and any request for support from the SEOC or local partners. CDPHE will consult with the appropriate organizations to determine the need for support according to the functional areas listed below:
  - a. Health Surveillance: CDPHE, in coordination with other State and local agencies, will enhance existing surveillance systems to monitor the health of the general public, including those with access and functional needs; conduct field studies and investigations as necessary or requested, monitor injury and disease patterns, assess the potential for disease outbreaks, and provide technical assistance and guidance on disease and injury prevention.
  - b. Medical Personnel: CDPHE maintains the Colorado Volunteer Mobilizer (CVM) database that contains qualification information for registered volunteers that have had background checks and professional license verification to support public health and medical activities at the local level. This system can be accessed directly or integrated with the local and regional public health and medical volunteer systems.
  - c. Medical Equipment and Supplies: CDPHE requests, receives and distributes the Strategic National Stockpile (SNS) on behalf of the State. This Federal asset provides medical countermeasures, supplies and equipment to jurisdictions in need.
  - d. Patient Evacuation: CDPHE may assist in coordinating the evacuation of patients to locations where hospital care is available. This may include coordinating the transfer of patients from facility to facility, from facilities to temporary shelters or to the National Disaster Medical System (NDMS).
  - e. Safety and Security of Human Drugs, Biologics, Medical Devices: CDPHE may review and respond to the concerns for the safety and security of human drugs, biologics, medical devices, and other products regulated by CDPHE.
  - f. Food Safety and Security: CDPHE may assess the safety and security of food products intended for human consumption, including integrity of packaging and temperature.
  - g. Public Health Technical Assistance and Support: CDPHE will assist in the assessment of public health effects resulting from chemical, biological or radioactive agents. Such tasks may include assessing exposures of the general population and at-risk populations; conducting field investigations, including collecting and analyzing relevant samples; and providing guidance related to direct and indirect exposures.
  - h. Potable Water, Wastewater and Solid Waste Disposal: CDPHE, in coordination with SF #3 – Public Works and Engineering, and SF #10 – Oil and Hazardous Materials Response, may assist in assessing potable water, wastewater, solid waste disposal and other environmental health situations as necessary. This may include: conducting field investigations and laboratory analysis of relevant samples; providing technical assistance and consultation on potable water, wastewater and solid waste disposal issues.
  - i. Mass Fatality and Mortuary Services: CDPHE will provide technical support and guidance for mass fatality and the death certificate process during mass fatality events.
2. OEPR is the agency charged with responding to the behavioral health needs (psychological impact including cognitive, emotional, spiritual and behavioral consequences – including substance use and abuse) of the citizens of Colorado in the aftermath of a natural or man-made, Governor-declared State disaster. OEPR, in conjunction with the Office of Behavioral Health, and the statewide Behavioral Health Disaster Coordinator's Council, has prepared this plan to direct the efforts of disaster response during a State or Federal emergency.
3. Report to the SEOC and provide assistance as requested.
  - a. Activate the behavioral health disaster response system.
  - b. Utilize CoCERN as necessary.

- c. Support local and regional response through technical assistance
    - d. Assist statewide inpatient psychiatric bed allocation / need.
    - e. Assist with shelter operations as requested in support of SF #6.
  - 4. Create and maintain a statewide behavioral health disaster response system and plan(s). The plans will include the identification of OEPR, OBH, both community mental health centers and substance use disorder providers, and the mental health institute personnel as emergency and disaster coordinator(s).
  - 5. Maintain the functioning capacity of the statewide partnership identified as CoCERN (Colorado Crisis Education and Response Network), which includes maintaining the CoCERN protocol and guidance document for planning and response; and maintaining the organizational relationships between state government, American Red Cross, Colorado Organization for Victim Assistance, Colorado State Employee Assistance Program, Colorado Society of School Psychologists, and Colorado Crisis Response Network as Cooperating Partner Agencies as well as the regional community mental health centers, individual chapters of ARC, and several professional organizations as assisting partners.
  - 6. Enhance response capacity by securing agreements with service providers.
  - 7. Enhance response capacity by improving providers' knowledge and skills. Provide training to the behavioral health disaster response system organizations in order to create a cadre of competent behavioral health emergency and disaster responders.
  - 8. Enhance first responder recognition of survivor disaster borne emotional distress.
  - 9. Create public resiliency by providing information about the effects of trauma and techniques for managing stress.
  - 10. Developing strong statewide and community-based behavioral health disaster response capacity.
  - 11. Supporting public information systems with information to provide individuals and communities for direction action
- B. Department of Agriculture
- 1. Provide veterinary animal feed inspection and livestock disease surveillance
  - 2. Work closely with CDPHE in potential or actual zoonotic - human disease outbreaks of significance. This will include:
    - a. Intelligence information sharing
    - b. Response operations for intervention and control measures
    - c. Communication of risks and control measures for food products potentially contaminated and prepared for human consumption
  - 3. Coordinate with CDPHE when irrigation waters or air may be contaminated and a potential threat to livestock, farming crops or human exposures
- C. Department of Health Care, Policy and Finance
- Coordinate with the CDPHE on Medicaid and Medicare issues related to pre - existing medical conditions of victims and for primary care that is not emergent care during response and recovery phases
- D. Department of Human Services / American Red Cross / The Salvation Army / COVOAD
- 1. Implement procedures to support behavioral health care particularly:
    - a. Medication for the treatment of existing or new conditions of victims
    - b. Hospital inpatient care
  - 2. Coordinate disease surveillance, food safety and child care set - ups with state or local public health agencies related to Red Cross victim housing facilities

E. Department of Military and Veterans Affairs

Identify possible resources for deployment that may support public health or medical operation needs. This may include:

1. Transportation - logistics requests (ground and air) for patient movement or patient evacuation
2. Security of medical facilities or transport of supplies
3. Mass fatality response (recovery and transport)

F. Department of Public Safety

1. Provide general security for:
  - a. Patient staging or evacuation points
  - b. Mass prophylaxis site control
  - c. Strategic National Stockpile reception and distribution
2. Provide assistance in the rapid transportation of samples for analysis
  - a. Share intelligence information as appropriate during events
  - b. Supply supporting agency aircraft to CDPHE as needed

G. Colorado Coroners Association

1. Implement mass fatality plans
  - a. Body recovery
  - b. Proper handling of potentially contaminated bodies
  - c. Proper burial procedures for conditions
2. Assist with timely death certificate issuance

## **Appendix**

### Strategic National Stockpile

## **Support Function #8 Public Health and Medical Services Annex**

### **Appendix 1 Strategic National Stockpile**

#### **I Purpose**

- A. This SNS Plan is part of the Department of Public Health and Environment (CDPHE) Emergency Operations Plan, and an annex to the State Emergency Operations Plan, ESF #8 Annex etc. The Centers for Disease Control and Prevention require the development of a comprehensive written plan that includes all SNS functional elements that help the State provide for the rapid and efficient distribution of medical countermeasures to the entire population of Colorado to save lives and prevent the transmission of disease.
- B. This plan provides a framework and strategies for the request, receipt and distribution of the SNS should it be needed in Colorado. The purpose of the SNS is to protect the health of the citizens of the state and to mitigate the consequences of a human caused or natural disaster, disease outbreak or act of terrorism. This plan applies to situations identified as human caused or natural disasters / emergencies, pandemic disease outbreaks or acts of terrorism that require additional resources from the SNS to enable an effective public health response within Colorado. The request for the SNS will be based upon recommendations from CDPHE and the Governor's Expert Emergency Epidemic Response Committee (GEEERC), when an incident impacts the ability of the public health and medical system in Colorado to deliver adequate care due to the depletion of necessary public health and medical supplies, equipment and pharmaceuticals.

#### **II Scope**

The SNS plan describes the systematic organization employed to plan for and implement a response to a declared or non-declared disaster or emergency. The SNS Plan may be used in conjunction with requested CDC SNS assets to enhance response activities requiring medical countermeasure response throughout the state. The SNS Plan sets forth lines of authority, roles and responsibilities as well as organizational relationships, and describes the coordinated response among federal, state, local and tribal governments. All agencies and organizations meet at least annually to ensure understanding and acknowledgement of the roles and responsibilities outlined in the SNS Plan.

#### **III. Assumptions**

- A. The CDPHE has been designated as the primary agency to coordinate the request, receipt and distribution of SNS assets during a major public health and / or medical emergency
- B. Health and medical services will be provided through the Emergency Support Function (ESF) #8 of the National Response Framework (NRF). The purpose of this function is to coordinate assistance to supplement state and local resources needed in response to an event.
- C. An emergency facing Colorado may also be occurring in other states
- D. Federal agencies including, but not limited to, the Department of Health and Human Services (DHHS), Department of Homeland Security (DHS), and Department of Justice (DOJ) may already be involved in responding to the emergency
- E. By the time an event requiring SNS activation is identified the nuclear, biological or chemical agent of concern may have already impacted the public health and become a national emergency

- F. CDPHE has MOUs with primary and secondary sites for the Receipt, Storage and Staging (RSS) Warehouse. The decision on which warehouse will be used for the RSS will be based on the nature and location of the developing emergency.
- G. CDPHE will transfer local inventories of medicines, medical supplies and equipment to where they are most needed in the state. These supplies are likely to be depleted before the SNS is requested.
- H. The incident requiring the request of the SNS may or may not have activated a State of Emergency or disaster declaration
- I. The size and nature of the incident will determine the number of staff needed
- J. CDPHE will follow the National Incident Management System (NIMS) structure for response activities
- K. CDPHE is responsible for requesting, receiving, managing and coordinating the breakdown and distribution of the contents of the SNS

#### **IV. Key Concepts**

- A. During a public health incident or emergency, CDPHE will take on the role of Lead State Agency for ESF #8 and 8A and as such will participate in a unified command structure with other state and local agencies as appropriate, making critical and strategic decisions regarding public health issues.
- B. The SNS Plan is designed to be flexible and scalable in function to facilitate existing state-level plans for prevention, preparedness, response, recovery and mitigation during SNS Operations, while adhering to the National Incident Management System (NIMS) principles. The key concepts reflected throughout the SNS Plan include:
  - 1. Systematic activation and mobilization of the SNS, including protocols for:
    - a. Notification
    - b. Coordinated action
    - c. Mobilization of federal resources to augment existing state, local and tribal capabilities
    - d. Use of scalable operations under differing threats or threat levels
  - 2. Proactively notifying and deploying state resources in anticipation of, or in response to a public health incident
  - 3. Organizing with focus on optimal interagency response efforts
  - 4. Coordinating incident communication, worker safety and health, private sector involvement, and other activities necessary for SNS activation and mobilization for countermeasures distribution
  - 5. Providing mechanisms for vertical and horizontal coordination, communication and information sharing to facilitate coordination among federal, state, local and tribal governments, and between public and private sectors
  - 6. Developing detailed supplemental operations, tactical and hazard-specific contingency plans and guidelines
  - 7. Implementing Standard Operating Guidelines (SOG) to carry out the tasks set forth in the sections of the SNS Plan.

## V. Policies, Procedures and Legal Considerations<sup>1</sup>

- A. Confidentiality - To ensure the safety of responders, SNS assets and the citizens of Colorado much of the information relating to the SNS plan must be kept confidential. Locations of the RSS warehouses will be kept confidential. In addition, Points of Dispensing and Regional / Local Transfer Points will be kept confidential until they are needed. During an emergency, the CDPHE, along with local public health partners will conduct massive public information campaigns to assist and guide the public to the appropriate dispensing sites.
- B. Rules of Engagement / Use of Force - It is assumed that there will be an elevated level of anxiety in the general population, if this plan has to be activated. The goal of this process is to provide medication to as many people as possible. Security is discussed in detail in the Security Chapter of the State of CO SNS Plan. Rules of engagement and use of force guidelines at all security levels will follow applicable Colorado Revised Statutes and any local ordinances within a jurisdictional boundary. The level of force to be used by law enforcement will vary depending on the situation at hand and each officer's departmental policy.
- C. Draft Executive Orders (Available for signature by the Governor if needed) - This section intentionally left blank
- D. Policy for unaccompanied minor - Mass prophylaxis plans should specify the minimum age required for an individual to pick up medications for themselves and for family members (if applicable). CDPHE recommends that individuals under the age of 18 who present to the POD without a parent or legal guardian be sent to the medical screening area to determine if they can responsibly receive medication and information for themselves and their families.
- E. Minimum identification requirements in order to receive medication - Mass prophylaxis plans should identify the minimum identification that individuals will be required to present at the POD, and the local public information campaign should include that information to ensure that people present at the POD with materials necessary to rapidly receive medication. CDPHE recommends that individuals be asked to provide for themselves and for any person for whom they are picking up medications:
  - 1. Gender
  - 2. Name
  - 3. Age
  - 4. Date of birth
  - 5. Address
  - 6. Phone number
  - 7. Accurate weight for all individuals
  - 8. State issued ID when available (however a state issued ID is not required in order to receive medication)
  - 9. List of medications prescribed or taken over-the-counter, along with prescribed / recommended dosages
  - 10. Appropriate notice of diagnosed medical conditions, including allergies
- F. Procedure for providing prophylaxis to tribal nations - Colorado has two tribal nations that are both in the Southwest Region. SNS assets required to care for that population must be accounted for in the Southwest Region's request. They will be allocated and distributed from the Southwest Region, not from CDPHE directly.

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<sup>1</sup> All CRS references have been updated, but are currently being vetted by the CDPHE legal office for accuracy

- G. Procedure for providing prophylaxis to military installations - Military installations reside in the jurisdictions of Denver, Tri-County and El Paso County. These public health agencies have current MOU's in place with those entities to provide prophylaxis directly from the local transfer point. SNS assets required to care for the population of military installations must be accounted for in the regional request accordingly. They will be allocated and distributed from those regions not from CDPHE directly.
- H. Procedure for providing prophylaxis to the Colorado National Guard (CONG) – Because the CONG has the role and classification as critical responders; the CONG will order and receive supplies directly from CDPHE. CONG will be responsible for distribution of these supplies to CONG personnel deployed throughout the state in response to the incident.
- I. Liability and Workers Compensation - Introduction
1. Liability and workers compensation for public health personnel and volunteers engaging in activities to meet an imminent or existing public health concern related to an emergency event are addressed in state statute.
  2. The legal concept of liability applies when a public health worker or a volunteer injures someone in the course of performing public health actions. Workers compensation applies when the public health worker or volunteer is injured while performing public health duties.
  3. Public health officials may take actions responding to a public health event under statutes used in the ordinary course of their duties. In certain extraordinary public health emergencies, the Governor may declare a disaster to meet a public health emergency. Statutes regarding liability and workers compensation applicable in both situations are cited below.
  4. Note: While this document outlines general applicable principles of law, public health agencies and individual volunteers should consult legal counsel to determine liability and workers compensation coverage applicable to specific situations or local circumstances.
- J. No Declared Disaster
1. Liability
    - a. Public Employees - State and local government employees are covered by the Colorado Governmental Immunity Act (CGIA). C.R.S. § 24-10-103(4)(a) (definition of “public employee”). Public employees are not liable for injuries arising out of an act or omission occurring during the performance of the employee’s duties and within the scope of employment, unless the act or omission is willful or wanton. C.R.S. 24-10-105. A public entity is immune from liability in all claims for injury which lie in tort, with certain exceptions specifically set forth in the CGIA. C.R.S. § 24-10-106. The exceptions to immunity which might apply to public health activity would be: (a) the operation of a motor vehicle, owned or leased by the public entity, by a public employee while in the course of employment (except emergency vehicles operated in certain circumstances) and (b) the operation of a public hospital. C.R.S. § 24-10-106(1)(a) and (b). In these situations, the public entity might be liable for the acts of the employee. In sum, state and local public health employees are not personally liable for actions they take within the scope of their employment to meet a public health event, unless the act causing injury is willful and wanton.
    - b. Volunteers - A person who volunteers to assist a state or local health agency is also covered by the CGIA when the volunteer “performs an act for the benefit of a public entity at the request of and subject to the control of such public entity.” C.R.S. § 24-10-103(4)(a). Thus, a volunteer who acts under the direction of a state or local public health agency is not personally liable, unless the act causing injury is willful or wanton.



- c. Nonprofit Entities that Supply and Supervise Employees CGIA does not explicitly address a situation in which a non-profit entity recruits, supplies and supervises volunteers who may assist state or local public health officials in meeting a public health event. The State is (a) evaluating whether a contract between a nonprofit entity and the State may bring the entity within the ambit of the CGIA and (b) whether a statutory change would clarify governmental immunity for this situation.
  - 2. Workers Compensation
    - a. Public Employees - The Colorado Workers Compensation Act (“Compensation Act”) defines “employee” to include, “Every person in the service of the state, or of any county, city, town, or of any public institution or administrative board thereof under any appointment or contract for hire, express or implied...” C.R.S. § 8-40-202(1)(a)(I)(A). In general, the Compensation Act requires employers to provide coverage for injuries that occur within the scope of employment, which would include any injury suffered in the course of performing actions to meet a public health event.
    - b. Volunteers - The Compensation Act does not explicitly require public employers to cover volunteers, although the Act does include volunteer disaster teams and volunteer ambulance teams and groups as “employees” under the Act. See C.R.S. § 8-40-202(1)(a)(I)(A) and (1)(b). Public entity employers may choose to extend coverage to volunteers under the entity’s workers comp insurance policies.
- J. A Declared Disaster
- 1. Liability
    - a. Public Employees - During a declared disaster, CGIA continues to apply to the performance of duties by public health employees within the scope of their employment. In addition, certain provisions of the Colorado Disaster Emergency Act of 1992 (“Disaster Act”) also apply. When the Governor issues executive orders directing measures to combat an emergency epidemic, the Disaster Act provides immunity from civil liability for “public health care workers” who completely comply in good faith with the executive orders. C.R.S. § 24-33.5-711.5(2)
    - b. Health Care Volunteer - Through the Disaster Act “hospital, physician, health insurer or managed health care organization, health care provider, public health care worker, or emergency medical services provider” who completely comply in good faith with executive orders issued to combat an emergency epidemic shall be immune from civil liability. C.R.S. § 24-33.5-711.5(2)
    - c. Other volunteers - The Disaster Act does not explicitly confer immunity from civil liability on other volunteers who assist in combating an emergency epidemic. However, under C.R.S. § 24-33.5-903, the State assumes liability for damages and injuries “caused by acts done or attempted under the color of the ‘Colorado Disaster Emergency Act of 1992’ ... in a bona fide attempt to comply therewith,” except for willful misconduct, gross negligence or bad faith. This statute could apply to injuries of volunteers assisting in an emergency epidemic. The statute does not apply to injuries suffered by volunteers who are registered with the division of emergency management or with a local organization for civil defense.
  - 2. Workers Compensation
    - a. Public Employees - Workers compensation coverage remains in effect for public employees who perform duties within the scope and course of their employment during the disaster.
    - b. Health Care Volunteers - State statute provides workers compensation benefits in disasters to a “physician, health care provider, public health worker, or emergency medical service provider who is ordered by the Governor or a member of the disaster

emergency forces of this state to provide specific medical or public health services related to an emergency epidemic and who complies with such an order without pay or other consideration” C.R.S. § 24-33.5-802(3).

- c. Other Volunteers - The same statute also provides workers compensation benefits (if appropriated) to persons who register with the state Division of Emergency Management (DEM) or a local organization for civil defense for the purpose of engaging in civil defense without pay or other consideration. C.R.S. § 24-33.5-802(3). Civil defense means all activities authorized by and carried on pursuant to the Disaster Act. C.R.S. §– 24-33.5-802.2 These registered volunteers that assist public health agencies in meeting a public health declared disaster would be eligible for workers compensation benefits as provided by the above referenced statute.

## **VIII Requesting SNS Assets**

- A. A current MOA between CDPHE and the Centers for Disease Control and Prevention (CDC) is maintained on file in the Office of Emergency Preparedness and Response at CDPHE. This section describes the process for requesting the Strategic National Stockpile from the CDC.
- B. There are several scenarios and associated public health activities that could lead to considering a request for SNS countermeasure assets. The decision to deploy the SNS will be a collaborative effort among local, state and federal officials. It will start at a local level when officials identify a potential or actual situation that they believe has the potential to threaten the health of their community. Unless it is an immediate, catastrophic event, such as a large explosion or nerve-agent attack, a public health emergency will likely emerge over an extended period of time. Local and state health officials may know that there is a public health concern before they fully recognize it as a public health emergency. Local officials making a timely request during the early stages of a public health emergency will maximize the amount of time to provide prophylaxis and / or treatment to the population at risk and eliminate delays during an emergency.
- C. Justification for SNS Asset Deployment:
  - 1. Occurrence of a chemical, biological, radiological, nuclear, or explosive (CBRNE) event or threat.
  - 2. Medical or public health emergency caused by a natural disaster
  - 3. Claim or threat of attack as determined by intelligence or law enforcement
  - 4. Clinical, laboratory, or epidemiological indications of medical or public health event including:
    - a. A large number of persons with similar symptoms, disease, syndrome or deaths
    - b. An unusual illness in a population-single case of disease from uncommon agent, and / or a disease with unusual geographic or seasonal distribution, and / or an endemic disease or unexplained increase in incidence
    - c. A higher than normal morbidity and mortality from a common disease or syndrome
    - d. A failure of common disease to respond to usual therapy
    - e. Multiple unusual or unexplained disease entities in the same patient
    - f. Multiple atypical presentations of disease agents
    - g. Similar genetic type in agents isolated from temporally or spatially distinct sources
    - h. Unusual, genetically engineered, or an antiquated strain of a disease agent
    - i. Simultaneous clusters of similar illness in non-contiguous areas
    - j. Atypical aerosol, food, or water-borne transmission of a disease
    - k. Deaths or illness among animals that precedes or accompanies human death
  - 4. Unexplained increases in emergency medical service requests
  - 5. Unexplained increases in antibiotic prescription or over the counter medication use

D. Regional and Local Resource Considerations:

1. Considerations
  - a. A number of current casualties exceeding the local response capabilities available
  - b. The projected needs of the population of the area (including transients)
  - c. The hospital surge capacity at the time of the event
  - d. The availability of state resources including pharmaceutical distributors, oxygen distributor availability, nearby hospitals, and transportation services
  - e. Local resources (e.g., pharmacy distribution, oxygen availability, and transport capacity)
2. Local officials (to include local emergency management and local public health) will determine if an emergency or disaster event exists, and if current resources are insufficient to mitigate the consequences of the emergency or disaster. Mutual Aid agreements should be activated prior to requests being made for State assistance.
3. LPHAs will work/coordinate with their local healthcare and public health infrastructures (Hospitals, EMS, LTC, etc.) to identify, analyze, and determine resource availability and need.
  - a. LPHAs will put this information on the CDPHE Medical Supply Chain Ordering Tool by ordering site
  - b. The form will then be sent to the Regional ESF8, who is responsible for ordering all supplies needed for the region's counties.
  - c. The Regional ESF8 will then input this information into CDPHE's Colorado Immunization Information System (CIIS) SNS Inventory Management System, for supply orders from the state.
4. When a request for assistance is made, CDPHE will activate to mobilize resources, or to provide technical guidance and information to the local governmental entities, other state departments and the public. If the emergency or disaster requires pharmaceuticals to mitigate the consequences, CDPHE will contact hospitals and pharmacy chain partners to determine the quantity and availability of pharmaceutical resources within the state. CDPHE may be activated when the State Emergency Operations Plan, managed by the Colorado Division of Emergency Management (CDEM) is activated.

F. Process for Requesting SNS: State to Federal

1. Upon notification of an event, the SNS Coordinator will be located at the CDPHE Department Operations Center (DOC), under the control of the Operations Section Chief, this will allow for cooperative decision making and to meet the needs of the Incident Manager in response to an event. CDPHE will send a representative to the State Emergency Operations Center (SEOC) upon SEOC activation to establish and maintain a communications link between the CDPHE DOC and the SEOC and to provide assistance to local and tribal governments in identifying and meeting public health and medical needs of victims of a disaster.
2. CDPHE will follow the National Incident Management System (NIMS) structure in both the activation process and the administrative organization for decision-making and activity coordination. Departmental activities are coordinated through the DOC when the activation level reaches a point of complexity that normal daily response activities are modified and coordination of multiple programs occurs. Depending on the event, CDPHE may assemble an Emergency Coordination Group (ECG). This group will consist of key CDPHE executive decision makers, which may include the Executive Director, Chief Medical Officer, Environmental Programs Director, the State ESF #8 Lead and other positions relevant to the scenario at hand. The ECG will be provided with data and situational awareness from the DOC, which is also where communication with local ESF #8 contacts will occur so that the incident command team has the most up to date situational awareness of the affected areas

and agencies. The ECG will activate the Governor's Expert Emergency Epidemic Response Committee (GEEERC) via a Health Alert Network (HAN) call down notification. GEEERC members will be provided with conference call instructions and during that call will discuss the situation. The GEEERC will make a recommendation for the Governor's office regarding the advised course of action, including whether or not the SNS should be requested. CDEM will begin event-tracking protocols, and will ready the SEOC if needed and appropriate.

3. CDPHE will initiate notifications to other state and local government agencies and partners in private industry as needed to request assistance in responding to the identified emergency or disaster. The SNS Coordinator will identify viable and available Receipt, Stage and Storage (RSS) warehouse locations, to set up operations to receive, store and stage the SNS assets. The SNS Coordinator will work with the Operations Section Chief and state, local and federal law enforcement partners to select the appropriate location for the RSS warehouse and identify necessary operational support. Additional state resource availability from state agencies such as the Colorado Department of Transportation (CDOT) and the Colorado State Patrol (CSP) will be coordinated through the Operations Chief at the SEOC. The CSP already has established communications and mutual aid agreements with local law enforcement agencies to provide additional support for SNS operations.
4. CDPHE will immediately begin drafting the letter of request for SNS assets to be signed by one of the individuals authorized to request SNS for Colorado.
5. While the letter is being drafted, CDPHE DOC will contact the CDC Department Emergency Operations Center (DEOC) to initiate the request process.
6. The CDC DEOC will arrange a conference call that includes representatives from the Department of Health and Human Services (DHHS), Secretary's Operation Center (SOC), the Department of Homeland Security Operations Center, Division of SNS Operations Center, and the State of Colorado. These agencies will evaluate the Governor's request, taking into account the actual or potential threat and the available local resources a decision on deployment will be reached. Any deployment of SNS assets will be ordered by the Secretary of DHHS (or designee) upon the determination of insufficient local resources.
7. DHHS is not required to wait for the President to activate the National Response Framework to deploy SNS assets. SNS assets can be deployed without a Presidential Declaration.
8. The CDC will notify the individual named as the authorized requestor, and the State SNS Coordinator when a decision is made to deploy the SNS to Colorado. Once the decision has been made to deploy federal SNS assets to Colorado, the focus of state operations will be shifted to the receipt, and distribution of the SNS within the state.

G. Approved Local Requests:

1. The SNS Unit at the CDPHE DOC will review all requests submitted and make any necessary adjustments (due to lack of supply) to quantities and items. Once requests are approved at the DOC, they will be forwarded to the RSS to be filled and shipped.
2. The RSS will **only receive requests** that have been approved and forwarded from the CDPHE DOC.
3. Portions of orders that have not been filled due to lack of stock, will need to be reordered by the Local ESF #8 lead. The RSS will not track unfilled items.
4. The RSS will fill requests as they are submitted. If requests are broken down by site, then they will be packaged by site. If requests are submitted as one large order with no delineation of end-recipient (POD, hospital etc.) then they will be packaged in that way, and will need to be broken down by the RTP into site orders.

H. State Requests for Additional Assistance and Resupply

1. Should the event or disaster require additional assets for appropriate response, CDPHE will request further assistance from DSNS. If there is a declared national emergency, the National

- Response Framework may be executed. In this case, DHS would establish a Joint Operations Center (JOC) with an ESF #8 section responsible for public health and medical services. Most likely, a state representative would request assistance through ESF- 8 at the JOC.
2. Multiple shipments will occur from the RSS to the RTP(s) or LTP(s) to complete the regional and / or local requests for assets. The Planning chief will be provided with inventory status reports regularly. The CDPHE DOC will be able monitor inventories through the CIIS SNS inventory management system. The information will be used to facilitate movement of inventory from one county or region to another. When inventory cannot be supplemented by shifting SNS assets within the state, CDPHE will request additional SNS assets from the federal level as appropriate.
  3. CIIS Manager in DOC will provide ESF 8 Lead in SEOC with CIIS (SNS Inventory Management) Reports/Updates to post in WebEOC for situational awareness purposes.

## **IX. Tactical Communications**

- A. Communication includes many aspects and remains an essential component of an effective response to any event. The purpose of this section is to outline procedures for establishing and maintaining communications among all activated SNS operating sites and personnel during an event. Normal day-to-day phone communications systems and procedures will be used to contact the CDC DEOC unless otherwise directed. If situations warrant, alternate emergency communications equipment may be necessary.
- B. The event trigger may be detected by a variety of federal, state, or local organizations or may be announced via local or national media. In either case, once the event is recognized, the CDPHE Internal Emergency Response Plan and the CO SNS plan will go into effect. Another avenue of an initial communication of an emergency that may require state assistance is the 24 / 7 Colorado Emergency Response and Incident Reporting Line. In this scenario, the on-call Duty Officer will note as much information as possible about the request and the emergency event, and will notify the ESF #8 Lead for the state. The ESF #8 Lead will activate the Internal Emergency Response Plan and the CO SNS Plan.
- C. Activation of these plans will prompt notification of the CDPHE ECG, including the SNS Coordinator. The SNS Coordinator will contact a HAN Coordinator and provide general information to start the initial event notification process. The initial notification will include the CDPHE SNS Notification List of internal and external partners (Attachment B) and will provide a brief summary of the current event. It will direct partners to report to the DOC, to log on to one of the available situational awareness and event tracking tools, or provide conference call information. The purpose will be to rapidly activate partners and direct them to the next step where they will be provided with additional information and agency / role specific action items.
- D. The primary notification system is delivers information via e-mail, fax, voice and pager devices. It also allows for up-to-minute reporting on recipient confirmation responses. The notification system is integrated with a secure web portal which provides an additional means for exchanging information and collaborating in a secure environment. Emergency messages or situational scenario templates have been pre-written and exist within the system. The templates need to be completed at the time of an event, and completed ONLY by a HAN Coordinator or designee. CDPHE has a blast fax system that is utilized for broadcast fax notifications. This system can be used in addition to or instead of the primary system fax notifications.
- E. Department and agency communications centers shall maintain control of the operations and equipment under their jurisdiction. When possible, these centers will use their existing facilities

and maintain contact with the State EOC and the CDPHE DOC through telephone, cell phone, e-mail, fax and radio. State and local agencies are responsible to ensure that trained communications and IT personnel are available during a response.

- F. The CDPHE DOC has the following methods of communication available for use during an SNS event:
  - 1. Telephone (DOC is equipped with over 50 telephone connections, audio and video conferencing capabilities and multiple fax lines)
  - 2. Cell phone (All individuals on the SNS Notification list have cell phones and are 24 / 7 response employees)
  - 3. Google Voice and Messaging System
  - 4. E-mail (Two redundant systems: State-G-mail-system, and personal G-mail system)
  - 5. Fax
  - 6. 800 MHz Radios (CDPHE utilizes the statewide 800MHz DTR system. 28 portable radios and 2 base stations currently available in the DOC)
  - 7. EM Resources
  - 8. HAN
  - 9. Web EOC
  - 10. ARES
  - 11. Dialogics or another comparable Emergency Notification System
- G. The CDPHE DOC will maintain the ability to communicate directly with the following partners during an SNS event:
  - 1. State EOC
  - 2. CSP, CO Information Analysis Center (CIAC)
  - 3. RSS
  - 4. Transportation
  - 5. Regional ESF #8s, Regional and Local Transfer Points (RTPs and LTPs)
  - 6. Local Health DOC's
  - 7. Joint Information Center (JIC)
  - 8. Media
- H. Local public health agencies are expected to have the ability to communicate directly with the following partners during an SNS event:
  - 1. Regional EOCs ESF #8s
  - 2. CDPHE DOC
  - 3. Regional and Local Transfer Points
  - 4. Points of Dispensing (to include Closed POD's)
  - 5. Hospitals and other affected healthcare facilities
  - 6. Local EOC(s)
  - 7. Local Security (law enforcement)
  - 8. Local Transportation resources (private or county)
  - 9. Joint Information Center
  - 10. Local Media

## **X. Public Information and Communications**

- A. In an event requiring the activation of the SNS, quick dissemination of accurate and understandable information to the public will be key to allaying fears and limiting panic. The communication efforts will include communications directly to the public; communications to the

public through the news media; internal communications to CDPHE employees; and communications to and among local public health, emergency management and medical entities.

- B. The public may already have information on the emergency, but that information may be limited or incorrect. Media will be searching for immediate information from any and all sources. Media may gather at SNS sites that they can find including locations that are classified.
- C. The Public Information Team will be lead by the Director of Community Affairs or the director's designee, and be comprised of trained CDPHE staff and Local Health Department Public Information Officers if needed.
- D. Initial Public Information Team Activities
  - 1. Evaluate the severity of the threat and level of independent media activity in consultation with the incident commander and operations staff.
  - 2. Issue news release to local, state, regional and national media. Depending on the nature of the event, information may be distributed to local media via local public health departments.
  - 3. Designate public health media spokesperson and at least one back-up. If the event requires a joint information approach, consider whether one agency will be designated as the lead.
  - 4. Schedule and manage news briefings.
  - 5. Develop statewide messages for dissemination via Health Alert Network (HAN) in consultation with subject-matter experts.
  - 6. Monitor media reports (broadcast, cable, print, Internet).
  - 7. Contact hotline contractor and coordinate response; review and adapt frequently asked questions, in consultation with subject-matter experts.
  - 8. Monitor public and media response to identify and correct rumors.
  - 9. Request phone lines for public inquiries from Logistics.
  - 10. Request phone lines for media inquiries from Logistics.
- E. The Director of Community Affairs and the Public Information Team will consider the following circumstances, which indicate elevated risk perception:
  - 1. The event and / or risk to the public are spread across multiple jurisdictions.
  - 2. An agent is involved that is or is perceived to be highly contagious.
  - 3. An agent is involved that is considered to be deadly.
  - 4. The event appears to be caused by criminal / terrorist activity.
  - 5. The event has generated widespread media coverage.
  - 6. Media coverage of the event is not accurate.
  - 7. The level of public concern is increasing.
- F. The Director of Community Affairs or designee shall designate a Chief Public Information Officer. The Chief PIO and the Public Information Team may evaluate the situation and initiate a conference call of public information officers among all affected jurisdictions. An informal Joint Information System is in continual use in Colorado; the state public information staff works closely with local public health staff to support local efforts during an outbreak or other resource-intensive incident. If an incident involves multiple jurisdictions, the Chief PIO may contact the lead PIO in the other agencies to request a virtual or actual Joint Information Center, as described in CDPHE's Joint Information Center / System Standard Operating Procedures.
- G. A Joint Information Center (JIC) may be convened and staffed during all operational hours when multiple agencies are engaged in response efforts and when the public requires communications. On-call duties will be assigned if there are periods of time in which the JIC will not be operational. The Chief Public Information Officer will be responsible for identifying the lead

public health spokesperson to participate in the JIC and serve as liaison with the local health department(s) that is (are) involved.

- H. Upon the opening of a JIC, whether virtual or actual, the Public Information Team will issue a news advisory and internal advisory with contact information for the JIC. All participating agencies should refer media inquiries to the JIC in order to ensure that accurate, consistent information is provided to media partners.
- I. Quick Dissemination of Public Information
  1. CDPHE has multiple strategies to reach the public quickly with critical information. The Health Alert Network system is used to notify local emergency response partners around the state simultaneously. The HAN has built-in redundancy for email, fax, and telephone notification. The local health agencies have similar distribution to their jurisdictions' physicians, hospitals, and emergency responders, including public safety and emergency management. Community Affairs staff is on-call at all times to provide information to the media through automated fax and email systems. Contact information for all on-call staff is maintained in the Emergency Response manual kept with a CDPHE duty officer for the department's 24 / 7 emergency line at all times.
  2. In most areas of the state, quick contact would be accomplished through major media, primarily television. However, Colorado is a state with a unique geography, and many areas of the state are classified as rural or frontier. While most residents have access to major television "broadcasts" via satellite dish or cable, not all subscribe to paid television. Also, the Southwest Region is considered part of the Albuquerque market, and is served by Albuquerque for network channels. In these harder-to-reach areas of the state, the local public health agencies under contract with CDPHE are required to identify alternate means of disseminating information.
  3. The Office of Emergency Preparedness and Response develops fact sheets for the public and for local health agencies to adapt for their own communities. For less common / high-risk perception threats, CDPHE has fact sheets that are shared in closed groups for document sharing.
  4. Specific information about dispensing sites and procedures will be developed by and obtained from the local public health agency. Templates and samples for state and local news releases are available in the PIO Toolkit online.
  5. Other resources that are available in the PIO Toolkit include resources for message mapping, signage, plans, research, the CDC image library,
  6. Challenges Unique to SNS Events - The response team's challenges in an event in which dispensing is required are focused on persuading the public to understand the need for medication and the urgency that may be involved. CDPHE will craft messages to keep the public informed of the status of SNS assets.
- J. Language Translation Services
  1. CDPHE has several options for interpreters, though the state department is not directly responsible for dispensing sites. The state and local public health departments rely heavily on CDC's publications and translations, as the state and local agencies do not have the staff or resources to create new fact sheets in English and other languages as quickly as needed during a public health emergency. Basic Category A agents are available in the PIO Toolkit in several languages: Spanish, Russian, Chinese, Vietnamese, Korean and Arabic.
  2. For localized information that will be needed, CDPHE has MOUs with area interpreter and translator services in place. In an event these MOUs need to be activated, a request would be made through the Logistics Unit at the CDPHE DOC. Upon agreement from the private sector partner, the MOU would be activated and services initiated.



3. Additionally, CDPHE maintains a list of Language Assistance Volunteers comprised of more than 35 CDPHE employees who have agreed to volunteer their interpretation and translation services in 13 languages, plus American Sign Language. Contact information for these employees is listed on the CDPHE intranet under Employee Resources. Employees who are part of the department's Language Assistance volunteer corps are required to take the online language access training and be familiar with the Code of Ethics for Interpreters in Public Health (both accessed on the same Intranet page).
4. Should 24 / 7 contact need to be made, the CDPHE Duty Officer for the Emergency Line would be contacted, in order to reach the appropriate Division Director to reach that employee.
5. The COHELP public information call center has access to the Denver Health Spanish Line, and access to a language interpretation service with more than 150 languages. Each local public health agency under contract to the department is required to identify resources for interpreters and translators for dispensing sites and other public health emergency response needs.

#### K. Dissemination of Printed Materials

The state government in Colorado has a division of administrative services, responsible for printing and mailing. The State of Colorado also has developed contacts with printers throughout the state. All requests for services and resources are to be made to the Logistics Unit in the DOC.

#### L. Call Center Capability: Special / Unique Populations

The Rocky Mountain Poison and Drug Center (RMPDC) manages the COHELP line, which would be promoted statewide in an event that CDPHE needed to have the ability to provide consistent and accurate information to the state's public during public health and other emergency events and to provide an arena for gathering statewide data on public health issues. The line is staffed with information specialists who use both telephony, including an integrated voice response unit, and web-based technology to deliver services. The information used by the line is provided to COHELP by subject-matter experts at CDPHE. To add a new subject-matter to the COHELP line in an emergency, a request would be made through Logistics in the CDPHE DOC. The request would be forwarded to the COHELP manager for activation of the line. While the hotline is generally online and available seven days a week, it is not a 24-hour-day service unless CDPHE requests and authorizes expansion to 24 / 7 operations.

#### M. Security – This section intentionally left blank.

#### N. Receiving, Staging and Storing SNS Assets

1. RSS Strategy
  - a. CDPHE has developed a strategy for the efficient and effective method for receiving, staging, storing, controlling inventory, and distributing the life-saving drugs, medical equipment, and supplies from the SNS. This strategy consists of the following:
    - (1) Identify primary and back-up facilities that meet current CDC / DSNS criteria
    - (2) Ensure that necessary equipment and supplies are on site, or available for efficient operations
    - (3) Distribution of the drugs, medical equipment, and supplies will be directly from the RSS to Regional and Local Transfer Points. All Points of Dispensing, Hospitals and other treatment centers will be supplied from the Regional and Local Transfer Points.
2. RSS Activation

- a. The RSS warehouse site selected for use during deployment will depend on the location, nature, availability, and scope of the incident. Selection of the RSS location will be determined prior to requesting SNS assets from CDC, and will incorporate the findings of the threat assessment conducted by the Colorado State Patrol. The site selected as an RSS site during an emergency will be a collaborative decision between the CDPHE SNS Coordinator, and state, local and federal law enforcement agencies.
- b. CDPHE has identified and executed MOU's with a number of warehouse facilities to serve as a Receipt, Stage and Store (RSS) warehouse for the State of Colorado in an SNS event.
- c. Upon the decision to request the SNS, the SNS Coordinator will identify and activate the most appropriate RSS facility. The 24 / 7 contact for that facility will be notified via telephone call by the SNS Coordinator. They will be provided with all information regarding the size and estimated time of arrival of the shipment that is known at that time. The SNS Coordinator will verify that the facility is prepared for activation. During this phone call arrangements will be made for continued communication. This will include designating a primary and back-up point of contact for operations (Should be the same individuals already listed on the notification list, but this will need to be verified). Additional continued communication will include;
  - (1) Facility status check: To verify the availability of material handling equipment and office supplies.
  - (2) RSS Security Operations Coordination Conference Call: To coordinate with State and local law enforcement experts in preparation for the arrival of the SNS.
- d. If the chosen RSS is not available, the SNS Coordinator will identify the next available site for use, and follow the same contact protocol outlined above.
- e. CDPHE will initiate notification procedures for all SNS function leads. CDPHE will provide the Communications / IT Manager, and CSP will provide the Security Manager. The following functional leads will be filled by RSS warehouse personnel:
  - (1) RSS Manager (Operational Manager)
  - (2) Inventory Manager
  - (3) Warehouse Manager
  - (4) Safety Manager
  - (5) Security Manager

Upon assembly of RSS functional leads and personnel, RSS Manager will conduct an SNS briefing for all staff.

### 3. Activation of SNS Warehouse Supply Trailer

- a. CDPHE currently maintains a trailer of supplies and equipment to assist in the set-up of a warehouse should the SNS be activated. In the event that the RSS site is unable to provide all the supplies and equipment necessary, a representative of CDPHE will notify the CIAC and CSP dispatch of the SNS activation and the need for CSP Dispatch to request an available driver and vehicle with adequate towing capacity (3-5,000 lb). The CDPHE representative will be sure to identify this request as a "Strategic National Stockpile Activation". CDPHE will provide the facility name and address, of the selected RSS Warehouse location to the dispatcher for delivery of the trailer to the warehouse at the time of an event. CDPHE will also provide a name and phone number for the on-site contact at the RSS. Upon SNS trailer request by CDPHE, the Watch Commander or On-Call personnel will notify the CSP Hazmat Commander of the request. The CSP Hazmat Commander will ensure that the SNS trailer is transported to the requested sit without delay and as soon as possible from the time of the request.
- b. CIAC SNS Trooper or Sergeant in coordination with CDPHE will conduct quarterly checks of the SNS trailer to ensure it is in working condition and has not been tampered with.

4. RSS Operations:
  - a. A 12-hour Push Package requires at least eight 53-foot tractor-trailer trucks (16-18 cargo containers in each).
  - b. The receipt, staging and storing process will be managed during the course of business operations; however, if needed, the RSS will operate beyond the normal hours of the hosting site.
  - c. In the event that lodging is needed, CDPHE maintains price agreements with hotel vendors around the State.
5. Additional RSS Operational Considerations: Staging and Storage of SNS Assets
  - (a) In a large-scale event, CDC / DSNS may send multiple shipments of SNS assets. It is possible that the assets will arrive faster than they can be staged and distributed. In this event, each RSS facility has potential additional storage space available either on site or adjacent to the location. As soon as the SNS Unit in the DOC knows the CDC / DSNS will be sending more assets than the RSS has the ability to store, the SNS Coordinator will activate the additional storage space site most feasible to the current operational conditions. That activation will include the following considerations:
    - Additional security for temporary storage space outside the RSS, or secondary RSS
    - Methods for moving assets from temp location to RSS facility
    - Additional MHE to offload, relocate and distribute at temp site
  - (b) SNS assets in storage, staging or transit must remain at controlled room temperatures 58-86 degrees F to ensure potency. Thermometers will be made available to ensure proper temperature maintenance. Some products that are shipped in specific-item shipments will require refrigeration (currently 12-Hour Push packages do not contain refrigerated assets). If additional items are being shipped outside of the 12-Hour Push Package inventory, the SNS Unit at the DOC will verify with CDC what the temperature control needs are. Additionally, they will determine what support supplies will be coming with those assets (i.e. will the State be provided with thermometers, and transport supplies, or will only the asset be released to the State). Any additional supplies needed for transport and temperature control will be obtained via a request through the Logistics section. This information will be relayed to subsequent distribution points so they are prepared for the temperature control logistics of transport and storage as well.

#### O. Controlling SNS Inventory

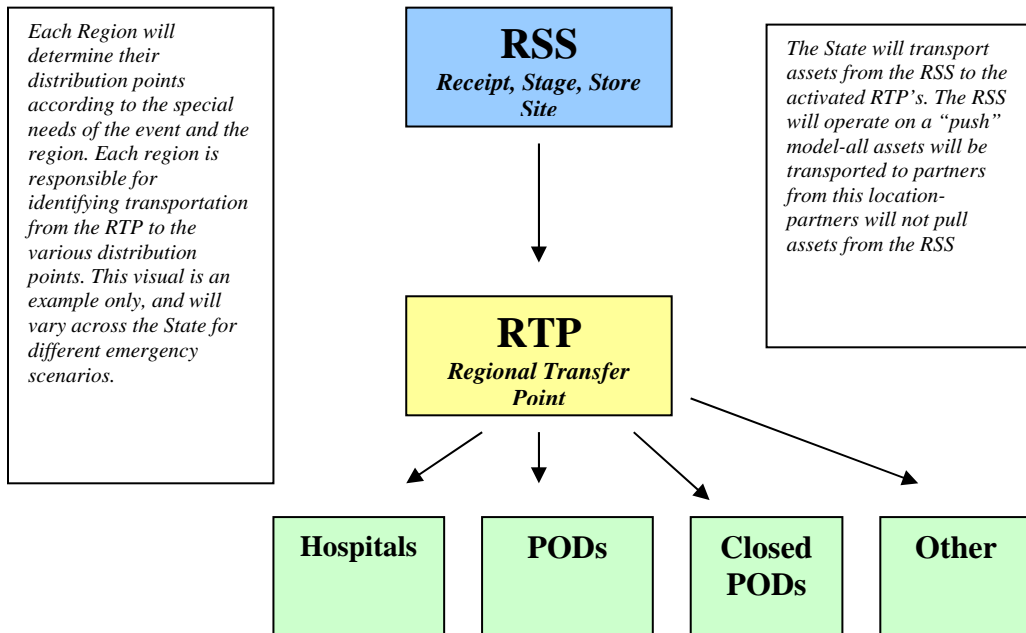
1. During a large-scale emergency requiring medical countermeasure, the inventory control function ensures that all countermeasures / SNS pharmaceuticals and supplies are tracked and managed. This function will track all countermeasure and SNS assets at all times.
2. CDPHE SNS inventory tracking procedures will be implemented to track any countermeasure or SNS assets from receipt at the RSS to distribution to the Regional and Local Transfer Points. Inventory management and control from the Regional and Local Transfer Points to the Points of Dispensing, Hospitals and other Treatment Centers will be the responsibility of the local public health agencies.
3. CDPHE will use the Colorado Immunization Information System (CIIS) as the primary SNS Inventory Management System to:
  - a. Provide CDPHE DOC with IMS functionality
    - (1) Track SNS inventory throughout the state
    - (2) Create orders for resupply for sites
    - (3) Print chain of custody documents
  - b. RSS and CDPHE DOC will utilize CIIS:

- (1) To manage state resources
  - (2) Monitor the supply chain and
  - (3) Maintain situational awareness on local sites
- c. Regional ESF #8 staff will:
  - (1) Maintain inventory in CIIS for sites under their purview
  - (2) Send site order requests to the DOC
- 4. The secondary system is the CDPHE Supply Chain Ordering Tool that can be sent via email, fax, etc. to CDPHE DOC.
- 5. Processing of supply orders  
Orders will be received from PODs, Hospitals and Treatment centers through the Local EOC / ESF #8 lead before they go to the CDPHE DOC SNS Unit. Before orders are sent to the SNS RSS the CDPHE DOC will confirm them.
- 6. Supplies sent without orders. In some scenarios, it may be necessary to apportion assets and distribute in lieu of any specific requests from local health agencies. In this event, apportionment will be determined in the CDPHE DOC in coordination with epidemiology experts and feedback from the Chief Medical Officer. All apportionment information will be shared with affected local jurisdictions as soon as possible in order for them to prepare for the SNS assets that will be distributed to them.
- 7. Unit-of-use bottles that come with the SNS shipment are pre-labeled with the following:
  - (1) Medication and packaging information
  - (2) Expiration date and product number
  - (3) Rx number
  - (4) Lot number
  - (5) Instructions for use
  - (6) Warning information
  - (7) Storage temperature
- 8. Chain-of-Custody Protocol - Chain-of-custody will be maintained for all products throughout the distribution processes. This will be done with pick ticket/chain of custody documents. Discrepancies found in orders will be reported immediately to the CDPHE DOC for investigation
- 9. Recovering SNS Equipment, Containers and Unused Materiel
  - a. The State will return unused medical assets to CDC / DSNS defined as:
    - (1) Specialized cargo containers
    - (2) Refrigeration systems
    - (3) Unused medications that remained at the RSS facility and that we can verify are kept within proper temperature ranges
    - (4) Ventilators
    - (5) Portable suction units
    - (6) Repackaging and tablet-counting machines
    - (7) Computer and communications equipment
  - b. All transfer points will be provided with manual forms for tracking SNS assets for the purpose of returning unused SNS equipment and assets at the end of an event.
  - c. The SNS Inventory Tracking Team will work with each transfer point to arrange for the expedient and safe return of all CDC materiel. The ITT will produce distribution reports for each transfer point and note on each report what items and quantities are to be returned. Returned items will be inspected by an RSS Warehouse Manager and logged into the system as returned. A report of returned inventory will be generated and will accompany the shipment on its return to the CDC facility.

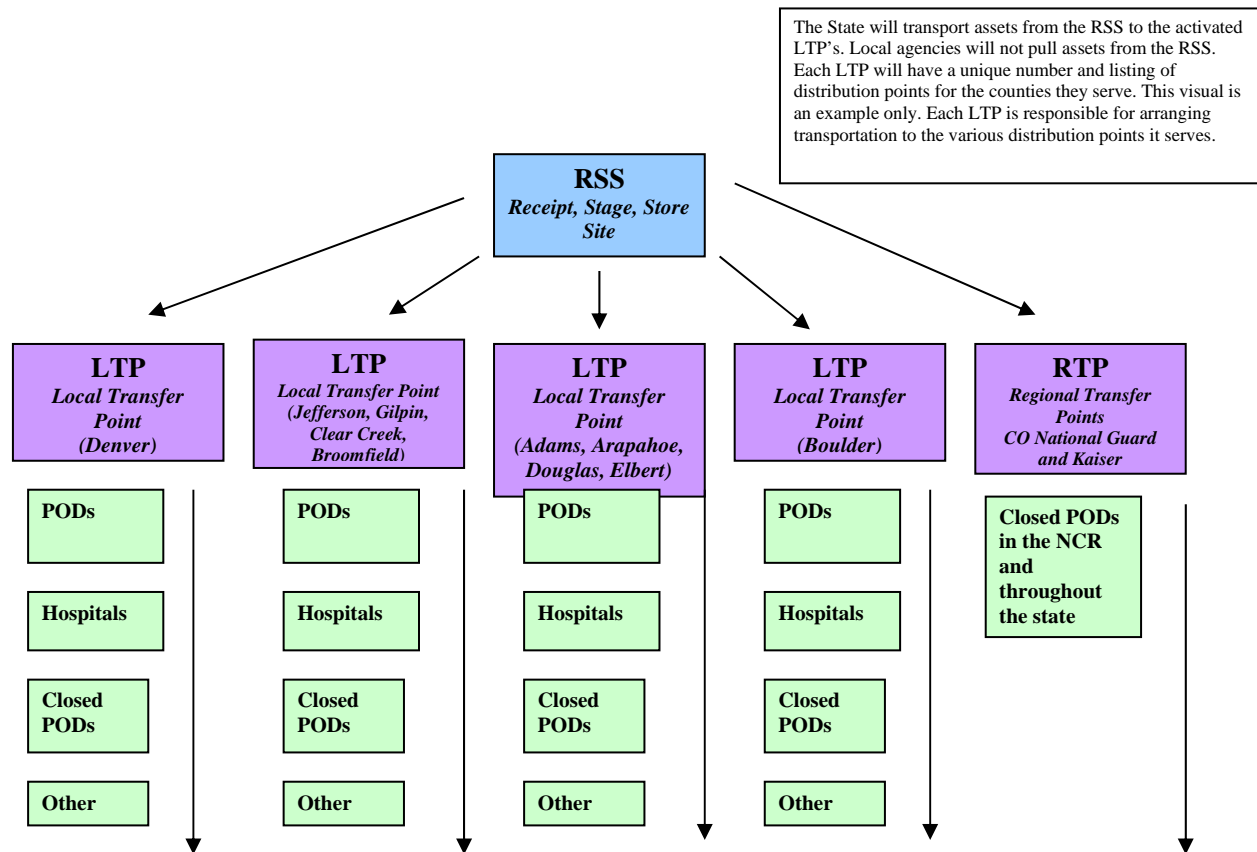
## P. Distribution

### 1. Distribution Strategy

- a. CDPHE's distribution strategy is to deploy SNS material received to the activated RTP / LTP's as rapidly as possible. Additional information can be found in Attachment L: Distribution Strategy.
- b. CDPHE has current MOU's and consistent communication with private industry partners for transportation vehicles, and drivers. Additional information can be found in Attachment M: Transportation Logistics Considerations.
- c. Upon request of the SEOC, CDOT will provide transportation support to assist in domestic incident management. Activities may include:
  - (1) Process and coordinate requests for state, local, and civil transportation support as directed under the CHIRRP.
  - (2) Place traffic control devices to facilitate travel
  - (3) Assist in keeping routes open
  - (4) Provide barricades and barriers to restrict entry to RSS
  - (5) Report damage to transportation infrastructure as a result of the incident
  - (6) Coordinate alternate transportation services (air, maritime, surface, rail)
  - (7) Coordinate the restoration and recovery of the transportation infrastructure
  - (8) Coordinate and support prevention / preparedness / mitigation among transportation infrastructure stakeholders at the State and local levels.
- d. CDPHE has partnered with CDOT in the creation of maps detailing the transportation routes from each RSS site to each RTP / LTP (primary and alternate). If an ad hoc site is identified for delivery the SNS Unit will work with the driver to create a route using available software or hard copy map. Before leaving, drivers will be instructed to coordinate routes with escorting law enforcement and document those routes by warehouse staff.
- e. Shipped Assets: When a shipment is en route, the RSS will communicate the following information to the SNS Unit at the CDPHE DOC in CIIS:
  - (1) Shipment / Order numbers
  - (2) Address of RTP/LTP
  - (3) Phone number of responsible party at RTP / LTP (to be provided to driver for Chain-of- Custody purposes)
  - (4) License plate number of truck
  - (5) Time of departure and estimated time of arrival
  - (6) The SNS Unit at the CDPHE DOC will provide this information to the Local ESF #8 contact.
- f. Received Assets: Immediately upon receipt of SNS assets, the RTP / LTP will notify their local EOC to confirm receipt of assets. This call will ensure that local emergency management is kept informed regarding the status of asset management and distribution. The local ESF #8 contact will then notify the SNS Unit at the CDPHE DOC that the assets were received. The following information should be verified from RTP / LTP to EOC and from EOC to CDPHE DOC:
  - (1) Inventory of received assets
  - (2) Location assets were received at
  - (3) Time of arrival of assets
  - (4) Confirm inventory integrity
- f. Distribution of SNS assets to the Northwest, West, Southwest, San Luis Valley, South, Southeast, South-Central, and Northeast Regions



#### h. Distribution of SNS assets to the North Central Region



#### R. Dispensing

1. State and local health officials, in consultation with the GEEERC will determine the scope of the outbreak and the level of prophylaxis / vaccination response required based on the size of the initial outbreak, the amount of antibiotics or vaccine available, and the possibility that additional new and epidemiologic related cases will be identified.
2. A CDPHE epidemiologic advisory committee comprised of medical epidemiologists and the Chief Medical Officer (CMO), in consultation with local health officials, will make specific treatment and prophylaxis recommendations to the GEEERC, including initial prophylaxis and full course regimen. The overall strategy for the Committee's initial response to an emergency epidemic is to assess all available information on the epidemic and to make recommendations to the Governor.
3. The GEEERC will examine the epidemiological information and recommendations provided by the CDPHE epidemiologic advisory committee including: etiology, laboratory analysis, antimicrobial susceptibility, method of release, likely spread in the community and the size of the population at risk; along with, the amount of pharmaceutical supplies and medical equipment within the state available for use. The GEEERC will then make recommendations to the Governor regarding policy functions.
4. In accordance with Board of Health Rules, hospitals and organized LHD provide medications to their staff prior to receiving the SNS. MMRS pharmaceutical caches can be utilized for prophylaxis of first responders and within corresponding municipalities. Distribution of blister pack and other pre-packed antibiotics should be used for public health and emergency

- responders and their families using ID badges or employee identification numbers for tracking and expedited dispensing operations.
5. Each Regional SNS Plan will include Pod's for oral medications and vaccinations. The plan will include a physical address, primary and back up points of contact, phone (land line and cell) and pager numbers, email address, building owner. A listing of the amenities available at each facility shall be included with the information for each POD (adequate water supply, electricity, loading dock, restrooms, parking, access to public transportation, areas for alternate means of delivery of medicines).
  6. The Local Health Departments, in conjunction with local / county Emergency Management will determine the number and location of dispensing sites. Each local health department shall ensure that each POD site selected is large enough to accommodate large numbers of patients and to multiple operations simultaneously.
  7. The following criteria have been addressed when selecting both primary and alternate dispensing sites:
    - a. The number of sites must be able to serve the entire population in the time required
    - b. Sites must be accessible and minimize traffic congestion
    - c. The dispensing site locations are familiar to the community
    - d. The dispensing sites are accessible by public transportation and / or private vehicles
    - e. There is adequate parking adjacent to the dispensing sites
    - f. The dispensing sites are capable of handling large numbers of citizens during inclement weather
  8. The scope and nature of the emergency will determine the scope of the pharmaceutical dispensing activities. While smaller targeted populations may be adequately served by having a single dispensing site, larger emergencies will require multiple dispensing sites to adequately serve a larger population. Staffing and facility limitations may require consolidation to fewer sites. Dispensing patterns will be outlined in the earliest phases of the response.
  9. The list of potential POD Managers will be outlined in the Regional SNS Plan. All sites shall have at least one (1) assistant manager assigned to lead and direct operations for each shift. This list will also be outlined in the Regional SNS Plan. Regional SNS Plans will ensure that following functional issues are addressed at each dispensing site:
    - a. Ingress, egress, and flow are established to minimize waiting times
    - b. Ensure proper signage exists to inform citizens while waiting in line
    - c. Ensure there is video equipment available to educate citizens in waiting lines
    - d. Ensure there are enough supplies and equipment available for dispensing medications
    - e. Replenishing medications will be accomplished by request for Stockpile Assets, as needed using the request forms provided to each region. A regional representative will make requests for any and all assets needed within each region
  10. Alternate dispensing sites are identified in each Regional SNS Plan. These alternate dispensing sites shall be utilized when the primary sites are unavailable or are unusable for any reason.
  11. Clinic staffing  
Nurses and pharmacists available for staffing the local dispensing clinics will be identified within the regional SNS plans.
  12. Hotlines  
COHELP is a public support service sponsored by CDPHE to keep the public informed on current public health issues, disaster or emergency events. The COHELP toll free line is staffed by trained specialists in poison information, pharmacists and other professionals who will provide information on any agent or medications associated with a large-scale disaster or emergency event. COHELP will be staffed 24-hours each day statewide and will provide information about the agent, facts about medication and where to get help.



13. Information Gathering

CDPHE recommends local health agencies ask individuals to provide the following information:

- a. Gender
  - b. Name
  - c. Age
  - d. Date of birth
  - e. Address
  - f. Phone number
  - g. Accurate weight for all individuals
  - h. State issued ID when available (however a state issued ID is **not** required in order to receive medication)
  - i. List of medications prescribed or taken over-the-counter, along with prescribed / recommended dosages
  - j. Appropriate notice of diagnosed medical conditions, including allergies
14. Sufficient staffing shall be available to ensure this process takes place at each dispensing site. Those without identification (i.e. homeless, migrant workers or illegal aliens will not be turned away or discouraged from obtaining medicines from PODs. Date, medication, lot number, and RX number will be recorded for each dispensed medication.
15. Patient Counseling  
LHDs shall have sufficient pharmacy, medical counseling and Mental Health professionals available at each dispensing site to answer citizen's questions and address their concerns.
16. Agent and Drug Fact Sheets  
CDC and / or State prepared agent and drug fact sheets will be used during a large-scale disaster or emergency event.
17. Medication Labeling  
Each prescription dispensed will be labeled to comply with state and / or FDA regulations. The labels on each prescription bottle contain the following information:
- a. Drug name, strength, and quantity,
  - b. Directions for use,
  - c. Name and address of the dispensing location,
  - d. Serial number of the prescription and the date, and name of the prescriber,
  - e. Labels will identify CDPHE as the dispensing agency, include the Chief Medical Officer as the prescribing physician and will include the COHELP line number
18. Patient Follow-up  
Each POD site shall have staff available to ensure that everyone processed through the site receives agent and drug fact sheets. After leaving the POD site if patients have questions about the medicines they received or the agent they can call the COHELP line.
19. Authority to Prescribe  
Colorado Disaster Emergency Act empowers the Governor to take extraordinary actions to meet an emergency through the issuance of executive orders that have the force and effect of law. 24-32-2104(2), (7) and (8), C.R.S supports the Governor and the GEEERC in convening assistance for emergencies. Upon the recommendation of the GEEERC, the Governor may issue Executive Order 3.0 directing the rapid distribution of medication. Executive Order 3.0 authorizes the CMO of CDPHE, his or her designee, or the director of a local health department to prescribe medications to a class of persons without the need for a prescription specific to each individual. 25-1-108(1)(c)(VI), C.R.S provides authority and support to assure that hospitals, other acute care facilities, local public health departments, trauma centers, area trauma advisory councils, and managed care organizations are prepared for an emergency epidemic. 25-3.5-102 (1), C.R.S. provides support to achieve coordinated and quality emergency medical and trauma services to the people of Colorado. It is the intent of

the general assembly in enacting this article to establish an emergency medical and trauma services system, consisting of at least treatment, transportation, communication, and documentation subsystems, designed to prevent premature mortality and to reduce the morbidity that arises from critical injuries, exposure to poisonous substances, and illnesses. CDPHE will identify a physician or other authorized persons in each regional SNS plan that will have the authority to prescribe medications under the CMO's delegation authority. Executive Order 3.0 provides the legal authority for the prescription of medication.

20. Authority to Dispense

Pursuant to a directive of the CDPHE CMO, acting under the authority of the Executive Order 3.0, a LHD director (with a DEA license) or a physician (with a DEA license), LHD staff and volunteers will be permitted to dispense medicines at PODS throughout the state. Under the authority granted in the Disaster Emergency Act, the Governor may issue Executive Order 3.0 to suspend the licensing qualifications that usually apply to persons dispensing prescription drugs and to authorize volunteers to dispense such medications. In addition, under Colorado Board of Medical Examiners Rule 800, a licensed physician may delegate the performance of certain medical services to persons qualified by education, training or experience who are not physicians. Executive Order 3.0 and Medical Board Rule 800 serve as the legal authority for the dispensing of medication. Executive Order 2.0 – supports CDPHE in the procurement and taking of certain medicines and vaccines required to respond to the current disaster emergency, should this be necessary.

21. Special Populations

- a. Inmates of a corrections system – e.g., jails, prisons, juvenile detention facilities: Federal prison facilities in Colorado have medications stockpiled and adequate staff to treat all staff, their families, and all inmates for three days. Fremont and Denver County Health Departments will re-supply Federal facilities located in their counties if needed. CDPHE will assist the Department of Corrections with establishing dispensing clinics in all state prisons for staff and inmates when necessary. Medical staff working for Corrections will handle dispensing.
- b. Hearing Impaired or Blind Patients: Staff will be prepared to provide verbal instructions to the blind and to interact in written form for the deaf. The Professional Sign Language Interpreters (PSLI) has 24 / 7 on-call interpreters including, “tactile interpreters” for the deaf and blind if needed.
- c. Nursing Homes and Long-term Care Facilities: Each LHD will incorporate plans to dispense medications to nursing homes, jails, homeless shelters and other institutions in their counties in their regional plan. Red Cross and other volunteers may be called upon to assist in these efforts.
- d. Hospitals: The Medical Unit as a subset of the DOC will collect information on patients in various hospitals requiring resources unrelated to the disaster or emergency event and assist in meeting specified needs on a case-by-case basis.
- e. Homebound Patients: While medications will be provided to family members who request for home-bound elderly or disabled family members, LHD may also identify resources in their regional plan such as the Visiting Nurse Association (VNA) and Homecare Association of Colorado for volunteer assistance.
- f. Others with limited means of transportation: Regional SNS plans will identify local public transportation sources in each community.
- g. Symptomatic Patients: Each regional SNS Plan will outline the process for caring for symptomatic persons who present themselves at a dispensing site. In most instances the local EMS resources shall be utilized to transport symptomatic persons, who need inpatient treatment, to area treatment centers (hospitals). Additionally, other sources of transportation will be identified as needed in the Regional SNS Plans.

21. Triage of symptomatic individuals

If a symptomatic person arrives at a dispensing clinic, the following minimum precautions need to be followed.

- a. Isolate the individual away from the general public
  - b. Record their vital signs
  - c. Record identifying information
  - d. Provide them with directions to the treatment center
  - e. If individual cannot drive, arrange for the appropriate mode of transportation (bus, or ambulance)
  - f. Contact the treatment center with the list of names of the individuals that were given referrals
22. Suspension of pharmacy rules - This section intentionally left blank
23. Multi-Regimen Pick-up - This section intentionally left blank

S. Hospitals and Treatment centers

1. Symptomatic Individuals at POD's

Only well individuals should be reporting to the dispensing clinics; critical patients should report to the hospital / alternate care facility, but a system will be in place to assist these individuals. The onsite / POD triage nurse will determine if a person will receive prophylaxis at the POD. Details regarding the handling of these individuals if they are not going to be prophylaxed at the POD, and the communication with hospitals and alternate care facilities can be found in the Regional SNS plans. These regional plans identify specific treatment resources and capabilities that will be utilized to provide patient care.

2. Request and Receipt of Emergency Medical Material

- a. In the event that the SNS is activated and deployed to the State of Colorado, hospitals that are in need of medical supplies, equipment and / or pharmaceuticals will have activated their internal emergency operations plan and will be operating under an ICS structure. The county that the hospital resides in will also have activated their local EOC and appropriate ESF #8 branch. All requests for SNS assets will follow the ICS structure.
- b. The affected hospital(s) will identify the list of resources needed to maintain operations and patient care. That list will be forwarded to the local EOC, and the appropriate ESF #8 contact.
- c. The local ESF #8 contact will inform the SNS Unit at the CDPHE DOC of the requested assets.
- d. The SNS Unit at the DOC will fill the request by forwarding it to the RSS. The RSS will treat the request as a pick list, filling all items possible and preparing for shipment to the Regional or Local Transfer Point receiving assets for the requesting hospital.
- e. Hospitals will have a mechanism to receive SNS assets centrally before they are distributed to various hospital departments for patient care. This system will incorporate:

- (1) Just-in-time training for medical equipment
- (2) Calibration of biomedical equipment (for Colorado altitude)
- (3) Developing a tagging system to track items received from the RSS

## **Support Function #9: Search and Rescue**

**ESF Lead Agency:** Division of Homeland Security and Emergency Management (DHSEM)  
**RSF Lead Agency:** N / A

**Supporting Agencies:** Civil Air Patrol, Colorado Search and Rescue Board, Department of Local Affairs, Department of Military and Veteran Affairs, Colorado Urban Search and Rescue Task Force-1

### **I. PURPOSE**

The purpose of this Emergency Support Function (ESF) is to frame organizational responsibilities and concepts for conducting search and rescue (SAR) operations that have overwhelmed local resources. The key to any SAR effort is timely response, organization, flexibility, and cooperation among the various agencies involved. It also clarifies the roles and responsibilities of state agencies in coordinating personnel, equipment, and other resources to assist local governments in their search and rescue efforts.

### **II. SCOPE**

- A. If an emergency or major disaster occurs that overwhelms local resources, SF #9 of this plan will be activated to provide assistance. Additional support, as needed, will be obtained through the Resource Mobilization Plan or the Emergency Management Assistance Compact (EMAC).
- B. Search and rescue responsibility is granted by statute to the Sheriff of each county in Colorado. The State can assist the Sheriff with the use of State resources.

### **III. SITUATION**

- A. A major or emergency disaster may result in large numbers of displaced, stranded, lost, or trapped individuals needing prompt rescue and medical attention. Because the first 72 hours of an incident that may require search and rescue operations are crucial to the survivability of victims, search and rescue must begin as soon as possible. In addition, secondary events or disasters may threaten survivors as well as search and rescue personnel.
- B. In addition, search and rescue missions may be required when an Emergency Landing Transmitter (ELT) signals and/or Federal Aviation Administration (FAA) reports of overdue aircraft is received, a request is made by local government officials for assistance in locating a missing person, or to locate survivors of natural or man-made emergencies

### **IV. PLANNING ASSUMPTIONS**

- A. Local cities and towns have resources, plans and procedures in place to support emergency management response
- B. Many search and rescue related incidents will be local in scope and can be addressed by local or state agencies as part of normal day to day operations using resources readily available to them.
- C. When an incident occurs, local governments will use all available response resources, including those available through mutual aid or private sector assets, before making a request for state or federal resources.

- D. The State has resources and expertise that can be used to supplement local efforts. Federal assistance may be requested to support state and local efforts if an incident exceeds state and local capabilities.
- E. Local governments will request state assistance only when an incident exceeds local resources and capabilities.
- F. When the SEOC is activated in anticipation of or response to emergency/disaster with impacts to the State of Colorado, ESFs needed to support response are activated.
- G. Agencies and organizations with roles and responsibilities under ESF #9 will designate and deploy appropriate representatives to the SEOC to coordinate the functions of ESF #9.
- H. ESF #9 will coordinate with local government, state agencies, and other ESFs to address emergency search and rescue needs.
- I. Individuals representing agencies that are staffing the SEOC should have extensive knowledge of the resources and capabilities of their respective agency and have access to the appropriate authority for committing such resources.
- J. State, local and federal government, private sector and volunteer agencies assigned responsibilities involving emergency / disaster search and rescue issues have established operating procedures specifying their emergency support service actions and will be able to communicate and coordinate these actions in an emergency to best utilize available capabilities.
- K. Coordination and direction of volunteers that may support a search and rescue operation will be required.

## **V. CONCEPT OF OPERATIONS**

- A. Local governments have the primary responsibility for search and rescue operations within their legally established jurisdictions. If and when additional SAR capability is necessary, the local government can request additional assistance from the state. All state assistance will be provided to the local Sheriff and will operate under the appropriate incident commander.
- B. The CSRB and / or CO – TF1 may assist in coordination of additional resources if requested by the County Sheriff.
- C. Currently all 50 states belong to the EMAC system. These state-to-state agreements provide resources to the requesting state for support of disaster operations. If a disaster overwhelms the State's SAR resources, the Office of Emergency Management (OEM), through the State Emergency Operations Center (SEOC), may request additional SAR resources through the EMAC system.
- D. SAR operations should begin as soon as possible after state activated resources have been assembled. The initial state SAR representative on the scene will coordinate with the local IC and / or his / her designee to establish lines of authority, operational objectives, and reporting requirements.
- E. Actions to be taken include:
  - 1. Prevention Actions

- a. Communicate and share information across agencies with search and rescue responsibilities.
  - b. Collaborate and coordinate on search and rescue related prevention and security initiatives.
  - c. Identify opportunities to collaborate on search and rescue related training and operations in the State.
  - d. Identify potential search and rescue issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.
2. Preparedness Actions
- a. Convene regular meetings of ESF#9 stakeholders and/or Emergency Support Function (ESF) Team.
  - b. Develop and maintain internal agency search and rescue plans, procedures, resource directories, and emergency contact lists to support ESF #9 activities.
  - c. Ensure policies and procedures are in place to access directory information and quickly notify personnel in support of this plan.
  - d. Develop and maintain a system for receipt and dissemination of information, data, and directives pertaining to search and rescue operations to agencies and organizations supporting this plan.
  - e. Maintain current inventories of search and rescue facilities, equipment, and materials and supplies by agency and type to ensure a timely response.
  - f. Pre-plan for distribution and allocation of available State resources to support the overall search and rescue mission.
  - g. Ensure that all responsible agencies have pre-designated staff available to support SEOC Operations during activations.
  - h. Maintain liaison with federal search and rescue assets and plan for reception of external assets.
  - i. • Participate in appropriate training and exercise opportunities to test and validate this plan.
3. Response Actions
- a. Pre-Impact. Upon receiving notification to report to the SEOC in preparation of an incident, ESF agencies and organizations will complete the following actions commensurate with emergency priorities within the state and based on the availability of resources. Activities will be coordinated through the SEOC which will serve as the source of all direction and control.
    - (1) Provide appropriate representative(s) to the SEOC to support ESF #9 pre-incident planning activities.
    - (2) Maintain communications within the SEOC, obtain status reports, and keep the SEOC informed of the progress of assigned tasks.
    - (3) Notify the appropriate points of contact at each respective agency and organization to pre-position resources and response personnel as needed.
    - (4) Review existing plans and procedures.
    - (5) Ensure respective agency decision makers are kept informed of the situation.
    - (6) Test communications systems.
    - (7) Coordinate information to verify search and rescue activities, capabilities, and inventories of available resources and report this information on a regular basis via a summary listing to the SEOC Operations Chief.
    - (8) Coordinate the mobilization and pre-positioning of search and rescue response resources pre-incident, once it is apparent that state search and rescue resources will be required, or as requested by the SEOC Manager.
    - (9) Provide situational awareness information to the SEOC Planning Section as needed.
    - (10) Coordinate with other ESFs as needed.

b. Response

- (1) If agency has not already done so, provide appropriate representatives to the SEOC to support ESF #9.
- (2) Verify inventories of available resources and personnel and provide a summary listing to the SEOC Operations Section Chief.
- (3) Identify and coordinate the pre-positioning of needed resources to the nearest staging area(s) as needed.
- (4) Establish communications with appropriate field personnel to coordinate resources to support response efforts and gain situational awareness.
- (5) Obtain a general description of the situation as it pertains to ESF #9 and analyze any operational support requirements.
- (6) Implement predetermined cost accounting measures for tracking overall costs, to include personnel, equipment, materials and other costs incurred during emergency search and rescue support activities.
- (7) Coordinate with ESF #1 regarding any needed assets to transport search and rescue personnel and equipment to affected areas.
- (8) Coordinate with other ESFs to coordinate equipment and supplies needed for both non-technical and technical search and rescue missions.
- (9) Collect and disseminate information and intelligence related to search and rescue operations for disasters or emergencies, either existing or pending.
- (10) Initiate notification of the required personnel and support organizations required to support emergency operations.
- (11) Gather and provide situational awareness information for Situational Awareness Statements to the SEOC Planning Section as needed. In addition, use information provided by the SEOC Planning Section to plan effective response actions.
- (12) Coordinate with Federal ESF counterparts as needed.
- (13) Coordinate resources to support search and rescue mission requests, response operations, and related service/resource requests.
- (14) Coordinate with state, local, volunteer, and federal search and rescue personnel as necessary.
- (15) Track committed resources for possible redeployment and other purposes, and provide regular updates on the status of all missions assigned to SEOC Operations Section Chief.
- (16) Conduct ongoing assessments of search and rescue priorities and strategies to ensure adequate resources to support critical search and rescue operational needs with a priority on life safety.
- (17) Coordinate state-level technical assistance and resources for search and rescue missions.
- (18) Continue to monitor, gather, and provide search and rescue situational awareness information for reports and/or statements to the SEOC Planning Section, as needed.
- (19) Use information provided by the SEOC Planning Section and Operations Section to plan effective response actions.
- (20) Plan for and establish relief resources to replace or rotate resources committed for extended periods.
- (21) Ensure briefings are conducted during ESF #9 shift changes and at designated times throughout the event.

c. Recovery Actions

- (1) Continue to provide search and rescue support on an as needed basis during the recovery phase.

- (2) Coordinate resources to assist and provide technical support and expertise to OEM damage assessment teams.
- (3) Identify anticipated recovery needs for ESF #9 resources, manpower and equipment.
- (4) Inventory any lost or damaged equipment and record any personnel injuries or equipment accidents.
- (5) Participate in after action meetings and review after-action reports.
- (6) Draft recommendations for after-action reports and other reports.
- d. Mitigation Actions
  - (1) Provide ESF #9 agency representatives to planning meetings.
  - (2) Identify potential search and rescue issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
  - (3) Conduct assessments of ESF #9 capabilities to identify potential shortfalls.
  - (4) As needed, develop plans to mitigate identified shortfalls of resources.

## **VI. ORGANIZATION AND RESPONSIBILITIES**

- A. The County Sheriff is responsible for coordination of search and rescue missions within their county. All search and rescue operations will be managed under the Incident Command System.
- B. OEM (through the Resource Mobilization Plan) is responsible for maintaining contact lists for search and rescue organizations throughout the State.
- C. The Department of Local Affairs will be responsible for maintaining the State Search and Rescue Fund.

### **Appendix**

Emergency Support Function #9a: Wildland Search and Rescue

Emergency Support Function #9b: Urban Search and Rescue



## **Support Function #9a: Wildland Search and Rescue**

**ESF Lead Agency:** Division of Homeland Security and Emergency Management  
**RSF Lead Agency:** N / A

**Supporting Agencies:** Colorado Search and Rescue Board

### **I. PURPOSE**

The purpose of this appendix is to provide assistance to authorities in the coordination and effective utilization of all available resources in the conduct of Search and Rescue (SAR), to include swift water and flood operations during an emergency/disaster situation.

### **II. SCOPE**

Wildland Search and Rescue activities include, but are not limited to emergency incidents involving missing persons, the recovery of victims, locating boats lost in or around inland and coastal waters, water rescue, swift water, flood recovery, locating individuals lost in forest or wildlands, locating downed aircraft, extrication, if necessary, and providing first-aid treatment to victims.

### **III. SITUATION**

- A. Colorado's population is "outdoors oriented", and many live in Colorado because of the variety of outdoor recreation activities. There is also a large influxes of winter visitors for skiing and snowboarding; summer visitors for hiking, technical climbing, mountaineering, trekking, four wheeling, rafting, fishing, etc., and; fall visitors primarily for seasonal hunting.
- B. Colorado has roughly 1,800 search and rescue related incidents each year. More recently, this number has increased from 1,200 – 1,400 per year, which can be attributed to technology advancements - the increased availability, coverage, and use of cell phones and the increased use of Personal Locator Beacons. Colorado now has more annual SAR incidents than any other state, and is the most frequent state user of federal air assets to assist SAR operations than any other state nationwide. These incidents are not widespread, and are typically resolved by a limited local or regional response, occasionally involving a small number of out of county specialized resources such as helicopters, search dogs, ground searchers, high angle rescues, swift water rescuers, divers, etc.
- C. Conversely, larger and more widespread incidents that require greater numbers of search and rescue responders occur less frequently in Colorado. These incidents include floods, snow storms, and tornados, where complex SAR requests occur as a result of the same incident, such as the 2013 Floods and the 2006 Holiday Blizzards. These types of incidents occur in Colorado infrequently perhaps once or less each year. For these situations, Colorado DHSEM personnel coordinate the search and rescue response with state level management assistance from the Colorado Search and Rescue Board (CSRB), the Colorado Air National Guard (CONG), and Colorado Task Force 1 (COTF-1, i.e. a federal DHSEM Urban Search and Rescue Team).
- D. SAR operations are primarily initiated, coordinated and directed by local jurisdictions in accordance with local plans. However, one jurisdiction (or a number of jurisdictions through mutual aid) may not be able to provide the necessary equipment or sufficient number of trained

personnel to carry out a SAR mission. Requests for additional resources, including special skills, expertise, or equipment are coordinated through requests to the State.

#### IV. PLANNING ASSUMPTIONS

- A. SAR missions will continue to increase as the population, recreational opportunities, and the wildland/urban interface continues to grow.
- B. Missing persons are at risk from the elements or trapped in dangerous situations/structures and need to be located as soon as possible.
- C. Some SAR activities will result as a request from and coordination with ESF #4 – Firefighting.
- D. The multiple disciplines for search and rescue operations require the expertise, personnel and equipment of a variety of different agencies.
- E. SAR missions may be required in incidents that occur quickly or develop over a period of time.

#### V. CONCEPT OF OPERATIONS

- A. Introduction  
All SAR operations will be conducted in accordance with the Incident Command System regardless of State or local authorized deployment.
- B. Available Search and Rescue Resources  
Search and rescue responses involve a wide variety of types and kinds of resources. Some resources are available locally, and some require a mutual aid response. The most frequently requested resources are discussed below. These resources can be requested through the State SAR Coordinator available 24/7 at (800)593-2772.
  - 1. **SAR Incident Management.** The CSRB maintains a capability to assist counties with SAR incident management using the Incident Command System (ICS) and nationally trained and accepted SAR management techniques. Initial resource requests are preferred to be on a “short team” basis, but can fulfilled with selected SAR-oriented ICS positions.
  - 2. **Helicopters.** Helicopters are typically requested for aerial reconnaissance, rescuer insertion in large or inaccessible areas, and for rescue of individuals with time-sensitive, life-threatening injuries.
    - a. **Private Operators** Flight for Life (FFL) and other statewide medical helicopters are the first choice for rescue, if available and technically capable. FFL has night vision capability, but because as they are medical helicopters have a limited capacity to transport SAR personnel and do not do provide hoisting operations. New FFL policy instituted in 2016, states that they will attempt to respond (at no cost) to provide a search/insertion capability with resources permitting.
    - b. **Military Operators** Medium and large military helicopters are available from the High Altitude Training Center (HAATS) in Eagle, CO, and from Buckley AFB in Aurora, CO. Both operators can perform aerial reconnaissance, transport larger numbers of personnel, and perform hoisting operations. HAATS has recently developed a program to train selected SAR groups in hoisting rescue operations with future training provided by Buckley as time permits. County Sheriffs and their representatives can request these resources directly through the Air Force Rescue Coordination Center (AFRCC) or through the State SAR Coordinator to request assets on their behalf.

3. **Technical and high altitude rescue.** Colorado has eleven regular member teams and two associate member teams of the international Mountain Rescue Association (MRA) as well as other technical teams. MRA teams in Colorado are highly skilled with higher certification standards than any others in the MRA region. Teams must be recertified every five years in (1) search management, (2) scree (low angle) patient evacuations, (3) high angle (vertical) patient evacuations, (4) avalanche search, and (5) high altitude/above timber line technical rescues. They are requested in SAR operations which occur in difficult wilderness technical areas or address difficult problems.
4. **Ground SAR responders.** Ground SAR personnel are skilled in performing tasks such as hasty searches, area searches, and grid searches where high probabilities of detection are needed. Colorado has a large pool of trained ground searchers from over 40 search and rescue teams.
5. **Canine teams.** There are 5-6 trained and certified canine dog groups in Colorado. There are several types: air scenting, tracking, human remains detecting (HRD/cadaver), and even canines trained to detect human scent coming from underwater. Canines are most effective when used early in an incident, and work best in the early morning, late afternoon, and evening/night.
6. **Emergency Locator Transmitter (ELT), and Personal Locator Beacon (PLB) tracking and location.** There are several teams throughout the state with ELT/PLB direction finding capabilities: Civil Air Patrol (CAP), Rocky Mountain Rescue, Douglas County SAR, El Paso SAR, and others. PLB activations, detected by NOAA satellites, are reported by AFRCC to the State SAR Coordinator who notifies the affected county sheriff. Direction Finding (DF'ing) resources (and other tutorial support) is accessible through the State SAR Coordinator.
7. **Telephone forensics.** Most of today's modern cell phones have GPS information that can be accessed remotely with the proper permissions and protocols, which has made a big difference in locating missing individuals more quickly; some sheriff's departments possess this capability. The Civil Air Patrol (CAP) also provides assistance to local SAR efforts using telephone forensics which is available through the AFRCC and the State SAR Coordinator.
8. **Colorado Life Track (CLT).** Loved ones with special needs or memory loss are at high risk to become lost and/or wander and can be followed by Colorado Life Track (CLT) tracking system. CLT assists law enforcement and SAR teams to find adults and children suffering from Alzheimer's disease, Down syndrome, Autism and other related disorders. These at-risk individuals wear a tamper-proof wristband transmitter that emits a silent radio signal. When lost, trackers use receivers to locate their signal and find them. Several Colorado SAR teams provide CLT tracking/search elements.
9. **Tracking.** SAR teams train selected team members to track humans using a process first developed by the US Border Patrol and referred to as "sign cutting" or "step-by-step tracking". Highly trained and experienced "Man trackers" develop an extraordinarily sensitive ability to follow footprints, kicked over rocks, soil depressions, changes in vegetation, and sense ambient noises in various kinds of terrain. When initial physical evidence is properly protected, Trackers are very valuable in the early phases of a SAR operation, for example, to determine a direction of travel and/or eliminate certain travel routes/destinations.
10. **Mechanized SAR.** SAR teams have a variety of four-wheel drive vehicles, ATV's, snowmobiles, snow cats, power boats, etc. for use in selected SAR scenarios.
11. **Water-based SAR and body recovery.** Several Colorado SAR teams and fire departments have capabilities for both swift water and "calm water" search, rescue and recovery. The State SAR coordinator can access side scan imaging (<60 feet) SONAR as well as true side scan SONAR (any depth) to assist with underwater searches.

## VI. ORGANIZATION AND RESPONSIBILITIES

- A. Division of Homeland Security and Emergency Management
  - 1. Establish a methodology for the alert and deployment of volunteer SAR teams.
  - 2. Provide a mechanism for the acquisition of Colorado National Guard assets in support of inland SAR operations.
  - 3. During the activation of the State Emergency Operations Center, provide working space for CSRB.
- B. Colorado Search and Rescue Board (SAR Coordinator)

In the case of a search and rescue mission the responsibilities of SAR Coordinators will include:

  - a. Assuming assigned role and appointing mission command staff and assigning their responsibilities;
  - b. Overseeing the assignment of volunteer personnel, including ensuring that each person has been trained and is capable of performing the assigned job;
  - c. When necessary, coordinate with the Air Force Rescue Coordination Center (AFRCC);
  - d. Completing all other required reports pertaining to search incident;
  - e. Implementing search and rescue procedures that are within county policy, and protect safety of emergency service workers;
  - f. Wearing appropriate identification at all times during an incident;
  - g. Keep local and State OEM informed of active operations.
- C. County Sheriff
  - a. County Sheriffs are the official responsible for coordination of all search and rescue operations within the local jurisdiction. There use of the search and rescue capability and resources available within the county and request assistance from the office of emergency management only when and if the sheriff determines such additional assistance is required.
  - b. For non-disaster and limited scale search and rescue situations, the sheriff or his representative seeks OEM assistance through the State Search and Rescue Coordinator (800-593-2772) who (by written MOU) acts on State OEM's behalf to provide SAR advice and arrange for all types of out-of-county mutual aid resources. According to written agreement between the national Air Force Rescue Coordination Center (AFRCC) and the state of Colorado, federal resources, such as helicopter support, Civil Air Patrol (CAP) support, and telephone forensics\ can be requested directly from AFRCC by County Sheriffs (and their representatives), State SAR Coordinators, and Colorado. Federal resource requests made directly by a county will include AFRCC notification to the State SAR Coordinator (for situational awareness purposes), who may then contact the county to offer additional assistance at his/her discretion.

## **Support Function #9b: Urban Search and Rescue**

**ESF Lead Agency:** Division of Homeland Security and Emergency Management  
**RSF Lead Agency:** N / A

**Supporting Agencies:** Colorado USAR – Task Force 1 (CO-TF1)

### **I. PURPOSE**

The purpose of this Appendix is to frame organizational responsibilities and concepts for conducting search and rescue (SAR) operations that have overwhelmed local resources. The key to any SAR effort is timely response, organization, flexibility, and cooperation among the various agencies involved. It also clarifies the roles and responsibilities of state agencies in coordinating personnel, equipment, and other resources to assist local governments in their search and rescue efforts.

### **II. SCOPE**

Urban Search and Rescue (USAR) includes, but is not limited to, locating, extracting, and providing immediate emergency medical assistance to victims trapped in a collapsed structure. USAR is a highly technical field, requiring specialized equipment and training to such a degree that an event requiring USAR will almost automatically exceed local response capabilities.

### **III. SITUATION**

- A. Local buildings are subject to severe structural damage from [hurricane], tornado, flood, earthquake, explosion, and acts of terrorism, which could result in injured people trapped in the damaged and collapsed structures.
- B. In emergency situations involving structural collapse, large numbers of people may require rescue.
- C. The mortality rate among trapped victims rises dramatically after 72 hours; therefore, search and rescue operations must be initiated without delay.
- D. Secondary hazards may compound problems and threaten both disaster victims and rescue personnel.
- E. Weather conditions such as rain, temperature extremes, and high winds, may pose additional hazards to disaster victims and rescue personnel.
- F. Large - scale emergencies, disasters, and acts of terrorism may adversely impact USAR personnel, equipment, and facilities as well as communications systems.

### **IV. PLANNING ASSUMPTIONS**

- A. A trained, equipped, organized rescue team will provide the capability to conduct methodical SAR operations, shore up and stabilize weakened structures, release trapped persons, and locate the missing and dead.
- B. Access to disaster areas may be limited because of damaged infrastructure.

- C. If our resources and those obtained pursuant to inter - local agreements are insufficient and additional support is required, we will request assistance from the State.
- D. During major emergency situations, our SAR resources may be damaged and specialized supplies depleted.

## **V. CONCEPT OF OPERATIONS**

- A. Introduction
  - 1. All USAR operations will be conducted in accordance with the Incident Command System regardless of State or local authorized deployment.
  - 2. The responsibilities of the USAR team will be extensive during some types of emergency situations. These responsibilities include the search for and extrication of victims during events such as structural collapse, hazmat accidents, flooding incidents, radiological incidents, and major fires or explosions.
- B. Generally speaking, the following will be used as a guide to determine the “trigger points” to determine if federal and / or EMAC USAR resources will be required.
  - 1. If SMART searches cannot be completed within the first 24 hours after the disaster strikes with the on scene or responding SAR resources. SMART searches are defined as a search involving a specific facility or location, such as a nursing home or hospital, which is known to contain persons that did not evacuate prior to the disaster occurring.
  - 2. If HASTY searches of the entire impacted area cannot be completed within the first 24 hours after the disaster strikes with the on scene or responding SAR resources. HASTY searches are defined as a fast paced visual inspection of the area to be searched accompanied by vocal or audio hailing.
  - 3. If a PRIMARY search of the entire impacted area cannot be completed within 48 hours after the disaster strikes with the on scene or responding USAR resources. A PRIMARY search is defined as a search that involves walking completely around every building in the impacted area and looking into windows and doors accompanied by hailing for victims. Primary searches may include entry into buildings if approved by local authorities.
  - 4. If a SECONDARY search of the entire impacted area cannot be completed within 72 hours after the disaster strikes with the on scene or responding USAR resources. A SECONDARY search is defined as the highest standard of search and involves a thorough and systematic search of every room of every building within the impacted area. Forced entry of structures will be done only after authority is given by local officials. An appropriate search marking system will be left at the obvious entrance to the structure indicating entry has been made and the results of the search.

## **VI. ORGANIZATION AND RESPONSIBILITIES**

- A. Division of Homeland Security and Emergency Management
  - 1. Establish a methodology for the alert and activation of CO-TF1.
  - 2. Provide a mechanism for the acquisition of Colorado National Guard assets in support of inland SAR operations.
  - 3. During the activation of the State Emergency Operations Center, provide working space for CO - TF1.
- B. Colorado USAR – Task Force 1 (CO-TF1)
  - 1. Assuming assigned role and appointing mission command staff and assigning their responsibilities;

2. Overseeing the assignment of personnel, including ensuring that each person has been trained and is capable of performing the assigned job;
3. Completing all other required reports pertaining to search incident;
4. Implementing search and rescue procedures that are within county policy, and protect safety of emergency service workers;
5. Wearing appropriate identification at all times during an incident;
6. Keep local and State OEM informed of active operations.

## **Support Function #10: Oil and Hazardous Substance**

**ESF Lead Agency:** Colorado State Patrol

**RSF Lead Agency:** N / A

**Supporting Agencies:** Department of Public Health and Environment, Department of Military and Veterans Affairs, Department of Transportation, Colorado Sheriff's Association, Fire Chief's Association

### **I. PURPOSE**

To provide support to local governments in dealing with a major emergency or disaster involving an actual or potential release of hazardous materials, chemical, biological materials, including radioactive materials in an all hazards approach.

### **II. SCOPE**

This ESF is intended to provide a coordinated State response to an actual or potential release of hazardous Substance, resulting from a:

- A. Transportation incident.
- B. Fixed facility incident
- C. Natural disaster (i.e, earthquake, tornado, flood, etc)
- D. Terrorism attack

### **III. SITUATION**

- A. Large quantities of hazardous Substance are transported via highway, rail, air, and pipeline within and through the State on a daily basis. Therefore, there is a probability of an actual or potential release occurring on any given day as a result of a transportation accident and / or incident.
- B. Hazardous Substance are manufactured, stored, distributed, utilized, and disposed of at numerous fixed facilities located throughout the State. Therefore, there is a significant probability of an actual or potential release occurring on any given day.
- C. Hazardous chemical or biologic agents could possibly be used either as a causative agent or byproduct (debris and human remains / bio-hazard) at any large-scale suspected or actual terrorist events.

### **IV. PLANNING ASSUMPTIONS**

- A. Actual or potential releases of hazardous Substance may occur on a daily basis.
- B. A hazardous Substance incident may progress to a point where it becomes a serious threat to the public's health and safety and to the environment.
- C. Multiple hazardous Substance incidents may occur simultaneously following a major disaster such as a flood or terrorist attack.



- D. Exceptions to current disposal practices may be necessary during major disasters.

## **V. CONCEPT OF OPERATIONS**

- A. In the event of an actual or potential release of a hazardous Substance within the State which presents a threat to the public health and safety and the environment, this ESF or portions of it may be implemented.
- B. This ESF addresses the emergency response phase of the State's response to a hazardous Substance incident.
- C. The response to hazardous Substance incidents statewide is handled by the appropriate DERA given the location of the incident.
- D. The CSP is responsible for the response to hazardous Substance incidents occurring on Federal, State, and county highways, outside of municipal city limits.
- E. In the event of a terrorism related incident, the FBI will be the lead investigative agency with State and local agencies providing support and resources to assist.
- F. When required, the Department of Public Health and Environment (CDPHE) can provide environmental response resources to assist local jurisdictions with the consequences of hazardous Substance releases.
- G. Frequently, State and local governmental agencies require technical and emergency response assistance from the US Environmental Protection Agency (EPA) when dealing with the consequences of hazardous Substance incidents.
- H. Disposal of hazardous Substances are handled by a private clean-up contractor with the responsible transporter or fixed facility being liable for the costs of the response and remediation of the affected area.

## **VI. ORGANIZATION AND RESPONSIBILITIES**

- A. Colorado State Patrol
  - 1. Is assigned the statutory responsibility as a DERA and performs the associated functions utilizing twelve (two-person) technician level teams located in strategic locations throughout the State.
  - 2. Provide emergency response to hazardous Substance incidents when we are the DERA or requested by to assist by a local agency.
  - 3. Provide technical assistance when requested by local jurisdictions or the incident command authority.
  - 4. Provide personnel to support technical / safety requirements during hazardous material / terrorist incidents, including but not limited to: traffic control, perimeter security, evacuation, etc.
  - 5. Send a Colorado State Patrol Representative to the State Emergency Operations Center (SEOC) when requested by Office of Emergency Management (OEM).
  - 6. Request assistance, when necessary from the OEM or CDPHE.
- B. Office of Emergency Management

1. Ensure all support agencies maintain facilities and equipment in a state of operational readiness.
  2. Ensure the SEOC is maintained in a state of operational readiness.
  3. Provide a conduit through which local officials can request assistance from State agencies concerning hazardous material.
  4. Activate the SEOC when a hazardous Substance incident is declared a disaster or when State assistance is requested by the local official and facilitate one or more of the following:
    - a. Notify State emergency response agencies.
    - b. Activate State assets for possible deployment.
    - c. Communication and coordinate with the on-scene Incident Command Post (ICP) and / or local Emergency Operations Center (EOC).
    - d. Dispatch an on-scene liaison to the ICP / EOC, as required.
    - e. Coordinate State agency support, provide resource and technical assistance, and request federal assistance, when required or requested by the CSP or DERA.
    - f. Develop and conduct State-level exercises to test this plan.
- C. Department of Public Health and Environment
1. Coordinate with local public health agency community officials for the assessment process and communication of messages to the public.
  2. Provide technical support to local and State hazardous Substance Response teams.
  3. Evaluate and provide recommendations pertaining to the public health's and the environmental risks related to food, air, water, and soil contamination.
  4. Request federal assistance as necessary.
  5. Recommend hazardous Substance disposal options.
- D. Department of Transportation (CDOT)
1. Provide personnel and heavy equipment to assist with diking operations and other scene control measures during a hazardous material.
  2. Provide personnel and equipment to assist with traffic control and scene access and egress.
  3. Send an ERC to the SEOC, as requested.
- E. Division of Fire Prevention and Security
1. Provide State-level coordination with fire service agencies during declared disasters and major incidents involving hazardous Substance.
  2. Provide assistance with locating fire service resources in support of State and local emergency response agencies.
- F. Department of Military and Veterans Affairs
1. Provide transportation resources to move emergency response personnel and equipment resources to declared disasters or major incident involving hazardous Substance, when required or requested by OEM or CSP.
  2. Provide personnel and equipment resources to assist with on-scene mitigation operations during disaster or major incident involving hazardous Substance.
  3. Send an ERC to the SEOC, as requested.
- G. Other State Agencies
1. Provide personnel and equipment resources within agency's scope of responsibility and capability, as required and / or requested.
  2. Provide technical or other specialized support as required and / or requested.
  3. Send an ERC to the SEOC, as requested.

## **VI. MITIGATION AND PREPAREDNESS ACTIVITIES**

### **A. All tasked Agencies**

1. In addition to specific responsibilities assigned to each organization, all State agencies tasked within this ESF are responsible for the following:
  - a. Developing and maintaining internal policies and procedures in support of this plan.
  - b. Familiarity and use of NIMS.
  - c. Identify, procure, and store equipment and Substance required to perform assigned functions.
  - d. Maintaining current alerting procedures for mobilizing emergency response personnel.
  - e. Training response personnel and validating the plan through participation in training, drills, and exercises.
2. All State agencies are also responsible for developing and maintaining internal policies and procedures concerning personal protective measures to be taken during hazardous Substance operations (commensurate with the level of response offered), including but not limited to:
  - a. The appropriate levels of protective clothing and equipment.
  - b. The recognition and identification of hazardous Substance dangers.
  - c. The application of other appropriate protective actions on a case-by-case basis.
3. In accordance with assignments of responsibilities in the CHIRRP, each supporting State agency identified under this ESF will contribute to the overall response but will retain full control over its own resources and personnel.
4. Each agency ERC assigned to the SEOC during a disaster or major incident involving hazardous material should have:
  - a. Knowledge of their respective agency's capabilities and resources.
  - b. Access to appropriate authority for committing such resources.
  - c. Knowledge of hazardous Substance response functions.
  - d. Familiarity with the CHIRRP and this SF.
  - e. An appropriate technical and professional background.
  - f. Knowledge of incident command (structure and principles) and operation of the SEOC.

### **B. Colorado State Patrol (CSP)**

1. Develop policies and procedures for deploying personnel and equipment to assist State and local response personnel during hazardous Substance
2. Develop, implement, and exercise emergency response plans for each Troop's area of responsibility throughout the State. Such plans should include procedures for deploying personnel to assist with scene security, traffic control, evacuation, and other activities at a hazardous Substance
3. Develop Standard Operating Procedures (SOPs) governing the operation of the CSPs technician level teams.
4. Encourage the development of mutual-aid agreements with other DERA's throughout the State.
5. Utilize the available resource database(s) to provide information on the capabilities of statewide emergency response organizations, including their available resources. Provide a real-time incident management capability to support an emergency response to a hazardous Substance.
6. Develop and maintain database of hazardous Substance clean-up contractors.
7. Enforce the provisions of State laws, rules, and regulations with respect to the shipping or transportation of hazardous Substance.
8. CSP technician level teams should train and have knowledge in the area of evidence collection and preservation for a large-scale hazardous substance incident.

C. Office of Emergency Management

1. Administer training and planning grants associated with the SARA and Hazardous Substance Transportation Authorizations Act of 1994 (HMTAA).
2. Assist local emergency management and response agencies with developing plans for response to hazardous substance.
3. Coordinate with local government officials to provide the necessary direction and assistance to establish and maintain Local Emergency Planning Committees and DERA's throughout the State. Will also distribute guidance from the Colorado Emergency Planning Commission to all jurisdictions regarding the conduct of risk and vulnerability assessments.
4. Designate appropriate OEM staff to coordinate hazardous material response activities with other emergency response agencies during disasters or major incidents.
5. Distribute Federal DOT Emergency Response Guidebooks (ERG) to State and local response agencies and personnel.

D. Department of Public Health and Environment

1. Provide personnel to assist with technical support of hazardous Substance operations.
2. Maintain records of department recommendations.
3. Request assistance from federal agencies as necessary.

E. Department of Transportation

1. Develop policies and procedures for deploying personnel and equipment to assist State and local response personnel during hazardous Substance / terrorist incidents.
2. Develop policies and procedures concerning clean-up of hazardous Substance spills that occur within a State maintained highway right – of - way.

F. Division of Fire Prevention and Control

1. Developing policies and procedures for coordinating fire service activities with the activities of other response organizations during disasters or major incidents involving hazardous Substance / terrorist activity.
2. In coordination with the CSP, identify fire departments throughout the State with hazardous Substance response capability.

G. Department of Military and Veterans Affairs

1. Develop policies, procedures, and appropriate interagency agreements necessary to authorize the CHN transportation resources to move emergency response personnel and equipment to disasters or major incidents involving hazardous Substance.
2. Develop policies and procedures for mobilizing personnel and equipment resources to assist with on-scene mitigation operations during a disaster or major incident involving hazardous Substance.

## **VII. RESPONSE AND RECOVERY ACTIVITIES**

A. All Tasked State Agencies

1. Attend briefing and coordinate activities with other participating organizations.
2. Set up work area(s), report needs to Operations Section Chief and initiate response / recovery activities as dictated by the situation.
3. Maintain logs of activities, messages, etc.
4. Initiate internal notification recall actions.
5. Notify field personnel of appropriate protective actions given an identified hazard.
6. Maintain records of individual employees exposed to Hazardous Substances at incident sites and provide for follow-up monitoring and / or treatment if required.

B. Colorado State Patrol

1. As the DERA, or when requested through mutual-aid, deploy hazardous Substance enforcement and response team(s) to provide technician level response to mitigate an actual or potential release of hazardous Substances at a transportation or fixed facility incident / activity.
2. Provide and / or participate in on-scene command and control utilizing incident command principles.
3. Deploy personnel to secure areas around established perimeters of hazardous Substance accident scenes, assist with traffic control activities, and assist with evacuation / movement activities.
4. When responsible as the DERA, provide for supervision of clean-up at a transportation incident / accident in consultation with Federal, State, and local agencies having regulatory authority for clean-up.
5. Enforce provisions of federal and state law and / or regulation with respect to the transportation of hazardous substance.

C. Office of Emergency Management

1. Notify and dispatch appropriate State and local personnel to assist with emergency operations.
2. If warranted, request Federal assistance through the appropriate regional office, or the Joint Operations Center (JOC) if activated.
3. Maintain logs and records concerning the incident and its effects.
4. At the request of the local ICP / EOC or emergency response personnel on-scene, initiate contact with the following:
  - a. Chemical Emergency Information Center, CHEMTREC®
  - b. National Response Center (NRC)
  - c. Clean-up contractors, transporters, shippers, or other interested parties
5. Notify the appropriate State ERCs or other contact personnel.
6. In consultation and coordination with the local ICP / EOC:
  - a. Coordinate deployment of mutual-aid emergency response resources, including fire and emergency medical service
  - b. Develop and establish priorities for resource deployment when multiple incidents are involved.

D. Department of Public Health and Environment

1. Deploy personnel to assist with hazardous Substance operations as requested by DEM.
2. Maintain records of agency activities with regard to recommendations made by department personnel.
3. Request assistance from other State agencies and participant organizations as required to perform assigned duties.

E. Department of Transportation

1. Deploy personnel and equipment to support Hazardous Substance operations, as requested by OEM.
2. Provide public information on road closures and / or alternative routes utilizing the capabilities of the Traffic Operations Center (TOC).

## **Support Function #11: Agriculture and Natural Resources**

**ESF Lead Agency:** Department of Agriculture (CDA)

**RSF Lead Agency:** Departments of Agriculture and Natural Resources

**Supporting Agencies:** American Red Cross; Department of Corrections; Department of Education (State Library); Department of Higher Education; Department of Local Affairs (Main Street Program); Department of Natural Resources; Department of Personnel and Administration (State Archives); Department of Public Health and Environment; Department of Public Safety; History Colorado (SHPO); State Forest Service; The Salvation Army.

### **I. PURPOSE**

Emergency Support Function #11 (ESF#11) supports State, regional, local, and tribal authorities or Federal agency efforts to address the four primary functions outlined in ESF#11. Each of these functions are addressed separately as appendices A – E herein.

### **II. SCOPE**

- A. The Department of Agriculture is responsible for coordination of ESF#11 efforts to prevent, protect, respond to, and recover from incidents affecting agriculture. CDA will collaborate with the Department of Natural Resources when natural resource assets alone or as a component of an incident are affected.
- B. The Commissioner / Deputy Commissioner has the responsibility of activating ESF#11 based upon input from Federal counterparts, CDA Division Directors, emergency operations personnel at all levels of government, or others responsible for component parts therein.
- C. Actions undertaken under ESF#11 are coordinated with affected State, regional, local, tribal, private and if need be Federal entities utilizing National Incident Management System guidance and the Incident Command System structure.
- D. Supporting agencies shall manage their respective assets and resources receiving direction from and in collaboration with the primary agency / division leading incident response.
- E. The primary agency for each incident coordinates with appropriate ESFs and other annexes to assure appropriate use of volunteers and their health and safety and to ensure appropriate measures are in place to protect the health and safety of all workers.
- F. Provide for resource management to include responders and volunteers relative to individual credentialing, volunteer management, resource typing, training standards, and donations management.
- G. Entities at all levels are encouraged to enter into memoranda of agreement or memoranda of understanding with other groups providing emergency services thus enhancing their effectiveness and capacity.
- H. All entities should work with the Colorado Resource Mobilization Working Group to facilitate FEMA and State resource typing into the applicable database.
- I. Support pre - credentialing and identification of emergency response personnel.

- J. Ensure the appropriate use of the Emergency Management Assistance Compact for the interstate request or dispatch of emergency resources and personnel.
- K. Any outside assisting agencies or groups operating during a disaster will only serve under appropriate incident command and in cooperation with local, regional or State emergency management officials as appropriate.
- L. Assisting agencies shall maintain itemized accounting of any and all organizational costs related to response to include volunteer hours and donations collected, if any, for use during the incident. A full accounting shall be provided to the incident command finance and administration section.
- M. Any outside agencies / groups must demobilize when requested by State / regional / local emergency management / incident command under which they are serving.
- N. Any outside agencies / groups operating during a disaster within the State of Colorado will only make such public information releases concerning incident information as are approved by the Colorado Joint Information System / Joint Information Center.
- O. Emergency management and planning groups shall encourage and preferably assist in the preparation of personal preparedness plans of individuals and families.
- P. Emergency management and planning groups shall encourage and preferably assist business contingency planning through the development of continuity of operations plans that afford infrastructure protection, protection of employees, customers, and clients as well as products or services produced or delivered.

### **III. SITUATION**

See individual appendices.

### **IV. PLANNING ASSUMPTIONS**

See individual appendices.

### **V. CONCEPT OF OPERATIONS**

See individual appendices

### **VI. ORGANIZATION AND RESPONSIBILITIES**

- A. Department of Agriculture
  - 1. Markets Division – Lead division for provision of nutritional assistance.
  - 2. Division of Animal Health – Lead division for animal disease and pest response. Oversight to and assist with protection of companion animals and non-commercial livestock.
  - 3. Plants Division – Lead division for plant disease and pest response.
  - 4. Inspection and Consumer Services Division – Lead division in assuring the safety and security of the commercial food supply.
  - 5. Conservation Division – Lead division addressing protection of natural, cultural and historic resources in conjunction with Department of Natural Resources.

- B. Department of Corrections  
Provision of food supplies. Could potentially provide personnel for law or code enforcement activities. Some limited potential for providing animal care or animal sheltering facilities.
- C. Department of Education  
Act as a liaison in acquiring food supplies and / or providing sheltering, food service preparation, and service. Assist in identifying potential sheltering sites that would afford for concomitant sheltering of both people and animals. Identification of cultural and historic resources and assist in their protection, response to, or recovery from incident impact.
- D. Department of Natural Resources
1. Lead agency for incidents involving only the natural resource component of ESF#11.
  2. Branch lead for natural resources under CDA if other aspects of ESF#11 are activated.
  3. Holds jurisdiction over, sometimes in collaboration with the Department of the Interior or Fish and Wildlife Services, wildlife in Colorado. This department plays a critical role in collaboration with ESF#11 lead groups in addressing animal disease, zoonotic risks, and the preservation of wildlife resources. They also have personnel who can assist and support activities within these sections.
- E. Department of Public Health and Environment
1. Provide support and assistance to all lead agencies as appropriate.
  2. Provide technical support pertaining to statutory and regulatory requirements of the State within the scope of the department's responsibilities.
- F. Department of Public Safety
1. Primary agency for the coordination of homeland security activities in the State of Colorado. Operates the State Emergency Operations Center in support of any and all incidents requiring State assistance. Provides liaison to acquire and coordinate the utilization of resources needed in incident response. Each departmental EOC and / or IC would coordinate through the SEOC.
  2. Would assist in enforcing quarantines, stop movement orders, and the tracking of such needs on the roadways of the State. Can assist in communications needs across the state.
- G. Colorado State Forest Service  
May be called upon to provide technical assistance pertaining to the impacts of wildfires on vegetation and assist with identifying potential rehabilitation needs for burned areas on non-federal lands.
- H. History Colorado and local affiliates  
Identification of cultural historic resources and assist in their protection, response to, or recovery from incident impact.
- I. Department of Personnel and Administration (State Archive), Department of Education (State Library), Department of Local Affairs (Main Street Program), and Department of Higher Education.  
Identification of cultural and historic resources and assist in their protection, response to, or recovery from incident impacts.
- J. U.S. Department of Agriculture / Animal and Plant Inspection Services / Veterinary Services (APHIS / VS)



Holds Federal jurisdiction for the control of specified animal pests and diseases in conjunction with the CDA Division of Animal Health. Would - assist in the operation of a Unified or Area Command to address such an outbreak. Serve as liaison for the acquisition of resources and coordination with Federal authorities.

- K. U.S. Department of Agriculture / Animal and Plant Inspection Services / Plant Pest and Quarantine (APHIS / PPQ)  
Holds Federal jurisdiction for the control of specified plant pests and diseases in conjunction with the CDA Plants Division. Would assist in the operation of a Unified or Area Command to address such an outbreak. Serve as liaison for the acquisition of resources and coordination with Federal authorities.
- L. U.S. Department of Agriculture / Food Safety Inspection Service (USDA / FSIS)  
Holds Federal jurisdiction for the inspection of meat and poultry products. Work in collaboration with CDA Division of Inspection and Consumer Services in addressing concerns related to safety and security of meat and poultry commercial food products.
- M. U.S. Department of Health and Human Services / Center for Disease Control (HHS / CDC)  
Responsible for disease monitoring, tracking, and the provision of subject matter expertise and resources to address outbreaks of human disease. Includes food borne illness, zoonotic disease, or illnesses predicated by the use of weapons of mass destruction. Would collaborate closely with the CDPHE and other agencies as appropriate.
- N. U.S. Department of Health and Human Services / Food and Drug Administration (HHS / FDA)  
Holds Federal jurisdiction for the inspection of food products not regulated by USDA. Work in collaboration with CDA Division of Inspection and Consumer Services in addressing concerns related to safety and security of commercial food products other than meat and poultry. [NOTE: The Department of Public Health and Environment holds State jurisdiction for such products as well as meat and poultry products in food establishments. All three entities most likely would operate as a unified group within incident command.]
- O. U.S. Department of Homeland Security / Customs and Border Protection (DHS / CBP)  
Responsible for inspection of imported products in conjunction with USDA and FDA and detection of contraband that might affect provisions of this ESF.
- P. U.S. Department of the Interior  
Lead Federal agency for ESF#11 in incidents impacting natural resources without involvement of other sections of this ESF. Addresses natural resource matters, if involved, under USDA lead if other components of ESF#11 are involved. Would collaborate closely with the Department of Natural Resources.
- Q. U.S. Environmental Protection Agency (EPA)  
Would address environmental, water quality and like concerns with counterparts at the CDPHE. Most likely such assistance would be required in all sections of ESF#11.
- R. Federal Emergency Management Agency (FEMA)  
Designated Federal agency to lead in emergency response. Provides planning, training, and other materials to assist in response as well as personnel, resources, and funding to support emergency response. Would collaborate with the Division of Homeland Security and Emergency Management in the conduct of emergency response.

- S. U.S. Northern Command (NORTHCOM)  
Based in Colorado Springs with the ability to support this ESF in numerous ways to include personnel, equipment, transportation, veterinary and epidemiologic expertise, supplies, non-law enforcement security, traffic control, or the like.
- T. Colorado Association of Animal Control Officers  
Lend support to animal disease, including livestock, and general support to all animal activities within this ESF as called for.
- U. Colorado Sheriffs Association  
May be called upon for assistance in all appendices of this ESF, but specifically associated with hold, quarantine and stop movement orders associated with animal disease control.
- V. Colorado Association of Certified Veterinary Technicians  
May be called upon for assistance in both the livestock and pets sections of this ESF. Assist in the location, sheltering, treatment and care of animals under provisions set forth by this ESF.
- W. Colorado Volunteer Organizations Active in Disaster  
Potentially could be requested to support any or all activities covered in this ESF. Could be asked to support responders, persons or animals affected by the incident.
- X. Tribal Representatives  
Will be called upon to collaborate, manage, conduct and support any sections of this ESF involving tribal lands or individuals. May be requested to provide personnel or other resources in support of incidents outside tribal jurisdiction.
- Y. American Red Cross  
Primary contact for support of responders and sheltering and feeding of displaced individuals. Support of individuals responsible for co-location of animal sheltering and coordination of activities that involved sheltered individuals who also are sheltering their animals.
- Z. The Salvation Army  
May be called upon to assist in support of response personnel and potentially other impacted individuals.
- AA. Community Food Banks  
May be called upon to assist with especially appendix A – provision of nutritional assistance. Help locate, provide or transport food supplies to needed areas.
- AB. Faith Based and other private groups  
May be called upon to assist in feeding, sheltering, housing, counseling or other forms of assistance to both responders and affected individuals. Roles may differ dependent upon the capability of each individual group.
- AC. Colorado Veterinary Medical Association
1. Will be a key contact in support of both livestock as well as any animal activity conducted under this ESF. Can provide resources of communication, location of trained and certified personnel, animal care facilities, and numerous other resources critical to the successful conduct of operations to address emergency events.
  2. Direct affiliation with the State Animal Response Team who will collaborate and assist local response teams and / or assume the lead in the care of animals as outlined within appendix E

of this ESF. Provide staff, financial or other resource support specifically to animals and potentially to any or all sections of this ESF.

- AD. State, Regional, County, or Local Emergency Management Groups  
Will either lead or support activities addressing all aspects of this ESF. Provide local coordination of response or other activities with others involved in incident planning, response or recovery.
- AE. State, Regional, County, or Local Public Works, Fire, EMS and other Departments as applicable.  
Will provide personnel and equipment in support of this ESF as requested. Should coordinate with local emergency management officials and are requested to list available resources within the applicable database.
- AF. Industry Organization and local affiliates  
Provide resources and assistance as applicable to their organization members and affiliates. Such organizations active in the State are broad based such that support can be provided to all sections of this ESF.
- AG. Livestock Associations or Groups  
Are asked to be involved in all aspects of prevention, protection, response - or recovery to events affecting livestock. Provide liaison with producers or other affected individuals or business and provide personnel or arrange for the use of equipment or other resources needed in response.

## **Appendix**

Emergency Support Function #11a: Provision of Nutritional Assistance

Emergency Support Function #11b: Animal Disease and Pest Response

Emergency Support Function #11c: Plant Disease and Pest Response

Emergency Support Function #11d: Safety and Security of the Commercial Food Supply

Emergency Support Function #11e: Protection of Natural, Cultural, and Historic Resources

**Support Function #11 Agriculture and Natural Resources Annex**  
**Appendix A Provision of Nutritional Assistance**

**LEAD AGENCY:** Markets Division

**SUPPORT AGENCIES:** Same as identified in the main ESF Annex

**I. PURPOSE**

Determine nutritional assistance needs, obtain appropriate food supplies, arrange for delivery of supplies, and assist in acquiring Federal food commodities or the issuance of disaster food stamps.

**II. SCOPE**

Includes determining nutritional assistance needs, obtaining appropriate food supplies, arranging for delivery of the supplies, and coordinating disaster food aid or the issuance of food stamps.

**III. POLICIES**

The Markets Division within CDA shall assume responsibility for conduct of activities contained within this appendix, shall acquire direction from CDA Command Staff and collaborate with any and all affected agencies or groups tasked with conducting such activity.

**IV. CONCEPT OF OPERATIONS**

- A. The ESF#11, Appendix A coordinator(s) are designated by CDA Command Staff.
- B. The coordinator shall work closely with the ESF#11 liaisons at the State Emergency Operations Center (SEOC). The coordinator receives, administers, and disseminates information and coordinates actions required to address nutritional needs.
- C. Determines critical needs of the affected population in terms of numbers of people, their location, and resources to facilitate feeding.
- D. Coordinates with State, local and tribal officials to determine the nutritional needs of the population in affected areas based upon the following categories: acute, deficient, moderately deficient, self-sufficient, and surplus supplies.
- E. Catalogs available resources of food, transportation, equipment, storage, and distribution facilities and is able to locate these resources geographically.
- F. Collaborates with USDA officials and / or inspectors from CDA Inspection and Consumer Services Division to assure USDA commodities are fit for human consumption.
- G. Collaborates with FDA officials and / or CDPHE specialists to ensure FDA regulated products are fit for human consumption.
- H. Works with State and voluntary agencies to develop a plan of operation that ensures timely distribution of food in good condition to the proper location once need has been established.
- I. Coordinates shipment of food to affected areas.

- J. Initiates direct market procurement of critical food supplies that are unavailable from existing inventories.
- K. Seek emergency issuance of food stamp benefits or delivery of emergency food supplies of the USDA / FNS when requested by the State.

## **Support Function #11 Agriculture and Natural Resources Annex**

### **Appendix B Animal Disease and Pest Response**

**LEAD AGENCY:** CDA – Division of Animal Health

**SUPPORT AGENCIES:** Same as identified in the main ESF Annex

#### **I PURPOSE:**

Exercise jurisdictional authority to address animal issues to prevent, protect, respond to and recover from animal incidents impacting the livestock industry of the State of Colorado. Provide guidance and support to other State and local agencies, tribal nations, and animal industry constituents to eliminate risk, recover from incidents and thus maintain the livestock industry of the State.

#### **II SCOPE:**

Shall include implementing an integrated Federal, State, regional, local and tribal response to an outbreak of a highly contagious or economically devastating animal / zoonotic disease or pest infestation. Ensures, in coordination with ESF#8 – Public Health and Medical Response, that animal and veterinary issues are supported. [NOTE: Animal / zoonotic diseases are covered within this annex related to ‘livestock’ as defined in Colorado Revised Statutes to include alternative livestock and equine production. Incidents involving companion animals and non - production livestock are addressed within Appendix E herein.]

#### **III POLICIES**

- A. Actions undertaken under this ESF#11 annex are coordinated with and conducted cooperatively with State, regional, local and tribal incident management officials and private entities in coordination with Federal authorities, especially APHIS / VS, as required or needed.
- B. When addressing animal diseases, all animal depopulation activities are conducted as humanely as possible while stopping pathogen spread and limiting the number of animals that must be euthanized.
- C. Disposal method for infected or potentially infected carcasses are chosen for their effectiveness in stopping pathogen spread and minimizing environmental impacts as best possible.
- D. Indemnification of producers for loss of livestock or property involved shall follow guidelines set forth in Colorado Revised Statutes or Federal guidance and / or if such an incident is declared an Incident of National Significance.
- E. The Secretary of Agriculture also may declare an Extraordinary Emergency to pay compensation and to allow for the use of Federal authorities to take action within a State if the State is unable to take appropriate action to control and eradicate the disease.

#### **IV. CONCEPT OF OPERATIONS**

- A. The responsibility for coordination of Appendix B shall lie with the State Veterinarian / designee within the CDA – Division of Animal Health in collaboration with the APHIS / VS Area Veterinarian in Charge.

- B. The coordinator shall work closely with the ESF#11 liaison at the SEOC.
- C. Coordination shall provide for Federal, State, regional, local, and tribal response to an outbreak of a highly contagious or economically devastating animal / zoonotic disease or animal pest infestation.
- D. Coordinate with ESF#8 on animal / zoonotic or other issues impacting animal and human health.
- E. Coordinate with veterinary and wildlife services in affected areas.
- F. Coordinate surveillance activities in conjunction with ESF#8 in zoonotic disease events.
- G. In response to a bio - hazardous event, the decontamination and / or destruction of animals as well as associated facilities may be required and thus, should be provided for.
- H. If a possible intentional pathogen release is reported, animal health authorities shall report suspect actions to local law enforcement and the Colorado Information Analysis Center. Either or both of these entities then should report the same to the FBI - JTTF at the Denver FBI Office.
- I. If criminal activity is suspected, the coordinator shall work closely with law enforcement and diagnostic facilities to ensure personal / responder safety, proper investigative procedures, and the proper procurement, labeling, handling, tracking of chain of evidence, etc. of samples for testing and forensic analysis.
- J. The coordinator shall collaborate with State and Federal emergency management officials providing relevant information and coordination of resource utilization.
- K. Assigns veterinary personnel to assist in delivering animal health care to injured or abandoned livestock and performing veterinary preventive medicine activities, including the conducting of field investigations and the provision of technical assistance and consultation as required.

**Support Function #11 Agriculture and Natural Resources Annex**  
**Appendix C Plant Disease and Pest Response**

**LEAD AGENCY:** Plants Division

**SUPPORT AGENCIES:** Same as identified in the main ESF Annex

**I PURPOSE**

Exercise jurisdictional authority to address plant pest and disease issues to prevent, protect, respond to, or recover from incidents impacting plant production within the State of Colorado.

**II POLICIES**

- A. Actions undertaken under ESF#11 are coordinated with and conducted cooperatively with State, regional, local and tribal incident management officials and private entities in coordination with Federal authorities, especially APHIS / PPQ as required or needed.
- B. When addressing plant disease issues, destruction of plants / crops to stop pathogen spread may be required but consideration shall be given to minimizing such impact and / or any effects upon the environment.
- C. The Secretary of Agriculture can release funds as needed to indemnify producers for plant products seized or facilities held to control a disease as well as to pay the operational costs of the eradication of a plant disease or pest. The State ESF coordinator will collaborate with USDA in such matters.
- D. Indemnification of producers for loss of crops or property shall follow guidelines set forth in Colorado Revised Statutes or Federal guidance and / or if such an incident is declared an Incident of National Significance.
- E. The Secretary of Agriculture also may declare an Extraordinary Emergency to pay compensation and to allow for the use of Federal authorities to take action within a State if the State is unable to take appropriate action to control and eradicate the disease.

**IV. CONCEPT OF OPERATIONS**

- A. The responsibility for coordination of Appendix C shall lie with the CDA Division Director of the Plants Division or his / her designee.
- B. The coordinator shall work closely with the ESF#11 liaison at the SEOC. Coordination shall provide for Federal, State, regional, local and tribal response to an outbreak of a highly infective exotic plant disease or an economically devastating plant pest infestation.
- C. Coordinate surveillance activities with USDA / PPQ, CSU Extension personnel, agriculture suppliers / advisors, private entities or others involved in such a process.
- D. Coordinate with ESF#8 should such an outbreak pose a food safety risk involving FDA regulated foods or the incident require disposal or other practices that could result in environmental impact.



- E. In response to a bio - hazardous event, the decontamination and / or destruction of plants as well as associated facilities may be required and thus should be provided for.
- F. If a possible intentional pathogen release is reported, plant authorities shall report suspect actions to local law enforcement and the Colorado Information Analysis Center. Either or both of these entities should then report the same to the FBI - JTTF at the Denver FBI Office.
- G. If criminal activity is suspected, the coordinator shall work closely with law enforcement and diagnostic facilities to ensure personal / responder safety, proper investigational procedures are followed and to ensure the proper labeling, handling, tracking of chain of evidence, etc. of samples for testing and forensic analysis.
- H. The coordinator shall collaborate with State and Federal emergency officials providing relevant information and coordinating resource utilization.

**Support Function #11 Agriculture and Natural Resources Annex**  
**Appendix D Safety and Security of the Commercial Food Supply**

**LEAD AGENCY:** CDA – Division of Inspection and Consumer Services

**SUPPORT AGENCIES:** Same as identified in the main ESF Annex

**I PURPOSE**

To conduct inspection or otherwise verify the wholesomeness of meat, poultry and egg products. Collaborate with CDPHE in assuring wholesomeness of FDA regulated products. Assist in food-borne disease surveillance, product recall and tracing, disposal of contaminated food products, and provide inspectors and laboratory services.

**II SCOPE**

Includes the inspection and verification of food safety aspects of slaughter and processing plants, products in distribution and retail sites, and import facilities; laboratory analysis of food samples; control of products suspected to be adulterated; plant closures; food-borne disease surveillance; and field investigations.

**III POLICIES**

- A. Actions undertaken under ESF#11 are coordinated with and conducted cooperatively with State, regional, local and tribal incident management officials and private entities in coordination with Federal authorities, especially USDA / FSIS and possibly HHS / FDA in collaboration with CDPHE, as required or needed.
- B. ESF#11 ensures the safety and security of commercial food supplies following a potential or actual Incident of National Significance and mitigates the effect of the incident(s) on affected parts of the U.S. population.
- C. Whereas food safety and security regulation and guidance authority is held at the Federal level, the District and Field Offices nationwide coordinate the field response activities according to internal policies and procedures. A representative of a District Office (s) serves as the Senior USDA Federal Official for coordination in the affected area.

**IV CONCEPT OF OPERATIONS**

- A. Appendix C coordinator(s) are designated by CDA Command Staff.
- B. The coordinator shall work closely with the ESF#11 liaison at the SEOC.
- C. State and Federal coordinators shall collaborate in providing information, assessing operating status of inspected processing, distribution, import and retail facilities in the affected area and evaluate adequacy of available inspectors, program investigators, and laboratory services relative to the emergency on a geographical basis.
- D. Inspects and verifies slaughter and processing plants, distribution and retail sites and import facilities.

- E. Engage in laboratory analysis activities to screen meat, poultry and egg products for chemical, biological and radiological agents.
- F. Suspend operations of meat, poultry and egg processing plants as appropriate.
- G. Engage in surveillance of food safety / security-related illness, injury and other consumer complaints.
- H. Coordinate with Federal, regional, local and voluntary organizations to determine the extent to which resources are needed and can be provided.
- I. Conduct product tracing to determine the source, destination and disposition of adulterated and / or contaminated products.
- J. Control all FSIS related products at inspected establishments that are inspected or found to be adulterated through product recall, seizure, and detention and / or closures of regulated establishments.

**Support Function #11 Agriculture and Natural Resources Annex**  
**Appendix E Protection of Natural, Cultural, and Historic Resources**

**LEAD AGENCY:** Conservation Services Division

**SUPPORT AGENCIES:** Same as identified in the main ESF Annex

**I. PURPOSE**

Identify, assess and protect natural resources and cultural or historic sites within the State of Colorado. Assist in emergency compliance via management and monitoring or in the conduct of response and recovery actions. Coordinate with ESF#3 and #10 to clear, stabilize and assist in recovery of affected areas.

**II. SCOPE**

Includes appropriate response actions to conserve, rehabilitate, recover or restore natural, cultural and / or historic resources.

**III. POLICIES**

- A. The Department of Natural Resources is the primary agency for Natural, Cultural, and Historic resource management. They shall establish initial response, command, and control of incidents not involving other components of ESF#11.
- B. Should other components of ESF#11 be involved, CDA shall assume control of the incident and work collaboratively with DNR in their management of NCH resources.
- C. Actions undertaken under ESF#11 to protect, conserve, rehabilitate, recover, and restore NCH resources are guided by the existing internal policies and procedures of the primary agency for each incident.
- D. Response agencies are encouraged to work closely with applicable sections of the Environmental Division of CDPHE to assure water, environmental and other standards are met.

**IV. CONCEPT OF OPERATIONS**

- A. CDA, as the State coordinator of ESF#11, organizes the ESF staff and designates annex coordinators. It organizes and coordinates the capabilities and resources available to the State to facilitate the delivery of services, technical assistance, expertise, and other support for incidents impacting this appendix.
- B. The DNR organizes and coordinates capabilities and resources of the State to facilitate the delivery of services, technical assistance, expertise, and other support for the protection, conservation, rehabilitation, recovery and restoration of NCH resources in prevention, protection, response to, or recovery from such incidents.
- C. Coordinate NCH resource identification and vulnerability assessments in conjunction with the State's Critical Infrastructure Protection Committee.
- D. Facilitate development and application of protective measures and strategies.

- E. Assist in emergency compliance with relevant Federal and State environmental statutes during emergency response activities, such as permits / consultation for natural resource use or consumption.
- F. Manage, monitor and assist in, or conduct response and recovery actions to minimize damage to NCH resources.
- G. Coordinate with ESF#3 to manage, monitor or provide technical assistance or emergency stabilization of riparian buffer zones, hillsides, etc. to protect NCH resources.
- H. Provide incident management teams to assist in NCH resource response and recovery actions.

## **I. PURPOSE**

- A. Identifies how County, State and Federal agencies will prepare, respond, recover and mitigate resulting from a failure of regulated dams in Colorado.
- B. Provides a guideline to managing State assistance to those threatened from a dam failure.
- C. Identifies roles and responsibilities of agencies at the local, State and Federal levels tasked with the safety and security missions for regulated dams in Colorado and describes how agencies will coordinate with Federal, State, and local agencies.
- D. Tasks State Support Functions (SF) to provide primary or support roles during a dam failure incident.
- E. Describes how the State will mobilize resources and conduct activities to support local emergency management efforts through preparedness, response, recovery, and mitigation planning for a dam failure impacting Colorado.

## **II. SCOPE**

- A. Applies to all dams within or affecting Colorado including those regulated by the Colorado Department of Natural Resources (CDNR), co-regulated with the Federal Energy Regulatory Commission (FERC), and owned and self-regulated by Federal agencies including; US Bureau of Reclamation (BOR), Bureau of Land Management (BLM), US Army Corps of Engineers (USACE), US Army- Ft Carson, US Air Force Academy (USAFA), US Forest Service National Park Service (NPS), US Fish and Wildlife Service (USFWS), and the US Veterans Administration.
- B. Provides guidance to departments and agencies involved in dam failure response activities.
- C. Identifies the actions required to respond to a dam failure incident.

## **III. ASSUMPTIONS**

- A. A dam failure at one or multiple larger dams could potentially destroy infrastructure and quickly exceed State and local resources.
- B. For large dam failures, Division of Homeland Security and Emergency Management (DHSEM) will request the Governor declare a State of Emergency.
- C. The State may require external resources to respond to a dam failure event.
- D. A dam failure incident at any dam may affect the ability of the State to respond to the event.

- E. In the event of a dam failure in the State, local, State, Federal, and dam owner resources will be utilized.
- F. Affected primary and secondary roads may not be functional for extended periods of time.
- G. Damage to transportation, communication, and other infrastructure systems could isolate individuals and/or communities within the dam failure inundation areas.
- H. EOC's, hospitals, fire / police stations and shelters in the impacted area identified for use during other natural disasters may not be suitable for use.
- I. The Resource Mobilization Plan, Statewide Mutual Aid Agreement, Emergency Management Assistance Compacts (EMAC), and other mutual aid agreements may be implemented.
- J. Established local and regional mutual aid agreements will be honored to the extent possible.

#### **IV. SITUATION**

- A. There are 413 high hazard and 312 significant hazard dams in the state. A breach of any of these dams in Colorado could have adverse effect on the State's infrastructure.
- B. Almost every County in Colorado could be affected by a dam failure within its boundaries, by a dam failure in an adjacent County, or a dam failure elsewhere within the State.
- C. Metropolitan areas and municipalities could be severely impacted.
- D. Numerous state regulated dam failures occurred in Colorado during the 2013 floods. These incidents were primarily caused by the heavy rainfall event.
- E. The integrity of dams within the state may be challenged or compromised by upstream flash floods, earthquakes, neglect, bombs, civil disorder, rapid snowmelt runoff, latent defects, obstruction of spillways, or vandalism or any combination of the above. The resulting dam failure could result in personal injury or death, and property damage, as well as creating cascading effects including the risk of failures of downstream dams.

#### **V. CONCEPT OF OPERATIONS**

- A. General
  - 1. Dam owners maintain emergency action plans for the response to and consequence management of impending dam safety incidents, and dam failures (breaches).
  - 2. Dam owners, DWR Dam Safety and affected county Emergency Management agencies coordinate for an organized response to address or resolve known or discovered issues/concerns at dams.
  - 3. DWR consults with the following agencies to monitor observed and forecasted flooding events that might lead to possible dam failures:

- a. National Weather Service (NWS)
  - b. Colorado Geologic Survey
  - c. US Geological Survey
  - d. Department of Natural Resources
4. In the event of a dam failure, state agencies (e.g., DHSEM, and SFs) may provide support to local governments, as required.
  5. Dam owners coordinate the Emergency Action Plan notification rosters with DWR, State and local Emergency Management organizations to ensure accuracy and consistency.
  6. Affected governments and individuals should be prepared to meet emergency response and recovery needs during and following a dam incident and dam failure.
  7. The SEOC and County Emergency Managers in the potentially impacted areas should identify and be prepared to designate Alternate EOCs should there be the risk of structural damage or actual damage to the primary EOCs.

## B. Federal and State Dam Planning and Exercise Regulations and Guidelines

1. On-Site Planning and Coordination
  - a. Detailed Emergency Action Plans (EAP) exist for federally regulated dams. These plans include dam failure threat scenarios, EAP activation conditions, notification and warning protocol, and downstream affects (inundation maps).
  - b. Federal and non-federally owned and regulated dam owners are required to have Emergency Action Plans updated annually or as needed.
  - c. For State regulated dams, EAPs are only required for High or Significant hazard dams. These EAPs contain information and guidance for response to unusual conditions, slow to fast moving dam incidents and dam failure conditions, dam owner, engineer, emergency manager and other stakeholder contact information. Of the nearly 725 federal and non-federal dam EAPs, many do not have up to date inundation maps. Although not ideal, modern GIS tools do allow for useful inundation mapping to be developed in real time during dam incidents.
2. Off-Site Planning and Coordination
  - a. Developing Site Specific Plans is a coordinated effort between all emergency organizations and the dam owner to develop consequence management strategies (off-site plans) to evacuate and shelter populations being threatened, through development of Emergency Action Plans.
  - b. For dam failure, Colorado has developed a process to include the dam owner, affected counties, state emergency response teams, and all stakeholders in the development of Site Specific Plans, called EAP's. These plans detail impacts to infrastructure, emergency procedures for alert and notification, evacuation, mass care, and responder roles and responsibilities. Supporting appendices sometimes detail pre-scripted messages, shelter locations, evacuation routes, and more.
  - c. Dam Failure Scenarios. In order to determine the likely effects a dam breach scenario could have on infrastructure, all regulated High and Significant Hazard dam owner/utilities are expected to provide Geographical Information System (GIS) maps (Shapefiles) of the anticipated inundation areas to State and local agencies in order to enable the State, Counties and municipalities to identify affected infrastructure.
  - d. The FERC requires owners of those co-regulated dams (19 total) to use two dam failure planning scenarios on the inundation maps - "Sunny Day Failure" and "Hydrological Failure" conditions.



- (1) Sunny Day failure is a dam failure that occurs during fair weather (i.e., non-hydrologic or non-precipitation) conditions.
- (2) Hydrological Failure breaches that occur with extreme precipitation and runoff (Probable Maximum Flood) are termed “rainy day” or hydrologic failures.

\*\*For off-site planning (Site Specific Plans), one scenario is used, that is the larger extent of inundation (worse-case scenario).

- e. These inundation scenarios are overlain onto the following critical infrastructure files to determine affects:
  - (1) Animal care facilities (e.g., zoos, poultry farms and commercial livestock farms)
  - (2) Cemeteries and graveyards
  - (3) Communications (e.g., telephone lines and stations and broadcast media)
  - (4) Energy providers (e.g., electric facilities, distribution lines and generating stations)
  - (5) Firefighting resources (e.g., hydrants, tanks and refill locations, fire stations)
  - (6) Health and medical facilities (e.g., hospitals, emergency medical service stations, healthcare facilities)
  - (7) Law enforcement facilities
  - (8) Mass Care
  - (9) Potential Hazardous material sites (e.g., above ground and underground storage units, pipelines carrying hazardous materials and landfills)
  - (10) Public works and engineering outlets (e.g., water treatment, sewer and waste water facilities)
  - (11) Schools
  - (12) Transportation arteries (e.g., interstates, highways, streets, roads, rail lines and airports)

#### C. Alert and Notifications

1. Emergency Management Alert and Notification. Once an emergency is confirmed at the dam, the owner should issue a classification level, dependent on severity of the dam incident, simultaneously make internal notifications, and notify the affected Counties, DWR, DHSEM, and NWS.
2. Federal
  - a. Federally owned self-regulated dam owners are also required to develop emergency action plans which include notification flowcharts to identify who is to be notified of a dam safety incident, by whom, and in what order. Specifically, those notification charts include:
    - (1) Emergency level of the Notification Flowchart if more than one flowchart is required
    - (2) Individuals who will notify dam owner representatives and/or emergency management authorities
    - (3) Prioritization of notifications
    - (4) Individuals who will be notified
  - b. Dam owners shall maintain communications with the affected County EOCs and SEOC for the duration of the emergency.
3. State
 

Depending on the magnitude, and anticipatory effects of a dam incident, the SEOC and affected County EOCs will activate the appropriate response for an “unusual condition”, “Potentially Hazardous Situation Developing” or a “Failure is Imminent or Has Occurred” situation.

4. County. Based on initial information received, county may:
  - a. Send agency to scene to evaluate
  - b. Determine if EOC should be activated
  - c. Determine whether or not roads should be closed
  - d. Determine if swift water rescue may be needed
  - e. Determine if evacuations to higher ground are needed
  - f. Determine if Shelters or reception centers may be needed and are available
5. Alert and Notification of the Populace
  - a. Siren Systems
    - (1) These dam owners should test their sirens often to ensure functionality, and according to the dam owner's regulatory procedures.
    - (2) Dam owners, in coordination with the County Emergency Management and/or the SEOC, may activate their sirens to warn portions of, or all downstream residents.
  - b. Automated Telephonic Notification System
    - (1) Most Counties have systems to conduct automated telephonic notifications. Notification will be prioritized (or phased) based on threat (such as speed flow of water).
    - (2) Counties will initiate an emergency notification system to alert emergency responders and the threatened population of possible danger.
  - c. Tone Alert Radio Notifications.  
Once notified by dam owner that deteriorating conditions are observed at the dam, the NWS may activate tone alert Radios and issue either Flash Flood Watch or Flash Flood Warning for the affected areas, as appropriate.
  - d. Emergency Alert System
    - (1) The affected Counties may activate EAS to broadcast emergency action messages after verifying notification of a potential or imminent dam failure.
    - (2) The SEOC and/or Counties will coordinate the activation of the sirens with the initiation of the EAS message broadcast.
  - e. Counties or municipalities will use door-to-door alert notifications as a backup and as appropriate.

#### D. Security Requirements

1. At Dam
  - a. Dam owner security personnel will control entrance to the dam(s) and their Emergency Operations Facilities (EOF).
  - b. Many small dam owners will have to rely on local law enforcement resources.
2. Upstream and Downstream Areas
  - a. Upon declaration of "A Failure is Imminent or Has Occurred" incident classification:
    - (1) The Department of Public Safety (CDPS) will coordinate with local law enforcement authorities to assist in sealing off the inundation areas to include coordinating ingress and egress points, and controlling access points based on evacuation and traffic management plans.
    - (2) As required, ESF-1 (Transportation) will coordinate air space management.
  - b. Use of Colorado National Guard (SCNG) assets may be required.
  - c. Some or all of the above actions may be required during "A Potentially Hazardous Situation Developing" incident classification level, as well.

- d. A credible terrorist threat may also require increased security during either a “Failure is Imminent or Has Occurred” classification or “Potentially Hazardous Situation Developing” classification declaration.

#### E. Evacuation

1. Counties and municipal governments are responsible for evacuations and support operations. Considerations should include transportation, sheltering, health and medical, emergency traffic management, animal and agricultural emergency response, and military support,
2. Immediately after receiving notification of a “potential” dam failure DHSEM, County EOCs and the dam owner should coordinate requirements for a precautionary, limited evacuation of areas closest to, or downstream from the dam.
  - a. If water from the affected dam is discharging slowly, the County Director may make a recommendation to evacuate specified areas.
  - b. If conditions are deteriorating rapidly, SCEMD may recommend The Governor evacuate selected areas, or the County Directors may coordinate a local evacuations.
3. Immediately after receiving notification of a “dam failure is imminent or has occurred” DHSEM, County EOCs and the dam owner should coordinate requirements for immediate evacuation of areas closest to, or downstream from the dam. If conditions are deteriorating rapidly, SCEMD should recommend The Governor evacuate selected areas, or the County Directors may coordinate for local evacuations.
4. Inundation Zones  
The purpose for identifying inundation zones is to inform potentially affected residents that their homes may be inundated
5. Evacuation Zones
  - a. The purpose for identifying evacuation zones is to inform potentially affected residents that their homes may be inundated; establish what transportation nodes that may be impacted; and direct affected populations to evacuate in an organized manner, moving in one direction, to avoid confusion.
  - b. These zones must be:
    - (1) Describable over radio/TV media to public
    - (2) Based upon easily identifiable roadways or natural features for boundary identification
    - (3) Generally based on the inundation areas
6. Traffic Management
  - a. The County Sheriffs, in coordination with other law enforcement agencies, will coordinate traffic evacuation activities.
  - b. For pre-established evacuations zones, the Counties may have established evacuation routes, and destination shelter or Reception Center locations for residents in each zone.
  - c. In most cases, diversion routing will be set-up and begun in Counties outside of inundation areas and will be maintained for the duration of the inundation, and the resulting response and recovery.
7. Special Evacuation Requirements
  - a. The affected Counties are responsible for identifying the need and providing transportation to evacuees lacking personal transportation or who require functional needs and special needs transportation. State assistance may be available, upon request, during “Potentially Hazardous Situation Developing” events.

- b. Priority of evacuation assistance will be given to facilities and populations located closest to the dam within the inundation areas.
  - c. Consideration will be given to evacuating schools in advance of a general population evacuation.
  - d. Evacuation considerations may also be given to functional need and special need populations.
  - e. Licensed medical/health care facilities are required to develop and coordinate evacuation plans with local government.
  - f. State and County corrections organizations will develop and coordinate plans with local government to relocate prisoners.
- F. Sheltering
- 1. Considerations for emergency sheltering and evacuations will include additional populations (such as tourists, vacationers, and transients) in the State for the emergency response effort.
  - 2. In the event of an evacuation for a dam failure, the American Red Cross (ARC) may open shelters in the affected County, outside of the inundation area, or in a neighboring (receiving) County if necessary.
  - 3. The County, SCDSS, and ESF-6 (Mass Care) partners manages general population shelter operations in coordination with the Counties and SF-6 (Mass Care).
  - 4. Sheltering
    - a. Based on the evacuation zones and associated evacuation routes, neighboring counties may need to shelter some of the affected county evacuating public.
    - b. While specific dam failure shelters may have not been identified, any current designated shelters may be available for use.
- G. Public Information
- 1. See ESF-15 (Public Information) to the CHIRRP for information on Public Affairs operations.
  - 2. At a minimum; DHSEM, the affected Counties, and the dam owners will provide public information personnel to staff the Joint Information Center (JIC) or delegate their responsibility thereto.

## **V. RESPONSIBILITIES**

- A. General
- 1. As required, State agencies assigned specific missions as outlined in this Plan will develop specific procedures and checklists necessary to accomplish their assigned tasks.
  - 2. Although, localized disasters seldom qualify for federal funding, a large dam failure will likely evolve into a federally declared disaster, and State, County and local governments and agencies should track and document costs for possible future re-imbusement.
- B. Regulated Dam Owners
- 1. Ensure compliance with FERC, BOR, BLM, USACE or DWR emergency preparedness and planning guidance.
  - 2. Participate in the development and update of Site Specific Plans (EAP;s) for effected dams.
  - 3. Provide EAPs to State and affected County Emergency Management agencies.
  - 4. Participate in periodic drills and exercises of appropriate EAPs to ensure plans are accurate and feasible.

5. Ensure dam security.
6. Inspect dams as required by FERC, BOR, BLM, USACE or DWR guidance.
7. Conduct dam failure response training in accordance with State and Federal emergency regulations and response requirements.
8. Maintain personnel and equipment in a state of readiness.
9. If applicable, install, operate, maintain, and periodically test siren system.
10. For federal owned dams, coordinate with Counties and ESF-15 (External Affairs), develop a public information program (i.e. pre-scripted news releases, public information materials).
11. Provide timely information and recommendations to the SWP/SEOC and affected Counties during “unusual conditions”, “Potentially Hazardous Situation Developing” and “Failure is Imminent or Has Occurred” and incident classification level events.
12. Ensure State and affected Counties are immediately notified if deteriorating conditions are detected or likely.
13. Activate incident classification levels as detailed in respective EAP.
14. Provide timely situation updates to threatened jurisdictions and SEOC.
15. For federally owned dams, provide authorized spokesperson to support public information activities at the JIC.
16. Prepare and disseminate public information through appropriate news media and in coordination with ESF-15 (External Affairs) or delegate authority to do so to ESF-15 agencies..
17. Secure dam during an “unusual condition”, “Potentially Hazardous Situation Developing” or “Failure is Imminent or Has Occurred” classification level event or request assistance to do so
18. Continue to monitor dam and related flood emergency and as conditions at dam improves, or returns to “non-failure” conditions and report status to County and State Emergency Management or SEOC (if activated).
19. Notify affected NWS office.
20. Conduct post-event evaluations of dam incidents, failures and related damage and determine ways to mitigate future failure.

#### C. County Emergency Management

1. Preparedness
  - a. In coordination with the regulatory agencies, dam owners and ESF- 15 (Public Information), develop a public information dissemination program (i.e., pre-scripted news releases, public information materials).
  - b. Determine most efficient means to notify functional needs and special needs facilities.
  - c. Ensure functional need facilities such as schools, daycare centers, and related institutions located in the inundation area can be promptly notified.
  - d. Coordinate evacuation traffic management and if necessary develop evacuation zones.
  - e. Identify special need and functional need populations who may have special transportation requirements. Develop corresponding plans to ensure timely evacuation.
  - f. Develop a mass care plan to identify shelter locations to support anticipated displaced populations.
  - g. Identify special medical need populations with special sheltering needs.
  - h. Work with ESF-3, Public works to identify and anticipate the need to use water distribution resources to support the population without water service.

- i. Work with ESF-3 Public works to determine a means to repair or restore water service.
  - j. Develop acquisition and distribution plans—for obtaining portable toilets to support the population without water/waste service.
  - k. Determine mass care and feeding requirements.
  - l. Develop debris removal and deposit plans.
  - m. Participate in dam failure training and exercises.
2. Response
- a. Support public information and if available, provide an authorized spokesperson to support public information activities at the JIC.
  - b. Ensure functional needs and special needs facilities are notified.
  - c. Activate traffic management and evacuation plans (including health care facilities/nursing homes).
  - d. Coordinate execution of shelter plans to include support for populations with special needs.
  - e. Assist with mass care, feeding, and water distribution.
  - f. Assist with transportation needs.
  - g. Support plans for portable toilets to support evacuated populations.
  - h. Coordinate recovery of un-interred human remains and determine which cemeteries have been affected.
  - i. Coordinate swift water rescue operations.
  - j. Provide the SEOC with reports to include status of dam, evacuation, support services, deaths, injuries, and damages.
  - k. Coordinate with SEOC for resources not available or needs beyond the County's capabilities.
3. Recovery
- a. Coordinate traffic management re-entry plans for evacuees to include re-entry of populations with transportation needs.
  - b. Support displaced populations.
  - c. Assist water distribution to populations without water service.
  - d. Assist with portable toilets to support the population without water/waste service.
  - e. Identify long-term effects to human life, critical infrastructure, personal property, and the affected tributary or river basin and accordingly, develop plan to save lives and protect property.
4. Mitigation
- a. Support mitigation actions as required.
  - b. Work in coordination with Local Emergency Planning Commissions' (LEPC) to establish and conduct dam failure mitigation and awareness public education programs.

#### D. DHSEM

- 1. Monitor potentially threatening conditions affecting Colorado that may cause deteriorating conditions to dams, and coordinate appropriate warning and response actions.
- 2. Use Geographic Information System (GIS) and other mapping systems to display maps to assess, and present emergency information about the dam incident.
- 3. Assist affected Counties and dam owners in developing Site Specific Emergency Action Plans.
- 4. Analyze dam owner prepared inundation maps to determine and respond to the threat to infrastructure both upstream and downstream.

5. In coordination with the affected Counties, CSP and C DOT, develop evacuation zones based on the inundation maps provided by the dam owner.
6. Determine means to produce dam failure inundation maps for regulated dams where no maps exist.
7. Assist dam owners with dam safety training, public information and education.
8. Participate in exercises to test State and local consequence management plans are valid.
9. Support County emergency operations during dam incidents up to and including dam failures.
10. Advise the Governor, State agencies, local government officials, and, if necessary, Federal agencies of severity and magnitude of the dam incident emergency/disaster situation.
11. Coordinate with County, dam owner, and NWS to release consistent emergency information through ESF-15 (External Affairs).
12. Coordinate, response for, and resource deployment to areas which have been isolated by damaged infrastructure as a result of a dam failure.
13. As required/requested, assist with obtaining/distributing water to support populations without water service.
14. Maintain and review copies of available Dam EAPs and ensure consistency with State and local protocol.
15. Maintain, update, and distribute this plan on an annual basis.

E. Department of Natural Resources

1. DWR (Dam Safety)

- a. Regulate non-federally owned in accordance with state statutes, rules and regulations and generally accepted standards of care.
- b. Mandate (per DWR guidelines) owners of “High Hazard” and “Significant Hazard” dams develop EAPs, and review annually and update as needed.
- c. Ensure County Emergency Managers and have easy access to state regulated dam Emergency Action Plans within their respective counties.
- d. Conduct statewide dam safety public information and education.
- e. Coordinate with Federal, State and local agencies to assist in supporting dam safety training.
- f. Monitor precipitation forecasts that may contribute to dam failures.
- g. Observe river and stream conditions and forecasts.
- h. Monitor statewide dam related activities, occurrences, losses, and cause factors. Send dam safety inspectors, if necessary.
- i. During incident(s), provide DWR Dam Safety representative during SEOC operations.
- j. Following a dam failure:
  - (1) Conduct forensic engineering investigations
  - (2) Assess damage and determine mitigation methods to improve dam
  - (3) Review and approve plans to repair existing dams
  - (4) Review and approve plans to construct new dams
  - (5) Review and approve plans for repairing, altering or removing existing dams
- k. Initiate directives, including emergency orders, non-emergency repair orders, and notice of violations, in accordance with state dam and reservoir related statutes, rules and regulations.

F. CO Department of Transportation

1. Coordinate with ESF-13 (Law Enforcement) to support security for the inundation area.
2. Coordinate procedures to evaluate road structure integrity.

G. CO Department of Public Safety

1. Coordinate with local law enforcement authorities to develop, coordinate and implement evacuation and traffic management plans, and plans for routing traffic around inundation area and larger metropolitan areas.
2. Coordinate with DNR to develop plans to clear upstream lakes and downstream waterways in inundation area.

H. The American Red Cross  
Support Mass Care operations.

I. The Salvation Army  
Support Mass Care operations.



## **Support Function #12: Energy**

**ESF Lead Agency:** Public Utilities Commission (PUC); Colorado Energy Office (CEO)

**RSF Lead Agency:** Public Utilities Commission (PUC); Colorado Energy Office (CEO)

**Supporting Agencies:** Department of Public Safety; Department of Transportation; Private Energy Sector

### **I. PURPOSE**

- A. To facilitate the mitigation, restoration and provide State situational awareness of Colorado's critical energy infrastructure following a major disaster, emergency, or other significant event requiring State and / or Federal agency response and protection. This includes:
  - 1. Electricity generation, transmission and distribution infrastructure.
  - 2. Liquid fuel transport, distribution and supply.
- B. The PUC/CEO will act as a single point of contact and liaison providing direct coordination with all other State, regional and Federal departmental response elements as requested by the affected utility(s) and/or fuel supplier(s). Additionally, these agencies will:
  - 1. Facilitate two way communication and coordination between utilities and the State.
  - 2. Brief the Governor's Office and the pertinent State agencies in the event of an emergency given the assessment of:
    - a. Information on system(s) damage;
    - b. Estimations on the outages or fuel shortages within the affected areas;
    - c. Estimations on the time needed for restoration.
    - d.
- C. County officials shall be notified through the Division of Homeland Security and Emergency Management (DHSEM).
- D. Additionally, this ESF proactively works toward meeting requests for assistance from local electric utilities, fuel suppliers, refiners, and deliverers to facilitate fuel, heating, generation and transmission restoration and mitigation efforts. This is achieved through meetings with the various utilities and fuel suppliers to identify potential needs in the event of an emergency. In the case that the CEO or PUC determines that there is a significant likelihood of fuel shortages or system outages, the agency would work with industry contacts to investigate the situation proactively and identify alternatives that could reduce the impacts of shortages or outages.

### **II. SCOPE**

- A. Facilitate briefing of Governor's Office on critical electric, natural gas, gasoline, diesel, propane and coal system infrastructure damage and outages, including estimations on the impact and anticipated restoration timeframe.
- B. Coordinate requests from electric utility(s) and generation fuel(s) suppliers for assistance (from State agencies) to facilitate critical infrastructure protection and restoration.
- C. Within the primary and support agencies are a variety of assets and resources that may be used in response to any event involving the electric system and/or multi-hazard problems. ("Multi-hazard" includes acts of God, radiological materials, weapons of mass destruction (WMD), and terrorism incidents.)

- D. Damage to the electric system in one region may affect other regions relying on the same interconnected system. Consequently, electricity outages within Colorado can be caused from events occurring within Colorado or within the surrounding interstate region.

### **III. SITUATION**

- A. An emergency or disaster, either natural or manmade, may disable key electric and liquid fuels generation/production, distribution and delivery facilities resulting in local, statewide and possibly regional (e.g., Western United States) blackouts and/or brownouts. Additionally the fuel supply system used for generation may be interrupted.
- B. Sudden, widespread blackouts or fuel shortages could result in public alarm and anxiety given the timing of the event (i.e., winter / summer) and potential duration (i.e., days/weeks/months).
- C. A widespread electricity outage can cause shortages in generation fuel supplies and vice versa.
- D. Gasoline and diesel shortages can be caused by supply, refining, and distribution problems. These fuels are need by utilities to facilitate restoration efforts through dispatch of repair vehicles. These fuels are also needed by first responders (e.g., law enforcement or health officials) in the event an armed response is required.
- E. The only energy resources in which the State is self-sufficient are electricity and natural gas. It must be noted however, that electric service within Colorado can be adversely affected by outages in other regions of the Western United States given the interconnected nature of the electric system. All other energy supplies require some level of imports.

### **IV. PLANNING ASSUMPTIONS**

- A. There may be widespread and possibly prolonged electric power failures or liquid fuel shortages.
- B. The transportation and telecommunications infrastructures may be affected.
- C. Delays in the production, refining, and delivery of petroleum-based products may occur as a result of loss of commercial electric power.
- D. Deployment of first-responders (e.g., law enforcement or health officials) to various locations may be required.
- E. Notification of public could result in mass gatherings, anxiety and possibly civil unrest, requiring crowd control.
- F. Limited access to transportation fuels could impact businesses, the provision of health services, and consumer mobility.

### **V. CONCEPT OF OPERATIONS**

- A. Warning Sources:
  - 1. News media reports from the Governor's Office shall address:
    - a. Affected area
    - b. Estimated outage time
    - c. Estimated restoration time

- d. Recommendations for survival
  - 2. U.S. Department of Energy statements and predictions.
  - 3. Electric utility or transportation fuel sector statements and predictions with any assistance requested of the PUC/CEO.
- B. Countermeasures include:
- 1. Act as liaison for State agencies giving assistance to electric utilities or heating and transportation fuel providers, as directed by them, to facilitate critical infrastructure protection and restoration efforts.
  - 2. Rely on electric utility industry and transportation fuel provider restoration practices, assist utilities when, where and as directed by the utility(s).
  - 3. Brief State agencies so appropriate social service assistance can be given to those that need it.

## VI. ORGANIZATION AND RESPONSIBILITIES

### A. Organization

All ESF #12 activities will normally be coordinated in the SEOC with communications going to and from ESF #12 to various external sources.

### B. Responsibilities

#### 1. State Government

##### a. Public Utilities Commission

- (1) Serve as liaison to regulated and unregulated utility companies and State agencies to facilitate critical electric infrastructure protection, situational awareness and restoration.
- (2) Develop a contact list and calling tree of State agency personnel for use to facilitate restoration and protection efforts during emergencies as requested by the electric utility sector.
- (3) Provide a representative to the SEOC if requested by the DHSEM.
- (4) Keep DHSEM informed of the electric sector which may cause or contribute to extended outage(s).
- (5) Participate in planning for short - term and long - term emergency management, restoration and protection operations, and the development of supporting operational plans, SOPs, checklists, or other job aids in concert with existing first-responder standards.
- (6) Coordinate with the DOE, NERC<sup>1</sup>, NARUC and other electricity sector agencies and develop procedures for responding to regional outages as a result of malicious act(s).
- (7) Furnishing available personnel, equipment, or other resource support as requested by DHSEM or the ESF primary agency and provide representation in the SEOC;
- (8) Participating in training and exercises aimed at continuous improvement of prevention, protection, response, and recovery capabilities;
- (9) Identifying capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.
- (10) Serve as a backup to the CEO if requested during a liquid fuel shortage.

##### b. Colorado Energy Office

- (1) Serve as liaison to liquid fuels producers / distributors and State agencies to facilitate critical liquid fuels infrastructure protection, situational awareness and restoration.
- (2) Develop a contact list and calling tree of State agency personnel for use to facilitate response and situational awareness efforts during emergencies as requested.

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<sup>1</sup> NERC is an acronym for the North American Electric Reliability Corporation. This agency is responsible for oversight of the bulk electric system ensuring it is reliable.

- (3) Coordinate with PUC and electric utility sector to determine needs for gasoline and diesel fuel used in their contractor's maintenance and construction vehicle fleets.
- (4) Provide assistance/guidance to other State agencies regarding access to gasoline and diesel fuel as requested.
- (5) Serve as a backup to the PUC if requested during an electrical or natural gas outage.
- (6) Periodically update the current Colorado Energy Assurance Emergency Plan, which is a supporting document to this annex, to include new technologies, hazard typology, and risk / vulnerability assessments.
- (7) Keep DHSEM informed of railroad problems which may cause or contribute to extended outage(s) due to delays on fuel deliveries.
- c. Division of Homeland Security and Emergency Management
  - (1) Activate the SEOC
  - (2) Inform PUC/CEO of any development during an emergency/disaster that may affect energy status;
  - (3) Decide if ESF #12 should be activated
  - (4) Provide information to county/local governments on the status of the energy crisis and measures required to cope with the situation.
- d. Other State agencies will provide:
  - (1) Assistance in the alleviation of the electrical outage.
  - (2) Representation in the SEOC.
- e. County and local governments should:
  - (1) Discuss county / local vulnerability to an electrical outage shortage with utility providing service;
  - (2) Plan for county / local outages;
  - (3) Prepare outage management plans;
  - (4) Request State assistance where necessary in preparation for an emergency event and after an event once specific, unforeseen needs are identified.

## **Support Function #13: Public Safety and Security**

**ESF Lead Agency:** Colorado State Patrol (CSP)

**RSF Lead Agency:** Colorado Department of Public Safety (CDPS)

**Supporting Agencies:** Department of Corrections, Department of Law, Department of Military and Veteran Affairs, Department of Natural Resources, Department of Public Health and Environment, Brand Inspectors and Professional Associations (Colorado Association of Chiefs of Police and County Sheriffs of Colorado).

### **I. PURPOSE**

To provide procedures for the mobilization, prioritization, deployment and coordination of support of law enforcement personnel, equipment, and supplies in support of local governments in the event of an emergency within the State that exceed the capabilities of local law enforcement resources to manage.

### **II. SCOPE**

To describe the general actions of the Public safety and Security and other supporting agencies in response to a law enforcement - related emergency exceeding the capabilities of local law enforcement resources to manage.

### **III. SITUATION**

- A. The potential for local law enforcement resources to become depleted can happen at any time; this is especially true during and after a major disaster or terrorism event. Natural disasters and other emergencies in Colorado have shown that normally available law enforcement resources may be difficult to obtain and utilize because of massive disruptions of communications, transportation, and utility systems.
- B. Local law enforcement departments will be the primary response agency

### **IV. PLANNING ASSUMPTIONS**

- A. Major disasters and other emergencies which exceed local capabilities have and will continue to occur in Colorado.
- B. Natural hazard, technological, and / or human - caused events may result in mass casualties and damage. Because of the potential that crime scenes may occur, there will be the need for additional law enforcement resources for security and investigations.
- C. Successful law enforcement operations during an emergency will require organized, interagency cooperation at all levels of government.

### **V. CONCEPT OF OPERATIONS**

- A. CDPS will work with any other ESF functions activated involving the mobilization, prioritization and coordination of law enforcement services statewide to respond to any type of emergency requiring additional resources.

- B. Unless there is a delegation of authority by the Chief of Police or Sheriff, or a Governor's emergency declaration and the Governor chooses to take command of local resources, law enforcement activities remain under the control of the jurisdictions' chief law enforcement official.
- C. Cities, towns, and counties are responsible for requesting State support through the appropriate county emergency management agency when a disaster exceeds local capabilities.
- D. Additional assistance may be provided by other State agencies, private companies, and cooperating industries. Based on known or projected threats, imminent hazards or predicted disasters that may require additional resources, ESF #13 may mobilize resources and stage them at designated locations in order to respond if assistance is requested.
- E. Ordering and tracking of resources is accomplished through activation of the State Emergency Operations Center's resource databases, when appropriate.
- F. Preparedness
  - 1. Maintain current inventories of law enforcement facilities, equipment, and key personnel throughout the State.
  - 2. Coordinate with the Colorado Association of Chiefs of Police (CACP) and County Sheriffs of Colorado (CSOC) on the organization and training of law enforcement personnel to rapidly respond to requests for assistance.
  - 3. Coordinate with the Office Emergency Management on the training of utilizing the Resource Mobilization Plan.
  - 4. Participate in State exercises at least annually.
- G. Response
  - 1. Support local law enforcement departments with appropriate resources to include mobilizing, prioritizing and deploying law enforcement teams and resources as needed.
  - 2. Coordinate with other ESF's for use of State law enforcement assets to support law enforcement operations when indicated.
  - 3. Coordinate with ESF #1 for use of Department of Transportation assets to support law enforcement operations when indicated.
  - 4. Using the incident command system, assume responsibility for coordinating and tracking all law enforcement resources committed to an incident. This may include placing personnel at a forward command post and establishing staging areas with the requesting group.
  - 5. Plan for and establish relief resources to replace or rotate with committed resources for extended operations.
  - 6. Obtain and submit situation reports to the SEOC.
  - 7. Request supporting agencies to document any lost or damaged equipment, any personnel or equipment accidents.
- H. Recovery
  - 1. Maintain adequate resources to support local operations and plan for a reduction of resources.
  - 2. Conduct reviews of incident actions with agencies involved to improve future operations.
  - 3. Inventory any lost or damaged equipment and record any personnel injuries or equipment accidents.
  - 4. Anticipate and plan for arrival of and coordination with Federal ESF #13 personnel in the SEOC and the Joint Field Office (JFO).
  - 5. Inform agencies that provided resources where to send records.

## **VI. ORGANIZATION AND RESPONSIBILITIES**

A. Department of Public Safety, Colorado State Patrol

1. Identify, train, and provide CSP personnel to staff the ESF #13 function in the SEOC.
2. The CDPS will ensure ESF #13 capabilities support incident management requirements including force and critical infrastructure protection, security planning and technical assistance, technology support, and public safety in both pre - incident and post incident situations.
3. Notify all ESF #13 supporting agencies upon activation.
4. Maintain database inventories of State law enforcement facilities, equipment, and key personnel throughout the State.
5. Coordinate with the CACP and CSOC on the prioritization and deployment of law enforcement resource requests.
6. Monitor status of all law enforcement operations and provide updates to SEOC.
7. Assess and provide information concerning public safety and law enforcement services for areas affected by the emergency.
8. Analyze disaster or potential disaster conditions, assess statewide needs and national requirements and recommend to the Governor those functions that should be reduced, strengthened, or maintained during the emergency period.
9. Work in cooperation with other State and local agencies to ensure services and public safety issues are coordinated throughout the State.
10. Coordinate, prioritize, and mobilize State resources to maintain law and order during an emergency or disaster, including but not limited to traffic and crowd control.
11. Provide the SEOC with information related to law enforcement requirements identified throughout the State.
12. Verify identified requirements and take actions as appropriate.

B. SUPPORT AGENCIES. All support agencies will:

1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF #13 during periods of activation.
2. Maintain inventories of assets utilized to support law enforcement operations.
3. Department of Transportation. Provide equipment, fuel, personnel, shop service, and transportation assets to support law enforcement operations.
4. Department of Agriculture / Brand Inspectors will augment State law enforcement activities as directed by the Office of the Governor.
5. Department of Corrections. Will secure correctional facilities and when available, augment State law enforcement efforts when directed by the Office of the Governor.
6. Department of Law. Will augment State law enforcement as appropriate with certified peace officers and will act as chief legal counsel and advisor for State agencies.
7. Department of Military and Veterans Affairs. Augment law enforcement / security efforts as directed by the Office of the Governor.
8. Department of Natural Resources. Will augment State law enforcement response activities with certified peace officers as directed by the Office of the Governor.
9. Department of Public Health and Environment. Provide information regarding actual or potential health threat issues effecting law enforcement activities and make recommendations on personal protective equipment.
10. Professional Associations, i.e., the CACP and the CSOC may have a liaison(s) assigned to the SEOC to represent local / county jurisdictions to coordinate additional staffing and resource needs and to provide expertise. They will:
  - a. Coordinate database inventories of local / county law enforcement facilities, equipment, and key personnel throughout the State.

- b. Assist ESF #13 lead to alert, activate, and deploy these law enforcement assets to requests for assistance.



## **Support Function #15: External Affairs**

**ESF Lead Agency:** Division of Homeland Security and Emergency Management (DHSEM)  
**RSF Lead Agency:** Division of Homeland Security and Emergency Management

**Supporting Agencies:** All state agencies and offices, non - governmental organizations (NGOs), professional associations, and private entities

### **I. PURPOSE**

The mission of the Joint Information System (JIS) / Joint Information Center (JIC) is to manage inbound and outbound information to the public, media and incident command during all-hazards events to ensure maximum situational awareness and protection of life - safety, property and the environment.

### **II. SCOPE**

- A. Emergency public information actions before, during, and following any emergency will be determined by the severity of the emergency as declared by involved jurisdictions, State agencies, or as perceived by the public. A significant emergency public information response will involve many State, local, Non - Governmental Organizations (NGO), and private sector agencies. Public Information identifies those agencies and their responsibilities.
- B. For the purpose of this annex, Public Information Officers (PIOs) will represent their own agency and speak about their agency's involvement in response and recovery operations in an event-driven environment. The Division of Homeland Security and Emergency Management (DHSEM) Public Information Officer (PIO) will act as the central point of contact for a large - scale incident JIS, shall be kept informed about all participating agency news and information releases throughout response and recovery operations.
- C. This annex provides for public information, education, and media relations functions incorporating a JIS as the information source and JIC operations, either from the State Emergency Operations Center (SEOC), at a media center set up at the site of the incident / local EOC, or a Joint Field Office as the contact point for information delivery.
- D. Resource requirements, including staffing, equipment, office supplies, and office facilities required will be tailored to the type and magnitude of each specific disaster and full, or partial activation of this plan will be addressed on a case-by-case basis. Additionally, resource requirements will shift as the incident moves through the four phases of alert, initial response, sustained response and recovery.

### **III. SITUATION**

- A. The public needs timely and accurate information for protection of life and property during response to, and recovery from a disaster or emergency situation.
- B. To reduce inaccuracies and misinformation, the State will initiate a JIS to coordinate information with participating local, State, and Federal agencies. Based on the urgency of the situation and the need for inter-agency cooperation, agencies should attempt to coordinate emergency public information with the Governor's Office and the State EOC's lead ESF #15.

- C. Local jurisdictions will provide immediate and vital information to the public regarding response and recovery activities.
- D. At no time will a news release from any State agency conflict with news releases from local government. All efforts will be made to ensure, through active communication, through sharing of information, key messages and drafts to ensure consistency of messages at all levels.
- E. Under the JIS / JIC concept, each agency representative has the commitment to share and coordinate information with all other participating agencies prior to its release to the media and public.
- F. A JIS may be initiated through technological means when geographical restrictions, incident management requirements, and other limitations preclude physical attendance by public information officers/liaisons at a central location.
- G. The Emergency Alert System (EAS) may be utilized by the State and / or local jurisdictions to broadcast a public alert to specific jurisdictions. For more information regarding EAS see the ESF #2 Communications.
- H. The overarching goal of a JIS is to have one message distributed by multiple sources and to drive traffic to lead agency/official sources for information to ensure consistency of messages for evolving incidents.

#### **IV. PLANNING ASSUMPTIONS**

- A. It is anticipated that a variety of federal, State and local agencies, as well as private sector and non-governmental organizations, may potentially become involved in any incident. Each organization should use internal public information / affairs plans which should include the application of the JIS and, as the situation warrants, a JIC.
- B. It is also assumed that individuals charged with PIO responsibilities may also be responsible for a variety of aspects of incident management, as determined by resources and staffing available. These Standard Operating Procedures, therefore, represent a reference and starting point for managing information during an incident and are designed in a tiered-approach to accommodate resource limitations that can be expanded but which meet the essential operating criteria established by the National Incident Management System (NIMS) and Incident Command System (ICS) standards. It is also recognized that the JIS and the JIC are both vehicles upon which the larger, Emergency Support Function (ESF) #15 is built and, while these mechanisms accommodate the breadth of activity under ESF #15, they do not represent the sum total of actions and area responsibilities of that function.
- C. While a JIC is a central, physical location where the informational needs and demands of the public, media and incident commanders can be supported, the overriding concept of the JIC recognizes that each individual will continue to bring expertise from his / her own agency, will continue to represent the needs of his / her own agency as assigned by that agency, while receiving the benefits derived from coordinated information. Under the JIS / JIC concept, each agency representative has a commitment to share and coordinate information with all other participating agencies prior to its release to incident command, the media and the public. At no time should any agency determine or approve information outside their purview of responsibility or assignment within JIS or JIC. The JIC is designed only as a coordination, analysis and dissemination point; agency information must be approved within relative command structures

prior to reaching the JIC. The primary benefit of this concept is that incident command, the media and the public receive accurate, timely and coordinated emergency information. It is essential that the JIS concept determine communication strategies throughout the emergency and activation of the JIC, as these concepts work simultaneously.

## **V. CONCEPT OF OPERATIONS**

- A. Emergency management is generally broken down into four distinct phases:
  - 1. Preparedness - Preparedness activities increase a community's ability to respond when a disaster occurs. Typical preparedness measures include development mutual aid agreements and memorandums of understanding, training for both response personnel and concerned citizens, conducting disaster exercises to reinforce training and test capabilities and presenting all-hazards education campaigns.
  - 2. Response - Actions carried out immediately before, during and immediately after a hazard, impact, which are aimed at saving lives, reducing economic losses and alleviating suffering. Response actions may include activating the emergency operations center, evacuating threatened populations, opening shelters and providing mass care, emergency rescue and medical care, firefighting and urban search and rescue. Response can be divided into Initial Response and Sustained Response.
  - 3. Recovery - Actions taken to return a community to normal or near-normal conditions, including the restoration of basic services and the repair of physical, social and economic damages. Typical recovery actions include debris cleanup, financial assistance to individuals and governments, rebuilding of roads and bridges and key facilities, and sustained mass care for displaced human and animal populations.
  - 4. Mitigation - Mitigation refers to measures that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Typical mitigation measures include establishing building codes and zoning requirements, installing shutters and constructing barriers such as levees.
- B. Successful information management and dissemination depends on seven steps.
  - 1. Gather - The JIS / JIC must gather information from multiple and varied sources. Information gathered must be collected and tracked in an organized methodology.
  - 2. Verify - Information gathered must be verified for accuracy, analyzed, and sources confirmed.
  - 3. Organize, Write, Produce - Incident Commanders and public / media need information presented in a useful form, organized by category, priority and value. Public information is produced in many forms including web-based dissemination, releases, images, and multi-media vehicles.
  - 4. Review and Coordinate - Expedient but thorough review of information released is an essential part of the JIS / JIC process. Reviewers must coordinate with each agency that has information to be released. Given technological advances, however, review and release procedures must be addressed in a manner that facilitates front-line PIOs to act within a defined scope using approved talking points, but with the flexibility to engage immediately to manage outbound communications and efficiently route monitored or incoming information through the JIS for analysis, response or to help build subsequent information release efforts.
  - 5. Document - Proper documentation is mandatory for all NIMS / ICS functions. In order to resolve a miscommunication or dispute, or in the case of litigation, activities must be documented.
  - 6. Dissemination - JIS / JIC staff must use every internal / external means available to provide information to those who need it – including internal / external audiences.

7. Monitor - Monitoring media is a crucial function of the JIC. In the past, traditional “media monitoring” was primarily focused on traditional media outlets – television, radio, newspaper. As technology develops, web-based media, including social media, as modified for use by traditional media, by the public and partner agencies / organizations must be increasingly integral to a JIS / JIC response. In addition, monitoring online sites for information being disseminated by the public is critical to finding/ limiting rumors and false information and for spreading the organization’s mission directly to the public. This monitoring of “open” information is a crucial function of both the JIS and the JIC. Staff must understand and codify what to watch and listen for, and identify issues and inaccuracies. A two-tiered system of flexibility for front-line PIOs to engage and clarify information, and push out pre-approved talking points, but ensure that observed information is provided to PIOs and, as necessary, to incident command, for that which is necessary for situational awareness and for operational decisions must be included in the JIS / JIC structure.
8. JIC Activation. Should an emergency be declared that involves threats to lives and property within the State, either through local or partner request for State action within the purview of the DHSEM or through a declared State of Emergency, the SEOC will make the decision, based on the recommendation of the DHSEM PIO to the Director or SEOC Manager, to activate a JIC. Upon approval, the Lead PIO for the State response (i.e., the PIO for the DHSEM) or designee will contact relevant local, State and federal PIOs or public affairs staff. The PIOs from participating partner agencies, non-governmental organizations and private sector will then initiate their respective JIS / JIC activation procedures. The JIC may be co - located with the SEOC, in the Strategic Communications workspace of the DHSEM Headquarters Building. However, depending on the resources and incident or should the DHSEM Headquarters Building pre-designated JIC working spaces not be available, then an alternate JIC location will be identified and established by the lead PIO and with the approval of the SEOC Manager. The JIC may be located at the local level to provide optimal support to the local public information efforts as the best practice.

## **VI. ORGANIZATION AND RESPONSIBILITIES**

### **A. General**

1. While the JIS and JIC is best accomplished with adequate resources to staff sufficient slots to accomplish each of the phases identified above, resources at the local and State level are often constrained and complicated by incident timing and capabilities on-hand. For this reason, this Standard Operating Procedure document is intended to facilitate the accomplishment of the priority and subsidiary tasks of a PIO during an emergency response using national Joint Information System / Center standards, but augmented with Colorado-specific networks, local contacts and out-of-area resources. It is organized on a framework that models the groups / unit ICS responses under NIMS but is geared to enable a single PIO to accomplish priority tasks, by phase and supported with templates, to organize, delegate and augment activities to respond to an emergency.
2. For a Lead PIO, the DHSEM PIO Checklist assists in detailed tasking (plus augmentation options within the JIS to accomplish tasks - including specific PIO call numbers and online resources) to help PIOs organize and obtain resources specific to each emergency response phase. This checklist is designed for an all-hazards response but is organized to operate in concert with PIO-specific tools as a decision-tree for a single PIO to get through an incident and to seek PIO resources to assist.
3. To assist in the main hazards / threats in Colorado, factsheets and response templates have been developed by the State in coordination with partner agencies that provides message considerations and starting points for PIO response. These documents are located in the online and are posted to the DHSEM and READYColorado websites. Additional resources

may be available from the lead ESF #15 and stored in COEmergency google drive folders. As this resource base develops, the facts and templates PIOs may use to respond will be further organized by main, recognized alert methods including press releases, reverse 9-1-1, text alerts, radio Public Service Announcements (PSAs), etc., to help PIOs organize and respond to typical situations faced in Colorado through each phase of emergency management.

4. A PIO and media contact list is available from the Lead ESF #15 in the State EOC and DHSEM PIO. Due to frequent changes this list is not posted to the document.

B. Colorado Joint Information System (JIS) - Online

While the formal activation of the State's JIS / JIC system is tied to the standup of the SEOC, a State Emergency Declaration or direct action by the Governor that instructs immediate State action in response to an event / incident, the JIS has been established and created to encourage information-sharing, exchange and liaison opportunities during times between incidents to bridge the gap between communications needs in response to an emergency. PIOs are encouraged to monitor and post information to WebEOC. The State ESF #15 will work with local PIOs to utilize the online resources provided as part of their SOPs.

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## **Biological Incident Incident Annex**

**LEAD AGENCY:** Department of Public Health and Environment

**SUPPORTING AGENCIES:** Department of Agriculture, Department of Education, Department of Human Services, Department of Personnel and Administration, Department of Transportation, Division of Homeland Security and Emergency Management

### **I. Purpose**

The purpose of this incident annex is to reduce mortality and morbidity, and minimize social disruption in Colorado by providing a guide for Colorado in a response to a biological event.

### **II. Scope**

Because the response to a Biological event will use much of the same infrastructure as is needed for a response to other communicable disease outbreaks, this incident annex highlights areas that are specific to a Biological event and therefore require additional consideration.

### **III. Legal Authority**

- A. In a large disease outbreak, Federal, State, local, and tribal officials require a highly coordinated response to public health and medical emergencies. Disease transmission can occur via an environmental contact such as atmospheric dispersion, person - to - person contact, animal - to - person contact, insect vector - to - person contact, or by way of contaminated food or water. A biological incident may be distributed across multiple jurisdictions simultaneously, requiring a nontraditional incident management approach.
- B. No single entity possesses the authority, expertise, and resources to act unilaterally on the many complex issues that may arise in response to a disease outbreak and loss of containment affecting a multi - jurisdictional area. The Colorado Hazard and Incident Response and Recovery Plan (CHIRRP) and the National Response Framework require close coordination between numerous agencies at all levels of government and with the private sector.
- C. The Department of Public Health and Environment (CDPHE) and local public health agencies (LPHA) have statutory authority to investigate and control causes of epidemic and communicable diseases affecting the public health. The Colorado Board of Health has the authority to require reports of such diseases to public health officials and public health officials in turn have access to medical records relating to these diseases. Additionally, CDPHE and LPHAs have statutory authority to establish, maintain and enforce isolation and quarantine and to exercise physical control over property and the persons within Colorado.
- D. Colorado is also in a unique position to have the Governor's Expert Emergency Epidemic Response Committee (GEEERC). The GEEERC was statutorily created in 2000 to develop a public health response to acts of bioterrorism, Biological event and epidemics caused by novel and highly fatal infectious agents. It is chaired by the CDPHE Executive Director and consists of 18 other statutorily designated people representing state agencies, public health officials, various health care professions and the Attorney General. The basic function of the GEEERC is to provide recommendations to the Governor of Colorado on reasonable and appropriate measures to reduce or prevent the spreading of disease.

- E. As the Governor of Colorado has broad powers to meet the response needs of an emergency, the Governor may suspend any regulatory statute provisions, state agency orders, rules, or regulations that would prevent, hinder, or delay emergency response efforts. Based on this authority, the GEEERC has created several draft executive orders that could be signed by the Governor in order to facilitate response to a public health emergency.

#### **IV. Assumptions**

Naturally occurring epidemics, such as pandemic influenza or severe acute respiratory syndrome (SARS) pose many of the same challenges as biological event and are managed by the same principals. The first indication of a biological event usually occurs hours or days later when exposed individuals develop symptoms and seek care. Early symptoms of infection with a biological agent are often non - specific, such as fever and cough, and are difficult to distinguish from common illnesses. People may seek health care for symptoms before the agent is known. Some biological agents will require mass prophylaxis or immunization or activation of the Strategic National Stockpile (SNS).

#### **V. Concept of Operations**

##### **A. General**

1. The national response to a large biological event or pandemic will largely reflect the ability of states and local communities to respond. Because of the potential impact of a pandemic and the need to coordinate a number of partners to effectively respond, planning for such an event has been ongoing in the State of Colorado.
2. Planning and coordination between CDPHE, HHS, local health departments and nursing services, Tribal Nations and the Colorado healthcare system will ensure effective implementation of public health response activities and delivery of quality health care, despite the probable increased demand for services.
3. Response to a large biological event or pandemic will trigger expansion of ongoing disease control activities and functions within the public health and medical communities. Enhancement of these services will require the activation of the CDPHE Departmental Operations Center (DOC) and establishment of linkages with other state and local agencies under the auspices of the CHIRRP.

##### **B. Roles and Responsibilities**

1. U.S. Department of Health & Human Services (HHS). HHS is responsible for nationwide coordination of a Biological event response. Specific areas of responsibility include the following:
  - a. Coordinate pandemic response activities with the international community, often interacting with the World health Organization (WHO).
  - b. Provide guidelines for pandemic response planning activities for the state, local and tribal public health agencies.
  - c. Recommend clinical and virological surveillance guidelines for the state, local and tribal health agencies.
  - d. For new influenza strains: collect information about the epidemiology and clinical characteristics; provide recommendations on the diagnosis and treatment; develop reference strains and reagents for diagnosis of new influenza strains, and distribute reagents to state and local laboratories.



- e. Monitor the public health impact of the pandemic at the national level. Provide states with guidelines for monitoring and reporting and make recommendations for changes to response strategies.
  - f. Recommend appropriate infection control guidelines.
  - g. Recommend and evaluate community measures to prevent and control spread of the new influenza strain.
  - h. Provide guidelines to the state, local and tribal levels for monitoring the effectiveness of public health measures to control spread of the new viral strain, and provide feedback to the states and the world.
  - i. Implement international and interstate travel restrictions and recommend travel - related and community containment measures as necessary to prevent introduction and transmission of pandemic disease.
  - j. Work with pharmaceutical companies on development, evaluation, licensing and production of effective vaccines. Assess vaccine effectiveness and safety in population - based studies.
  - k. Purchase antivirals and vaccines for distribution to Strategic National Stockpile (SNS) sites around the country. Provide guidelines for distribution of antiviral medications, vaccines and other supplies from the SNS sites.
  - l. Recommend strategies for implementing a vaccination program, and for monitoring and investigating related adverse events. Provide guidelines for determination of populations at highest risk, and guidelines for strategies for vaccination and antiviral use.
  - m. Provide a streamlined payment mechanism through the Centers for Medicare and Medicaid and work with prescription drug plans and Medicare managed care plans. Communicate specific guidance and support the Biological event response activities of hospitals, home health agencies, skilled nursing facilities and other healthcare providers, suppliers and practitioners that participate in Medicare and Medicaid.
  - n. Communicate with and provide technical assistance through Health Resources and Services Administration to support pandemic response activities of state primary care associations, health centers, and other community - based providers. Promote coordination with the National Hospital Bioterrorism Preparedness Program for surge capacity plans.
  - o. Provide information to state and local public health agencies, and to the media, about what is happening globally in terms of development of new strain(s) of influenza, and about what could happen.
  - p. Provide guidance for state and local public education and information campaigns.
2. Department of Public Health and Environment. CDPHE is responsible for coordination of the Biological event response statewide and between regional jurisdictions. Specific areas of preparedness responsibility include the following:
- a. Integrate public health and healthcare biological event planning with other general planning activities. Identify and coordinate public and private sector partners needed for effective planning and response statewide. See Attachment 4 - Interagency Influenza Coordinating Committee.
  - b. Maintain situational awareness by monitoring progression of the pandemic and assessing the public health/medical needs of Colorado. Provide data to federal, state, bordering state and local partners regarding current status in Colorado.
  - c. Activate the CDPHE DOC to coordinate Emergency Support Function (ESF) #8 – Health and Medical Services activities in response to progressing phases of the pandemic, as appropriate. Coordinate with the State Emergency Operations Center (SEOC) / Multi - agency Coordination Center (MACC).

- d. Develop, with concurrence of the GEEERC, a collaborative prioritization and utilization system of vaccine, antiviral and other scarce resources.
  - e. Receive, secure, manage, apportion, transport and distribute influenza vaccine and antiviral medications through Colorado's SNS program.
  - f. Provide guidance, resources and technical assistance to local health departments, nursing services, Tribal government, healthcare entities and other agencies and organizations on Biological event planning, response, and training and exercise efforts.
  - g. Coordinate with the public and private healthcare system to ensure a cohesive healthcare response network statewide to handle inpatient and outpatient care.
  - h. Coordinate epidemiologic activities statewide including data collection, surveillance, detection and management of suspect cases and contact tracing.
  - i. Provide guidance to healthcare providers, emergency medical services, health facilities, etc regarding influenza - specific protocols such as decontamination of surfaces and transport vehicles, personal protective equipment (PPE), disease transmission and infection control procedures.
  - j. Coordinate laboratory response specimen testing and confirmation capacity statewide. Coordinate specimens sent to CDC Laboratory.
  - k. Coordinate mass fatalities management and response including guidance for retrieval, storage and disposition of bodies, death certificates and next of kin notification.
  - l. Provide guidance for, with the concurrence of the GEEERC, and coordinate implementation of non - pharmaceutical containment measures such as social distancing, quarantine, isolation, "snow days" and limiting or closure of public gatherings.
  - m. Coordinate and support resource requests, as appropriate, for equipment, supplies and volunteers with the Division of Homeland Security and Emergency Management (DHSEM) and CDC.
  - n. Coordinate all public health and medical volunteers needed to maintain effective pandemic response through the Colorado Volunteer Mobilizer (CVM).
  - o. Coordinate timely, accurate and consistent messages to media, public and response partners about Biological event planning, response and recovery. Activate a joint information system or center (JIS / JIC) for public health and medical messages, as needed.
  - p. Identify spokesperson(s) responsible for addressing Biological event - related public information and media requests.
  - q. Institute recommendations from CDC for any additional surveillance activities that should be undertaken, given the specific circumstances.
  - r. Maintain data management systems for tracking resources and information as well as surveillance activities.
  - s. Document and track all State public health response expenses in real time.
3. Local Public Health. Local public health is responsible for coordination of the Biological event response within their local and regional jurisdictions. Specific areas of responsibility include the following:
- a. Identify and coordinate public and private partners to assist with preparedness activities (planning, training, and exercises) as well as local or regional response to an outbreak.
  - b. Activate public health DOCs or participate in county local EOCs to coordinate ESF #8 – Health and Medical Services activities in response to progressing phases of the pandemic, as appropriate. Coordinate with the CDPHE DOC and local / regional EOC within jurisdiction.
  - c. Receive, secure, manage, transport and dispense (for vaccination or prophylaxis) influenza vaccine and antiviral medications to residents in their communities through the SNS program.

- d. Initiate, coordinate and support mass fatality response in jurisdiction. Coordinate with coroner's office (if applicable).
  - e. Provide data to CDPHE regarding current status of situation in jurisdiction via situation reports, including resource and volunteer requests.
  - f. Identify, train, and equip staff and volunteers to activate a pandemic response upon notification within jurisdiction.
  - g. Coordinate timely, accurate and consistent messages to media, public and response partners about Biological event planning, and response and recovery activities in jurisdiction. Participate in a public health or jurisdictional JIS/JIC, as appropriate.
  - h. Identify spokesperson(s) responsible for addressing Biological event - related public information and media requests.
  - i. Manage all resources and document / track all expenses in real time.
4. Additional Support provided by Colorado State Agencies and Offices. Colorado State agencies and offices may or may not complete the following list of activities listed. Activities will be completed as needed during biological events and may or may not be listed here. All activities that are under taken in response to a Biological incident will be at the discretion of each agency and office and taken under direction from the Governor's Office or other appropriate leadership when appropriate.
- a. Department of Agriculture (CDA)  
Will continue to support Colorado's agriculture industry, ensuring a safe, high quality, and sustainable food supply, and protecting consumers, the environment, and natural resources.
  - b. Department of Education (CDE)
    - (1) Will support School Districts and Charter schools to continue to educate the students of Colorado to the best of their ability.
    - (2) Will consult with the U.S. Department of Education to obtain any statutory or other waiver that may be necessary during a long term biological event.
  - c. Department of Human Services (CDHS)
    - (1) Continue to serve as a resource for county administered benefit programs for Colorado. Acts in a coordination role.
    - (2) Food Distribution - The State will authorize the release of foods depending on the level of disaster declaration. This function will be supported until employee absenteeism exceeds 40%. The State has identified three levels of backup personnel (one primary and two alternates) to authorize the release of foods depending on the level of disaster declaration.
    - (3) Food Stamps – The emergency food assistance plan will be implemented when directed by the Feds. Guidance and support will be available until employee absenteeism exceeds 40%. The emergency food assistance plan will be implemented when directed by the Feds. A primary and two alternates are identified to provide program guidance and support.
    - (4) Works Programs – Initiate program waivers when directed by senior management. Guidance and support will be available until employee absenteeism exceeds 40%. Will initiate program waivers when directed by senior management. A primary and three alternates are identified to provide program guidance and support.
    - (5) Electronic Benefit Transfer – The state will continue to oversee the transfer of state benefits into individual accounts. This function will cease when infrastructure (telephone and power) starts to shut down. Backups have not been identified for this 3 person unit. The State will oversee the transfer of state benefits into individual accounts until there is no staff available. The existing structure will continue as long as infrastructure (telephone and power) holds. New accounts would be delayed once staff is unavailable.

- d. Department of Personnel and Administration (DPA) In the event of an emergency declared by executive order of the Governor due to a widespread natural disaster or pandemic, the State Personnel Director and State Personnel Board:
  - (1) Should have the authority to suspend any statute, rule or procedure and issue emergency directives and procedures to ensure the continued operation of state government services.
  - (2) One or more executive orders from the Governor would be issued to provide the parameters within which modifications to personnel rules and procedures would be made.
  - (3) The State Personnel Director may establish policies to be implemented during a pandemic. Some policies will be statewide directives (e.g., paid leave), but most will establish parameters and best practice recommendations within which each department and institution will establish its own policies.
- e. Department of Transportation (CDOT)
  - (1) Will keep goods and people moving in a biological event, while protecting transportation workers and the public.
  - (2) Thoroughly clean or sanitize public transportation conveyances and facilities and prepare for public use.
  - (3) Communicate with transportation authorities in neighboring jurisdictions, key stakeholders, emergency response, law enforcement etc.
  - (4) Review “essential” transportation services, functions, and processes.
- f. Division of Homeland Security and Emergency Management (DHSEM)
  - (1) Will coordinate the state response and recovery program in support of local governments. DHSEM maintains the SEOC where representatives from other state departments and agencies come together to coordinate the state response to an emergency situation.
  - (2) Will lead, manage and coordinate state level actions for all - hazards preparedness, natural hazards mitigation, emergency response and disaster recovery in support of local governments within Colorado.
  - (3) Support CDPHE and other state agencies during a biological event as needed.

## **Chemical Stockpile Emergency Preparedness Program (CSEPP)**

### **Incident Annex**

**LEAD AGENCY:** Division of Homeland Security and Emergency Management

**SUPPORTING AGENCIES:** Department of Agriculture, Department of Military and Veteran Affairs, Department of Natural Resources, Department of Public Health and Environment, Department of Public Safety, and Department of Transportation, American Red Cross.

## **I. PURPOSE**

This incident annex has been prepared to facilitate a coordinated response and assign responsibilities by state agencies in support to Pueblo County to a chemical accident at the Pueblo Chemical Depot (PCD).

## **II. POLICIES**

Title 14, Part B, Section 1412 of Public Law 99 - 145, which authorizes the Secretary of the Army to provide maximum protection for the environment and destruction of the United States chemical stockpile.

## **III. SITUATION**

- A. The continued storage and disposal of the United States unitary chemical stockpile, including that portion stored at the PCD in Pueblo County, Colorado, have the potential for off - site releases that could pose a threat to civilian populations.
- B. In December 1985, congress directed the U. S. Department of Defense (DOD) to destroy the United States stockpile of lethal unitary chemical weapons in such a manner as to provide:
  - 1. Maximum protection of the environment, the public and the personnel involved in the destruction.
  - 2. Adequate and safe facilities designed solely for the destruction of the stockpile
  - 3. Cleanup of the facilities on completion of the disposal program (Public Law 99 - 145, DOD Authorization Act of 1986).
- C. Chemical Agents at PCD:
  - 1. The chemical agents to be destroyed at the PCD are blister agents, configured in 105 and 155 mm and 4.2 - inch projectiles. They are hazardous to humans; the type and extent of hazard is determined by the physical and toxicological characteristics of the agent and the extent, route, and duration of the exposure.
  - 2. The blister (or mustard) agents at the PCD include the mustard - derived agents HD and HT. The major toxic chemical in HD is bis(2 chloroethyl) sulfide<sup>a</sup> is also known as mustard gas, sulfur mustard, or mustard. H is sulfur mustard that contains about 30% sulfur impurities. HD is the purified chemical from which the impurities have been removed by washing and distillation. HT is an approximate 60% / 40% blend of agents. HD and T [bis(2 - chloroethylthio) ethyl<sup>a</sup>ether] developed for use as a lethal vesicant mixture. The addition of T and HD creates a form of mustard that has a longer duration of effectiveness and lower freezing point than HD.
  - 3. The principal health effect of vesicant exposure is blistering the exposed tissues potentially causing severe skin blisters, injuries to the eyes, and damage to the respiratory tract by

inhalation of vapors. Because of its chemical properties, mustard agent can react with a variety of tissue constituents including nucleic acids, the genetic material of the cell. Biological evidence indicates that mustard exposure can result in carcinogenesis. In order of inhalation toxicity, HT is more toxic than HD. Mustard is extremely persistent when isolated from sun, wind, and rain.

#### **IV. ASSUMPTIONS**

- A. Chemical plume will not expand beyond the PCD boundary.
- B. On - post evacuation of personnel will be conducted on designated roadways.
- C. Off - post facilities are capable of providing support to on - post evacuees.

#### **V. Concept of Operation**

- A. An accident involving the release of chemical agents at the PCD may require personnel living or working within the Immediate Response Zone (IRZ) or Protective Action Zone (PAZ) areas around PCD to take protective actions. The primary protective action options include evacuation (primary) or shelter - in - place (secondary). As the designated emergency response authority, the Pueblo County Sheriff's Office Emergency Services Bureau, Pueblo County Sheriff's Office Emergency Services Bureau (PCOESB) will direct and assist in planning, emergency response, and recovery activities affecting areas and citizens within its jurisdiction. The Department will direct and control all emergency response operations from the Pueblo County Emergency Operations Center. NIMS / ICS is the standard for all off - site emergency response. PCOESB is responsible for notifying the Division of Homeland Security and Emergency Management (DHSEM) when it is reported that a chemical agent incident may affect any of the off - site communities around the PCD.
- B. OEM will coordinate the applicable state response. The State Emergency Operations Center (SEOC) will be activated and operate whenever it is reported that a chemical agent incident affects, or has the potential to affect, any of the off - site communities around the PCD.
- C. Time Phases of Disaster Operations
  - 1. Preparation Phase. This phase involves the development of a well coordinated and integrated set of state, county and special facility response plans using commonly accepted terminology to identify the various emergency management functions and responsibilities.
  - 2. The off - site plans, procedures, and incident responses are based on the Chemical Event Notification Levels (CENLs) described below:
    - a. Non - Surety Emergency
      - (1) Description: An event is likely to occur or has occurred that may be perceived as an emergency or that may be of general public interest but which poses no chemical hazard to on - post personnel or the off - post public.
      - (2) Notification: The installation notifies the Pueblo County Sheriff's Communications Center located in the Pueblo County Office of Emergency Services Bureau (PCOESB). PCSCC and PCOESB will make additional notifications.
    - b. Limited Area Emergency
      - (1) Description: Events are likely to occur or have occurred that involve an actual or potential release with chemical effects that are expected to be confined to the chemical limited area. This level will be declared when the predicted chemical agent

- no - effect dosage does not extend beyond the chemical limited area where the event occurred.
- (2) Notification: The installation provides emergency notification to the Pueblo County Sheriff's Communication Center. PCOESB will notify OEM at this level. Additional notifications will be made as appropriate.
  - (3) Action: Emergency response officials go to a level of enhanced readiness in case an off - post response is required. The Pueblo County EOC will be activated, as appropriate.
- c. Post - Only Emergency
- (1) Description: Events are likely to occur or have occurred that involve actual or potential release with chemical effects beyond the chemical limited area. Releases are not expected to present a danger to the off - post public. This level will be declared when the predicted chemical agent no - effect dosage extends beyond the chemical limited area but does not extend beyond the installation boundary.
  - (2) Notification: The installation provides emergency notification to the Pueblo County Sheriff's Communication Center. PCOESB will notify OEM, who will then notify other state and federal agencies, as appropriate. The installation may recommend precautionary protective actions.
  - (3) Action: Response organizations mobilize to be capable of immediate actions. Precautionary protective actions may be initiated in potentially affected areas near the installation boundary.
- d. Community Emergency
- (1) Description: Events are likely to occur or have occurred that can be expected to present a danger to the public beyond the installation boundary. This level will be declared when the predicted chemical agent no - effects dosage extends beyond the installation boundary.
  - (2) Notification: The installation will provide emergency notification to the Pueblo County Sheriff's Communication Center. PCOESB will notify OEM. OEM will notify other state and federal agencies as appropriate. The installation will recommend protective actions.
  - (3) Actions:
    - (a) All response organizations mobilize, and the IRZ and affected PAZ areas implement specified protective actions.
    - (b) The Pueblo County and State EOCs will be activated as needed. PCOESB will be responsible for coordination, direction and control of all county emergency response actions. OEM will provide a State Liaison Officer and additional staff support as required to the Pueblo County EOC to help coordinate the assistance efforts.
    - (c) State agency representatives will report as required to the State EOC in Centennial, Colorado, and be prepared to provide maximum possible assistance to Pueblo County. OEM will coordinate applicable state response and assistance to Pueblo County. Other state and federal assistance will be requested and coordinated by the OEM, as directed by the situation.
3. Warning Phase: PCD will initiate warning operations by transmitting a warning message to the Pueblo County Sheriff's Communication Center - 911. The SEOC will be notified by the Pueblo County EOC by phone, text messaging, and / or fax. OEM will notify state and federal agencies as appropriate.
  4. Response Phase: Upon receipt of a notification message, all concerned jurisdictions and agencies will begin emergency operations. Response operations will be based in the classification levels and the protective action recommendation by the PCD in its warning message.

## VI. Responsibilities

### A. Local Government (Pueblo County)

1. Implement Pueblo County All - Hazard Emergency Operations Plan as appropriate for chemical accidents at Pueblo Chemical Depot (PCD).
2. Activate the Pueblo County EOC at the following CENLs: limited area emergency, post only emergency, and community emergency.
3. Assume coordination for emergency response activities from the Pueblo County Emergency Operations Center.
4. Determine appropriate protective actions, with recommendations from PCD / Department of the Army.
5. Notify OEM within 7 minutes of receiving notification from the Depot.
6. Prepare a local "Emergency Declaration", if appropriate.

### B. State Government

1. Office of Emergency Management (OEM)
  - a. Activate the State Emergency Operations Center (SEOC) as needed at the following CENLs: post only emergency and/or community emergency.
  - b. Notify appropriate state and federal agencies.
  - c. Provide State Liaison Officer and applicable CSEPP staff to the Pueblo County EOC.
  - d. Prepare State Emergency Declaration for the governor, if deemed appropriate.
  - e. Be prepared to serve as a backup and alternate to the Pueblo County EOC should that facility cease to function, become reduced in functionality, or require such support.
  - f. Jointly, with Pueblo County and the Pueblo Chemical Depot, establish and operate a Joint Information Center (JIC) in Pueblo, and if necessary, a satellite JIC.
2. Department of Agriculture (DOA)

Coordinate with local extension agents, producers, CDPHE and EPA to assess potential impacts on agriculture and implement appropriate measures.
3. Department of Military and Veterans Affairs (DMVA)

Provide National Guard personnel and equipment, when activated by the governor, to assist in evacuation and recovery operations as needed.
4. Department of Natural Resources (DNR)

State Engineer - In cases of water contamination from chemical agents, assist the CDPHE in directing the operations of threatened water users.
5. Department of Public Health and Environment
  - a. Assess the public health aspects of contamination in the affected area.
  - b. Monitor medical facility resources, including pharmaceuticals and biomedical equipment.
  - c. Provide technical input on decontamination and restoration activities following a release.
  - d. Approve methods of disposal for contaminated waste following a release.
6. Department of Public Safety (DPS)

Assist local law enforcement agencies with evacuation, traffic control hazardous material response, monitoring, and other emergency response/law enforcement operations, as appropriate.
7. Department of Transportation (CDOT)

Provide personnel and equipment to assist in keeping major transportation arteries clear during evacuations - to include debris removal.
8. Other State Agencies  
Provide support as requested by the Division of Homeland Security and Emergency Management.



### C. Federal Government

1. United States Army (upon request of State Government)
  - a. Detection and decontamination of affected off - site areas around PCD.
  - b. Assist in the treatment of off - site casualties, to include health care personnel trained in the treatment of chemical agent casualties.
  - c. Notification to State and Pueblo County EOCs when areas affected by chemical agents are deemed safe for re - entering.
2. Federal Emergency Management Agency (FEMA), Region VIII
  - a. Assist the state and Pueblo County in developing off - post emergency plans, upgrading community response capabilities, and conducting necessary training.
  - b. Develop CSEPP standards and evaluation criteria.
  - c. Assist the State/Pueblo County in developing, scheduling, and conducting exercises to evaluate CSEPP effectiveness at each site.
  - d. Administer funding for the Colorado CSEPP through the Comprehensive Cooperative Agreement (CCA).
3. Environmental Protection Agency (EPA) Region VIII
  - a. Assist with detection and decontamination of off - site areas, as requested.
  - b. Assist the Army/State Officials in determining when areas affected by chemical agents are deemed safe for re - entering.
4. Federal Aviation Administration (FAA), Denver - Hub, Airway Sector Office, Denver, Colorado  
Coordinate air traffic restriction and/or any other air traffic emergency response actions involving the Pueblo Airport, with FAA's Pueblo Sector Field Office 1, located in Pueblo, Colorado.
5. American Red Cross  
Provide mass care services for civilian evacuees as directed.

## **Chemical Stockpile Emergency Preparedness Program (CSEPP)**

### **Incident Annex**

#### **Appendix A Tentative Timeline**

If an accident, resulting in a release, were to occur on the Pueblo Chemical Depot (PCD) installation involving mustard agent munitions, a likely sequence of events taking place involving notification and protective measures is listed below. This timeline should be regardless of environmental (weather) conditions, the amount of agent released, and the physical location of the release.

(hours:minutes)

00:00	Accident occurs at PCD
00:02	On - post sirens turned on
00:02	Pueblo County Sheriff Communications Center / EOC notified via WebPuff®
00:03	Off - post medical facilities notified of possible injuries
00:07	On - post initial hazard analysis determined (plume model)
00:08	Protective Action Recommendation (PARs) determined: <ul style="list-style-type: none"><li>- Shelter - In - Place</li><li>- Evacuation</li></ul>
00:10	Off - post 24 - hour warning point notified of Chemical Event Notification Levels (CENL)
00:11	Initial WebPuff® plume projection broadcast off - post
00:15	Activate on - post Tone Alert Radios (TARs)
00:17	DHSEM notified by Pueblo County
00:18	County Protective Action Decision (PAD), off - post TARs and outdoor warning systems activated
00:47	Update off - post PAR
01:27	Patients arrive from PCD at off - post hospital following initial treatment on - post

## **Chemical Stockpile Emergency Preparedness Program (CSEPP)**

### **Incident Annex**

#### **Appendix B CSEPP Glossary of Terms**

**Augmentation Force:** Additional personnel (or units) who are organized, trained, armed, equipped, and capable of assisting initial forces as required.

**Blister Agent:** A chemical agent that injures the eyes and lungs and burns or blisters the skin.

**Buddy - Aid:** The administration of aid to a person exhibiting severe chemical agent poisoning symptoms who is unable to help himself.

**Chemical Accident / Incident (CAI):** A term used to refer to a chemical event involving chemical surety material.

- a. Chemical Accident: Resulting from non - deliberate acts where safety is of primary concern.
- b. Chemical Incident: Resulting from deliberate acts (terrorism or criminal) where security is of primary concern.

**Chemical Accident / Incident Response and Assistance (CAIRA):** Plans and operations in response to a CAI taken to save lives, preserve health and safety, secure surety material, protect property, and provide for controlled release of information.

**Chemical Accident / Incident Operational Phases:** There are three phases within CAIRA operations:

- a. Readiness Phase: A continuous phase that takes place until a chemical event occurs. Emergency response forces prepare and coordinate response plans, establish organizations to execute those plans, train personnel and organizations to the required level of proficiency, evaluate response organization ability to execute plans, and educate the public to the potential threat and to emergency response procedures.
- b. Response Phase: The phase initiated at the onset of a chemical event. Emergency response forces take those actions necessary to gain control of the CAI site to include saving lives, preserving health and safety, containing and rendering safe hazardous materials, protecting the environment, securing CSM and government property, and promoting public confidence in the Army's ability to conduct emergency response operations.
- c. Recovery Phase: A timeline between the response phase and recovery phase is not as distinct as between readiness and response phases. During recovery phase, emergency response forces initiate operations to restore conditions at or in the vicinity of the CAI site to a technically feasible and acceptable state. Restoration or remedial actions are the primary activities conducted during this phase.

**Chemical Accident / Incident Site:** The location of the chemical site where a security concern or chemical agent contamination concern exists, including all areas in close proximity to the contamination. (NOTE: the term "on - site" equates to the actual location of the CAI site and not to "on - post.")

**Chemical Event:** A Chemical event encompasses chemical surety material accidents, incidents, and other circumstances where there is a confirmed or likely release to the environment, exposure to personnel above the STEL for the chemical agent involved, threat to the security of chemical surety material, or event of concern to the local commander. The anticipated response to a chemical event is the activation of all or a select portion of the IRF, with possible SRF deployment, as necessary.

**Chemical Stockpile Emergency Preparedness Program (CSEPP):** The joint program between the Department of the Army and the Department of Homeland Security/Federal Emergency Management Agency designed to enhance emergency preparedness at and in the communities surrounding Army chemical surety installation where De - Militarization of the chemical agent stockpile will take place.

**Chemical Surety:** A system of safety and control measures designed to provide protection to the local population, workers, and the environment by ensuring that chemical agent operations are conducted safely; that chemical agents are secure; and that personnel involved in those operations meet the highest standards of reliability.

**Chemical Surety Materials (CSM):** Chemical agents and their associated weapon systems, or storage and shipping containers that are either adopted or being considered for military use.

**Decontaminating Material:** Any substance used to chemically destroy, physically remove, seal, or otherwise make harmless a chemical agent.

**Downwind Hazard Zone:** For a given set of chemical release and meteorological conditions, this is the specific area in which chemical agent levels exceeded established health and safety limits.

**Exclusion Area:** the area immediately surrounding one or more receptacles in which chemical agents are contained. Normally, the boundaries of an exclusion area are the walls, floor, and ceiling of a storage structure, secure container or a barrier that establishes the boundary of the exclusion area (such as an igloo or fence). In the absence of positive preventive measures, access into the area constitutes access to the chemical agent.

**Initial Response Force (IRF):** An emergency actions organization tasked to provide first response to a CAI at an installation assigned a chemical surety mission or in the public domain. Under the command of the installation commander or the commander of the nearest Army installation, the IRF is composed of command and control elements and emergency teams capable of providing emergency medical services and initiating those actions necessary to prevent, minimize, or mitigate hazards to public health and safety or to the environment.

**Leaking Munitions:** Munitions from which there has been confirmed detection of chemical agent outside the munitions body or bulk storage container.

**Limited Area:** The designated area immediately surrounding one or more exclusion areas. Normally, the area between the boundaries of the exclusion areas and the perimeter boundary (such as an inner fence at a storage depot) or inside of a laboratory room where chemical surety material is stored in chemical surety containers.

**National Defense Area (NDA):** An area established on non - federal lands located within the United States, its possessions or its territories, for the purpose of safeguarding classified defense information, or protecting DoD equipment and material.

**Neutralization:** the act of altering the chemical, physical, and toxicological properties to render the chemical agent ineffective for use as intended.

**Release:** Spilling, leaking, pumping, pouring, emitting, emptying, discharging, injecting, escaping, leaching, dumping, or disposing into the environment (to include the abandonment or discarding of barrels, containers, and other closed receptacles containing any hazardous substance, pollutant, or contaminant).

**Removal:** Removal of oil or hazardous substances from the water and shoreline, or taking of such other actions as may be necessary to minimize or mitigate damage to public health, welfare, or the environment. As defined by Section 101(23) of CERLA, remove or removal means:

- a. Cleanup or removal of released hazardous substances from the environment.
- b. Actions necessary taken in the event of threat of release of hazardous substances into the environment.
- c. Actions necessary to monitor, assess, and evaluate the release or threat of release of hazardous substances.
- d. Disposal of removed material.
- e. Taking any other actions as may be necessary to prevent, minimize, or mitigate damage to public health or welfare, or to the environment, which may otherwise result from a release or threat of release. This term includes security fencing or other measures which limit access, provision of alternative water supplies, temporary evacuation and housing of threatened individuals not otherwise provided for, action taken under section 104(b) of CERCLA, and any emergency assistance that may be provided under the Disaster Relief Act of 1974. Also includes the enforcement activities related thereto.

**Render Safe Procedures (RSP):** That portion of explosive ordnance disposal procedures which involve the application of special explosive ordnance disposal methods and tools which cause the interruption of functions or separation of essential components of unexploded explosive ordnance and which prevent unacceptable detonations.

## **Continuity of Government Incident Annex**

**LEAD AGENCY:** Office of the Governor

**SUPPORTING AGENCIES:** Executive Branch, Judicial Branch, Legislative Branch

### **I. PURPOSE**

This plan describes the constitutional and statutory provisions related to the Continuity of Government for the State. Continuity of Government (COG) is the preservation, maintenance or reconstitution of the State government's ability to carry out its constitutional responsibilities under all circumstances that may disrupt normal governmental operations. The roles and responsibilities of essential departments, agencies, elected and appointed positions are defined for the duration of the incident that would precipitate implementing this plan.

### **II. SCOPE**

- A. Current State statutes define the responsibilities, limits and directs the functions and processes for implementing this plan. This plan addresses State government continuation, resumption, and recovery from any incident, emergency, or disaster that threatens to obstruct State government's ability to carry out its constitutional responsibilities in three primary areas:
  - 1. Seat of government;
  - 2. Lines of succession, and
  - 3. Emergency powers.
- B. This plan does not address the building or maintenance of agency specific emergency action plans / planning or agency specific Continuity of Operations Plans (COOP). This plan is not intended to address the Division of Homeland Security and Emergency Management (DHSEM) efforts to respond to any incident, emergency or disaster affecting State government. The above is addressed in the Colorado Hazard and Incident Response and Recovery Plan (CHIRRP) and within the individual State agencies' COOP plans.

### **III. SITUATION**

- A. The State has recognized the need to provide essential functions and services to its citizens and residents within the scope of capabilities at any given time and under adverse conditions.
- B. Colorado statutory law provides guidance with regard to vacancy and succession of essential chief elected officials; i.e. the Governor, Lt. Governor, Attorney General, Secretary of State, and Secretary of the Treasury.
- C. Additional information is provided in the CHIRRP, COG Annex.

### **IV. ASSUMPTIONS**

- A. The potential for catastrophic natural, technological, or human caused disasters, that would disrupt the normal governmental functions or operations and could impair or prevent the chief elected officials from fulfilling their public charge, exists.

- B. Under such circumstances, the Colorado Constitution and the Colorado Revised Statutes (CRS) address succession, the seat of government, emergency powers of the Governor in times of disasters or emergencies.
- C. All State agencies and departments will conform to and support the Governor's orders, proclamations or directives.
- D. During a COG event, the Office of the Governor and all supporting State agencies and departments will operate in accordance with the current CHIRRP.
- E. The citizens and residents of Colorado will be promptly informed of the emergency and continuity of government activities.
- F. During a COG event, the Office of the Governor and all supporting State agencies' public information officers will operate through a Joint Information System.

## **V. ORGANIZATIONAL RESPONSIBILITIES**

- A. The Office of the Governor is responsible for implementing appropriate and timely actions to insure the continuance of government functions and services, to include the ascendance of succession for the chief executive officials, if the individual holding that position is incapacitated or rendered unfit or unable to fulfill the obligations of office, and to implement the appropriate provisions of the State Constitution.
- B. All State Departments / Agencies will follow all proclamations, directives and orders from the Governor and implement the coordination and support for the COG as described in the CHIRRP and the individual organization's COOPs.
- C. DHSEM is responsible for following all proclamations, directives and orders from the Governor and implementing the coordination and support management for the State emergency or disaster in accordance with all statutes and the CHIRRP, with emphasis on all functions including, but not limited to, Response, and Recovery.
- D. The Colorado State Patrol may provide heightened security for the chief executive officers and the relocated seat of government during the succession transitory period and thereafter for the duration of the event. As the disaster recovery reaches a non - threatening level, normal security will resume.
- E. Department of Local Affairs (DOLA). In the unlikely event that the State Continuity of Government Plan is implemented, undoubtedly local jurisdictions may be impacted by the originating event as well. Thus requiring local governments to also draft, coordinate, exercise, and approve a Continuity of Government plan. DOLA would be the designated lead agency to assist in this plan development.
- F. The Department of Personnel and Administration will expedite the procurement of suitable facilities for relocation for the seat of government and allied support services.
- G. The Department of Transportation will provide logistical support for the physical transport of the seat of government, such as office hard goods and non - electronic stored records.

## **VI. STATE ESSENTIAL FUNCTIONS**

Continuity of Operations is a necessity if State government is to continue providing services to the public, local governments, and other stakeholders under “non – normal” circumstances. The identification of Essential Functions helps to prioritize the resumption of functions when there is a disruption of services regardless of what originally caused that disruption or for how long. The six State Essential Functions are:

- A. Maintain Continuity of Government – have mechanisms in place to ensure the continued functions of government (executive, legislative, and judicial) to include orders of succession of government leadership and operations.
- B. Maintain Law and Order – maintain civil order and public safety, which includes the protection of the population, property, the environment, and stabilization of the incident.
- C. Provide Basic Essential Services – ensure these services (commerce, electricity, environmental protection, financial support, healthcare, jobs, refuge removal, transportation, water, etc) are provided to the residents of the State.
- D. Provide Emergency Services – ensure all response agencies are properly trained, funded, and certified.
- E. Maintain Economic Stability – managing the State’s finances and ensure the solvency of State government.
- F. Provide Visible Leadership – ensure government leaders are visible to the population thus facilitating trust and confidence in the government.

## **VI. CONCEPT OF OPERATIONS**

The Governor of the State or the Governor’s successor or designated representative may enact the COG plan or any provisions contained within it at any time. All State agencies and departments will cooperate and comply with incident directives from the Governor’s Office, provide support as defined in the most current CHIRRP and will implement the appropriate sections of their agency’s or department’s COOP plans. Colorado statutes and constitution provide operative guides for changes to the seats of State and local governments, succession of the Governor and other Chief Executives, emergency powers of the Governor during a disaster or emergency and legislative authorities during such events. The statutes, directives and citations follow:

- A. The Colorado Disaster Emergency Act
  - 1. 24-33.5-701. Shall be known and may be cited as the "Colorado Disaster Emergency Act".
  - 2. The purposes of this are to:
    - a. Reduce vulnerability of people and communities of this State to damage, injury, and loss of life and property resulting from natural catastrophes or catastrophes of human origin, civil disturbance, or hostile military or paramilitary action;
    - b. Prepare for prompt and efficient search, rescue, recovery, care, and treatment of persons lost, entrapped, victimized, or threatened by disasters or emergencies;
    - c. Provide a setting conducive to the rapid and orderly start of restoration and rehabilitation of persons and property affected by disasters;
    - d. Clarify and strengthen the roles of the governor, State agencies, and local governments in prevention of, preparation for, response to, and recovery from disasters;



- e. Authorize and provide for cooperation in disaster prevention, preparedness, response, and recovery;
  - f. Authorize and provide for coordination of activities relating to disaster prevention, preparedness, response, and recovery by agencies and officers of this State and similar State-local, interState, federal-State, and foreign activities in which the State and its political subdivisions may participate;
  - g. Provide a disaster and emergency management system embodying all aspects of predisaster and pre-emergency preparedness and postdisaster and postemergency response; and
  - h. Assist in prevention of disasters caused or aggravated by inadequate planning for regulation of public and private facilities and land use.
3. 24-33.5-704(7) Governor; powers and duties.
- a. Suspend the provisions of any regulatory statute prescribing the procedures for conduct of State business or the orders, rules, or regulations of any State agency, if strict compliance with the provisions of any statute, order, rule, or regulation would in any way prevent, hinder, or delay necessary action in coping with the emergency;
  - b. Utilize all available resources of the State government and of each political subdivision of the State as reasonably necessary to cope with the disaster emergency;
  - c. Transfer the direction, personnel, or functions of State departments and agencies or units thereof for the purpose of performing or facilitating emergency services;
  - d. Subject to any applicable requirements for compensation under section 24-33.5-711, commandeer or utilize any private property if the governor finds this necessary to cope with the disaster emergency;
  - e. Direct and compel the evacuation of all or part of the population from any stricken or threatened area within the State if the governor deems this action necessary for the preservation of life or other disaster mitigation, response, or recovery;
  - f. Prescribe routes, modes of transportation, and destinations in connection with evacuation;
  - g. Control ingress to and egress from a disaster area, the movement of persons within the area, and the occupancy of premises therein;
  - h. Suspend or limit the sale, dispensing, or transportation of alcoholic beverages, firearms, explosives, or combustibles;
  - i. Make provision for the availability and use of temporary emergency housing; and
  - j. Determine the percentage at which the State and a local government will contribute moneys to cover the nonfederal cost share required by the federal "Robert T. Stafford Disaster Relief and Emergency Assistance Act", as amended, 42 U.S.C. sec. 5121 et seq., required by the federal highway administration pursuant to 23 U.S.C. sec. 125, or required by any other federal law in order to receive federal disaster relief funds. After making such a determination, the governor may amend the percentage at which the State and local government will contribute moneys to the nonfederal cost share based on the needs of the individual local governments. As soon as practicable after making or amending such a determination, the governor shall notify the joint budget committee of the source and amount of State moneys that will be contributed to cover a nonfederal cost share pursuant to this paragraph (j).

**B. Seat of State Government – State Constitution, Article III, Section 3,**

- 1. When the seat of government shall have been located in the city and county of Denver as provided in section 2 of this article, the location thereof shall not thereafter be changed, except by a vote of two-thirds of all the qualified electors of the State voting on that question, at a general election, at which the question of location of the seat of government shall have been submitted by the general assembly.

2. Notwithstanding the provisions of subsection (1) of this section, if the governor determines that a disaster emergency exists that substantially affects the ability of the State government to operate in the city and county of Denver, the governor may issue an executive order declaring a disaster emergency. After declaring the disaster emergency and after consulting with the chief justice of the Supreme Court, the president of the senate, and the speaker of the House of Representatives, the governor may designate a temporary meeting location for the general assembly.
3. After the declaration of a disaster emergency by the governor, the general assembly shall convene at the temporary meeting location, whether during regular session or in a special session convened by the governor or by written request by two-thirds of the members of each house. The general assembly, acting by bill, may then designate a temporary location for the seat of government. The bill shall contain a date on which the temporary location of the seat of government shall expire.
4. As used in this section:
  - a. "Disaster emergency" means the occurrence or imminent threat of widespread or severe damage, injury, illness, or loss of life or property resulting from an epidemic or a natural, man-made, or technological cause.
  - b. "Seat of government" means the location of the legislative, executive, and judicial branches of the State of Colorado.

#### C. Emergency Powers

1. 24-33.5-704. The governor and disaster emergencies
  - a. The governor is responsible for meeting the dangers to the State and people presented by disasters.
  - b. Under this part 7, the governor may issue executive orders, proclamations, and regulations and amend or rescind them. Executive orders, proclamations, and regulations have the force and effect of law.
  - c. A disaster emergency shall be declared by executive order or proclamation of the governor if the governor finds a disaster has occurred or that this occurrence or the threat thereof is imminent. The State of disaster emergency shall continue until the governor finds that the threat of danger has passed or that the disaster has been dealt with to the extent that emergency conditions no longer exist and the governor terminates the State of disaster emergency by executive order or proclamation, but no State of disaster emergency may continue for longer than thirty days unless renewed by the governor. The general assembly, by joint resolution, may terminate a State of disaster emergency at any time. Thereupon, the governor shall issue an executive order or proclamation ending the State of disaster emergency. All executive orders or proclamations issued under this subsection (4) shall indicate the nature of the disaster, the area threatened, and the conditions which have brought it about or which make possible termination of the State of disaster emergency. An executive order or proclamation shall be disseminated promptly by means calculated to bring its contents to the attention of the general public and, unless the circumstances attendant upon the disaster prevent or impede, shall be promptly filed with the office of emergency management, the secretary of State, and the county clerk and recorder and disaster agencies in the area to which it applies.
  - d. An executive order or proclamation of a State of disaster emergency shall activate the disaster response and recovery aspects of the State, local, and interjurisdictional disaster emergency plans applicable to the political subdivision or area in question and shall be authority for the deployment and use of any forces to which the plans apply and for use or distribution of any supplies, equipment, and materials and facilities assembled, stockpiled, or arranged to be made available pursuant to this part 7 or any other provision of law relating to disaster emergencies.

- e. During the continuance of any State of disaster emergency, the governor is commander-in-chief of the organized and unorganized militia and of all other forces available for emergency duty. To the greatest extent practicable, the governor shall delegate or assign command authority by prior arrangement embodied in appropriate executive orders or regulations, but nothing in this section restricts the governor's authority to do so by orders issued at the time of the disaster emergency.
  - f. In addition to any other powers conferred upon the governor by law, the governor may:
    - (1) Suspend the provisions of any regulatory statute prescribing the procedures for conduct of State business or the orders, rules, or regulations of any State agency, if strict compliance with the provisions of any statute, order, rule, or regulation would in any way prevent, hinder, or delay necessary action in coping with the emergency;
    - (2) Utilize all available resources of the State government and of each political subdivision of the State as reasonably necessary to cope with the disaster emergency;
    - (3) Transfer the direction, personnel, or functions of State departments and agencies or units thereof for the purpose of performing or facilitating emergency services;
    - (4) Subject to any applicable requirements for compensation under section 24-33.5-711, commandeer or utilize any private property if the governor finds this necessary to cope with the disaster emergency;
    - (5) Direct and compel the evacuation of all or part of the population from any stricken or threatened area within the State if the governor deems this action necessary for the preservation of life or other disaster mitigation, response, or recovery;
    - (6) Prescribe routes, modes of transportation, and destinations in connection with evacuation;
    - (7) Control ingress to and egress from a disaster area, the movement of persons within the area, and the occupancy of premises therein;
    - (8) Suspend or limit the sale, dispensing, or transportation of alcoholic beverages, firearms, explosives, or combustibles;
    - (9) Make provision for the availability and use of temporary emergency housing; and
    - (10) Determine the percentage at which the State and a local government will contribute moneys to cover the nonfederal cost share required by the federal "Robert T. Stafford Disaster Relief and Emergency Assistance Act", as amended, 42 U.S.C. sec. 5121 et seq., required by the federal highway administration pursuant to 23 U.S.C. sec. 125, or required by any other federal law in order to receive federal disaster relief funds. After making such a determination, the governor may amend the percentage at which the State and local government will contribute moneys to the nonfederal cost share based on the needs of the individual local governments. As soon as practicable after making or amending such a determination, the governor shall notify the joint budget committee of the source and amount of State moneys that will be contributed to cover a nonfederal cost share pursuant to this paragraph.
- D. Lines of Succession: State Constitution Article IV, Section 13,
- 1. In the case of the death, impeachment, conviction of a felony, or resignation of the governor, the office of governor shall be vacant and the lieutenant governor shall take the oath of office and shall become governor.
  - 2. Whenever there is a vacancy in the office of the lieutenant governor, because of death, impeachment, conviction of a felony, or resignation, the governor shall nominate a lieutenant governor who shall take office upon confirmation by a majority vote of both houses of the general assembly. If the person nominated is a member of the general assembly, he may take the oath of office of lieutenant governor, and the legislative seat to which he was elected shall be vacant and filled in the manner prescribed by law pursuant to section 2 of article V of this constitution.

3. In the event that the governor-elect fails to assume the office of governor because of death, resignation, or conviction of a felony, or refuses to take the oath of office, the lieutenant governor-elect shall take the oath of office and shall become governor on the second Tuesday in January in accordance with the provisions of section 1 of article IV of this constitution. In the event the lieutenant governor-elect fails to assume the office of lieutenant governor because of death, resignation, or conviction of a felony, or refuses to take the oath of office, the governor-elect upon taking office shall nominate a lieutenant governor who shall take the oath of office upon confirmation by a majority vote of both houses of the general assembly. If the person nominated is a member of the general assembly, he may take the oath of office of lieutenant governor, and the legislative seat to which he was elected shall be vacant and filled in the manner prescribed by law pursuant to section 2 of article V of this constitution.
4. In the event the lieutenant governor or lieutenant governor-elect accedes to the office of governor because of a vacancy in said office for any of the causes enumerated in subsections (1) and (3) of this section, the office of lieutenant governor shall be vacant. Upon taking office, the new governor shall nominate a lieutenant governor who shall take the oath of office upon confirmation by a majority vote of both houses of the general assembly. If the person nominated is a member of the general assembly, he may take the oath of office of lieutenant governor, and the legislative seat to which he was elected shall be vacant and filled in the manner prescribed by law pursuant to section 2 of article V of this constitution.
5. In the event the governor or lieutenant governor, or governor-elect or lieutenant governor-elect, at the time either of the latter is to take the oath of office, is absent from the State or is suffering from a physical or mental disability, the powers and duties of the office of governor and the office of lieutenant governor shall, until the absence or disability ceases, temporarily devolve upon the lieutenant governor, in the case of the governor, and, in the case of the lieutenant governor, upon the first named member of the general assembly listed in subsection (7) of this section who is affiliated with the same political party as the lieutenant governor; except that if the lieutenant governor and none of said members of the general assembly are affiliated with the same political party, the temporary vacancy in the office of lieutenant governor shall be filled by the first named member in said subsection (7). In the event that the offices of both the governor and lieutenant governor are vacant at the same time for any of the reasons enumerated in this subsection (5), the successors to fill the vacancy in the office of governor and in the office of lieutenant governor shall be, respectively, the first and second named members of the general assembly listed in subsection (7) of this section who are affiliated with the same political party as the governor; except that if the governor and none of said members of the general assembly are affiliated with the same political party, the vacancy in the office of governor and the vacancy in the office of lieutenant governor, respectively, shall be filled by the first and second named members in said subsection (7). The pro rata salary of the governor or lieutenant governor shall be paid to his successor for as long as he serves in such capacity, during which time he shall receive no other salary from the State.
6. The governor or governor-elect, lieutenant governor or lieutenant governor-elect, or person acting as governor or lieutenant governor may transmit to the president of the senate and the speaker of the house of representatives his written declaration that he suffers from a physical or mental disability and he is unable to properly discharge the powers and duties of the office of governor or lieutenant governor. In the event no such written declaration has been made, his physical or mental disability shall be determined by a majority of the Supreme Court after a hearing held pursuant to a joint request submitted by joint resolution adopted by two-thirds of all members of each house of the general assembly. Such determination shall be final and conclusive. The Supreme Court, upon its own initiative, shall determine if and when such disability ceases.

7. In the event that the offices of both the governor and lieutenant governor are vacant at the same time for any of the reasons enumerated in subsections (1), (2), and (3) of this section, the successor to fill the vacancy in the office of governor shall be the first named of the following members of the general assembly who is affiliated with the same political party as the governor: President of the senate, speaker of the house of representatives, minority leader of the senate, or minority leader of the house of representatives; except that if the governor and none of said members of the general assembly are affiliated with the same political party, the vacancy shall be filled by one such member in the order of precedence listed in this subsection (7). The member filling the vacancy pursuant to this subsection (7) shall take the oath of office of governor and shall become governor. The office of lieutenant governor shall be filled in the same manner as prescribed in subsection (3) of this section when the lieutenant governor-elect fails to assume the office of lieutenant governor.

E. Special Elections – State Constitution, Section IV, Section 6

1. The governor shall nominate, and, by and with the consent of the senate, appoint all officers whose offices are established by this constitution, or which may be created by law, and whose appointment or election is not otherwise provided for, and may remove any such officer for incompetency, neglect of duty, or malfeasance in office. If the vacancy occurs in any such office while the senate is not in session, the governor shall appoint some fit person to discharge the duties thereof until the next meeting of the senate when he shall nominate and, by and with the consent of the senate, appoint some fit person to fill such office.
2. If the office of State treasurer, secretary of State, or attorney general shall be vacated by death, resignation, or otherwise, the governor shall nominate and, by and with the consent of the senate, appoint a successor. The appointee shall hold the office until his successor shall be elected and qualified in such manner as may be provided by law. If the vacancy occurs in any such office while the senate is not in session, the governor shall appoint some fit person to discharge the duties thereof until the next meeting of the senate, when he shall nominate and, by and with the consent of the senate, appoint some fit person to fill such office.
3. The senate in deliberating upon executive nominations may sit with closed doors, but in acting upon nominations they shall sit with open doors, and the vote shall be taken by ayes and noes, which shall be entered upon the journal.

F. Legislative Vacancies, State Constitution, Article V, Section 2, paragraph (3)

Any vacancy occurring in either house by death, resignation, or otherwise shall be filled in the manner prescribed by law. The person appointed to fill the vacancy shall be a member of the same political party, if any, as the person whose termination of membership in the general assembly created the vacancy.

G. Essential Records, retention, recovery, security

In the development of governmental agency / departments COOPs, essential records have been identified. DHSEM, in cooperation with the Secretary of State, Department of Personnel and Administration, Office of the Chief Information Officer, and other such agencies as necessary, continues to develop and implement cyber security practices necessary to safeguard essential records. Such practices include redundant servers, regional and out of State, off - site cyber storage and development of electronic retrieval and recovery techniques.

## VII. ADMINISTRATION AND LOGISTICS

- A. In order to accomplish the policy and purposes of the COG, the Governor may issue proclamations and make, amend, and rescind existing orders, rules, and regulations [8 CCR 1507 – 40 (Continuity of State Government Operations)]. As such, administrative procedures may be

suspended, relaxed, or made optional during an emergency / disaster. Such actions will be carefully considered and the consequences projected realistically.

- B. Administrative procedures must facilitate operations to carry out appropriate disaster response and recovery actions.
- C. During increased readiness periods, each departmental / agency representative will ensure that property, personnel, supplies, equipment, and vehicles are accounted for, protected and if necessary, dispersed to a staging area, and maintained in operational condition at all times.
- D. Responding State departments / agencies must implement the principles and practices of the National Incident Management System. Emphasis is given to resource management following established resource controls, determination of the sources of, the types and kinds, quantities, availability and accessibility of resources. Departments and agencies must also identify any additional requirements needed to support emergency / disaster operations during the progression of the event.
- E. State departments / agencies will initially fund emergency / disaster related activities and use of resources from existing funds. If the demands exceed available funds, the Governor may make additional funds available through the Governor's Disaster Emergency Fund. (C.R.S. 24-33.5-706).
- F. State departments / agencies will obtain supplies and equipment and provide staffing for the performance of assigned responsibilities in accordance with established procedures as described in the CHIRRP and the Disaster Emergency Act.
- G. State departments / agencies will implement exceptional activities to ensure mission essential functions, i.e. support to the State's response and recovery efforts, are accomplished during catastrophic or other incidents triggering individual agencies' continuity plan activation.

## **Cyber Incident Incident Annex**

**LEAD AGENCY:** Office of Information Technology

**SUPPORTING AGENCIES:** All Agencies and Offices

### **I. PURPOSE**

- A. The purpose and scope of the Cyber Incident Annex is to create an emergency action plan in response to criminal activity and / or disruption to the cyber community. There has been an increasing amount of cyber incidents occurring and it is imperative that a plan is in place for local, State, and private industry to recover from a cyber - attack and / or disruptive incident.
- B. Colorado's critical infrastructures and key resources consist of, but are not limited to, the physical and cyber assets of public and private institutions in several sectors: agriculture, food, water, public health emergency services, government, defense industrial base, information and telecommunications, energy, transportation, banking and finance, chemicals and hazardous materials and postal and shipping. Cyberspace is the nervous system of these infrastructures - the control system of our State and country. All cyber security incidents must be reported in accordance with policies and procedures established in the Colorado Information Security Program (CISP).
- C. State of Colorado characterizes information system security or cyber incidents as any event violating State of Colorado security policy, standards, procedures, guidelines, processes or security best practice that may be detected as unexplained network or system behavior resulting in the loss of sensitive data or any instance where State of Colorado's reputation might suffer. State of Colorado segments these incidents into the following categories consistent with definitions published by the National Infrastructure Protection Center:
  - 1. Increased access to informational assets;
  - 2. Unauthorized disclosure of information;
  - 3. Corruption of information;
  - 4. Denial of Service;
  - 5. Theft of State of Colorado Information Technology and Telecommunications assets, services, or resources.

### **II. SCOPE**

The CISP requires participation from all Colorado public agencies and other users utilizing shared State resources including the Colorado State Network or shared data center. Participation is also required from all public agencies and service providers that operate critical State systems.

### **III. SITUATION**

- A. Cyberspace is comprised of hundreds of thousands of interconnected computers, servers, routers, switches and network cables that make our critical infrastructure work. Thus, the healthy functioning of cyberspace is essential to our economy and security. The threat of a cyber - related attack that could affect a State's infrastructure, computer systems, communications capabilities, and other critical assets cannot be minimized or ignored in today's computer - dependent world.

- B. No single agency at the local, State, or federal level possesses the authority and expertise to act unilaterally on the issues that could arise while responding to an act of cyber terrorism or other cyber incident in the State of Colorado.
- C. The State of Colorado's critical infrastructure and key resources depend on properly functioning cyber and communication equipment to perform its functions and maintain a standard of living for the citizens in Colorado. Damage to these systems could create great hardship and civil unrest.
- D. Cyber incidents may occur with little or no warning and may involve a variety of tactics which could affect critical State infrastructure and key resource sites. A cyber incident could consequently overwhelm the ability of local, State and federal agencies to respond to natural, technological, and / or human – caused events.
- E. Telecommunications and information technology services and activities are essential to providing direction and control for emergency operations and response activities, providing emergency information, warnings and guidance to the general public, and communicating with all levels of government, where necessary.
- F. Telecommunications and information technology within the State of Colorado depends on commercial, dedicated and fiber - optic telephone lines, a satellite - based communications system, and the Internet and limited radio resources.

#### **IV. ASSUMPTIONS**

- A. Some redundant telecommunications and information technology services will survive the effects of an emergency or disaster.
- B. Some people will ignore, not hear or not understand warnings of impending dangers broadcast over radio, television, or social media.
- C. Volunteer emergency communications resources will maintain the capability to respond and continue service through the disaster period.
- D. Federal, State, local and private sector agencies will work together on cyber related issues and response to lessen the effects of a cyber - related incident and / or terrorist act.

#### **IV. CONCEPT OF OPERATIONS**

- A. Implement countermeasures, technologies, and policies to protect physical and cyber assets, networks, applications, and systems that could be exploited to do harm.
- B. Secure, to the extent possible, public and private networks and critical infrastructure (e.g., communication, financial, power grid, water, and transportation systems), based on vulnerability results from risk assessment, mitigation, and incident response capabilities.
- C. Share actionable cyber threat information with government agencies and private sectors to promote shared situational awareness.



- D. Implement risk - informed guidelines, regulations, and standards to ensure the security, reliability, integrity, and availability of critical information, records, and communications systems and services through collaborative cybersecurity initiatives and efforts.
- E. Detect malicious activity and conduct technical countermeasures and mitigation activities.
- F. Leverage law enforcement and intelligence assets to identify, track, investigate, disrupt, and prosecute malicious actors threatening the security of the State's public and private information systems.

## **V. ORGANIZATION and RESPONSIBILITIES**

- A. This Annex applies to all threats or acts of cyber terrorism and / or cyber disruptions within the State that require a coordinated response.
- B. This Annex will be activated as a measure to respond to an actual or potential cyber incident by the Chief Technology Officer or Chief Information Security Officer of the Governor's Office of Information Technology or their designee.
- C. The principles of the National Incident Management System and Incident Command System will guide organizational structure and emergency response. It is expected that local, State and federal resources may need to establish unified command for certain cyber incidents.
- D. Under certain circumstances, information available at the federal or State level may precipitate a Governor's Executive Order declaring a disaster emergency with immediate notification of all jurisdictions as a precautionary measure. Such a declaration constitutes activation of the Colorado Hazards and Incident Response and Recovery Plan (CHIRRP).
- E. It is essential that the provisions of this Annex be thoroughly compatible with federal and State plans and directives addressing response to cyber incidents. Supporting plans must contain sufficient flexibility to facilitate timely interoperability throughout the federal, State and local partnership.
- F. The Executive Director of the Department of Public Safety or designee will provide general guidance for emergency operations. During periods of heightened cyber terrorist threat or after an incident has occurred the State Emergency Operation Center (SEOC) may be activated.
- G. The Director of DHSEM or designee will provide overall direction of the cyber terrorist incident response activities of the jurisdiction's departments and agencies. During all - hazards incidents, the Director will normally carry out those responsibilities from the SEOC.
- H. The Division of Homeland Security and Emergency Management (DHSEM) in conjunction with other State Emergency Support Function (ESF) agencies in the SEOC will coordinate with the Incident Commander the activation of the necessary agencies to effectively deal with the cyber incident. In the case of a criminal cyber event, the coordination may be done through ESF #13 (Law Enforcement).
- I. The policies and procedures outlined in the State of Colorado Resource Mobilization Plan will be followed when requesting all resources in support of a cyber - incident.

- J. If the State's resources are insufficient or inappropriate to deal with an emergency situation, a request will be made for assistance from other jurisdictions pursuant to mutual aid agreements or from organized volunteer groups. Mutual aid personnel and volunteers will normally work under the immediate control of their own supervisors according to their Mutual Aid Agreement or Memorandum of Understanding. All response agencies are expected to conform to the general guidance provided by the senior decision - makers and carry out mission assignments directed by the Incident Commander / Unified Command or the SEOC.

## **VI. FEDERAL INTERFACE**

- A. For minor cyber incidents, most preparedness, mitigation, response and recovery actions may be accomplished with in - State resources, through seeking guidance from other resources.
- B. For criminal and / or large cyber incidents Federal authorities including the Federal Emergency Management Agency, the United States CERT, Federal Bureau of Investigation (FBI), U.S. Department of Homeland Security as well as other federal agencies as deemed appropriate by the incident may provide assistance.
  - 1. These agencies may provide valuable resources to the incident response.
  - 2. Unified command may be established to coordinate State and federal responses and to integrate resources into the overall incident action plan.

## **VII. SECURITY**

- A. Due to the protective action measures that are typically involved during such an incident, specific details of those measures will not be addressed here.
- B. The OIT Information Security Operations Center (ISOC) is staffed to receive and disseminate timely information regarding network security vulnerabilities and threats in the State of Colorado. The ISOC will receive, analyze, and escalate reports to State agencies that their systems are being used to source or are being victimized by a threat vector. The ISOC can be contacted at: Email: [ISOC@State.co.us](mailto:ISOC@State.co.us) Phone: (303) 764-7760.
- C. The ISOC encourages all to report any activities that they feel meet the criteria for an incident. Note that ISOC policy is to keep any information specific to the site confidential unless permission to release that information is received.
- D. The State of Colorado, in partnership with the Multi - State Information Sharing and Analysis Center (MS - ISAC), participates in State cyber - security alert determinations. Listed below are alert level protocols as established by the MS - ISAC. The current cyber alert designation, as determined by the evaluation of cyber threats and attacks to State's technology resources. The Alert Indicator shows the current level of malicious cyber activity based on observed events or actual damage. The indicator consists of five levels:
  - 1. Green or Low – Insignificant or no malicious activity has been identified.
  - 2. Blue or Guarded – Malicious activity has been identified with minor impact.
  - 3. Yellow or Elevated – Malicious activity has been identified with a moderate level damage or disruption.
  - 4. Orange or High – Malicious activity has been identified with a major level of damage or disruption.
  - 5. Red or Severe – Malicious activity has been identified with a catastrophic level of damage or disruption.

- E. Due to Law Enforcement sensitivities, information requirements and a collection plan will not be published.

## **Earthquake Incident Annex**

**LEAD AGENCY:** Division of Homeland Security and Emergency Management

**SUPPORTING AGENCIES:** Department of Human Services, Department of Military and Veteran Affairs, Department of Natural Resources, Department of Public Health and Environment, Department of Public Safety, Department of Transportation, Amateur Radio Disaster Services, American Red Cross, Colorado Task Force 1, Radio Amateur Civil Emergency Service, The Salvation Army, COVOAD.

### **I. PURPOSE**

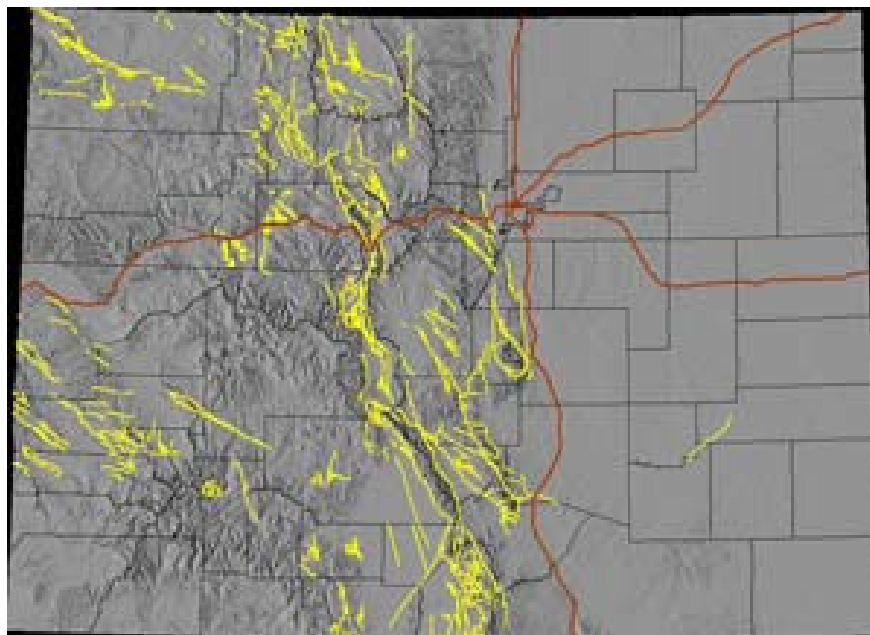
This incident annex assigns responsibilities to, and facilitates a coordinated response by, state agencies in their response to requests from local jurisdictions. This incident annex will enable state agencies to fulfill their mission of reducing potential loss of life and quickly restoring essential services following an earthquake.

### **II. SCOPE**

This annex solely outlines the State role in an Earthquake Incident response. Counties are responsible, within their own statutory authorities, to provide assistance and support to local jurisdictions when those jurisdictions' capabilities are exceeded.

### **III. SITUATION**

- A. The Southern and Middle Rocky Mountains extend from the mountainous parts of central and western Wyoming and northeastern Utah, through the rugged mountains of central Colorado, southward into extreme north-central New Mexico. Large, damaging earthquakes in this region are uncommon, but significant historical earthquakes have caused damage.



- B. The largest earthquake in the Southern and Middle Rocky Mountains occurred on November 8, 1882, probably was in north-central Colorado, west of Fort Collins and northwest of Denver. The earthquake occurred before the development of seismometers, but it had an estimated magnitude of 6.6 and was felt throughout most of Colorado and in adjacent parts of Wyoming, Utah, Idaho, and Nebraska.
- C. The most seismically active part of the Southern and Middle Rocky Mountains is in northwestern Wyoming near Yellowstone National Park, where ongoing volcanic activity is responsible for the spectacular geysers and other unique geologic features in the park. Magnitude 3.0 – 4.0 earthquakes are not uncommon in the region, and on average, a magnitude 5 earthquake, which can cause minor to moderate damage occurs every 4 - 5 years.
- D. Faults: Most of the major geological structures in the Middle Rocky Mountains formed when the Rocky Mountains were uplifted between about 35 and 75 million years ago. Younger geological events later modified the landscape, and fault activity is particularly common in the volcanically active area of Yellowstone National Park in northwestern Wyoming. A modest number of geologically young faults have been recognized in the Southern and Middle Rocky Mountains, but few have been studied in detail, and none are directly associated with significant historical earthquakes. Geological evidence indicates that the Teton fault in northwestern Wyoming and the Sangre de Cristo fault in south – central Colorado and north-central New Mexico are two of the more active faults in the region.
- E. This incident Annex will only be used for a response within the state of Colorado. In regards to The Wasatch Fault in Utah, the correct plan to use is the State of Colorado Response Plan to a Wasatch Fault (Utah). *(Background: The Wasatch Fault is an earthquake fault located primarily on the western edge of the Wasatch Mountains in Utah. Any large earthquake in this area will result in a large support operation from the State of Colorado.)*

#### IV. POLICIES

Following the issuance of a local emergency declaration, the Governor may issue a state declaration, which may make response and recovery funding available as well as other state resources.

#### V. ASSUMPTIONS

- A. An earthquake could occur at any location in the state causing injuries, death and building damage and destruction.
- B. A major earthquake will cause cascading events such as fires, hazardous materials incidents and others.
- C. Local jurisdictions will use mutual aid agreements to assist in meeting their initial response needs.
- D. Affected local jurisdictions will issue disaster declarations.
- E. Affected local jurisdictions will request State assistance (beyond those State assets that are physically located within their district areas).
- F. The Governor will activate the Colorado Hazard and Incident Response and Recovery Plan (CHIRRP) through the issuance of an Executive Order declaring a Disaster Emergency.

## **VI. CONCEPT OF OPERATIONS**

- A. First response to an earthquake event will be by local responders, when the event is so large that local resources are unable to handle it, additional assistance may be requested through the declaration process. Such assistance, when authorized, will be provided by state agencies operating under their own authority, or as part of an effort coordinated by the Division of Emergency Management operating on behalf of the Governor. The Governor may request assistance from the federal government if the capabilities and resources of both local and state governments are exceeded.
- B. The extent of the initial response will depend on warning time, the severity and location of the earthquake, the numbers of people and structures affected by the earthquake, and the ability of the local jurisdiction to provide assistance.
- C. State agencies will act under their own statutory authorities as well as under Title 24, Article 33.5, Part 2101 et. seq., Colorado Revised Statutes, as amended, when the CHIRRP is activated. Departments will prioritize resources to emergency response tasks ahead of normal operations duties.

## **VII. ROLES AND RESPONSIBILITIES**

- A. Office of Emergency Management
  - 1. Coordinate pre-disaster planning and training with supporting agencies.
  - 2. Monitor severe weather conditions, as needed.
  - 3. Coordinate state response to requests for assistance from local jurisdictions.
  - 4. If necessary, Activate and staff the State Emergency Operations Center.
  - 5. Coordinate state/ inter-state resources.
  - 6. Coordinate The Joint Information System
  - 7. Lead State Public Information Office (PIO)
    - a. Provide messaging and resource support to affected jurisdictions:
    - b. Provide information to the public about the status of the response.
    - c. Give consistent messages about when and where to seek care.
    - d. Manage expectations regarding the delivery of health and medical care.
    - e. Provide guidance on how to obtain information about the status of missing persons.
  - 8. Coordinate non-medical transportation resources and alternate route maps.
  - 9. Coordinate with Governor's Office if an emergency declaration is needed.
  - 10. Gather information on and coordinate response/ recovery for damage to critical infrastructure.
  - 11. Coordinate Federal Resources if needed.
  - 12. Maintain a contact list of agency partners that support the Mass Casualty Incident Annex.
  - 13. Maintain communications with Governor's office, other state agencies and local jurisdictions regarding the status of response and recovery efforts.
- B. Department of Human Services/American Red Cross / Salvation Army
  - 1. DHS - Administer assistance programs including Individual & Family Grants Program.
  - 2. DHS - Mental Health Services - plan for and provide mental health services to victims and rescuers.
  - 3. ARC / SA - Provide shelters and provisions for stranded people in accordance with internal procedures.

- C. Department of Military and Veterans Affairs

1. Coordinate with DHSEM and Governor's Office in the requesting, procurement and assigning of National Guard resources during a disaster declaration.
2. DMVA may be requested to put Civil Air Patrol (CAP) on alert and requested to deploy CAP resources in support of search and rescue / air reconnaissance of incident site.
3. When activated, provide air reconnaissance and rescue.
4. When activated, provide personnel for debris removal, search and rescue, and other assistance that may be tasked.

D. Department of Public Health and Environment

1. Assess the impact of mass casualty events on public health.
2. Prepare appropriate executive orders for the governor's signature.
3. Provide Mental Health support to community through the Office of Behavioral Health Disaster Planning and Response Program.
4. Support Joint Information System (JIS)
5. Coordinate Air Ambulance Response.
6. Coordinate need for initiating any waiver of rules and regulations regarding licensed professional personnel or dispensing outlets.
7. If all state resources have been exhausted, and the governor has declared a disaster, CDPHE coordinates federal resources.
8. CDPHE requests access to the Strategic National Stockpile, if needed.
9. Provide technical support to local ESF #8 entities.
10. Provide assistance to local health departments in vector control, public health issues, water quality and hazardous materials issues.

E. Department of Public Safety

1. State lead for criminal investigation.
2. Assist in patient movement activities.
3. Assist in evacuation of stranded motorists.
4. Work with local law enforcement to ensure security of mass casualty incident scenes and sites for triage operations:
  - a. Outer perimeter control.
  - b. Inner perimeter control.
  - c. Security of victims and property.
5. Assist local law enforcement with any requested tasks such as crowd control, evidence collection and victim assistance.
6. Assist with evacuation, roadway movement, traffic control and routing as directed by local jurisdiction.
7. Establish traffic control on state highways and preserve law and order.
8. Maintain communications and advise dispatch of current conditions in all areas of the state - emergency reports will be relayed, as needed, to the Division of Emergency Management.
9. Assist in hazardous materials incidents.

F. Department of Transportation:

1. Coordinate the clearing of roadways around an incident, flows of traffic to and from an incident.
2. Coordinate requested State Mass Transportation assets.
3. Continuously monitor ground transportation network from incident site.
4. Aviation Division will assist in air transport coordination.
5. Provide assistance by providing barricades, debris removal and road repair as requested.
6. Maintain communications and advise dispatch of current conditions in all areas of the state - these reports will be relayed, as needed, to the Division of Emergency Management.

7. Provide engineers to Damage Assessment teams.
- G. Amateur Radio Disaster Services / Radio Amateur Civil Emergency Service
1. When requested, provide emergency communication support.
  2. When requested, assist response agencies with communication uplinks, communication equipment and enhancing mobile communication in the field.
- H. Colorado Task Force 1:  
When requested, assist affected jurisdiction.
- I. Regional Emergency & Trauma Advisory Councils:
1. Coordinate with jurisdictions in order to enhance mutual aid and regional collaboration (including hospitals).
  2. Maintain a resume of Municipal facilities designated as suitable for mass casualty operations during an emergency or disaster.
  3. Coordinate with local jurisdictions and distribute prophylaxis treatment for first responders, their families and other at-need populations in the state.
  4. Coordinate with local hospitals to determine current and expected medical surge capacity.
  5. Identify medical supply gaps in the first 3 - 4 days after the incident.
  6. Coordinate with local hospitals to identify and prioritize distribution of scarce medical resources during a declared emergency of disaster.
  7. Notify local area hospitals upon identification of a mass casualty incident.



## **Flood Incident Incident Annex**

**LEAD AGENCY:** Division of Homeland Security and Emergency Management

**SUPPORTING AGENCIES:** Department of Human Services, Department of Military and Veteran Affairs, Department of Public Health and Environment, Department of Public Safety, Department of Transportation, Governor's Office, American Red Cross, Civil Air Patrol, COVOAD, The Salvation Army.

### **I. PURPOSE**

- A. Ensure a coordinated, effective, and timely State level response to a flood event;
- B. Identify the roles, responsibilities and actions required of State Agencies and other supporting organizations in responding to a Flood Incident;
- C. Facilitate a coordinated response by state agencies in their response to requests from local jurisdictions;
- D. Outline State process for achieving, maintaining and communicating situational awareness internally and to all partners; and
- E. Outline State coordination for the acquisition, prioritization and distribution of State, Non-Governmental Organizations (NGO), private, and (if needed) federal resources during a Flood event and the coordination of these resources with local Emergency Managers (EM) and / or Incident Commanders (IC).

### **II. SCOPE**

This annex solely outlines the State role in a flood incident response. Counties are responsible, within their own statutory authorities, to provide assistance and support to local jurisdictions when those jurisdictions' capabilities are exceeded.

### **III. SITUATION**

- A. Floods have caused the largest disasters in Colorado history. The three parameters of most concern for flood planning are: flash floods; dam failures; water elevation in relation to topography and structures and the velocity of the moving water.
- B. Three types of flooding are likely to occur: Flash: Quickly rising streams after heavy rain or rapid snowmelt or a combination of both. Dam Failure: Downstream flooding due to the collapse or failure of an impoundment structure. There are over 2,000 dams in Colorado, of these 628 are classified as High Hazard (Class 1) or Significant Hazard (Class 2). Riverine: Periodic over-bank flow of rivers and streams.
- C. Steep topography increases runoff water velocity and debris flow. Lack of vegetation due to drought or wildfire, to slow runoff is another factor. Apart from snowmelt, mountain areas suffer from flooding associated with ice jams. In the spring, ice breaks away and then collects at constriction points in rivers and streams (i.e. bends, shallows, areas of decreasing slopes and

bridges); by trapping water behind it and then later giving way, an ice jam increases flood levels both upstream and downstream.

- D. Secondary effects of flooding could include: dam failures, landslides, power disruption, subsidence, transportation delays, hazardous materials, health issues, mass casualty, vector control and others.
- E. A flood event will likely have the largest uninsured damage impact of any type of natural disaster. Homeowners or business owner's insurance policies do not usually cover flooding; it must be purchased separately as a special flood insurance policy. Although the program is widely publicized, history has shown that most people will not have this type of coverage.

#### **IV. POLICIES**

Following the issuance of a local emergency declaration, the Governor may issue a state declaration, which may make response and recovery funding available as well as other state resources.

#### **V. ASSUMPTIONS**

- A. This plan supports on – going efforts of the Department of Natural Resources, Colorado Water Conservation Board, and the State Engineers Office.
- B. Citizens will be advised of potential flood conditions through a variety of means, including: National Oceanic and Atmospheric Administration (NOAA) radio, Emergency Alert System (EAS) broadcasts, standard radio announcements, TV announcements, etc.
- C. Local government will provide the initial response to any emergency or disaster. This response will be carried out in accordance with local emergency operations plans, procedures, and policies. When it is anticipated that local capabilities will be exceeded, (including those available through mutual aid agreements and volunteer resources), assistance will then be requested from the next level of government (the State).
- D. Affected jurisdictions will be the lead for the activation and coordination of the American Red Cross, The Salvation Army and other NGOs / Colorado Voluntary Organizations Active in Disaster (COVOAD) Agencies working within that jurisdiction. These agencies will work directly with the local jurisdiction.
- E. Partners will honor existing Memorandum of Agreement (MOA) / Memorandum of Understanding (MOU).
- F. Weather will likely hinder incident response.
- G. Residents with special needs and/or their caregivers are expected to have and utilize a personalized disaster plan that addresses any requirement for assistance during an evacuation and / or the need for accompaniment by a service animal.

#### **VI. ACTIVATION**

- A. Once it is anticipated that the response capability (to include mutual aid and volunteer resources) will be exceeded, the Incident Commander or Jurisdiction Emergency Operations Center (EOC)

contacts the Office of Emergency Management (OEM) and requests assistance. This plan will be activated.

- B. If the local Emergency Manager or Jurisdiction EOC contacts another State agency first, the other state agency will then notify OEM.
- C. OEM will then notify appropriate State agencies and other counties.
- D. Depending on the severity of the flood event, OEM may call for a partial State Emergency Operations Center (SEOC) activation with just key personnel or a full SEOC activation with Emergency Support Function (ESF) desks being staffed.

## **VII. GENERAL ROLES AND RESPONSIBILITIES**

- A. OEM is the lead agency for the coordination of State resources in support of the Flood Incident response.
- B. All agencies will support the established Joint Information System (JIS).

## **VII. CONCEPT OF OPERATIONS**

- A. Objective:  
Ensure a coordinated response by local, State (including inter - state) and federal governments in the response to a Flooding Incident; to save lives, prevent injuries and to return the affected area to a state of normalcy as quickly as possible.
- B. Goal:  
The goal of an organized and coordinated response to a flood incident should be to maximize the number of lives saved; minimize the loss of life, disabling injuries, and human suffering; and keeping regional critical infrastructure functioning.
- C. General:
  - 1. First response to a Flooding event will be by local responders. When the event is so large that local resources are unable to handle it, additional assistance may be requested through the declaration process. Such assistance, when authorized, will be provided by State agencies operating under their own authority, or as part of an effort coordinated OEM operating on behalf of the Governor. The Governor may request assistance from the federal government if the capabilities and resources of both local and state governments are exceeded.
  - 2. The extent of the initial response will depend on warning time, the severity and location of the flooding, the numbers of people and structures affected by the flooding, and the ability of the local jurisdiction to provide assistance.
  - 3. State agencies will act under their own statutory authorities as well as under 24-33.5-701 CRS, as amended: when the CHIRRP is activated.

## **VIII. ROLES AND RESPONSIBILITIES**

- A. Office of Emergency Management:
  - 1. Coordinate pre - disaster planning and training with supporting agencies.
  - 2. Monitor weather conditions and ground conditions as needed.
  - 3. Monitor flood watch and NWS weather reports
  - 4. Coordinate State response to requests for assistance from local jurisdictions.

5. If necessary, activate and staff the State Emergency Operations Center.
  6. Coordinate state / inter - state resources.
  7. Coordinate the State Public Information Office (PIO)
    - a. Coordinate the Joint Information System.
    - b. Provide messaging and resource support to affected jurisdictions.
    - c. Provide information to the public about the status of the response.
    - d. Give consistent messages about when and where to seek care.
    - e. Manage expectations regarding the response.
    - f. Provide guidance on how to obtain information about the status of missing persons.
  8. Coordinate with Governor's Office if an emergency declaration is needed.
  9. Gather information on and coordinate response/recovery for damage to critical infrastructure.
  10. Coordinate Federal Resources if needed.
- B. Department of Human Services / American Red Cross / Salvation Army / COVOAD
1. DHS - Administer assistance programs including Individual and Family Grants Program.
  2. ARC/SA - Provide shelters and provisions for evacuated people in accordance with internal procedures.
- C. Department of Military and Veterans Affairs:
1. Coordinate with OEM and Governor's Office in the requisition, procurement and assigning of National Guard resources.
  2. DMVA may be requested to place Civil Air Patrol (CAP) on alert and to deploy CAP resources in support of search and rescue / air reconnaissance of flood area.
- D. Department of Public Health and Environment:
1. Assess the impact of flooding events on public health.
  2. Provide assistance to local health department in vector control, public health issues, water quality and hazardous materials issues.
  3. Prepare appropriate executive orders for the governor's signature.
  4. Provide Behavioral Health support.
  5. Coordinate Air Ambulance Response.
  6. Coordinate need for initiating any waiver of rules and regulations regarding licensed professional personnel or dispensing outlets.
  7. If all State resources have been exhausted, and the governor has declared a disaster, CDPHE coordinates federal resources.
  8. Provide technical support to local ESF #8 entities.
  9. Monitor health conditions related to flood water concerns, vector controls and availability of public health assets.
- E. Department of Public Safety:
1. Assist in patient movement activities.
  2. Work with local law enforcement to ensure security:
    - a. Outer perimeter control.
    - b. Inner perimeter control.
    - c. Security of citizens and property.
  3. Assist with evacuation, roadway movement, traffic control and routing as directed by local jurisdiction.
  4. Establish traffic control points at selected locations.
  5. Maintain communications and advise dispatch of current conditions in all areas of the State. Emergency reports will be relayed, as needed, to OEM.
  6. Assist in hazardous materials incidents.

F. Department of Transportation:

1. Coordinate the clearing of roadways and flows of traffic.
2. Continuously monitor ground transportation network from incident site.
3. Aviation Division will assist in air transport coordination.
4. Provide assistance such as barricades, debris removal and road repair.
5. Maintain communications and advise dispatch of current conditions in all areas of the State.  
Reports will be relayed to the Division of Emergency Management.
6. Provide engineers to Damage Assessment teams.
7. Assist in providing signage of potential road damage, alternate routes

G. Other State Agencies

Provide support as requested by the Office of Emergency Management.

H. American Red Cross / The Salvation Army

1. Provide Sheltering and feeding for displaced individuals
2. Coordinate damage assessment information with state damage assessment teams

## Foreign Animal Disease Incident Annex

**Lead Agency:** Department of Agriculture

**Supporting Agencies:** Department of Natural Resources, Department of Personnel and Administration, Department of Public Health and Environment, Department of Public Safety, Division of Homeland Security and Emergency Management

### I. PURPOSE:

To establish guidelines for the protection and preservation of the public and animal health from disease and catastrophic events. The plan provides direction and guidance to prevent, protect against, respond to, and recover from all hazards effecting animal health within the State of Colorado. Agriculture is the foundation of Colorado's economy and heritage, with livestock production as the largest component. The natural or intentional introduction of a foreign animal disease (FAD) could devastate Colorado's farms and ranches potentially destroy the state's economy and tax base. Financial loss to farms and ranches, related agricultural businesses, goods and services could be catastrophic. Recovery could take years and permanently change farming and ranching practices.

### II. SCOPE:

- A. The scope of this Annex primarily addresses those lead agency operations mandated to the Department of Agriculture by Colorado Revised Statutes (CRS), Title 35, Chapter 50. The Annex will also address the support roles of the department in all-hazard, non-disease events that affect the health, well being and safety of animals as well as the products generated by the agricultural industry.
- B. The Annex addresses management of those highly contagious diseases (HCD) and FAD which present catastrophic economic consequences or pose a threat to human health (zoonotic disease) as well as intentional / natural chemical, biological, radiological, nuclear, explosive (CBRNE) events.



### III. AUTHORITIES:

35-50 C.R.S. Livestock Health Act

25-5 C.R.S. Product Control and Safety

25-5.5 C.R.S Dairy Products, Imitation Dairy Products, and Frozen Desserts

Across the agriculture industry, there is no one uniform authority that describes responsibilities between agencies. For a FAD incident, a brief graphic representation of when responsibilities are shown below:

	On the farm / ranch	At processing facility	At distribution / transport center	In the store / restaurant
Dairy				
Eggs				
Grain				

Poultry			commodity further processed	
Sheep / Cows			commodity further processed	
Swine			commodity further processed	

Note: There are other components of the agriculture industry (i.e. pesticides, water, etc) that would be investigated by the appropriate agencies (federal, state, local) should an incident occur.

<b>CDA / USDA Responsibility</b>	
<b>CDPHE / FDA Responsibility</b>	

#### IV. ASSUMPTIONS:

- A. Animals in Colorado are susceptible to a variety of foreign, domestic and emerging animal diseases.
- B. A significant animal disease (AD) event will have a severe economic impact on the state.
- C. A significant AD event will likely exceed local, state, and tribal resources.
- D. Some animal diseases are zoonotic (affecting humans and animals) requiring close coordination with public health agencies and industry representatives.
- E. Significant AD events will have a major impact on animal movements locally, intra / inter state and internationally.
- F. Disease events and other animal emergencies will not happen under predictable, stable conditions.
- G. Incidents can occur without warning and may occur while response agency offices are closed.
- H. There will likely be overlapping jurisdictional authorities and responsibilities between local, state, tribal, inter-state, and federal entities.
- I. In a significant AD event, media relations may become a critical element in successful incident management.

#### V. SITUATION

Threats may be introduced through one of three means (1) intentional; (2) accidental; or (3) natural occurrence. The primary focus of this plan is biological agents causing foreign, highly contagious and zoonotic diseases. However, any of the threats are potentially devastating to animals and humans and may have significant socio-economic and psychological impacts. Other types of animal health threats will be managed similar to foreign, highly contagious, or zoonotic diseases.

#### VI. ACTIVATION:

Activation of this Annex or supporting response plans will be at the direction of the State Veterinarian or designee, or the Commissioner of Agriculture.

## **VII. GENERAL ROLES & RESPONSIBILITIES**

- A. U.S. Department of Agriculture Animal and Plant Health Inspection Service (APHIS) through the Veterinarian Services (VS) and Plant Protection and Quarantine (PPQ) office is responsible for maintaining safe plant and animal food sources and is a crucial partner in unified command and management of animal health issues in the state of Colorado. In the event of a foreign animal disease (FAD) event, APHIS will function in a unified command role with the CDA as lead agencies in management of the event consistent with the National Response Framework.
- B. U.S. Department of Agriculture, Food Safety Inspection Service (FSIS) is the food safety agency in the U.S. Department of Agriculture responsible for ensuring that the nation's commercial supply of meat, poultry, and egg products is safe, wholesome, and correctly labeled and packaged, as required by the Federal Meat Inspection Act, the Poultry Products Inspection Act, and the Egg Products Inspection Act.
- C. Department of Agriculture (CDA) is the lead agency for State-level agricultural response.
- D. Department of Natural Resources (DNR) is a primary coordinating agency as they manage significant state land holdings and are designated oversight over natural resources of the State.
- E. Division of Parks and Wildlife (DPW) is a significant support agency with management responsibilities over fish and wildlife throughout the State. They provide a large range of support and technical capabilities, including veterinary, wildlife biologists, air support, law enforcement, etc.
- F. Department of Public Health and Environment (CDPHE) is a critical support / coordinating agency for public health, epidemiology of disease and food safety. In zoonotic disease outbreaks, CDA coordinates with CDPHE, who manages the human disease aspects of the incident. Food contamination issues are coordinated through the Division of Environmental Health and Sustainability.

## **VIII. Concept of Operations**

### **A. General:**

- 1. The Department of Agriculture, through the Division of Animal Industry in collaboration with identified stakeholders and legal authorities (local, state, federal and tribal), is the lead agent in managing any animal health emergency in Colorado. The U.S. Department of Agriculture and CDA will collaborate in these functions, work closely in highly contagious disease (HCD) events and operate under unified command in management of a foreign animal disease (FAD) incident.
- 2. The primary focus of this plan addresses management of three types, or categories of animal disease management, FAD, HCD, and zoonotic diseases. These categories may develop individually or in combination. The FAD and HCD incidents will require very similar disease management techniques and processes, i.e. bio-security and epidemiology, however, the scope of incident management between the two is immense due to the significant, anticipated economic, political, and psychological impact of a FAD incident on our nation.

### **B. Prevention and Protection:**



The Division of Animal Industry is responsible for the oversight of prevention, control and eradication of animal diseases. This involves safeguarding the health and food production capacity of the State's livestock and poultry and preventing the transmission of diseases to man. Cooperation with USDA / APHIS / VS on eradication programs is conducted through the local USDA Area Veterinarian in Charge (AVIC). Recognition of veterinarian practitioners to perform official work gives each program a necessary pool of professionals in field operations. The programs receive laboratory support from the Rocky Mountain Regional Animal Health Laboratory, Colorado State University Veterinary Diagnostic Laboratory (CSU-VDL), National Veterinarian Services Laboratories (NVSL), and possibly other laboratories associated with the National Animal Health Laboratory Network (NAHLN).

**C. Response:**

1. The logical progression of an animal disease event typically begins at the local level. The owner, agent, transporter, livestock inspector or livestock market personnel recognize abnormal signs or behaviors in the animals and contacts a local veterinarian, who performs the initial examination of the animal(s). When the examination reveals the possibility of an FAD / HCD the veterinarian, following established protocol, contacts either the State Veterinarian or the AVIC and notifies them of their preliminary findings. The State Veterinarian and AVIC will consult directly and determine the level of response.
2. In the event of a FAD, the State Veterinarian or an Assistant State Veterinarian will provide the initial response. The State Veterinarian will determine the level of response necessary based on the nature, complexity and magnitude of the event and in consultation with local, state, federal or tribal authorities. In the event of a suspected FAD, the State Veterinarian or AVIC, within 24 hours, will deploy a Foreign Animal Disease Diagnostician (FADD) to perform on-scene diagnostic and sampling procedures. The FADD will obtain appropriate samples and coordinate shipment to an approved laboratory. Laboratory test results will be anticipated in 36 - 72 hours. In the interim, the State Veterinarian and AVIC, as the unified command, jointly determine initial response levels and perform appropriate state and federal notifications. Critical first steps are notifications, determination of local Incident Command Structure to include local law enforcement and elected officials, and development of a thorough public information plan to include possible establishment of a Joint Information Center (JIC). The determination of any zoonotic disease possibilities should be considered very early and the response coordinated with local, state, and tribal public health offices. The State Veterinarian or AVIC will begin initial incident action planning to include, personnel and equipment needs, movement control criteria, appraisal and indemnification, depopulation and disposal issues, or other potential response needs prior to recovery. A determination of local capabilities and infrastructure is vital for response planning in the event of a confirmed FAD. During the lab confirmation delay period the State Veterinarian or AVIC will determine the appropriate level of response and notification.
3. Upon confirmation of a FAD, the State Veterinarian and AVIC will establish Unified Command to provide direction and coordinate support for the on-scene Incident Command. They will determine the location of the unified command based on the complexity and magnitude of the event. This type of event will exceed local and state incident management capabilities and upon completion of the Governor's declaration, a Type III (Short) Incident Management Team (IMT) may be ordered through an existing Memorandum of Understanding.
4. The response to a FAD incident will likely overwhelm local infrastructure and response capabilities. Very close coordination with local entities is extremely critical and the impact of the event on every aspect of the affected communities must be recognized immediately and planned for.

#### **D. ROLES AND RESPONSIBILITIES:**

The roles and responsibilities of the following entities will vary depending upon the nature, complexity and magnitude of the event.

1. Governor:
  - a. Issues an Executive Order declaring a disaster emergency for affected jurisdiction(s).
  - b. Requests federal emergency declarations.
  - c. Directs activities of all executive branch state agencies through the Colorado Hazard and Incident Response and Recovery Plan (CHIRRP).
  - d. Coordinates needs with federal agency leads and President.
2. Department of Agriculture (CDA):
  - a. Lead state agency.
  - b. Coordinate with the USDA for the issuance of a Secretarial disaster declaration.
  - c. State Veterinarian acts as the unified commander with Area Veterinarian in Charge (AVIC).
  - d. Directs the overall animal health response activities within the State.
  - e. Coordinates deployment of deputy State Veterinarians and other department personnel.
  - f. Implements disease identification, control and eradication plans and policies.
  - g. Collaborate with federal animal health officials in managing the event.
  - h. Collaborates with State DPW and CDPHE for emergency response.
  - i. Lead incident Public Information Officer (PIO).
  - j. Coordinate and manage livestock mortalities and their disposal in the case of a mass mortality event.
3. Department of Natural Resources (DNR):
  - a. Assist with enforcement of movement control and quarantine requirements on State land and grazing allotments.
  - b. Assist in identifying animal, animal product, or feed disposal sites.
4. Division of Parks and Wildlife (DPW):
  - a. Identify susceptible species and provide disease surveillance of wildlife.
  - b. In collaboration with the State Veterinarian, collect animals, specimens, and samples for disease testing to determine presence of disease or impact of disease on wildlife.
  - c. In consultation and cooperation with the State Veterinarian, conduct disease control and elimination activities in wildlife.
  - d. Participate in local incident command.
  - e. Support public information and participate in the JIC throughout the emergency.
  - f. Support animal movement restrictions in Colorado throughout the emergency.
  - g. Assist with euthanasia procedures for infected livestock or wild animals.
  - h. Assist with the disposal of infected livestock or wild animals.
5. Department of Personnel and Administration (DPA):
  - a. Assist with identification of resource providers and in purchasing of supplies, equipment and services.
  - b. Provide contracting support services.
6. Department of Public Health and Environment (CDPHE):
  - a. Coordinate with CDA if a zoonotic condition exists.
  - b. Support public information and participate in the JIC.
  - c. Provide veterinary and epidemiologic support to CDA as requested during the emergency.
  - d. Facilitate identification of environmentally safe locations for carcass disposal.
  - e. Liaison with Environmental Protection Agency to address issues that may arise.
7. Department of Public Safety (DPS):

- a. In coordination with CDA, Department of Transportation, and local law enforcement agencies develop a stop movement plan designed to enforce quarantine and isolation procedures.
  - b. When requested, augment local law enforcement agencies with officers to implement the stop movement plan.
  - c. If it is determined that this is an intentional action, the CARVER (Criticality – Accessibility – Recoverability – Vulnerability – Effect – Recognizability) + Shock criteria will be used to assess risks to the remainder of the agricultural industry.
  - d. May request Colorado National Guard units for law enforcement activities when the Governor activates them. When they are activated by the federal government, the National Guard can not perform law enforcement activity.
- 8. Office of Emergency Management (OEM)
  - a. Activate the SEOC and support staff.
  - b. Identifies and coordinates resources, assets and support missions.
  - c. Establishes and maintains communications with local, state, federal or tribal governments.
  - d. Facilitates declarations of emergency and coordinate overall response support elements.
  - e. Develops situation reports.
  - f. Coordinates management of simultaneous non-animal health emergencies.
- 9. Local Jurisdictions:
  - a. Assist with enforcement of established movement controls and quarantines
  - b. Identify and coordinate needed response and recovery resources and community / citizen impacts.
  - c. Participate in local incident command.
- 10. Tribal Authorities:
  - a. Lead entity responsible for emergency response within their jurisdictional boundaries.
  - b. Collaborate closely with local, state and federal officials in management of all aspects of the event.
  - c. Identify and coordinate needed response and recovery resources and community / citizen impacts.
  - d. Participate in local incident command.
  - e. Develop and enforce movement controls procedures.
- 11. Bureau of Land Management (BLM):
  - a. Assist with enforcement of movement control and quarantine requirements on or access to BLM lands.
  - b. Assist in the identification and approval animal burial sites.
  - c. Assist in the identification and approval sites disposing of contaminated feed, or other items that are contaminated.
- 12. National Park Service:
  - a. Responsible for emergency response within their jurisdictional boundaries.
  - b. Collaborate closely with local, state and federal officials in management of all aspects of the event.
  - c. Identify and coordinate needed response and recovery resources and community / citizen impacts.
  - d. Participate in local incident command.
  - e. Develop and enforce movement control procedures.
- 13. U.S. Forest Service (USFS):
  - a. Assist with enforcement of movement control and quarantine requirements on USFS lands.
  - b. Assist in the identification and approval animal burial sites.

- c. Assist in the identification and approval sites disposing of contaminated feed, or other items that are contaminated.

## **E. RECOVERY**

Demobilization and recovery planning typically begins within the first 24 hours of Incident Command activation and may include the following foundational considerations:

1. Develop a plan for restocking of animals.
2. Ensure the continued implementation of operational support plans for bio-security and decontamination, movement control and quarantine, depopulation and disposal, surveillance and epidemiology, personnel safety, demobilization and recovery, inter / intra agency communications and all other situations that may arise.
3. Support sustained operations until mission complete.
4. When necessary, implement the State Recovery Plan.
  - a. Identify and facilitate indemnification and recovery assistance programs.
  - b. Assess public impact to include unemployment and loss of income for affected persons.
  - c. Coordinate social services and mental health support for affected persons and responders.
  - d. Identify long term impacts on affected persons and industry and develop plans to address them.

## **F. STATE RESPONSE ACTIVITIES**

Upon an initial report of a possible FAD within the State of Colorado, the following actions should be taken:

1. Phase One (typically will occur within 24 hours)  
Department of Agriculture
  - a. Local veterinarian will make initial disease report to the State Veterinarian Office.
  - b. Exact premises location, contact information, and nature of the disease outbreak and animals affected shall be determined.
  - c. The State Veterinarian or their designee may direct the local veterinarian to place a “Hold Order” on the premise as described in the Livestock Act.
  - d. The State veterinarian shall advise the reporting veterinarian of bio-security steps he and the livestock owners / managers would need to take.
  - e. The State Veterinarian and / or the AVIC shall deploy a FADD to the premise to conduct an initial investigation, acquire laboratory samples for submission, and further instruct those involved locally as to bio-security or other incident needs.
  - f. Laboratory samples shall be submitted to the CSU-VDL, NVSL, and / or the DHS Plum Island facility as appropriate.
2. Phase Two (typically within 24 - 48 hours):
  - a. Department of Agriculture
    - (1) Establish Unified Command (CDA, USDA).
    - (2) CDA notifies Governor.
    - (3) APHIS notifies Secretary of Agriculture.
    - (4) Request appropriate declarations of emergency.
    - (5) Establish contact with affected local or tribal governments.
    - (6) Establish Incident Command at the field level, order a Type III IMT.
    - (7) Issue quarantines, establish movement control procedures.
    - (8) Enhance bio-security measures.
    - (9) Contact border protection agencies.
    - (10) Notify bordering state and tribal nation animal health officials.
    - (11) Initiate public education and outreach activities to producers, allied industry and the general public.

- (12) Identify and assign members to the Joint Information System (JIS) and develop public information plan.
- (13) Develop public awareness campaign regarding impacts related to animals, humans and food safety.
- (14) Establish press conference schedule.
- (15) Contact key collaborating agencies, i.e. CDPHE, FBI-JTTF, and DPW.
- b. Division of Emergency Management
  - (1) Activation of the SEOC is considered.
  - (2) Develop incident-specific communications plan, if needed.
  - (3) Establish response personnel support needs and coordinate local support capabilities.
  - (4) Complete notifications of response personnel and agency directors.
  - (5) Develop, evaluate, and update incident action plans (IAP) to include, but not limited to, the following functions: bio-security and decontamination, movement control and quarantine, depopulation and disposal, surveillance and epidemiology, personnel safety, demobilization and recovery, inter / intra agency communications and all other situations that may arise.
- 3. Phase Three (typically within 48-96 hours):
  - Department of Agriculture
    - a. Identify support needs for containment, security and enforcement of orders issued by the State Veterinarian.
    - b. Activate disease surveillance and monitoring plan.
    - c. Identify and assign members to the Joint Information System (JIS) and develop public information plan.
    - d. Develop public awareness campaign regarding impacts related to animals, humans and food safety.
    - e. Confirm key support personnel by agency to include 24 hour contact information.
    - f. Identify support requirements for depopulation and disposal to include personnel, personal protective equipment (PPE), resources and equipment.
    - g. Coordinate with affected land owners (including county, state, federal and tribal) in identifying disposal locations.
    - h. Identify additional law enforcement resources needed to support incident operations.
    - i. Initiate Geographic Information Systems (GIS) mapping activities.
    - j. Provide on - going support to field Incident Commanders and local jurisdictions.
- 4. Phase Four (typically within 96 hours – 2 weeks):
  - Department of Agriculture
    - a. Evaluate need for transfer of command.
    - b. Develop / implement animal care plan for displaced animals due to movement control.
    - c. Assess resource needs to support the implementation plan.
- 5. Phase Five (Typically within 2 – 4 weeks):
  - Department of Agriculture
    - a. Implement expanded public education outreach to producers, allied industry and the general public.
    - b. Re - evaluate the health and safety plan for responders and affected stakeholders.
- f. Phase Six (recovery):
  - a. Department of Agriculture
    - Mitigate the risk of ongoing operations for repopulation by vaccination, bio-security measures, and continuity of business plans.
  - b. Division of Emergency Management
    - Implement recovery activities, when appropriate.

## **APPENDICES**

1. Dairy Emergency Disease Response Plan (under separate cover)
2. Poultry Emergency Disease Response Plan (under separate cover)
3. Swine Emergency Disease Response Plan (under separate cover)
4. Cow - Calf Emergency Disease Response Plan (under separate cover)
5. Feedlot Emergency Disease Response Plan (under separate cover)
6. Animal Feed Response Plan (under separate cover)

## **Landslide – Debris flow Incident Annex**

**LEAD AGENCY:** Division of Homeland Security and Emergency Management

**SUPPORTING AGENCIES:** American Red Cross, Department of Human Services, Department of Military and Veterans Affairs, Department of Natural Resources, Department of Public Safety, Department of Transportation, The Salvation Army, COVOAD

### **I. PURPOSE**

This incident annex has been prepared to facilitate a coordinated response and assign responsibilities by state agencies to requests from local jurisdictions to reduce potential loss of life and to quickly restore essential services following a landslide or debris flow.

### **II. POLICIES**

Following the issuance of a local emergency declaration, the Governor may issue a state declaration, which may make response and recovery funding available as well as other state resources.

### **III. SITUATION**

Colorado, due to its varied topography and weather has many landslides and debris flows each year. The spring snowmelt and summer severe rainstorms are the prime times for these to occur. The areas most prone include the mountains and foothills, but landslides have occurred in most areas of the state.

### **IV. ASSUMPTIONS**

This plan supports plans and procedures of the Department of Natural Resources.

### **V. CONCEPT OF OPERATIONS**

First response to a landslide event will be by local responders, when the event is so large that their local resources are unable to handle it, additional assistance may be requested by through the declaration process. Such assistance, when authorized, will be provided by state agencies operating under their own authority, or as part of an effort coordinated by the Division of Homeland Security and Emergency Management operating on behalf of the Governor. The Governor may request assistance from the federal government if the capabilities and resources of both local and state governments are exceeded.

### **VI. RESPONSIBILITIES**

#### **A. Division of Homeland Security and Emergency Management:**

1. Monitor snow pack / snowmelt conditions and weather forecasts and prepare to coordinate state assistance, as needed.
2. Coordinate state response to requests for assistance from local jurisdictions.
3. Maintain communications with Governor's office, other state agencies and local jurisdictions regarding the status of response and recovery efforts.
4. Activate and staff the State Emergency Operations Center.

- B. Department of Human Services (CDHS) / American Red Cross / Salvation Army / COVOAD
  - 1. CDHS - Administer assistance programs including Individual & Family Grants Program.
  - 2. ARC / SA - Provide shelters and provisions for stranded people in accordance with internal procedures.
  - 3. Provide mass care services for civilian evacuees as directed.
- C. Department of Military and Veteran Affairs
  - 1. When activated, provide air reconnaissance and rescue.
  - 2. When activated, provide personnel for debris removal, search and rescue, and other assistance that may be tasked.
- D. Department of Natural Resources  
Provide hydrologists and geologists to assist in response and mitigation efforts.
- E. Department of Public Safety / Colorado State Patrol:
  - 1. Maintain communications and advise dispatch of current conditions in all areas of the state - emergency reports will be relayed to the State Emergency Operations Center.
  - 2. Establish traffic control on state highways.
  - 3. Assist in evacuation of stranded motorists.
  - 4. Preserve law and order.
- F. Department of Transportation:
  - 1. Maintain communications and advise dispatch of current conditions in all areas of the state - these reports will be relayed, as needed, to the Division of Homeland Security and Emergency Management.
  - 2. Provide assistance by providing barricades, debris removal and road repair as directed.
  - 3. Provide engineers to Damage Assessment teams.



## **Terrorism, Law Enforcement, and Investigation Incident Annex**

**LEAD AGENCY:** Department of Public Safety, Colorado State Patrol

**Supporting Agencies:** Department of Law, Department of Military and Veteran's Affairs, Department of Public Health and Environment

### **I. PURPOSE**

The purpose of this plan is to outline a concept of operations for coordinated awareness, prevention, preparedness, response and recovery related to a terrorism / weapons of mass destruction (WMD) incident by defining roles and responsibilities of state agencies in assisting local governments with technical and resource support.

### **II. SCOPE**

- A. This Plan applies to all acts, or threats, of terrorism that could have serious effects upon the state and its population. The Federal Bureau of Investigation (FBI) defines terrorism as, "...the unlawful use of force against persons or property to intimidate or coerce a government, civil population, or any segment thereof, in the furtherance of political or social objectives".
- B. A terrorism - related incident that occurs in Colorado will require that immediate local, State, and federal - level actions be initiated. Response to any terrorism - related incident will follow the operational priorities of:
  - 1. Protection of life safety
  - 2. Stabilization of incident environment(s)
  - 3. Restoration of property and the built environment
- C. Response to terrorism - related incidents will be centered on and will be geared toward enabling responding organizations to recognize the situation, rapidly and effectively exchange information, initiate and direct responses, and enable other agencies to determine and prepare their roles in subsequent recovery - related actions.
- D. Routine law enforcement activities occurring beyond the outside of a terrorist incident would remain with the lowest possible jurisdiction.
- E. Presidential Decision Directive 39, the U.S. Policy on Counterterrorism, 1995, designates the FBI as the lead agency for federal domestic terrorism response actions, with assistance furnished by State and local governments as required. If an event is determined to be an act of terrorism, federal resources will be brought to bear in support of operations in the State of Colorado. These may include specialists from Domestic Emergency Support Team, hazardous materials, Joint Terrorism Task Forces, or other fields as required. Their availability will be coordinated by the FBI and the State Emergency Operations Center (SEOC).
- F. The State of Colorado has developed a list of critical facilities within the State. Increased security measures with regard to these facilities will be recommended based on current threat

analysis. Changes or additions to such security measures will be recommended by the State Homeland Security Advisor to the Governor based on current intelligence from the Office of Prevention and Security (OPS) and its partners.

- G. Specific terrorist acts / operations; include, but would not be limited to, the following general categories:
  - 1. Chemical events, to include weapons of mass destruction (WMD) employment
  - 2. Biological events, to include WMD employment
  - 3. Nuclear / radiological events, to include WMD employment
  - 4. Conventional events (to include bombings, arson, armed assaults, etc.
  - 5. Infrastructure - cyber events, to include actions involving, or affecting, Information Technology, data processing and storage
  - 6. Delivery and employment of these items may entail the use of mails, aircraft, watercraft, motor vehicles, or hand delivery to an intended target.
  - 7. Any combination of the above methods of attack.
- H. The U.S. Department of Homeland Security has identified eighteen Critical Infrastructure groupings that may be potential targets for acts of terrorism at any level may.
  - 1. Agriculture and Food
  - 2. Banking and Finance
  - 3. Chemical
  - 4. Commercial Facilities
  - 5. Communications
  - 6. Critical Manufacturing
  - 7. Dams
  - 8. Defense Industrial Base
  - 9. Emergency Services
  - 10. Energy
  - 11. Government Facilities
  - 12. Healthcare and Public Health
  - 13. Information Technology
  - 14. Nuclear Reactors, Materials and Waste
  - 15. Transportation Systems
  - 16. Water

### **III. SITUATION**

- A. Prevention consists of those activities that serve to detect, deter, and disrupt terrorist threats or actions against the State of Colorado, its residents and its interests. These activities decrease the perpetrators' chance of success, mitigate attack impact, minimize attack visibility, increase the chance of apprehension or detection, and obstruct perpetrators' access to resources. Tasks addressed under these capabilities will be important regardless of the type of threat, adversary capability, or time and location of an incident. Similarly, these capabilities reflect many tasks routinely undertaken by law enforcement and related organizations as they conduct traditional all - hazards, all - crimes activities. Effective prevention depends on timely, accurate, and actionable information about the adversary, their operations, their support, potential targets, and methods of attack.

- B. Intelligence / information fusion is an ongoing, cyclical process that incorporates three primary capabilities: Information Gathering and Recognition of Indicators and Warnings; Intelligence Analysis and Production; and Intelligence and Information Sharing and Dissemination.
- C. The National Terrorism Advisory System (NTAS) replaces the color - coded Homeland Security Advisory System (HSAS). This new system will more effectively communicate information about terrorist threats by providing timely, detailed information to the public, government agencies, first responders, airports and other transportation hubs, and the private sector. It recognizes that Americans all share responsibility for the nation's security, and should always be aware of the heightened risk of a terrorist attack in the United States and what they should do. After reviewing the available information, the Secretary of Homeland Security will decide, in coordination with other Federal entities, whether an NTAS Alert should be issued. NTAS Alerts will only be issued when credible information is available.
- D. Imminent Threat Alert - Warns of a credible, specific, and impending terrorist threat against the United States. Elevated Threat Alert - Warns of a credible terrorist threat against the United States. These alerts will include a clear statement that there is an imminent threat or elevated threat. Using available information, the alerts will provide a concise summary of the potential threat, information about actions being taken to ensure public safety, and recommended steps that individuals, communities, businesses and governments can take to help prevent, mitigate or respond to the threat. The NTAS Alerts will be based on the nature of the threat: in some cases, alerts will be sent directly to law enforcement or affected areas of the private sector, while in others, alerts will be issued more broadly to the American people through both official and media channels.
- E. The fusion process capabilities are:
1. Information Gathering and Recognition of Indicators and Warnings  
This capability applies to all potential terrorist incidents. Homeland Security information fusion is the overarching process of managing the development and flow of information and intelligence across all levels and sectors of government and the private sector on a continual basis. The primary emphasis of the state's fusion center is to identify, prevent, and respond to emerging criminal and terrorist activity through the collection, analysis, and timely dissemination of information.
  2. Intelligence Analysis and Production
    - a. The fusion of Homeland Security information is the process of managing the development and flow of intelligence across all levels and sectors of government and the private sector on a continual basis. Although the primary emphasis of the fusion of information is to identify, deter, and respond to emerging terrorism - related threats and risks, the state takes an all - hazards, all - crimes approach to this task.
    - b. c. Intelligence Analysis and Production will reference information from a wide variety of sources including but not limited to, sources from the U.S. Department of Homeland Security, the FBI, local law enforcement, other governmental entities, and citizen reports of suspicious or illegal activity.
  3. Epidemiological Surveillance and Investigation  
The capability planning factors under this capability will apply to the Anthrax, Pandemic Influenza, and Foreign Animal Disease scenarios. Estimates will be made of the needs for communities to respond to epidemiological emergencies once they are identified and for

baseline resources needed for timely initial detection. Epidemiological Surveillance and Investigation contributes data for analysis and is provided reports, as appropriate. For incidents that are addressed under this capability, it will be assumed that:

- a. *Bacillus anthracis* spores will have been added directly to a product without aerosolization
  - b. Patient presentations will have involved gastrointestinal, oropharyngeal, and cutaneous forms of anthrax.
  - c. Clinical and laboratory confirmation will have occurred between days two and five after index case presentation
  - d. Production facilities and distribution system mechanisms will be contaminated until formally decontaminated
  - e. Cases will continue sporadically following public health intervention due to consumers and retailers failing to discard / return / destroy contaminated product
  - f. There will be an unprecedented level of public concern, anxiety, and fear as a result of these incidents.
  - g. Field investigations will last ten days at full personnel strength and then another 20 days at 50 percent personnel strength.
  - h. There may be a concurrent law enforcement investigation at more than one jurisdictional level.
  - i. Staffing in response to these incidents may include Federal or State employees at the local level, and staffing in response to these incidents may include Federal employees.
  - j. Nearly 100% of all cases resulting from these incidents will be interviewed during the first 10 days after the first presentation of symptoms, and 50% of non - cases will be interviewed within 30 days after the first presentation of symptoms.
  - k. Food contamination scenarios will involve a national response that involves local, State and Federal resources.
  - l. The percent of staff contributions to the investigation from the State and local levels will be dependent on the availability of resources.
  - m. Due to potentially unforeseen delays in the identification of non - naturally occurring epidemiological events, detection of disease outbreaks may not occur until large numbers of victims are affected, particularly when the agent has a long incubation period.
  - n. Animal disease incidents may involve a national response that involves local, State and Federal resources.
4. Counter - Terror Investigation and Law Enforcement  
This capability applies to all potential terrorist incidents. Activity may be preventive or response in nature and will involve working closely with local, state, tribal and/or federal entities as appropriate.
5. Food and Agriculture Safety and Defense
- a. This capability is most - closely related to the Food Contamination scenario. This capability applies to a wide range of incidents and emergencies including accidental or deliberate human or animal disease outbreaks, natural disasters, and nuclear and conventional events with potential for contamination of the food supply.
  - b. The identification of an intentional contamination incident involving a food product in the State of Colorado will have national implications. Because of the movement of food products around the United States and within the State of Colorado, it is highly probable that multiple food facilities in multiple States may have been contaminated.
  - c. If terrorists were to introduce a chemical or biological agent into a food product at multiple sites simultaneously within the State or around the country, the requirements for

resources will increase proportionately and may exist in many States or parts of the State of Colorado simultaneously. The requirements for tactical (incident command) resources will increase proportionately with the amount of product / products contaminated.

- d. It is likely that resources will be shared within the State and between states, and entities providing resources will have to balance the sharing of resources of their resources with their need to protect public and animal health within their own jurisdiction. The amount of tactical resource requirements will vary depending on the concentration of food facilities within a jurisdiction.
  - e. In high food facilities / people concentration areas, the spread of the effects of an incident of food and / or agricultural contamination may be rapid and many food facilities that purchased contaminated food may be affected. In areas with low concentration of food facilities / people, logistical obstacles such as driving time or distance between involved locations may present additional challenges. The time to resolve an incident will vary depending on number of site introductions and the number of different food items that have been contaminated.
  - f. The Food and Drug Administration (FDA) regulates 80 percent of the nation's food supply – everything except meat, poultry, and egg products which are regulated by U.S. Department of Agriculture (USDA). Based on vulnerability assessments conducted by the FDA and the USDA, other scenarios could have potentially more far - reaching effects.
  - g. For incidents that are addressed under this capability, it will be assumed that:
    - (1) All response personnel in key positions will be able to respond to their respective response positions after a contaminant has been introduced and they may not respond as they are expected.
    - (2) Sector partners are effectively connected to an information sharing and analysis or fusion system concept where preventative and protective measure information is proactively being shared.
    - (3) Lack of infrastructure – electricity, phones, transportation, etc., will affect the ability to effectively communicate and will significantly affect the ability to plan appropriately or to respond to an incident.
    - (4) If roads are non - passable due to a natural disaster, this may affect the ability to get to impacted areas.
    - (5) Multi - Agency Coordination will be adequately addressed at State and local levels, and agencies will coordinate their responses as expected.
    - (6) The following information will be needed to effectively detect / respond to or recover from an incident: quantity of product affected, distribution of product, product type or types contaminated, laboratory capability, ability to determine the cause of illness, ability to determine the food item associated with illness or to rule out certain food items, ability to trace back product, ability to trace forward product, ability to effectively recall all affected product, appropriate disposal of recalled product, appropriate decontamination of food facility or other locations where food was available for purchase, risk communication to consumers about appropriate food disposal instructions, and communication with international partners.
  - h. The total time for recovery under this capability could last several months, depending on the complexity, severity and breadth of the incident.
6. Laboratory Testing
- a. Plans to augment the capacity of public, animal, plant and food health laboratories should include having or having access to information systems that electronically send and

receive test orders and results in compliance with Public Health Information network (PHIN) Functional Area for Connecting Laboratory, Food Emergency Response Network (FERN), and National Animal Health Laboratory Network (NAHLN) Systems.

b. Chemical Nerve Agents

- (1) In the case of an accidental or intentional release of a chemical nerve agent, in addition to affected individuals, there will be many worried well.
- (2) Up to 25% of the worried well population will require testing as well as the population of affected individuals.
- (3) It will be difficult to determine exactly what proportion of the downwind population would fall in the worried - well category, but it is possible that 80 percent of the downwind population may fall into that category.
- (4) Currently, chemical nerve agent analytic resources are located at the Centers for Disease Control and Prevention (CDC) and at the state health departments of California, Florida, Michigan, Minnesota, New Mexico, New York and Virginia.

c. Laboratory Testing for Biological Agents

For laboratory testing for biological agents, it will be assumed that:

- (1) *Bacillus anthracis* spores will have been added directly to products without aerosolization.
- (2) Patient presentations will have involved gastrointestinal, oropharyngeal or cutaneous forms of anthrax.
- (3) Laboratory confirmations will occur between two - to - five days after an index case presentation.
- (4) Production facilities and distribution system mechanisms will be contaminated until formally decontaminated.
- (5) Cases will continue sporadically following public health intervention due to consumers and retailers failing to discard / return / destroy contaminated product.
- (6) Factors that could affect the number of specimens / samples calculated could include time involved to set up the assay, machine capacity, personnel shift durations, the condition that specimens / samples arrived in, physical working space, and individual pace of laboratorians. Laboratory surge capacity needs will be addressed by Laboratory Response Network (LRN), FERN, and NAHLN systems.
- (7) Case definition by epidemiologists will be created within the first ten days resulting in no further rule out testing at testing laboratories.
- (8) There will be concurrent law enforcement investigations within multiple jurisdictions and at multiple governmental layers.

7. CBRNE Detection

- a. Applicable situations for this capability include: explosive devices, hazardous materials tank explosions, biological and toxic releases, nuclear devices, and radiological dispersals.
- b. A CBRNE detection capability addresses biological agents outside of the body (human and animal), and does not include medical or plant samples (blood and medical tests).
- c. Medical and syndromic surveillance detection of biological agents is addressed in Epidemiological Surveillance and Investigation, as well as in Food and Agriculture Safety. To be effective, close integration of these capabilities must occur with the CBRNE detection capability.
- d. Large - Scale Events

- (1) The main strategy will be to use detection technologies and screening processes to interdict CBRNE materials before they are used. The alternative strategy will be to

- rely on existing detection technology, law enforcement investigations and alternate technologies to determine the presence of threat devices.
    - (2) A national capability to address large CBRNE events will be developed through the design and deployment of the Global Nuclear Detection Architecture and other similar programs.
    - (3) Develop equipment, training and communications standards to facilitate and validate the deployment and use of detection technologies.
- 8. Explosive Device Response Operations
  - a. Coverage by Bomb Squad Teams
    - (1) Coverage of high - density population and CI / KR locations by Type I level bomb squad teams is critical to the adequate protection of these assets and resources. For other locations, and when possible, Type I, II, or III level teams, based on population, population density, critical infrastructure requirements, and additional factors will be placed.
    - (2) All situations must be assessed by the bomb technician on the scene as to time sensitive considerations. Safety issues will take precedence over time considerations.
    - (3) In a catastrophic level Vehicle Borne Improvised Explosive Device (VBIED) situation where full remote capabilities are available, it is desired to have the technological potential for diagnostics and execution of the disruption tools within one hour from time of arrival on the scene.
  - b. Response to Large Vehicle Bombs
 

Radio Controlled Improvised Explosive Devices (RCIED) will require a response from a Type II team minimum, plus Electronic Counter - Measures (ECM) training and equipment that meets standards set by National Bomb Squad Commanders Advisory Board (NBSCAB)
  - c. Response to Suicide Bomber(s)
    - (1) Effective response times to suicide bombers are directly related to threat identification and the communicative chain to dispatch.
    - (2) Response timelines to suicide bombers are dependent on location of the event relative to the placement of the capability (ies).
    - (3) Response to suicide bombers will be more effective if a system is in place to ensure the timely receipt of intelligence or device information to assist those responding to the threat.
    - (4) Bomb Squad – A bomb response organization consists of at least one bomb response team (see the definition of a “bomb response team”), accredited by the FBI Hazardous Devices School to standards set by the NBSCAB.
    - (5) Bomb Response Team – A sub - unit within a bomb squad, consisting of at least two certified bomb technicians and a full set of equipment meeting minimum standards for bomb squad operations. Military Explosive Ordnance Disposal units are not currently resource typed within National Incident Management System (NIMS) but are available to respond to incidents in the community either to assist the “accredited” bomb squad, or respond to the incident in an area without State / local bomb squad presence.
- 9. WMD and Hazardous Materials Response and Decontamination
 

This capability applies to a wide range of incidents and emergencies, including those caused by explosive devices, hazardous materials tank explosions, biological and toxic releases, nuclear devices, and radiological dispersals. For incidents that are addressed under this capability, it will be assumed that:

- a. If decontamination is ongoing during the early stages of a catastrophic incident, persons undergoing decontamination will have logistical, medical, and mental health needs that will need to be addressed quickly.
  - b. Decontamination priorities will be set up using the following priorities, in order of importance: life safety, incident stabilization, and property conservation.
  - c. Efforts will be made to ensure that all fires are extinguished within a 4 - day response phase.
  - d. Water - based oil release may extend beyond the four - day limit. Assets will be on scene, but containment operations may not be able to begin immediately on arrival.
  - e. State - level resources will respond to these events within 12 - 24 hours. Federal resources will respond to these events within 24 hours. The United States has approximately 64 nuclear stations supported by the Radiological Emergency Preparedness Program (REPP). No less than 30 REPP response teams should be able to respond to an “improvised nuclear device” scenario within 24 hours.
  - f. A significant number of individuals exposed to a plume cloud or contaminant agent will flee the scene before first responders arrive. It may prove difficult to determine which of those individuals require decontamination, and to ensure such individuals present themselves for decontamination.
  - g. Each jurisdiction is expected to sponsor and support Community Emergency Response Teams (CERTs).
  - h. The projected effects of contamination resulting from a catastrophic incident are generally based on an estimated population density of 2,000 people per square mile, but may increase for major urban areas.
  - i. Large - gathering situations (National Security Special Events, sporting events, conventions, etc.) create higher localized population densities.
  - j. Biological agents typically have delayed symptoms. As such there will rarely be an on - site incident requiring response when a biological agent is released.
  - k. Health care facilities are the most likely locations for managing a human biological incident.
  - l. Secondary contamination will be a major concern. Hospital emergency rooms may close if patients are admitted without proper decontamination. Other secondary contamination issues include control of runoff of fluids used in decontamination, and the handling of contaminated clothing and personal effects. In addition, the secondary contamination of first responders, even those wearing personal protective equipment, can occur during the removal of patients from a hazardous area, during the performance of basic life support functions, or when initial responders are unaware that a hazardous material is involved.
  - m. The psychological dimensions of being exposed to a contaminant and subsequent decontamination may present social management challenges and concerns. Of greatest concern are the short - and long - term psychological consequences resulting from actual exposure to chemical, biological, and radiological substances, and which subsequently produce negative health effects. Short - term stress symptoms may be a prelude to long - term, debilitating, post - traumatic stress disorder.
10. Intelligence and Information Sharing and Dissemination  
The actions that are taken under this capability reflect many tasks that are routinely undertaken by law enforcement and related organizations as they conduct traditional all - hazards, all - crimes activities.
11. Critical Infrastructure Protection (CIP)



- a. This capability applies to a wide range of incidents and emergencies, including those caused by any terrorism - related, accidental, or natural catastrophic event that could disrupt or destroy CIKR in one or more sectors. Protective measures may be implemented based on the potential statewide impact if an infrastructure asset is damaged or destroyed, as a result of a terrorist attack, whether human-caused, natural disaster, or a technological failure.
- b. Under the critical infrastructure protection process, as defined in the National Infrastructure Protection Plan (NIPP), protection of critical infrastructure requires an initial determination of whether the asset / system in question and the risks being posed are “critical.” Therefore, protection activities are conducted on a case - by - case basis.
- c. For incidents that are addressed under this capability, it will be assumed that:
  - (1) Resource needs at the State and local level will be determined through the development of a model that takes into account the presence and density of critical infrastructure assets in various geographic areas.
  - (2) State and local law enforcement resources will be available to support critical infrastructure protection efforts, as required.
  - (3) Critical infrastructure information will be able to be shared between Federal, State, tribal, local authorities and the private sector as appropriate in a protected and secure way.

#### IV. ASSUMPTIONS

- A. A terrorist event will create such a disaster that federal assistance is needed and the President will activate portions of the National Response Framework.
- B. Federal Actions
  1. The FBI will be available for on - site observation and advisory actions as required. If an event is expected to be or is determined to be an act of terrorism, federal support will be available. As conditions warrant, the FBI will establish a Joint Operations Center (JOC) to provide incident management support for State or local agencies as directed by the FBI On - Scene Commander (OSC).
  2. The FBI employs a four - tier threat level system (Minimal, Potential, Credible, and WMD Incidents) as a basis for initiating precautionary actions when a WMD / terrorist event is anticipated or underway. The FBI will be represented in the SEOC for liaison and to coordinate response needs. The FBI will not initiate on - site response actions without coordinating with local authorities in their initial response, rescue, and recovery efforts.

Colorado Operational Levels	Description	Associated State Actions	FBI threat Levels	Associated Federal Actions
Operations Low Condition.	Consist of the daily operations agencies must carry out, in absence of an emergency situation, to ensure	Preparedness, planning, training, and exercise activities are being conducted.	Level 4 – Minimal Threat	Received threat does not warrant actions beyond normal liaison notifications or placing assets on higher alert status.

	readiness.			
Operation Level 1 Guarded Condition  Elevated Condition	Monitoring phase triggered by the potential for an event that could threaten life, property, or the environment.	State agencies and Emergency Support Functions (ESFs) that would need to take action, as part of their everyday responsibilities will be notified. The SEOC may be staffed with ESF personnel.	Level 3 – Potential Threat	Intelligence indicates potential for terrorist incident, but not deemed credible.
Operation Level 2 High Condition	Partial activation of the SEOC.	Triggered by highly probable hazardous conditions and a strong potential for property damage or loss of life.  All ESF primary agencies are notified.  The SEOC is staffed with assigned personnel and the necessary ESFs.	Level 2 – Credible Threat	Confirms involvement of WMD in developing terrorist incident.  State and local law Enforcement notified.  Federal assets pre - deployed
Operation Level 3 Severe Condition	Full activation of the SEOC.	Triggered by extremely hazardous conditions that are imminent or occurring. Highest state of alert.  All primary and support agencies under the CHIRRP are notified. The SEOC will be on full activation with 24 - hour staffing by assigned personnel and all necessary ESFs.	Level 1 – Weapons of Mass Destruction Incident	Federal resources deployed to augment State and local operations, JOC / JIC activated, SEOC fully activated, State liaisons in JOC / JIC as required, Unified Command established.

3. The Environmental Protection Agency (EPA) is responsible for the decontamination of facilities that have been targeted in, or affected by, WMD incidents.
4. Public Information Support - Primary response agencies have a responsibility to furnish the public with applicable information and educational services. A Joint Information Center (JIC) will be established to address public information issues.

## V. CAPABILITIES

This plan addresses actions related to the following eleven capabilities:

A. Information Gathering and Recognition of Indicators and Warnings

1. Information Gathering and Recognition of Indicators and Warning Capability includes the gathering, consolidation, and retention of raw data and information from sources to include human sources, observation, technical sources and open (unclassified) materials.
2. Recognition of indicators and warnings is the ability to analyze this gathered data for the potential trends, indications, and / or warnings of criminal and / or terrorist activities (including planning and surveillance) against U.S. citizens, government entities, critical infrastructure, and / or our allies. In these efforts, locally - generated threat and other criminal and / or terrorism - related information will be identified, gathered, and analyzed and provided to appropriate entities with a valid need to know.

B. Intelligence Analysis and Production

1. Intelligence Analysis and Production is the merging of data and information for the purpose of analyzing, and disseminating timely and actionable intelligence with an emphasis on the public's safety from Homeland Security and terrorist threats.
2. This process focuses on the consolidation of analytical products among the information analysis units at the Federal, State, local, and tribal levels for tactical, operational, and strategic use. This capability also includes the examination of raw data to identify threat pictures, recognize potentially harmful patterns, or connect suspicious links to discern potential indications or warnings.
3. Timely, accurate, and actionable intelligence / information products are produced in support of prevention, awareness, deterrence, response, and continuity planning operations.

C. Epidemiological Surveillance and Investigation

1. An Epidemiological Surveillance and Investigation capability is the capacity to rapidly conduct epidemiological investigations for humans and animals. It includes exposure and disease (both deliberate release and naturally occurring) detection, rapid implementation of active surveillance, maintenance of ongoing surveillance activities, epidemiological investigation, analysis, and communication with the public and providers about case definitions, disease risk and mitigation, and recommendation for the implementation of control measures.
2. Potential exposure to disease will be identified rapidly by determining exposure and mode of transmission and agent; interrupting transmission to contain the spread of the event; and reducing number of cases. Confirmed cases are reported immediately to all relevant public health, animal health, food regulatory, environmental regulatory, and law enforcement agencies. Suspected cases are investigated promptly, reported to relevant public health or agriculture authorities, and accurately confirmed to ensure appropriate preventive or curative countermeasures are implemented. An outbreak is defined and characterized; new suspect cases are identified and characterized based on case definitions on an ongoing basis; relevant clinical specimens are obtained and transported for confirmatory laboratory testing; the source of exposure is tracked; methods of transmission identified; and effective mitigation measures are communicated to the public, providers, and relevant agencies, as appropriate.

D. Counter - Terror Investigation and Law Enforcement

Counter - Terror Investigation and Law Enforcement is a capability that includes a broad range of activities undertaken by law enforcement and related entities to detect, examine, probe,

investigate, and conduct operations related to potential terrorist activities. Current and emerging investigative techniques will be used with an emphasis on training, legal frameworks, recognition of indications and warnings, source development, interdiction, and related issues specific to counter - terrorism activities.

#### E. Food and Agriculture Safety

1. Food and Agriculture Safety is a capability to prevent, protect against, respond to, and recover from chemical, biological and radiological contaminants, and other hazards that affect the safety of food and agricultural products. This will include the timely eradication of outbreaks of crop and animal diseases / pests, assessments of the integrity of the food producing industry, the removal and disposal of potentially compromised materials from the U.S. food supply, and decontamination of affected food manufacturing facilities or retail points of purchase or service. This will also include appropriate laboratory surveillance to detect human food - borne illness, animal disease or food product contamination.
2. Additionally, the public will be provided with accurate and timely notification and instructions related to a contamination event and will be given appropriate steps to follow with regard to disposal of affected food or agricultural products and / or appropriate decontamination procedures. Threats to food and agriculture safety will be prevented, mitigated, and eradicated; affected products will be disposed of; affected facilities will be decontaminated; public, animal and plant health will be protected, and notification of the event and instructions of appropriate actions will be effectively communicated with all stakeholders.

#### F. Laboratory Testing

1. A Laboratory testing capability includes the ongoing surveillance, rapid detection, confirmatory testing, data reporting, investigative support, and laboratory networking to address potential exposure, or exposure, to all hazards. These hazards can include chemical, radiological, and biological agents in all matrices including clinical human or animal specimens, food and environmental samples, (water, air, soil). These threats can include those deliberately released with criminal intent, as well as those that may be present as a result of unintentional or natural occurrences. Potential exposure to disease will be identified rapidly by determining exposure and mode of transmission and agent; interrupting transmission to contain the spread of the event; and reducing number of cases. Confirmed cases will be reported immediately to all relevant public health, animal health, food regulatory, environmental regulatory, and law enforcement agencies. Suspected cases will be investigated promptly, reported to relevant public health and agriculture authorities, and accurately confirmed to ensure appropriate preventive or curative countermeasures are implemented.
2. Outbreaks will be defined and characterized; new suspect cases are identified and characterized based on case definitions on an ongoing basis; relevant clinical human or animal specimens will be obtained and transported for confirmatory laboratory testing; the source of exposure will be tracked; methods of transmission will be identified; and effective mitigation measures will be communicated to the public, providers, and relevant agencies, as appropriate.

#### G. CBRNE Detection

1. A preventive CBRNE Detection capability provides the ability to detect CBRNE materials at points of manufacture, transportation, and use. The activities and tasks associated with this

capability will be carried out individually for each specific agent, rather than for all agents at the same time. Therefore, when considering critical tasks and preparedness measures, each task and measure should be applied separately to each CBRNE agent.

2. This capability includes the detection of CBRNE material through area monitoring, but does not include detection by their effects (i.e., signs or symptoms) on humans and animals. Population - level monitoring will be addressed within the Epidemiological Surveillance and Investigation and Animal Disease Emergency Support capabilities. A CBRNE detection capability includes the identification and communication of CBRNE threats, but does not include actions taken to prevent an incident or respond to the consequences of a CBRNE incident.
3. A CBRNE detection capability includes technology, as well as the capacity to recognize potential CBRNE threats through equipment, education, and effective protocols. Training, communication, close coordination with key partners, including intelligence, law enforcement, public safety, public health, agriculture, and international partners, and public and private sector awareness of CBRNE threats will be recognized as critical enablers for this capability. CBRNE materials are rapidly detected and characterized at borders and ports of entry, critical locations, events, and incidents.
4. The scope of CBRNE detection will include:
  - a. Manufacture – The illegal production of CBRNE material within the borders of the U.S. and its territories;
  - b. Transport –The movement of CBRNE material outside, across, and within the borders of the State;
  - c. Use – The deployment, emplacement, or employment of CBRNE material within the State.

#### H. Explosive Device Response Operations

1. An Explosive Device Response Operations capability coordinates, directs, and conducts improvised explosive device (IED) response after initial alert and notification. This includes the coordination of intelligence fusion and analysis, information collection and threat recognition, situation assessment and the conduct of appropriate Render Safe Procedures. This capability also includes the conduct of searches for additional devices and the coordination of overall efforts to mitigate CBRNE threats at incident sites.
2. Threat assessments will be conducted, explosive and / or hazardous devices will be rendered safe, and impacted areas will be cleared of hazards. Measures will be implemented in the following priority order: ensuring public safety; safeguarding officers and responders at the scene; collection and preservation of evidence; protection and preservation of public and private property; and restoration of public services.

#### I. WMD and Hazardous Materials Response and Decontamination

1. WMD and Hazardous Materials Response and Decontamination capability assesses and manages the consequences of hazardous materials releases, both accidental or as part of a terrorist attack. It includes the testing and identification of all hazardous substances onsite; and ensures that responders have protective clothing and equipment; conducts rescue operations to remove affected victims from the hazardous environment; conducts geographical survey searches of suspected sources or contamination spreads; establishes isolation perimeters; mitigates the effects of hazardous materials, decontaminates on - site victims, responders, and equipment; coordinates off - site decontamination with relevant agencies, and notifies environmental, health, agriculture, and law enforcement agencies

having jurisdiction for the incident to begin implementation of their standard evidence collection and investigation procedures.

2. Hazardous materials releases will be rapidly identified and mitigated; victims exposed to the hazard will be rescued, decontaminated, and treated; the impacts of release will be limited; and responders and at - risk populations will be effectively protected.

J. Intelligence and Information Sharing and Dissemination

1. An Intelligence and Information Sharing and Dissemination capability will provide necessary tools to enable efficient and effective prevention, protection, response, and recovery activities. Intelligence and Information Sharing and Dissemination is the multi - jurisdictional, multidisciplinary exchange and dissemination of information and intelligence among all levels of government, the private sector, and citizens with a need to know within the State of Colorado when appropriate. The goal of sharing and dissemination will be to facilitate the distribution of relevant, actionable, timely, and preferably declassified or unclassified information and / or intelligence that will be updated frequently to the end - users who need it, with the goal of getting the right information to the right people at the right time.
2. An effective intelligence / information sharing and dissemination system will provide durable, reliable, and effective information exchanges between those responsible for gathering information and the analysts and consumers of threat - related information.
3. Effective and timely sharing of information and intelligence will occur across all jurisdictional levels within the State and private sector entities, resulting in coordinated awareness, prevention, protection against, and response to a threatened or actual domestic terrorist attack, major disaster, or other emergency.

K. Critical Infrastructure Protection

A Critical Infrastructure Protection capability enables public and private entities within the State to identify, assess, prioritize, and protect critical infrastructure and key resources so they can detect, prevent, deter, devalue, and mitigate deliberate efforts to destroy, incapacitate, or exploit the State's critical infrastructure and key resources. The risk to, vulnerability of, and consequence of an attack on critical infrastructure will be reduced through the identification of critical infrastructure; conduct, documentation, and standardization of risk assessments; prioritization of assets; decisions regarding protective and preventative programs; and the implementation of protective and preventative plans.

## VI. CONCEPT OF OPERATIONS

A. Awareness, prevention and preparedness activities include:

1. Identification of threat and threat organizations  
The first step in any preventive operation is to identify possible threats. In today's environment, Colorado must recognize that threats may be either domestic or internationally - based.
2. Identification of Critical Infrastructure
  - a. Office of Prevention and Security (OPS) is responsible for identifying Colorado's critical infrastructure and key assets. Through appropriate public and private partnerships, OPS will identify key assets within each critical infrastructure sector as defined in the national and State Homeland Security strategies. OPS will coordinate with public and private partners to identify, prioritize, assess and protect critical infrastructure from terrorist

- attack.
    - b. The Colorado All - Hazards Emergency Management Regions, in coordination with the OPS, will identify their region's critical infrastructure and key assets. During planning, local jurisdictions and the All - Hazards Emergency Management Regions need to identify critical infrastructures and key assets within their communities and territories. Information should be shared with OPS for submission to the DHS National Asset Database (NADB)
  - 3. Protection
    - a. OPS will continually offer recommendations to identify, prioritize, assess and harden Colorado's critical infrastructure. The identification of critical infrastructures is an essential element of an effective anti - terrorism program and efforts must be taken to protect areas that could be exploited. Possible measures include security systems, improved communications, access restrictions, etc.
    - b. OPS provides an integrated, multi - discipline, information sharing network to collect, analyze, and disseminate information to stakeholders with a need to know in a timely manner in order to protect the citizens and the critical infrastructure of Colorado.
  - 4. Follow - On Activities
    - a. Once all casualties have been removed and the criminal investigation has shifted from the scene, clean - up, removal and the proper disposal of debris (contaminated and uncontaminated) must occur to insure that adequate public health / safety precautions are in place. This is especially true in the case of foreign animal disease (FAD) where it may be necessary to depopulate large numbers of animals from the contaminated area, and secure transportation and disposal of the debris is critical to preventing further contamination.
    - b. Damage assessment will continue.
  - 5. Investigation
 

One of the challenges faced by law enforcement after a terrorist / weapons of mass destruction incident is the collection of evidence for possible prosecution. The FBI Evidence Recovery Team will take the lead. First responders and law enforcement should use the State of Colorado Terrorism Evidence Handling Protocol and must cooperate to ensure that all evidence is preserved to maximize the potential for a successful prosecution.
  - 6. Recovery from a terrorist incident would employ the same general procedures applicable to a natural disaster. A significant difference would be the potential amount of CBRNE materials that may have to be processed.
- B. Initiating Events
- 1. Situation 1 - A major act of terrorism has occurred outside the State of Colorado and its neighboring states and has the potential to affect or involve the state. OPS will be the primary collection point for all source reporting of terrorist or other critical incidents, available 24 hours a day 7 days a week. OPS personnel will gain situational awareness from all available sources and brief the State Homeland Security Advisor
  - 2. Situation 2 - A major act of terrorism has occurred, or is underway, in a neighboring state which, although outside the State of Colorado, has the potential to threaten, or affect the state.
    - a. The SEOC will be activated to enable representatives from key State agencies to coordinate information with lead federal and local agencies or supporting State agencies as dictated by the situation. At a minimum, the team shall consist of:
      - (1) Department of Law
      - (2) Department of Military and Veterans Affairs

- (3) Department of Public Health and Environment
- (4) Department of Public Safety
- 3. Situation 3 – A major act of terrorism has occurred in the State of Colorado. In addition to the actions cited in “Situations 1 and 2”, above, the State of Colorado will:
  - a. Fully activate the SEOC
  - b. Initiate assistance or submit support requests in accordance with Emergency Management Assistance Compact (EMAC) considerations
  - c. Working in accordance with Incident Command / Unified Command (IC / UC) concepts, the Lead Agencies will:
    - (1) Coordinate with the lead federal agency and involved local entities to determine needs or resolve issues with regard to:
      - (a) Additional threat assessments or event verification functions to include intelligence and information sharing actions applicable to the situation and follow - on support efforts (including modifications of response protocols, by agency, as necessary).
      - (b) Inter - agency support actions relating to traffic control, site / perimeter security, crime scene investigations, victim identification, or others as determined by the situation.
      - (c) Coordination with federal agencies in designating a Joint Operations Center (JOC) location and determine required liaison staffing for the JOC as necessary and in consideration of the setting (urban, rural, etc).
      - (d) Determine the need for and extent of public protective actions to include site and perimeter control, evacuations, sheltering, congregate care, prophylaxis, decontamination, or other measures.
      - (e) Support mass care facilities as needed.
  - d. Prior to the initiation of field support actions (including activities in privately owned facilities) by state - level support agencies, a declaration of a “State of Disaster Emergency” or similar enabling action will be made by the Governor.
  - e. In all events, an evaluation of the situation will be made with regard to a possible relocation to, and operation of, an alternate SEOC to meet the contingencies of the situation and to provide 24 hour continuity for support functions.
  - f. Emphasis will be upon communications, accommodations, staffing space, and logistical support features.

#### C. State - Level Operations

- 1. The authority for consequence management rests with the State assisted by federal agencies as necessary. It entails multiple agency participation, with the provision of technical advice and / or logistical support for both supporting and supported entities, information and educational continuity, combined asset management programs, and an extended partnership approach to both federal and State supporting efforts for affected areas.
- 2. The organization for consequence management in the SEOC will be based upon the structure outlined in the Colorado Hazard and Incident Response and Recovery Plan (CHIRRP).
- 3. The organization is based upon groupings of assigned primary functions. The specifics of an event may cause various agencies representing critical services, to shift assignments from technical support to primary or lead agency positions (eg: the Department of Agriculture may assume the lead role in an agricultural terror event).



4. The State Coordinating Officer will work with federal offices [Federal Emergency Management Agency (FEMA) or others as designated] to affect a combined State - federal management effort.
5. Participating agency representatives may need to provide support in locations other than the SEOC (Joint Field Offices, Recovery Centers, or other sites).
6. The consequences (or cascading effects) of terrorism could outlast, or surpass, an initiating event. Effects may include long - term health and medical problems, extended economic issues, or political and social concerns.
7. Consequence management will be implemented as follows:
  - a. For continuing credible threat advisories / conditions: Based upon credible threat information, State and federal agencies will advise local governmental agencies regarding additional confirmed threats of terrorism.
  - b. Incident / event - related consequence management: If a terrorist event occurs, the Governor may declare a State of Disaster Emergency and applicable consequence management actions will be implemented:
    - (1) Activation of the SEOC
    - (2) Requesting federal assistance in accordance with Robert T. Stafford Act procedures.
    - (3) A GOHS or CDPS representative will be assigned to the JOC, if established, to monitor events and relay decisions affecting consequence management actions to the SEOC. Other state agencies can be dispatched to assist in this function.
    - (4) State agencies will coordinate the provision of assistance to affected areas to include basic protective action support (mass care, immunizations, treatments, evacuations, relocations, or sheltering, agriculture).
  - c. The 8th WMD - CST will coordinate with the established Incident Commander to assist in assessments, hazard identification and coordination of follow - on forces as necessary.
8. CDPS Public Information Officer(s) (PIO) will serve in a lead capacity for the State. Public information specialists from other agencies will serve in this capacity when required by the dictates of the situation.
  - a. Duties include:
    - (1) The determination of State agency information assistance to include development and response / dissemination methodology and mediums.
    - (2) Defining specific sharing of public information or educational duties.
    - (3) The coordination of specific event - related public information actions by lead and supporting agencies as required.
    - (4) Monitoring / analysis of media coverage of events and activities as they relate to the situation.
9. Disengagement or Close - Out Actions.
  - a. In accordance with Unified or Incident Command System concepts, CDPS and OEM will coordinate with lead federal and other State agencies for an appropriate date / time for State consequence management disengagement.
  - b. Following disengagement, designated State and local organizations may continue recovery (to include long term hazard monitoring, environmental / personnel decontamination and site restoration) efforts.
  - c. Post event actions will include debriefings, general agency performance reviews, and after - action documentation.

#### D. Roles and responsibilities

##### 1. Department of Public Safety (CDPS):

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CDPS is the primary agency in implementing and coordinating crisis management response functions. Specifically, those responsibilities are:

- a. Coordinating the statewide threat assessment.
  - b. Working closely with the FBI in assessing threats.
  - c. Assisting the FBI with crime scene management.
  - d. Serving as the lead agency for ordinance control and mitigation.
  - e. Participating in SEOC / ESF operations, as outlined in the CHIRRP.
  - f. Implementing Response Actions
    - (1) During the response, the Colorado State Patrol (CSP) coordinates closely with local law enforcement authorities and other State agencies for law enforcement resolution.
    - (2) If Federal agencies are involved, then the CSP also coordinates with them. CSP is responsible for the incident site and may modify its Command Post to function as a Joint Operations Center (JOC).
    - (3) Representation within the JOC may include federal, State, and local agencies with support roles. Selected Federal, State, and local agencies may be requested to serve in the JOC Command Group, the JOC Support group / media component, and the JOC Recovery Management Group
    - (4) To maintain consistency in the management of the incident the JOC should continue to operate as structured, however, leadership of the JOC may pass to FBI dependent on the situation. CSP and State agencies in support of the JOC will continue to operate, but under FBI role designation and direction.
    - (5) Response issues that affect multiple agency authorities and areas of expertise will be discussed by the FBI and the JOC Command Group working in consultation with local, State and federal representatives. While the FBI OSC retains authority to make Federal response decisions at all times, operational decisions are made cooperatively to the greatest extent possible.
    - (6) The FBI OSC and the senior US Department of Homeland Security (DHS) official will provide, or obtain resolution of conflicts in priorities for allocation of critical Federal resources between response and recovery requirements.
    - (7) Public information released through the news media is critical during a terrorism / WMD incident. Federal, state and local Public Information Officers (PIOs) will cooperate and coordinate with the Governor's Office to assure that accurate, timely, and non - contradictory information is provided using a joint information system / center (JIS / JIC).
    - (8) Mobilize and deploy state hazmat response resources, as needed.
    - (9) In its role as the lead state agency for the ESF #13 (Public Safety and Security), CDPS will assist local officials in carrying out law enforcement and security responsibilities in areas threatened by or impacted by terrorist incidents.
2. Department of Law (DOL)
    - a. DOL is a primary agency for providing legal advice pertaining to the incident, especially in light of potential criminal prosecution.
    - b. Works closely with U.S. Department of Justice, FBI, and Colorado State Patrol with respect to terrorist acts.
    - c. Provides liaison personnel to the SEOC.
  3. Department of Military and Veteran's Affairs
    - a. The Colorado National Guard (CNG), 8th WMD - Civil Support Team (WMDCST), will provide technical assistance and advice in support of WMD incidents.

- b. The Joint National Guard CBRNE Enhanced Response Force Packages. (CERFPs) will provide CBRNE response in the form of search and extraction, decontamination, and limited medical triage / treatment.
  - c. Liaison Officers from the CNG are provided to Incident Command Posts (ICP), Unified Commands (UC), Area Commands (AC) and joint field offices as required. Due to the expected scope of most Terrorist and / or CBRNE events, the CNG may not be able to provide a Liaison Officer (LNO) to each County emergency management agency in lieu of other critical requirements for liaison.
- 4. Department of Public Health and Environment (CDPHE)
  - a. Be prepared to assume the role as the state lead agency for consequence management of terrorist incidents involving biological agents or radiological materials.
  - b. Provide advice regarding public health and safety issues to local / State officials and the general public.
  - c. Provide health and medical support requested by local governments
  - d. Where biological agents have been used, assist local governments in determining the type of agent and the procedures necessary to contain, suppress, or eliminate it.
  - e. Where radiological materials have been used, provide incident assessment, radiological monitoring, and decontamination assistance, and make appropriate protective actions recommendations for the public to local officials.
  - f. Identify requirements for health and medical personnel, equipment, supplies, and pharmaceuticals; mobilize resources to meet response needs.
  - g. Identify appropriate treatment facilities for casualties.
  - h. If mass fatalities have occurred, mobilize mortuary assistance.
  - i. Utilize the Colorado Health Alert Network (CO - HAN) and other means of communications to provide information to local health and medical personnel.
  - j. Be prepared to assume the role as the state lead agency for consequence management of terrorist incidents involving releases of hazardous chemicals other than radiological materials.
  - k. Provide hazardous materials response recommendations to local officials.
  - l. Provide assistance to local and state agencies in the identification and analysis of hazardous substances used or resulting from a terrorist incident.
- 5. Office of Emergency Management (OEM):
  - a. OEM will act as liaison between the Governor and FEMA.
  - b. OEM, in cooperation with the CIAC, will coordinate priorities and action for the on - scene response operations.
  - c. OEM will assist in the coordination of state response measures. State agency responsibilities are generally the same for a terrorist incident as they are for any other emergency or disaster (see State Support Function in CHIRRP). There are, however, the added complications of protecting a potentially large crime scene and securing CBRNE contaminated materials.
  - d. OEM is the primary agency to implement and coordinate recovery functions. Specifically, those responsibilities are:
    - (1) Coordinates consequence management activities at the State level.
    - (2) Implement the CHIRRP, activate the SEOC, and designated SFs.
    - (3) Deploy a State Liaison to the local EOC.
    - (4) Based on the circumstances, the SEOC with specifically requested ESFs may be activated and the CHIRRP implemented to support the situation. OEM and other State agencies as needed maybe deployed to the SEOC to provide assistance.

- (5) If the State EOC is operational, and the situation progresses with community impact becoming imminent, then the OEM Operations Officer may request a liaison from the response management group be present to ensure adequate communications are maintained throughout the incident.
- (6) If an incident occurs without warning that produces major community impact and appears to be caused by an act of terrorism, then OEM and the Colorado State Patrol will initiate required actions concurrently. OEM will consult immediately with the Governor's office to determine an appropriate course of action and if Federal assistance is required.
- (7) Once recovery phase was been declared, the State Recovery Plan will be activated.
- (8) Coordinate with the Governor's Office to prepare and issue a State Disaster Emergency Declaration and, where appropriate, prepare and request a federal emergency or disaster declaration.
- (9) Activate disaster recovery and hazard mitigation program.
6. Emergency Support Functions / Other State Agency representatives:
  - a. All agencies and organizations should be aware of their agency's or organization's capabilities to assist in terrorism crisis and consequence management. They should be prepared to respond to task or mission assignments using agency resources. Some agencies will provide agency personnel, equipment, and supplies, while other agencies may provide primarily technical advice and assistance. Support agency SOPs should address reporting to the ESF Primary Agency and to their own agency.
  - b. All agencies that operate critical State owned infrastructure or regulate critical privately owned infrastructure shall maintain descriptive and location data, as well as point of contact information for these facilities.
  - c. All ESF agencies conducting response operations will report daily to the SEOC the resources they have committed and the missions they are performing.
  - d. Upon activation of CHIRRP (either in whole or in part), State agencies / organizations designated as a Primary and / or Support Agency for the ESFs will effectively carry out their missions and assigned roles and responsibilities, as requested.
  - e. All of the ESFs will provide support within the scope of their agencies' statutory authority and assigned mission.
  - f. Since an act of terrorism could take many forms (ie. CBRNE), State agency general roles and responsibilities are referenced in other emergency operations documents (biological incident annex, catastrophic incident annex, State Recovery Plan, or the consequences that follow other natural hazard, technological, or human - caused incidents).

## **Tornado Incident Annex**

**LEAD AGENCY:** Division of Homeland Security and Emergency Management

**SUPPORTING AGENCIES:** Department of Human Services, Department of Military and Veteran Affairs, Department of Public Health and Environment, Department of Public Safety, Department of Transportation, Private Sector, Amateur Radio Disaster Services, American Red Cross, Radio Amateur Civil Emergency Service, The Salvation Army, COVOAD.

### **I. PURPOSE**

Assign responsibilities to, and facilitates a coordinated response by, state agencies in their response to requests from local jurisdictions. This incident annex will enable state agencies to fulfill their mission of reducing potential loss of life and quickly restoring essential services following a tornado.

### **II. SCOPE**

This annex solely outlines the State role in a Tornado Incident response. Counties are responsible, within their own statutory authorities, to provide assistance and support to local jurisdictions when those jurisdictions' capabilities are exceeded.

### **III. SITUATION**

- A. A tornado is a small extremely intense whirlwind formed by a severe thunderstorm. It descends as a funnel or tube-shaped extension from a cumulonimbus cloud. If the tornado reaches the ground, its high winds and sudden drop in air pressure as it passes cause almost complete destruction of everything in its path. The funnel - shaped cloud that extends from a thunderstorm to the ground has whirling winds that can reach 300 miles per hour. Damage paths can be in excess of one mile wide and 50 miles long.
- B. Some tornados are clearly visible, while rain or nearby low-hanging clouds obscure others. Occasionally, tornados develop so rapidly that little, if any, advance warning is possible. Before a tornado hits, the wind may die down and the air may become very still. The cloud area around a potential funnel may turn a greenish hue. A cloud of debris can mark the location of a tornado even if a funnel is not visible. Tornados generally occur near the trailing edge of a thunderstorm. It is not uncommon to see clear, sunlit skies behind a tornado.
- C. Tornados are more likely on the eastern plains of Colorado, but a number have been reported in all areas of the state including mountain counties. The tornados in Colorado generally are smaller than those in the Mid-west U.S.
- D. Secondary effects of a tornado must be planned for including hazardous materials, health issues, vector control, power failure, and others.
- E. Key terms:
  - 1. Tornado Watch – Tornados are possible. Stay tuned for more information.
  - 2. Tornado Warning – A tornado has been sighted or indicated by weather radar. Take shelter immediately.

### **IV. POLICIES**

Following the issuance of a local emergency declaration, the Governor may issue a state declaration, which may make response and recovery funding available as well as other state resources.

## **V. ASSUMPTIONS**

- A. An EF3 or greater tornado touches down in an urban area for an extended period of time.  
(Estimated wind speed = 58 – 206, Average Damage Path Width = 200 - 500m, Potential damage = Entire stories of well-constructed houses destroyed; severe damage to large buildings such as shopping malls; trains overturned; trees debarked; heavy cars lifted off the ground and thrown; structures with weak foundations blown away some distance.)
- B. Spring and summer are the primary months for a tornado to occur, but there have been sightings in all months of the year.
- C. Advance warning of the tornado from the National Weather Service (NWS) or media outlets will provide State agencies time to prepare personnel and other resources for response operations. Warning time will vary.
- D. Citizens will be advised of potential severe weather conditions through a variety of means, including: National Oceanic & Atmospheric Administration (NOAA) radio, standard radio announcements, TV announcements, local sirens, etc.
- E. Citizens will be advised of potential tornado conditions through a variety of means, including: NOAA radio, Emergency Alert System (EAS) broadcasts, standard radio announcements, TV announcement, etc.
- F. Local jurisdictions will use mutual aid agreements to assist in meeting their initial response needs.
- G. Affected local jurisdictions will issue disaster declarations.
- H. Affected local jurisdictions will request State assistance (beyond those State assets that are physically located within their district areas).
- I. The Governor will activate the Colorado Hazard and Incident Response and Recovery Plan (CHIRRP) through the issuance of an Executive Order declaring a Disaster Emergency.

## **VI. ACTIVATION**

- A. Once it is anticipated that the response capability (to include mutual aid and volunteer resources) will be exceeded, the Incident Commander or Jurisdiction Emergency Operations Center (EOC) contacts the State emergency line 303-279-8855 and requests assistance. At this point, this annex will be activated.
- B. OEM will notify appropriate State agencies and other counties.
- C. Depending on the severity of the incident, the Office of Emergency Management (OEM) may call for a partial or full State Emergency Operations Center (SEOC) activation

## **VII. GENERAL ROLES & RESPONSIBILITIES**

OEM is the lead agency for the coordination of State resources in support of the Tornado Incident response.

### **VIII. CONCEPT OF OPERATIONS**

- A. First response to a tornado event will be by local responders. When the event is so large that local resources are unable to handle it, additional assistance may be requested through the declaration process. Such assistance, when authorized, will be provided by State agencies operating under their own authority, or as part of an effort coordinated by OEM operating on behalf of the Governor. The Governor may request assistance from the federal government if the capabilities and resources of both local and state governments are exceeded.
- B. The extent of the initial response will depend on warning time, the severity and location of the strike, the numbers of people and structures affected by the tornado, and the ability of the local jurisdiction to provide assistance.
- C. State agencies will also act under their own statutory authorities when the CHIRRP is activated. Departments will prioritize resources to emergency response tasks ahead of normal operations duties.

### **IX. ROLES AND RESPONSIBILITIES**

- A. Office of Emergency Management:
  - 1. Coordinate pre-disaster planning and training with supporting agencies.
  - 2. Monitor severe weather conditions, as needed.
  - 3. Coordinate state response to requests for assistance from local jurisdictions.
  - 4. If necessary, Activate and staff the State Emergency Operations Center.
  - 5. Coordinate state/ inter-state resources.
  - 6. Coordinate JIS.
  - 7. Lead State Public Information Office (PIO):
    - a. Provide messaging and resource support to affected jurisdictions:
    - b. Provide information to the public about the status of the response.
    - c. Give consistent messages about when and where to seek care.
    - d. Manage expectations regarding the delivery of health and medical care.
    - e. Provide guidance on how to obtain information about the status of missing persons.
  - 8. Coordinate non-medical transportation resources and alternate route maps.
  - 9. Coordinate with Governor's Office if an emergency declaration is needed.
  - 10. Gather information on and coordinate response/ recovery for damage to critical infrastructure.
  - 11. Coordinate Federal Resources if needed.
  - 12. Maintain a contact list of agency partners that support the Mass Casualty Incident Annex.
  - 13. Maintain communications with Governor's office, other state agencies and local jurisdictions regarding the status of response and recovery efforts.
- B. Department of Human Services / American Red Cross / Salvation Army / COVOAD
  - 1. DHS - Administer assistance programs including Individual & Family Grants Program.
  - 2. DHS - Mental Health Services - plan for and provide mental health services to victims and rescuers.
  - 3. ARC / SA - Provide shelters and provisions for stranded people in accordance with internal procedures.
  - 4. ARC - Provide mass care services for civilian evacuees as directed.

- C. Department of Military and Veterans Affairs:
1. Coordinate with OEM and Governor's Office in the requesting, procurement and assigning of National Guard resources during a disaster declaration.
  2. DMVA may be requested to put Civil Air Patrol (CAP) on alert and requested to deploy CAP resources in support of search and rescue / air reconnaissance of incident site.
- D. Department of Public Health and Environment:
2. Assess the impact of mass casualty events on public health.
  3. Prepare appropriate executive orders for the governor's signature.
  4. Provide Mental Health support to community through the Behavioral Health Disaster Planning and Response Program.
  5. Support Joint Information System (JIS)
  6. Coordinate Air Ambulance Response.
  7. Coordinate need for initiating any waiver of rules and regulations regarding licensed professional personnel or dispensing outlets.
  8. If all state resources have been exhausted, and the governor has declared a disaster, CDPHE coordinates federal resources.
  9. CDPHE requests access to SNS if needed.
  10. Provide technical support to local ESF #8 entities.
  11. Provide assistance to local health departments in vector control, public health issues, water quality and hazardous materials issues.
- E. Department of Public Safety:
1. State lead for criminal investigation.
  2. Assist in patient movement activities.
  3. Work with local law enforcement to ensure security of mass casualty incident scenes and sites for triage operations:
    - a. Outer perimeter control.
    - b. Inner perimeter control.
    - c. Security of victims and property.
  4. Assist local law enforcement with any requested tasks such as crowd control, evidence collection and victim assistance.
  5. Assist with evacuation, roadway movement, traffic control and routing as directed by local jurisdiction.
  6. Establish traffic control on state highways and preserve law and order.
  7. Maintain communications and advise dispatch of current conditions in all areas of the state - emergency reports will be relayed, as needed, to OEM.
  8. Assist in hazardous materials incidents.
- F. Department of Transportation:
1. Coordinate the clearing of roadways around an incident, flows of traffic to and from an incident.
  2. Coordinate requested state mass transportation assets.
  3. Continuously monitor ground transportation network from incident site.
  4. Aviation Division will assist in air transport coordination.
  5. Provide assistance by providing barricades, debris removal and road repair as directed.
  6. Maintain communications and advise dispatch of current conditions in all areas of the state - these reports will be relayed, as needed, to the Office of Emergency Management.
  7. Provide engineers to Damage Assessment teams.



G. Private Sector:

1. Provide resources and personnel with technical knowledge during incident.
2. Stay alert for messages from jurisdiction and be prepared to follow all guidance and instructions concerning the safety of employees.

H. Amateur Radio Disaster Services/ Radio Amateur Civil Emergency Service:

1. When requested, provide emergency communication support.
2. When requested, assist response agencies with communication uplinks, communication equipment and enhancing mobile communication in the field.

## **APPENDIXES**

A. Enhanced Fujita Scale

**Tornado Incident  
Incident Annex IX  
Appendix A  
Enhanced Fujita Scale**

<b>EF-Scale</b>	<b>Typical Damage</b>
EF-0 (65-85mph)	Light: Peels surface off some roofs; some damage to gutters or siding; branches broken off trees; shallow-rooted trees pushed over.
EF-1 (86-110mph)	Moderate: Roofs severely stripped; mobile homes overturned or badly damaged; loss of exterior doors; windows and other glass broken.
EF-2 (111-135mph)	Considerable: Roofs torn off well-constructed houses; foundations of frame homes shifted; mobile homes completely destroyed; large trees snapped or uprooted; light-object missiles generated; cars lifted off ground.
EF-3 (136-165mph)	Severe: Entire stories of well-constructed houses destroyed; severe damage to large buildings such as shopping malls; trains overturned; trees debarked; heavy cars lifted off the ground and thrown; structures with weak foundations blown away some distance.
EF-4 (166-200mph)	Devastating: Whole frame houses, well-constructed houses and whole frame houses completely leveled; cars thrown and small missiles generated.
EF-5 (>200mph)	Incredible: Strong frame houses leveled off foundations and swept away; automobile-sized missiles fly through the air in excess of 100m (109 yards); high-rise buildings have significant structural deformation; incredible phenomena will occur.

## **Wildfire Incident Annex**

**LEAD AGENCY:** Division of Fire Prevention and Control

**SUPPORTING AGENCIES:** Colorado State Forest Service, Department of Corrections; Department of Human Services; Department of Military and Veterans Affairs; Department of Natural Resources; Department of Public Health and Environment; Department of Public Safety; Department of Transportation, American red Cross.

### **I. PURPOSE**

The Division of Fire Prevention and Control is the lead State agency in coordinating wildfire suppression activities. In some instances, these wildfires create circumstances where non - firefighting resources are required to be employed to deal with such issues as evacuation, mass case, sheltering, etc.

### **II. SCOPE**

- A. Wildfire protection within Colorado cannot be accomplished by any single agency. Cooperation and coordination between all agencies is the key to effective suppression.
- B. Between January and May of each year, all wildfire agencies (local, state, federal) review their annual operating plans. This plan outlines how wildfire agencies work together each year. Utilizing a network of interagency dispatch centers, resources are moved throughout the Rocky Mountain Area in support of agency needs. Local, county and state resources participate in the total mobility concept, utilizing dispatch centers to respond to local or national incident needs.
- C. Colorado law identifies the county sheriff as the fire warden for the county and the individual ultimately responsible for controlling and extinguishing wildfires occurring in the unincorporated area of the county and wildfires occurring within a Fire Protection District that exceed the capabilities of the Fire Protection District. The chief of the fire department in each Fire Protection District in the state is responsible for the management of wildfire in the district that is within the capabilities of the Fire Protection District to control or extinguish. The role of the Division of Fire Prevention and Control (DFPC) is to support and assist the sheriff and Fire Protection Districts with their responsibilities. The Division of Fire Prevention and Control fulfills this role by providing training, equipment, technical assistance and funding, and by facilitating interagency mutual aid agreements and annual operating plans. Once a wildfire burns beyond the initial and extended attack capabilities of local forces, the local responsible agency often requests management assistance in the form of a local Incident Management Team or a National Type II or Type I Incident Management Team.

### **III. SITUATION**

The Wildland Urban Interface (WUI) is the line, area, or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels. Wildfires in Colorado are a natural part of our ecosystems and help restore and maintain healthy forests. During the past few decades, population in the WUI has increased. Homes, businesses, and subdivisions are being built on forested lands that have historically seen regular fires, and even need them to remain healthy.

#### **IV. PLANNING ASSUMPTIONS**

- A. Wildfires will threaten lives, property, and natural resources and will move beyond the WUI.
- B. Successful management of wildfires will require organized interagency cooperation at all levels of government.
- C. Agreements are in place between local, county, State, Federal, and tribal entities defining cooperation, roles, and access to resources.

#### **V. CONCEPT OF OPERATIONS**

- A. State wildfire suppression involves managing and coordinating State fire suppression support to local agencies when a wildfire is beyond local control.
- B. Based upon the size and location of the wildfire threat, the State Emergency Operations Center (SEOC) may be activated to assist in the coordination of State resources for non - firefighting activities related to evacuation, mass care, sheltering etc.
- C. If the Governor issues a Disaster Emergency Executive Order activating the Colorado Hazard and Incident Response and Recovery Plan (CHIRRP), the Office of Emergency Management (OEM) will implement those portions of the CHIRRP that apply to this incident.
- D. It would be anticipated that support to the wildfire incident would be broken down into two phases, which may occur separately or concurrently.
  - 1. Phase 1: Response
    - a. Provide resources to assist in the firefighting efforts.
    - b. Identify and coordinate the evacuation of residents from the threatened area.
    - c. When necessary, identify the location and conduct the required coordination for the staffing of shelter facilities.
    - d. Once the activation of shelters has occurred, insure that medical and food resources have been alerted of the activation. This will also include a projected population estimate for each shelter location to assist in identifying logistical requirements.
  - 2. Phase 2: Recovery
    - a. When appropriate, assist with restoration projects of the environment and the WUI.
    - b. Implement procedures and plans outlined in the State Recovery Plan to assist individuals and the private sector affected by the disaster.

#### **VI. RESPONSIBILITIES**

- A. Office of Emergency Management
  - 1. Provide liaison(s) to regional wildfire Multi - Agency Coordination Group and / or to jurisdictional Emergency Operation Center (EOC)
  - 2. Assist in coordination of National Guard activation and assignment
  - 3. Manage Executive Order funds for transfer to DFPC and other agencies.
  - 4. Provide support in the local EOC or at the Incident Command Post as requested or needed
  - 5. Facilitate communication and act as a liaison between local jurisdictions and state and federal partners supporting DFPC activities
  - 6. Assist local jurisdictions in coordinating evacuation and sheltering
  - 7. Provide technical assistance to local jurisdictions regarding procurement options and logistical issues, including contracts with vendors, access to supplies, and assessment of

- needs on the incident for private land fires
- 8. Assist local jurisdictions with long - term recovery assistance including damage assessments, debris removal, and building options.
- 9. Provide technical assistance for various financial programs, including access to individual and public assistance programs, and a variety of grant programs through the Department of Local Affairs and other state agencies.
- 10. Provide assistance to local jurisdictions regarding delegations of authority and declarations of emergency or disaster as needed.
- 11. Monitor the status of support resources and provide updates to the jurisdictional EOC and DFPC as needed or requested
- 12. Provide other assistance to local jurisdiction fire organizations, counties, state agencies, and federal partners as requested.
- 13. Facilitate the execution of the FEMA / State Agreement

B. Division of Fire Prevention and Control

- 1. Be responsible for keeping the Governor's office informed of wildfire response activities.
- 2. In coordination with local jurisdictions, provide public information releases related to wildfire activities.
- 3. Inform Office of Emergency Management (OEM) when the need for evacuation, mass care, animal care, and other support assistance is needed.
- 4. Coordinate and facilitate communication with local jurisdictions, state, and federal partners.
- 5. Provide technical advice on Incident management, including resources, finance, forms, delegations, and authorities.
- 6. Coordinate use, positioning, and movement of Colorado aviation program resources including helicopters, Single Engine Air Tankers (SEATs), and the Multi Mission Aircraft. Provide technical advice on air operations and support.
- 7. Support local agencies with management of cooperator resources through the zone dispatch centers.
- 8. Assist as requested with Emergency Fire Fund (EFF) implementation by facilitating use of state resources, incident business management and coordination with local interagency dispatch center. Provide assistance to jurisdictions when requesting EFF, including forms, analysis, turnback standards, and cost share agreements.
- 9. Provide technical assistance to local jurisdictions for FEMA Declarations and Fire Management Assistance Grant (FMAG) program.
- 10. Arrange for direct liaison between local agencies and incident to coordinate requests for firefighting assistance in wildfire suppression operations.
- 11. Monitor the status of all wildfire suppression operations and provide updates as needed to OEM.
- 12. Designated as the Governor's Authorized Representative (GAR) for all wildfire incidents.
- 13. Coordinate structural protection between Incident Management Team, local authorities, and OEM using established Interagency Wildland Dispatch Protocol and Colorado State Emergency Resource Mobilization Plan procedures.

C. Department of Corrections

Provide trained and qualified wildfire suppression hand crews.

D. Department of Human Services

- 1. Prepared to implement the establishment of large volume shelters (to include companion and service animals) sufficiently distant from further wildfire threatened areas. At a minimum, the facilities will need to be functional for a period of 72 hours with sleeping areas, food, and hygiene services.

2. Coordinate the activities of non - governmental organizations assisting residents impacted by the wildfire incident.
  3. Be prepared to provide behavioral health assistance to the displaced population.
- E. Department of Military and Veteran Affairs  
The Colorado National Guard is responsible for maintaining and providing appropriately credentialed State assets of ground and aerial wildfire suppression personnel and equipment with appropriate credentials.
- F. Department of Natural Resources  
Provide Department resources as necessary for inter - department communication and incident support.
- G. Department of Public Health and Environment
1. Emergency Response: CDPHE / Department of Public Safety (CDPS) assists the incident commander in handling hazardous material and pollutant releases to air, water and soil caused by wildfires.
  2. Air Quality Monitoring: CDPHE monitors air quality in areas affected by the smoke plume and reports air quality status to State, county and local health officials for their use in issuing health advisories.
  3. Technical Assistance and Expertise: CDPHE / CDPS advises federal, state and local on - scene responders on safe handling and disposal procedures for hazardous materials.
  4. Inspections and Assessments: CDPHE inspects and assesses damage to underground fuel storage tanks, public water and wastewater systems and provides guidance to homeowners on how to check and test their wells to ensure safe drinking water.
  5. Restoration and Recovery: CDPHE assists residents and communities recover from the damages after a fire by ensuring clean and safe drinking water, monitoring water quality in affected streams, preparing grant assistance for re - vegetation efforts on private lands and working with local governments to facilitate removal of burned trees and debris.
- H. Department of Public Safety / Colorado State Patrol
1. Provide for evacuation support from wildfire areas in coordination with local authorities
  2. Provide for road closures as needed during fire suppression efforts
  3. In coordination with CDPHE, assists the incident commander in handling hazardous material releases to air, water and soil caused by wildfires.
- I. Department of Transportation
1. Coordinate permanent and mobile electronic road signs as needed for prevention, evacuation, road closure, response, and mitigation activities
  2. Provide equipment as needed and available
- J. American Red Cross
1. Assist with providing mass care.
  2. Provide mass care services for civilian evacuees as directed.

## **Winter Storm Incident Annex**

**LEAD AGENCY:** Division of Homeland Security and Emergency Management

**SUPPORTING AGENCIES:** Department of Agriculture, Department of Human Services, Department of Military and Veterans Affairs, Department of Natural Resources, Department of Public Health and Environment, Department of Public Safety, Department of Regulatory Agencies, Department of Transportation, Colorado Energy Office, American Red Cross, The Salvation Army, COVOAD.

### **I. PURPOSE**

This appendix identifies the actions, coordination, and preparations State agencies and their partners should perform in order to respond to a severe winter event. All actions will be predicated upon the affected jurisdiction's needs.

### **II. SITUATION**

A severe winter storm or blizzard is forecasted to impact Colorado. The initial hazard is to the roadway transportation system. Reduced visibility and snow - cover on roadways can strand motorists and degrade response capabilities for emergency services. Slow moving upslope storms generate significant snow accumulation and wind which can block roadway systems for an extended number of days. Impacts of the storm could include the need for shelters for stranded travelers, identifying and tracking access and functional needs populations, building collapse, loss of power lines (especially to critical care facilities such as hospitals and nursing homes) and economic loss (especially concerning private businesses). These storms threaten life, safety, the ability to meet basic needs, and critical infrastructure.

### **III. ASSUMPTIONS**

- A. Advance warning of a severe winter storm will provide local jurisdictions, State agencies, and their partners with some time to prepare personnel, services, and other resources for response operations.
- B. Local jurisdictions will use mutual aid agreements to assist in meeting their initial response needs.
- C. Affected local jurisdictions will issue disaster declarations.
- D. Affected local jurisdictions will request State assistance (beyond those State assets that are physically located within their district areas) if the normal response capability of the affected jurisdiction(s) is overwhelmed.
- E. The Governor will activate the Colorado Hazard and Incident Response and Recovery Plan (CHIRRP) through the issuance of an Executive Order declaring a Disaster Emergency.
- F. Major storms will likely result in critical shortages either from supply chain disruption and higher utilization / purchase rate that exceeds on-hand supplies.
- G. There is a high likelihood of disruption to all modes of transportation.

#### **IV. CONCEPT OF OPERATIONS**

- A. Through advanced notice of a severe winter storm, warnings will be provided to the public so they can shelter in place and avoid needing emergency services. In preparation to support local requests for support, State assets will be ready to respond during and after the storm. Efforts will be oriented towards ensuring the capability for warning motorists of the weather before conditions become restrictive to transportation, rescuing those motorists that become stranded, transporting emergency supplies and services, monitoring and tracking critical infrastructure, clearing critical roadways of both stranded and abandoned vehicles, clearing snow from roadways for emergency services and clearing the public roadway system so that the State can return to a state of normalcy.
- B. State agencies will operate under their own authorities as well as the CHIRRP (24-33.5-701 CRS, as amended). Their initial tasks will be to identify and prioritize resources available to support emergency response tasks prior to the severe winter event.
- C. State agency partners [non-governmental organizations (NGO's), private sector, etc.] will be expected to provide assistance based upon their capabilities and pre-established agreements to the extent possible.

#### **V. ROLES AND RESPONSIBILITIES**

- A. Office of Emergency Management
  - 1. Monitor severe weather conditions, as needed.
  - 2. Coordinate state response to requests for assistance from local jurisdictions.
  - 3. If necessary, activate and staff the State Emergency Operations Center.
  - 4. Coordinate state/ inter - state resources.
  - 5. Coordinate The Joint Information System
  - 6. Lead State Public Information Office (PIO)
  - 7. Coordinate with Governor's Office if an emergency declaration is needed.
  - 8. Gather information on and coordinate response/ recovery for damage to critical infrastructure.
  - 9. Coordinate Federal Resources if needed.
  - 10. Maintain communications with Governor's office, other state agencies and local jurisdictions regarding the status of response and recovery efforts.
- B. Department of Agriculture
  - 1. Evaluate potential impact on agriculture and livestock
  - 2. Contact major livestock / agriculture interests in affected area and begin tracking status.
- C. Department of Human Services
  - 1. Determine impact on access and functional needs individuals in affected area
  - 2. Coordinate with Colorado Voluntary Organizations Active in Disaster (COVOAD) and local jurisdictions
  - 3. Determine numbers, transportation requirements, needs / needed supplies, ability for self-sustainment
  - 4. Evaluate types of shelters needed, shelter requirements and options
- D. Department of Military and Veterans Affairs
  - 1. Assess potential personnel and equipment status and capability in affected area and provide status report to SEOC
  - 2. Identify personnel and equipment to support



3. Be prepared to move Small Unit Support Vehicles (SUSV) or HUMVEES to locations to be able to support affected areas
- E. Department of Natural Resources  
State Forester / Division of Parks Wildlife provide status and availability of State 4 - wheeled drive and snowmobile assets
- F. Department of Public Health and Environment
1. Contact affected local public health agencies and Emergency Medical Systems (EMS) to evaluate impact on EMS, specialty medical clinics (dialysis and chemotherapy), hospitals and assisted living facilities in affected area
  2. Request local public health and medical leads to evaluate effect on access and functional needs populations.
  3. Contact local health agencies regarding high risk patients
  4. Prepare publicly releasable information regarding potential health and disease issues
  5. Monitor EMSsystems® and track Hospital / EMS status (generator fuel, pharmaceutical supplies)
  6. Coordinate with CDOT for utility issues (drinking water, treatment facilities, chemical supplies and fuel for generators, priority grid for power outages)
  7. Coordinate with Department of Human Services on access and functional needs population locations for public health issues (safe food and water sources)
  8. Coordinate with Departments of Agriculture and Natural Resources on food and livestock issues.
- G. Department of Public Safety
1. Coordinate with CDOT for passing of information to commercial trucking
  2. CSP coordinates with CDOT for snow capable search assets
  3. Coordination with local jurisdictions for Law Enforcement resources
  4. CSP develops plan to support local jurisdictions in the establishment of Traffic Control Points, evacuation routes, status boards, identification of stranded motorists
- H. Department of Regulatory Agencies (Public Utilities Commission)  
Conduct a preliminary analysis of potential system impacts and coordinate with private sector
- I. Department of Transportation
1. Coordinate with Ports of Entry and passing of information to commercial trucking
  2. Identify possible equipment for snow clearance
  3. Prepare equipment and personnel for deployment to staging areas
- J. Colorado Energy Office
1. Conduct analysis of system impacts in coordination with private sector
  2. Identify system outages / locations

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## Supporting Annex Access and Functional Needs

**Lead Agency:** Department of Public Health and Environment

**Supporting Departments / Agencies:** All State agencies, American Red Cross, Colorado Voluntary Organizations Active in Disaster,

### I. Purpose

- A. The Constitution of the State of Colorado mandates that every town and city is responsible for the health and safety of their citizens. State agencies have been created to assist local government to fulfill this mandate. As a result of recent Statewide disasters negatively impacting access and functional needs populations, there is a need to re - identify access and functional needs support measures. This is not to take away from whole community preparedness planning, which inherently includes the access and functional needs population.
- B. The Civil Rights Act of 1964 and Americans with Disabilities Act of 1990, along with US Department of Justice, US Department of Homeland Security, and the Federal Emergency Management Agency all require the inclusion of people who have disabilities in all phases of emergency management; protection, preparedness, response, recovery, and mitigation. People with disabilities need to be included in local emergency planning response and recovery.
- C. This is consistent with language in the National Response Framework which defines “access and functional needs” as a broad set of common function - based needs irrespective of specific diagnosis, statuses, or labels (i.e., children, senior citizens, people with mobility needs, etc). Populations may have methods for meeting these needs before, during, and after an incident that are compromised by the hazard or that are not commonly practiced by emergency systems, including but not limited to:
  1. **Communication** - Individuals who have conditions that affect the way they receive information and whose response to information will need that information provided in methods they can understand and use. They may not be able to hear verbal announcements, see directional signs, or understand how to get assistance all because of hearing, vision, speech, cognitive, or developmental or intellectual differences or because of literacy or limited English proficiency.
  2. **Maintaining Health** - Individuals who are separated by a disaster from regular health care supplies, providers, or services may need assistance with: managing chronic, unstable, or contagious conditions that require observation and ongoing treatment; managing intravenous therapy, tube feeding, and vital signs; receiving dialysis, oxygen, and suction administration; replacing medications or critical equipment, managing wounds; and operating power dependent equipment to sustain life. These individuals require support of trained health professionals.
  3. **Independence** – Individuals’ independence may require particular environments or resources that are disrupted during an emergency or a disaster. Resources may include earned income, supplies, power, durable medical equipment, attendants, or caregivers.
  4. **Medical care** - Individuals who are not self - sufficient or who do not have adequate support from caregivers, family, or friends may need assistance with: managing unstable, terminal or contagious conditions that require observation and ongoing treatment; managing intravenous therapy, tube feeding, and vital signs; receiving dialysis, oxygen, and suction administration; managing wounds; and operating power dependent equipment to sustain life. These individuals may require support of trained medical professionals.
  5. **Safety, support, and self - determination** - Before, during, and after an emergency

individuals may lose the support of caregivers, family, or friends or may be unable to cope in a new environment. If separated from their caregivers, young children may be unable to identify themselves; and when in danger, they may lack the cognitive ability to assess the situation and react appropriately. This population may need additional personnel for assistance and support.

6. **Transportation / Movement** – Individuals may have difficulty moving either over distances for evacuation or to access services, or in local spaces due to ambulatory differences. Individuals who cannot drive or who do not have a vehicle may require transportation support for successful evacuation. This support may include accessible vehicles (e.g., lift - equipped or vehicles suitable for transporting individuals who use oxygen) or information about how and where to access mass transportation during an evacuation. Best practices recommend leaving general transit routes intact in areas surrounding the incident. Individuals with ambulatory differences may need alternate service delivery formats or accommodations.

- D. This document provides a framework for State and local emergency response personnel working with individuals with access and functional needs. The purpose is to assure inclusion of people who have disabilities and other people who have access and functional needs in emergency preparedness, response, recovery and mitigation services. Integrating provisions for various function - based needs into the Colorado hazard and Incident Response and Recovery plan (CHIRRP) ensures access and functional needs considerations are part of overall planning. Detailed organizational direction should be covered in the Primary and Support Agencies' Standard Operations Guides and Procedures.
- E. Resource Mobilization – Plan in advance. Identify service agencies who may be able to provide necessities for needs, such as transportation companies, ASL Interpreter and Translation agencies, durable medical equipment and consumables. It is recommended to have an MOU in place, prior to the emergency.
- F. The actions described in this document are not limited to particular types of events, but are overarching in nature and applicable to nearly every type of incident.

## II. Scope

- A. Individuals with disabilities and other people with access and functional needs; for example: people who live in institutionalized setting; who are senior citizens; children; people from diverse cultures; who have Limited English Proficiency; are non - English speaking; or without personal transportation. Defining access and functional needs populations is an ongoing process, as the people and their needs change over time. It is important the information collected be accessible and easy to amend.
- B. Service animals are permitted in all places that serve the public as long as the animal is not out of control or otherwise posing a direct threat to the health or safety of individuals. Access includes transportation with their owners / handlers during evacuations. In accessing forms of transportation, planners should cover the presence of service animals and the potential need to assist animals during evacuations.
  1. Service dogs are individually trained to do work or perform tasks for the benefit of an individual with a disability including a physical, sensory, psychiatric, intellectual, or other mental disability. According to the ADA, only two questions may be asked to determine if an animal is a trained service animal:
    - a. Is the animal a service animal required because of a disability?
    - b. What tasks or work has this animal been trained to perform?

2. If the answers to these questions reveal that an animal has been trained to assist a person with disabilities, that person should be allowed to access services, programs, activities, and facilities while accompanied by the service animal. Service animals do not require certification, identification cards or licenses, special equipment, or professional training. The animal should be kept with the handler to the greatest degree possible to minimize movement trauma and general safety to both. Emergency personnel and owners must address potential medical needs of the service animal to maintain the animal's health. As a result, transportation must include provisions to carry any necessary medications for animals as they would for a human passenger.

C. Emotional Support Animals.

1. An Emotional Support Animal (ESA) is an animal that, by its very presence, mitigates the emotional or psychological symptoms associated with the handler's condition or disorder.
2. ESA's may be accepted into a shelter at shelter management discretion.

D. Planning Assumptions

1. The intent of Title II of the American Disabilities Act (ADA) will be followed to ensure emergency management programs, services, and activities are accessible to and usable by individuals with access and functional needs without causing undue financial or administrative hardship on State or local governments providing the emergency - and disaster - related response and recovery operations and services. Responsibilities and requirements outlined in Title II of the ADA will be prioritized and instituted in order to provide for immediate, lifesaving needs during response operations to the return and transition into the community during recovery operations. Planning for people with disabilities should occur simultaneously with general population plans to ensure equal access opportunity. Planning for people with disabilities should not be separate or apart from basic emergency plans.
2. Colorado depends on the Department of Human Services (CDHS) to provide guidance on and interpretation of matters regarding all aspects and phases of Title II of the ADA. Local Emergency Managers are encouraged to work with the CDHS to ensure compliance with the intent, purpose, and requirements of Title II of the ADA as the statute applies to emergency management during all phases of emergency or disaster operations.
3. There will be inclusion of persons with access and functional needs in the local emergency planning, training and exercise process.
4. A certified interpreter and translators when available are recommended. Community resources such as interpreters, health care personnel, and housing managers will provide assistance to members of the access and functional needs community and emergency response personnel who require their assistance. Individuals requiring assistance can advocate for their own preference.
5. Collaboration and partnerships with access and functional needs stakeholders, community - and faith - based organizations (CBO, FBO) and non - governmental organizations (NGOs) builds community resource capacity for preparedness, response, recovery, and mitigation.
6. Emergency shelter kits, including durable medical equipment and other consumable medical supplies may be made available.
7. Mutual - aid agreements and memorandums of agreement / understanding (MOA / MOU) with neighboring jurisdictions may provide additional emergency capacity resources.
8. Some members of the access and functional needs community may have to be evacuated without or may be separated from durable medical supplies and specialized equipment they need (i.e., wheelchairs, walkers, telephones, etc.). However, and individual's medical equipment should be treated as an extension of the individual. Every reasonable effort should be made by emergency managers and shelter providers to ensure durable medical supplies are

- kept with the person or made available through replacement or retrieval.
9. Assistance to individuals should be available upon request.
  10. Frequent personal and family preparedness education programs and local jurisdiction self - identifying registries in accessible formats and languages should reach all people in the jurisdiction.
  11. Emergency human services are vital for the long - term recovery of a community and are as important as the repairs to its physical infrastructure.
  12. A sustained long - term commitment to providing human services is needed to restore all residents to a State of mental, physical and social well - being.

#### E. Registries

1. Registries are databases of individuals who voluntarily sign up for receiving emergency response services based on need(s). Not everyone who requires assistance during an emergency will enroll, in part, because they do not want to disclose their personal data for the following reasons:
  - a. They fear their financial assets will be taken.
  - b. They fear legal consequences (in the case of undocumented workers).
  - c. They think the privacy of their medical information will not be protected, making them targets of crime and fraud.
  - d. Their function - based or medical needs are new, temporary, or incurred as a result of the disaster.
  - e. They do not believe they have a need for assistance.
2. The most effective means of registry management is through MOUs with known agencies / organizations that service individuals with access and functional needs. These agencies have already established safeguards to protect registrants' privacy and the confidential information. The MOU would describe the process by which the agency / organization would contact and / or connect individuals requiring evacuation / transportation assistance with first responders during an emergency.
3. Registry database management should be discussed at the local level. Encourage self - identification and distribute information on voluntary pre - registration of individuals who will need assistance or accommodations during an emergency. What individuals can expect based on participation in the registry (both how their information will be used as well as any response capacity/limitation) should be made clear before emergencies. Those who need individual notification and / or assistance in order to evacuate their homes and workplaces can register with their local Emergency Management Agency in advance. It is imperative the confidentiality of the registrant be strictly protected. Some towns and cities have recently launched their own self - identification programs. Ideally such systems should inform responders of a registered individual's communications and assistance needs, as well as indicating where to look for the person if not at their primary address and who else should be contacted on the individual's behalf.
4. Some drawbacks of registries are that people often do not update their information and may assume registration guarantees response services and that no further action is required. Local jurisdictions should be clear about limitations associated with registries.

#### F. Notification

1. Use a combination of emergency notification systems, such as visual and audible alerts to reach a greater audience than either method alone. Auto - dialed text telephone (TTY) messages to pre - registered individuals who are deaf or hard of hearing, text messaging, emails, and other innovative uses of technology may be incorporated into such procedures. For announcements by government officials on local television stations, the ADA requires providing certified language interpreters and open captioning to ensure that people tuning in

- are able to access the information provided. ALS interpreters should always be visible on screen during a briefing, even if the camera pans to maps, or other information.
2. Educate your community to “opt in” for “reverse emergency notifications.” These messages are sent out via text, emails, and actual phone calls.
  3. Involve people with disabilities in assessing needs and making purchases of emergency systems. Consider integration with common means of communication that people with disabilities and other communication differences use on a daily basis.
  4. Practice new systems involving people with disabilities and other communication differences in design, testing, execution, supervision, and evaluation of all testing and exercises.

#### G. Education, Training, and Exercises

1. Emergency plans and procedures are only useful when accompanied by comprehensive training and exercise programs. These programs are meant to strengthen the overall effectiveness of plans by “evaluating” all or some components of the plan, identifying strengths and weaknesses, and identifying solutions to improve existing procedures and protocols. From past experience, it is clear that if included individuals with access and functional needs can:
  - a. Articulate emergency needs within their communities, when given the opportunity.
  - b. Assist emergency managers in developing plans for access and functional needs issues within their community(ies).
  - c. Assist emergency managers in educating the public about individuals with access and functional needs including those with disabilities.
  - d. Encourage overall greater collaboration, coordination, and communication before, during, and after disasters.
  - e. Help develop solutions and resources within the community that can support the emergency management system.
  - f. Identify weaknesses and gaps in plans that require further development.
  - g. Provide opportunities to build awareness about access and functional needs and emergency preparedness issues.
2. Education
  - a. Public education on personal and family preparedness is one component of effective response. Encouraging all residents, including individuals with access and functional needs to take responsibility for their own safety and security will benefit emergency managers and responders. Everyone should have preparedness, evacuation, and sheltering plans whether as an individual or a family. A general rule of thumb is to plan to be self - sufficient for upwards of 3 – 7 days or longer. Individuals with access and functional needs should be encouraged to prepare these plans that include provisions for:
    - (1) Accessible transportation.
    - (2) Adaptive equipment, maintenance tools, batteries, battery chargers, and power – safe locations in the community.
    - (3) Evacuation (if needed).
    - (4) Food and water.
    - (5) Important legal and other documents.
    - (6) Medications, medical contacts and care providers.
    - (7) Other go - kit necessities.
    - (8) Family reunification plans.
    - (9) Service animals and their provisions.
    - (10) Support networks.
    - (11) Multiple backup plans.
  - b. An emergency support network can consist of friends, relatives, or aides who know where the person is, what assistance he or she needs, and who will join the person to

assist them in seeking shelter or when sheltering - in - place. If a person's plan depends on assistance from others, it is essential that those others fully understand and commit to their role, and that the individual also establishes backup plans as a safeguard against unforeseen contingencies. Some support network members may not be able to reach the person with specific access and functional needs, so alternatives must be in place.

### 3. Training

People with access and functional needs have been involved in all different aspects of emergency management training as developers, trainers, and participants. In the emergency management spectrum there are several types of training that should be inclusive and incorporate access and functional needs issues, these include:

- a. Community - based training and education (i.e., community disaster preparedness and outreach).
- b. Trainings through [COTrain.org](http://COTrain.org), FEMA and / or State trainings provided by emergency management or partner agencies.
- c. Cross - training. It is important to provide training on emergency preparedness issues (command structure, evacuation, sheltering, etc.) for access and functional needs populations, and equally important to train the emergency preparedness community on access and functional needs issues. This will help foster a better understanding of each perspective.
- d. Emergency management agency training on specific hazard annexes / plans (evacuation, sheltering, pandemic flu, hazardous materials, etc.).
- e. First responder training (fire, law enforcement, emergency medical services).
- f. Volunteer training (Voluntary Organizations Active in Disasters (VOADs), American Red Cross, etc.).

### 4. Exercises

- a. During emergencies and disasters, first responders, emergency transportation drivers, and shelter staff often have questions about how to handle issues that arise. When these issues involve people with access and functional needs, ADA and Fair Housing Act obligations are often implicated. Exercises and drills are used to evaluate the effectiveness of plans. Enlist persons with access and functional needs to role - play in emergency simulations. Seeking and using input from people with access and functional needs, and organizations with expertise on functional issues, will help ensure that your emergency planning and preparedness includes all residents in all phases of emergency management.
- b. The U.S. Department of Homeland Security (DHS) Homeland Security Exercise and Evaluation Program (HSEEP) list seven types of exercises: seminars, workshops, tabletop exercises, games, drills, functional exercises, and full - scale exercises. This variety provides options to best suit the need. DHS - funded exercises are required to follow HSEEP. Supporting HSEEP and the Exercise Evaluation Guides derived from them. Those responsible for integrating access and functional needs into exercises and exercise programs should be well - versed in the authorities and laws attached.
- c. After an exercise or drill, an after action report should be developed to capture the exercise successes, needed improvements and to determine steps for corrective action. Work with access and functional needs communities to review gaps or issues that were identified in exercises and identify practical solutions in a timely manner.
- d. Consider partnering with agencies that can identify AFN disaster clients to role play during exercises. Ensure communication devices or interpreters are available during an exercise.

### 5. Crisis and Risk Communications

- a. The primary goal of emergency messaging is to motivate people to take a desired action before and during a crisis. It requires an understanding of how to reach the targeted populations in ways that grab their attention and change the way they think so they will



take action. This is a major challenge for individuals with disabilities. The National Organization on Disability (NOD) identifies three types of disabilities of concern for emergencies and disasters: sensory, mobility, and cognitive. The following definitions are from NOD's Emergency Preparedness Initiative:

- (1) Sensory - Persons with hearing or visual limitations, including total blindness or deafness.
  - (2) Mobility - Persons who have little or no use of their legs or arms. They generally use wheelchairs, scooters, walkers, canes, and other devices as aids to movement.
  - (3) Cognitive - The terms "developmental" and "cognitive" most commonly include conditions that may affect a person's ability to listen, think, speak, read, write, do math, or follow instructions.
- b. It is important to remember and understand that individuals can have more than one disability. However, it does not mean people with disabilities lack capacity. These individuals bring a tremendous amount of capacities, insights, and resources to those involved in safeguarding the public.
  - c. Message content should include, when appropriate, incident facts, health risk concerns, pre - incident and post - incident preparedness recommendations, and where to access assistance in formats or languages that the whole community can understand. Where necessary, the base content of these messages should be composed and translated into other languages in advance (with opportunity for collaboration and input from all interested stakeholders), developing templates to insert the specifics of each emergency situation and the protective actions recommended. These communications may need to be coordinated with public health, emergency management, or both.
  - d. Composing warning messages, directions, announcements, offers of assistance and other public information accessible to people with communications differences requires familiarity with the capabilities and limitations of various communications technologies. There are many communication methods that can be used such as, phone, radio, television, bill inserts, word - of - mouth / hand, languages spoken and signed, and social and community networks. For people to act, they must understand the message, believe the messenger is credible and trustworthy, and have the capacity to respond. It is essential to utilize multiple redundant channels and alternative and accessible formats in alerting populations to an emergency. Yet, for English speaking or limited English proficiency (LEP) populations, readying the optimal channel is a time - intensive task that must be accomplished at various levels prior to and during an emergency.
  - e. Emergency messaging, especially emergency notifications, are only effective if disaster information reaches everyone and if everyone has baseline education about the emergency systems / procedures that are being discussed. In order to reach all people in a disaster area, messaging and notification must follow all the principles of effective communication. Emergency messaging should be in alternate formats in order to reach all residents. Examples include:
    - (1) Captioning and American Sign Language (ASL) interpreters. Both are required because not all people who are deaf read and not all people who are deaf are proficient with ASL.
    - (2) Large print (16+) and Sans Serif fonts for all forms of printed messaging.
    - (3) Rehabilitation Act, section 508 compliance for all electronic and information technology.
    - (4) People who are deaf or hard of hearing may not hear local sirens and audible forms of notification.
    - (5) Notification for people who are Deaf / Blind requires research / survey and discovering best local available forms of notification for that population.

- (6) Additional research / survey is required to predetermine dominant non – English speaking and LEP populations to discover additional language template needs to reach the whole community.
- (7) Messaging should be in straight forward, simple language for ease of understanding by all residents.

6. Evacuation

- a. Not all disasters require individuals to flee their homes or businesses. However, safe and effective evacuation of all people with varying levels of functional need should be a central objective. Planners should consider the demographic composition of the community, the transportation necessary for evacuation, and the capacity to provide shelters that meet the range of needs that exist within the community. Evacuation planning should take into account regulations, licensing, and other mandated responsibilities as well as resources, hazard analyses, and evaluation of emergency circumstances. Individuals with access and functional needs including those with disabilities should evacuate during pre – evacuation notification, instead of waiting for mandatory evacuation orders. Evacuation can become more difficult as the situation worsens, including extended travel times, roadblocks, weather, emergency access and others. Emergency response systems can be overwhelmed, and evacuation assistance can be severely limited.
- b. Consider multiple formats for accessible communications when preparing evacuation communications. Plan for flexible and adaptive communication beyond what you may initially anticipate.
- c. Issues such as personal assistance devices, service animals, supplies, equipment, help and support of family members, friends, pets, and / or directly employed aides are important to many people with access and functional needs. Responders must be trained on the importance of allowing individuals with disabilities to include personal care assistants or family members, service animals, and mobility, communications and medical devices. Provisions should be made to assure safe transport of mobility, communications, and other assistive equipment. Policies need to be developed and are mandatory under the ADA.
- d. The guiding principle indicates that evacuees be allowed to bring animals, equipment and others with them. Evacuees should be allowed to do so unless granting the request would likely result in imminent harm to the person or others. This principle is known as “reasonable accommodation” under the ADA.
- e. People with disabilities should not be routinely transported to health care facilities simply because they have disabilities. Informed triage decisions should include an understanding that there is a difference between living with a disability and needing to be transported to a health care facility because of illness. The individual with the disability should have the opportunity to advocate for their own preference and not have this decided for them. All efforts should be made to communicate with the individual responsible for their own recovery.
- f. It is suggested that exercises be planned to evaluate emergency procedures for adult day programs, nursing / group homes, institutions, and large public buildings. They should be conducted at least once a year. These exercises should evaluate plans that ensure they include accommodations for people with sensory, mobility, and cognitive disabilities.
- g. The demands of multiple - trip and long - distance travel will be especially challenging for some individuals – both physically and mentally. Emergency managers should designate and advertise staging areas for long - distance transportation and provide additional transportation in the form of over - the - road buses or school buses to shelter locations outside the jurisdiction. In general, over - the - road motor coaches rather than school buses, city buses or para - transit vehicles are preferred for evacuating people

between community areas. In many cases, there will be individuals living in the community who will not be able to get to designated staging areas on their own. Given available resources, plans should include mechanisms to assist these individuals. Once individuals are transported from their initial location to a pick - up point, adequate accessible vehicles should be available to transport them to the designated shelter location. This may require a memorandum of understanding (MOU) or Memorandum of Agreement (MOS). Emergency managers should maintain a variety of resources for accessible transportation needs.

- h. Evacuation Considerations to Accommodate Specific Needs. Depending upon the emergency / disaster and risk - to - benefit decision - making, individuals requiring acute medical care may require evacuation 24 - hours before the general population. The following considerations are essential for comprehensive community evacuation planning:

- (1) Adult Day Care Facilities

- (a) Any health care facility licensed by the State must be in compliance with the State Fire Code including, but not limited to, the Life Safety Code of the National Fire Protection Association and the International Building Code. These codes and standards include requirements for sprinkler systems, fire alarms, building code issues, means of egress, and other important fire safety measures. In the event that power is lost and must be restored in stages, it is recommended that local jurisdictions prioritize settings where individuals are dependent on life - sustaining equipment.
  - (b) The decision to evacuate a care setting and / or individuals with special health conditions residing in private residences requires careful planning and assessment of the risk. Local emergency management agencies and fire departments should work with these facilities to help ensure their plans adequately and realistically address hazards and emergencies common to that location.

- (2) Child Care Facilities

CRS 26 – 6 - 103 addresses Child Care Licensing Rules. As indicated in the school emergency response plan, child care facility emergency response plans shall be based on ICS and coordinated with the emergency response agencies in the community in which the facility is located. The plan should also include response actions for natural, human - caused or technological incidences including, but not limited to:

- (a) Drop and cover
  - (b) Evacuation, both within building and off - site
  - (c) Lockdown
  - (d) Lockout
  - (e) Reverse evacuation
  - (f) Shelter - in - place

- (3) High - Rise Buildings

For jurisdictions with high - rise buildings; work with the local EMA and fire department and representatives from the Occupational Safety and Health Administration to establish policies and procedures to target full evacuation. The plan should include specific instructions, both written and oral, for all residents.

- (4) Jurisdiction to Jurisdiction

- (a) This usually takes advance planning to ensure that capabilities for supporting access and functional needs populations are defined (i.e., transportation and receiving shelters).
  - (b) EMAs should designate and advertise staging areas for long - distance transportation and provide additional transportation in the form of motor coaches,

- school buses, para - transit, or rail to shelter locations outside of the jurisdiction.
- (c) Sustaining individuals awaiting evacuation is also critical. No jurisdiction has the capability to simultaneously evacuate its entire population. Therefore, if a phased evacuation is implemented and some individuals must wait for 12 or more hours, the jurisdiction should determine how they will be sustained during that period.
- (5) Public and Senior Housing
 

Issues of transportation for a large number of people (some with families including small children and others with mobility disabilities), in addition to the need to secure long - term living arrangements for people evacuated, create major barriers for public and senior housing.
- (6) Schools
  - (a) The evacuation of schools should be thoroughly planned prior to an emergency. According to CRS 22 – 32 – 109.1, all public and non - public schools are required to have a site specific School Response Framework that is based on and conforms to Incident Command System and the National Incident Management System. The plan shall address hazards including but not limited to acts of violence, threats, earthquakes, floods, tornadoes, structural fire, wildfire, internal and external hazardous materials releases, medical emergencies, and any other hazard deemed necessary by school officials and local emergency authorities. The plan should also be based on the unique architectural, geographical, and student population characteristics of the school.
  - (b) School - based emergency plans should include procedures and processes for ensuring the full - participation of students and staff, including those with disabilities, in the event of an evacuation, lockdown, or shelter - in - place. Each school - based emergency management plan should identify how to best address a variety of access and functional needs in their populations – including visual, hearing, mobility, cognitive, attention and emotional disabilities – to adequately consider their needs.
  - (c) Plans should also outline procedures (such as inclusive communication procedures) for reunifying the students with their parents at a pre - identified reception site. The parent / child reunification process is often a highly emotional and chaotic event, and having staff with the appropriate skill sets to manage such situations is critical.
- (7) Workplaces and Public Venues
 

Business and public venue managers have the responsibility of developing plans to be prepared for an emergency and are encouraged to work with their local emergency manager regarding these plans. As part of the emergency planner’s preparedness message to employers, emphasis should be placed on:

  - (a) A two - prong planning process that combines clear guidelines for all occupants of the premises, while being customizable to meet the unique circumstances of employees and visitors with access and functional needs; and
  - (b) Rigorous and regular practice of the employer’s emergency plan, providing opportunities to evaluate procedures and keeping the issue in the minds of agency managers and employees.
  - (c) The importance of timely and accurate emergency communications that is accessible to all employees and visitors, including individuals with access and functional needs;
  - (d) The necessity for commitment to emergency preparedness from senior - level management within an organization;

## 8. Transportation

- a. Populations that will require transportation assistance during emergency response and recovery include:
    - (1) Individuals who do not have access to a vehicle but can independently arrive at a pick-up point.
    - (2) Individuals who do not have access to a private vehicle and will need a ride from their home
    - (3) Individuals who live in a group setting or assisted living environment and will need a ride from such facilities
    - (4) Individuals who are in an in-patient medical facility or nursing home;
    - (5) Individuals who are transient, such as people who are homeless, and have no fixed address
    - (6) Individuals with limited English proficiency
    - (7) Those with geographic or cultural barriers to accessing emergency transportation.
  - b. Communities should work together to coordinate evacuation plans in advance. Many people with disabilities do not drive and routinely use public transit systems operated by public transit and may call on such services before, during, and after an emergency. If these services are unavailable during the emergency, plans must include a way to forward requests to emergency services or transportation coordinators and to alert customers that the request has been forwarded. If long-term care facilities have contracted for accessible evacuation transportation, they must not all plan to use the same contractor, or if they do, they must be sure that the contractors have sufficient vehicles to meet all needs.
  - c. There are approximately 64 federal programs that support transportation services for access and functional need populations on a daily basis. Of these programs, approximately 34 operate vehicles or contract for services. Examples of these programs include senior centers, mental health day rehabilitation programs, and vocational rehabilitation programs. Emergency response coordination should be included in the coordinated transportation planning efforts undertaken by the regional planning commissions with funding from the Department of Transportation (CDOT). Steps should be taken to include social service and transportation providers and transportation planning organizations in determining transportation needs and develop agreements for emergency use of drivers and vehicles. Once plans are established, training opportunities should be determined. Exercises should be conducted to identify additional challenges posed by evacuating hospitals, fixed facilities, and individuals with varying access and functional needs.
  - d. Vans and buses vary as to the number of individuals they can accommodate and the types of lifts, ramps and wheelchair securing devices they employ. The process of inventorying these vehicles should identify overall occupant capacity and whether there are any limitations regarding the size or type of wheelchairs or other equipment they can safely transport. Operators need to be trained in the safe operation of lifts, ramps, tie downs and other mechanical devices and in safety issues.
  - e. Some public- and private-sector transportation providers are reluctant to provide service without memorandums of agreement with State or local jurisdiction regarding liability and reimbursement. Such agreements typically require time, money and legal representation - resources governments may not have readily available. Additionally, private transportation providers often will not provide transportation without formal sheltering agreements being in place to eliminate unexpected complications.
9. Sheltering
- a. The Department of Human Services is the lead for the Emergency Support Function #6 Mass Care, Emergency Assistance, and Temporary Housing. They will work with the American Red Cross, State and local emergency management to designate and coordinate shelters during times of an emergency or a disaster. The management, operation, and staffing of the shelter is the shared responsibility of the local government and the

American Red Cross. Regardless of who operates a shelter, the ADA generally requires shelter operations to be conducted in a way that offers individuals with disabilities the same benefits provided to people without disabilities (safety, comfort, medical care, support of family and friends). To the maximum extent possible, shelter and support plans should include persons with access and functional needs along with others in their community and the co - location of a shelter for pets.

- b. Shelter - in - Place
  - (1) Evacuation may not always be possible or desirable in an emergency and people with access and functional needs must also prepare to shelter in place. Local plans should include ways to check on people and get personal care assistance to those who need it. Individual needs vary, but during a prolonged emergency, some individuals will need assistance from others in meeting their basic needs. Plans should call for linkages with community - based organizations, home care, social services, and other agencies for assistance. Provide clear instructions for people who are sheltering about how to request assistance.
  - (2) Deciding to evacuate a fixed facility setting and individuals with special health care needs residing in private residences requires careful planning and assessment of risk. Facilities should have plans in place for emergencies. These facilities are ultimately responsible for their residents. Local EOPs should pre - identify these facility locations and have an estimate of the number of individuals residing in each. Emergency managers and facility managers should work together to help ensure plans adequately and realistically address hazards and emergencies common to that location.
  - (3) When advance warning permits and when sheltering - in - place poses a greater risk to the individual than evacuation, individuals who require acute medical care should be evacuated 24 - hours before the general population. Facilities in neighboring jurisdictions should be ready to receive those displaced individuals (agreements should be in place before the incident), and proper resources, including medical supplies and appropriate staff, should be in place at the receiving facilities.
- 10. The recovery phase of an emergency typically is the longest and most difficult aspect of a disaster for a community's residents, and this can be especially traumatic for people with access and functional needs. They may be deprived of vital connections to attendants, service animals, neighbors, local business owners, and even family members. They may no longer be able to follow their accustomed routines. There may also be evidence of psychological distress by forcing some individuals with access and functional needs to confront their limitations or to relive traumatic experiences from their past. Plans can be established so that all critical services for all people are restored or addressed as a priority during the recovery phase, which support people in managing their lingering psychological distress and changed community environments.
  - a. Access to Social Services, Temporary Lodging or Housing, and Other Benefit Programs  
State and local governments often provide social services and other benefit programs to assist people harmed by emergencies and disasters. These programs need to be accessible to all members of the population. Following are some important points to remember:
    - (1) Application procedures should not limit access for people with access and functional needs. Procedures that allow people to apply in different ways – providing auxiliary aids and services and reasonable modifications to application procedures when people with disabilities need them – is the most effective way to ensure equal access.
    - (2) Information about social services and other benefit programs should be available in alternative and accessible formats for all people.
    - (3) Crisis counseling services will not be accessible to people who are deaf or hard of

hearing or have other communication differences unless appropriate auxiliary aids and services are provided. In addition, these services need to be offered at physically accessible locations.

- (4) Temporary lodging or housing programs will not be accessible to all people with access and functional needs unless accessible hotel rooms or accessible temporary housing and accessible forms of transportation are available. Temporary housing should include available physically accessible short - term housing, as well as housing with appropriate communication devices. Temporary accessible housing (such as nearby accessible hotel rooms) may be used if people with disabilities cannot immediately return home after a disaster and no other support system is available.
- b. Involve subject matter experts who have knowledge about mitigating housing accessibility issues for temporary housing. Many local resources are available to assist and provide expertise about accessible housing. Identifying local accessible housing options throughout the State is time consuming because of limited availability nationally. Do not wait for a disaster to determine short – term and long – term housing options in a disaster. Consult with local people who have access and functional needs related to housing to identify local options as part of disaster planning. Some people who are blind or have low vision may not be able to locate addresses in an unfamiliar community or determine if an apartment is clean and safe without assistance. For these reasons people with disabilities may need extra time and help, including transportation assistance, in locating housing.
- c. Emergency Managers at all levels have a responsibility to ensure all residents are afforded equal access and equal opportunity for all temporary services – including housing. Plan now for difficult instances instead of trying to plan during the chaos of a disaster.

#### 11. Long – Term Recovery

- a. Long - term recovery planning involves identifying strategic priorities for restoration, improvement, and growth. Involving individuals with access and functional needs and representatives of agencies / organizations that serve them is critical in enhancing the quality and breadth of input into decision making during this crucial period. Establishing MOAs pre - disaster with vendors that provide services or goods to individuals with access and functional needs in communities will help to establish levels of coordination and restoration.
- b. Emergencies and disasters often damage State and local government facilities. When constructing new or replacement facilities and repairing damaged facilities, State and local governments must comply with the accessibility requirements of Title II of the ADA and use the ADA Standards of Accessible Design (ADA Standards).
- c. When moving programs from a damaged facility to another location, State and local governments must ensure that the programs remain accessible to people with disabilities. This requirement applies whether the program is relocated permanently or temporarily.

#### 12. Mitigation

- a. Mitigation measures require time, funding, expertise, and both the economic and political will to implement. Partnerships among local, State, and federal partners are usually necessary to fund initiatives. Over the past few years, the Federal Emergency Management Agency has introduced a series of mitigation planning guides to assist communities. Section 322 of the Disaster Mitigation Act of 2000 requires mitigation planning at the local level before the receipt of Hazard Mitigation Grant Program funds. Throughout the mitigation process, as referenced in these guides, the following Steps should be inclusive:

- (1) Local planners should assess community support to see if the community is ready to

- initiate mitigation planning.
- (2) Create the planning team and obtain official support and recognition for the effort.
- (3) Engage the public and provide public educational campaigns.
- b. The National Council on Disability (2009) report cites work from 1995 listing seven principles that involve and / or support people with disabilities in order to mitigate the effects of disasters:
  - (1) Accessible Disaster Facilities and Services
  - (2) Accessible Communications and Assistance
  - (3) Accessible and Reliable Rescue Communications
  - (4) Partnerships with the Media
  - (5) Partnerships with the Disability Community
  - (6) Disaster Preparation, Education, and Training
  - (7) Universal Design and Implementation Strategies
- c. By including individuals with disabilities throughout the mitigation planning process, their contribution enhances the survivability of those with various access and functional needs within the general population.

#### Appendixes

- 1. Authorities
- 2. HIPPA
- 3. Registry Information
- 4. Service Animals (USDOJ)
- 5. Emergency Shelter Kit Contents



**Supporting Annex Access and Functional Needs**  
**Appendix 1 Authorities**

Statute	Agency	Authority
1973 Rehabilitation Act, Section 504	Federal government	Prohibits federal agencies and federally funded programs from discriminating on the basis of disability. Section 504 applies to a number of entities and federally funded activities not reached by the Americans with Disabilities Act (ADA).
Federal Communications Commission (FCC), Closed Captioning, 2006	Federal government	Requires 100 percent of new, non - exempt English language programming on television stations to be closed captioned. Stations giving out emergency information in their audio make that information available simultaneously to the hearing impaired during breaking news situations
Federal Communications Commission (FCC), Information and Referral 2 - 1 - 1, 2000	Federal government	The intent of this number is to assist “the elderly, the disabled, those who do not speak English, those who are having a personal crisis, the illiterate, or those who are new to their communities, among others, by providing referrals to, and information about health and human service organizations and agencies. This number is a possible available resource for communication in disaster situations as well.
Federal Communications Commission (FCC), Video Description Rules, 2000 and 2001	Federal government	Audio descriptions are integrated into natural pauses to describe the actions that are happening in the visual part of a program. The largest broadcast television stations and multi - channel video programming distributors are to provide a limited amount of video description.
Individuals with Disabilities in Emergency Preparedness – Executive Order 13347	Federal government	The Department of Homeland Security (DHS) Office for Civil Rights and Civil Liberties oversees the implementation of Executive Order 13347, Individuals with Disabilities in Emergency Preparedness, which was signed July 2004. This Executive Order is designed to ensure the safety and security of individuals with disabilities in all - hazard emergency and disaster situations.
Pets Evacuation and Transportation Standards (PETS) Act, H.R. 3858, August 4, 2006	Federal government	This Act is which an amendment to the Stafford Act, Robert T. Stafford Disaster Relief and Disaster Assistance Act (42 U.S.C. 5121 et seq.) requires FEMA to ensure State and local disaster preparedness plans “take into account the needs of individuals with household pets and service animals prior to, during, and following a major disaster or emergency.”
Robert T. Stafford Emergency Management and Disaster Assistance Act, Section 308	Federal government	Prohibits discrimination on the basis of race, color, religion, nationality, sex, age, or economic status in all disaster assistance programs.
The Americans with	Federal government	The Americans with Disabilities Act (ADA) is a

Disabilities Act, July 26, 1990		comprehensive civil rights law for people with disabilities. The Department of Justice enforces the ADA's requirements in three areas: Title I: Employment by units of State and local government, Title II: Programs, services, and activities of State and local government, and Title III: Public accommodations and commercial facilities.
Title VI of the 1964 Civil Rights Act	Federal government	Protects individuals from discrimination on the basis of their race, color, or national origin in programs that receive federal financial assistance.
US Public Law 93 - 288	Federal government	Provides authority to respond to emergencies and provide assistance to protect public health; implemented by Federal Emergency Management Act
CRS 2 – 5 – 118	CDPHE	Provides authority for the development, establishment and enforcement of basic standards for the care and treatment of persons in hospitals and other facilities in which medical, nursing or other remedial care are rendered, and for the construction, maintenance and operation of such facilities.
CRS 24 - 33.5 – 704	Governor	Allows Governor to declare a State of emergency and gives Governor direction and control of emergency management.
CRS 24 – 4 – 103	DPA	Allows State agencies to adopt emergency rules when there is imminent peril to public health or safety, without going through normal rule making process; which allows the Governor to make, amend, suspend or rescind orders, rules and regulations during a State of emergency.
CRS 25 – 1 - 506	Governor	Authorizes CDPHE to purchase and distribute pharmaceutical agents to prevent the acquisition and spread of communicable disease as well as to adopt rules to distribute prescription pharmaceuticals in public clinics.
CRS 25.5 – 10 – 101	CDPHE	Provides authority for a Statewide program of community living facilities for persons with developmental disabilities or in need of behavioral health services.

## **Supporting Annex Access and Functional Needs**

### **Appendix 2 Health Insurance Portability and Accountability Act (HIPAA) Privacy**

A note about HIPAA: The HIPAA Privacy laws only apply to certain covered entities: general health plans, billing clearinghouses and providers who conduct certain electronic billing and administrative transactions. It is not intended to interfere with resident care or safety, and in most cases, does not apply to emergency situations or sheltering operations.

#### **I. Shared information in a disaster**

- A. Question: Can health care information be shared in a severe disaster?
- B. Answer: Providers and health plans covered by the HIPAA Privacy Rule can share resident information in all of the following ways:

#### **II. Treatment: Health care providers can share resident information as necessary to provide treatment. Treatment includes:**

- A. Sharing information with other providers (including hospitals and clinics);
- B. Referring residents for treatment (including linking residents with available providers in areas where the residents have relocated); and
- C. Coordinating resident care with others (such as emergency relief workers or others that can help in finding residents appropriate health services).
- D. Providers can also share resident information to the extent necessary to seek payment for these health care services.

#### **III. Notification: Health care providers can share resident information as necessary to identify, locate, and notify family members, guardians, or anyone else responsible for the individual's care of the individual's location, general condition, or death. The health care provider should get verbal permission from individuals, when possible; but if the individual is incapacitated or not available, providers may share information for these purposes if, in their professional judgment, doing so is in the resident's best interest.**

- A. Thus, when necessary, the hospital may notify the police, the press, or the public at large to the extent necessary to help locate, identify, or otherwise notify family members and others as to the location and general condition of their loved ones.
- B. In addition, when a health care provider is sharing information with disaster relief organizations that, like the American Red Cross, are authorized by law or by their charters to assist in disaster relief efforts, it is unnecessary to obtain a resident's permission to share the information if doing so would interfere with the organization's ability to respond to the emergency.

#### **IV. Imminent Danger: Providers can share resident information with anyone as necessary to prevent or lessen a serious and imminent threat to the health and safety of a person or the public - consistent with applicable law and the provider's standards of ethical conduct.**

#### **V. Facility Directory: Health care facilities maintaining a directory of residents can tell people who call or ask about individuals whether the individual is at the facility, their location in the facility, and**

general condition. Of course, the HIPAA Privacy Rule does not apply to disclosures if they are not made by entities covered by the Privacy Rule. Thus, for instance, the HIPAA Privacy Rule does not restrict the American Red Cross from sharing resident information.

A. Notice of Resident Privacy (NRP) - Covered Entities

1. Question: Do you have to provide an NRP during emergency situations?
2. Answer: If you are a covered entity, you do not need to obtain acknowledgement during an emergency situation, however, you should make a “good faith” effort to obtain that acknowledgement as soon as possible.

B. HIV / AIDS—Mental Health - Addiction

- C. Health information relating to HIV, Mental Health, and Addiction should never be shared without specific authorization by the resident (not including mandated reporting requirements).

## **Supporting Annex Access and Functional Needs**

### **Appendix 3 Registry Information**

This appendix provides steps to consider related to establishing a special needs registry.

- I. Identify clear outcomes and objectives. The person registering should have appropriate feedback and a clear understanding of what assistance, if any, he or she will receive during an emergency.
- II. Protect the confidentiality of the registrant! DO NOT share the identities of the registrants of your program with anyone but emergency response personnel on a need - to - know basis. Emphasize that the process is completely voluntary and the information provided to government will be not be disseminated or used for anything other than emergency assistance.
- II. Consult with legal counsel regarding the applicability of HIPAA, State, and Local laws and regulations that govern the confidentiality of information maintained in the registry.
- III. Ask yourself the following questions before establishing a registry:
  - A. If the registry system is developed, will it be approved by the local authorities?
  - B. What will be the criteria for inclusion in the registry?
  - C. Who will review applications for inclusion and make eligibility determinations?
  - D. What allowances and accommodations will be made for people who are temporarily disabled, including those in long - term rehabilitation, recovering from a serious illness or hospitalized?
  - E. What safeguards will be put in place to protect registrants' privacy and the confidential information they provide? When, how and with whom can this information be shared?
  - F. Who will maintain it? Who will fund it?
- IV. Registration can be accomplished by providing cards to be filled out and returned to the emergency management agency by special needs individuals (or social services staff representing special needs individuals). Annual distribution of the registration cards can be sent by mail, listed in the newspaper, delivered with annual telephone books, or distributed by social service organizations, churches, or medical facilities.
- V. In lieu of registration cards, individuals may register via the:
  - A. Telephone with emergency management officials or through the customer service number of a local entity such as a utility company.
  - B. Community service agencies or community information hotlines.
  - C. Hospital or congregate care setting discharge or admittance.
- VI. There should be no fee charged for the service nor should there be a requirement for a physician's Statement - of - need in order to participate.

### **Access and Functional Needs**

## Supporting Annex Access and Functional Needs

### Appendix 4 Service Animals

U.S. Department of Justice  
Civil Rights Division  
*Disability Rights Section*



#### **Service Animals**

The Department of Justice published revised final regulations implementing the Americans with Disabilities Act (ADA) for title II (State and local government services) and title III (public accommodations and commercial facilities) on September 15, 2010, in the Federal Register. These requirements, or rules, clarify and refine issues that have arisen over the past 20 years and contain new, and updated, requirements, including the 2010 Standards for Accessible Design (2010 Standards).

#### **Overview**

This publication provides guidance on the term “service animal” and the service animal provisions in the Department’s new regulations.

- Beginning on March 15, 2011, only dogs are recognized as service animals under titles II and III of the ADA.
- A service animal is a dog that is individually trained to do work or perform tasks for a person with a disability.
- Generally, title II and title III entities must permit service animals to accompany people with disabilities in all areas where members of the public are allowed to go.

#### **How “Service Animal” Is Defined**

**Service animals are defined as dogs that are individually trained to do work or perform tasks for people with disabilities.** Examples of such work or tasks include guiding people who are blind, alerting people who are deaf, pulling a wheelchair, alerting and protecting a person who is having a seizure, reminding a person with mental illness to take prescribed medications, calming a person with Post Traumatic Stress Disorder (PTSD) during an anxiety attack, or performing other duties. Service animals are working animals, not pets. The work or task a dog has been trained to provide must be directly related to the person’s disability. Dogs whose sole function is to provide comfort or emotional support do not qualify as service animals under the ADA.

This definition does not affect or limit the broader definition of “assistance animal” under the Fair Housing Act or the broader definition of “service animal” under the Air Carrier Access Act. Some State and local laws also define service animal more broadly than the ADA does. Information about such laws can be obtained from the State attorney general’s office.

#### **Where Service Animals Are Allowed**

**Under the ADA, State and local governments, businesses, and nonprofit organizations that serve the public generally must allow service animals to accompany people with disabilities in all areas of the facility where the public is normally allowed to go.** For example, in a hospital it would be inappropriate to exclude a service animal from areas such as patient rooms, clinics, cafeterias, or examination rooms. However, it may be appropriate to exclude a service animal from operating rooms or burn units where the animal’s presence may compromise a sterile environment.

#### **Service Animals Must Be Under Control**

**Under the ADA, service animals must be harnessed, leashed, or tethered, unless these devices interfere with the service animal's work or the individual's disability prevents using these devices.** In that case, the individual must maintain control of the animal through voice, signal, or other effective controls.

#### **Inquiries, Exclusions, Charges, and Other Specific Rules Related to Service Animals**

- When it is not obvious what service an animal provides, only limited inquiries are allowed. Staff may ask two questions: (1) is the dog a service animal required because of a disability, and (2) what work or task has the dog been trained to perform. Staff cannot ask about the person's disability, require medical documentation, require a special identification card or training documentation for the dog, or ask that the dog demonstrate its ability to perform the work or task.
- Allergies and fear of dogs are not valid reasons for denying access or refusing service to people using service animals. When a person who is allergic to dog dander and a person who uses a service animal must spend time in the same room or facility, for example, in a school classroom or at a homeless shelter, they both should be accommodated by assigning them, if possible, to different locations within the room or different rooms in the facility.
- A person with a disability cannot be asked to remove his service animal from the premises unless: (1) the dog is out of control and the handler does not take effective action to control it or (2) the dog is not housebroken. When there is a legitimate reason to ask that a service animal be removed, staff must offer the person with the disability the opportunity to obtain goods or services without the animal's presence.
- Establishments that sell or prepare food must allow service animals in public areas even if state or local health codes prohibit animals on the premises.
- People with disabilities who use service animals cannot be isolated from other patrons, treated less favorably than other patrons, or charged fees that are not charged to other patrons without animals. In addition, if a business requires a deposit or fee to be paid by patrons with pets, it must waive the charge for service animals.
- If a business such as a hotel normally charges guests for damage that they cause, a customer with a disability may also be charged for damage caused by himself or his service animal.
- Staff are not required to provide care or food for a service animal.

#### **Miniature Horses**

**In addition to the provisions about service dogs, the Department's revised ADA regulations have a new, separate provision about miniature horses that have been individually trained to do work or perform tasks for people with disabilities.** (Miniature horses generally range in height from 24 inches to 34 inches measured to the shoulders and generally weigh between 70 and 100 pounds.) Entities covered by the ADA must modify their policies to permit miniature horses where reasonable. The regulations set out four assessment factors to assist entities in determining whether miniature horses can be accommodated in their facility. The assessment factors are (1) whether the miniature horse is housebroken; (2) whether the miniature horse is under the owner's control; (3) whether the facility can accommodate the miniature horse's type, size, and weight; and (4) whether the miniature horse's presence will not compromise legitimate safety requirements necessary for safe operation of the facility.

## Supporting Annex Access and Functional Needs

### Appendix 5 Emergency Shelter Kit

An example of an emergency shelter kit for seniors and people with disabilities is shown below. This is just an example and is not an endorsement of a particular product or vendor.









## EMERGENCY PREPAREDNESS KITS

In a Disaster Relief situation or where an Emergency Shelter is required the Senior Population and People with Disabilities often require access and functional needs items while at a shelter. These Kits contain over 45 items that can be vital in assisting with the communication, mobility and daily tasks required while in an emergency.




*Kits are Built*



*Kits Ready to Ship*



*The A Bin in the wagon*




*The B Bin in the wagon*

**THE KITS TRANSPORT EASILY IN TWO UNITS.**

**#1 IS A MANUAL WHEELCHAIR HOLDING VARIOUS ITEMS.**

**#2 IS FOLDING WAGON WITH TWO LARGE PLASTIC BINS; EACH OF WHICH CONTAIN ADDITIONAL BINS.**



*Two part Kit , compact, Very mobile and transports easily*



*Red Cross Denver Colorado*

**Colorado Disaster Emergency Act and others (as of October 1, 2016)**  
**Supporting Annex**

**24-33.5-701. Short title:** This part 7 shall be known and may be cited as the "Colorado Disaster Emergency Act".

**24-33.5-702. Purposes and limitations**

(1) The purposes of this part 7 are to:

- (a) Reduce vulnerability of people and communities of this state to damage, injury, and loss of life and property resulting from natural catastrophes or catastrophes of human origin, civil disturbance, or hostile military or paramilitary action;
- (b) Prepare for prompt and efficient search, rescue, recovery, care, and treatment of persons lost, entrapped, victimized, or threatened by disasters or emergencies;
- (c) Provide a setting conducive to the rapid and orderly start of restoration and rehabilitation of persons and property affected by disasters;
- (d) Clarify and strengthen the roles of the governor, state agencies, and local governments in prevention of, preparation for, response to, and recovery from disasters;
- (e) Authorize and provide for cooperation in disaster prevention, preparedness, response, and recovery;
- (f) Authorize and provide for coordination of activities relating to disaster prevention, preparedness, response, and recovery by agencies and officers of this state and similar state-local, interstate, federal-state, and foreign activities in which the state and its political subdivisions may participate;
- (g) Provide a disaster and emergency management system embodying all aspects of predisaster and pre-emergency preparedness and postdisaster and postemergency response; and
- (h) Assist in prevention of disasters caused or aggravated by inadequate planning for regulation of public and private facilities and land use.

(2) Nothing in this part 7 shall be construed to:

- (a) Interfere with the course or conduct of a labor dispute; except that actions otherwise authorized by this part 7 or other laws may be taken when necessary to forestall or mitigate imminent or existing danger to public health or safety;
- (b) Interfere with dissemination of news or comment on public affairs; except that any communications facility or organization, including but not limited to radio and television stations, wire services, and newspapers, may be required to transmit or print public service messages furnishing information or instructions in connection with a disaster emergency;
- (c) Affect the jurisdiction or responsibilities of police forces, fire-fighting forces, or units of the armed forces of the United States, or of any personnel thereof, when on active duty; except that state, local, and inter jurisdictional disaster emergency plans shall place reliance upon the forces available for performance of functions related to disaster emergencies; or
- (d) Limit, modify, or abridge the authority of the governor to proclaim martial law or exercise any other powers vested in the governor under the constitution, statutes, or common law of this state independent of, or in conjunction with, any provision of this part 7.

**24-33.5-703. Definitions** As used in this part 7, unless the context otherwise requires:

- (1) "Bioterrorism" means the intentional use of microorganisms or toxins of biological origin to cause death or disease among humans or animals.

- (2) "Committee" means the governor's expert emergency epidemic response committee created in section 24-33.5-704.
- (3) "Disaster" means the occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural cause or cause of human origin, including but not limited to fire, flood, earthquake, wind, storm, wave action, hazardous substance incident, oil spill or other water contamination requiring emergency action to avert danger or damage, volcanic activity, epidemic, air pollution, blight, drought, infestation, explosion, civil disturbance, hostile military or paramilitary action, or a condition of riot, insurrection, or invasion existing in the state or in any county, city, town, or district in the state.
- (4) "Emergency epidemic" means cases of an illness or condition, communicable or noncommunicable, caused by bioterrorism, pandemic influenza, or novel and highly fatal infectious agents or biological toxins.
- (5) "Pandemic influenza" means a widespread epidemic of influenza caused by a highly virulent strain of the influenza virus.
- (6) "Political subdivision" means any county, city and county, city, or town and may include any other agency designated by law as a political subdivision of the state.
- (7) (a) "Publicly funded safety net program" means a program that is administered by a state department and that:
  - (I) Is funded wholly or in part with state, federal, or a combination of state and federal funds; and
  - (II) Provides or facilitates the provision of medical services to vulnerable populations, including children, disabled individuals, and the elderly.
- (b) The term includes a program of medical assistance, as defined in section 25.5-1-103 (5), C.R.S.
- (8) "Search and rescue" means the employment, coordination, and utilization of available resources and personnel in locating, relieving distress and preserving life of, and removing survivors from the site of a disaster, emergency, or hazard to a place of safety in case of lost, stranded, entrapped, or injured persons.

**24-33.5-704. The governor and disaster emergencies - expert emergency epidemic response committee - creation**

- (1) The governor is responsible for meeting the dangers to the state and people presented by disasters.
- (2) Under this part 7, the governor may issue executive orders, proclamations, and regulations and amend or rescind them. Executive orders, proclamations, and regulations have the force and effect of law.
- (3) Repealed.
- (4) A disaster emergency shall be declared by executive order or proclamation of the governor if the governor finds a disaster has occurred or that this occurrence or the threat thereof is imminent. The state of disaster emergency shall continue until the governor finds that the threat of danger has passed or that the disaster has been dealt with to the extent that emergency conditions no longer exist and the governor terminates the state of disaster emergency by executive order or proclamation, but no state of disaster emergency may continue for longer than thirty days unless renewed by the governor. The general assembly, by joint resolution, may terminate a state of disaster emergency at any time. Thereupon, the governor shall issue an executive order or proclamation ending the state of disaster emergency. All executive orders or proclamations issued under this subsection (4) shall indicate the nature of the disaster, the area threatened, and the conditions which have brought it about or which make possible termination of the state of disaster emergency. An executive order or proclamation shall be disseminated promptly by means calculated to bring its contents to the attention of the general public and, unless the circumstances attendant upon the disaster prevent or impede, shall be

promptly filed with the office of emergency management, the secretary of state, and the county clerk and recorder and disaster agencies in the area to which it applies.

- (5) An executive order or proclamation of a state of disaster emergency shall activate the disaster response and recovery aspects of the state, local, and interjurisdictional disaster emergency plans applicable to the political subdivision or area in question and shall be authority for the deployment and use of any forces to which the plans apply and for use or distribution of any supplies, equipment, and materials and facilities assembled, stockpiled, or arranged to be made available pursuant to this part 7 or any other provision of law relating to disaster emergencies.
- (6) During the continuance of any state of disaster emergency, the governor is commander-in-chief of the organized and unorganized militia and of all other forces available for emergency duty. To the greatest extent practicable, the governor shall delegate or assign command authority by prior arrangement embodied in appropriate executive orders or regulations, but nothing in this section restricts the governor's authority to do so by orders issued at the time of the disaster emergency.
- (7) In addition to any other powers conferred upon the governor by law, the governor may:
  - (a) Suspend the provisions of any regulatory statute prescribing the procedures for conduct of state business or the orders, rules, or regulations of any state agency, if strict compliance with the provisions of any statute, order, rule, or regulation would in any way prevent, hinder, or delay necessary action in coping with the emergency;
  - (b) Utilize all available resources of the state government and of each political subdivision of the state as reasonably necessary to cope with the disaster emergency;
  - (c) Transfer the direction, personnel, or functions of state departments and agencies or units thereof for the purpose of performing or facilitating emergency services;
  - (d) Subject to any applicable requirements for compensation under section 24-33.5-711, commandeer or utilize any private property if the governor finds this necessary to cope with the disaster emergency;
  - (e) Direct and compel the evacuation of all or part of the population from any stricken or threatened area within the state if the governor deems this action necessary for the preservation of life or other disaster mitigation, response, or recovery;
  - (f) Prescribe routes, modes of transportation, and destinations in connection with evacuation;
  - (g) Control ingress to and egress from a disaster area, the movement of persons within the area, and the occupancy of premises therein;
  - (h) Suspend or limit the sale, dispensing, or transportation of alcoholic beverages, firearms, explosives, or combustibles;
  - (i) Make provision for the availability and use of temporary emergency housing; and
  - (j) Determine the percentage at which the state and a local government will contribute moneys to cover the nonfederal cost share required by the federal "Robert T. Stafford Disaster Relief and Emergency Assistance Act", as amended, 42 U.S.C. sec. 5121 et seq., required by the federal highway administration pursuant to 23 U.S.C. sec. 125, or required by any other federal law in order to receive federal disaster relief funds. After making such a determination, the governor may amend the percentage at which the state and local government will contribute moneys to the nonfederal cost share based on the needs of the individual local governments. As soon as practicable after making or amending such a determination, the governor shall notify the joint budget committee of the source and amount of state moneys that will be contributed to cover a nonfederal cost share pursuant to this paragraph (j).
- (8) (a) There is hereby created a governor's expert emergency epidemic response committee. The committee shall:

- (I) Meet at least annually to review and amend, as necessary, the supplement to the state disaster plan that is concerned with the public health response to acts of bioterrorism, pandemic influenza, and epidemics caused by novel and highly fatal infectious agents; and
- (II) Provide expert public health advice to the governor in the event of an emergency epidemic.
- (III) Repealed.

(b) (I) State members of the committee include:

- (A) The executive director of the department of public health and environment;
- (B) The chief medical officer of the department of public health and environment;
- (C) The chief public information officer of the department of public health and environment;
- (D) The emergency response coordinator for the department of public health and environment;
- (E) The state epidemiologist for the department of public health and environment;
- (F) The attorney general or the designee of the attorney general;
- (G) The president of the board of health or the president's designee;
- (H) The president of the state medical society or the president's designee;
- (I) The president of the Colorado health and hospital association or the president's designee;
- (J) The state veterinarian of the department of agriculture; and
- (K) The director of the division of homeland security and emergency management.

(II) In addition to the state members of the committee, the governor shall appoint to the committee an individual from each of the following categories:

- (A) A licensed physician who specializes in infectious diseases;
- (B) A licensed physician who specializes in emergency medicine;
- (C) A medical examiner;
- (D) A specialist in posttraumatic stress management;
- (E) A director of a county, district, or municipal public health agency;
- (F) A hospital infection control practitioner;
- (G) A wildlife disease specialist with the division of wildlife; and
- (H) A pharmacist member of the state board of pharmacy.

(III) The executive director of the department of public health and environment shall serve as the chair of the committee. A majority of the membership of the committee, not including vacant positions, shall constitute a quorum.

(IV) The executive director of the department of public safety or the executive director's designee shall serve as an ex officio member of the committee and is not able to vote on decisions of the committee. He or she shall serve as a liaison between the committee and the Colorado emergency planning commission in the event of an emergency epidemic.

- (c) The committee shall include in the supplement to the state disaster plan a proposal for the prioritization, allocation, storage, protection, and distribution of antibiotic medicines, antiviral medicines, antidotes, and vaccines that may be needed and in short supply in the event of an emergency epidemic.
- (d) The committee shall convene at the call of the governor or the executive director of the department of public health and environment to consider evidence presented by the department's chief medical officer or state epidemiologist that there is an occurrence or imminent threat of an emergency epidemic. If the committee finds that there is an occurrence or imminent threat of an emergency epidemic, the executive director of the department of public health and environment shall advise the governor to declare a disaster emergency.

- (e) In the event of an emergency epidemic that has been declared a disaster emergency, the committee shall convene as rapidly and as often as necessary to advise the governor, who shall act by executive order, regarding reasonable and appropriate measures to reduce or prevent spread of the disease, agent, or toxin and to protect the public health. Such measures may include:
  - (I) Procuring or taking supplies of medicines and vaccines;
  - (II) Ordering physicians and hospitals to transfer or cease admission of patients or perform medical examinations of persons;
  - (III) Isolating or quarantining persons or property;
  - (IV) Determining whether to seize, destroy, or decontaminate property or objects that may threaten the public health;
  - (V) Determining how to safely dispose of corpses and infectious waste;
  - (VI) Assessing the adequacy and potential contamination of food and water supplies;
  - (VII) Providing mental health support to affected persons; and
  - (VIII) Informing the citizens of the state how to protect themselves, what actions are being taken to control the epidemic, and when the epidemic is over.
- (9) Each department that administers a publicly funded safety net program shall develop a continuity of operations plan no later than July 1, 2008. The plan shall establish procedures for the response by, and continuation of operations of, the department and the program in the event of an epidemic emergency. Each department shall file its plan with the executive director of the department of public health and environment and shall update the plan at least annually. In addition, notwithstanding section 24-1-136 (11), each department shall submit a report by March 1 of each year to the health and human services committees of the senate and house of representatives, or any successor committees, regarding the status of the department's plan, as well as the status of any other plans or procedures of the department regarding emergency disaster preparedness.

#### **24-33.5-705. Office of emergency management - creation**

- (1) (a) There is hereby created in the division of homeland security and emergency management the office of emergency management. Pursuant to section 13 of article XII of the state constitution, the director of the division of homeland security and emergency management shall appoint a director as head of the office of emergency management.
  - (b) The office of emergency management and the office of the director thereof shall exercise their powers and perform their duties and functions under the department and the executive director as if the same were transferred to the department by a type 2 transfer, as such transfer is defined in the "Administrative Organization Act of 1968", article 1 of this title.
- (2) The office of emergency management shall prepare, maintain, and keep current a state disaster plan that complies with all applicable federal and state regulations.
- (3) The office of emergency management shall take part in the development and revision of local and interjurisdictional disaster plans prepared under section 24-33.5-707. To this end the office of emergency management shall employ or otherwise secure the services of professional and technical personnel capable of providing expert assistance to political subdivisions, their disaster agencies, and interjurisdictional planning and disaster agencies. Such personnel shall consult with political subdivisions and disaster agencies and shall make field examinations.
- (4) In preparing and revising the state disaster plan, the office of emergency management may seek the advice and assistance of local government, business, labor, industry, agriculture, civic and volunteer organizations, and community leaders.

- (5) The state disaster plan or any part thereof may be incorporated in regulations of the office of emergency management or executive orders that have the force and effect of law.
- (6) The office of emergency management may do all things necessary for the implementation of this section, including:
  - (a) Hiring personnel;
  - (b) Contracting with federal, state, local, and private entities;
  - (c) Accepting and expending federal funds.
- (7) Whenever the office of emergency management or the division of emergency management in the department of local affairs is referred to or designated by any contract or other document, such reference or designation shall be deemed to apply to the office of emergency management in the division of homeland security and emergency management in the department of public safety.
- (8) (a) Effective July 1, 2012, the office of emergency management in the division of homeland security and emergency management in the department of public safety shall execute, administer, perform, and enforce the rights, powers, duties, functions, and obligations vested previously in the division of emergency management in the department of local affairs.
  - (b) (I) On July 1, 2012, all positions of employment in the division of emergency management in the department of local affairs shall be transferred to the office of emergency management in the division of homeland security and emergency management in the department of public safety and shall become employment positions therein.
  - (II) On July 1, 2012, all employees of the division of emergency management in the department of local affairs shall be considered employees of the office of emergency management in the division of homeland security and emergency management in the department of public safety. Such employees shall retain all rights under the state personnel system and to retirement benefits pursuant to the laws of this state, and their services shall be deemed to have been continuous.
  - (III) On July 1, 2012, all items of property, real and personal, including office furniture and fixtures, books, documents, and records of the division of emergency management in the department of local affairs are transferred to the office of emergency management in the division of homeland security and emergency management in the department of public safety and shall become the property thereof.
- (c) Unless otherwise specified, whenever any provision of law refers to the division of emergency management, that law shall be construed as referring to the office of emergency management in the division of homeland security and emergency management in the department of public safety.
- (d) No suit, action, or other proceeding, judicial or administrative, lawfully commenced, or which could have been commenced, by or against the division of emergency management in the department of local affairs, or any officer thereof in such officer's official capacity or in relation to the discharge of the official's duties, is abated by reason of the transfer of duties and functions in this section.

### **24-33.5-705.3. Statewide all-hazards resource database - creation - definitions**

- (1) For purposes of this section:
  - (a) "Private sector agencies and organizations" means any private sector or nonprofit agency or organization that has resources useful in a disaster or emergency that it desires to list in the private sector portion of the database.

- (b) "Tribal, state, and local all-hazards response agency" means any all-hazards response agency of a tribe, the state and any of its subdivisions, and any town, city, and city and county, regardless of whether the personnel serving such department, district, or agency are volunteers or are compensated for their services.
- (2) (a) Not later than June 30, 2013, the office of emergency management, using existing computer resources, shall develop and maintain a centralized computer database that includes a listing of all all-hazards response resources located within Colorado.
  - (b) The database created pursuant to paragraph (a) of this subsection (2) shall contain resource inventories, personnel counts, resource status, such other information relevant to the efficient tracking and allocation of all-hazards response resources, and a listing of all supplemental funding sources available to tribal, state, and local all-hazards response agencies. The information in this database shall be included with the information required to be collected and maintained pursuant to section 25-1.5-101 (1) (p), C.R.S. No data gathered for or stored in this database shall contain personally identifying information without prior notice to the involved individual. The database is not intended to be used in place of the existing interagency wildland fire dispatch system.
  - (3) (a) The office of emergency management shall encourage tribal, state, and local response agencies to enter the information described in paragraph (b) of subsection (2) of this section into the database via the internet and provide a means for such data entry. All data entered into the database shall be verifiable by the office of emergency management. The office of emergency management shall encourage participating tribal, state, regional, and local response agencies to update the data as necessary.
  - (b) The database shall be accessible via the internet to all tribal, state, regional, and local response agencies for the purpose of efficiently tracking and allocating response resources in the event of a disaster or local incident that requires more resources than those available under any existing interjurisdictional or mutual aid arrangement.
  - (4) The office of emergency management shall establish guidelines for the development and maintenance of the database created pursuant to subsection (2) of this section so that tribal, state, regional, and local response agencies can easily access the database. The guidelines shall be developed with input from tribal, state, regional, and local response agencies and private sector agencies and organizations.

**24-33.5-705.4. All-hazards resource mobilization system - creation - plan - duties - reimbursement for expenses incurred by mobilized entities - eligibility - resource mobilization fund - creation - definitions - legislative declaration**

- (1) (a) The general assembly hereby finds, determines, and declares that the statewide all-hazards resource mobilization system, which provides for efficient mobilizing, tracking, allocating, and demobilizing emergency resources and ensures that a requesting unit of government receives proper equipment and qualified personnel, is necessary to provide resources to any emergency incident beyond local capabilities and thus necessary to protect life, property, the environment, and cultural and economic resources. The general assembly further finds and declares that the need to ensure that the state is adequately prepared and able to address large-scale emergencies and disasters requires a mechanism to reimburse state agencies, tribal governments, and local jurisdictions that respond to requests for help from other jurisdictions in times of need. It is therefore necessary to:



- (I) Formulate the policy and organizational structure for large-scale mobilization of emergency resources in the state through creation of a statewide all-hazards resource mobilization system;
  - (II) Establish the means by which state agencies and tribal and local jurisdictions may be reimbursed for expenses they incur when mobilized by the executive director pursuant to the mobilization plan; and
  - (III) Provide a procedure to reimburse a host jurisdiction when it has exhausted or will exhaust all of its own resources and the resources of its local mutual aid network available under a mutual aid or interjurisdictional agreement.
- (b) In accordance with section 24-33.5-713, it is the intent of the legislature to encourage political subdivisions to enter into mutual aid and other interjurisdictional agreements. Such agreements produce enhanced emergency response and are thus essential to protecting the public peace, safety, health, and welfare, including the lives and property, of the people of the state of Colorado.
- (2) As used in this section, unless the context otherwise requires:
- (a) "Director" means the director of the office of emergency management created in section 24-33.5-705.
  - (b) "Emergency manager" means the director or coordinator of the local or interjurisdictional disaster agency, as described in section 24-33.5-707 (4), or other person, identified pursuant to section 24-33.5-707 (6), responsible for local or interjurisdictional disaster preparedness and response.
  - (c) "Executive director" means the executive director of the department or the executive director's designee.
  - (d) "Host jurisdiction" means the jurisdiction having authority over the disaster or emergency.
  - (e) "Incident command system" has the meaning set forth in section 29-22.5-102 (3), C.R.S.
  - (f) "Jurisdiction" means state and tribal authorities and county, city, city and county, town, special district, or other political subdivisions of the state.
  - (g) "Mobilization" means the process of providing, upon request and subject to availability, emergency resources beyond those available through existing interjurisdictional or mutual aid agreements in response to a request from a jurisdiction in which an emergency or disaster situation or local emergency incident that has exceeded or will exceed the capabilities of available local resources. The term includes the nonhost jurisdiction's authorization and approval for redistribution of resources either to direct emergency incident assignments or to assignment in communities where resources are needed to provide coverage when those communities' resources have been mobilized to assist other jurisdictions.
  - (h) "Mobilization plan" means the statewide all-hazards resource mobilization plan developed and utilized pursuant to this section.
  - (i) "Mobilization system" means the statewide all-hazards resource mobilization system created under this section, which system includes the mobilization plan and the technology and personnel necessary to mobilize resources according to the plan.
  - (j) "Mutual aid" means emergency interagency assistance rendered pursuant to an agreement between the jurisdictions rendering and receiving assistance.
  - (k) "Nonhost jurisdiction" means a jurisdiction providing disaster or emergency response resources to a host jurisdiction.
  - (l) "Unified command" has the meaning set forth in section 29-22.5-102 (8), C.R.S.
- (3) Powers and duties. (a) The director shall develop and maintain a statewide all-hazards resource mobilization plan that sets forth procedures for mobilization, allocation, deployment, coordination, tracking, cost accounting, and demobilization of resources during disasters and other large-scale

emergencies and local incidents that require more resources than those available under any existing interjurisdictional or mutual aid agreement. In developing the mobilization plan, the director shall consult with and solicit recommendations from the homeland security and all-hazards senior advisory committee created in section 24-33.5-1614 and other appropriate representatives of state, tribal, and local governmental and private sector emergency management organizations. The director shall ensure that the mobilization plan is consistent with, and incorporated into, the Colorado state emergency operations plan.

(b) (I) The executive director is responsible for implementing the mobilization plan, coordinating the mobilization of resources, and making a determination as to post-mobilization reimbursement to state and nonhost jurisdictions, in accordance with this section, other applicable laws, and the mobilization plan, when the executive director determines it is necessary to do so to protect life, property, the environment, and cultural and economic resources.

(II) The executive director shall serve as state resource mobilization liaison when the mobilization plan is implemented.

(4) Mobilization. (a) (I) The executive director may order the implementation of the state resource mobilization plan pursuant to this section only if he or she receives a request to do so from the governor, sheriff, emergency manager, or other authorized person identified in the state resource mobilization plan.

(II) The executive director shall grant a mobilization request made pursuant to subparagraph (I) of this paragraph (a) if the executive director determines that the request is in response to a large-scale emergency, disaster, or other local incident that exceeds or will exceed the capabilities of available local resources and those resources available through existing mutual aid agreements.

(III) Upon receiving a request for mobilization and finding that the request complies with the approval requirements established in the mobilization plan and that either the local jurisdiction has exhausted or will exhaust all available resources, or that the complexity or severity of the incident requires resources not otherwise available to the local jurisdiction, the executive director shall determine whether to implement mobilization in accordance with the mobilization plan. If so, the executive director shall mobilize state and nonhost jurisdictions in accordance with the mobilization plan.

(IV) The executive director may consider resources that have already been deployed to address an incident to be mobilized for the purpose of reimbursement or cost-sharing under the mobilization plan.

(b) Upon and for the duration of mobilization:

(I) The executive director shall serve as a resource mobilization liaison to the local unified coordination group, incident commander, or the host jurisdiction's disaster agency under unified command to support the mobilization effort consistent with the incident command system and mobilization plan and procedures;

(II) The resources, including those of the host jurisdiction and those of nonhost jurisdictions that responded earlier under an existing interjurisdictional or mutual aid or other agreement, may remain mobilized, based on capability to do so and pursuant to agreement between the executive director, the incident commander, and the host jurisdiction or nonhost jurisdiction that provided the resources;

- (III) The reassignment or reallocation of resources due to multiple concurrent incidents or other situations of resource scarcity shall be prioritized pursuant to the policies and procedures specified in the mobilization plan.
  - (IV) Any limits on or exemption from liability to which the jurisdictions providing resources in response to a mobilization effected under this section are entitled under law apply as though the jurisdictions were operating under their normal statutory authorities within their jurisdictional boundaries.
- (c) The executive director, in consultation with the local incident commander, shall determine when mobilization is no longer required and, at that time, shall declare the end to the mobilization.
- (5) Reimbursement. (a) The director, in consultation with the office of state planning and budgeting created in section 24-37-102, shall develop procedures to facilitate reimbursement to state agencies and jurisdictions from appropriate federal and state funds when state agencies and jurisdictions are mobilized by the executive director pursuant to the mobilization plan. The director shall ensure that these procedures provide reimbursement in as timely a manner as possible.
- (b) (I) In order to be eligible for support under the mobilization plan, a jurisdiction must be mobilized pursuant to subparagraph (III) of paragraph (a) of subsection (4) of this section and must be participating in an interjurisdictional or mutual aid agreement entered into pursuant to this part 7.
- (II) All mobilized nonhost jurisdictions are eligible for expense reimbursement from the time of the mobilization declaration through demobilization.
- (6) Resource mobilization fund. (a) There is hereby created in the state treasury the resource mobilization fund, which fund shall be administered by the executive director, in accordance with paragraph (b) of this subsection (6), to provide reimbursement to state agencies and jurisdictions mobilized by the executive director pursuant to this section. The executive director is authorized to seek and accept gifts, grants, reimbursements, or donations from private or public sources for the purposes of this section. The fund consists of all moneys that may be appropriated thereto by the general assembly, moneys that may be transferred pursuant to section 24-33.5-706 (4.5), and all private and public funds received through gifts, grants, reimbursements, or donations that are transmitted to the state treasurer and credited to the fund. All interest earned from the investment of moneys in the fund shall be credited to the fund. The moneys in the fund are hereby continuously appropriated for the purposes indicated in this section. Any moneys not expended at the end of the fiscal year shall remain in the fund and shall not be transferred to or revert to the general fund.
- (b) The executive director shall use the moneys in the resource mobilization fund to provide reimbursement to state agencies and jurisdictions for incidents in accordance with the terms of the mobilization plan.
- (c) Repealed.
- (7) (a) Nothing in this section limits the powers of the governor during a disaster under 24-33.5-704.
- (b) Except as expressly provided in this section, nothing in this section limits the eligibility of any nonhost jurisdiction for reimbursement of expenses incurred in providing resources for mobilization.
- (c) Nothing in this section precludes a state or local governmental entity from seeking public assistance funding pursuant to the federal "Robert T. Stafford Disaster Relief and Emergency Assistance Act", as amended, 42 U.S.C. sec. 5121 et seq.

## **24-33.5-705.5. Auxiliary emergency communications unit - powers and duties of unit and office of emergency management regarding auxiliary communications - definitions**

(1) As used in this section:

- (a) "Auxiliary emergency communicator" means an amateur radio operator licensed by the United States federal communications commission pursuant to 47 CFR 97 who meets the training requirements and is credentialed by the office. An auxiliary emergency communicator meeting the requirements of this paragraph (a) serves as an authorized volunteer of the office for purposes of article 10 of this title.
- (b) "Division" means the division of homeland security and emergency management created in section 24-33.5-1603.
- (c) "Office" means the office of emergency management created in section 24-33.5-705 (1) (a).
- (d) "Unit" means the auxiliary emergency communications unit of the office.

(2) The auxiliary emergency communications unit is hereby established within the office. The unit is in the charge of the director of the office.

(3) The unit has the following powers and duties:

- (a) Establish programs for the training and credentialing of auxiliary emergency communicators across the state, which training and credentialing is declared to be a matter of statewide concern. In connection with such training and credentialing, the use of the term "auxiliary emergency communications" within the state is limited to individuals, entities, associations, and units of local government that have been certified by the director of the office as meeting the training and credentialing requirements established by the department for auxiliary emergency communicators.
- (b) Assume all of the duties and possess all of the authority and responsibilities of the radio amateur civil emergency service, referred to in this section as "RACES", 47 CFR 97.407, within the state. Any reference to RACES in any federal law or regulation, and any federal, state, or local government emergency or disaster plans is to be interpreted as referring to the unit, and the unit is the successor entity to any state RACES organization referenced in any such law, regulation, or plan. No other individual, entity, association, or government agency may represent that it is a state RACES organization.
- (c) Ensure that auxiliary emergency communicators are authorized volunteers entitled to the protections and benefits of part 8 of this article when assisting with the installation, maintenance, or demolition of communication facilities of any county sheriff, local government, local emergency planning committee, or state agency, whether or not such activities occur during a disaster; except that the provisions of sections 24-33.5-825 and 24-33.5-826 do not apply to a training exercise, drill, or class without the express prior consent and approval of the volunteer's employer.

(4) In connection with the powers and duties of the unit as specified in this section, the director of the office may:

- (a) Develop and issue a credential that is recognized throughout the state for the purpose of granting access to government facilities, incident command posts, and disaster scenes;
- (b) Conduct criminal background investigations on candidates for credentialing as auxiliary emergency communicators in accordance with the security needs of the department. The unit may deny credentialing to any candidate based upon the results of that background check.

- (c) Reimburse auxiliary emergency communicators for necessary travel and other reasonable expenses incurred in the performance of their duties, including projects, training, drills, exercises, and disaster response activities;
- (d) Expend state moneys, including but not limited to grant moneys or moneys otherwise budgeted to the office, to enhance the communication infrastructure as necessary to supplement or reinforce the existing amateur radio systems and networks within the state for the purposes of maximizing disaster preparedness and response.

**24-33.5-706. Disaster emergency fund - established - financing - legislative intent**

- (1) It is the intent of the general assembly and declared to be the policy of the state that funds to meet disaster emergencies shall always be available.
- (2) (a) A disaster emergency fund is hereby established, which consists of any moneys appropriated by the general assembly, moneys transferred pursuant to paragraph (b) of subsection (4) of this section, and moneys to reimburse expenditures from the fund that are transmitted to the state treasurer and credited to the fund. Moneys in the disaster emergency fund shall remain in the fund until expended or until transferred pursuant to subsection (4.3) or (4.5) of this section.
- (b) Repealed.
- (3) The council shall review in detail each expenditure of disaster emergency moneys.
- (4) (a) It is the legislative intent that first recourse be to funds regularly appropriated to state and local agencies. If the governor finds that the demands placed upon these funds in coping with a particular disaster are unreasonably great, the governor may, with the concurrence of the council, make funds available from the disaster emergency fund.
- (b) If moneys available from the disaster emergency fund are insufficient, the governor, with the concurrence of the council, may transfer to the fund and expend moneys appropriated for other purposes.
- (4.3) If the disaster emergency fund is credited with reimbursements of moneys previously expended to cope with a particular disaster, to the extent that all or a portion of those moneys were transferred and expended by the governor pursuant to paragraph (b) of subsection (4) of this section, the governor may transfer moneys to the funds as repayment for the amounts the governor originally transferred from said funds to the disaster emergency fund.
- (4.5) (a) The governor may, from time to time as the governor deems necessary based on his or her determination that a disaster emergency is imminent, direct the state treasurer to transfer, and the state treasurer shall transfer, moneys from the disaster emergency fund to the resource mobilization fund created in section 24-33.5-705.4 (6).
- (b) The governor may, from time to time as the governor deems necessary based on his or her determination that a wildfire-related disaster emergency is imminent, direct the state treasurer to transfer, and the state treasurer shall transfer, moneys from the disaster emergency fund to the wildfire emergency response fund created in section 24-33.5-1226 (1).
- (5) The director of the division of homeland security and emergency management is authorized to establish, pursuant to article 4 of this title, the rules and regulations which will govern the reimbursement of funds to state agencies and political subdivisions and to promulgate such regulations.

- (6) Nothing in this section limits the governor's authority to apply for, administer, and expend grants, gifts, or payments in aid of disaster prevention, preparedness, response, or recovery.

#### **24-33.5-707. Local and interjurisdictional disaster agencies and services**

- (1) Each political subdivision is within the jurisdiction of and served by the office of emergency management and by a local or interjurisdictional agency responsible for disaster preparedness and coordination of response.
- (2) Each county shall maintain a disaster agency or participate in a local or interjurisdictional disaster agency which, except as otherwise provided under this part 7, has jurisdiction over and serves the entire county.
- (3) The governor shall determine which municipal corporations need disaster agencies of their own and require that they be established and maintained. The governor shall make such determination on the basis of the municipality's disaster vulnerability and capability of response related to population size and concentration. The disaster agency of a county shall cooperate with the disaster agencies of municipalities situated within its borders but shall not have jurisdiction within a municipality having its own disaster agency. The office of emergency management shall publish and keep current a list of municipalities required to have disaster agencies under this subsection (3).
- (4) The minimum composition of a disaster agency is a director or coordinator appointed and governed by the chief executive officer or governing body of the appointing jurisdiction. The director or coordinator is responsible for the planning and coordination of the local disaster services.
- (5) Any provision of this part 7 or other law to the contrary notwithstanding, the governor may require a political subdivision to establish and maintain a disaster agency jointly with one or more contiguous political subdivisions if the governor finds that the establishment and maintenance of an agency or participation therein is made necessary by circumstances or conditions that make it unusually difficult to provide disaster prevention, preparedness, response, or recovery services under other provisions of this part 7.
- (6) Each political subdivision that does not have a disaster agency and has not made arrangements to secure or participate in the services of an agency shall have an elected official designated as liaison officer to facilitate the cooperation and protection of that subdivision in the work of disaster prevention, preparedness, response, and recovery.
- (7) The mayor, chairman of the board of county commissioners, or other principal executive officer of each political subdivision in the state shall notify the office of emergency management of the manner in which the political subdivision is providing or securing disaster planning and emergency services, identify the person who heads the agency from which the services are obtained, and furnish additional information relating thereto as the office of emergency management requires.
- (8) Each local and interjurisdictional disaster agency shall prepare and keep current a local or interjurisdictional disaster emergency plan for its area.
- (9) The local or interjurisdictional disaster agency, as the case may be, shall prepare and distribute to all appropriate officials in written form a clear and complete statement of the emergency responsibilities of all local agencies and officials and of the disaster chain of command.
- (10) The sheriff of each county shall:
  - (a) Be the official responsible for coordination of all search and rescue operations within the sheriff's jurisdiction;
  - (b) Make use of the search and rescue capability and resources available within the county and request assistance from the office of emergency management only when and if the sheriff determines such additional assistance is required.

- (11) When authorized by the governor and executive director and approved by the director of the office of emergency management, expenses incurred in meeting contingencies and emergencies arising from search and rescue operations may be reimbursed from the disaster emergency fund.
- (12) Any person providing information to a local or interjurisdictional disaster agency may request, in writing, that such information be disseminated only to persons connected with or involved in the preparation, update, or implementation of any disaster emergency plan, and said information shall thereafter not be released to any person without the expressed written consent of the person providing the information.

#### **24-33.5-708. Establishment of interjurisdictional disaster planning and service area**

- (1) If the governor finds that two or more adjoining counties would be better served by an interjurisdictional arrangement than by maintaining separate disaster agencies and services, the governor may delineate by executive order an interjurisdictional area adequate to plan for, prevent, or respond to disaster in that area and direct steps to be taken as necessary, including the creation of an interjurisdictional relationship, a joint disaster emergency plan, mutual aid, or an area organization for emergency planning and services.
- (2) A finding of the governor pursuant to subsection (1) of this section shall be based on one or more factors related to the difficulty of maintaining an efficient and effective disaster prevention, preparedness, response, and recovery system on a separate basis, such as:
  - (a) Small or sparse population;
  - (b) Limitations on public financial resources severe enough to make maintenance of a separate disaster agency and services unreasonably burdensome;
  - (c) Unusual vulnerability to disaster as evidenced by a past history of disasters, topographical features, drainage characteristics, disaster potential, and presence of disaster-prone facilities or operations;
  - (d) The interrelated character of the counties in a multicounty area; and
  - (e) Other relevant conditions or circumstances.
- (3) If the governor finds that a vulnerable area lies only partly within this state and includes territory in another state or territory in a foreign jurisdiction and that it would be desirable to establish an interstate or international relationship or mutual aid or an area organization for disaster, the governor shall take steps to that end as desirable. If this action is taken with jurisdictions that have enacted the interstate civil defense and disaster compact, any resulting agreements may be considered supplemental agreements pursuant to article VI of such compact.
- (4) If the other jurisdictions with which the governor proposes to cooperate pursuant to subsection (3) of this section have not enacted the interstate civil defense and disaster compact, the governor may negotiate special agreements with such jurisdictions. Any agreement, if sufficient authority for the making thereof does not otherwise exist, becomes effective only after its text has been communicated to the general assembly and if neither house of the general assembly has disapproved it before adjournment sine die of the next ensuing session competent to consider it or within thirty days of its submission, whichever is longer.

#### **24-33.5-709. Local disaster emergencies**

- (1) A local disaster may be declared only by the principal executive officer of a political subdivision. It shall not be continued or renewed for a period in excess of seven days except by or with the consent of the governing board of the political subdivision. Any order or proclamation declaring, continuing, or terminating a local disaster emergency shall be given prompt and general publicity and shall be

filed promptly with the county clerk and recorder, city clerk, or other authorized record-keeping agency and with the office of emergency management.

- (2) The effect of a declaration of a local disaster emergency is to activate the response and recovery aspects of any and all applicable local and interjurisdictional disaster emergency plans and to authorize the furnishing of aid and assistance under such plans.
- (3) No interjurisdictional disaster agency or official thereof may declare a local disaster emergency unless expressly authorized by the agreement pursuant to which the agency functions. An interjurisdictional disaster agency shall provide aid and services in accordance with the agreement pursuant to which it functions.

#### **24-33.5-710. Disaster prevention**

- (1) In addition to disaster prevention measures as included in the state, local, and interjurisdictional disaster emergency plans, the governor shall consider steps that could be taken on a continuing basis to prevent or reduce the harmful consequences of disasters. At the governor's direction, and pursuant to any other authority and competence they have, state agencies, including those charged with responsibilities in connection with floodplain management, stream encroachment and flow regulation, weather modification, fire prevention and control, air quality, public works, land use and land-use planning, and construction standards, shall make studies of matters related to disaster prevention. The governor and the executive director, from time to time, shall make recommendations to the general assembly, local governments, and such other appropriate public and private entities as may facilitate measures for prevention or reduction of the harmful consequences of disasters.
- (2) All state departments, in conjunction with the office of emergency management, shall conduct studies and adopt measures to reduce the impact of, and actions contributory to, a disaster. The studies shall concentrate on means of reducing or avoiding the dangers caused by such occurrences or the consequences thereof.
- (3) If the office of emergency management believes, on the basis of the studies or other competent evidence, that an area is susceptible to a disaster of catastrophic proportions without adequate warning, that existing building standards and land-use controls in that area are inadequate and could add substantially to the magnitude of the disaster, and that changes in zoning regulations, other land-use regulations, or building requirements are essential in order to further the purposes of this section, it shall specify the essential changes to the executive director and to the governor. If the governor, upon review of the recommendations, finds after public hearing that the changes are essential, the governor shall so recommend to the agencies or local governments with jurisdictions over the area and subject matter. If no action or insufficient action pursuant to the governor's recommendations is taken within the time specified by the governor, the governor shall so inform the general assembly and request legislative action appropriate to mitigate the impact of disaster.
- (4) The governor, at the same time that the governor makes recommendations pursuant to subsection (3) of this section, may suspend the standard or control which the governor finds to be inadequate to protect the public safety and by regulation place a new standard or control in effect. The new standard or control shall remain in effect until rejected by joint resolution of both houses of the general assembly or amended by the governor. During the time it is in effect, the standard or control contained in the governor's regulation shall be administered and given full effect by all relevant regulatory agencies of the state and local governments to which it applies. The governor's action is subject to judicial review but shall not be subject to temporary stay pending litigation.

#### **24-33.5-711. Compensation - liability when combating grasshopper infestation**

- (1) Each person within this state shall conduct himself or herself and keep and manage such person's affairs and property in ways that will reasonably assist and will not unreasonably detract from the ability of the state and the public successfully to meet disasters or emergencies. This obligation



includes appropriate personal service and use or restriction on the use of property in time of disaster emergency. This part 7 neither increases nor decreases these obligations but recognizes their existence under the constitution and statutes of this state and the common law. Compensation for services or for the taking or use of property shall be only to the extent that the obligations recognized in this subsection (1) are exceeded in a particular case and then only to the extent that the claimant has not volunteered such claimant's services or property without compensation.

- (2) No personal services may be compensated by the state or any subdivision or agency thereof, except pursuant to statute or local law or ordinance.
- (3) Compensation for property shall be made only if the property was commandeered or otherwise used in coping with a disaster emergency and its use or destruction was ordered by the governor or a member of the disaster emergency forces of this state.
- (4) The amount of compensation shall be calculated in the same manner as compensation due for taking of property pursuant to eminent domain procedures, as provided in articles 1 to 7 of title 38, C.R.S.
- (5) Nothing in this section applies to or authorizes compensation for the destruction or damaging of standing timber or other property in order to provide a firebreak or applies to the release of waters or the breach of impoundments in order to reduce pressure or other danger from actual or threatened flood.
- (6) The state and its agencies and political subdivisions and the officers and employees of the state and its agencies and political subdivisions shall not be liable for any claim based upon the exercise or performance or the failure to exercise or perform an act relating to the combating of grasshopper infestation of this state except for negligence or willful disregard of the rights of others, and then only to the extent of one hundred thousand dollars for any injury to or damage suffered by one person and the sum of three hundred thousand dollars for an injury to or damage suffered by two or more persons in any single occurrence; except that, in such latter instance, no person may recover in excess of one hundred thousand dollars. This subsection (6) is the total extent of liability of the state and its agencies and political subdivisions and the officers and employees of the state and its agencies and political subdivisions with regard to the combating of grasshopper infestation of the state and abrogates any common-law cause of action thereto. Except to the extent of insurance coverage, no person acting as a contractor with the state or any of its political subdivisions, or any officer or employee of such contractor, shall be liable on any claim alleging strict liability on contract or tort for actions taken relating to combating grasshopper infestation of the state under this part 7 or under House Bill No. 1001, enacted at the second extraordinary session of the fifty-first general assembly in 1978.

#### **24-33.5-711.5. Governor's expert emergency epidemic response committee - compensation - liability**

- (1) Neither the state nor the members of the expert emergency epidemic response committee designated or appointed pursuant to section 24-33.5-704 (8) are liable for any claim based upon the committee's advice to the governor or the alleged negligent exercise or performance of, or failure to exercise or perform an act relating to an emergency epidemic. Liability against a member of the committee may be found only for wanton or willful misconduct or willful disregard of the best interests of protecting and maintaining the public health. Damages awarded on the basis of such liability shall not exceed one hundred thousand dollars for any injury to or damage suffered by one person or three hundred thousand dollars for an injury to or damage suffered by three or more persons in the course of an emergency epidemic.
- (2) The conduct and management of the affairs and property of each hospital, physician, health insurer or managed health care organization, health care provider, public health worker, or emergency medical service provider shall be such that they will reasonably assist and not unreasonably detract from the ability of the state and the public to successfully control emergency epidemics that are declared a disaster emergency. Such persons and entities that in good faith comply completely with board of health rules regarding the emergency epidemic and with executive orders regarding the disaster

emergency shall be immune from civil or criminal liability for any action taken to comply with the executive order or rule.

- (3) No personal services may be compensated by the state or any subdivision or agency of the state, except pursuant to statute or local law or ordinance.
- (4) Compensation for property shall be made only if the property was commandeered or otherwise used in coping with an emergency epidemic that is declared by the governor or a member of the disaster emergency forces of this state.
- (5) The amount of compensation shall be calculated in the same manner as compensation due for taking of property pursuant to eminent domain procedures, as provided in articles 1 to 7 of title 38, C.R.S.

#### **24-33.5-712. Telecommunications - intent**

The state telecommunications director, working in coordination with the division of homeland security and emergency management, shall ascertain what means exist for rapid and efficient telecommunications in times of disaster emergencies. Operational characteristics of the available systems of telecommunications shall be evaluated by the office, and recommendations for modifications shall be made to the state telecommunications director. It is the intent of this section that adequate means of telecommunications be available for use during disaster emergencies.

#### **24-33.5-713. Mutual aid**

- (1) Political subdivisions not participating in interjurisdictional arrangements pursuant to this part 7 nevertheless shall be encouraged and assisted by the office of emergency management to conclude suitable arrangements for furnishing mutual aid in coping with disasters. The arrangements shall include provision of aid by persons and units in public employ.
- (2) In passing upon local disaster plans, the governor shall consider whether such plans contain adequate provisions for the rendering and receipt of mutual aid.
- (3) It is a sufficient reason for the governor to require an interjurisdictional agreement or arrangement pursuant to section 24-33.5-708 that the area involved and political subdivisions therein have available equipment, supplies, and forces necessary to provide mutual aid on a regional basis and that the political subdivisions have not already made adequate provision for mutual aid; except that, in requiring the making of an interjurisdictional arrangement to accomplish the purpose of this section, the governor need not require establishment and maintenance of an interjurisdictional agency or arrangement for any other disaster purposes.

#### **24-33.5-714. Weather modification**

The office of emergency management shall keep continuously apprised of weather conditions that present danger of precipitation or other climatic activity severe enough to constitute a disaster. If the office of emergency management determines that precipitation that may result from weather modification operations, either by itself or in conjunction with other precipitation or climatic conditions or activity, would create or contribute to the severity of a disaster, it shall recommend to the executive director of the department of natural resources, empowered to issue permits for weather modification operations under article 20 of title 36, C.R.S., to warn those organizations or agencies engaged in weather modification to suspend their operations until the danger has passed or recommend that said executive director modify the terms of any permit as may be necessary.

#### **24-33.5-715. Merit system**

In accordance with section 13 (4) of article XII of the state constitution, the state personnel board may provide personnel services pursuant to contract to civil defense employees of the political subdivisions of the state, except where such employees are covered by another federally approved merit system.

**24-33.5-716. Interoperable communications among public safety radio systems - statewide plan regional plans - governmental immunity - needs assessment - definitions**

- (1) As used in this section, unless the context otherwise requires:
  - (a) "Interoperable communications" means the ability of public safety agencies in various disciplines and jurisdictions to communicate on demand and in real time by voice or data using compatible radio communication systems or other technology.
  - (b) "Public safety agency" means an agency providing law enforcement, fire protection, emergency medical, or emergency response services.
  - (c) "Region" means an all-hazards emergency management region established by executive order of the governor
- (2) The executive director of the department of local affairs shall transfer to the executive director the tactical and long-term interoperable communications plan developed pursuant to former section 24-32-1116, as said section existed on June 30, 2012, to improve the ability of the public safety agencies of state government to communicate with public safety agencies of the federal government, regions, local governments, and other states. The executive director shall update and revise the plan no less than once every three years. The plan shall include measures to create and periodically test interoperability interfaces, provisions for training on communications systems and exercises on the implementation of the plan, and deadlines for implementation
- (3)
  - (a) The executive director of the department of local affairs shall transfer to the executive director the tactical and long-term interoperable communications plan, adopted by each region pursuant to former section 24-32-1116, as said section existed on June 30, 2012, to improve communications among public safety agencies in the region and with public safety agencies of other regions, the state and federal governments, and other states. The plans shall include measures to create and periodically test interoperability interfaces, provisions for training on communications systems and exercises on the implementation of the plan, a strategy for integrating with the state digital trunked radio system, deadlines for implementation, and other elements required by the executive director. Each region shall submit to the executive director revised plans as such are updated
  - (b) Each local government agency or private entity that operates a public safety radio system shall collaborate in the development and, as necessary, periodic revision of the tactical and long-term interoperable communications plan of the region in which it is located. Such tactical plans, and revisions thereto, shall be submitted to the executive director.
  - (c) A region that timely fails to submit a tactical and long-term interoperable communications plan or revisions thereto, or a local government agency that fails to collaborate in the development of or timely submit the plan, or a region or local government agency that fails to maintain current plans, shall be ineligible to receive homeland security or public safety grant moneys administered by the department of local affairs, department of public safety, or department of public health and environment until the region submits a plan to the executive director.
- (4) A public safety agency shall not expend moneys received through the department on a mobile data communication system unless the system is capable of interoperable communications.
- (5) The executive director shall not require a public safety agency to acquire the communications equipment of a particular manufacturer or provider as a condition of awarding grant moneys administered by the department.

- (6) A public safety agency or an employee of a public safety agency acting in collaboration with another agency or person to create and operate an interoperable communications system shall have the same degree of immunity under the "Colorado Governmental Immunity Act", article 10 of this title, as the public safety agency or employee would have if not acting in collaboration with another agency or person.
- (7) Repealed.

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#### **24-33.5-824. Volunteers - provision of emergency services - protections – benefits**

- (1) A volunteer shall be allowed to receive the benefits and protections specified in this part 8 and pursuant to article 10 of this title if the volunteer is determined to be a qualified volunteer pursuant to this section. A volunteer shall be deemed a qualified volunteer if:
  - (a) The volunteer is a member of a volunteer organization that enters into a memorandum of understanding with a county sheriff, local government, local emergency planning committee, or state agency pursuant to section 24-33.5-822;
  - (b) The volunteer organization of which the volunteer is a member is included on the qualified volunteer organization list created and maintained by the department pursuant to section 24-33.5-823;
  - (c) The volunteer is called to service through the volunteer organization under the authority of the county sheriff, local government, local emergency planning committee, or state agency to volunteer in a disaster or during a training exercise, drill, or class conducted in preparation for a disaster, which exercise, drill, or class is organized or under the direction of such county sheriff, local government, local emergency planning committee, or state agency; except that the provisions of sections 24-33.5-825 and 24-33.5-826 do not apply to a training exercise, drill, or class without the express prior consent and approval of the volunteer's employer; and
  - (d) The volunteer receives the appropriate verification pursuant to subsection (2) of this section.
- (2) The executive director of the department or the executive director's designee shall create a system whereby a volunteer may obtain proof to provide to his or her employer that specifies:
  - (a) The volunteer was called to service by a volunteer organization for the purpose of assisting in a disaster or during a training exercise, drill, or class conducted in preparation for a disaster, which exercise, drill, or class is organized or under the direction of such county sheriff, local government, local emergency planning committee, or state agency; except that the provisions of sections 24-33.5-825 and 24-33.5-826 do not apply to a training exercise, drill, or class without the express prior consent and approval of the volunteer's employer;
  - (b) The volunteer reported for service and performed the activities required of him or her by the volunteer organization; and
  - (c) The number of days of service that the volunteer provided.

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#### **24-33.5-1601. Legislative declaration**

- (1) The general assembly hereby finds and declares that:
  - (a) The threat of terrorism in Colorado is a matter of great concern to the people of the state and affects the public interest. Therefore, this part 16 is enacted for the purpose of protecting the health, peace, safety, and welfare of the people of this state.
  - (b) The terrorist attacks of September 11, 2001, in New York, Washington, D.C., and Pennsylvania, along with the subsequent sending of anthrax through the mail, the previous attempt to destroy the world trade center, and the bombing of the Alfred P. Murrah federal building in Oklahoma

City, and the arson attacks in Vail, Colorado, demonstrate that no part of the United States is immune from the threat of terrorism;

- (c) Responsible public agencies must anticipate and protect against new forms of terrorism, including suicide hijacking, use of biological toxins and hazardous materials, arson, and sabotage of telecommunications networks, the food and water supply, and other critical infrastructure;
- (d) In response to the threat of terrorism, the federal government and several state governments are creating specialized agencies to coordinate efforts to prevent, protect against, respond to, recover from, and prosecute acts of terrorism. Colorado currently has no such agency, and few of Colorado's criminal laws address terrorism specifically.
- (e) In 2005, hurricane Katrina emphasized and reinforced the importance of robust emergency management systems and the need for an all-hazards approach to homeland security, increased autonomy, and responsibility for emergency management;
- (f) Coordination across disciplines, among levels of government, and with private and nongovernmental sectors is the best way to ensure that government can deliver, to the best of its collective ability, the most effective and efficient services regardless of the cause of any disaster;
- (g) A state agency should be established to coordinate Colorado's response to the threat of terrorism and other threats; facilitate tribal, state, local, and regional homeland security activities; direct homeland security-related federal funding to local governments; and share homeland security information among entities participating in homeland security activities.

**24-33.5-1602. Definitions** As used in this part 16, unless the context otherwise requires:

- (1) "Act of terrorism" has the same meaning set forth in 18 U.S.C. sec. 3077 (1) and 28 CFR 0.85 (l).
- (2) "Biological agent" has the same meaning set forth in 18 U.S.C. secs. 178 (1) and 175 (b).
- (3) "Chemical weapon" has the same meaning set forth in 18 U.S.C. sec. 229F (1).
- (4) "Critical infrastructure" means those systems and assets, whether physical or virtual, that are vital to the state of Colorado so that the incapacity or destruction of such systems and assets would have a debilitating impact on public safety, public health, or economic security.
- (5) "Destructive device" has the same meaning set forth in 18 U.S.C. sec. 921 (a) (4).
- (6) "Director" means the director of the division.
- (7) "Division" means the division of homeland security and emergency management created in section 24-33.5-1603.
- (8) "Fusion center" means the program administered by the office of prevention and security, created in section 24-33.5-1606, that serves as the primary focal point within the state for receiving, analyzing, gathering, and sharing threat-related information among federal, state, local, tribal, nongovernmental, and private sector partners.
- (9) "Homeland security advisor" means a person appointed by the governor to serve as counsel to the governor on homeland security issues and who may also serve as a liaison between the governor's office, the department of homeland security, and other homeland security and related organizations both inside and outside of the state.
- (10) "Radioactive material" means a material that produces radiation at a level that is dangerous to human health or life.
- (11) "Toxin" has the same meaning set forth in 18 U.S.C. secs. 178 (2) and 175 (b).

**24-33.5-1603. Division of homeland security and emergency management - creation - director**

- (1) There is hereby created within the department the division of homeland security and emergency management, the head of which is the director of the division. The executive director shall appoint the director pursuant to section 13 of article XII of the state constitution.
- (2) The division includes the following agencies, which shall exercise their powers and perform their duties and functions under the department as if the same were transferred thereto by a type 2 transfer:

- (a) The office of emergency management, created in section 24-33.5-705;
- (b) The office of prevention and security, created in section 24-33.5-1606; and
- (c) The office of preparedness, created in section 24-33.5-1606.5.

#### **24-33.5-1604. Duties and powers of the division**

(1) The division has the following duties and powers:

- (a) To inquire into the threat of terrorism in Colorado and the state of preparedness to respond to that threat and to make recommendations to the governor and the general assembly;
- (b) To cooperate with the United States department of homeland security and other agencies of the federal government and other states in matters related to terrorism;
- (c) To do all things necessary for the implementation of this part 16, including but not limited to the power:
  - (I) To hire personnel;
  - (II) To contract with federal, state, local, and private entities; and
  - (III) To accept and expend federal and private funds.

(2) (a) The division shall create and implement terrorism preparedness plans. The plans shall include the following:

- (I) State protocols and procedures concerning the prevention of, preparation for, response to, and recovery from any terrorist threat, terrorist act, or other terrorist-related activity;
- (II) Establishment and issuance of protocols to guide state and local law enforcement and emergency response officials in responding to any case involving a suspected terrorist training activity described in section 18-9-120, C.R.S.;
- (III) Coordination with appropriate governmental agencies, educational institutions, and private sector entities to develop protocols concerning access and security measures at biotechnology laboratories and facilities;
- (IV) Coordination with appropriate state agencies to develop protocols concerning the handling, storage, and disposal of biological agents, chemical weapons, destructive devices, radioactive materials, and toxins when any such materials are obtained as evidence of a suspected terrorist training activity as described in section 18-9-120, C.R.S., act of terrorism, suspected act of terrorism, threat to commit an act of terrorism, or conspiracy to commit an act of terrorism.

(b) (I) In creating the terrorism preparedness plans, the division shall seek the advice and assistance of other federal, state, and local government agencies; business, labor, industrial, agricultural, civic, and volunteer organizations; and community leaders.

(II) The terrorism preparedness plans constitute specialized details of security arrangements for purposes of section 24-72-204 (2) (a) (VIII).

(3) (a) The division shall provide advice, assistance, and training to state and local government agencies in the development and implementation of terrorism preparedness plans and in conducting periodic exercises related to the plans.

(b) The division shall provide oversight of terrorism preparedness plans developed and implemented by state and local government agencies. The oversight does not usurp the authority of state and

local government agencies, but will only provide peer review and comment in order to promote standardized methods of operation and to facilitate integration with plans adopted by other state and local government agencies throughout the state.

- (c) State and local government agencies that develop terrorism preparedness plans shall submit copies of current, new, or amended plans to the division.
- (4) The division may distribute to local government agencies any federal or other funds that become available for distribution.
- (5) The division shall also:
  - (a) Build partnerships with first responders, agencies, and citizens in the public and private sectors;
  - (b) Coordinate activities with other state agencies and the all-hazards emergency management regions created by executive order of the governor;
  - (c) Develop and update a state strategy for homeland security;
  - (d) Facilitate, coordinate, and conduct capabilities assessments as necessary;
  - (e) Facilitate improvements in overall preparedness by developing coordinating mechanisms among Colorado's emergency management, homeland security, public safety, and public health agencies in order to deliver the capabilities necessary for all domestic disasters, whether natural or man-made, including acts of terror; and
  - (f) Coordinate protection activities among owners and operators of critical infrastructure and other tribal, state, local, regional, and federal agencies in order to help secure and protect critical infrastructure within the state.

#### **24-33.5-1605. Director - duties and powers - rules**

- (1) The director shall perform duties in connection with:
  - (a) The creation and implementation of the terrorism preparedness plan described in section 24-33.5-1604; and
  - (b) The prevention and detection of terrorist training activities described in section 18-9-120, C.R.S.
- (2) The director may promulgate, in accordance with article 4 of this title, any rules necessary to implement part 15 of this article and sections 24-33.5-1604 (2) (a), 24-33.5-1608, and 24-33.5-1609.
- (3) The powers vested in the director in this part 16 do not usurp or supersede the powers of fire chiefs, sheriffs, chiefs of police, or other law enforcement or fire protection agencies.
- (4) The director is entitled to all protections, defenses, and immunities provided by statute to safeguard a peace officer in the performance of official acts.

#### **24-33.5-1606. Office of prevention and security - creation - duties**

- (1) There is hereby created within the division an office of prevention and security, the head of which is the manager of the office of prevention and security. The director shall appoint the manager of the office of prevention and security pursuant to section 13 of article XII of the state constitution.
- (2) The duties of the office of prevention and security include:
  - (a) Enhancing interagency cooperation through information sharing;
  - (b) Operating the state's fusion center; and
  - (c) Developing and maintaining, through cooperation with other tribal, state, local, regional, and federal agencies, a standardized crisis communication and information-sharing process.

#### **24-33.5-1606.5. Office of preparedness - creation - duties - posting of notice of NIMS classes - definition**

- (1) There is hereby created within the division the office of preparedness, the head of which is the manager of the office of preparedness. The director shall appoint the manager of the office of preparedness pursuant to section 13 of article XII of the state constitution. The office of preparedness is responsible for creating and implementing a state preparedness goal and system to improve state capabilities to prevent, mitigate the effects of, respond to, and recover from threats to Colorado.
- (2) The duties of the office of preparedness include:
  - (a) Improving community preparedness and citizen involvement through external outreach;
  - (b) Identifying and reducing duplicative homeland security-related training needs and efforts, coordinating homeland security-related training among tribal, state, local, and regional agencies, and creating a single training and exercise calendar with identified points of contact that is accessible via the internet;
  - (c) Coordinating and updating homeland security plans;
  - (d) Coordinating all-hazard public risk communication products among state agencies; and
  - (e) Administering federal homeland security grants, in accordance with subsection (3) of this section, providing technical assistance to grantees, and coordinating grant funding opportunities with other state agencies.
- (3) (a) Unless otherwise authorized under this article 33.5, the grant programs for which the office of preparedness has authority to administer are limited to:
  - (I) The state homeland security program, or its successor program;
  - (II) The Denver urban areas security initiative, or its successor program;
  - (III) The metropolitan medical response system, or its successor program;
  - (IV) The citizens corp program, or its successor program;
  - (V) The urban areas security initiative nonprofit security grant program, or its successor program;
  - (VI) The buffer zone protection program, or its successor program;
  - (VII) The interoperable emergency communications grant program, or its successor program;
  - (VIII) Any grant programs previously administered by the former division of emergency management in the department of local affairs, as of June 30, 2012; and
  - (IX) Any other grant programs authorized by the governor, which programs shall not be inconsistent with the division's purposes.
  - (b) As used in this subsection (3), "successor program" means a federal homeland security grant program that the manager of the office of preparedness reasonably determines is similar in purpose and scope to its predecessor program, regardless of the particular name of the successor program.
- (4) The office of preparedness shall place on its web site a description of the national incident management system, developed by the federal emergency management agency and referred to in this section as "NIMS", and a listing, with any applicable links, of on-line courses required to become NIMS-certified and courses related to NIMS at institutions within the state system of community and technical colleges.

#### **24-33.5-1607. Funding**



The general assembly recognizes that federal legislation enacted in the aftermath of the terrorist attacks of September 11, 2001, including but not limited to the "USA Patriot Act of 2001", has created federal grants to assist states in creating and implementing plans to deal with terrorism. It is the intent of the general assembly that all such grants and any other available resources, including federal and private funds, grants, and donations, be pursued to help defray the costs incurred in implementing this part 16.

#### **24-33.5-1608. Building security and occupant protection**

- (1) The director shall adopt rules concerning safety and security to protect state personnel and property owned or leased by the state, including, but not limited to, facilities, buildings, and grounds. Unless under a state of emergency or alert as defined by the rules, such facilities, buildings, and grounds shall remain open to the public.
- (2) In adopting such rules, the director shall use as general guidelines the building security and occupant protection standards in federal statutes, presidential directives, and the rules promulgated thereunder, as amended from time to time.

#### **24-33.5-1609. Continuity of state government operations**

- (1) The director shall adopt rules concerning the continuity of state government operations to provide guidance to state departments and agencies in developing viable and executable contingency plans for continuity of operations.
- (2) In adopting such rules, the director shall use as general guidelines the plans published by the federal emergency management agency in federal preparedness circulars 65, 66, and 67, and in the rules promulgated thereunder, as amended from time to time.
- (3) The rules adopted pursuant to this section shall be incorporated as part of the state emergency operations plan.

#### **24-33.5-1610. Compliance with standards**

- (1) The executive director of each state department and agency shall ensure compliance with the rules adopted pursuant to sections 24-33.5-1608 and 24-33.5-1609.
- (2) (a) State departments and agencies shall be required to comply with any such rule that requires funding only if funds are available to the department or agency.  
(b) If adequate funding is not available to fund compliance with any such rule by a state department or agency, the department or agency shall take appropriate measures to provide alternate interim solutions to protect the safety and security of persons and property and to ensure the continuity of the department or agency's critical functions during a state of emergency. Any alternate interim solution shall be approved by the division.

#### **24-33.5-1611. Assistance to state agencies - security assessment**

- (1) Upon request from any state agency, the division shall provide advice and assistance to the agency related to the agency's compliance with rules adopted pursuant to sections 24-33.5-1608 and 24-33.5-1609.
- (2) The division shall conduct security assessments as needed to evaluate threats, risks, and compliance with security rules at state facilities.

#### **24-33.5-1612. Cooperation from other state agencies**

- (1) Upon request, other agencies of state government, including the department of personnel and the department of local affairs, shall provide advice and assistance to the division related to rules adopted pursuant to section 24-33.5-1608 or 24-33.5-1609.

- (2) Executive departments and agencies of state government shall coordinate their homeland security efforts through the division as necessary.

**24-33.5-1613. State facility security fund. (Repealed)**

**24-33.5-1614. Homeland security and all-hazards senior advisory committee - composition - duties - emergency planning subcommittee - public safety communications subcommittee - creation - definitions – repeal**

- (1) To help develop and guide the division's efforts and advise the homeland security advisor, there is hereby created the homeland security and all-hazards senior advisory committee, referred to in this section as the "advisory committee". The advisory committee shall assist the state in becoming better able to predict, prevent, mitigate the effects of, respond to, and recover from those threats posing the greatest risk to Colorado.
- (2) (a) The advisory committee consists of at least the director of the division, who is a nonvoting member, and the following twenty-one voting members:
- (I) The executive director, who is the chair of the advisory committee;
  - (II) The director of the division of fire prevention and control created in part 12 of this article, or his or her designee;
  - (III) One member with specialized knowledge in local government assistance who represents the department of local affairs, created in section 24-1-125, to be appointed by the executive director of the department of local affairs;
  - (IV) One member with specialized knowledge in emergency preparedness and response who represents the department of public health and environment, created in section 25-1-102, C.R.S., to be appointed by the executive director of the department of public health and environment;
  - (V) One member with specialized knowledge in homeland defense who represents the department of military and veterans affairs created in section 24-1-127 to be appointed by the adjutant general;
  - (VI) One member with specialized knowledge in emergency communications systems who represents the governor's office of information technology created in section 24-37.5-103, to be appointed by the chief information officer;
  - (VII) The chief of the Colorado state patrol appointed pursuant to section 24-33.5-205, or his or her designee;
  - (VIII) The following fourteen members, to be appointed by the executive director in consultation with the adjutant general of the department of military and veterans affairs and the executive directors of the department of local affairs and the department of public health and environment:
    - (A) A representative of Colorado counties, incorporated, or its successor entity;
    - (B) A representative of the Colorado emergency management association, or its successor entity;
    - (C) A representative of private industry;
    - (D) A representative of the Colorado municipal league, or its successor entity;
    - (E) A representative of the county sheriffs of Colorado, incorporated, or a successor sheriffs' organization;
    - (F) A representative of the emergency medical services association of Colorado, or its successor organization;
    - (G) A representative of the Colorado state fire chiefs' association, or its successor organization;

- (H) A representative of the Colorado association of chiefs of police, or its successor organization;
  - (I) A representative of tribal government;
  - (J) A representative of Colorado voluntary organizations active in disaster;
  - (K) A regional state homeland security coordinator, representing an all-hazards emergency management region established by executive order of the governor;
  - (L) A representative of the special districts association of Colorado, or its successor organization;
  - (M) A representative from the state all-hazards advisory committee formed under the department, or any successor entity; and
  - (N) A representative of the Denver urban area security initiative, as recognized by the United States department of homeland security.
- (b) Additional advisory committee members may be added to the advisory committee as necessary upon:
- (I) Approval by the executive director; and
  - (II) A majority vote of approval by the advisory committee members serving pursuant to paragraph (a) of this subsection (2).
- (c) The advisory committee shall select annually a vice-chairperson and secretary from among its members.
- (d) (I) Except as otherwise provided in subparagraph (II) of this paragraph (d), advisory committee member terms are for two years each.
- (I) One-half of the initial members of the advisory committee shall be appointed to one-year terms, and the other half of the initial members shall be appointed to two-year terms.
- (e) If a member of the advisory committee appointed under paragraph (a) of this subsection (2) vacates his or her office prior to the expiration of his or her term, the executive director or, for those members described under subparagraph (VII) of paragraph (a) of this subsection (2), the appropriate appointing authority shall fill the vacancy by appointment for the unexpired term.
- (f) (I) (A) The advisory committee shall meet as necessary, as determined by the executive director.
- (B) Advisory committee members may attend meetings and vote via teleconference.
- (II) The advisory committee shall establish by-laws as appropriate for its effective operation.
- (III) The members of the advisory committee shall receive no compensation; except that advisory committee members are entitled to receive reimbursement for necessary travel and other reasonable expenses incurred in the performance of their official duties under this section.
- (3) The advisory committee shall:
- (a) Provide policy guidance to the division;
  - (b) Annually review the state strategy for homeland security developed by the division pursuant to section 24-33.5-1604 (2) (a) (VII) and make recommendations on the strategy's goals, policies, and priorities;
  - (c) Advise the governor, through his or her homeland security advisor, regarding the planning and implementation of tasks and objectives to achieve goals contained in the Colorado homeland security strategy;
  - (d) Review homeland security grant applications and make recommendations to the homeland security advisor regarding grant distributions;
  - (e) Identify opportunities to consolidate existing state-level advisory boards, while ensuring that local and tribal entities have latitude in determining their needs in program areas; and

(f) Establish subcommittees, as necessary, that focus on specific issues or subject matters and make recommendations to the full advisory committee. The executive director shall select the chairpersons for any subcommittees as well as the advisory committee members to serve on the subcommittees. The chairperson of a subcommittee may select nonadvisory committee members from interested members of the community to serve on the subcommittee. Each subcommittee shall make findings and recommendations for consideration by the full advisory committee. Nonadvisory committee members of a subcommittee serve without compensation and without reimbursement for expenses.

(3.3) (a) In addition to any subcommittees created pursuant to paragraph (f) of subsection (3) of this section, there is hereby created the public safety communications subcommittee to the advisory committee, referred to in this subsection (3.3) as the "subcommittee".

(b) The purposes of the subcommittee are to:

- (I) Promote interoperable communications among public safety organizations throughout the state;
- (II) Represent the advisory committee in matters concerning public safety communications and interoperability of communication systems; and
- (III) Inform the advisory committee on the development, maintenance, upgrade, and operation of the statewide digital trunked radio system.

(c) The duties of the subcommittee are to:

- (I) Present an annual report to the joint budget committee in writing no later than each December 31 that includes operational and capital infrastructure needs to maintain the system;
- (II) Provide policy-level direction and promote efficient and effective use of resources for matters related to public safety communications interoperability;
- (III) Promote cooperation among local, tribal, state, and federal public safety agencies, as well as nongovernmental organizations that are in the business of providing public safety in addressing statewide radio interoperability needs in the state;
- (IV) Assist public safety entities in the development of projects, plans, policies, standards, priorities, guidelines, and training for radio interoperability;
- (V) Coordinate with other communications oversight groups to ensure adequate wireless spectrum to accommodate all users;
- (VI) Research statewide interoperable communications best practices of other states, tribes, and municipalities;
- (VII) Provide recommendations to the advisory committee, when appropriate, concerning issues related to statewide interoperable radio communications for public safety in Colorado, which recommendations may relate to relevant topics including governance, standard operating procedures, technology, training, and funding;
- (VIII) Consider specifically, and report to the executive director prior to December 31, 2014, regarding:
  - (A) The long-term sustainability, adaptability, and evolution of technology used in public safety communications; and
  - (B) The bandwidth needed for present and future emergency communications; and
- (IX) Assist the department in performing the needs assessment required under section 24-33.7-716 (7).

(d) (I) The members of the consolidated communications system authority, as that body existed prior to its repeal pursuant to Senate Bill 14-127, are the initial members of the subcommittee. The

terms of such initial members continue and expire according to the dates for which such members were originally appointed.

(II) (A) Upon expiration of the terms of the initial members serving pursuant to subparagraph (I) of this paragraph (d), and upon the creation of any other vacancy or term expiration, the appropriate appointing authority shall appoint a member representing the same interest, as described in subparagraphs (I) and (III) of paragraph (e) of this subsection (3.3), as the vacating member.

(B) Any vacancy appointment is for the remainder of the unexpired term of the vacating member.

(e) The subcommittee consists of at least the following twenty-three members:

(I) Members representing local government, including:

- (A) Two members representing public radio systems that are not part of the statewide digital trunked radio system, who are appointed as specified in paragraph (f) of this subsection (3.3);
- (B) One member representing the licensed ambulance or emergency medical service and the licensed hospital or trauma center, who is selected by the state emergency medical and trauma services advisory council created in section 25-3.5-104, C.R.S.;
- (C) Two members representing the nine all-hazard regions, who are appointed as specified in paragraph (f) of this subsection (3.3);
- (D) Two members selected by the Colorado state fire chiefs' association, one of whom represents a metropolitan fire department and the other of whom represents a rural fire department;
- (E) One representative of Colorado professional fire fighters, or a successor labor organization that represents firefighters;
- (F) One representative of Colorado's counties, appointed by Colorado counties, incorporated, or a successor organization that represents Colorado's counties;
- (G) Five representatives of the consolidated communications network of Colorado, incorporated, or a successor nonprofit organization comprised of participating user agencies using the Colorado digital trunked radio system; and
- (H) Two members representing the law enforcement agencies, one who is selected by the Colorado association of chiefs of police and one who is selected by the county sheriffs of Colorado;

(II) Five members representing state government as follows:

- (A) The chief information officer of the governor's office of information technology, or his or her designee;
- (B) The chief of the Colorado state patrol, or his or her designee;
- (C) The executive director of the department of corrections, or the executive director's designee;
- (D) The executive director of the department of transportation, or the executive director's designee; and
- (E) The executive director of the department of natural resources, or the executive director's designee;

(III) Two members representing the two tribal nations in the state, one selected by each of the two tribal nations.

(f) (I) For the entities described in sub-subparagraphs (A) and (C) of subparagraph (I) of paragraph (e) of this subsection (3.3), each entity may nominate one or more persons to the executive director for appointment to the positions. The executive director, in consultation with the advisory committee, shall consider geographic representation and technical expertise in choosing appointees. The executive director shall notify the entities in writing regarding the appointments made. Each appointee appointed pursuant to this paragraph (f) serves at the pleasure of the executive director.

(II) The members of the subcommittee appointed or selected pursuant to subparagraphs (I) and (III) of paragraph (e) of this subsection (3.3) serve at the pleasure of the appointing or selecting authority.

(g) In addition to the members described in paragraph (f) of this subsection (3.3), the executive director, in consultation with the advisory committee, may appoint additional members to the subcommittee. The terms of such members are for a period, not to exceed two years, identified by the executive director when making the appointments. The executive director shall ensure that such appointments maintain, to the greatest extent possible, the geographic diversity and expertise of the subcommittee.

(h) The subcommittee members are entitled to receive reimbursement for necessary travel and other reasonable expenses incurred in the performance of their official duties.

(i) This subsection (3.3) is repealed, effective September 1, 2019. Prior to repeal, the subcommittee shall be reviewed pursuant to section 2-3-1203, C.R.S.

(3.5) (a) In addition to any subcommittees created pursuant to paragraph (f) of subsection (3) of this section, there is hereby created the emergency planning subcommittee, also referred to in this subsection (3.5) as the "subcommittee", to the advisory committee.

(b) (I) The subcommittee consists of twelve members.

(II) Five of the twelve members are the following ex officio representatives of state government or their designees:

(A) The director;

(B) The director of the division of fire prevention and control in the department of public safety;

(C) The director of the division of local government in the department of local affairs;

(D) The director of the division in the department of public health and environment responsible for hazardous materials and waste management; and

(E) A representative of the Colorado state patrol in the department of public safety.

(III) The remaining seven members of the subcommittee are appointed by the executive director for two-year terms, and may be reappointed for additional terms. Of those seven members, two shall represent local governments, two shall be from either public interest groups or community groups, one shall represent a local emergency planning committee, and two shall represent industries affected by implementation of the federal "Emergency Planning and Community Right-to-Know Act of 1986", 42 U.S.C. sec. 11001 et seq., Title III of the federal "Superfund Amendments and Reauthorization Act of 1986", Pub.L. 99-499.

(c) (I) The members of the Colorado emergency planning commission, as such existed prior to its repeal pursuant to House Bill 14-1004, are the initial members of the subcommittee. The terms of such initial members continue and expire according to the dates for which such members were originally appointed.

(II) (A) Upon expiration of the terms of the initial members serving pursuant to subparagraph (I) of this paragraph (c), and upon the creation of any other vacancy or term expiration, the executive director shall appoint a member representing the same interest, as described in subparagraph (III) of paragraph (b) of this subsection (3.5), as the vacating member.

(B) A vacancy appointment is for the remainder of the unexpired term of the vacating member.

- (d) Members of the subcommittee do not receive compensation or per diem for their services on the subcommittee; except that members may be reimbursed for travel expenses incurred in connection with activities other than attending meetings of the subcommittee.
- (e) In addition to any other duties and functions described in part 15 of this article, the subcommittee shall advise the advisory committee on matters pertaining to implementation of the federal "Emergency Planning and Community Right-to-Know Act of 1986", 42 U.S.C. sec. 11001 et seq., Title III of the federal "Superfund Amendments and Reauthorization Act of 1986", Pub.L. 99-499. The subcommittee shall also keep the advisory committee informed of actions it takes under section 24-33.5-1504 regarding local emergency planning committees or districts.
- (f) This subsection (3.5) is repealed, effective September 1, 2019. Prior to such repeal, the subcommittee shall be reviewed pursuant to section 2-3-1203, C.R.S.

(4) (a) This section is repealed, effective September 1, 2021.

(b) Prior to repeal, the department of regulatory agencies shall review the advisory committee in accordance with section 2-3-1203, C.R.S.

#### **24-33.5-1615. Report - repeal**

- (1) Notwithstanding section 24-1-136 (11) (a), on or before February 1, 2013, and on or before each February 1 thereafter, the department shall submit an annual report to the general assembly describing any changes, issues, problems, and efficiencies realized as a result of the creation of the division.
- (2) This section is repealed, effective September 1, 2017.

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**24-60-2901. Short title** This part 29 shall be known and may be cited as the "Emergency Management Assistance Compact".

#### **24-60-2902. Compact approved and ratified**

The general assembly hereby approves and ratifies and the governor shall enter into a compact on behalf of the state of Colorado with any of the United States or other jurisdictions legally joining therein in the form substantially as follows:

### **ARTICLE I**

#### **Purpose and Authorities**

This compact is made and entered into by and between the participating member states that enact this compact, hereinafter called party states. For the purposes of this compact, the term "states" is taken to mean the several states, the Commonwealth of Puerto Rico, the District of Columbia, and all United States territorial possessions.

The purpose of this compact is to provide for mutual assistance among the states entering into this compact in managing any emergency disaster that is duly declared by the Governor of the affected state, Colorado Hazard and Incident Response and Recovery Plan  
Supporting Annex State Disaster Act

whether arising from natural disaster, technological hazard, man-made disaster, civil emergency aspects of resources shortages, community disorders, insurgency, or enemy attack.

This compact shall also provide for mutual cooperation in emergency-related exercises, testing, or other training activities using equipment and personnel simulating performance of any aspect of the giving and receiving of aid by party states or subdivisions of party states during emergencies, such actions occurring outside actual declared emergency periods. Mutual assistance in this compact may include the use of the states' National Guard forces, either in accordance with the National Guard Mutual Assistance Compact or by mutual agreement between or among states.

## **ARTICLE II**

### **General Implementation**

Each party state entering into this compact recognizes that many emergencies transcend political jurisdictional boundaries and that intergovernmental coordination is essential in managing these and other emergencies under this compact. Each state further recognizes that there will be emergencies that require immediate access and present procedures to apply outside resources to make a prompt and effective response to such an emergency. This is because few, if any, individual states have all the resources they may need in all types of emergencies or the capability of delivering resources to areas where emergencies exist.

The prompt, full, and effective utilization of resources of the participating states, including any resources on hand or available from the federal government or any other source, that are essential to the safety, care, and welfare of the people in the event of any emergency or disaster declared by a party state, shall be the underlying principle on which all articles of this compact shall be understood.

On behalf of the Governor of each state participating in the compact, the legally designated state official who is assigned responsibility for emergency management shall be responsible for formulation of the appropriate interstate mutual aid plans and procedures necessary to implement this compact.

## **ARTICLE III**

### **Party State Responsibilities**

- A. It shall be the responsibility of each party state to formulate procedural plans and programs for interstate cooperation in the performance of the responsibilities listed in this article. In formulating such plans and in carrying them out, the party states, insofar as practical, shall:
  - 1. Review individual state hazards analyses and, to the extent reasonably possible, determine all those potential emergencies the party states might jointly suffer, whether due to natural disaster, technological hazard, man-made disaster, emergency aspects of resource shortages, civil disorders, insurgency, or enemy attack;
  - 2. Review party states' individual emergency plans and develop a plan which will determine the mechanism for the interstate management and provision of assistance concerning any potential emergency;
  - 3. Develop interstate procedures to fill any identified gaps and resolve any identified inconsistencies or overlaps in existing or developed plans;
  - 4. Assist in warning communities adjacent to or crossing the state boundaries;
  - 5. Protect and assure uninterrupted delivery of services, medicines, water, food, energy and fuel, search and rescue, and critical lifeline equipment, services, and resources, both human and material;



6. Inventory and set procedures for the interstate loan and delivery of human and material resources, together with procedures for reimbursement or forgiveness; and
  7. Provide, to the extent authorized by law, for temporary suspension of any statutes or ordinances that restrict the implementation of the above responsibilities.
- B. The authorized representative of a party state may request assistance from another party state by contacting the authorized representative of that state. The provisions of this compact shall only apply to requests for assistance made by and to authorized representatives. Requests may be oral or in writing. If oral, the request shall be confirmed in writing within thirty days after the oral request. Requests shall provide the following information:
1. A description of the emergency service function for which assistance is needed, including, but not limited to, fire services, law enforcement, emergency medical, transportation, communications, public works and engineering, building inspection, planning and information assistance, mass care, resource support, health and medical services, and search and rescue;
  2. The amount and type of personnel, equipment, materials and supplies needed, and a reasonable estimate of the length of time they will be needed; and
  3. The specific place and time for staging of the assisting party's response and a point of contact at that location.
- C. There shall be frequent consultation between state officials who have assigned emergency management responsibilities and other appropriate representatives of the party states with affected jurisdictions and the United States Government, with free exchange of information, plans, and resource records relating to emergency capabilities.

## **ARTICLE IV**

### **Limitations**

Any party state that is asked to render mutual aid, or to conduct exercises and training for mutual aid, shall take such action as is necessary to provide and make available the resources covered by this compact in accordance with the terms hereof, on the understanding that the state rendering aid may withhold resources to the extent reasonably necessary for its own protection.

Each party state shall afford to the emergency forces of any party state, while operating within its borders under the terms and conditions of this compact, the same powers, duties, rights, and privileges as are afforded forces of the state in which they are performing emergency services, except the power of arrest unless specifically authorized by the receiving state. Emergency forces shall continue under the command and control of their regular leaders, but the organizational units shall come under the operational control of the emergency services authorities of the state receiving assistance. These conditions may be activated, as needed, only after a declaration of a state of emergency or disaster by the Governor of the party state that is to receive assistance or after the commencement of exercises or training for mutual aid, and shall continue so long as the exercises or training for mutual aid are in progress, the state of emergency or disaster remains in effect, or loaned resources remain in the receiving state, whichever is longer.

## **ARTICLE V**

### **Licenses and Permits**

Whenever any person holds a license, certificate, or other permit issued by any state party to the compact that evidences the meeting of qualifications for professional, mechanical, or other skills, and when such assistance is requested by the receiving party state, such person shall be deemed licensed, certified, or permitted by the state requesting assistance to render aid involving such skill to meet a declared

emergency or disaster, subject to such limitations and conditions as the Governor of the requesting state may prescribe by executive order or otherwise.

## **ARTICLE VI**

### **Liability**

Officers or employees of a party state rendering aid in another state pursuant to this compact shall be considered agents of the requesting state for tort liability and immunity purposes. No party state or its officers or employees rendering aid in another state pursuant to this compact shall be liable on account of any act or omission in good faith on the part of such forces while so engaged or on account of the maintenance or use of any equipment or supplies in connection therewith. Good faith in this article shall not include willful misconduct, gross negligence, or recklessness.

## **ARTICLE VII**

### **Supplementary Agreements**

Inasmuch as it is probable that the pattern and detail of the machinery for mutual aid among two or more states may differ from that among the states that are party hereto, this compact contains elements of a broad base common to all states, and nothing herein shall preclude any state from entering into supplementary agreements with another state or affect any other agreements already in force between states. Supplementary agreements may comprehend, but shall not be limited to, provisions for evacuation and reception of injured and other persons and the exchange of medical, fire, police, public utility, reconnaissance, welfare, transportation, and communications personnel and equipment and supplies.

## **ARTICLE VIII**

### **Compensation**

Each party state shall provide for the payment of compensation and death benefits to injured members of the emergency forces of that state and representatives of deceased members of such forces in case such members sustain injuries or are killed while rendering aid pursuant to this compact, in the same manner and on the same terms as if the injury or death were sustained within their own state.

## **ARTICLE IX**

### **Reimbursement**

Any party state rendering aid in another state pursuant to this compact shall be reimbursed by the party state receiving such aid for any loss or damage to, or expense incurred in the operation of, any equipment and the provision of any service in answering a request for aid and for the costs incurred in connection with such requests; except that any aiding party state may assume in whole or in part such loss, damage, expense, or other cost or may loan such equipment or donate such services to the receiving party state without charge or cost; and except that any two or more party states may enter into supplementary agreements establishing a different allocation of costs among those states. Article VIII expenses are not reimbursable under this article.

## **ARTICLE X**

### **Evacuation**

Plans for the orderly evacuation and interstate reception of portions of the civilian population as the result of any emergency or disaster of sufficient proportions to so warrant, shall be worked out and maintained between the party states and the emergency management/services directors of the various jurisdictions where any type of incident requiring evacuations might occur. Such plans shall be put into effect by

request of the state from which evacuees come and shall include the manner of transporting such evacuees, the number of evacuees to be received in different areas, the manner in which food, clothing, housing, and medical care will be provided, the registration of the evacuees, the provision of facilities for the notification of relatives or friends, and the forwarding of such evacuees to other areas or the bringing in of additional materials, supplies, and all other relevant factors. Such plans shall provide that the party state receiving evacuees and the party state from which the evacuees come shall mutually agree as to reimbursement of out-of-pocket expenses incurred in receiving and caring for such evacuees, for expenditures for transportation, food, clothing, medicines, and medical care, and like items. Such expenditures shall be reimbursed as agreed by the party state from which the evacuees come. After the termination of the emergency or disaster, the party state from which the evacuees come shall assume the responsibility for the ultimate support of repatriation of such evacuees.

## **ARTICLE XI**

### **Implementation**

- A. This compact shall become effective immediately upon its enactment into law by any two states. Thereafter, this compact shall become effective as to any other state upon its enactment by such state.
- B. Any party state may withdraw from this compact by enacting a statute repealing the same, but no such withdrawal shall take effect until thirty days after the Governor of the withdrawing state has given notice in writing of such withdrawal to the Governors of all other party states. Such action shall not relieve the withdrawing state from obligations assumed hereunder prior to the effective date of withdrawal.
- C. Duly authenticated copies of this compact and of such supplementary agreements as may be entered into shall, at the time of their approval, be deposited with each of the party states and with the Federal Emergency Management Agency and other appropriate agencies of the United States Government.

## **ARTICLE XII**

### **Validity**

This act shall be construed to effectuate the purposes stated in Article I. If any provision of this compact is declared unconstitutional, or the applicability thereof to any person or circumstances is held invalid, the constitutionality of the remainder of this compact and the applicability thereof to other persons and circumstances shall not be affected.

## **ARTICLE XIII**

### **Additional Provisions**

Nothing in this compact shall authorize or permit the use of military force by the National Guard of a state at any place outside that state in any emergency for which the President is authorized by law to call into federal service the militia, or for any purpose for which the use of the Army or the Air Force would, in the absence of express statutory authorization, be prohibited under 18 U.S.C. sec. 1385.

## **Evacuation Supporting Annex**

**LEAD AGENCY:** Division of Homeland Security and Emergency Management

**SUPPORTING AGENCIES:** American Red Cross, Civil Air Patrol, Colorado Veterinary Medical Foundation, Colorado Volunteer Organizations Active in Disasters (COVOAD), Department of Agriculture, Department of Human Services, Department of Military and Veterans Affairs, Department of Public Health and Environment, Department of Public Safety, Department of Transportation, Salvation Army.

### **I. Purpose**

- A. This evacuation plan describes provisions being made to ensure the safe and orderly evacuation of people threatened by hazards a jurisdiction might face. Evacuation of the entire State of Colorado 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 towns, cities, or regions although elements do address statewide issues.
- B. The National Response Framework, National Incident Management System, and FEMA's Contingency Planning Guidance all recognize that local governments are the first line of emergency response in disasters, including evacuation and sheltering. The county and city government jurisdictions in a State are given authority through State laws to provide local emergency preparedness and response for their jurisdictions. The city mayor or county manager is the senior local official and directs the emergency response actions and resources in their jurisdiction. These senior officials enter into mutual - aid agreements with other jurisdictions to share resources and support each other in an emergency. When the local jurisdiction's capabilities have been exhausted, the senior local official may request State assistance, and if necessary, Federal assistance through the governor.

### **II. Scope**

- A. The Colorado Natural Hazards Mitigation Plan (2013) (<https://www.colorado.gov/pacific/mars/natural-hazard-mitigation-plan-0>) has identified statewide natural hazards and areas that could be subjected to evacuation. Based upon the Hazard Mitigation Plan, very few hazards exist statewide which would result in the evacuation of the entire State. This plan incorporates the evacuation at the city / town, county / tribes, regional and statewide levels. The most likely scenario for evacuation is at the city/town level, and this plan concentrates on that possibility. A base assumption is that a significant part of the population will not evacuate. Contributing factors include the rural nature of much of the State and their need to support livestock industry.
- B. Essential services, including law enforcement, fire departments, emergency medical service, and public works may remain in place according to local jurisdictional plans. State - level military support can be approved by the Governor and would/might be available in evacuation efforts. The 2010 estimated Census population of Colorado at 5,029,196. There are 4,011,327 registered personal transport vehicles in Colorado, not including commercial vehicles. Considering there are about 3,389,418 licensed drivers in the State, this translates into approximately 1.18 vehicles per licensed driver or another ratio is 1.25 persons (overall population) per vehicle. (This does not include tourism - related influxes to the State.)

### III. Concept of Operations

- A. Evacuation generally is initiated at the local level. As such, plans developed through the local jurisdictions will guide initial responses as to evacuation, and / or the need to shelter in place. The Colorado Hazard and Incident Response and Recovery Plan (CHIRRP) details the organization and response of State agencies and appropriate federal entities through the State Emergency Operations Center (SEOC). The CHIRRP also establishes the use of the National Incident Management System (NIMS) and the Incident Command System (ICS) to manage the incident. Each county / tribe should have developed an Emergency Operation Plan which guides disaster response and management at the local level.
- B. Planning Assumptions:
1. Consideration of this guidance could occur for all hazards which could necessitate evacuation and sheltering operations involving multiple counties. However, the need to implement certain aspects, such as opening shelters in non - threatened areas or terminating evacuations and opening refuges - of - last - resort, may vary based upon the specific hazard, degree of vulnerability, and projected area of impact.
  2. 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, a regional evacuation must be initiated as soon as feasible upon recognition of the threat, and must continue to function efficiently until completion.
  3. Regional evacuations will require a substantial level of personnel and equipment resources for traffic control, which could stress and / or exceed the capabilities of the individual threatened jurisdictions. Specific procedures may be developed regarding the pre - deployment of State, federal, and mutual aid personnel and equipment resources to multiple jurisdictions.
  4. Coordination between State and local agencies involved in the implementation of a regional evacuation will occur through exchanges of information regarding decision - making, protective action(s), and resource coordination / deployment.
  5. The capacity of available public evacuation shelter facilities in and adjacent to the impacted region may be limited, potentially requiring the full use of all shelters within the evacuated region. A detailed coordination will be necessary to effectively communicate protective action(s) and shelter information to evacuees.
  6. For certain hazards, large populations and limited evacuation road networks may necessitate termination of regional evacuations while still in progress, thus requiring those evacuees still at risk be directed to refuges - of - last - resort as quickly as possible.
  7. A regional evacuation will require expedited coordination of numerous jurisdictions to maintain an efficient and safe movement of evacuation traffic out of the impacted areas and to adequate shelter locations.
- C. Evacuation Strategy
1. Evacuation, as an emergency management function, consists of four distinct and mutually supporting phases applicable to all evacuation operations and to all levels of government.
    - a. Collection and analysis of data necessary to fully understand the potential impact and threat.
    - b. Preparedness activities to ensure government officials and the public understand what actions to take and how and when to accomplish those actions.
    - c. Implementation of evacuation operations with the goal of saving life by efficiently moving people, animals, and equipment out of harms way.

- d. Sheltering and providing mass care for evacuees in facilities, which meet the basic needs of the general and special needs populations.
  2. Evacuations can range from a short - distance movement caused by a relatively concentrated threat (i.e. wildfire) to a catastrophic incident requiring a large - scale evacuation covering a widespread area (i.e. non - dissipating slow moving hazardous materials plume).
  3. The primary responsibility for conducting evacuation rests with the local government. Local officials must be well informed and prepared to initiate evacuation operations. Public Information releases and extensive coordination are required to ensure a safe and efficient relocation of people, vital equipment, and essential supplies from threatened areas. Public officials are also expected to:
    - a. Provide security and access control for evacuated areas.
    - b. Provide temporary shelter and services for evacuees.
    - c. Coordinate the return of people to their homes, as safety permits.
    - d. Manage recovery operations.
    - e. Return to normal operations.
  4. Risk area boundaries, evacuation routes, and destination shelters generally do not respect jurisdictional boundaries. It is essential the evacuation function be closely coordinated and managed as a joint local, regional, and state partnership. State - level resources, capabilities, and involvements are essential to effective data collection and analysis of evacuation needs, preparedness activities, and implementation of large - scale evacuation operations.
  5. Large - scale evacuations spanning multiple jurisdictions or regions will require a comprehensive emergency response strategy. When multiple jurisdictions are involved, it is desirable to transition to a Regional Unified Command Structure (where one exists) to provide direct support Incident Command Posts and Emergency Operation Centers (EOC). These Regional Commands will provide resource support and coordination across local jurisdictional and regional boundaries. Where a Regional Unified Command Structure does not exist, that role will be filled by the SEOC.
- D. Guidelines of this evacuation issue are provided below. They include notification, transportation issues, special needs populations, companion animals, public information, infrastructure maintenance, evacuee tracking, relocation sites (shelter, housing and food; reciprocal agreements between states), relocation and continuity of government, protection of evacuated areas, and evacuee return. Key entities or agencies with primary or support functions are identified in the plan, along with assigned tasks or responsibilities. Appendix 1 (Evacuation Planning Process) provides a general decision tree concerning when an evacuation order should be given.
- E. Local jurisdictions will manage the initial response to a disaster, including evacuation or sheltering in place. Depending on the nature and magnitude of the crisis, State resources may be required. For large events, federal resources may also be necessary. The U.S. Department of Defense and the U.S. Department of Health and Human Services may be able to assist the State and local jurisdictions prior to a Presidential Declaration if certain State resources are exhausted before a Presidential Declaration is requested.
1. The location and severity of the incident will determine whether a "Voluntary" or "Mandatory" evacuation will be issued. Under a **VOLUNTARY** Evacuation Order: Government officials strongly urge and recommend persons in designated evacuation areas to relocate to safer locations for their own safety. Personal discretion allowed, but not advised.
  2. Under a **MANDATORY** Evacuation Order: Government officials order all persons in designated evacuation areas to relocate to safer locations for their own safety. Personal discretion is not to be a deciding factor. A mandatory evacuation order will apply to the public in general. Exceptions would include public safety officials, disaster response personnel and organizational / agency / business employees designated as "critical

workforce" or "essential". However, all of these individuals will be expected to eventually seek adequate shelter prior to the onset of hurricane conditions. Persons who refuse to comply with a mandatory evacuation order will be arrested nor forcibly removed from their homes. However they should not expect rescue or other lifesaving assistance after the onset of gale force winds. (The same will hold true for persons ignoring a voluntary evacuation order.)

#### F. Evacuation Notification

1. Evacuation notification will primarily take place at the local level through Emergency Alert Systems (with crawls across television screens), Cable Interrupt, NOAA Emergency Radios, warning sirens, public address systems, phone/radio trees in rural areas, word - of - mouth, Amateur Radio Emergency Services, emergency notification, and other available systems.
2. The State of Colorado can offer assistance for evacuation notification through the Colorado State Patrol statewide dispatch, the Department of Transportation (Variable Message Signs and Highway Advisory Radio), and through the Department of Public Health and Environment's (Health Alert Network).

#### G. Transportation Issues

Transportation issues include outbound traffic volumes and routes, inbound emergency access routes, traffic control, motorist communication, refueling, roadside food supply, sanitary facilities, highway electric information signs, and disabled vehicle removal.

##### 1. Traffic Volume and Routes

The evacuation capacities are conservatively based on 2,000 vehicles per hour per lane. It is estimated each vehicle would carry two persons per vehicle. It is anticipated that both Interstate and State highway will be the most utilized, but it must be recognized that secondary roads will also experience congestion.

##### 2. Inbound Emergency Access Routes

At a minimum one lane on every evacuation route will be kept available for inbound emergency vehicles. On the interstate highway system it will be necessary to utilize three lanes for evacuation based on population needs in Colorado. The inbound routes will be used for authorized emergency travel including ambulances, buses, fuel trucks, tow trucks etc.

##### 3. Traffic Control

Traffic control, including limiting and guiding access to inbound and outbound routes (contra - flow) will be accomplished by the Colorado State Patrol (Emergency Support Function #13) for interstate and State highway systems. Local law enforcement will direct traffic on secondary or other road ways within their jurisdiction. The Colorado Army National Guard may provide traffic control as needed and directed, upon authorization by the Governor.

##### 4. Motorist Communication

- a. Highway message signs, radio broadcasts, weather alert radio broadcasts, and law enforcement traffic control would direct the flow of traffic and communicate information on evacuation routes. There are permanently mounted and mobile message signs available in the State. All signs can operate on emergency power. Messages, which can be transmitted in English and basic Spanish, can be placed through the Colorado State Patrol dispatch systems.
- b. Ports of Entry may also be used as an information center for the trucking industry for such items as suspension or imposition of restrictions, accessible routes throughout or around the State, etc.

##### 5. Refueling

There are many feasible refueling options. Depending upon the magnitude of the evacuation, emergency - refueling stations may be needed to supplement existing service stations.

Designated service stations and truck stops along evacuation routes will serve most needs of

- the evacuating population for city / town and county/tribes. Fuel tankers with appropriate dispensing nozzles, roving fuel trucks (tow trucks, service trucks, etc.), and Colorado Army National Guard fuel tankers (with support if needed from the Department of Defense) may provide fuel in remote areas or in areas without designated service stations, and for spot emergencies. Private fuel supply companies will re-supply service stations, truck stops, and the Colorado Army National Guard fuel tankers. Rest stops and other locations could also be used as refueling sites, depending upon the nature and location of the evacuation. Depending upon the circumstances requiring the evacuation, all jurisdictions must be cognizant that some refueling sources may not be available.
6. Roadside Food Supply
    - a. Agencies such as the American Red Cross and Salvation Army will be requested to mobilize to assist with food distribution on evacuation routes. Primary food supply locations will be at Colorado Department of Transportation rest stops and in cities/towns remote of the impacted area. Rest stops are centrally located between population centers throughout the State and provide a degree of flexibility in evacuation planning. Size and amenities vary by location as well as entry and exit to the facility and should be considered in event planning.
    - b. Basic amenities common to all locations include parking for passenger vehicles and trucks; restrooms; and open space which can be utilized for staging and support areas. Electrical power and water availability might be limiting factors that should be considered.
    - c. If statewide evacuation is not required, truck stops, certain feed outlets and restaurants remote from the impacted area will also be utilized. The Department of Military and Veterans Affairs with support from the Department of Defense can also assist with food delivery and distribution. Residents will be encouraged to bring their 72 - hour preparedness kits for each family member and companion pet during an evacuation.
  7. Sanitary Facilities

Sanitary facility needs will vary depending on the scope of the evacuation. Needs can be easily met away from impacted areas, as CDOT rest stops service stations, restaurants, and towns/cities will have available facilities. Portable toilets can be obtained through private contractors, if need be.
  8. Disabled Vehicle Removal

Local tow truck operators provide essential services needed in 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.
  9. People Unable to Self Evacuate
    - a. People unable to self-evacuate in Colorado include children in schools or day care centers, nursing home residents, homebound individuals of those currently incarcerated. The majority of individuals in assisted living facilities, those afflicted with disabilities or currently hospitalized would likewise probably lack the ability to self-evacuate.
    - b. Special notification and possible further assistance might also need to be provided to non-English speaking persons. Transient populations such as seasonal workers, tourists or the homeless as well as individuals at or below poverty levels and any individuals(s) lacking adequate transportation would most likely require consideration and assistance.
  10. Evacuation planning considerations for those requiring assistance:
    - a. School Children
      - (1) Develop and maintain crisis plans with provisions for sheltering - in - place or evacuation, as appropriate.
      - (2) Ensure school buses and drivers are available for evacuation of students.
      - (3) Ensure school buses and drivers are available for transport of other citizens after students have been moved to safety.



- (4) Document names of students evacuated and their destination.
  - (5) Maintain parental contact information.
  - (6) Coordinate with school districts and schools to ensure buses and drivers are available and being utilized.
  - (7) Ensure school districts and individual schools are maintaining crisis plans.
  - (8) Notify schools of critical events and evacuation through Health Alert Network.
  - (9) Maintain current list of school contacts for Health Alert Network.
  - (10) Provide emergency drivers for school buses as needed.
  - (11) Maintain current list of state - funded ADA compliant vehicles.
  - (12) Provide National Guard transport vehicles as needed.
  - (13) Maintain Health Alert Network to ensure daycare facilities are notified of crises and the need for sheltering - in - place or evacuation.
  - (14) Ensure parents are aware of their role during an evacuation.
- b. Nursing Home Residents
- (1) Work with nursing homes to develop evacuation plans to include evacuation out of town, county, or state.
  - (2) Maintain and operate Health Alert Network to notify nursing homes during a crisis to include sheltering - in place or evacuation.
  - (3) Locate alternative care (medical) shelters.
  - (4) Generate and distribute guidance on shelter - in - place.
  - (5) Identify ambulance, school bus, and other transport.
  - (6) Work with local hospitals and pharmacies to supply needed medicines.
  - (7) Provide transportation support (ground and air, including medical).
  - (8) Provide shelter if available.
  - (9) Provide Mobile Medical Facilities and/or temporary shelter sites if National Guard resources are exhausted.
- c. People with Disabilities
- (1) Maintain and operate Health Alert Network to notify registered people with disabilities during a crisis, to include sheltering - in - place or evacuation.
  - (2) Assist local jurisdictions with identification of people with disabilities and their specific needs.
  - (3) Locate alternative care (medical) shelters.
  - (4) Generate and distribute guidance on shelter - in - place.
  - (5) Identify ambulance, school bus, and other transportation suitable for use by people with disabilities.
  - (6) Maintain current list of state - funded ADA compliant vehicles.
  - (7) Work with local hospitals and pharmacies to supply needed medicines.
  - (8) Provide guidance at all stages of evacuation planning and disaster response.
  - (9) Provide transportation support (ground and air, including medical).
  - (10) Provide shelter if available.
  - (11) Provide Mobile Medical Facilities and/or temporary shelter sites if National Guard resources are exhausted.
  - (12) Establish or assist with the establishment of a non - medical shelter(s).
- d. Hospitals
- (1) Work with hospitals to develop evacuation plans, to include transportation needs.
  - (2) Maintain and operate Health Alert Network to notify hospitals during a crisis to include sheltering - in - place or evacuation.
  - (3) Maintain current hospital evacuation plans, and ensure plans are available at local jurisdictions.
  - (4) Maintain volunteer registry to include medical personnel.

- (5) Locate alternative care (medical) shelters in coordination with other Colorado hospitals.
  - (6) Generate and distribute guidance on shelter - in - place.
  - (7) Identify ambulance, school bus, and other transport.
  - (8) Provide transportation support (ground and air, including medical).
  - (9) Provide shelter if available.
  - (10) Provide Mobile Medical Facilities and/or temporary shelter sites if National Guard resources are exhausted.
- e. Non - English Speaking People
    - (1) Maintain database of translators.
    - (2) Script and record general messages ahead of time.
    - (3) Maintain Language Line and list of Colorado - based Spanish language interpreters.
  - f. Incarcerated Persons
    - (1) Provide liaison and coordination with incarceration facilities in time of evacuation.
    - (2) Ensure emergency operations plans with evacuation and sheltering - in - place components are generated and maintained by individual facilities.
    - (3) Assist with prisoner transport under direction of Department of Corrections.
  - g. Transient Populations
    - (1) Work to ensure major attractions, hotels, motels, campgrounds, and homeless shelters are on a notification system, such as the Health Alert Network.
    - (2) Coordinate local transportation support.
    - (3) Continue working with National Park Service in their needed development of evacuation plans.
    - (4) Provide transportation support.
  - h. Individuals at or Below the Poverty Level
    - (1) Coordinate local transportation support.
    - (2) Maintain and operate Health Alert Network.
    - (3) Provide food stamps and temporary financial assistance to existing or new enrollees.
  - i. People Without Transportation
    - (1) Coordinate local transportation support.
    - (2) Maintain and operate Health Alert Network.
  - j. Companion Animals and Livestock
    - (1) Assist communities, counties, tribes, regions, State agencies and/or non - governmental organizations in development of evacuation and sheltering plans that include provisions for companion and service animals such that plans are compliant with the Pets Evacuation and Transportation Standards Act.
    - (2) Assist more rural counties, tribes, regions, agricultural organizations, State agencies or major private production entities in developing plans to evacuate, shelter in place or otherwise provide care to animals within livestock production enterprises.
    - (3) Establish volunteer groups who operate under veterinary direction to assist in animal care, animal health, evacuation, and sheltering activities.
    - (4) Assist regulatory agencies / jurisdictions / authorities in the prevention and control of potential zoonotic disease risks.
    - (5) Oversee development of network of and requirements for companion/service animal shelters and livestock facilities.
    - (6) Coordinate health and medical services for domestic animals, including cattle, sheep, horses, etc.
    - (7) Protect the health and welfare of livestock, companion and service animals by ensuring the safety, manufacture, and distribution of food/feed products and veterinary goods and supplies.
    - (8) Provide needed assistance in emergency shelter oversight and inspection.

- (9) Work with local jurisdictions to develop and maintain animal emergency plans to include animal transport, sheltering, and feeding.
- (10) Develop County Animal Response Team and appoint a County Animal Response Team Coordinator.
- (11) Assist to facilitate and assure that a veterinarian serves as, at a minimum, an advisor to any and all animal assistance groups organized for response or sheltering activities.
- (12) Provide veterinary and management support to State Veterinarian and / or State Medical Office in preventing zoonotic disease risk at animal shelters specifically or among the populous in general.
- (13) Provide consultation in occupational health and safety issues related to human and animal health at animal shelters.
- (14) Serve as consultant on veterinary preventative medicine issues.
- k. Public Information
  - (1) Periodically conduct news conferences/briefings to give media and disaster workers access to factual information.
  - (2) Manage VIP briefings and tours.
  - (3) Coordinate the release of all emergency public information with other local, state, and federal government agencies.
  - (4) Provide personnel and equipment support to provide for a Joint Information Center.
  - (5) Participate in a Joint Information Center (JIC) when appropriate.
  - (6) Provide a community relations program to include a rumor control system.
  - (7) Facilitate exchange of information, observations, identified needs, etc.
  - (8) Monitor residents, tourists, etc., on a periodic basis to assess their perception of State response and recovery activities/services.
- l. Infrastructure Maintenance
  - (1) Oversee surveillance and monitoring to detect contamination of food or spread of disease among crops or livestock at critical nodes in food production and processing chain. Identify and trace back/forward animals, plants, commodities and food products to sites of production, processing or distribution. Assess need to screen food products and livestock traveling from affected locations. Suspend operations of contaminated establishments.
  - (2) Obtain laboratory samples and analysis with tie - in to existing, federal, State, or local inspection programs.
  - (3) Conduct risk assessments and evaluate food system vulnerabilities. Detect the event through inspection, surveillance, and prompt reporting. Assess security risks in food and commodity transportation. Identify and protect at risk populations.
  - (4) Coordinate risk communication and response activities. Determine source of threat. Control and contain suspected food and agricultural products. Decontaminate suspected locations, machinery, distribution centers, food establishments, transport vehicles, etc.
- m. Livestock and Crop Functions
  - (1) Assist in crop damage assessment resulting from diseases, pets, or natural disasters.
  - (2) Assist with coordination and technical assistance for viable salvage of disposal of animals, crops, or food as deemed appropriate.
- n. Energy System Damage Assessment
  - (1) Provide liaison to appropriate oil, gas, and electric producers/distributors.
  - (2) Verify fuel supplies.
  - (3) Implement Colorado Energy Assurance Emergency Plan and coordinate with appropriate agencies.

- (4) Assist energy suppliers in obtaining equipment, specialized labor, and transportation for repair or restoration of energy systems.
  - (5) Monitor and provide liaison to railroad companies to assure transportation of coal to power production facilities in the event of a crisis.
- o. Banking and Finance Functions
 

Conduct and maintain surveys and records of all financial institutions in Colorado concerning continuity of operations plans. Provide all institutions with a basic template for developing a continuity of operations plan
- p. Drinking Water and Wastewater Treatment Functions
  - (1) Maintain and/or restore function to water systems
  - (2) Conduct workshops with the Association of Rural Water Systems addressing continuity of operations and response planning.
  - (3) Review project proposals and fund suitable proposals related to drinking water supplies
  - (4) Monitor water quality in cooperation with US Environmental Protection Agency.
- q. Commercial Facilities, Industry, and Business Functions
 

Maintain communication with commercial facilities, industries, and businesses detailing the importance and recommendations for drafting and maintenance of continuity of operations plans.
- r. Dams
  - (1) Maintain Continuity of Operations Plans for all Bureau of Reclamation controlled dams.
  - (2) Maintain Dam Safety Programs and provide for inspection of dams when needed.
- s. Telecommunications / Data Communication.
  - (1) Develop a State emergency communications plan.
  - (2) Establish communications links and maintain liaison with local governments, State agencies, commercial communications companies, and amateur radio organizations.
- t. Radio Communications
  - (1) Provide support radio communications equipment and personnel to local jurisdictions and State agencies.
    - (a) On - site communications through Mobile Support Vehicles.
    - (b) Portable radio tower.
  - (2) Back - up radio communications for disaster warnings.
- u. Postal and Shipping Functions
  - (1) The United States Postal Service has developed continuity of operations plans, as required by the federal government.
  - (2) Private shipping companies have developed or are developing a Continuity of Operations Plan and/or Disaster Response Plans.
- v. Air traffic control
 

On - site air traffic control (if needed)

#### H. Evacuation Time

1. Colorado averages 48.2 people per square mile (2010 Census). The population in the 64 counties ranges from 622,263 for El Paso County to 699 in San Juan County. Fifty - three counties have populations less than 100,000, and thirty - nine counties have populations less than 20,000. The low populations, as compared to many eastern, western, and southern states, will result in initiation of evacuations within 1 - 3 hours. As stated above, there is more than one vehicle per person in Colorado, meaning evacuation can proceed rapidly for most citizens once notification occurs. Special needs evacuation times will depend upon available resources.

2. Two scenarios were used to estimate ranges of evacuation times. One is for a jurisdiction with a population less than 5,000 and another is for a jurisdiction with a population greater than 50,000. These scenarios address the two endpoints of population densities found in Colorado.
3. In a small jurisdiction, evacuation may initiate within 1.5 hours. This is based upon the following:
  - a. 15 minutes for incident personnel to decide evacuation is appropriate.
  - b. 45 minutes to alert residents of the need for evacuation.
  - c. 30 minutes for population to leave their homes and enter evacuation route system.
  - d. People Unable to Self Evacuate can take considerable longer, depending upon health restrictions and availability of transport vehicles.
4. In a large jurisdiction, evacuation may initiate within 1.75 - 2.75 hours. This is based upon the following:
  - a. 15 minutes for incident personnel to decide evacuation is appropriate.
  - b. 1 – 2 hours to activate the Emergency Alert System, warning sirens, cable override systems, and to conduct neighborhood broadcasts and contacts through law enforcement.
  - c. 30 minutes for population to start to leave their homes and enter evacuation route system.
  - d. People Unable to Self Evacuate can take considerable longer, depending upon health restrictions and availability of transport vehicles.

#### I. Evacuee Tracking

1. Traffic control cameras, road reports, etc.
2. Estimation of people entering outlying communities.
3. Volume of requests for motor vehicle, feeding or meals, and assistance from outlying areas.
4. Maintain registration at shelters.

#### J. Relocation Sites

1. Coordinate with local entities and American Red Cross to establish shelters to be used by American Red Cross or by local jurisdiction.
2. Work with public health entities to establish potential alternative care shelters and medical shelters.
3. Coordinate with Federal Emergency Management Agency, Salvation Army, or other faith - based organizations to establish relocation centers inside and outside of Colorado.
4. Establish potential shelter locations in cooperation with local jurisdictions.
5. Maintain American Red Cross shelters as necessary and feasible.

#### K. Relocation and Continuity of Government

1. Determine immediate relocation sites for State government through the SEOC.
2. Coordinate with State agencies on developing Continuity of Operations Plans and on relocation sites for State government.
3. Coordinate with Legislative Services Office to ensure relocation sites are available for the Colorado legislature.
4. Develop Continuity of Operations Plans.

#### L. Protection and Security of Evacuated Areas

1. Law Enforcement / Public Security.
2. Coordinate State public safety and security support provided to any affected local government. This includes communications, personnel, and equip.
3. Provide public safety and security support.
4. Provide support as directed by the Governor or his designated appointee.
5. Arrange for restriction of air space if needed.

6. Assist with public safety and security support.

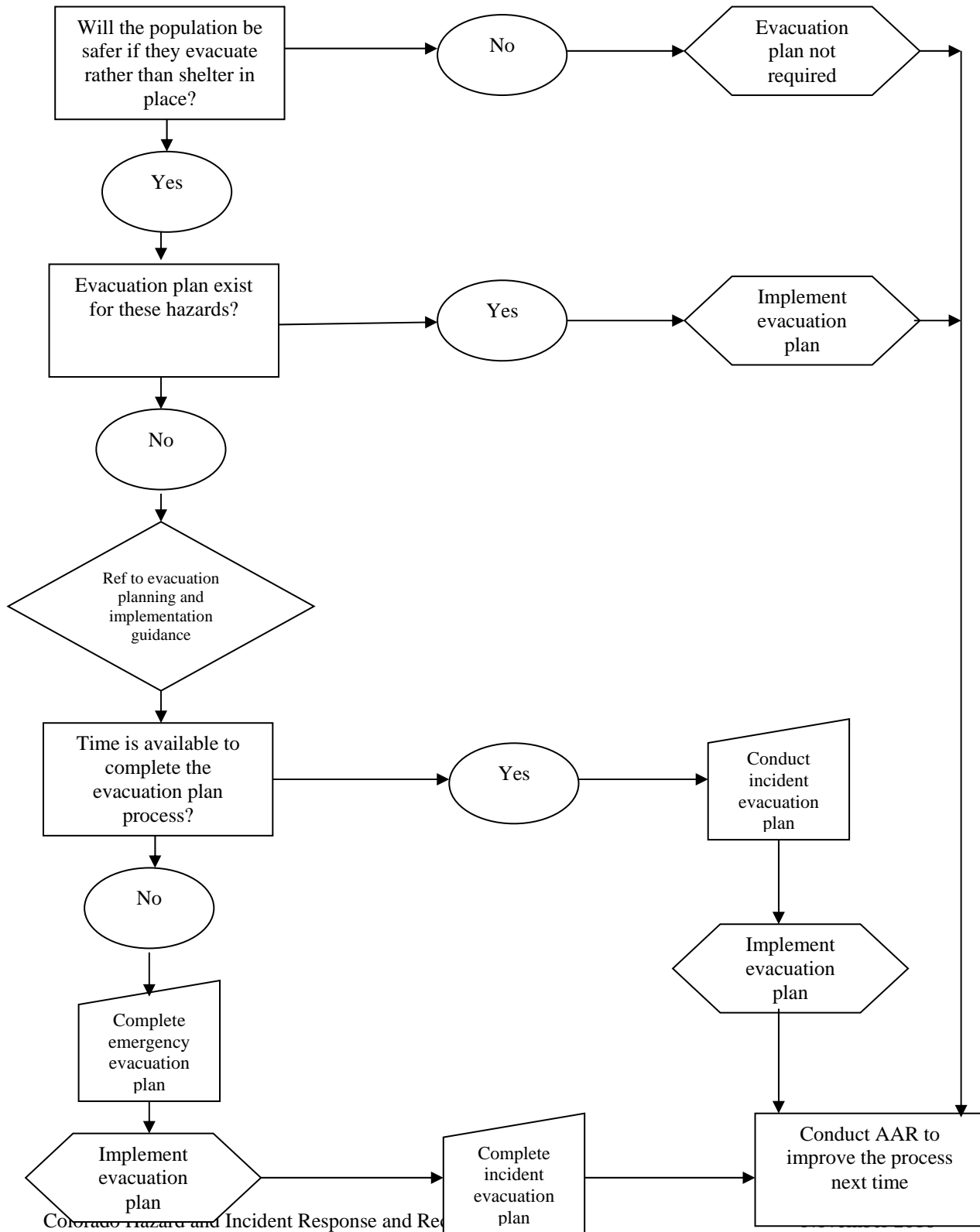
M. Re - entry into the evacuated areas

1. 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 of the numerous organizations and jurisdictions involved. Depending upon the size of the affected area, one consideration would be a phased re - entry approach. The re - entry decision will be made by the local jurisdiction based upon guidance from multiple response disciplines.
2. The Governor and county officials will be responsible for notifying residents when it is safe to return to their homes and businesses. State and local law enforcement will be responsible for ensuring the return occurs in an orderly and safe fashion.
3. Each county EOC will be responsible for making a determination that re - entry has been completed for its jurisdiction, and inform the SEOC. Following receipt of information from all affected counties that the re - entry process is complete, the SEOC will notify every county EOC in the affected region of the date and time of completion.

Appendixes

1. Evacuation Planning Process

**Evacuation  
Supporting Annex  
Appendix 1 Evacuation Planning Process**



## **Geographic Information Systems Supporting Annex**

**Lead Agency:** Division of Homeland Security and Emergency Management

**Supporting Departments/Agencies:** Department of Agriculture, Department of Education, Department of Local Affairs, Department of Natural Resources, Department of Public Health and Environment, Department of Transportation, Private Sector.

### **I. PURPOSE**

- A. During the planning stage, Geographic Information Systems (GIS) can provide a range of information, including data on hazard areas (e.g., flood zones, buildings), and concentrations of special needs populations. In thunderstorm planning, for example, emergency managers can use GIS to identify areas of the city most vulnerable to storm – related damage.
- B. During emergencies, GIS staff can provide data and analysis to the Office of the Governor, State and local agencies and staff to support decision - making, and to emergency responders to help them assess an emergency in its initial phase. Informational maps are also created for public and private agencies in the State’s Emergency Operations Center (SEOC). GIS can help provide information on population, buildings and infrastructure in affected areas, determine optimal restricted zones, and identify resources for sheltering, among other data.
- C. After an emergency, GIS can help recovery workers make decisions about the priority order for demolition, plan reconstruction of an area, and determine which property owners qualify for grants or loan programs, among other recovery - related issues.

### **II. SITUATION**

- A. Any local disaster or emergency can rapidly expand beyond the capabilities of the response community resulting in a multi - jurisdictional, state regional, or statewide disaster or emergency. This would require the deployment of additional response assets, long - term planning operations to take place, and a coordinated overall situational picture of the event and response activities.
- B. Assumptions:
  - 1. GIS data is available at the state, local, or federal level.
  - 2. Data is transferable between the federal government and state government, state agencies, and local jurisdictions.
  - 3. Sufficient computer backup systems are available.

### **III. CONCEPT OF OPERATIONS**

- A. Overview

GIS support provides key data to decision - makers for current and future operations.
- B. Operations

Upon notification of the activation of the SEOC, the GIS Team will:

  - 1. Be operational within two hours. This will include having all appropriate systems operational, making contact with the incident / jurisdiction GIS team, and being prepared to provide the first graphic product (either electronically or in paper) within one hour.



2. Work with the PIO for appropriately approved graphic products to be disseminated to the media.
3. At regularly scheduled intervals, provide designated local, state, federal entities with graphical products.
4. Graphical products should contain, but not limited to geographical information on manmade structures, weather conditions, plume modeling predictions, population information, annotations of key locations, etc. Depending upon the purpose of the product, some information may be included or excluded.
5. As part of the post incident activities, provide Office of Emergency Management (OEM) with a copy of all products used during the incident (response and recovery) as part of a historical record to be include in the after action report.
6. Provide, on request, analysis or relevant geographic information such as the population impacted by an incident or closest facilities to an incident or other point of interest
7. Integrate data from field and local sources including dynamic information regarding the status of the incident and response to it. This new data will be visible to the response staff through the SEOC media system and/or integrated into the web - based viewer available to the response community.

#### **IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITY**

- A. The OEM GIS Coordinator will be the lead individual.
  1. Responsible for establishing a common operating picture infrastructure for state - level GIS activities.
  2. This infrastructure will involve identifying interoperable software packages for the sharing of information, security protocols to protect sensitive information, standardizing products for public and non - public release, etc.
  3. Upon activation of the SEOC, must be capable of simultaneously supporting both current and future (48 - 72 hours) operations.
  4. Work with local jurisdictions to establish the protocols for sharing of data between state and local entities.
- B. Department of Agriculture
  1. Provide epidemiological data related to food and animal diseases.
  2. Provide data related to locations of food or animal operations and support the maintenance of such data.
  3. Provide information on areas of quarantine or other restrictions related to agricultural operations.
- C. Department of Education
 

Will maintain and make available a database of all public educational institutions licensed by the State.
- D. Department of Local Affairs
 

Will maintain and make available a database of all demographic, political boundaries, and governmental financial / property assessments.
- E. Department of Natural Resources
  1. Provide information on natural hazards including geologic hazards, flood hazards and risk from and to oil and mineral activities as well as boundaries of state owned land and state parks.
  2. Insure that the State Forest Service mapping services are integrated into this process.

3. Identify and recommend the best data for natural resources, particularly data on surface water in the state.
4. Provide information on tracking or animal surveillance in the event of animal disease spread.

F. Department of Public Health and Environment

1. Maintain a database of all public health related facilities, with special emphasis on hospitals, long - term care and special needs facilities along with their current patient populations, and provide this data to the MACC.
2. Be prepared to assume backup GIS operations, if the DOLA GIS section becomes inoperable for longer than one hour.
3. Be the conduit of information between the Centers for Disease Control and Prevention and the SEOC GIS Team.
4. Communicate status of hospitals, their capacity for receiving injured and current patient and staff population.
5. Provide information on disease trends or other spatial patterns related to public health issues.
6. Provide data on water supply systems and locations of potable water intakes.
7. Provide information on locations or areas undergoing surveillance or monitoring for disease or adverse environmental conditions.
8. Establish procedures for “real time” communication of spatial information with the MACC.
9. Provide the most current data on hazardous material facilities.

G. Department of Public Safety

1. Maintain a database of all law enforcement, fire service, hazardous material and emergency medical response agency facilities.
2. Provide information on stop orders, access and traffic restrictions and other state patrol operations during an incident.
3. Work with OEM in geo - referencing critical infrastructure locations.

H. Department of Transportation

1. May be called upon to use its equipment, which are equipped with Global Positioning systems, to assist in pinpointing incident associated locations.
2. Provide current information on the following:
  - a. Roads/highways with relevant flow capacity information
  - b. Bridges and tunnels with information reflecting possible impedance to traffic flow such as tunnel clearances, bridge width and weight limitations.
3. Provide information on locations CDOT activities during an incident such as deployment of resources for traffic/access control, incident recovery and other activities
4. Provide information to the MACC on road status and current traffic conditions. This information should come directly from systems in place at the Department’s traffic operations center.

## **Glossary of Terms / Acronyms**

### **Supporting Annex**

**Access And Functional Needs Populations** – (previously referred to as Special Needs) Those actions, services, accommodations, and programmatic, architectural, and communication modifications that a covered entity must undertake or provide to afford individuals with disabilities a full and equal opportunity to use and enjoy programs, services, activities, goods, facilities, privileges, advantages, and accommodations in the most integrated setting, in light of the exigent circumstances of the emergency and the legal obligation to undertake advance planning and prepare to meet the disability-related needs of individuals who have disabilities as defined by the ADA Amendments Act of 2008, P.L. 110-325, and those associated with them. Access and functional needs may include modifications to programs, policies, procedures, architecture, equipment, services, supplies, and communication methods. Examples of “access and functional needs” services may include a reasonable modification of a policy, practice, or procedure or the provision of auxiliary aids and services to achieve effective communication, such as: (1) an exception for service animals in an emergency shelter where there is a no pets policy; (2) the provision of way-finding assistance to someone who is blind to orient to new surroundings; (3) the provision of transferring and toileting assistance to an individual with a mobility disability; and (4) the provision of an interpreter to someone who is deaf and seeks to fill out paperwork for public benefits.

**Agency**: A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

**Agency Representative**: A person assigned by a primary, assisting, or cooperating Federal, State, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

**Alternate Emergency Operations Center (AEOC)** - An established location to evacuate to in the event that the primary EOC is not available due to natural or man made causes.

**Amateur Radio Emergency Services (ARES)** - Volunteer amateur radio operators who support state and local governments with amateur radio transmission support during times of emergencies.

**American Red Cross (ARC)** - A volunteer organization that works closely with government at all levels in planning for and providing assistance to disaster victims. The ARC operates under a Congressional charter. All of its disaster assistance is based on verified disaster - caused need, and is outright grant from donations from the American people.

**Applicant** - The state or local government submitting a project application or request for direct federal assistance under the Stafford Act, or on whose behalf the Governor's Authorized Representative takes such action.

**Area Command (Unified Area Command)**: An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an emergency operations center facility or at

some location other than an incident command post.

**Assessment:** The evaluation and interpretation of measurements and other information to provide a basis for decision-making.

**Assignments:** Tasks given to resources to perform within given operational periods that are based on operational objectives defined in the IAP.

**Assistant:** Title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to unit leaders.

**Assisting Agency:** An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management. See also Supporting Agency.

**Attack Warning Signal** - A three to five minute wavering tone on sirens or short blasts on horns or other devices, repeated as necessary. It means that an actual attack against this country has been detected and that protective action should be taken immediately. As a matter of national defense policy, **THE ATTACK WARNING SIGNAL SHALL BE USED FOR NO OTHER PURPOSE AND HAVE NO OTHER MEANINGS.**

**Auxiliary Communications:** An amateur Radio operator unit licensed by the united states federal Communications commission pursuant to 47 CFR 97 who meets the training requirements and is credentialed by the office.

**Available Resources:** Resources assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.

**Bio-terrorism** – A deliberate attack on humans, animals or plants using a contagious or poisonous agent.

**Board of County Commissioners (BOCC)** - Governing body of public officials elected within a county.

**Branch:** The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and the division or group in the Operations Section, and between the section and units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

**Casualty** - A person injured, and needing treatment, or killed because of technological or natural disaster.

**Chain of Command:** A series of command, control, executive, or management positions in hierarchical order of authority.

**Check-In:** The process through which resources first report to an incident. Check-in locations include the incident command post, Resources Unit, incident base, camps, staging areas, or directly on the site.

**Chief:** The ICS title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established as a separate section).

**Civil Air Patrol (CAP)** - An auxiliary of the U.S. Air Force that has volunteered to conduct various emergency services missions. These missions are mainly the use of light aircraft in Search and Rescue (SAR), Civil Defense (CD) and disaster relief operations.

**CO-ASSIST** - A system the State uses to document, categorize, and make available statewide resources. It contains both State and local government resources and resources from the business community. Replaces the ConnectColorado database.

**Colorado Hazard and Incident Response and Recovery Plan (CHIRRP)** - The state level plan for actions to be taken by government and citizens when disaster threatens or strikes. It consists of assignment of responsibilities to state agencies, coordinating instructions, staffing, essential facilities, and general operations common to most major emergencies. Replaces the 2013 State Emergency Operations Plan (SEOP).

**Colorado Information Analysis Center (CIAC)** – Located within the Colorado Department of Public Safety. The mission of the Colorado Information Analysis Center is to provide an integrated, multi-disciplined, information sharing network to collect, analyze, and disseminate information to stakeholders in a timely manner in order to protect the citizens and the critical infrastructure of Colorado.

**Colorado Crime Information Center (CCIC)** -The computer system with terminals in most law enforcement and communications agencies in Colorado, as well as the State EOC. It is used primarily for law enforcement functions, but a secondary use is as part of the warning and communications system for emergencies or disasters. It is connected to the National Crime Information Center (NCIC).

**Colorado Search and Rescue Board (CSRB)** - A voluntary, non-governmental organization that may coordinate assistance to local government during search and rescue missions.

**Colorado Voluntary Organizations Active in Disaster (COVOAD)** - A group of organizations providing voluntary assistance following an emergency or disaster.

**Command Staff:** In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

**Command:** The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

**Common Operating Picture:** A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

**Communications Unit:** An organizational unit in the Logistics Section responsible for providing communication services at an incident or an EOC. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

**Comprehensive Emergency Management (CEM)** - An integrated approach to the management of emergency programs and activities for all four emergency phases (mitigation, preparedness, response and recovery), for all types of emergencies and disasters (natural, technological and attack), for all levels of government (local, state, and federal) and for the private sector.

### **Congregate Household Pet Shelter**

Any private or public facility that provides refuge to the household pets of shelterees in response to a declared major disaster or emergency. (FEMA DAP 9523.18)

**Continuity of Government (COG)** - All measures that may be taken to assure the continuity of essential functions of governments during or after an emergency or disaster.

**Continuity of Operations Plan (COOP)** state term - All measures that may be taken to assure the continuity of essential functions of governments during or after an emergency or disaster.

**Cooperating Agency:** An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.

**Coordinate:** To advance systematically an analysis and exchange of information among principals who have or may have a need to know certain information to carry out specific incident management responsibilities.

**Damage Assessment** - The appraisal or determination of the actual effects resulting from technological or natural disaster.

**Damage Survey Report (DSR)** - A comprehensive engineering report prepared by a federal-state-local team that outlines the scope of work and estimated cost of repairs at each site of damage that has occurred as a result of disaster.

**Deputy:** A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

**Disaster** - (State Definition) *The occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property, or significant adverse impact on the environment, resulting from any natural or technological hazards, or a terrorist act, including but not limited to fire, flood, earthquake, wind, storm, hazardous substance incident, water contamination requiring emergency action to avert danger or damage, epidemic, air contamination, blight, drought, infestation, explosion, civil disturbance, or hostile military or paramilitary action.* For the purpose of state or federal disaster declarations, the term disaster generally falls into one of two categories relative to the level of severity and impact on local and state resources, they are: **Major** - likely to require immediate state assistance supplemented by limited federal resources, if necessary, to supplement intra-state efforts and resources; and **Catastrophic** - will require immediate and massive state and federal assistance in both the response and recovery aspects. Local government's adaptation of the definition of a disaster denotes an event which threatens to or actually does inflict damage to people or property, and is, or is likely to be, beyond the capability of the services, personnel, equipment, and facilities of a local jurisdiction, thereby, requiring the augmentation of resources through state-directed assistance.

**Dispatch:** The ordered movement of a resource or resources to an assigned operational mission or an administrative move from one location to another.

**Division:** The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A division is located within the ICS organization between the branch and resources in the Operations Section.

**Elevated Threat Alert:** Warns of a credible terrorist threat against the United States. Issued by the

Secretary, US Department of Homeland Security.

**Emergency** - (State Definition) *A suddenly occurring and often unforeseen situation* which is determined by the Governor to require state response or mitigation actions to immediately supplement local government in protecting lives and property, to provide for public health and safety, or to avert or lessen the threat of a disaster. Local government's adaptation of this definition connotes an event that threatens to or actually does inflict damage to people or property, exceeds the daily routine type of response, and still can be dealt with using local internal and mutual aid resources.

**Emergency Alert System (EAS)** - The replacement system for the Emergency Broadcast System (EBS). This system, based on the same structure as EBS, will allow local government representatives, to put out local warnings and alerts from and for their geographic areas. The EAS will also allow alerts and warnings to be broadcasted even if the participating radio station is unmanned after certain hours.

**Emergency Operations Centers (EOCs)**: The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, county, city, tribal), or some combination thereof.

**Emergency Operations Plan (EOP)** - A brief, clear and concise document description of action to be taken, or instructions to all individual and local government services concerned, stating what will be done in the event of an emergency. The plan will state the method or scheme for taking coordinated action to meet the needs of the situation. It will state the action to be taken by whom, what, when and where based on predetermined assumptions, objectives and capabilities.

**Emergency Public Information (EPI)** - Information which is disseminated primarily, but not unconditionally, at the actual time of an emergency and in addition to providing information as such, of an emergency and in addition to providing information as such, frequently directs actions, instructs, and transmits direct orders.

**Emergency Response Coordinator (ERC)** - A senior staff member of a State Emergency Functional Lead Department who is responsible for coordination of emergency activities in support of the SEOC.

**Emergency Response Provider:** Includes Federal, State, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. See Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as Emergency Responder.

**Emergency:** Absent a Presidentially declared emergency, any incident(s), human - caused or natural, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

**Emergency Support Functions (ESF)** - Common types of emergency assistance that are likely to be requested from the state. These common types of assistance have been grouped functionally into 15 areas. State Departments have been assigned responsibilities for implementing these functions.

Assignments are made based upon the department's statutory, programmatic or regulatory authorities and responsibilities.

**Evacuation** - Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

**Evacuees** - All persons moved or moving from disaster areas to reception areas.

**Event**: A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

**Executive Order** - a rule or order having the force of law, issued by an executive authority of a government.

**Exercise** - A practice/simulated response to a natural or technological disaster involving planning, preparation, and execution. It is carried out for the purpose of training and/or evaluation. Exercises can be described as: seminars, workshops, tabletops, drills, games, functional exercises, and full-scale exercises.

**Fallout Shelter** - A specially built structure for protecting people, records, and equipment from the effects of a nuclear detonation.

**Federal Emergency Management Agency (FEMA)** - The federal agency responsible for the U.S. government's portion of the comprehensive emergency management program. It consists of a national office in Washington, D.C. and ten regional offices, one of which (Region VIII) is located in the Denver Federal Center in Lakewood, Colorado.

**Federal Warning Point** - A National Warning System (NAWAS) Warning Point located in a Federal installation.

**Federal**: Of or pertaining to the Federal Government of the United States of America.

**Floodplain** - The lowland and relatively flat areas adjoining inland and coastal waters including, at a minimum, that area subject to a one percent or greater chance of flooding in any given year.

**Function**: Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics, and Finance/Administration. The term function is also used when describing the activity involved, e.g., the planning function. A sixth function, Intelligence, may be established, if required, to meet incident management needs.

**General Staff**: A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

**Government Emergency Telephone System (GETS)** - A federal government system that Colorado has access to that will allow landline telephone trunk access when systems are over loaded due to usage.

**Governor's Authorized Representative (GAR)** - (normally a senior member of the Office of Emergency Management staff) serves as the State's representative for the execution of all necessary



documents for disaster assistance following a gubernatorial or Presidential declaration of an emergency or disaster.

**Group:** Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section. (See Division.)

**Hazard:** Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

**Hazardous Materials (HAZMAT)** - Any element, compound, or combination thereof, which is flammable, corrosive, detonable, toxic, radioactive, an oxidizer, an etiologic agent, or highly reactive, and which, because of handling, storing processing, or packaging, may have detrimental effects upon operating and emergency personnel, the public, equipment and/or the environment.

**Home Rule:** Colorado Home Rule Municipalities are self-governing under Article XX of the Constitution of the State of Colorado; Title 31, Article 1, Section 202 of the Colorado Revised Statutes; and the Home Rule Charter of each municipality. The Home Rule Charter determines the form of government. A Colorado Home Rule Municipality may declare itself to be either a city or a town.

**Household Pet**

A domesticated animal, such as a dog, cat, bird, rabbit, rodent, or turtle that is traditionally kept in the home for pleasure rather than for commercial purposes and can travel in commercial carriers and be housed in temporary facilities. Household pets do not include reptiles (except turtles), amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes. (FEMA DAP 9523.18)

**Imminent Threat Alert:** Warns of a credible, specific, and impending terrorist threat against the United States. Issued by the Secretary, US Department of Homeland Security.

**Incident:** An occurrence or event, natural or human-caused that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wild land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

**Incident Action Plan (IAP):** An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

**Incident Command Post (ICP):** The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

**Incident Command System (ICS):** A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications

operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

**Incident Commander (IC):** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

**Incident Management Team (IMT):** The IC and appropriate Command and General Staff personnel assigned to an incident.

**Incident Objectives:** Statements of guidance and direction necessary for selecting appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

**Incident Support Plan (ISP):** Nearly identical to an Incident Action Plan, but used for an agency that is in support of an agency / organization that is in Command of an incident.

**Individual Assistance (IA)** - A division of a disaster response/recovery organization that directs or monitors assistance to families or individuals.

**Initial Action:** The actions taken by those responders first to arrive at an incident site.

**Initial Response:** Resources initially committed to an incident.

**Integrated Emergency Management System (IEMS)** - A system designed to coordinate responses to all of the major hazards that face a community or government; is based on the premise that there are common functions required in all emergency situations (e.g., warning, direction and control, etc.)

**Intelligence Officer:** The intelligence officer is responsible for managing internal information, intelligence, and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

**Joint Information Center (JIC):** A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

**Joint Information System (JIS):** Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public

confidence in the emergency response effort.

**Jurisdiction:** A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, State, or Federal boundary lines) or functional (e.g., law enforcement, public health).

**Liaison Officer:** A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.

**Liaison:** A form of communication for establishing and maintaining mutual understanding and cooperation.

**Local Emergency Operations Plan (LEOP)** - The local (jurisdictional) level plan for actions to be taken by government and citizens when disaster threatens or strikes. It consists of assignment of responsibilities to agencies, coordinating instructions, staffing, essential facilities, and general operations common to most major emergencies.

**Local Government:** The elected officials of each political subdivision (counties, municipalities, and special districts) have responsibility for reducing the vulnerability of people and property to the effects of emergencies and disasters. They should ensure that local governmental agencies are capable of efficient and responsive mobilization of resources in order to protect lives, minimize property loss, and expedite recovery efforts during an emergency or disaster. They should ensure that an Emergency Management Office serves the jurisdiction. The Local Emergency Operations Plan should be prepared based upon a valid hazards and risk analysis. [C.R.S. 24-33.5-707(8)]

**Local Warning Point** - The facility in a city, town or community which receives warnings over NAWAS and activates the public warning system in its area of responsibility.

**Logistics:** Providing resources and other services to support incident management.

**Logistics Section:** The section responsible for providing facilities, services, and material support for the incident.

**Major Disaster:** As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

**Management by Objective:** A management approach that involves a four-step process for achieving the incident goal. The Management by Objectives approach includes the following: establishing overarching objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable objectives for various incident management functional activities and directing efforts to fulfill them, in support of defined strategic objectives; and documenting results to measure performance and facilitate corrective action.

**Memorandum of Agreement (MOA)** - An agreement document between two or more agencies proscribing reciprocal assistance to be provided upon request (and if available from the supplying agency) and laying out the guidelines under which this assistance will operate.

**Memorandum of Understanding (MOU)** - see MOA

**Mitigate** - To lessen in force or intensity.

**Mitigation** - The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

**Mobilization** - The process and procedures used by all organizations (Federal, State, local, and tribal) for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

**Multi-agency Coordination Entity** - A multi-agency coordination entity functions within a broader multi-agency coordination system. It may establish the priorities among incidents and associated resource allocations, deconflict agency policies, and provide strategic guidance and direction to support incident management activities.

**Multi-agency Coordination Systems** - Multi-agency Coordination Systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of Multi-agency Coordination Systems include facilities, equipment, emergency operation centers (EOCs), specific multi-agency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

**Multi – Agency Resource Center** - The purpose of the Multi - Agency Resource Center is for area agencies and organizations to provide services, and referral to these services, currently available to area juveniles in the community, all under one roof.

**Multi-jurisdictional Incident** - An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

**Mutual-Aid Agreement** - Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

**National Disaster Medical System** - A cooperative, asset-sharing partnership between the U.S. Department of Health and Human Services, the U.S. Department of Veterans Affairs, the U.S. Department of Homeland Security, and the U.S. Department of Defense. NDMS provides resources for meeting the continuity of care and behavioral health services requirements of the Emergency Support Function 8 in the Federal Response Plan.

**National Incident Management System (NIMS)** - A system mandated by HSPD - 5 that provides a consistent nationwide approach for Federal, State, local, and tribal governments; the private - sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD - 5 identifies these as the ICS; Multi - agency Coordination Systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

**National Response Framework** - A plan mandated by HSPD - 5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan. Replaces the National Response Plan, effective March 2008.

**National Terrorism Advisory System:** This system replaces the color - coded Homeland Security Advisory System. This new system will more effectively communicate information about terrorist threats by providing timely, detailed information to the public, government agencies, first responders, airports and other transportation hubs, and the private sector. NTAS alerts will only be issued when credible information is available. These alerts will include a clear statement that there is an imminent threat or elevated threat. Using available information, the alerts will provide a concise summary of the potential threat, information about actions being taken to ensure public safety, and recommended steps that individuals, communities, businesses and governments can take to help prevent, mitigate or respond to the threat.

**National Warning System (NAWAS)** - A communication system from by the Federal Government to provide warning to the population of an attack or other national emergency. Reception is at local and state warning points.

**National Weather Services (NWS)** - The federal government agencies charged with weather related reporting and projections.

**National** - Of a nationwide character, including the Federal, State, local, and tribal aspects of governance and polity.

**Nongovernmental Organization** - An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

**One Hundred-Year Floodplain** - The land area adjoining a river, stream, lake, or ocean which is inundated by the 100-year flood. The 100-year flood is the regulatory (base) flood under the National Flood Insurance Program.

**Operational Period** - The time scheduled for executing a given set of operation actions, as specified in the Incident Action/Support Plan. Operational periods can be of various lengths, although usually not over 24 hours.

**Operations Section** - The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions, and/or groups.

**Personnel Accountability** - The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that ICS principles and processes are functional and that personnel are working within established incident management guidelines.

**Planning Meeting** - A meeting held as needed prior to and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the planning meeting is a major element in the development of the Incident Action/Support Plan (IAP/ISP).

**Political subdivisions of the State** - Is a separate legal entity of a State which usually has specific governmental functions. The term ordinarily includes a county, city, town, village, or school district, and, in many States, a sanitation, utility, reclamation, drainage, flood control, or similar district.” A political subdivision’s legal status is governmental.

**Planning Section** - Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the IAP/ISP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

**Preparedness** - The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

**Preparedness Organizations** - The groups that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

**Prevention** - Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

**Private Sector** - Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations (PVO).

**Processes** - Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

**Public Assistance** - The federal financial assistance provided to state and local governments or to eligible private non-profit organizations for disaster-related requirements.

**Public Information Officer (PIO)**: A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

**Publications Management**: The publications management subsystem includes materials development, publication control, publication supply, and distribution. The development and distribution of NIMS materials is managed through this subsystem. Consistent documentation is critical to success, because it ensures that all responders are familiar with the documentation used in a particular incident regardless of the location or the responding agencies involved.

**Qualification and Certification** - This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

**Radio Amateur Civil Emergency Services (RACES)** - Volunteer amateur radio operators who support state and local governments with amateur radio transmission support during times of emergencies.

**Radiological Defense (RADEF)** - The organized effort, through warning, detection, and preventative and remedial measures, to minimize the effect of nuclear radiation on people and resources.

**Reception Area** - This refers to a location separate from staging areas, where resources report in for processing and out-processing. Reception Areas provide accountability, security, situational awareness briefings, safety awareness, distribution of IAP / ISPs, supplies and equipment, feeding, and bed down.

**Recovery** - The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private sector, non-governmental and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

**Recovery Plan** - A plan developed by a State, local, or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area.

**Recovery Support Function** - Comprise the coordinating structure for key functional areas of assistance. Their purpose is to support local governments by facilitating problem solving, improving access to resources and by fostering coordination among State and Federal agencies, nongovernmental partners and stakeholders.

**Resources** - Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

**Resource Management** - Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare

for, respond to, or recover from an incident. Resource management under the NIMS includes mutual-aid agreements; the use of special Federal, State, local, and tribal teams; and resource mobilization protocols.

**Resources Unit** - Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

**Response** - Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

**Safety Officer** - A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

**Search and Rescue (SAR)** - An organized mission to locate and remove a person(s) reported as missing. This applies to technical, urban, and wildland.

**Section** - The organizational level having responsibility for a major functional area of incident management, e.g., Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established). The section is organizationally situated between the branch and the Incident Command.

**Service Animal** - Any guide dog, signal dog or other animal individually trained to provide assistance to an individual with a disability including, but not limited to, guiding individuals with impaired vision, alerting individuals with impaired hearing to intruders or sounds, providing minimal protection or rescue work, pulling a wheelchair, or fetching dropped items. (FEMA DAP 9523.18) Dogs are the most common species of service animal, but monkeys, birds, pigs, miniature horses, and cats have also been trained to assist people with disabilities in the past.

**Shelter-in-place** - means to take immediate shelter where you are—at home, work, school, or in between. It may also mean "seal the room;" in other words, take steps to prevent outside air from coming in.

**Social Vulnerability** – The characteristics of a person or group and their situation that influence their capacity to anticipate, cope with, resist and recover from the impact of a natural hazard.

**Span of Control** - The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. (Under the NIMS, an appropriate span of control is between 1:3 and 1:7.)

**Spontaneous Unaffiliated Volunteers** - refers to spontaneous offers of volunteer assistance by members of the general public and/or private sector wanting to assist in response and recovery efforts who are not affiliated with a COVOAD member agency or other credible organization engaged in response and recovery.



**Staging Area** - Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

**Standard Operating Guidelines (SOG)** - A set of instructions or guidelines covering steps or features of operations to promote effective actions.

**Standard Operating Procedures (SOP)** - A set of instructions having the force of a directive, covering those features of operations, which lend themselves to a definite or standardized procedure without loss of effectiveness.

**State** - When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**State Coordinating Officer (SCO)** - (normally the Director for the Office of Emergency Management) serves as the Governor's principal assistant in the coordination and supervision all activities of state and local government in conducting emergency operations under a gubernatorial and/or Presidential emergency or disaster declaration. The State Coordinating Officer will act in cooperation with the Federal Coordinating Officer (FCO) during a Presidential disaster declaration.

**State Emergency Operations Center (SEOC)** - The facility, located in the city of Centennial, from which state emergency / disaster operations are coordinated. This is part of the Center Management System (CMS).

**State Emergency Operations Plan (SEOP)** - The state level plan for actions to be taken by government and citizens when disaster threatens or strikes. It consists of assignment of responsibilities to state agencies, coordinating instructions, staffing, essential facilities, and general operations common to most major emergencies. Replaced by the 2016 Colorado Hazard and Incident Response and Recovery Plan (CHIRRP).

**State Division of Homeland Security and Emergency Management (DHSEM)** - The agency in the Department of Public Safety, responsible for emergency management programs in the State of Colorado. It is located in Centennial, and is situated in the State Emergency Operations Center (EOC), which DHSEM organizes and operates during emergencies or disasters.

**State Warning Point** - Same as Warning Point, with the additional responsibility of supervising and controlling that part of NAWAS which is within the state.

**Strategic** - Strategic elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities; the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

**Strategy** - The general direction selected to accomplish incident objectives set by the IC.

**Strike Team** - A set number of resources of the same kind and type that have an established minimum number of personnel.

**Sunset provision:** An individual threat alert is issued for a specific time period and then automatically expires. It may be extended if new information becomes available or the threat evolves. Issued by the Secretary, US Department of Homeland Security.

**Supporting Technologies** - Any technology that may be used to support the NIMS is included in this subsystem. These technologies include orthophoto mapping, remote automatic weather stations, infrared technology, and communications, among various others.

**T-Time** - The generalized term used to identify a particular point in time based upon a specific situation commencing, such as the time when a natural hazard, technological, or man-made event is initiated. Associated definition is related to the T-Cards used for logging in and out of personnel and equipment.

**Task Force** - Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

**Technical Assistance** - Support provided to State, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design and hazardous material assessments).

**Terrorism** - Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Threat** - An indication of possible violence, harm, or danger.

**Tools** - Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements, doctrine, capabilities, and legislative authorities.

**Tribal** - Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

**Type** - A classification of resources in the ICS that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size; power; capacity; or, in the case of incident management teams, experience and qualifications.

**Unified Area Command** - A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional. (See Area Command.)

**Unified Command** - An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross-political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single IAP.

**Unit** - The organizational element having functional responsibility for a specific incident planning,

logistics, or finance/administration activity.

**Unity of Command** - The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

**Unsolicited, Undesignated in-kind Donations** - refers to undesignated in-kind donations offered by members of the general public and/or private sector intended to support response and recovery efforts that have not been designated toward a specific agency.

**Volunteer** - A person who does a job or performs a service for which she / he receives no salary.

**Volunteer** - For purposes of the NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or receipt of compensation for services performed. See, e.g., 16 U.S.C. 742f(c) and 29 CFR 553.101.

**Vulnerable Population (FEMA)** – Vulnerability to a natural hazard can be defined as the extent to which people will experience harm and property will be damaged from that hazard.

**Vulnerable Population (HHS)** – Groups that are not well integrated into the health care system because of ethnic, cultural, economic, geographic, or health characteristics. This isolation puts members of these groups at risk for not obtaining necessary medical care, and thus constitutes a potential threat to their health. Commonly cited examples of vulnerable populations include racial and ethnic minorities, the rural and urban poor, undocumented immigrants, and people with disabilities or multiple chronic conditions.

**Weapons of Mass Destruction (WMD)** - (Title 18, U.S.C. 2332a) Any destructive device as defined in Section 921 of this title, (which reads) Any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary charge of more than one-quarter ounce, mine or device similar to the above; (2) poison gas; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

**ZULU Time** - mean solar time at the zero meridian of Greenwich, England, used as the basis for standard time throughout the world. Mountain Standard Time is usually Zulu minus 7 hours and during Daylight Savings Time – Zulu minus 6 hours.

## ACRONYMS

AAR	After Action Report
ACP	Access Control Point
ADAD	Alcohol and Drug Abuse Division
AFB	Air Force Base
AFN	Access and Functional Needs
ANG	Air National Guard
APHIS	Animal and Plant Health Inspection Service
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
ARNG	Army National Guard
AUXCOMM	Auxiliary Communications
CADRE	Community Agency Disaster Relief Effort
CAO	Chief Administrative Officer
CAT	Crisis Action Team
CBI	Colorado Bureau of Investigation (CDPS)
CDA	Department of Agriculture (Colorado)
CDC	Centers for Disease Control and Prevention
CDHS	Department of Human Service (Colorado)
CDNR	Department of Natural Resources (Colorado)
CDOT	Department of Transportation (Colorado)
CDPHE	Department of Public Health and Environment (Colorado)
CDPS	Department of Public Safety (Colorado)
CEO	Colorado Energy Office
CEOC	County Emergency Operations Center
CERCLA	Comprehensive Environmental Response Compensation and Liability Act
CGC	Colorado Geologic Survey
CHIRRP	Colorado Hazard and Incident Response and Recovery Plan
CHMC	Community Mental Health Center
CIAC	Colorado Information Analysis Center (DHSEM / CDPS)
CIO	Chief Information Officer
CMAS	Commercial Mobile Alert System
CMO	Chief Medical Officer
CMS	Center Management System
COCERN	Colorado Crisis Education and Response Network
COG	Continuity of Government plan
COHAN	Colorado Health Alert Network
CONPLAN	Concept of Operations Plan
COOP	Continuity of Operations Plan
CORA	Colorado Open Records Act
COVOAD	Colorado Volunteer Organizations Active During Disasters
COWARN	Colorado's Water / Wastewater Agency Response Network
CP	Command Post
CPHMVS	Colorado Public Health and Medical Volunteer System
CSEPP	Chemical Stockpile Emergency Preparedness Program
CSERMP	Colorado State Emergency Resource Mobilization Plan
CSP	Colorado State Patrol (CDPS)
CSU-VDL	Colorado State University – Veterinary Diagnostic Laboratory
CVCN	Colorado Volunteer Center Network

DCE	Defense Coordinating Element
DCO	Defense Coordinating Office
DERA	Designated Emergency Response Authority
DFPC	Division of Fire Prevention and Control (CDPS)
DHS	Department of Homeland Security (U.S.)
DHSEM	Division of Homeland Security and Emergency Management (CDPS)
DMVA	Department of Military and Veterans Affairs (Colorado)
DOC	Department Operations Center
DOD	Department of Defense (U.S.)
DOE	Department of Energy (U.S.)
DOJ	Department of Justice (U.S.)
DOLA	Department of Local Affairs
DOMS	Director of Military Support
DOS	Department of State (U.S.)
DOT	Department of Transportation (U.S.)
DPW	Division of Parks and Wildlife (DNR)
DTR	Digital Truck Radio
EAS	Emergency Alert System
ECG	Emergency Coordination Group
EMA	Emergency Management Agency
EMAC	Emergency Management Assistance Compact
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOD	Explosive Ordnance Disposal
EOP	Emergency Operations Plan
ERC	Emergency Response Coordinator
ESF	Emergency Support Function
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FOIA	Freedom of Information Act
FOSC	Federal On - Scene Coordinator (EPA)
FSIS	Food Safety and Inspection Service
GAR	Governor's Authorized Representative
GEEERC	Governor's Expert Emergency Epidemic Response Committee
HAN	Health Alert Network
HEICS	Hospital Incident Command System
HSAC	Homeland Security and All - Hazards Senior Advisory Committee
IAIP	Information Analysis and Infrastructure Protection (DHS)
IAP	Incident Action Plan
IC	Incident Commander
ICC	Incident Command Center
ICS	Incident Command System
IM	Incident Management
IMT	Incident Management Team
IPAWS	Integrated Public Alert and Warning System
ISP	Incident Support Plan
JFO	Joint Field Office (FEMA)
JIC	Joint Information Center
JIS	Joint Information System
JOC	Joint Operations Center

JPIC	Joint Public Information Center
JTF	Joint Task Force
JTTF	Joint Terrorism Task Force
LEOC	Local Emergency Operations Center
LTRC	Long - Term Recovery Committee
MACC	Multi - Agency Coordination Center
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MSCA	Military Support to Civil Authorities
MARC	Multi – Agency Resource Center
NDMS	National Disaster Medical System
NDRF	National Disaster Recovery Framework
NIMA	National Incident Management Assistance Team (FEMA)
NIMS	National Incident Management System
NIOSH	National Institute of Occupational Safety and Health
NRCC	National Response Coordination Center (FEMA HQs)
NRF	National Response Framework
NTAS	National Terrorism Advisory System
OEDIT	Office of Economic Development and International Trade (Gov Office)
OEM	Office of Emergency Management
OEPR	Office of Emergency Preparedness and Response (CDPHE)
OIT	Office of Information Technology (Gov Office)
PA	Public Assistance
PAO	Public Affairs Officer
PIO	Public Information Officer
PUC	Public Utilities Commission (DORA)
RACES	Radio Amateur Civil Emergency Services
RETAC	Regional EMS / Trauma Advisory Council
RMCC	Rocky Mountain Coordination Center (State Forest Service)
ROSS	Resource Ordering and Status System
RRCC	Regional Response Coordination Center (FEMA)
RSF	Recovery Support Function
SAR	Search and Rescue
SCO	State Coordinating Officer
SEOC	State Emergency Operations Center
SEOP	State Emergency Operations Plan, replaced by CHIRRP
SFO	Senior Federal Official
SFS	State Forest Service (Colorado)
SITREP	Situation Report
SNS	Strategic National Stockpile (replaces NPS)
SOP	Standard Operating Procedures
TOC	Traffic Operations Center (CDOT)
TSA	The Salvation Army
UCS	Unified Command System
US&R	Urban Search and Rescue
WHO	World Health Organization
WMD	Weapon(s) of Mass Destruction

## Incident Information Requirements / Collection Plan Supporting Annex

The requirements listed below provide an initial listing and as the incident / event evolves these requirements will be modified. It should also be noted that it make takes hours or days to answer some requirements. Many of these requirements are applicable to many different hazards / threats. However, there are some requirements that are specific only to this incident (located at the end of this Annex).

<b>Critical Information Requirements</b>				
<i>Senior decision makers are to be <u>immediately</u> notified if any of the following items occur.</i>				
1. Death of a first responder.				
2. Deaths / injuries within the population.				
3. Extended closure of 4 hours or greater / opening of airports and major highways.				
4. Ordered (not voluntary) evacuation of the general population.				
5. Opening / closing of shelters.				
6. Any event that could result in the loss of public trust / confidence in State government.				
<b>Information Requirements</b>				
<i>The following information requirements are to be used to assist in understanding the on - going situation, facilitate the coordination of needed resources, and long - term recovery planning.</i>				
Information Requirements	Specific Information	Possible Sources	Deliverable Deadline	Distribution and Remarks
Hazard specific information	What happened, when, where, and why? What are the potential cascading impacts?	Local EMAs, DHSEM RFM, news media, CDPHE, CDA, USGS	Within 2 hours of SEOC activation.	SEOC Staff for initial briefing. To assist GIS staff in producing initial map product(s).

Injuries / Death	Any responder injuries or deaths? How many initial injuries / deaths are being reported? How severe are the injuries? Where are the injured being taken and how (air and / or ground)? Expectation when official (confirmed) numbers will be released? How many people are missing? Any access and functional needs concerns? Any animals injured or dead? What is the mechanism to link families with injured individuals and to official identify the dead?	Local EMAs, DHSEM RFM, news media.	Within 2 hours of SEOC activation.	SEOC Staff for initial briefing. To assist GIS staff in producing initial map product(s). Inclusion in Daily Status Report and to support ESF15 communication plan.
Initial damage	Are there damage / destruction estimates for buildings, residences, bridges, gas lines, water lines, roads?	Local EMAs, DHSEM RFM, news media.	Within 2 hours of SEOC activation.	SEOC Staff for initial briefing and Recovery Team. To assist GIS staff in producing initial map product(s).
Boundaries of incident or event area	Geographic location in reference to political boundaries, major cities, waterways, roadways, land ownership (private, local, State, federal).	Local EMAs, DHSEM RFM, news media, NWS	Within 2 hours of SEOC activation.	This provides an initial orientation to where the incident is occurring. Provided to SEOC staff, posted to WebEOC, included in the initial Situation report or SEOC Status Report (to Situation Unit) if at Level II or I and GIS staff. the SEOC Status Report will contain only publically releasable information and distributed to SEOC staff, State agencies, Governor's Office, local jurisdictions, and WebEOC. Subsequent maps with updated information and expanded information points will be needed every 4 - 6 hours as required by the SEOC Manager. Locations may be by road boundaries or latitude / longitude, or both. Inclusion in Daily Status Report and to support ESF15 communication plan.



Weather	What is the weather forecast post - event and implications for impending operations for the next 24, 48, and 96 hours? When is sunrise and sunset? When is moonrise and moonset? What is the anticipated lunar illumination percentage? Any space weather impacts? Any pending weather warnings?	NWS, <a href="http://www.weather.gov/">http://www.weather.gov/</a> , <a href="http://www.sunrisesunset.com/usa/Colorado.asp">http://www.sunrisesunset.com/usa/Colorado.asp</a> , <a href="http://sidc.oma.be/index.php3">http://sidc.oma.be/index.php3</a> , <a href="http://www.swpc.noaa.gov/">http://www.swpc.noaa.gov/</a> ,	Within 2 hours of SEOC activation and then during SEOC conference calls.	SEOC staff and for inclusion in the SEOC Status Report. Weather impacts both short - and long - term operations as well as day and night operations. Inclusion in Daily Status Report and to support ESF15 communication plan.
Demographics	From the incident location and including a 10 mile radius, what is the current population, population per household, average income statistics, ethnicity, language diversity, access and functional needs identity, local elected leadership, medium resident age, religious diversity.	US Census Bureau, DOLA - Demographics Office, County Assessor Office records, or GIS sources.	Within 4 hours of SEOC activation.	Provided to SEOC staff, the Recovery Team, and posted to WebEOC. Some information will lead to subsequent reports such as impacted animal populations. As the incident area expands or contracts, the demographic information should be adjusted. There also may be a need to expand or contract the radius from the incident site(s). GIS Section.
Status of Emergency Operation Centers	What is the status of local EOCs and / or agency DOCs? Are current staffing levels meeting their needs?	DHSEM RFM, ERCs, local EMAs	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report, Colorado Daily Status Report and to support ESF15 communications plan.
Evacuations	Are evacuations being contemplated? Have voluntary evacuations been requested? Are mandatory evacuations ordered? Have any evacuation routes been identified? If so, what are they? Have evacuation orders been lifted? Is re - entry being phased in?	Local EMAs, DHSEM RFM, news media.	Within 2 hours of local discussion taking place.	For inclusion in the SEOC Status Report as well as to help facilitate any anticipated shelter and / or other resource needs. Inclusion in Daily Status Report and to support ESF15 communication plan.
Socio-economic impact	Number and type of businesses affected	News media, local jurisdiction, DOLA	Initial estimate NLT 24 hours following identification of the event. Updated daily.	For Situation Report or SEOC Status Report, also provided to Recovery Team.

Elected officials.	Which Congressional and Colorado General Assembly districts are impacted? This includes both the Senate and House.	DOLA, Secretary of State, congressional website, General Assembly website.	Within 6 hours of SEOC activation.	Information will lead to a separate GIS map provided to DHSEM leadership and Recovery Team.
Public information message	What is the primary, secondary, or tertiary PIO messages?	SEOC PIO, agency PIO, local PIO, IMT PIO	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report, Colorado Daily Status Report and to support ESF15 communications plan.
Cultural, Historic, and Natural Resources	Are there cultural, historic, or natural resources threatened or damaged? If yes, what specifically is threatened or damaged? What protective measures are recommended for threatened or damaged cultural, historic, and natural resources? Has threatened cultural, historic, and natural resources been shared with damage assessment teams?	Local EMAs, CDPHE, COGCC, historical societies/certified local governments, CCHRTF, FEMA EHP, DHSEM RFM, Disaster Unified Review Team ( <a href="http://dhsem.state.co.us/emergency-management/cored/gis-data-and-durt-viewer">http://dhsem.state.co.us/emergency-management/cored/gis-data-and-durt-viewer</a> ), DPA (State Archive), DOE (State Library), DOLA (Main Street Program), CDHE, and History Colorado.	Within 6 hours of SEOC activation	FEMA EHP, Local, SHPO, CCHRTF, CDPHE, SEOC Status Report.
Terrorism related	Is there any indication this incident has a terrorism component or could be exploited to support other nefarious activities.	CIAC, FBI	Initial report within 2 hours of SEOC activation, then continuous throughout the incident.	If the answer is yes, then that information will NOT be placed on any SEOC products until approved by the FBI. [18 USC 2332b(f) and 28 CFR 0.85]
Status of the Agriculture industry	Are livestock threatened? Are crops threatened? If yes to either, what specifically is threatened?	CDA, local EMAs	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report. May also provide information support for a Secretary of Agriculture disaster declaration.
Status of the Banking system	Is there a current or potential interruption of financial transactions?	OEDIT, DOLA,	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report.

Status of Communications systems	This includes the DTRS network but also commercial landline and wireless networks. Who's networks and what is the impact upon the population?	OIT, local EMAs, DHSEM RFM, SWIC	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report. Could also assist in the identification of "dead zones" and what type of communications equipment may be needed to mitigation those zones.
Status of area Dams	This includes high and significant dams. Are any currently threatened? How much more rain can the reservoirs absorb before a water release becomes necessary? Is there the potential that these dams could be threatened in 24, 48, or 96 hours? What actions are the dam owners taking?	DNR Dam Safety Office (ESF #11), local EMAs, DHSEM RFM	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report. If there is a potential for the dam to fail, downstream populations need to be notified (local responsibility). If multiple dams feed into each other, cascading effects may result.
Status of the Electrical grid	This includes power generation, distribution, and transmission systems. Are there any areas without electrical power? How large of an area? What electrical company (ie Xcel, Blackhills, REA, etc.) is impacted?	PUC, local EMAs, DHSEM RFM	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report. Will assist in determining the number of people impacted.
Status of Energy (non - electrical) sector	Are there any issues regarding the current supply of natural gas, E85, diesel, propane, solar energy, etc.?	CEO, local EMAs, DHSEM RFM	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report. Will assist in determining the number of people impacted.

Status of Hazardous material sites	What facilities are in or adjacent to the impacted area? What chemicals are threatened? What is the local recommended action: evacuation of shelter - in -place? Are any of these sites Superfund? Do these sites fall under SARA Title III reporting for Extremely Hazardous Substances? Are they Toxic release Inventory reporting sites? What is the danger if threatened chemical(s) are mixed? If an accident or spill occurs, has the EPA declared it a "major" spill?	CDPHE, CIAC, local EMAs, DHSEM RFM, EPA	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report. If evacuation is ordered, this could contribute to identifying the need for shelters.
Status of area Military facilities	What military facilities are impacted? If so, how?	DMVA, FEMA (DCO)	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report. Could impact the ability of Defense Support to Civil Authority activities.
Status of the Public Health system	Is there an interruption in providing public health and behavioral health services? If so, to what extent? Are there any boil water orders in place?	CDPHE (ESF #8 and #8a), CoCERN, CoWARN, local EMAs, DHSEM RFM	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report.
Status of the Transportation network	What interstate, State, and county roads are impacted? Which ones are closed as a result of the incident? Which ones are closed to support the incident? Where are the traffic control points established? What is the projection of when the roads will be open?	CDOT, local EMAs, DHSEM RFM	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report. Could assist in the identification of evacuation routes, first responder ingress, or resupply routes.

Status of critical infrastructure(s)	What is the current condition of schools, fire stations, law enforcement offices, EMS facilities communications nodes, airports, shopping centers, in the impacted area? Do these facilities need any State assistance?	ESF #1, ESF #2, ESF #3, ESF #4, ESF #13, CDE, CDHE, CIAC	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report.
Shelters (People)	What are the potential need for shelters? What are the shelter requirements (people, ADA, companion and service animals, etc.)? Where are the potential shelters located? Which shelters are open? What are the current shelter populations? When will the shelters be closing?	Local EMAs, DHSEM RFM, Red Cross, ESF #6,	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report. Inclusion in Daily Status Report and to support ESF15 communication plan.
Shelters (Large Animal)	What are the potential need for shelters? Where are the potential shelters located? Which shelters are open? What are the current shelter populations? When will the shelters be closing?	Local EMAs, DHSEM RFM, Red Cross, CDA, ESF #6,	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report. Inclusion in Daily Status Report and to support ESF15 communication plan.
Resource shortfalls	What are the actual or potential resource shortfalls of the affected jurisdiction? What are the actual or potential medical resource shortfalls of the affected jurisdiction including medicines / vaccines / treatment capability? What are the anticipated requirements for State / Federal resources? What are potential sources for resource shortfalls? What resources are available and where are they located? Priorities: water, food, power, medical, heat, communications.	SEOC Logistics Section, DHSEM RFM	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report and to assist in establishing resource priorities.

Physical, logistical, or cultural impediments to resource support	Are there any impediments that could delay or halt the movement of resources to incident identified locations (ICP, staging, shelters, etc.)? Does daylight / moonlight effect this movement?	Local EMAs, DHSEM RFM, CDOT, DOLA RMs	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report and to assist in establishing resource priorities.
Status of declarations	Are there any local or State Emergency Declarations and does the SEOC have an electronic or paper copy? Are there any disaster fund allocated? If so, how much? Governor's request letter processed? Is there a Presidential Declaration? Which types of assistance are authorized?	Local EMAs, Governor's Office, Notice of Disaster Declaration received,	Within 1 hour of being signed.	For inclusion in the SEOC Status Report. GIS products showing declared counties and type of assistance may also be needed to support the Recovery Team. Inclusion in Daily Status Report and to support ESF15 communication plan.
Donations / Voluntary Agency activities	Is there a need for the Hotline or has a Donations Hotline been established? Which Voluntary Agencies are actively involved in operations?	Voluntary Agencies, local EMAs, DHSEM RFM, ESF #6,	Within 2 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report and to assist the Recovery team. Inclusion in Daily Status Report and to support ESF15 communication plan.
Continuity of Operations (COOP)	As a result of this incident / event are any local, State, or federal offices implementing their COOP plans? If so, where is their new location? When do they anticipate they will resume their operations / activities / services?	Local EMAs, State agencies, FEMA	Within 24 hours of the initiation of COOP implementation.	For inclusion in the SEOC Status Report.
Safety hazards	What are the personal safety issues within the impacted area? Is there a need for personnel protection equipment? What are the safety hazards in conducting operations?	CDPHE, CDC, USPHS, DHSEM RFM, assessment teams	Within 4 hours of the hazard being identified.	For inclusion in the SEOC Status Report. May also be needed to inform resources moving into the impacted area(s).

Status of PDA requests	Are PDA teams formed? Have locations / jurisdictions been identified for where PDAs will be conducted? Anticipated schedule for when PDAs will be initiated? Anticipated schedule for when PDAs will be completed?	Local EMAs, DHSEM RFM, Recovery Team.	Within 6 hours of SEOC activation and then during SEOC conference calls.	For inclusion in the SEOC Status Report and assist the Recovery Team
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## **International Coordination Supporting Annex**

**Lead Agency:** Office of the Governor

**Supporting Departments/Agencies:** Department of Law, Department of Public Safety

### **I. Purpose**

This supporting annex provides guidance on carrying out responsibilities for international coordination in support of the State Government's response to a domestic catastrophic incident, as defined in the National Response Framework (NRF).

### **II. Scope**

The International Coordination Support Annex supplements the CHIRRP. The role of the Governor's Office within the CHIRRP is to fully support Federal, State, local, and tribal authorities in effective incident management and preparedness planning. A catastrophic incident will likely have international and diplomatic impacts and implications that call for coordination and consultations with the U.S. Secretary of State's Office, foreign governments and international organizations. An incident may also require direct bilateral and multilateral actions on foreign affairs issues related to the incident, for which DOS has independent and sole responsibility. DOS's lead foreign policy role in supporting U.S. Government agencies and managing the international aspects of a domestic incident contributes to a more agile overall U.S. Government incident management capability.

### **III. Policies**

- A. The U.S. Secretary of State has direct responsibility for policies and activities related to the protection of U.S. citizens and U.S. interests abroad.
- B. In preparing for, responding to, and recovering from an actual or potential catastrophic incident, the Office of the Governor is responsible for coordinating with the U.S. Secretary of State's Office related to those foreign government entities located within the State.
- C. International coordination within the context of a domestic incident requires close cooperative efforts with foreign counterparts and multilateral/international organizations. Such coordination rests on current national strategies to prevent terrorism, enhance security and law enforcement cooperation, counter proliferation of weapons of mass destruction and dangerous materials, and other activities related to counterterrorism preparedness and response.

### **IV. Concept of Operations**

- A. The Office of the Governor will provide a liaison with the Department of State Task Force, if deployed.
- B. Has shared operational responsibility for the protection of foreign missions and other multilateral organizations with missions within the State of Colorado, and for the safety / security of their official personnel.



- C. If requested, assists foreign Embassies/Consulates in coordinating with Federal, local, and tribal authorities to enable them to provide information to their citizens in the United States and to render safety/security and other consular assistance.
- D. Department of Public Safety / Division of Homeland Security and Emergency Management, provides workspace / assistance to liaisons from foreign embassy / consulates in the State Emergency Operations Center.

## **Military Support to Civil Authority Supporting Annex**

**Lead Agency:** Department of Military and Veterans Affairs

### **I. PURPOSE**

This appendix provides guidance for requesting and integrating military support assets into emergency response in Colorado. It applies to military support provided from the Colorado National Guard (Army and Air), Colorado Civil Air Patrol (CAP) Wing, and active and reserve military units in the State.

### **II. SITUATION**

When response to an emergency exceeds the capabilities of local authorities, mutual aid, commercial resources and state level assets, the Office of Emergency Management (OEM) can request that the Governor activate resources from the Colorado National Guard (CONG) in accordance with CRS 24-32-2104. The CONG, as a State level asset, is the first military responder for emergencies within Colorado. If the requirement for military resources exceeds those available from the CONG, the State Coordinating Officer can submit a request for assistance to FEMA.

### **III. ASSUMPTIONS**

- A. With the exception of some full time CONG forces, on average, it will take 12 - 24 hours from activation for a unit to recall personnel and be ready to begin movement to an incident site.
- B. Department of Defense wartime requirements will limit the availability of CONG personnel and equipment.

### **IV. CONCEPT OF OPERATION**

- A. Requests for assistance will be made by calling OEM on the state emergency line at 303 – 279 - 8855. The request should identify the capability required, estimated mission duration and incident command coordinating point of contact information.
- B. OEM will validate requests for assistance and confirm assets are available from the CONG to complete the mission. If the mission is deemed appropriate, OEM will obtain the Governor's approval for activation of CONG assets. OEM will then mission assign CONG assets to support the incident commander. The mission assignment will identify the specific CONG tasks, mission duration, authorized force allowances and funding limits. CONG forces will then contact the incident command point of contact and begin support coordination actions.
- C. CONG forces will work in support of the local incident commander or civilian authority and within the scope of the mission assignment.
- D. Upon request by OEM, a CONG Emergency Response Coordinator will be assigned to the Multi-Agency Coordination Center (MACC).
- E. Upon request by the Incident Commander, a CONG liaison will be assigned to the Incident Command Center.

- F. Military aviation support for search and rescue missions may be obtained by contacting the Air Force Rescue Coordination Center (AFRCC) at 800-851-3051.
- G. Civil Air Patrol support may be acquired as follows:
  - 1. For search and rescue missions contact the AFRCC at 800-851-3051.
  - 2. For other types of emergency support missions contact Air Force National Security Emergency Preparedness (AFNSEP) at 800-366-0051.
  - 3. For damage/ impact assessment missions contact the CAP National Operations Center (NOC) at 888-211-1812.
- H. Requests for active or reserve military forces will be made through Colorado OEM to FEMA Region VIII to NORTHCOM.

## **V. RESPONSIBILITIES**

- A. Local Authorities
  - 1. Ensure all local resources, mutual aid and commercially available services have been exhausted prior to submitting a request for assistance to OEM.
  - 2. Submit the request for assistance to OEM identifying the capability required, estimated mission duration, required location and incident command coordinating point of contact.
- B. Office of Emergency Management
  - 1. Validate requests for assistance and confirm assets are available from the CONG to complete the mission. If the mission is deemed appropriate, OEM will, coordinate the Governor's approval for activation of CONG resources.
  - 2. Provide a mission assignment and the Governor's Executive Order to DMVA and CONG.
  - 3. Coordinate reimbursement for CONG support within sixty days from receipt of appropriate billing documentation.
- C. Colorado National Guard
  - 1. Upon receipt of a mission assignment from OEM, coordinate with the Incident Command and confirm the mission requirement. Notify OEM of any differences between the resources requested in the mission assignment and those identified with the incident command. Provide OEM with an estimate of costs required to fulfill the mission assignment prior to executing the mission assignment.
  - 2. Provide resources requested in the mission assignment and notify OEM of any change in mission, level of resources or mission duration.
  - 3. Maintain detailed financial records and submit requests for reimbursement to OEM not later than thirty days after fulfillment of the mission assignment.

## **Private - Sector Coordination Supporting Annex**

**Lead Agency:** Office of the Governor

**Supporting Departments/Agencies:** Office of Economic Development and International Trade, Department of Labor and Employment, Department of Law, Department of Local Affairs, Department of Personnel and Administration, Department of Public Health and Environment, Department of Public Safety, Department of Regulatory Agencies, American Red Cross, The Salvation Army, and the Private Sector.<sup>1</sup>

### **I. Introduction**

- A. The engagement of the private sector in disaster preparedness is a fundamental component of a secure and resilient Nation under the National Preparedness Goal and Presidential Policy Directive (PPD) - 8.
- B. The private sector plays a critical role in the all - hazards, whole community approach to State emergency management and preparedness efforts.
- C. The private sector has vast capabilities in ensuring the orderly functioning of the economy, delivery of essential services in the face of catastrophic events and promoting economic recovery within the affected area.
- D. The private sector also has responsibilities to prepare their employees and suppliers to allow the delivery of essential services.
- E. During a disaster, certain critical infrastructures and key resources (CI / KR) are essential to the ability of State, local, and tribal governments to act to save lives, maintain public safety, minimize physical and cascading damage, and reduce economic and psychological impact. Moreover, the private sector generally remains the front line for securing, defending, mitigating damage, and implementing recovery efforts for its own facilities, vendors and employees.
- F. The private sector constitutes the majority of the State economy. Engaging the private sector in all stages of planning and implementation is critical for the success of the Colorado Hazard and Incident Response and Recovery Plan (CHIRRP).
- G. The private sector is in the unique position of understanding both the immediate and subsequent impact during and after an incident to supply chains, and the re - leveraging of resources and assets needed to recover, stabilize, restore confidence in, and reconstitute parts of the economy.
- H. During a catastrophic event, strategic decisions about the status and allocation of private sector resources will have to be jointly made on a continuous basis by the State of Colorado and private sector partners. This being the case, working relationships between the State and the private sector must be formed and maintained before a disaster occurs. These partnerships will ensure a more efficient response and recovery effort for the citizens of the State.

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<sup>1</sup> Specific commercial entities are listed in this document only as recognizable entities of the private sector. Their listing does not constitute an endorsement by the State of Colorado. The same is true for any software programs or named databases list. They are just a reflection of a capability.

- I. Appropriate processes, procedures, and communications protocols are required to ensure that throughout a catastrophic incident, decisions and actions affecting the private sector are properly coordinated and executed at the strategic and operational levels.
- J. The role of State government during disaster response is commonly thought to solely consist of the provision of the goods and services that were disrupted by the incident. However, equally important is State government's goal to help the private sector return to its functioning role as the provider of most of those goods and services. In this way the private sector is quickly leveraged as a force multiplier helping survivors adjust to the new normal.

## **II. Purpose**

- A. Establishes the importance of communication and coordination between the State and the private sector in the support of mitigation, prevention, preparedness, response, and recovery as described in the CHIRRP.
- B. Describes:
  - 1. The position of Private Sector Liaison to the State Emergency Operations Center (SEOC).
  - 2. CO-ASSIST: a system the State uses to document, categorize, and make available statewide resources. It contains both State and local government resources and resources from the business community.
  - 3. WebEOC: a software program utilized for ensuring State Emergency Operations Center (SEOC) and private sector communication and interface.
- C. Describes the recommended mitigation, prevention, preparedness, response and recovery actions for creating and implementing private sector coordination.

## **III. Scope**

- A. Intended to provide a framework for coordinating with the private sector on mitigation, prevention, preparedness, response, and recovery efforts before, during and after disaster.
- B. The private sector is defined as organizations which are not wholly or partially owned or operated by a government entity. This includes for - profits and non – profits.
- C. In addition, privately owned and operated institutions that fall within the definition of CI / KR, as described in Homeland Security Presidential Directive (HSPD) - 7 “Critical Infrastructure identification, prioritization, and protection,” are also included in this annex.

## **IV. Policies**

- A. The CHIRRP supports the State commitment to ensuring the orderly functioning of the economy and the reliability and availability of essential services that represent the foundation of public safety and confidence and economic and national security.
- B. Neither the Division of Homeland Security and Emergency Management (DHSEM), nor any State agency, can task any private sector entity without appropriate compensation. Similarly, private sector entities cannot task State agencies. Thus cooperative relations between private sector organizations and State, local, and tribal authorities regarding mitigation, prevention, preparedness, response, and recovery are critical and are strongly encouraged.

- C. Success in these cooperative efforts requires a process that supports collective decision making and action that engages the private sector at the strategic (e.g., Chief Executive Officers) and operational levels. Such a process will ensure the effective and efficient coordination and use of private sector resources, as well as support public and market confidence in times of crises or catastrophe.
- D. It is recognized that many private sector entities will have pre - existing relationships with local government and that during disasters these relationships may be more responsive in addressing needs. This annex is intended to be supportive of, rather than to diminish or supplant, these relationships.
- E. Extensive two - way sharing of situational / operational information relative to an incident between the private sector and State government is encouraged. The information should encompass the overall status of the State including: transportation, situational reports, public utility status reports, financial services status reports, critical commodity status reports and the impact on major State functions. Development and application of processes, procedures, and communications protocols to support such sharing at the strategic leadership and operational levels of the private sector and the State government are encouraged.
- F. The State government shall strive to not disrupt existing relationships between Non - Governmental Organizations (NGO's), non - profits or other voluntary organizations at the local, State, or national level through the state government's efforts to elicit additional offers of goods and services. These issues are addressed in the Volunteer and Donations Management Support Annex to the CHIRRP.
- G. Existing contractual relations between State agencies and the private sector are not intended to be displaced through actions taken under this annex. However, it may be mutually agreed upon that contracts need to be adjusted to meet the particular or immediate needs of a given event or circumstance.

## **V. Concept of Operations**

- A. Roles & Responsibilities
  - 1. Office of Economic Development and International Trade
    - a. Strengthen Colorado's prospects for long - term economic growth by providing broad - based support to Colorado businesses.
    - b. Build a strong public - private approach on a statewide basis for economic development activities.
    - c. Monitor economic conditions throughout the state and strengthen regional economies.
    - d. Support entrepreneurs and small businesses.
  - 2. Department of Labor and Employment
    - a. Provide an up - to - date and accurate picture of the economy that assists in decision making for emergency management officials and the private sector.
    - b. Protect the workplace — and Colorado communities — with a variety of consumer protection and safety programs. Also facilitate temporary exemptions or relaxed standards during disaster.
  - 3. Department of Law
    - a. Defend the legal interests of the people of the State of Colorado and its sovereignty.
    - b. Enforce consumer protection and antitrust laws.

- c. Act as chief legal counsel and advisor to the executive branch of state government including the Governor.
- 4. Department of Local Affairs
  - Coordinate incident stabilization and restoration of life lines to speed private sector recovery following disaster and facilitate long – term recovery planning.
- 5. Department of Personnel and Administration
  - a. Manage the State's centralized procurement system.
  - b. Promulgate the State's procurement rules and facilitate temporary exemptions or relaxed standards during disaster.
  - c. Facilitate price agreements.
- 6. Department of Public Health and Environment
  - a. When required or requested, consult with regulated industries, communities, organizations and individuals.
  - b. Institute corrective actions for recognized public hazards in the marketplace.
  - c. Serve as a troubleshooter and a liaison between the department's environmental programs and small business owners and managers.
- 7. Department of Public Safety
  - a. Conduct damage assessment to speed possible assistance to the private sector.
  - b. Inform and orient the private sector on the contents of this plan (to include the State Recovery Plan), and encourage and facilitate the development and coordination of equivalent private sector planning
  - c. Coordinate and conduct exercises dealing with the combined response of State and local governments and the private sector. Also participate in exercises conducted by the private sector.
  - d. Develop plans, frameworks, and relationships, and facilitate coordinated disaster and incident response planning with the private sector at the strategic and operational levels.
  - e. Encourage and support private sector efforts to improve preparedness of employees and vendors.
  - f. Identify potential resource gaps during an incident that could be filled by the private sector and develop State mission sets for these resources.
  - g. Support preparedness and protection of the CI / KR and other key industry sectors, as appropriate.
  - h. Establish programmatic policy and strategy for information sharing with the CI / KR sectors.
  - i. Support response and recovery efforts through facilitation and coordination of CI / KR protection and response planning, testing, and execution, and with other industry sectors, as appropriate.
  - j. Coordinate with the National Infrastructure Coordination Center. Residing within the U.S. Department of Homeland Security's National Operations Center, the National Infrastructure Coordination Center (NICC) monitors the Nation's CI / KR on an ongoing basis. In the event of a disaster or incident, the NICC provides a coordinating mechanism to share and exchange information through each sector's leadership, coordinating information sharing mechanisms across sectors.
  - k. Appoint, maintain and deploy Infrastructure Coordinator(s). The Infrastructure Coordinator provides State coordination and liaison with the CI / KR in partnership with the private sector.
    - (1) In a catastrophic incident involving the implementation of the CHIRRP, the Infrastructure Coordinator deploys as the Critical Infrastructure Coordinator (CIC) assigned to the Joint Field Office (JFO) Coordination Staff, in support of the State Coordinating Officer (SCO).

- (2) The CIC serves as the principal advisor regarding State CI / KR, in coordination with the private sector and local governments (as appropriate).
  - (3) The CIC conveys situational/operational information about the State CI / KR and other private sector assets during the course of the incident.
  - (4) The CIC focuses on the broad impacts and status of actions relating to affected CI / KR, and not the direct provision of goods or services.
- l. Provide critical infrastructure response planning and coordination support. Facilitate development, tests and exercises in the implementation of CI / KR State response plans across sectors, and in other industry sectors (as appropriate).
- m. Develop policy and programs for information sharing with the private sector. Support development of private sector coordination, information sharing and analysis mechanisms.
- 8. Department of Regulatory Agencies
  - a. Preserve the integrity of the marketplace.
  - b. Promote a fair and competitive business environment in the State.
  - c. Coordinate consumer protection activities with local, State and federal agencies.
  - d. Regulate utilities to insure safe, reliable and reasonably priced services that serve the public interest are provided.
  - e. Advocate risk mitigation efforts and collaborate with utilities to encourage and promote service reliability
- 9. Non - Profit Crisis Support Organizations  
The roles and interfaces of volunteer and nongovernmental organizations are detailed in the Volunteer and Donations Management Support Annex to the CHIRRP.
- 10. Private Sector
  - a. Individual Institutions
    - (1) Each private institution is responsible to its stakeholders for developing, testing, and implementing its own security and business continuity plan to assure its capability to deliver goods and products to its customers. Included in this planning are an understanding of, and contingency plan for, supply chain disruptions and other dependencies. Also included are plans for staffing and employee preparedness.
    - (2) In many communities, critical infrastructure owners and operators, in addition to developing their own security programs and continuity/contingency plans, are responsible for coordinating their programs and plans with State and local governments' emergency response plans.
    - (3) Private sector entities will also need to coordinate their plans with the plans of other private sector entities in the community so that allocation of critical resources proceeds without conflicts.
    - (4) Institutions are encouraged to work with the Office of Emergency Management (OEM) in the creation of resource mission sets prior to a disaster. These mission sets will work in two ways, both specifying resource needs the business anticipates asking for and specifying resource needs the business can provide to the State.
    - (5) Institutions are encouraged to recommend individuals to OEM to serve as a Private Sector Liaison to the SEOC.
  - b. Intra - Industry Sector Coordination (This includes professional private sector organizations such as, but not limited to, the Association of Contingency Planners (ACP), Better Business Bureau, Chambers of Commerce, Colorado Contractors Association (CCA), Colorado Emergency Preparedness Partnership, Inc. (CEPP), InfraGard and Financial Institutions.)
    - (1) Generally, members of an industry work together regularly to ensure the economic health and viability of their particular business sector. Creating customer and public



confidence in the industry sector is an important activity to retain customers and maintain market confidence.

- (2) Members of industry sectors, as appropriate, work together to develop industry best practices on protection, damage mitigation, continuity/contingency planning, and recovery. At times members of industry sectors will also develop initiatives to promulgate the application of these best practices throughout their sectors.
- (3) To prepare for catastrophic disruption, industry sectors develop coordination and communication plans with each other, their customers, the government and public, both at strategic leadership and operational levels. This includes the dissemination of information.
- (4) These organizations are encouraged to recommend individuals to OEM to serve as a Private Sector Liaison to the SEOC.
- c. Critical Infrastructure/Key Resources (CI / KR) Coordination
  - (1) Restoration of critical infrastructures is essential to economic recovery. Public safety, quality of life, security and the availability of critical services are all important source of public confidence.
    - (a) To maintain public confidence during crisis, it is important that members of the private sector at a minimum:
      - (i) Develop and maintain coordination plans.
      - (ii) Develop and maintain communication channels with each other, with other sectors, with the general public and with government.
    - (b) Each sector is responsible for planning, implementing and maintaining coordination and communication capability at its leadership and operational levels.
      - (i) Leadership levels for policy decisions, resource allocation, and consultation with government on economic or operational impacts of key decisions.
      - (ii) Operational levels in order to implement, test, and execute infrastructure security, continuity and crisis response plans.
  - (2) Many of the State's critical infrastructures consist of interconnected networks—a disruption of one part of the system could cascade to another part of the system. Consequently, members of such infrastructure sectors should develop standards of behavior to engage with each other and operational practices to assure mutual reliability and availability of service capability. This includes shared spare parts inventory, coordinated national, regional and local response plans, and mutual aid agreements.
  - (3) Each sector is responsible for reviewing its critical supply chain and for working with other infrastructures and industry suppliers to develop contingency plans and coordination points for continued operations in a crisis.
  - (4) Private sector entities are encouraged to engage and support their employees and vendors in preparedness efforts in order to ensure that continuity plans are viable.
  - (5) Private sector entities are encouraged to have continuity plans to evacuate, relocate and reconstitute their business.

## B. Definitions

### 1. Private Sector Liaison to the SEOC

- a. A Private Sector Liaison position may be established within the SEOC. Each time a Liaison is needed in the SEOC, they will be selected from a team of pre - identified Private Sector Liaisons who have been recommended by a Private Sector entity and trained for the SEOC.
- b. The OEM Director or their designee has final approval of all private sector liaisons.

- c. The Liaison will report to the Long Term Community and Economic Recovery Team and will also work closely with the Logistics Branch.
  - d. This position will be filled by member(s) of the private sector and they will staff the Private Sector desk in the SEOC when requested by OEM.
  - e. The Liaison is tasked with coordinating communications from the SEOC to the private sector and vice - versa. They will be the voice to and from the private sector using private sector and OEM networks.
  - f. The Liaison will coordinate with and represent the entire private sector, not just the private sector entity the individual represents.
  - g. The Liaison will act solely as a representative from the private sector and will have no authority to commit any private sector entity or any government agency to any aspect of mitigation, prevention, preparedness, response, and / or recovery activities.
  - h. The Liaison will have access to sensitive information. Only information approved to share will be released to the private sector.
  - i. The Liaison will agree to a non - disclosure agreement prohibiting the sharing of unauthorized information outside of the SEOC.
  - j. The Liaison will coordinate with SEOC PIO before sending information to external partners.
2. CO-ASSIST
- a. CO-ASSIST is a password protected resource database the State uses to document, categorize, and make available to emergency responders the equipment, supplies, and expertise of the business community across the state of Colorado.
  - b. CO-ASSIST includes both government and private sector resources.
3. WebEOC Private Sector Interface
- a. The WebEOC emergency management system is the system used by OEM and various local jurisdictions to maintain situational awareness and communicate information before, during, and after an event.
  - b. WebEOC is currently set up to facilitate communication between governments and some non - governmental organizations (NGO's).
  - c. This interface will allow critical information to be passed swiftly along to businesses. Businesses will then be able to make better informed decisions, be able to better instruct their employees/customers and will be in an enhanced position to offer resource support to the State.
  - d. Some large private sector companies utilize WebEOC as their communication and collaboration tool for crisis response.
  - e. Private sector entities currently use a variety of situational awareness tools. For example, the CEPP currently uses the SATool and Xcel Energy uses Mission Mode. With the new liaison position coordinating information from the SEOC / WebEOC to these entities, the different systems can continue to be utilized since the information is coming from a centralized source and then displayed on the various private sector platforms.

#### C. Recommended Actions for Fostering Public - Private Sector Preparedness

- 1. Mitigation involves the short - term and long - term actions taken to eliminate or reduce the effects of disasters or emergencies, before, during or after events. Private Sector Mitigation Actions include:
  - a. Implement building codes.
  - b. Retrofit buildings.
  - c. Employee and vendor education.
  - d. Identify hazards and risks to a private sector entity.
  - e. Identify response and preparedness capabilities within a private sector entity.
  - f. Identify and implement measures that will lessen the effect of those hazards and risks.

- g. Where feasible, implement mitigation measures prioritizing the most common risks and risks with unique impacts on an entity.
  - h. Provide opportunities to train employees as Citizen Emergency Response Teams (CERT) members where appropriate.
  - i. Train key employees in Incident Command System (ICS) processes.
  - j. Develop business continuity plans, emergency procedures and response plans.
2. Prevention involves actions to interdict, disrupt, pre-empt or avert a potential incident. These actions include homeland security and law enforcement efforts to prevent terrorist attack and hazard mitigation measures to save lives and protect property from the impacts of natural disaster and other events. Private Sector Prevention Actions include:
- a. Awareness and information provided among private sector organizations and to the government on incidents or anomalies observed within the normal operating and business environment.
  - b. Incidents and anomalies should be reported to appropriate law enforcement agencies.
  - c. Keep aware of US Department of Homeland Security (DHS) alerts, warnings and advisories. Through the NICC, the ICD receives information on incidents and threats and disseminates alerts, warnings and advisories to the private sector.
    - (1) DHS also maintains relationships with the CI / KR information sharing and analysis mechanisms to identify requirements for capabilities and support.
    - (2) DHS also develops and implements programs and capabilities that continuously improve the two-way exchange of information with the private sector to contribute to more effective alerts, warnings and advisories.
  - d. Organize and train employees to cooperate in information sharing and other prevention and mitigation activities.
3. Preparedness encompasses the planning and implementation of plans to build, sustain and improve operational capability to prevent, protect against, respond to and recover from all-hazard incidents. Preparedness involves actions that enhance readiness to quickly and effectively respond to a potential incident. Private Sector Preparedness Actions include:
- a. Develop, test, and implement the processes, procedures, and communications protocols needed to ensure that the strategic and operational levels of the private sector entity are able to carry out their roles and responsibilities in an effective and coordinated manner during and throughout an incident.
  - b. Each private sector institution should understand potential threats to operations; identify critical/core functions and assets; assess business and operational dependencies and vulnerabilities; and plan and take action to implement appropriate protective actions and maintain business continuity programs and contingency programs.
  - c. Each private sector institution develops and coordinates their plans with the localities within which their businesses operate.
  - d. As appropriate, each industry sector should identify and implement industry-wide plans and programs to coordinate response and communications during catastrophic events to sustain sector-wide operations, public confidence and economic viability. This should occur within the sector, across different sectors (e.g., supply chain and other dependencies), and across the various levels of government.
  - e. Each private sector entity should implement business continuity and contingency programs created with an understanding of potential threats to operations, identification of critical/core functions and assets, and an assessment of business and operational dependencies and vulnerabilities. These plans should be tested to ensure that they can be implemented.
  - f. Test and improve plans by conducting periodic exercises within sectors and across sectors.

- g. Private Sector entities should encourage general managers, division directors, store managers and/or other key personnel to interact with the local and State Emergency Management offices. With these key private sector individuals participating in exercises and planning, the private sector will increase their resiliency to disaster.
- h. In order to ensure a continuing flow of goods during disaster, each private sector entity should develop continuity plans with their suppliers. This vertical integration of supply chain continuity will keep larger companies in business by ensuring their smaller suppliers have continuity plans.
- i. Private Sector entities should encourage their organizations to strive towards existing preparedness standards. These include (but are not limited to):
  - (1) Training business leadership on the National Incident Management System with particular attention on how to conduct exercises, how to manage public information during crisis and how to implement the Incident Command System (courses ICS 100, ICS 200 and ICS 700).
  - (2) DHS's Voluntary Private Sector Preparedness Program (PS - Prep). PS - Prep is a partnership between DHS and the private sector.
  - (3) The Ready Rating program through the American Red Cross.
  - (4) National Fire Protection Association (NFPA) 1600: Standard on Disaster/Emergency Management and Business Continuity Programs.
  - (5) Preparedness programs implemented through contracts from customers.
- j. State agencies will encourage the private sector to develop and promulgate industry best practices for preparedness, and to perform sector - wide preparedness planning and implementation, plan coordination with regional and local government plans, and cross sector integration of plans. Coordinated response planning with the private sector would include the development of:
  - (1) Structures for coordination of support and response for critical infrastructures and other private - sector entities, and the recovery of goods and services delivery after an event. This includes the establishment of priorities and coordination across the private sector, in conjunction with relevant Emergency Support Functions (ESFs).
  - (2) Procedures for communication that enables and facilitates two - way situational awareness across the private sector and between public and private sectors during the course of response and recovery operations.
  - (3) Processes to determine the impact of an incident on the private sector and cascading interdependencies.
  - (4) Ways to implement and validate security and business continuity plans to assure capabilities to deliver goods and services will be sustained during emergency or disaster situations.
  - (5) Means to harness and channel private - sector assistance and capabilities for the State government to obtain, under the relevant authorities, goods and services on a priority basis or through agreements between private - sector firms, for the purpose of restoration and recovery of critical infrastructure and other key parts of the economy.
  - (6) Processes for assisting State government decision - makers in the determining of the protective measures necessary during recovery and reconstitution operations.
  - (7) Interest in participating in State government exercises and trainings. State government will foster agreements to support private sector preparedness through inclusion in these State emergency and disaster exercises and trainings. State and local governments are encouraged to reach out and incorporate the private sector in emergency response planning, particularly CI / KR owners and operators within their jurisdictions. They should also incorporate into their plans and exercises, as appropriate, the services and capabilities of local non - profit crisis support organizations.

4. Response consists of the immediate and short - term actions required to preserve life, property, environment, and the social, economic and political structure of the community. Private Sector Response Actions include:
  - a. Execute business response plans, including business continuity and contingency plans.
    - (1) CI / KR owners and operators will implement their response plans in support of the local or regional or State emergency response, providing the essential services required to support that response.
    - (2) In addition, they will begin to restore essential services to customers as soon as it is safe to do so, and according to the local, regional, or national priorities provided by the government.
    - (3) As appropriate, sector - wide and cross - sector coordination and communication plans are triggered.
  - b. DHS monitors the operational status of CI / KR and facilitates coordination and sharing of situational awareness with and among the sectors and other industry sectors, as needed, through the NICC.
    - (1) It provides support for private sector leadership and information sharing entities to convene to monitor events and coordinate with each other.
    - (2) The Infrastructure Coordinator acts as the CI / KR's, and other sectors as appropriate, point of contact for the response, and provides analysis and recommendations to the SCO for restoration of the infrastructure and related allocation and prioritization of resources.
    - (3) The Infrastructure Coordinator also acts as the liaison between the national and regional level CI / KR, the rest of the private sector, and JFO activities. It also provides inter - and intra - sector assessments, information sharing, coordination and communications with the national and regional community.
    - (4) DHSEM acts as the liaisons with private sector owners and operators in coordination with existing ESF activities.
  - c. Sector specific agencies responsible for ESFs will execute their responsibilities with the private sector according to the procedures and structures outlined in their respective CHIRRP annexes.
  - d. State and local governments support efforts by critical infrastructure to provide services essential to emergency response.
  - e. The Governor's Office coordinates with the appropriate Federal organizations to facilitate:
    - (1) Priority restoration for critical telecommunications services, pursuant to the Communications Act of 1934.
      - (a) The Governor's Office works with State departments and agencies to create and update formal policies and programs to support priority restoration programs.
      - (b) Private Sector owners are also encouraged to assure and maintain appropriate priority access to restore vital telecommunications.
    - (2) Testing connectivity between private and public sectors.
  - f. All private sector entities should activate their internal plans and ensure, to the best of their abilities, the safety of their employees and customers.
5. Recovery involves the implementation of actions and programs needed to help individuals and communities return to the new normal after an incident. Private sector institutions are encouraged to work with government during recovery in order to rapidly return to normal business operations, reconstruct assets that were damaged / destroyed, and return employees to normal work locations and work hours. The private sector plays a key role in community recovery. Retaining the businesses and residents within a disaster area, and thereby restoring the tax base, is a primary objective of community recovery. In order to accomplish this, government and businesses must work together to ensure an adequate supply of housing

exists, infrastructure repairs are made, and other public services are restored. Private Sector Recovery Actions include:

- a. Sector - specific agencies execute their ESF/ Recovery Support Function (RSF) authorities for recovery of critical infrastructure sectors owned and operated by private sector.
- b. Private Sector entities will ideally have a strong preexisting relationship with their suppliers throughout the supply chain.
  - (1) Although the supply flow may be restricted initially, the supply chain will eventually find a way to move around the interrupted area and resume delivery of supplies.
  - (2) Pre - existing relationships and pre - identified points of contact will allow a business to successfully link up with the newly formed supply chain and the suppliers themselves.
  - (3) This link - up will enable a faster return to pre - incident levels of production.
  - (4) Within their continuity of operations plan, private sector entities should address how the entity will continue during times of disrupted supply.
- c. During long - term recovery, the State will engage appropriate private sector elements through established recovery processes, including representation by the private sector on the State Recovery and Mitigation Task Force.
- d. During long - term recovery, the State will seek private sector participation in relevant RSFs (e.g., Community and Economic Recovery, Housing, Infrastructure Systems and Consumer Protection).

**Public Affairs  
Supporting Annex**

**Lead Agency:** Division of Homeland Security and Emergency Management

**Supporting Departments / Agencies:** All State agencies, divisions, offices, and programs, American Red Cross

**I. PURPOSE**

- A. To provide guidance and procedures for coordinating emergency public information efforts in support of the state's response during disasters and emergencies.
- B. Provide for the effective collection, monitoring, management, and dissemination of accurate, useful, and timely public information to the media and for the public during disasters and emergencies.
- C. Provide long-term public education efforts related to hazard awareness, family protection planning, and emergency self - help.

**II. SITUATION**

- A. During a disaster, the means of dispersing public information to victims at the site may be severely affected by overwhelming demand and/or damage to local media caused by a disaster. State assistance may be required to supply critical information to victims, responders, recovery personnel, and members of the media. In addition, following a disaster, information may often be vague, erroneous, or contradictory. Local, State, Tribal, and Federal public information personnel will work in cooperation and coordination with one another to ensure that precise, correct, and verified emergency public information is released to the public and representatives of media.
- B. Assumptions
  - 1. The public needs timely and accurate information for protection of life and property during response to, and recovery from a disaster or emergency situation.
  - 2. The State may start an emergency public information system to augment or enhance local capabilities or when requested by a local agency. A joint information system (JIS) may be initiated by the State to report on the State's response, recovery, and or mitigation activities.
  - 3. Local jurisdictions will provide immediate and vital information to the public regarding response and recovery activities.
  - 4. At no time will a news release from any agency conflict with news releases from local government.
  - 5. The Division of Homeland Security and Emergency Management PIO will be the lead ESF #15 in the State EOC and will be the official spokesperson related to State actions.

**III. CONCEPT OF OPERATIONS**

The following systems and procedures will be applicable to the response and recovery phase of any disaster or emergency situation.

- A. Joint Information System (JIS)
  - 1. To reduce inaccuracies and misinformation, the State will use a joint information system (JIS) to coordinate information with participating local, State, and Federal agencies.  
Based on the urgency of the situation and the need for inter-agency cooperation, agencies

should attempt to coordinate emergency public information through the Division of Homeland Security and Emergency Management (DHSEM).

2. In a disaster, the SEOC becomes the focal point for the receipt of information and therefore, is a logical location for the preparation and distribution of emergency public information.
3. The lead Public Information Officer (PIO) identified for the specific disaster will be responsible for those functions identified under B.1. below until such time as a Joint Information Center is established.

**B. Joint Information Center (JIC)**

1. The Division of Homeland Security and Emergency Management and, in the case of a State declared disaster; the State Coordinating Officer (SCO) may elect to conduct public information functions in a single physical location to form an emergency Joint Information Center (JIC). The JIC may include local, State, Federal and private sector agencies. Once operational, local, State, Federal and other agencies should coordinate news releases concerning emergency response and recovery activities through the JIC.
2. Emergency public information activities may take place at the State Emergency Operations Center (SEOC), a disaster field location, another state agency, or other locations as appropriate.
3. Public Information Officer (PIO) Coordination Teams
  - a. Public Information Officer (PIO) Coordination Teams consist of representatives from the Governor's Office, DHSEM, specific State, tribal, local, Federal, and private sector agencies; are responsible for gathering verifying, and producing information for dissemination to the media and public such as new releases / updates background information, fact sheets, public service announcements, briefings, and news conference materials; respond to questions and requests from the media; release information to media and public via DHSEM social media sites, news release, briefings, news conferences, interviews, public service announcements, etc.; respond to questions and requests from the media; release information to media and public via DHSEM social media sites, news releases, briefings, news conferences, interviews, public service announcements, etc.; arrange for media interview, tours, and special requests; and staff the media center as appropriate.
  - b. Participating agencies should assign one lead representative to coordinate information from their agency with other team members before it is released to the public.
  - c. A Media Center may consist of spokespersons from the DHSEM PIO Office or designated representative, State Coordinating Officer, OEM Director, technical experts, and representatives from appropriate state, federal, and local agencies as appropriate; and provides a central location for media briefings, conferences, and information distribution.
  - d. To the extent possible, information should be coordinated through the PIO Coordination Team and with appropriate agencies before it is released to the media. Media Center staff should make written records of pertinent information released at briefings and conferences. Staff should remain at the media center, as necessary, while the SEOC is operational.
  - e. A Public / Media Inquiry Center provides response, recovery, and mitigation information to people affected by the disaster via telephone "hotlines;" responds to questions using official, verified, and releasable information; refers calls as appropriate to various local, State, Federal, volunteer, and private sector agencies; maintains current and updated information records; maintains a record of questions, responses, and actions; monitors radio and television stations and informs the PIO



Coordination Team of inaccuracies; and identifies rumors and misinformation and brings to attention of PIO Coordination Team.

- f. An inquiry center may be established and staffed with appropriate State and Federal personnel when initial response from the disaster is concluding and recovery actions are beginning.

#### **IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITY**

##### **A. DHSEM**

1. DHSEM PIO is lead for PIO Coordination Team
2. Activate the Emergency Alert System (EAS), if necessary.
3. Assign one representative as a PIO Coordination Team member.
4. Assist and maintain liaison with the media.
5. Coordinate information releases through a JIS or JIC.
6. Coordinate news briefings and conferences in cooperation with the agencies involved in the disaster.
7. Establish a briefing and information release schedule.
8. Function as Chief of PIO Teams at the SEOC or other operating location.
9. Gather, verify, and coordinate information regarding the disaster situation and activities.
10. Maintain a record of actions.
11. Maintain liaison with the Governor and his representatives.
12. Notify FEMA and other agencies as appropriate.
13. Notify PIOs designated to staff the JIC.
14. Prepare news releases, fact sheets, background information, and briefing materials.
15. Provide administrative and logistic support.
16. Provide facilities, equipment, support, and resources at the SEOC.
17. Provide information and instructions to the public for obtaining disaster relief and assistance.
18. Provide personnel as required by the disaster emergency.
19. Release emergency public information from the SEOC until a determination to establish a JIC had been made and the JIC is operational.
20. Responsible for the dissemination of timely, accurate public information during a disaster or emergency.
21. Review and approve all information releases.

##### **B. State Agencies, divisions, offices, programs, American Red Cross**

1. As requested, send representatives to the JIC.
  2. Assign one lead representative as a PIO Coordination Team member.
  3. Cooperate with the dissemination of information.
  4. Coordinate information releases through a JIS or JIC.
  5. Gather and verify information from your organization.
  6. Maintain a record of actions.
  7. Prepare news releases, fact sheets, background information, and briefing materials.
  8. Provide administrative and logistic support.
- Assist in providing shelter status and occupancy information to support public information.

##### **C. Emergency Alert System**

The Emergency Alert System (EAS) allows local jurisdictions to broadcast an alert only in that specific jurisdiction. For more information regarding EAS see ESF #2 (Communications).

## **Tribal Relations Supporting Annex**

**Lead Agency:** Lieutenant Governor's Office

**Supporting Departments/Agencies:** Lt. Governor's Office, Colorado Commission on Indian Affairs,

### **I. Purpose**

The purpose of this Tribal Relations Support Annex is to ensure that affected Indian tribes (Southern Ute Indian Tribe and Ute Mountain Ute Tribe) and their communities are aware of available State assistance programs and processes to assist in the delivery of programs, resources and support to tribal governments. This annex provides guidance to all components of State government for effective coordination, interaction and establishment of relations with Tribal governments and communities during a disaster.

### **II. Scope**

This annex covers all aspects of State government relations with Indian tribes.

### **III. Policies**

- A. Tribal Relations Support facilitates State department and agency compliance with existing laws and Executive Orders mandating the Federal government deal with Indian tribes on a government-to-government basis. This status reflects a federally recognized tribe's right of self-government as a sovereign domestic dependent nation and supports tribal sovereignty and self-determination.
- B. State Governors must request a Presidential disaster declaration on behalf of a tribe under the Stafford Act. However, Federal departments and agencies can work directly with tribes within existing agency authorities and resources in the absence of such a declaration.
- C. A tribe may, however, opt to deal directly with State and local officials. The State must consult and collaborate with tribal governments on matters affecting the tribes and must be aware of the social, political, and cultural aspects of an incident area that might affect incident management operations.
- D. The Bureau of Indian Affairs implements National tribal affairs policy, appoints a tribal relations coordinator, and deploys field officers and other available personnel to assist Indian tribes.

### **III. Concept of Operations**

- A. General  
The Office of the Lieutenant Governor shall prepare for and respond to incidents in coordination with affected Indian tribes through a Tribal Relations Coordinator, collecting relevant information on the situation, and alerting and deploying required tribal relations staff to or near the affected area.
- B. Organization: The following organization applies nationally and regionally.
  - 1. Operations

- a. A Tribal Relations Operations Element is located within the Joint Field Office (JFO) and is comprised of the Office of the Lieutenant Governor Tribal Relations Coordinator, the Bureau of Indian Affairs Coordinator, the Tribal Relations Officer from DHS, and support staff assigned to facilitate tribal relations. The Operations Element is responsible for organizing and managing the tribal relations field component to facilitate government-to-government relations with Indian tribes, and interface with community organizations, and disaster victims.
    - b. For incidents that directly impact tribal jurisdictions, a tribal representative shall be included in the Unified Coordination Group, as appropriate.
    - c. The field component may be divided into geographic areas and sectors, depending on the size and nature of the incident.
  2. Support: Depending on the size and nature of the incident, the Tribal Relations Operations Element may include an Information Element to manage the timely flow of information to and from the FCO, JFO, tribal relations field component and others as needed.
- C. Notification Procedure: In response to an anticipated or actual event, tribal relations officials will be notified, activated and deployed through the Office of the Lieutenant Governor's Tribal Relations Coordinator.
- D. Actions: All State government actions are taken in a manner that supports government-to-government relations with tribes to the extent possible. A tribe may, however, opt to be treated similar to a local government and deal directly with State and local officials.
1. Mitigation: State agencies cooperate with Federally recognized tribes to encourage mitigation planning and prioritizing of activities and projects.
  2. Preparedness: State agencies cooperate with Federally recognized tribes to the extent possible to promote tribal all-hazards preparedness.
  3. Prevention: State agencies provide all possible support to Federally recognized tribes in preventing all-hazard incidents. This support includes cooperating with State, local, and private entities in identifying critical infrastructure and key resources located on or interdependent with Indian tribes.
  4. Response: The number of State tribal relations field officers and extent of involvement throughout incident response and recovery operations is governed by procedures set out in ESF #15.
  5. Recovery: The Tribal Relations Operations Element ensures recovery operations follow guidance from the JFO Coordination Group.

#### **IV. Responsibilities**

- A. Coordinating Agency: Office of the Lieutenant Governor
  1. In conjunction with the incident-affected Indian tribe(s), ensure an efficient and reliable flow of incident-related information between Tribal, State, and Federal governments.
  2. Supply the Tribal Relations Coordinator with a staff of trained personnel.
  3. Establish and adhere to standardized procedures that provide for a consistent level of incident management and mutually respectful sovereign relations with Indian tribes.
- B. Cooperating Agencies: All Federal and State Departments and Agencies
  1. Provide services as stated in Executive Orders, and other applicable authorities.
  2. Conform to appropriate Tribal Relations guidelines.

## **Volunteer and Donations Management Supporting Annex**

**LEAD COORDINATING AGENCY:** Division of Homeland Security and Emergency Management

**SUPPORT AGENCIES:**<sup>1</sup> Adventist Community Services Disaster Response, Colorado Volunteer Center Network, Colorado Voluntary Organizations Active in Disaster, Colorado 2-1-1 Collaborative

### **I. Purpose**

The Volunteer and Donations Management Support Annex outlines a framework to facilitate the effective coordination and utilization of spontaneous, unaffiliated volunteers and undesigned, unsolicited, in-kind donations to meet the needs of affected communities in Colorado following major emergencies and disasters.

### **II. Scope**

This Annex will be implemented in response to major emergencies or disasters that overwhelm local capabilities to manage spontaneous, unaffiliated volunteers and unsolicited, undesigned, in-kind donations. This Annex provides guidance on the role of the State and partner agencies in volunteer and donations coordination in response to disasters in Colorado. The State of Colorado looks principally to those private voluntary organizations with established donations and volunteer management systems already in place to receive and deliver appropriate donated goods to those affected by a disaster. The scope of coordination activities is outlined below:

- A. **Volunteer Coordination** - involves a process for effectively matching unaffiliated, spontaneous volunteers with credible voluntary organizations. The State, along with the support agencies outlined in this Annex, will encourage individuals to affiliate with a Colorado Voluntary Organizations Active in Disaster (COVOAD) member agency, or other credible organizations, to volunteer their services in relief and recovery activities.
- B. **Donations Management** - involves a process for effectively matching unsolicited, undesigned, in-kind donations with credible voluntary organizations. The State, along with the support agencies outlined in this Annex, will encourage individuals to contribute donations to a COVOAD member agency or other credible organizations. The State encourages donations in the form of financial contributions whenever possible.
- C. Any reference to volunteer offers and donated goods means spontaneous, unaffiliated volunteers and unsolicited, undesigned, in-kind donations, respectively, as described below.
  - 1. Spontaneous, Unaffiliated Volunteers - refers to spontaneous offers of volunteer assistance by members of the general public and/or private sector who are wanting to assist in response and recovery efforts and are not affiliated with a voluntary organization or other credible agency engaged in response and recovery.
  - 2. Unsolicited, Undesignated, In-kind Donations - refers to goods offered by members of the general public and/or private sector that have not been designated to a specific agency.
  - 3. When implemented, this Volunteer and Donations Management Annex will be supplemental to and will not interfere with established donation and volunteer coordination systems of COVOAD member agencies or other response and recovery agencies.

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<sup>1</sup> Additional agencies and organizations may be invited to participate as Support Agencies as determined by the type, scale and location of the disaster.

### III. Situation

- A. The State will seek to partner with private voluntary organizations with expertise in donations and volunteer management and will look to these agencies to provide guidance and leadership in the design and execution of volunteer and donation management systems. The State will be responsible for the strategic coordination of the actions of these agencies and other stakeholders with regards to donations and volunteer management.
- B. State and local governments, with the support of VOADs, hold primary responsibility for the coordination of undesignated donations and unaffiliated volunteers in a disaster. While the State is the lead agency for the coordination of donation and volunteer operations, the State does not possess any authority over voluntary agency partners. Further, the State will not alter or otherwise impede the normal operations of voluntary organizations. This Annex identifies two teams to coordinate and support the efforts of government partners (local, state, and federal) and voluntary organizations (non - profits, faith - based groups, and community-based organizations). The roles of these two teams are outlined below:
- C. Volunteer Coordination Team (VCT) – The role of the VCT is to coordinate and facilitate the effective management and utilization of spontaneous, unaffiliated volunteers from the general public and private sector in response and recovery efforts following a disaster.
- D. Donations Coordination Team (DCT) – The role of the DCT is to coordinate and facilitate the effective management and allocation of *unsolicited, undesignated, in-kind donations* offered from the general public and private sector in response and recovery efforts following a disaster.
- E. While the VCT and DCT each have different roles, they have similarities on both the planning and operations side. As a result, these two teams generally work in very close coordination. When working in tandem, they are referred to as the Donation and Volunteer Coordination Team (DVCT). Much of this Annex will refer to the two teams together as ‘DVCT’.

### IV. Assumptions

- A. The State recognizes that offers from the public and private sector are important resources in response and recovery efforts and must be effectively coordinated. In most situations, financial contributions to credible voluntary organizations will be encouraged. Other offers of assistance may be in the form of in - kind donations (i.e. food, clothing, products, and equipment) or volunteered time.
- B. Offers of undesignated donations and spontaneous, unaffiliated volunteers will need to be effectively coordinated to ensure timely delivery of goods and services to those affected by disasters. Such efforts must involve inter-agency collaboration among governmental and tribal agencies, voluntary agencies, community-based organizations, faith - based groups, the private sector, and the media.
- C. If not effectively managed, undesignated, in - kind donations and spontaneous volunteers can prove detrimental to relief efforts. Unplanned deliveries of donated goods to a disaster site and spontaneous, unaffiliated volunteers can jam distribution channels, overwhelm government and voluntary agencies, and interfere with response and recovery efforts.

- D. Careful donations management and volunteer management planning and strategies will reduce problems associated with unsolicited donations and spontaneous, unaffiliated volunteers.
- E. This Annex does not supersede the plans, policies, or procedures of voluntary organizations, nor does it affect offers of donations / volunteer assistance directed to specific voluntary agencies.

## V. Concept of Operations

- A. This Annex may be activated when one or more of the following triggers occur:
  - 1. Upon request of emergency management (state or local jurisdiction)
  - 2. Upon request of a DVCT member agency
  - 3. In the event of a Governor-declared disaster
- B. The Division of Homeland Security and Emergency Management (DHSEM), as the Lead Coordinating Agency and in conjunction with the COVOAD Chair (or designee), will facilitate a meeting / conference call of the DVCT when one or more of the above triggers occur. That initial meeting will determine need for activation.
- C. Upon activation of this Annex, the DHSEM Director will designate a DHSEM staff member (in most cases, the State Voluntary Agency Liaison or 'VAL') to serve as Coordinator for both the Volunteer Coordination Team and the Donations Coordination Team.<sup>2</sup> The Coordinator, representing DHSEM as the Lead Coordinating Agency, is responsible for coordinating the overall State effort; collaborating with appropriate agencies to determine available resources and needs; and maintaining communication with State emergency management officials, including appropriate Emergency Support Functions (ESFs) at the State Emergency Operations Center (EOC). The Coordinator may identify representatives from the DVCT and COVOAD to assist with the above. The DCT and VCT may convene jointly or separately as determined by the event.
- D. The DCT and the VCT will utilize the *EOC Support Guidelines for Donations and Volunteer Management* (in conjunction with other reference materials developed by the DVCT) as a tool for effective execution and coordination of DVCT activities when the EOC is activated. The Guidelines are intended to serve as a resource to assist the DVCT in their operations. However, as every event is unique, the Guidelines should be used only to the extent appropriate and should be adjusted as needed. The *EOC Support Guidelines for Donations and Volunteer Management*, along with other supplemental materials, can be obtained from the Lead Coordinating Agency for this Annex or from the COVOAD website ([www.coloradovoad.org](http://www.coloradovoad.org)).
- E. Spontaneous Unaffiliated Volunteers
  - 1. The Volunteer Coordination Team (VCT) is tasked with coordinating and facilitating the effective management and utilization of spontaneous, unaffiliated volunteers from the general public and private sector in response and recovery efforts following a disaster.
  - 2. The Colorado Volunteer Center Network (CVCN) has been identified as the Lead Support Agency for volunteer management as outlined in this Annex and the Memorandum of Understanding (MOUs) between DHSEM and CVCN member agencies.
  - 3. Should the VCT determine a need for support from CVCN, which may include opening of a Volunteer Reception Center, DHSEM will submit a request to CVCN on behalf of the VCT.
  - 4. If it is anticipated that CVCN will incur reimbursable costs associated with activation, a Resource Request must be submitted by the State Voluntary Agency Liaison (VAL) or a DVCT EOC Liaison to the State EOC before costs are incurred.

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<sup>2</sup> In certain situations, including larger disasters, the State may choose to identify a separate Coordinator for each team.

5. When activated, CVCN will utilize their Volunteer Coordination System (VCS), a comprehensive system designed to help facilitate the matching of spontaneous volunteers with credible organizations providing relief and recovery services.
6. The VCT will work in close coordination with the State VAL, CVCN, and COVOAD.
7. CVCN's VCS outlines processes for coordinating spontaneous volunteers, documents volunteer registration, captures requests for volunteers, and provides guidance on how to best volunteer in response to a disaster. This may include the establishment of a Volunteer Reception Center.
8. Voluntary agencies that receive volunteers through CVCN will be responsible for feeding and, when necessary, housing volunteers affiliated with their organization. Documentation of volunteer hours and the types of work involved should be maintained by voluntary agencies.
9. Local emergency managers may contact the State EOC to request volunteers to assist with relief efforts. Alternatively, local emergency managers may choose to partner with voluntary agencies, including CVCN member agencies, to coordinate volunteer needs – an approach that may be more appropriate for smaller events.
10. It is incumbent upon organizations and agencies that receive volunteers through the VCS to ensure that their volunteers become affiliated with their organization and are provided with liability coverage. Neither the VCT, nor the CVCN, nor the State assumes any liability for volunteers matched through the VCS.
11. Medical and public health volunteers may be managed through the Colorado Volunteer Mobilizer (CVM), which is managed by the Colorado Department of Public Health and Environment (CDPHE) under the Emergency Support Function (ESF) #8. This Annex does not include guidelines for the coordination of the CVM and its volunteers.

F. Unsolicited / Undesignated Donations

1. The Donations Coordination Team (DCT) is tasked with coordinating and facilitating the effective management and allocation of unsolicited, undesignated, in-kind donations offered from the general public and private sector in response and recovery efforts following a disaster.
2. Adventist Community Services Disaster Response (ACSDR) has been identified as the Lead Support Agency for donations management as outlined in this Annex and the MOU between DHSEM and ACSDR.
3. Should the DCT determine a need for support from ACSDR, which may include a donations collection / distribution center and / or a multi-agency warehouse, DHSEM will submit a request to ACSDR on behalf of the DCT.
4. If it is anticipated that ACSDR will incur reimbursable costs associated with activation, a Resource Request must be submitted by the State VAL or a DVCT EOC Liaison to the State EOC before costs are incurred.
5. When activated, ACSDR will utilize their donations management systems- a process designed to facilitate the matching of donated goods with credible organizations providing relief and recovery services.
6. The DCT will work in close coordination with the State VAL, ACSDR, and COVOAD.
7. Activation of a multi-agency warehouse is the responsibility of DHSEM's Donations Coordinator. Activation is based on several factors, including type and size of event; media coverage; donations intelligence; and flow of donated goods. When activated, ACSDR will be tasked with managing in-kind donations, including receiving, sorting, storage, distribution, and overall management of donated goods.
8. The transportation of goods from donors to receiving organizations is the responsibility of the donor. Exceptions may be made on a case-by-case basis, but only for the most desperately needed items.

9. Local emergency managers may contact the EOC to request in - kind donations to assist with relief efforts. Alternatively, local emergency managers may choose to partner with voluntary agencies to coordinate in - kind donations - an approach that may be more appropriate with smaller events.
10. If donated goods are requested from public and private sectors, donors may be advised that the only items that will be accepted are ones that have been identified as needed; have a predetermined transportation method; and are pre - sorted, clearly labeled, palletized, and shrink - wrapped.
11. FEMA will contact the State VAL if international donations are offered through the federal government.
12. Unsuitable and unneeded donations must be disposed of properly. Whenever possible, unusable items will be recycled, distributed to non - profit organizations, and / or donated to disaster areas in other states (with the approval of the DCT).
13. Efforts will be made to reduce any adverse impact on local economies resulting from distribution of large quantities of food items and commodities.

#### G. Financial Contributions

1. Public messaging will emphasize that financial contributions are the best way to assist in disaster response and recovery. The public will be encouraged to give a financial contribution to the charity or fund of their choice. Undesignated financial contributions will be directed to an online list of agencies / funds with disaster relief and recovery programs in Colorado.
2. In situations where a Long - Term Recovery Committee (LTRC) is formed and a system has been put in place to manage financial contributions to address outstanding needs, the public will also have the option to contribute to a fund that will be managed by the LTRC / Unmet Needs Committee.
3. A member of COVOAD may be identified by the DCT to serve as the fiscal agent for funds directed to a LTRC / Unmet Needs Committee. An alternative option would be to have funds deposited directly into a bank account earmarked for the LTRC / Unmet Needs Committee.
4. Financial contributions are not accepted by DHSEM, State EOC, or DVCT.

#### H. State Sponsored Portal

1. The State, in consultation with the DVCT, may choose to activate a web - based portal(s) to manage undesignated donations and spontaneous unaffiliated volunteers.
2. The purpose of such a portal is to effectively connect potential donors/volunteers with relief agencies through a web - based tool so that response and recovery agencies are better able to support communities affected by a disaster.
3. Such a portal(s) would allow the public and private sector to enter offers directly into the portal, and voluntary agencies needing in - kind donations and / or volunteer assistance can view / accept offers entered into the system.
4. Such a portal would also allow voluntary organizations to post needed items directly into the portal.
5. Activation of a state supported portal would be determined by State VAL and DVCT.
6. The DVCT would oversee the administration of such a portal. Administration of a portal may include monitoring the site, allocating resources, generating reports, user support, and managing member access to the portal.
7. Such a portal would serve as part of a public interface to help guide the public on how they can most effectively help in a disaster with the aim of maximizing useful offers. The portal will stress that financial contributions are the best way to assist in disaster response and recovery.
8. In most cases, such a portal would work in conjunction with the website, HelpColoradoNow.org, which will provide links to the portal.



9. Such a portal would be designed to minimize the number of unusable offers (in-kind donations and volunteers) and provide a means for the public to offer their assistance without converging on the disaster site.
10. In situations where the portal is not available, data collected by 2-1-1, the Volunteer Reception Center, and other points of intake will be captured on pre-formatted spreadsheets. This information will be consolidated and used to match offers with agencies manually until data can be uploaded to the portal (when / if it becomes available).

I. Public Information / HelpColoradoNow.org

1. The primary tool for guiding the public on how to best help those affected by disasters will be HelpColoradoNow.org. In addition to providing a place to guide the public, it will also provide links to other key websites, databases, and portals.
2. The State, through the DVCT, will provide guidance to the public on how to most effectively help in a disaster. The DVCT will coordinate development/distribution of messaging with key partners, such as State and local Public Information Officers (PIOs), COVOAD agencies, and the Joint Information Center (JIC).
3. Messaging will emphasize that the best way to support response and recovery efforts is through financial contributions to credible disaster relief organizations.
4. A central phone number may be established to manage inquiries concerning volunteers and donations. Whenever feasible, a Colorado 2-1-1 Collaborative will be requested to operate call centers.
5. All inquiries concerning cash donations to a specified organization will be referred directly to that organization. Donors offering financial contributions for unspecified organizations will be directed to an online list of agencies and funds assisting with disaster relief and recovery efforts in Colorado.
6. Individuals interested in volunteering services will be encouraged to affiliate with recognized voluntary organizations. Unaffiliated volunteers will be discouraged from going directly to any disaster site and may be directed to a web portal, where they can enter their volunteer offer, and/or to a volunteer reception center.
7. Donors will be discouraged from sending undesignated, in - kind donations directly to the disaster site. Donors may be directed to a web portal, where they can enter their in - kind offer, and / or to a donation collection center. Donors who attempt to donate unsolicited or inappropriate goods will be directed to community-based agencies such as food banks, thrift stores, or voluntary organizations in need of the donated goods.
8. Unsolicited, undesignated donations that are unsuitable for use by any organization involved in relief efforts will not be accepted. The State will identify and publicize items that are not needed and will not be accepted.
9. *A template for standard public messaging on how to help those affected by disasters has been developed by the DVCT and can be found at [www.coloradovoad.org](http://www.coloradovoad.org) under the 'resources' tab.*

J. Activation of Annex Components

Official activation of a Volunteer Reception Center, donation collection / distribution center, multi - agency warehouse, call center, and / or a web-based portal, under the scope of this Annex, will be at the request of DHSEM. Decisions for activation will be made in close consultation with the DVCT.

K. Long - Term Recovery

1. The State, in collaboration with FEMA and COVOAD, may facilitate the formation of a Long - Term Recovery Committee (LTRC) to address the needs of those affected by disasters that were not met as part of the initial response.

2. LTRC assistance targets those who have unmet needs after assistance from all other sources (insurance, governmental and voluntary agencies) has been provided. A LTRC may be needed in situations where disaster victims continue to have significant unmet needs after personal resources, insurance, and immediate disaster-related government benefits are exhausted.
3. LTRC efforts are intended to complement, but not duplicate, assistance already provided by FEMA, voluntary agencies, faith - based organizations, and civic groups.
4. LTRCs, through case management, will assist affected individuals to help them better understand the benefits available to them, assist them in applying for assistance, and make referrals to relevant agencies.
5. State and federal government agencies support the LTRC by helping to identify and coordinate available recovery resources.
6. Leadership and management of the LTRC is assumed by representatives of the local community, faith - based, non - profit and voluntary organizations that comprise its membership.
7. National VOAD, [www.nvoad.org](http://www.nvoad.org), has prepared a document designed to help communities affected by disasters create, organize, and manage Long Term Recovery Committees. It is highly recommended that this document be delivered to the LTRC at the first stages of formation.
8. When requested, the DVCT will aim to support LTRC in accessing in - kind donations and volunteer support.

#### L. Coordination of DVCT

1. The Lead Coordinating Agency will identify a regular time and venue for daily / regular meetings of the DVCT. Meetings may take place in person or via conference call.
2. The Volunteer Reception Center and / or a donations collection/distribution center may serve as a location where the DVCT can convene to meet in-person on the days immediately following an event. A centralized meeting location will be particularly important if traditional communication tools (phone, email) are not operating. If a more permanent meeting place is needed, a Volunteer and Donations Center (VDC) will be established.
3. The DVCT will utilize, as appropriate, the guidelines, checklists, and templates developed to support DVCT efforts.

#### M. Resources Available to DVCT

1. When available and requested by the State, a FEMA Voluntary Agency Liaison (VAL) may be deployed to the State EOC to provide technical assistance following a Presidential Disaster Declaration and will also be invited to participate on DVCT.
2. The State may seek support from other states via the Emergency Management Assistance Compact (EMAC), an initiative designed to facilitate mutual aid between states when resources are overwhelmed in a disaster.

#### N. Coordination with Other ESFs

Depending on the nature and scale of the event, the DVCT may need to coordinate with other ESFs, including, but not limited to: ESF #1(Transportation), ESF #6 (Mass Care), and ESF #8 (Public Health and Medical Services). Coordination with other ESFs will be facilitated through a DVCT Liaison via the EOC.

## VI. Roles and Responsibilities

Whenever possible and agreed to by all parties, the State will strive to partner with voluntary agencies in response and recovery efforts. Individual organizations may choose to engage in Memorandums of

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Understanding (MOUs) with the State to define the scope of services that they may provide in an event and identify resources needed. As a supplement to a MOU, Requests for Assistance may also be executed in response to specific events. A Request for Assistance is a contractual agreement between the Lead Agency and Supporting Agency (or other voluntary organization) which clearly outlines what services will be provided by the Supporting Agency / voluntary organization, what support the State will provide, and what costs will be reimbursable by the State.

Voluntary agencies that are members of the DVCT operate at their own discretion and are not obligated to fulfill the responsibilities outlined below. DHSEM holds no authority over the voluntary agencies that participate on the DVCT.

A. Lead Coordinating Agency

1. Division of Homeland Security and Emergency Management (DHSEM)
  - a. Appoints a staff member to serve as Coordinator for the Volunteer Coordination Team and Donations Coordination Team (in most cases, State VAL)
  - b. Facilitates overall coordination of spontaneous, unaffiliated volunteers and unsolicited, undesigned, in - kind donations
  - c. Convenes and facilitates meetings/conference calls for the DVCT (this may be combined with a COVOAD meeting/call) and ensures all key stakeholders (including Lead Support Agencies, appropriate Advisory Members, and local representation) are alerted to the meeting
  - d. Ensures EOC Support Guidelines for Donation and Volunteer Management, as well as other reference materials developed by the DVCT, are utilized by the DVCT when this Annex is activated
  - e. Serves as a liaison between the DVCT and government officials (State EOC, local emergency management / Incident Command) to facilitate effective coordination and communication. This will include:
    - (1) Communicating any requests for assistance to the DVCT and its partner Support Agencies
    - (2) Sharing of situation reports, general updates, and key needs / challenges
  - f. Requests official activation of CVCN, ACSDR and 2-1-1 and/or a Call Center under the scope of this Annex. Decisions for activation will be made in close consultation with the DVCT
  - g. Executes MOUs and/or Resource Requests with partner agencies as appropriate to support relief and recovery efforts as they pertain to volunteer and donations management
  - h. Facilitates initial meeting between local OEM and voluntary agency (where appropriate) to define roles and responsibilities of each party.
  - i. Provides situation reports/updates to DVCT and COVOAD members to ensure that voluntary agencies have relevant and up – to - date information about the disaster and ongoing operations
  - j. Collects information from DVCT and COVOAD members to share with state and local ESFs
  - k. In concert with 2-1-1, coordinates with the State PIO to obtain and disseminate public messaging information
  - l. For large disasters that require substantial State support, may request that language be included in the Executive Order that provides for reimbursement of costs incurred by voluntary agency partners
  - m. When needed, assists in the disposition of unused in-kind donations associated with the multi-agency warehouse
  - n. On behalf of the DVCT, submits consolidated reports to the State EOC as appropriate
  - o. During non-disaster times:

- (1) Ensures that year-round responsibilities of the DVCT are executed
- (2) Convenes regular meetings of the DVCT throughout the year
- (3) Ensures MOUs are in place with key voluntary agency partners and reviewed annually

#### B. Support Agencies

1. Donations Management - Adventist Community Services Disaster Relief (ACSDR) or other agency
  - a. Serves as lead Support Agency and subject matter expert on donations management for DCT
  - b. When requested by the State and agreed upon by ACSDR, executes donations management system to effectively coordinate in - kind donations management and facilitate matching of donated offers to response agencies and / or affected population
  - c. When requested by the State, manages and oversees collection / distribution centers and / or multi - agency warehouse to facilitate distribution of food, clothing, water, and other needed items
  - d. Assists in developing procedures for managing unsolicited, undesignated donations received through the donations management system
2. Volunteer Management - Colorado Volunteer Center Network (CVCN) and/or Metro Volunteers
  - a. Serves as lead Support Agency and subject matter expert on spontaneous unaffiliated volunteer management for VCT
  - b. When requested by the State and agreed upon by CVCN, executes Volunteer Coordination System (VCS) to efficiently process and register unaffiliated volunteers, and match their skills to agencies needing assistance
  - c. Implements the VCS - a collection of interrelated processes designed to document volunteer registration, capture volunteer needs and match these needs with unaffiliated volunteers
  - d. During activation and when deemed necessary, establishes and manages one or more volunteer receptions centers (VRCs)
  - e. Works with local counterparts to facilitate hand - over of VCR management to local control/leadership. If an ongoing VCR is not needed, demobilization will take place as soon as possible
3. Colorado Volunteer Organizations Active in Disaster (COVOAD)
  - a. Provides a liaison to the DVCT
  - b. Supports the DVCT as needed to ensure effective execution of this Annex
  - c. Provides overall coordination necessary to expeditiously access the resources of COVOAD member agencies
  - d. Facilitates communication between the DVCT and COVOAD member agencies, including requests for assistance.
  - e. During non - disaster times:
    - (1) Works in close coordination with DHSEM to ensure the year-round responsibilities of the DVCT are executed
    - (2) Encourages and facilitates engagement of members in trainings and exercises
    - (3) Updates and maintains documents and guidelines related to DVCT governance and operations
    - (4) Ensures most recent versions of documents are uploaded to on - line storage and distributed to members of the DVCT
4. Information and Referral - Colorado 2-1-1 (or other agency)
  - a. Provides a liaison to the DVCT to provide information and referral support

- b. When requested by the State and agreed upon by 2-1-1 Colorado, establishes and oversees 2-1-1 as a central phone number and call center to respond to inquiries concerning donations, volunteering, evacuation information, information on public safety issues, and resources available to the affected population
- c. Follows its own guidelines on call center operations when activated
- d. Connects with the State via the EOC to facilitate information flow on essential public messaging information. This may include information on safety issues, appropriate donations/volunteering, sheltering information, evacuation information, and resources available to affected populations. Additional information on appropriate donations and volunteering may be obtained via the DVCT
- e. Ensures that public messaging information obtained is swiftly communicated to call centers to enable accurate and consistent messaging

## **VII. FINANCIAL MANAGEMENT**

- A. Supporting Agencies are responsible for recording and tracking their own costs and expenditures, as well as seeking reimbursement from appropriate sources after an event.
- B. Following a Presidential Disaster Declaration, reimbursement of eligible expenditures may be provided by FEMA in accordance with the Stafford Act program guidelines.
- C. For federal declarations authorizing Public Assistance under the Stafford Act, the hours that volunteers spend performing disaster-related work may be used to help offset the non - federal cost share 25% match. A reasonable hourly rate may be assigned and all hours must be documented to include name of volunteer, dates / hours worked, and a brief description of the activity performed.
- D. All agencies are expected to keep detailed and accurate records of all volunteer work completed, including type of work, location of work, date, and hours worked. Agencies are further expected to provide this information to emergency management upon request.
- E. Guidelines for documenting volunteer hours will be developed by COVOAD and State VAL and shared with responding agencies (see attachments for sample volunteer sign - in sheet).
- F. The State of Colorado is not responsible for the disaster - related costs of Supporting Agencies, except as defined in formal Memorandums of Understanding or through formal Requests for Assistance made by the State and accepted by the Supporting Agency.
- G. Reimbursements (federal and state) will be contingent on sound documentation and record keeping consistent with the National Incident Management Systems (NIMS) framework.
- H. Agencies that receive donated resources should document donor names and addresses, specific items donated, how they were used and for what purpose, and final disposition of the donations. Organizations accepting donations of cash and/or goods will follow applicable internal audit policies and procedures.

## **ATTACHMENTS**

- 1. COVOAD Information
- 2. Colorado Volunteer Center Network (CVCN) Member Agencies
- 3. Sample Volunteer Sign - in Sheet

4. Colorado 2-1-1 Call Centers and Regional Map
5. Public Messaging on How to Help

Volunteer and Donations Management  
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Appendix 1  
COVOAD Information and Member Agencies

COVOAD Information

Colorado Voluntary Organizations Active in Disaster (COVOAD) is the Colorado state chapter of National Voluntary Agencies Active in Disasters (NVOAD). It consists of organizations active in disaster response through the state of Colorado.

The purpose of COVOAD is to bring together voluntary organizations active in disaster services to foster more effective service to the people of Colorado affected by disaster through: Communication, Coordination, Cooperation, Collaboration.

COVOAD Member Agencies

For the most comprehensive and up to date list of COVOAD Member agencies, please go to the COVOAD web site at: [www.coloradovoad.org](http://www.coloradovoad.org)

Contact COVOAD

Phone: 20C-OLO-VOAD

Web: <http://www.coloradovoad.org/>

For contact information for COVOAD leadership, please go the COVOAD website.

Volunteer and Donations Management  
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Appendix 2  
Colorado Volunteer Center Network

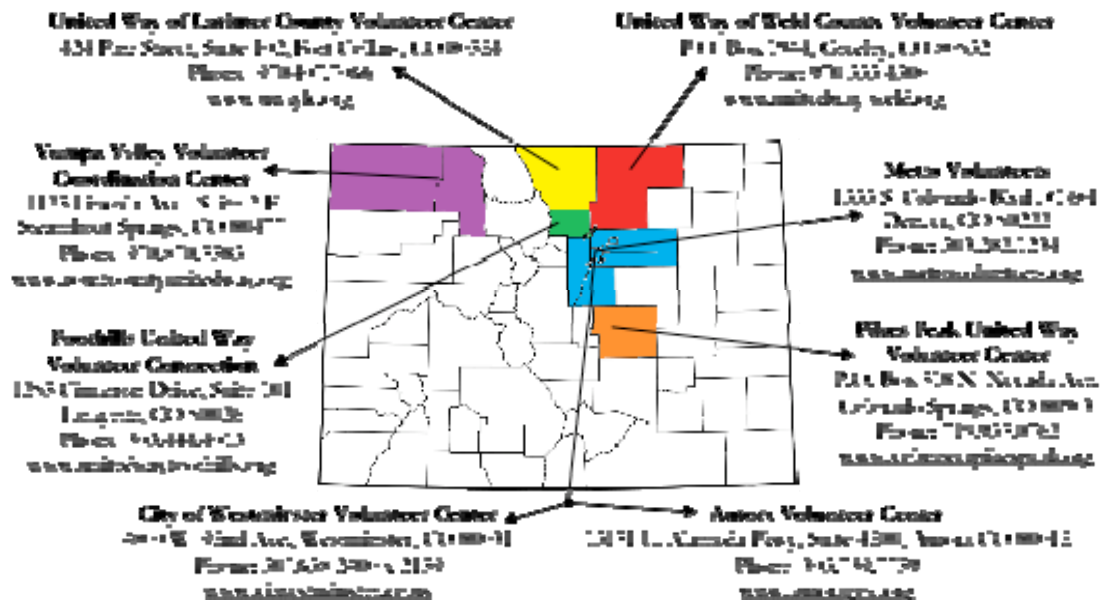


The **COLORADO VOLUNTEER CENTER NETWORK (CVCN)** is an association composed of volunteer centers and partner organizations that strengthen, promote, and connect volunteer centers to meet critical needs of Colorado communities and create opportunities to inspire and engage citizens through volunteerism.

### What CVCN Does

- **Volunteer Center Development**  
CVCN works to support the expansion of volunteer centers in the state, leverage resources to build volunteer center capacity, facilitate networking and information sharing to strengthen current centers, and work to build sustainable presence.
- **Disaster Response**  
CVCN recruits the professional, expertise, and experience to respond to major emergencies or disasters that exceed local capacities to manage unaffiliated volunteers.

### **VOLUNTEER CENTERS IN COLORADO**



### What Volunteer Centers Do:

- Promote Volunteering
- Connect people with opportunities to serve
- Build the capacity for effective local volunteering
- Participate in strategic initiatives that enhance community development

### **CVCN PARTNER ORGANIZATIONS**

**State Cabinet**  
[www.state.co.us](http://www.state.co.us)

**Department for National and Community Service**  
[www.national-service.org](http://www.national-service.org)

For more information about CVCN visit [www.cvcnnetwork.org](http://www.cvcnnetwork.org) or email [info@cvcnnetwork.org](mailto:info@cvcnnetwork.org)



Volunteer and Donations Management  
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Appendix 3  
Sample Volunteer Sign – in Sheet

## Work Site Volunteer Sign-in / Sign-out Record

Event Name / # \_\_\_\_\_ City/County/State \_\_\_\_\_

Work-Site Location (address) \_\_\_\_\_ Date \_\_\_\_\_

Site Supervisor \_\_\_\_\_ Phone \_\_\_\_\_

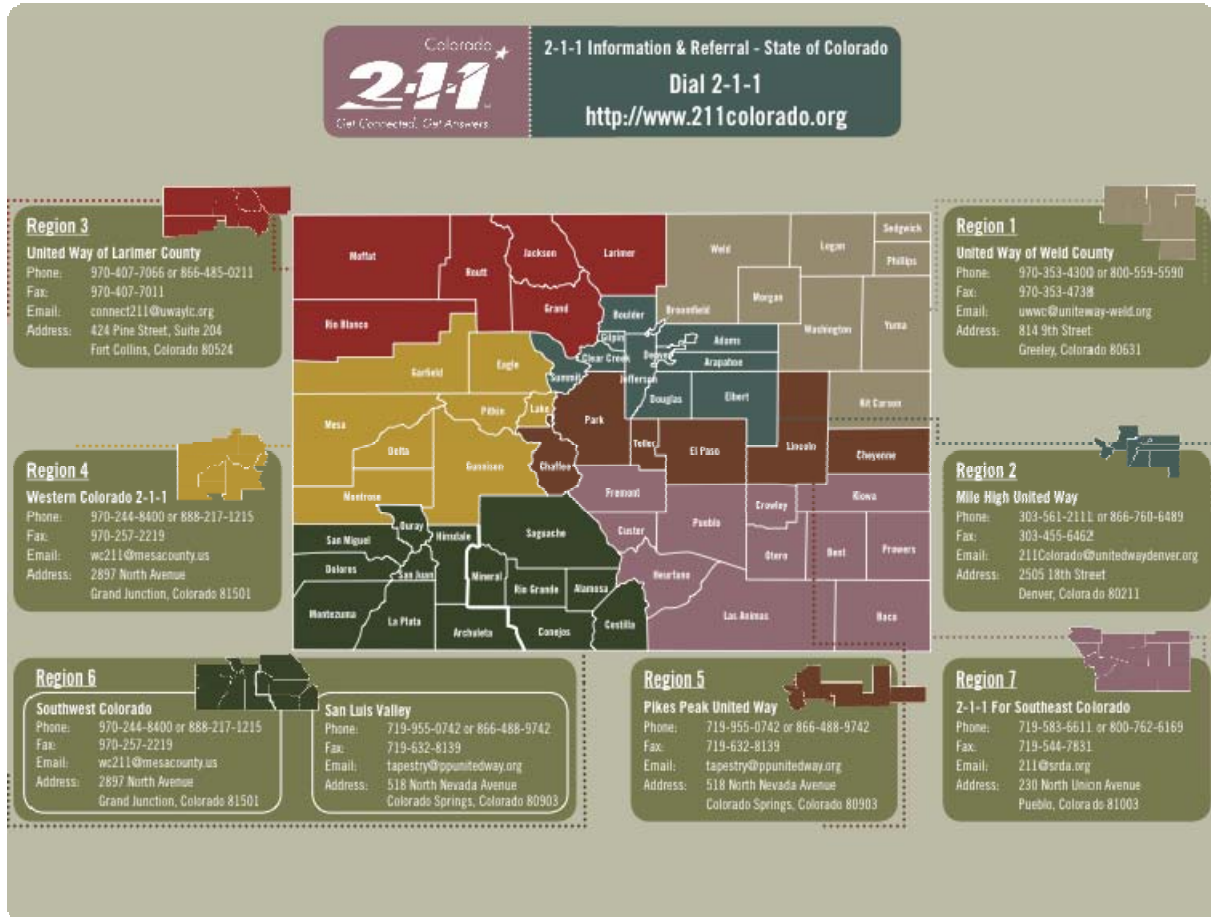
**Your work today helps this community in a few ways!** It will help individuals and families recover more quickly, and each hour you contribute can ALSO help the community financially. The value of your volunteer hours may be used to offset the state cost share of the federal assistance. Additionally, your hours highlight the volunteer dollar value. ***Thank you for volunteering today!***

**Please read before signing in:** I have received safety instructions for working at this site and agree to follow the safety procedures and the directions of the site supervisor.

Volunteer's Name		Time In	Time Out	Total Hours	Brief Description of Work (clear debris, tarp roofs, etc.)
Last	First				

August 12, 2014

**Volunteer and Donations Management  
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Appendix 4  
Colorado 2-1-1 Regional Map**



**Volunteer and Donations Management**  
**Support Annex**  
**Appendix 5**  
**Sample Public Messaging**

**PIO TALKING POINTS ON**  
**HOW TO HELP THOSE AFFECTED BY**  
**DISASTERS IN COLORADO**

1. For Information on How to Help

Go to: [www.HelpColoradoNow.org](http://www.HelpColoradoNow.org), where you will find information on:

- How to make a financial gift to voluntary agencies
- What material items are needed
- How to volunteer

*Below is a summary of information on [www.HelpColoradoNow.org](http://www.HelpColoradoNow.org)*

2. FINANCIAL GIFTS ARE THE BEST WAY TO HELP!

- Make a financial gift to voluntary agencies responding to disasters
- Cash allows disaster agencies to purchase *exactly* what is needed
- Volunteering
  - Do not go to the scene of a disaster to offer help
  - The arrival of unexpected volunteers and material donations will interfere with response efforts
  - Stay safe by volunteering with a reputable agency
  - For a list of agencies that respond to disasters in Colorado, go to: [www.coloradoVOAD.org](http://www.coloradoVOAD.org)
- Material Donations
  - Donate *only* those things that are requested by officials and bring them to the official designated collection centers
  - Items not needed may go to waste and get in the way of relief efforts
  - Listen carefully to public service announcements for needed items
  - It may take a few days to determine what items are needed and to set-up officially designated collection centers to receive them
- Other ways to help:
  - Hold a yard sale or put on a fund-raising event and donate money raised to a voluntary organization responding to this disaster
  - Have you already collected goods but cannot find an agency that needs them? Donate items to a local charitable agency

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