

STATE EMERGENCY OPERATIONS PLAN

2019

PREPARED BY

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COLORADO

Division of Homeland Security
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Department of Public Safety

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Executive Summary

The purpose of the Colorado State Emergency Operations Plan (SEOP) is to outline general guidelines on how the State carries out its response and recovery responsibilities to address an emergency or disaster event. This Plan can only be activated through the issuance of a Gubernatorial Executive Order. Adoption of the Plan through this Order identifies that the Director of the Office of Emergency Management (OEM) within the Department of Public Safety will lead State disaster or emergency response and recovery efforts. Once the Plan is activated, all State departments and 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 effects of an emergency or disaster and to cooperate fully with each other, the OEM, and other political subdivisions in providing emergency assistance.

Major emergencies and disasters are complex events that present communities and emergency personnel with extraordinary problems and challenges that cannot be adequately addressed within the routine operations of local government. This Plan is meant to be a flexible framework that is easily adapted to small and large events, as well as catastrophic disasters. The SEOP provides a structure and mechanism for a coordinated effort by State, Local and Federal agencies, volunteer organizations and private businesses to support in providing for the prevention of injury, loss of life, minimizing human suffering and the protection of public health and property of residents, visitors and communities of the State of Colorado. This Plan takes an all-discipline, all-hazards approach that establishes a single, comprehensive framework from which preparation, prevention, mitigation, response to and recovery from natural, human-caused or technological disaster incidents takes place. The SEOP sets forth the necessary requirements to ensure effective planning and procedures, resource management, training, exercise, communications, and public information dissemination will result in meeting our commitment and obligation to provide the best possible outcome in responding to and recovering from an emergency or disaster.

The SEOP defines the organizational structure and operation of the Colorado State Emergency Operations Center (SEOC). The SEOP is established to coordinate and support State and Local government actions during an emergency or disaster event. The SEOC is always activated, but the OEM Director determines the appropriate activation level based on the severity of the incident and the level of effort required to provide the required support and coordination.

This Plan recognizes and respects that Colorado is a local control State, and all incidents are under the jurisdiction of local governments and start and end locally. If an emergency or disaster overwhelms resources and capability of a local jurisdiction, the Governor may exercise his or her authority to use the resources of State government.

The SEOP is designed to minimize disruption of State operations through establishing a system of collaboration by all State Departments during times of crisis. To meet this goal, it is imperative that all State departments and agencies and their personnel ensure that they are prepared, trained and execute their required roles and responsibilities in accordance with this plan. All State departments and agencies are responsible for developing and maintaining up-to-date internal plans and procedures for carrying out assigned emergency functions as outlined in this Plan.

This SEOP and the sections contained herein are subject to and compliant with the National Incident Management System (NIMS). This SEOP aligns with and supports the National Response Framework (NRF), National Disaster Recovery Framework (NDRF), and the Emergency Support Functions (ESF) Annexes. This system is scalable, flexible and adaptable to deliver support to those jurisdictions in need of assistance.

The State Emergency Operations Plan has undergone a number of changes and additions from the previous 2016 Colorado Hazard and Incident Response and Recovery Plan (CHIRRP). These changes should provide additional guidance and aid in the ease of use of the Plan.


Changes Since Previous Version:

- The concept and practice of “Whole Community” preparedness has been added to the Plan to reflect the importance of engaging the full capacity of the private and non-private sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.
- The Plan reflects the need for inclusion of community members with Access and Functional Needs (AFN) in the planning process. While the term “Access and Functional Needs” may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and elderly, and those who rely on others for transportation and other needs.
- Emergency Support Function 14 listed in the CHIRRP representing Recovery has been reassigned to Private Sector Coordination, which also supports DHSEM’s new Business Emergency Operations Center (BEOC).
- The Plan reflects the 2018 reorganization of DHSEM’s Office of Emergency Management (OEM).
- Response and Recovery functions have been placed into separate annexes for ease of Plan use.
- Additional Recovery Annexes have been added and more detail provided.
- The Plan was updated to reflect lessons learned from ongoing recovery work performed to address the impacts of the 2013 and 2015 floods.
- The Plan was reorganized into six distinct standalone sections to aid in locating information and guidance. These separate sections include the overall Base Plan, Emergency Support Function (ESF) Annexes, Incident Annexes, Support, Administrative, and Recovery Annexes.

Introduction

- I. Promulgation Document
 - A. Effective upon signature, this Colorado State Emergency Operations Plan supersedes all previous State Emergency Operations Plans, including the 2016-2018 *Colorado Hazard and Incident Response and Recovery Plan (CHIRRP)*.
- II. Approval and Implementation
 - A. Changes to this plan, including the Base Plan, may be made at any time. Following initial signature by the Governor, the Director of the Division of Homeland Security and Emergency Management shall have the authority to approve all changes and revisions.
 - B. 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 et seq., C.R.S., I, Jared S. Polis, Governor of the State of Colorado, hereby approved the revised Colorado State Emergency Operations Plan.

Given under my hand and Executive Seal of the
State of Colorado, this 30 day of September 2019.


Jared S. Polis
Governor

III. Record of Changes

All changes will be annotated on the master copy of the State Emergency Operations Plan held within the Planning Section of the Division of Homeland Security and Emergency Management's Office of Emergency Management.

Date	Change	Page(s)

IV. Record of Distribution

The State Emergency Operations Plan is publicly available on the DHSEM website.

Date	Distribution
_____ June 2019	Plan posted to DHSEM website

Emergency Management Accreditation Program (EMAP)

The State of Colorado emergency management enterprise follows the *2016 Emergency Management Standard* to ensure quality in its emergency management programs. The Colorado Division of Homeland Security and Emergency's most recent EMAP accreditation was in 2017.

EMAP Standard	Standard Component	Plan Section	Page Number
4.4	Operational Planning Procedures		
4.4.2	The Emergency Operations, Recovery, Continuity of Operations and Continuity of Government Plans address the following:		
	(1) purpose and scope or goals and objectives	Base Plan	12
	(2) authority	Base Plan	30
	(3) situation and assumptions	Base Plan	18
	(4) functional roles and responsibilities for internal and external agencies, organizations, departments and positions	Base Plan	17
	(5) logistics support and resource requirements necessary to implement the Plans	Base Plan	30
	(6) concept of operations	Base Plan	16
	(7) a method and schedule for evaluation, maintenance, and revision	Base Plan	31
4.4.3	The Emergency Operations Plan (EOP) identifies and assigns specific areas of responsibility for performing functions in response to an emergency/disaster. Areas of responsibility to be addressed include the following:		
	(1) administration and finance	Base Plan, plus Administrative discussion within each Annex	26, 29
	(2) agriculture and natural resources	ESF-11 – Agriculture and Natural Resources Annex, and Environmental Recovery Annex	128, 326
	(3) alert and notification	ESF-2B – Public Safety Communications Annex, ESF-15 – External Affairs, and External Affairs Administrative Annex	81, 145, 50

(4) communications	ESF-2B – Public Safety Communications Annex, ESF-15 External Affairs, and External Affairs Administrative Annex	81, 145, 50
(5) critical infrastructure and key resource restoration	Base Plan, ESF-2B – Communications – Public Safety, ESF-12 – Energy Annex, Infrastructure Systems Recovery Annex, Environmental Recovery Annex	40, 97, 272, 349
(6) damage assessment	Damage Assessment Recovery Annex	276
(7) debris management	Debris Management Recovery Annex	302
(8) detection and monitoring	ESF-8 – Public Health, Biological/Highly Infectious Disease Incident Annex, and Chemical Stockpile Emergency Preparedness Program (CSEPP) Incident Annex	63, 107, 136
(9) direction, control, and coordination	Each Annex by specific topic	--
(10) donation management	Donations Management Recovery Annex	328
(11) emergency public information	ESF-15 External Affairs Annex, plus External Affairs Administrative Annex	103, 247
(12) energy and utilities services	ESF-3 – Public Works Annex, plus ESF-12 Energy Annex	43, 97
(13) evacuation and shelter-in-place	Evacuation and Shelter-in-Place Support Annex	210
(14) fatality management and mortuary services	ESF-8 – Public Health, Biological/Highly Infectious Disease Incident Annex, Chemical Stockpile Emergency Preparedness Program (CSEPP) Incident Annex, and Public and Behavioral Health Recovery Annex	63, 107, 136, 311
(15) firefighting/fire protection	ESF-4 – Firefighting and Colorado Hazards Incident Annex - Wildfire	46, 131
(16) food, water, and commodities distribution	ESF-6 – Mass Care and Mass Care Support Annex	53, 196
(17) hazardous materials	ESF-10 – Oil and Hazmat Annex and Hazmat Incident Annex	82, 167
(18) information collection, analysis, and dissemination	ESF-5 – Information and Planning Annex and Critical Information Requirements Administrative Annex	49, 232

	(19) law enforcement	ESF-13 – Public Safety and Security Annex and Colorado National Guard Administrative Annex, and various Incident Annexes	97, 228
	(20) mass care and sheltering	ESF-6 – Mass Care and Mass Care Support Annex	53, 196
	(21) mutual aid	Base Plan, ESF-2B – Communications – Public Safety Annex, ESF-4 – Firefighting Annex, Critical Information Requirements Administrative Annex, Various Incident Annexes by subject, and Resource Mobilization Support Annex	40, 46, 232, 226
	(22) private sector coordination	ESF-14 – Private Sector Coordination and Private Sector Coordination Administrative Annex	100, 243
	(23) public health and medical services	ESF-8 – Public Health Annex, Biological/Highly Infectious Disease Incident Annex, Public and Behavioral Health Recovery Annex	63, 107, 311
	(24) public works and engineering	ESF-1 – Transportation Annex and ESF-3 – Public Works Annex, and Infrastructure Systems Recovery Annex	33, 43, 272
	(25) resource management and logistics	ESF-7 – Logistics and Resource Mobilization Support Annex	58, 226
	(26) search and rescue	ESF-9 – Search and Rescue, and Search and Rescue Support Annex	75, 201
	(27) transportation systems and resources	ESF-1 – Transportation, Various Incident Annexes by subject, and Resource Mobilization Annex	33, 226
	(28) volunteer management	Volunteer Coordination Recovery Annex	338
	(29) warning	ESF-15 External Affairs Annex, External Affairs Administrative Annex	103, 247
4.4.4	The Recovery Plan addresses short and long-term recovery priorities. The Plan provides guidance for restoration of identified critical functions, services/programs, vital resources, facilities, and infrastructure to the affected area.	Base Plan Concept of Operations and Individual Recovery Annexes by specific subject area	14

4.4.7	<p>The Emergency Management Program has procedures to implement all Plans Identified in Standard 4.4.1. Procedures are applicable to all hazards identified in Standard 4.1.1. Procedures reflect operational priorities including:</p> <ul style="list-style-type: none"> (1) life, safety, and health; (2) property protection; (3) environmental protection; (4) restoration of essential utilities; (5) restoration of essential program functions; (6) coordination among appropriate stakeholders. 	Base Plan Concept of Operations and Continuity of Government Support Annex, and Recovery Annexes	14, 188
4.4.8	<p>The Emergency Management Program has procedures to guide situation analysis and damage assessment, situation reporting and incident action planning.</p>	ESF-5 Information and Planning Annex, Critical Information Requirements Administrative Annex, Damage Assessment Recovery Annex	49, 232, 276
4.4.9	<p>The Emergency Management Program has a method and schedule for evaluation, maintenance, and revision of the procedures identified in Standards 4.4.7 and 4.4.8.</p>	Base Plan	30

Base Plan

Base Plan

I. Purpose, Scope, Colorado Overview, and Assumptions

A. Purpose

1. The Colorado State Emergency Operations Plan (SEOP):
 - a) Outlines a framework for the coordination and integration of response and recovery operations between local, Tribal, State, and federal agencies.
 - b) Identifies roles and responsibilities of State agencies, non-governmental organizations, and the private sector in preparing for, responding to, and recovering from an incident.
 - c) Provides a mechanism to successfully meet response and recovery goals, objectives, and priorities for incidents that have impacted local jurisdictions, Tribal nations, and/or the state as a whole.
 - d) Is the primary and overarching plan for managing emergencies and disasters from the State level. It details the coordinating structures and processes used during disasters and emergencies in Colorado. Other supplemental agency plans provide details on authorities, response and recovery protocols, and technical guidance for responding to and managing specific situations (e.g., hazardous materials spills, wildland fires, health emergencies).

B. Scope

1. The SEOP is focused on an all-hazards approach in responding to and recovering from natural, technological, and/or human caused incidents, emergencies, and disasters.
2. The SEOP applies to State-level activities during incidents, emergencies, and disasters. It may be used as a reference document for local jurisdiction emergency operations and recovery plans.
3. The SEOP outlines an incident management structure that aligns with the National Incident Management System (NIMS).
4. Once the SEOP 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 culminated. For major events, response and recovery operations may last months or years.

C. Colorado Overview (Adapted from the *2018 Colorado State Hazard Mitigation Plan*)

1. General

- a) Colorado is located in the western United States, approximately 1,500 miles west of the Atlantic Ocean and 800 miles east of the Pacific Ocean, Colorado is bordered by Wyoming to the north, Nebraska to the northeast, Kansas to the east, Oklahoma and New Mexico to the south, Utah on the west, and Arizona on the southwest corner. Colorado is the eighth largest state when measured by area. Colorado is shaped as an almost perfect rectangle covering 104,247 square miles - ranging 387 miles from east to west and 276 miles from north to south.
- b) Colorado is comprised of 64 counties and two federally recognized Tribes

2. Topography, Climate, and Population

a) Topography. Elevation is one of the distinctive geographical features of Colorado; it is the nation's highest state with a mean average elevation of 6,800 feet. The state is dominated by the Rocky Mountains which run north/south through the state and separates the eastern flat high plains from the western wide river valleys, high plateaus, and rugged canyons. These mountains form the Continental Divide, separating the great watersheds of the United States into water emptying into the Pacific and Atlantic Oceans. Colorado has 54 peaks that reach 14,000 feet or higher and hundreds of mountains that reach elevations of 11,000 feet to 14,000 feet. Colorado's varied topography divides the state into several generalized regions.

- (1) Eastern Plains: Refers to most all areas east of Interstate 25 in Colorado. In general, this refers to locations below 6,000 feet in elevation. Eastern Plains counties include: Logan, Morgan, Phillips, Sedgwick, Washington, Yuma, Cheyenne, Elbert, Kit Carson, Lincoln, Baca, Bent, Crowley, Kiowa, Otero, and Prowers.
- (2) Front Range: The Front Range is technically the front mountain range, or the eastern most range, of the Rocky Mountains. Generally, from Pueblo County north, everything from just east of the Continental Divide to Interstate 25 can be considered the Front Range. This includes major population centers of Colorado, including the City and County of Denver and most of its suburbs, the City of Boulder, Fort Collins, Colorado Springs, and Pueblo. Front Range counties include: Denver, Adams, Arapahoe, Broomfield, Douglas, Jefferson, Boulder, Larimer, Weld, El Paso, Teller, and Pueblo. The topography can vary significantly in some of these counties. For example, eastern Weld County has characteristics more similar to the Eastern Plains, whereas western Boulder and Larimer Counties have characteristics more similar to the central mountains.
- (3) Central Mountains: In general, locations above 9,000 feet in elevation are considered to be the central mountains. There are some cities below that elevation that are still considered to be in the central mountains due to the surrounding terrain. Central Mountain counties include: Clear Creek, Gilpin, Park, Chaffee, Custer, Fremont, Lake, Huerfano, and Las Animas.
- (4) Western Slope: The Western Slope describes the mountains west of the Continental Divide, as well as the area of western Colorado outside of the mountains generally in elevations below about 7,000 feet. Outside of the mountains, the terrain is made up of numerous mesas and plateaus. Western Slope counties include: Archuleta, Dolores, La Plata, Montezuma, San Juan, Delta, Gunnison, Hinsdale, Montrose, Ouray, San Miguel, Garfield, Mesa, Moffat, Rio Blanco, Routt, Eagle, Grand, Jackson, Pitkin, and Summit.
- (5) Grand Valley: The Grand Valley is a part of the Western Slope. It is an extended populated valley, approximately 30 miles long and five miles wide, located along the Colorado River in Mesa County, Colorado and Grand County, Utah. The Grand Valley is the most densely populated area on the Colorado Western Slope, including the City of Grand Junction. The Grand Valley is part of the larger Colorado Plateau desert.

- (6) San Luis Valley: The San Luis Valley is the broad, generally flat, valley in south central Colorado and far north central New Mexico. It is situated between the Sangre de Cristo mountain range (the Wet Mountains) on the east and the San Juan mountain range on the west, and is one of the largest high desert valleys in the world. It extends 125 miles long and 65 miles wide with an altitude of over 7,000 feet. The San Luis Valley sits on top of the Rio Grande Rift, and contains the headwaters of the Rio Grande River. San Luis Valley counties include: Alamosa, Conejos, Costilla, Mineral, Rio Grande, and Saguache.

b) Climate

- (1) Colorado's climate is influenced by a variety of factors. Its mid-latitude location results in a prominent seasonal cycle that strongly influences which climate processes are most active at different times of the year.
- (2) Colorado's interior location means that the state experiences frequent sunshine, low humidity, and rapid and large variations in temperatures.
- (3) The average annual statewide precipitation is 17 inches, and average annual temperature is 43.5 degrees Fahrenheit. However, Colorado's complex topography - mountains, valleys, plateaus, and rolling plains - acts to influence temperature, pressure, wind, and precipitation patterns, which can all vary dramatically over very short distances.
- (4) Across the seasons the western slopes of the state's mountain ranges are generally wetter than the eastern slopes.
- (5) Generally, temperatures cool predictably with increasing elevation, by approximately 3.5°F per 1,000 feet of elevation gain.
- (6) Topography also plays an important role in precipitation processes and patterns. Precipitation typically increases with elevation in all seasons, but especially in winter when nearly all moisture falls as snow.
- (7) Areas above 9,000 feet along and west of the Continental Divide receive the most winter precipitation and annual precipitation in the state. In all mountain ranges, most of the annual total comes from cold-season precipitation.
- (8) In the summer, most precipitation statewide comes from convective processes that generate frequent, sometimes daily, thunderstorms.

c) Population

- (1) According to US Census Bureau estimates, the 2017 population in Colorado was 5,607,154 persons. Statewide, Colorado's population has been growing between 1.4 and 1.8 percent per year since 2012, or between 70,000-98,000 new residents each year. This population growth is derived from a combination of natural increase in births minus deaths (totaling ~35,000 persons) and net migration (~35,000-60,000 persons). Colorado's net migration is strongly related to job growth and its quality of life, including numerous outdoor recreational opportunities.

- (2) Most of the recent and expected growth in Colorado is due to growth in the tourism, retiree, information services, construction, mining, and national/regional service industries. From 2015 to 2016, there was a slight slowdown in population increase, down from a 1.8 percent increase or 98,000 persons, to a 1.7 percent increase, or 90,000 persons. Natural increase remained about the same, however net migration slowed from 2015 to 2016. This is likely due to slowing job growth in the energy sector. From July 1, 2012 to July 1, 2016 the state population increased 6.69 percent. Counties along the Front Range account for a significant portion of Colorado's total population. In 2015, Colorado's population distribution averaged approximately 52.42 persons per square mile.
- (3) The City and County of Denver is the state's most populous county with an estimated 693,292 persons in 2016. Several other counties are estimated to have over 500,000 residents including El Paso, Arapahoe, and Jefferson. Mesa County is the most populous county of the Western Slope with nearly 150,000 residents. Growth in the state varies dramatically by county with some counties more than doubling in population over the last 20 years and other counties losing population. Statewide, Colorado is projected to have a 36 percent increase in population from 2010 to 2030. What the map indicates is that as Colorado's total population grows statewide to 2030, the growth is not shared equally by all counties. In particular, there is projected to be a continual population decline in the rural communities of the Eastern Plains and San Luis Valley (SLV). At the same time, population growth is anticipated to be prevalent in the central, north-central, west-central, and southwest areas of the state. Elbert County is projected to experience the largest percent change in population from 2010 to 2030, with a projected 89 percent increase. Weld County follows closely, with an 81 percent projected increase in population. Baca County is projected to have the lowest percent change in population from 2010 to 2030, with a projected -13 percent change.
- (4) Colorado is forecast to grow in population to 6.8 million by 2030. The northern Front Range is the fastest growing region in the state with an expected average annual percent change of 2.4 percent between 2010 and 2030. This is compared to the 1.5 percent average annual percent change expected statewide. The Western Slope is also expected to have above the statewide average annual percent change, while the Central Mountains, Eastern Plains, and San Luis Valley are expected to continue growing similar to the national rate near one percent.

3. Threat and Hazard Analysis Summary

- a) Colorado faces a range of natural, technological, and human-caused threats and hazards. The *2018 Colorado State Hazard Mitigation Plan* identifies severe weather, wildfire, flood, and drought as the most significant hazards in Colorado. In addition to these hazards, Colorado is at risk from:
 - (1) Violent extremists
 - (2) Transnational criminal organizations
 - (3) Criminal street gangs
 - (4) Cybersecurity attacks against data and infrastructure
 - (5) Hazardous materials incidents
 - (6) Terrorism

(7) Agricultural Disease Outbreak

D. Assumptions

1. This plan is based on the following planning assumptions:
 - a) The Whole Community is accounted for and included in planning, response, and recovery activities at all levels of government.
 - b) All emergencies or disasters start and end locally.
 - c) An emergency or disaster can occur at any time and at any location. It may create significant degrees of human suffering, property damage, and economic hardship to individuals, governments, and the business community as well as damage to the environment.
 - d) Each level of government will respond to an emergency or disaster to the fullest extent of its available resources.
 - e) Government at all levels will continue to function under all threat, emergency, and disaster conditions.
 - f) If the Governor determines that an emergency exists in an area or at a facility that the State is primarily responsible for, the Governor may direct State personnel to respond and will coordinate with the local jurisdiction as necessary.
 - g) NIMS will be used as the primary incident management system for all levels of response and recovery.
 - h) Recovery operations will begin during the Response phase, may run concurrently with Response operations, and may last for years.
 - i) The Governor may request assistance from other states via the Emergency Management Assistance Compact (EMAC). Assistance may not always be available due to emergencies and disasters in other states.
 - j) The Governor may request assistance from the Federal government if the capabilities and resources of both local and State governments are exceeded. Assistance may not always be available due to emergencies and disasters in other states.
 - k) When the Federal government provides emergency assistance to Colorado, it will be in accordance with the National Response Framework (NRF) and the National Disaster Recovery Framework (NDRF).

II. Concept of Operations

A. Overview

1. This Plan is based on the premise that all disasters or emergencies start and end locally. Unless specifically delegated, the local jurisdiction retains Incident Command throughout the disaster or emergency.
2. When requested, the State provides state-level support and coordination to the local jurisdiction, to include situational awareness and resource mobilization.

B. State Operational Priorities During Response and Recovery Operations

1. Life, safety, and health
2. Property protection
3. Environmental protection
4. Restoration of essential utilities
5. Restoration of essential program functions
6. Coordination among appropriate stakeholders

C. 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. Unless specifically delegated, this authority continues throughout each stage (preparedness, response, and recovery) of emergency operations.

2. Incident Level Management: The on-scene Incident Commander (IC) is responsible for the command and control of specific activities at the incident site.
 3. Local Level Management: Counties, municipalities, and special districts are responsible for emergency operations and coordination within their jurisdictions. Local government is normally responsible for coordination and control of all incident-related administrative and overhead functions within their jurisdiction.
 4. State Level Management:
 - a) In an emergency or disaster that exceeds the resources and/or capability of a local jurisdiction, the Governor may authorize the use of the resources of State government.
 - b) Unless otherwise directed, the State Emergency Operations Center (SEOC) will manage the State's response and initial recovery operations. When activated, the SEOC does not "take command" of the emergency or disaster. Command remains with the Incident Commander. Instead, the SEOC provides coordination between local, state, and federal agencies involved in the emergency or disaster and support to those agencies.
 - c) During large scale or multiple incidents, the SEOC prioritizes support and resources based on state and local requirements.
 - d) When the SEOC receives a request from local jurisdiction for assistance, the SEOC will task the appropriate State agency to provide requested resources, services, or information. The State agency receiving the request will coordinate directly with the incident management structure of the requesting jurisdiction.
 - e) If the disaster situation is of such magnitude as to require Federal assistance; the State, through the SEOC or a Joint Field Office (JFO), will serve as the primary coordinating agency for federal assistance.
 5. Federal Level Management: If the emergency is of such a magnitude that federal assistance is approved, the federal agencies will operate in support of the State and Local jurisdictions.
 6. Volunteer organizations may assist in emergency preparedness, response and recovery operations. Colorado Voluntary Organizations Active in Disasters (COVOAD) will coordinate the operations of these volunteer organizations.
 7. The private sector has a significant role in critical infrastructure maintenance and recovery, economic and business recovery, and community recovery. Furthermore, the private sector can provide significant resources during response and recovery operations. The Colorado Business EOC (BEOC), a component of the SEOC, is responsible for coordinating and integrating the private sector into response and recovery operations.
- D. Colorado State Emergency Operations Center (SEOC)
1. Overview
 - a) The Colorado State Emergency Operations Center (SEOC), physically located in Centennial, CO, is the primary location from which the State provides support and coordination during a disaster or emergency.
 - b) The SEOC can operate in a remote or virtual mode. SEOC staff members do not have to be physically in the SEOC to work.
 2. Activation
 - a) The SEOC is always activated. The OEM Director determines the appropriate activation level based on the severity of the incident and the level of effort required to provide the required support and coordination. The SEOC Activation Levels are:
 - (1) Level IV (Routine Operations)

- (a) Description: 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.
 - (b) Staffing: SEOC is not staffed.
 - (2) Level III (SEOC Command and General Staff)
 - (a) Description: A situation or threat has developed that requires monitoring and coordination between jurisdictions and agencies.
 - (b) Staffing: Command and General Staff positions are filled based on incident severity or complexity.
 - (3) Level II (SEOC Command and General Staff, ESFs, and/or RSFs)
 - (a) Description: A situation or threat has developed that requires additional support from state agencies through applicable ESF and/or RSF activation.
 - (b) Staffing: Command and General Staff, ESF, and/or RSF positions are filled based on incident severity or complexity.
 - (4) Level I: (SEOC Command and General Staff, ESFs and/or RSFs, and Federal Agency Representatives)
 - (a) Description: A situation or threat has developed that requires additional support from Federal agencies.
 - (b) Staffing: Command and General Staff, ESF and/or RSF, and Federal agency representative positions are filled based on incident severity or complexity.
 - b) Activation levels are applicable regardless of whether the SEOC is physically occupied or all activity is done remotely (virtually).
 - c) SEOC Activation Levels may be changed by the DHSEM Director, DHSEM Chief of Staff, the OEM Director, the SEOC Manager, or their designated representatives.
 - d) Changes in activation level will be documented in WebEOC.
 - e) As the emergency or disaster evolves, the SEOC Manager will continue to evaluate the SEOC Activation Level and staffing requirements.
3. Operations
- a) Response Operations
 - (1) During the Response phase, the SEOC provides state-level support and coordination through unified operations, planning, logistics, and finance sections.
 - (2) The SEOC builds and maintains a state-level common operating picture not only to inform both SEOC operations and planning but also for senior leaders and policy makers.
 - (3) Through an integrated planning process, the SEOC establishes state-level objectives, develops the Incident Support Plan, and assigns missions to be completed by the ESFs or RSFs.
 - (4) ESFs or RSFs implement their specific emergency operations plans to activate resources and organize their response and recovery actions.
 - (5) The ESF and RSF Annexes contain additional detail on each ESF and RSF.
 - (6) When requested, the SEOC supports the resource needs of both state agencies and local jurisdictions.
 - b) Response-Recovery Continuum (Transition to Recovery)

- (1) Recovery spans a continuum that starts during the initial response to an emergency or disaster and extends through the rebuilding and redevelopment process, which may take years. The National Disaster Recovery Framework (NDRF) identifies three phases of recovery:
 - (a) Short-term
 - (b) Intermediate
 - (c) Long-term
- c) Recovery Operations
 - (1) Short-Term Recovery (Initial 14 days following the emergency or disaster)
 - (a) Short-term recovery operations commence during the Response phase and the major impacts of the event are stabilized. This phase is characterized by initial assessments of incident consequences and damages, formulation of recovery strategies, and a gradual return to normal (or new normal) as services are restored and re-entry into impacted areas is allowed. Short-term recovery priorities include:
 - (i) Activating the Recovery Task Force
 - (ii) Inclusive mass care, including shelter, food, water, and other essential commodities for those impacted by the incident
 - (iii) Access and functional needs considerations
 - (iv) Initial damage assessment of homes, businesses, critical infrastructure, and essential services
 - (v) Debris clearance from emergency transportation routes and critical lines of communication, debris removal, and general clean up
 - (vi) Repairing major transportation systems
 - (vii) Restoring interrupted utilities, communication systems, and other essential services
 - (viii) Dissemination of emergency instructions and information to the public
 - (ix) Provision of case management and behavioral health services
 - (x) Coordinating volunteers, including spontaneous, unaffiliated volunteers
 - (xi) Managing donations
 - (xii) Rescue and emergency care for pets and companion animals
 - (xiii) Staffing and management of Disaster Assistance Centers (DACs) to provide information and assistance to survivors.
 - (2) Intermediate Recovery (14 Days ~ 6 Months)
 - (a) Intermediate recovery operations include returning individuals and families to the impacted area(s), repairing/replacing critical infrastructure, and reestablishing essential government and commercial services. Intermediate recovery priorities include:
 - (i) Establish a Recovery strategy that includes priorities and a planning process
 - (ii) Transition of responsibility for Recovery operations from the Recovery Task Force to the Long-Term Recovery Working Group

- (iii) Continue to provide case management and behavioral health services to survivors
- (iv) Support survivors in applying for and receiving Federal aid (if applicable)
- (v) Provide accessible interim housing and plan for long-term housing solutions
- (vi) Identify critical infrastructure priorities
- (vii) Reconnect displaced persons with essential health and social services
- (viii) Develop a hazard mitigation strategy that addresses emerging hazards created or exacerbated by the emergency or disaster
- (ix) Complete assessments of natural and cultural resources and develop plans for long-term environmental and cultural resource recovery.

(3) Long-Term Recovery (6 Months and Beyond)

(a) Long-term Recovery follows intermediate recovery and may continue for months to years. It is the process of permanently rebuilding or relocating damaged or destroyed social, economic, and natural and built environments in a community to the conditions set in the Long-Term recovery plan or strategy. Long-Term Recovery priorities include:

- (i) Developing and implementing long-term recovery strategies that complement existing recovery planning and mitigation measures already in place (e.g., comprehensive plans, master plans, and zoning regulations).
- (ii) Identifying and addressing recovery needs across all sectors of the economy and community.
- (iii) Educating the public on rebuilding and recovery strategies, including social recovery.
- (iv) Rebuilding to appropriate resilience standards in recognition of hazards and threats.
- (v) Rebuilding educational, social, and other human services and facilities according to standards for accessible design.
- (vi) Reestablishing medical, public health, behavioral health, and human services systems.
- (vii) Implementing mitigation strategies, plans, and projects.
- (viii) Implementing permanent housing strategies.
- (ix) Implementing economic and business revitalization strategies.

E. Training and Exercises

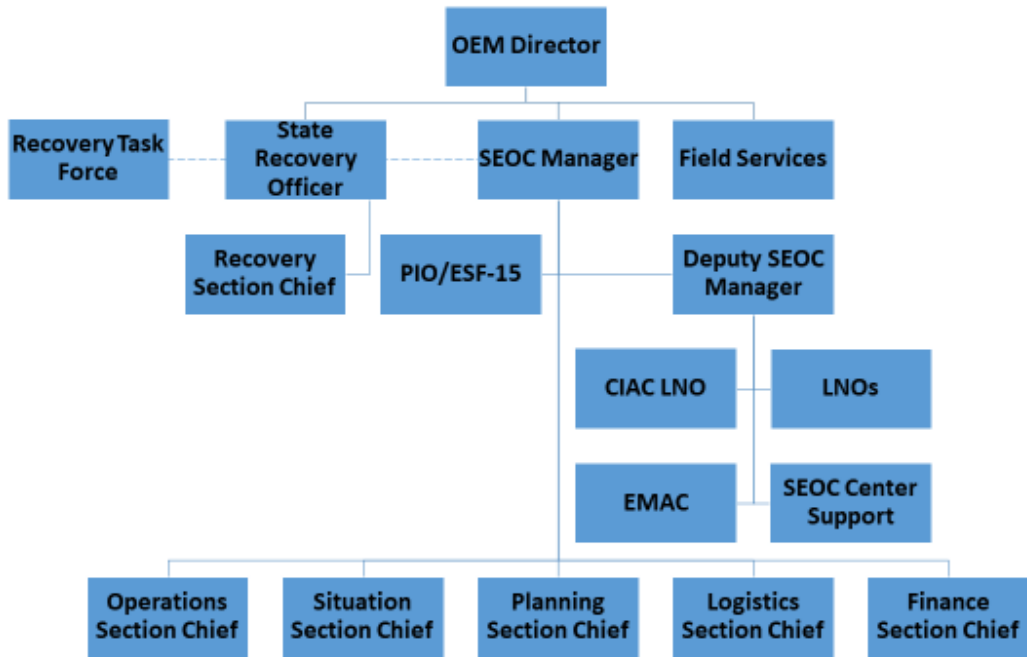
1. DHSEM will provide training, advisory, and technical assistance relative to this SEOP.
2. DHSEM will plan and execute periodic exercises (at least quarterly) relative to this SEOP. To the maximum extent possible, exercises shall include the Whole Community. "Whole Community" preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.

3. A critical component of “Whole Community” is the inclusion of community members with Access and Functional Needs (AFN) in planning efforts. While the term “Access and Functional Needs” may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others including the homeless.
4. Following each exercise and real world event, DHSEM will publish an After Action Report to validate and improve the SEOP.

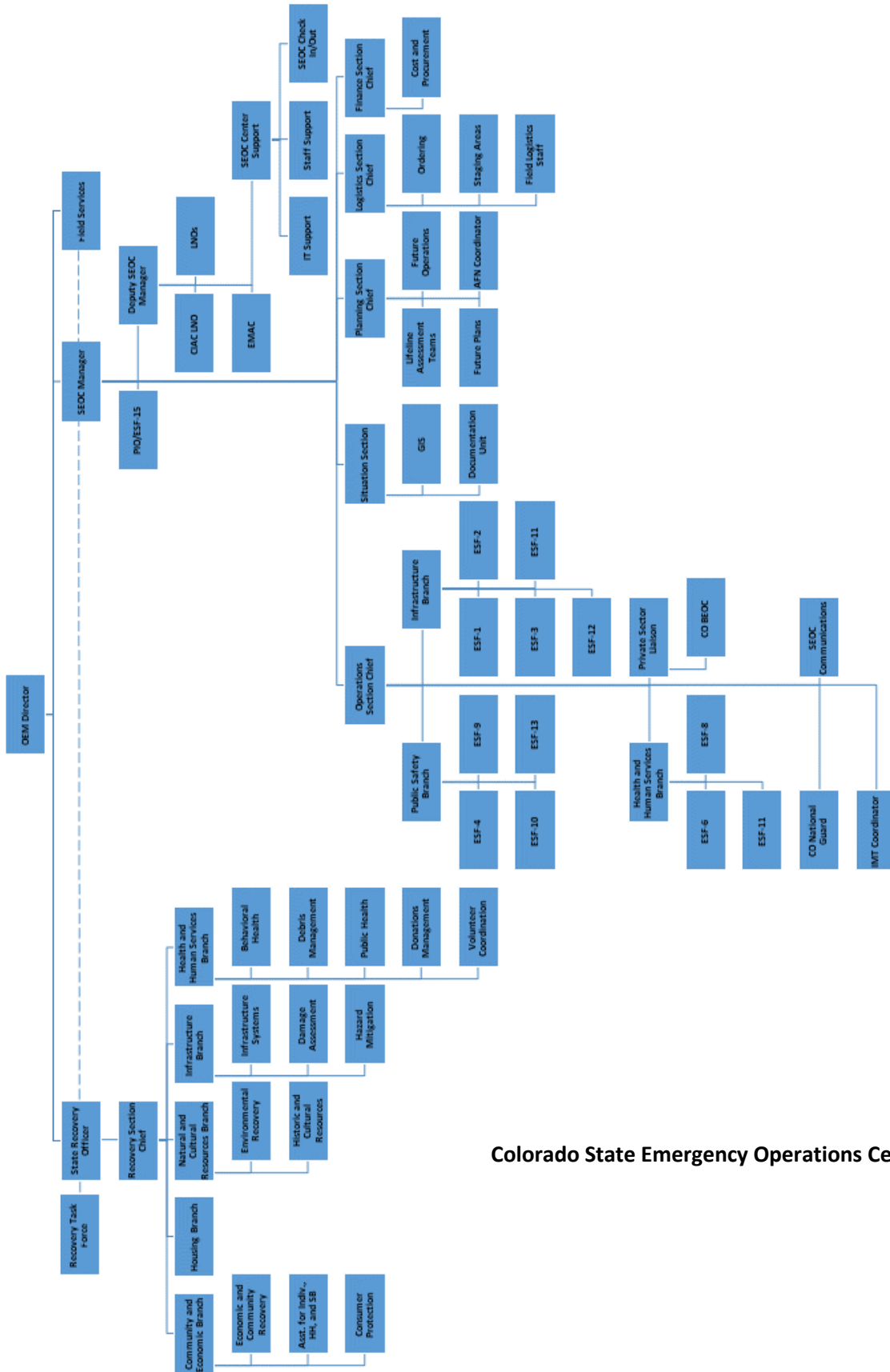
III. **Organization and Assignment of Responsibilities**

A. Organization

1. State of Colorado Emergency Management Enterprise
 - a) The State of Colorado Emergency Management Enterprise is built on the premise that all incidents start and end locally. Local jurisdictions have responsibility for managing incidents within their jurisdictions. Subsequent levels of government (i.e., county, state, or federal) will only assist when requested.
 - b) Each local, county, and Tribal authority establishes and provides for emergency management within their jurisdiction in accordance with state, local, county, and/or Tribal ordinances.
 - c) When local, county, Tribal, or private sector resources and capabilities are exceeded, they may request state assistance.
 - d) An emergency declaration is not required to request State assistance.
2. SEOC
 - a) SEOC Management and Organization
 - (1) In accordance with NIMS, the NRF, and the NDRF, SEOC operations will be organized modularly.
 - (2) Unified command and multi-agency coordination will be accomplished by establishing clear and understandable incident goals, objectives, and priorities.
 - (3) SEOC span of control will be in accordance with NIMS.
 - (4) To the greatest extent possible, the SEOC will use NIMS terminology to provide for a common understanding.
 - (5) The SEOC Planning Section shall lead SEOC planning efforts.
 - (6) Comprehensive resource management will be coordinated in accordance with the Resource Mobilization Annex to this SEOP.
 - (7) The SEOC will be organized according to the following diagrams:



SEOC Command and General Staff



Colorado State Emergency Operations Center

3. SEOC Support Functions

a) Overview

- (1) The SEOC utilizes fifteen response-oriented Emergency Support Functions (ESFs) and five recovery-oriented Recovery Support Functions (RSFs).
- (2) Upon implementation of this Plan, State agencies are responsible for their assigned ESFs and RSFs. Each ESF and RSF has a designated Emergency Response Coordinator (ERC) and alternate(s).

b) ESF and RSF ERC Roles and Responsibilities

- (1) Represent their agency during Response and Recovery operations with the authority to commit departmental resources.
- (2) Serve as a conduit for information into and out of their organization.
- (3) Contribute to situational awareness efforts with timely reports from their functional areas.
- (4) Participate in the SEOC planning process.
- (5) Coordinate and collaborate with other ESFs, RSFs, and State agencies.
- (6) Serve as their agency's point of contact for emergency management related activities, such as trainings and exercises, plan development and refinement, and credentialing.

ESF-Title	Lead	Types of Activities (not a comprehensive list of all activities):
1 Transportation	CDOT	Coordinates transportation support requests including alternate services (air, rail, surface), assesses and reports damages to transportation systems, coordinates restoration
2 Communications	OIT	Coordinates temporary communications and restoration, assesses and reports damages to communication systems
3 Public Works & Engineering	CDOT	Coordinates assessments of public works and infrastructure, provides technical assistance to include engineering expertise and construction management, provides emergency repair of damaged public infrastructure and critical facilities
4 Firefighting	DFPC	Manages and supports firefighting activities
5 Information and Planning	DHSEM	Facilitates information flow, prepositions assets, supports and facilitates multi-agency planning and operations coordination
6 Mass Care, Emergency Assistance, Temporary Housing, Human Services	CDHS	Provides housing needs assistance. Coordinates 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), expedites mail services in affected areas, processes new benefit claims. Provides companion and service animal resource support
7 Resource Support	DHSEM	Provides resource support

8 Public Health and Medical Services	CDPHE	Provides support for disease surveillance, outbreak control, drinking and wastewater, hospital resources, waste management, food, dairy, air quality, hazardous materials, medical supply, and the Strategic National Stockpile. Provides direction, coordination, and technical assistance for all behavioral health activities associated with response and recovery
9 Search and Rescue	DHSEM	Provides Search and Rescue coordination and support
10 Oil & Hazardous Materials response	CSP	Coordinates 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	Determines nutrition assistance needs, obtains and arranges for the delivery of food supplies, authorizes disaster food stamps, coordinates response to animal/zoonotic or plant diseases or infestations, ensures the safety and security of food, ensures (with ESF-8) that animal, veterinary, and wildlife issues are supported. Coordinates protection of resources includes conserving, rehabilitating, recovering and restoring natural resources.
12 Energy	PUC	Collects, evaluates, and reports on damage, impacts, and restoration activities
13 Public Safety and Security	CSP	Coordinates support to State and local authorities including public safety, critical infrastructure protection, security planning and technical assistance, and technology support
14 Private Sector Coordination	DHSEM	Coordinates between the SEOC and the Colorado Business EOC (BEOC) for resources and information sharing.
15 External Affairs	DHSEM	Coordinates external affairs actions

Recovery Support Functions Defined

RSF Title	Lead	Types of Activities (not a comprehensive list)
Community and Economic (DOLA)		
Economic and Community Recovery	DOLA	Includes planning, providing assistance with economic and community planning and recovery, unit of local government governance, managing resource requests, helping identify potential resources, managing recovery grants.
Assistance for Individuals, Households, and Small Businesses	DOLA	Includes planning, 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.

Consumer Protection	DORA	Includes planning, providing assistance, managing resource requests, coordinating resources to protect consumers across various regulated and market sectors.
Housing (DOLA)		
Housing	DOLA	Includes planning, updating the state housing plan, providing assistance, managing resource requests, helping coordinate resource delivery, providing housing options, and managing grants.
Natural and Cultural Resources (DNR)		
Environmental Recovery	DNR	Includes planning, providing assistance, managing resource requests, helping coordinate resource delivery, managing recovery grants associated with restoration and rehabilitation activities.
Historic and Cultural Resources	CDA	Includes planning, providing assistance, managing resource requests, helping coordinate resource delivery, and managing grants associated with protecting damaged or imminently threatened cultural and historic resources.
Infrastructure (CDPS)		
Infrastructure Systems	CDPS	Includes planning, providing assistance, managing resource requests, and managing grants for the various infrastructure sectors.
Damage Assessment	CDPS	Includes planning, updating state Damage Assessment process, coordinating, conducting, and compiling damage assessment/loss verification information for requesting federal disaster programs.
Hazard Mitigation	CDPS	Includes planning, 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.
Health and Human Services (CDPHE)		
Behavioral Health Services	CDPHE	Includes planning, providing assistance, managing resource requests, and helping coordinate behavioral health resources for delivery 'during an event' and post-disaster.
Debris Management	CDPHE	Includes planning, developing a state debris management plan, coordinating resource requests, providing assistance, coordinating state debris management operations.
Public Health	CDPHE	Includes planning, providing assistance, managing resource requests, helping coordinate resource delivery, providing public health options, managing grants.
Donations Management	CDPS	Includes planning, updating the state Donations Management plan, providing assistance on Donations Management operations, managing resource requests, helping coordinate resource delivery.
Volunteer Coordination	CDPS	Includes planning, updating the state plan, providing assistance, managing resource requests, helping coordinate resource delivery.

B. Assignment of Responsibilities

1. State Government

a) Governor

- (1) Under CRS 24-33.5-704(1), the Governor “is responsible for meeting the danger to the state and people presented by disasters.”
- (2) 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) Has the authority under CRS 24-33.5-704(4-5) to declare a disaster emergency and to activate state, local, and interjurisdictional disaster emergency plans.
- (4) May request that the President of the United States declare a major disaster or emergency if the Governor finds that effective response and/or recovery to an event is beyond the combined response capabilities of the State and affected local governments.
- (5) 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.

b) State Agencies

- (1) All State departments are mandated under the authority of 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 SEOC and DHSEM, and other political subdivisions in providing emergency assistance.
- (2) Each State department may develop and maintain its own internal emergency operations plan, specific procedures, and checklists necessary to accomplish assigned tasks. Department plans may delegate authority and assign responsibility to divisions, bureaus, offices, or other components within their Agency.
- (3) State departments retain administrative control of their personnel and equipment when tasked to support other State departments or local jurisdictions.
- (4) State departments will maintain detailed logs of personnel and other costs for possible reimbursement.
- (5) 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, they will keep the SEOC informed of this coordination.
- (6) State departments will notify the SEOC of any information regarding possible or pending emergencies or disasters.
- (7) State agencies with Response and/or Recovery responsibilities identified in this SEOP shall:
 - (a) Coordinate department/agency 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 recovery efforts.

- (b) Appoint agency representatives to support ESF/RSF operations in the SEOC or as requested by the SEOC.
 - (c) Develop and maintain standard operating procedures for accomplishing ESF/RSF responsibilities as designated in this SEOP.
 - (d) Maintain a current Continuity of Operations (COOP) Plans to ensure that the agency is able to provide support to the SEOC under all circumstances.
 - (e) Develop cooperative agreements and relationships with private organizations and associations that possess resources or capabilities that may be called upon during Response and/or Recovery operations.
 - (f) Establish and maintain liaison with federal counterparts to ensure their procedures and available resources are current
 - (g) Coordinate the release of departmental emergency public information through the SEOC or the Joint Information System, if one is activated.
 - (h) Participate in SEOC trainings and exercises.
2. OEM Director
- a) Oversees State coordination and support during emergencies and disasters.
 - b) Normally serves as the State Coordinating Officer during Federally declared disasters and 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.
3. SEOC Manager
- a) The SEOC Manager, with the support of Command Staff, sets SEOC objectives and tasks, integrates stakeholders, works with senior officials to facilitate the development of policy direction for incident support, and ensures the dissemination of timely, accurate, and accessible information to the public.
4. Recovery Task Force
- a) Led by the State Recovery Officer, the Recovery Task Force (RTF) brings 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.
 - b) Non-state agencies are invited to participate as needed.
 - c) RTF guides and coordinates state-level recovery actions, which may include:
 - (1) Establishing communications between recovery officials from affected jurisdictions and the Task Force to ensure members remain informed
 - (2) Determining unmet needs and identifying community impacts for potential State assistance
 - (3) Establishing recovery priorities, milestones, and performance measures
 - (4) Collaboratively developing a state-level strategy for technical and financial assistance to support local recovery goals and priorities
 - (5) Identifying potential actions and resources, directing resources, and reporting on actions taken
 - (6) Preparing communications and messaging for leadership and stakeholders

- (7) Coordinating federal and other funding streams for recovery efforts and facilitating solutions to identified gaps and overlaps in assistance

5. Operations Section

- a) Led by the Operations Section Chief, the Operations Section helps ensure that on-scene incident personnel have the resources and operational support necessary to achieve incident objectives and address leadership priorities. The staff in this section are organized functionally by Emergency Support Function (ESF) and are the primary points of contact for response personnel within their respective functions. They coordinate with incident personnel, state agencies, and the private sector to identify and address unmet resource needs.

6. Situation Section

- a) The Situation Section collects, analyzes, and disseminates incident and incident-related information, including integrating geospatial and technical information and developing reports, briefings, and presentation products for a variety of stakeholders, including leadership, SEOC personnel, and other internal and external stakeholders.

7. Recovery Section

- a) Led by the Recovery Section Chief, the Recovery Section helps ensure that recovery personnel have the resources and operational support necessary to achieve recovery objectives and address leadership priorities.
- b) The staff in this section are organized functionally by Recovery Support Function (RSF) and are the primary points of contact for recovery personnel within their respective functions. They coordinate with recovery personnel, state agencies, and the private sector to identify and address unmet resource needs.

8. Planning Section

- a) Led by the Planning Section Chief, the Planning Section facilitates a standard NIMS planning process to achieve the SEOC objectives and provides a range of planning services to address current needs and anticipate and devise the means to deal with future needs.

9. Logistics Section

- a) Led by the Logistics Section Chief, the Logistics Section provides advanced resource support to the incident. It works closely with the Operations Section to source and procure resources by implementing contracts or mutual aid agreements or by requesting other government assistance (e.g., local or Tribal to state, state or Tribal to Federal).

10. Finance Section

- a) Led by the Finance Section Chief, the Finance Section manages the financial, administrative, and cost analysis aspects of the emergency or disaster.
- b) The Finance Section tracks all expenditures associated with the emergency or disaster, including monitoring funds from multiple sources.
- c) Reporting on costs as they accrue enables SEOC leadership to estimate needs accurately and request additional funds if needed.

11. Public Information Officer

- a) The Public Information Officer (PIO) interfaces with the public, media, and/or with other agencies with incident-related information needs.

- b) The PIO gathers, verifies, coordinates, and disseminates accessible, meaningful, and timely information on the incident for both internal and external audiences.
 - c) The PIO also monitors the media and other sources of public information to collect relevant information and transmits this information to the appropriate components of the incident management organization. In incidents that involve PIOs from different agencies, the OEM Director or Unified Command designates one as the lead PIO.
 - d) All PIOs should work in a unified manner, speaking with one voice, and ensure that all messaging is consistent. The OEM Director or Unified Command approves the release of incident-related information. In large-scale incidents, the PIO participates in or leads the Joint Information Center (JIC).
12. Regional Field Managers
- a) The Regional Field Managers (RFM) provides technical assistance and subject matter expertise to local jurisdictions during disasters and emergencies.
 - b) The RFM serves as the link between the SEOC and the local EOC and/or ICP provides assistance in resource management to include ordering, situational awareness reports and analysis, and liaison functions.
13. SEOC Center Support Section
- a) The SEOC Center Support section supports the needs of the facility and staff in the SEOC and any associated facilities such as a Joint Information Center (JIC). The Center Support Section is responsible for ensuring supplies, equipment, administrative processes, security, maintenance, and other logistics are in place so that SEOC staff have the resources and capabilities required to perform their roles.

IV. Information Collection, Analysis, and Dissemination

- A. The SEOC coordinates the collection, analysis, and dissemination of state agency and department information during an incident. This process is coordinated with local, county, Tribal, state, federal, NGOs, and the private sector based on the scope of the incident. Information coordination during an incident is managed by the Situation Unit in the Operations Section of the SEOC.
- B. The SEOC utilizes WebEOC, a web based situational awareness incident management system, GIS, and other technical tools to coordinate the information flow during incidents and to ensure a common operating picture among involved entities.
- C. Terrorist incidents involving pre-incident intelligence may also include the Colorado Information Analysis Center (CIAC) and other federal, state, and local homeland security and law enforcement agencies.
- D. SEOC public information activities will be coordinated by ESF 15 - External Affairs to ensure the coordinated, timely, and accurate release of a wide range of information to the news media and the public about emergencies/disasters and related activities. These activities will utilize the Joint Information System (JIS) for coordination and may be carried out from the SEOC or the JIC, if established.

V. Administration, Finance, and Logistics

A. Administration

1. During an emergency or disaster, State and local government shall determine if any normal administrative procedures shall be suspended, relaxed, or made optional in order to remove impediments to emergency response and recovery operations. Such actions should be carefully considered and the consequences realistically projected. 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 conditions that 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 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.
4. 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 and/or grants.
5. State and local government entities are responsible for documenting all emergency or disaster related expenditures using generally accepted accounting and procurement principles, including the retention of logs, records, receipts, invoices, purchase orders, rental agreements, etc. These documents are necessary to support claims, purchases, reimbursements, and disbursements. Detailed record keeping is required to facilitate closeouts and a component of post recovery audits.

C. Logistics

1. State agencies are responsible for providing their own logistics support during response and recovery operations. Should the emergency or disaster exceed agency capacity, the agency should request additional resources through the SEOC.
2. State and local government shall implement established resource controls. This includes maintaining awareness of the 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 equipment (public and private) and personnel with special technical skills who may be called upon during an emergency or disaster.
4. Resource Mobilization shall be in accordance with the Resource Mobilization Annex to this Plan.

VI. Plan Evaluation, Maintenance, and Revision

- A. The Director of the Office of Emergency Management, Division of Homeland Security and Emergency Management, shall ensure that on a biennial basis the Planning Section evaluates, maintains, revises, and submits for signature an updated version of this Plan.
- B. Changes to this plan, including the Base Plan, may be made at any time. Following initial signature by the Governor, the Director of the Division of Homeland Security and Emergency Management shall have the authority to approve all changes and revisions.
- C. The next scheduled review and revision shall be in 2020.
- D. This Plan will be updated in accordance with current Federal and State guidance documents, best practices, lessons learned, and applicable standards, such as the Emergency Management Accreditation Program (EMAP).
- E. The Planning Section of the Office of Emergency Management will maintain the master copy of this Plan and will publish approved updates. Comments, corrections and proposed changes should be sent to:

Planning Section Chief
Division of Homeland Security and Emergency Management
9195 E. Mineral Avenue, Suite 200
Centennial, CO 80112
(720) 852-6600

VII. Authorities and References

- A. Authorities
 1. State of Colorado
 - a) Article IV, Constitution of the State of Colorado, entitled “Executive Department”
 - b) Title 24, Article 33.5, Part 701 et. seq., Colorado Revised Statutes, as amended. entitled the “Colorado Disaster Emergency Act”
 - c) Title 25, Article 32, Part 101 et. seq., Colorado Revised Statutes. entitled the “Radiation Control Act”
 - d) Executive Order D 011 04, National Incident Management System, December 6, 2004
 - e) Title 24, Article 60, Part 29 et. seq., Colorado Revised Statutes, as amended. entitled the “Emergency Management Assistance Compact”
 2. Federal
 - a) Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 USC. §§ 5121 - 5208)
 - b) The Civil Rights Act of 1964
 - c) The Americans with Disabilities Act of 1990
 - d) The Post-Katrina Emergency Management Reform Act of 2006
 - e) Pets Evacuation and Transportation Standards Act of 2006
- B. References
 1. The National Incident Management System (NIMS), October 2017
 2. The National Response Framework (NRF), 3rd ed., June 2016
 3. The National Disaster Recovery Framework (NDRF)

State Emergency Operations Plan (SEOP)

Annexes

Emergency Support Functions (ESF) Annexes

ESF-1 - Transportation Annex

ESF Coordinator:

Colorado Department of Transportation (CDOT)

Primary Agency:

Department of Transportation

Supporting Agencies:

Department of Public Safety

Department of Education

INTRODUCTION

Purpose

The primary function of CDOT during an emergency is to simultaneously partner with local governments and other State agencies in mitigating life - threatening situations, incident stabilization and property preservation to open routes essential for delivery of goods, people, animals, and services in support of emergency response operations.

Scope

As the immediate emergency passes, CDOT performs those functions necessary to restore the State's transportation systems in accordance with established priorities. Where an incident's scale exceeds State and local capacities for response and recovery, CDOT coordinates with federal partners such as (but not limited to) Federal Highway Administration (FHWA), Central Federal Lands (CFL), Federal Emergency Management Agency (FEMA) as appropriate.

Whole Community

This section describes how ESF-1 relates to other elements of the whole community. "Whole Community" preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.

A critical component of "Whole Community" is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term "Access and Functional Needs" may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Local and Tribal Governments

Work to enhance and improve the Transportation Commission and CDOT's relationship with local governments. Local governments are one of CDOT's most active and vocal constituencies because the transportation planning process is a locally driven, grass - roots effort. Impacts of transportation issues and projects are often greatest at the local level.

CDOT encourages and provides opportunities for Tribal governments to participate in the statewide transportation planning process, development of the statewide transportation improvement program and the statewide long - range transportation plan. CDOT has formalized agreements with the Southern Ute and Ute Mountain Ute Indian Tribes, which pertain to issues such as: construction, operation, improvement and maintenance of state and federal highways crossing Tribal land, inclusion of State Highways into the Indian Reservation roads inventory, and to formalize partnerships on specific projects.

Private Sector / Non-Governmental Organizations (NGOs)

CDOT public – private sector partnerships primarily occur during large transportation construction or expansion projects. During emergency / disaster situations, private sector / non – governmental organizational use of the State highway system is dependent upon road conditions.

State Government

All – hazard incidents (such as agricultural, hazardous material, public health) create interdependency among State agencies for mutual assistance in such areas as public information and warning, access control, and physical protective measures.

Specific information on State Government actions is provided in the following section.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-1 supports the core capabilities of Critical Transportation, Threats and Hazard Identification, Operational Communications, Situational Assessment, and Natural and Cultural Resources. The following table lists specific ESF-1 / agency actions that support these capabilities. Though not listed in the table, all ESFs, including ESF-1, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. ESF-1, through the SEOC, supports:

Core Capability	ESF-1 - Transportation
Critical Transportation	<ul style="list-style-type: none">● Collect relevant information on operational (current and projected) status of statewide transportation network to support Departmental decision – making process.● Assist first responder community in rapidly accessing incident site(s) in support of life safety operations, property protection, and preservation of environment.● Restore essential traffic to Federal – aid highways.● Provide assistance for pre – planned events.
Threats and Hazard Identification	<ul style="list-style-type: none">● Identify those threats and hazards that could directly impact statewide transportation network in a negative manner.● Identify potential consequences of those threats and hazards which could pose a future hazard.
Operational Communications	<ul style="list-style-type: none">● Operate an internal communications network that connects to local jurisdictions and State agencies operating nearby.
Situational Assessment	<ul style="list-style-type: none">● Provides in – field reporting of current conditions which contributes to reprioritization of internal resources to assist with incident impacts.● Provide on scene critical information.
Natural and Cultural Resources	<ul style="list-style-type: none">● Identify possible mitigation strategies for potential environmental impacts.● Consult with State Historic Preservation Officer (SHPO) to determine if sites that have not been recorded in the National Register of Historic Places are eligible for inclusion on that list.● Determine paleontological sensitivity of area.● Implement FHWA guidelines regarding noise abatement.● Evaluate all possible adverse impacts and take all necessary measures to avoid harming proposed/candidate listed threatened / endangered species.

Agency Actions

Primary Agency	Actions
<p>Colorado Department of Transportation</p>	<ul style="list-style-type: none"> ● Maintain State highway system, to include debris / hazard clearance and restoration following an emergency. ● Facilitate, in coordination with Colorado State Patrol and affected local governments, traffic movement during a large - scale evacuation and reentry. ● Provide an Initial Damage Assessment report to Federal Highway Administration (FHWA) and State Emergency Operations Center (SEOC) of damages to State highways, roads, tunnels, bridges, and other departmental property. ● Provide a transportation resource and other available resources as needed in support of SEOC operations. ● Assist with implementation of Traffic Incident Management philosophy on key crash reduction corridors in effort to improve first responder safety, reduce crashes, and improve traffic operations. ● Operate and maintain a CDOT Department Operations Center during emergency situations. ● Perform traffic rerouting / management assistance. ● Communicate with public via www.cotrip.org, 511, mobile applications, GovDelivery, variable - message sign (VMS), media, and other mechanisms. ● Provide availability status on equipment, personnel, and product. ● Prioritize support to impacted Maintenance Sections / Regions and highway corridors. ● Activate an Incident Command Post to advance response and recovery operations for transportation incident types 1 – 3. ● Prioritize critical resources for allocation statewide.
Support Agency	Actions
<p>Department of Public Safety</p>	<ul style="list-style-type: none"> ● Shares responsibility with CDOT for ensuring public safety on State transportation network. ● Assist with implementation of Traffic Incident Management philosophy on key crash reduction corridors in an effort to improve first responder safety, reduce crashes, and improve traffic operations. ● To provide support to communities in reducing threats to lives, property, and the environment from fire. ● Develop a revised special event permitting processes in partnership with DOT and special event organizers. ● Operates State’s network of Ports of Entry. ● Maintains and operates State Emergency Operations Center.

ESF-2A - Communications - Cybersecurity Annex

ESF Coordinator:

State of Colorado Office of Information Technology (OIT), Office of Information Security (OIS)

Primary Agency:

State of Colorado Office of Information Management (OIT), Office of Information Security (OIS)

Supporting Agencies:

Division of Homeland Security and Emergency Management (DHSEM)
DHSEM/ Colorado Information Analysis Center (CIAC)
Department of Military and Veterans Affairs (DMVA)

INTRODUCTION

Purpose

This Emergency Support Function (ESF) Annex discusses policies, organization, actions, and responsibilities for a coordinated, multidisciplinary, broad-based approach to prepare for, respond to, and recover from cyber-related incidents. This ESF is intended to develop broad concepts which are focused on Colorado's interface with three principal Federal Agencies. They are:

- Department of Homeland Security (DHS) -
 - Office of Cybersecurity and Communications
 - National Communications System
 - National Cybersecurity Division
 - Office of Emergency Communications
 - NCS' National Coordinating Center (NCC) for communications,
 - NCSD's United States Computer Emergency Readiness Team (US CERT)
- US Department of Defense (DoD)
 - US DoD Cyber Crime Center (DC3)
 - US Strategic Command, and Cyber Command
- US Department of Justice (DOJ)
 - Federal Bureau of Investigation (FBI).

Scope

This Annex applies to all threats or acts of cybercrime, terrorism, and/or disruptions within the State that require a coordinated response. These may be either statewide or national cyber incidents impacting critical processes or economic activity. The coordination with the Federal Government is dynamic and shaped by the nature of the event. For example, in 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 principles of the National Incident Management System and Incident Command System will guide organizational structure and emergency response.

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 State Emergency Operations Plan (SEOP). This Annex:

- 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.
- 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 State Emergency Operations Plan (SEOP).
- Will be activated as well as the OIT Cyber Security Incident Response Plan 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.
- Describes the specialized application of the National Response Framework (NRF) to cyber-related incidents. These cyber incidents may result in activation of this ESF and other Emergency Support Function (ESF) Annexes. When processes in multiple Annexes are

activated, DHSEM continues its responsibilities under this Appendix and also fulfills its responsibilities as described in other parts of the SEOP.

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF-2A relates to other elements of the whole community. “Whole Community” preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.

A critical component of “Whole Community” is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term “Access and Functional Needs” may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Local and Tribal Governments

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:

- Providing indications and warning of potential threats, incidents, and attack,
- information-sharing both inside and outside the government, including best practices, investigative information, coordination of incident response, and incident mitigation
- Analyzing cyber vulnerabilities, exploits, and attack methodologies
- Providing technical assistance
- Conducting investigations, forensic analysis, and prosecution
- Attributing the source of cyber attacks
- Defending against the attack; and
- Supporting recovery efforts.

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.

Private Sector / Non-Governmental Organizations (NGOs)

No single private or government agency at the local, Tribal, State or Federal level possesses the authority or expertise to act unilaterally. 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 or terrorist act. Large scale cyber incidents may exceed government and private sector resources by disrupting the Internet or taxing critical infrastructure information systems.

State Government

Not all national level cyber incidents will have statewide significance. Likewise a statewide incident may not have national significance. Statewide cyber incidents are 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. 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.

The Federal Government supports the State Government's efforts to provide ongoing 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.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-2A supports the core capability of Cybersecurity. The following table lists specific ESF-2A /agency actions that support this capability. Though not listed in the table, all ESFs, including ESF-2A, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning.

Core Capability	ESF-2A – Communications - Cybersecurity
Cybersecurity	<ul style="list-style-type: none"> • Policies, organization, actions, and responsibilities for a coordinated, multidisciplinary, broad-based approach to prepare for, respond to, and recover from cyber-related incidents.

Agency Actions

Primary Agency	Actions
Office of Information Technology, Office of Information Security (OIS)	<ul style="list-style-type: none"> • 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. • OIS is directly aligned with the goals and objectives of the National Strategy to Secure Cyberspace https://www.us-cert.gov/sites/default/files/publications/cyberspace_strategy.pdf 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. • The Chief Information Security Officer is responsible for enterprise-wide Colorado Information Security Program which includes governance, risk, compliance, risk management, and security architecture. • The OIS Risk and Compliance team is responsible for security risk management across State departments. • The Security Governance team manages State Cyber Information Security Policies, Security Standards, onsets with agencies on technical matters, as well as provides for forensic analysis and cyber threat hunting via the Joint Cyber Task Force (JCTF) and provides consultation on enterprise projects to meet security requirements. • The OIS Risk and Compliance team has oversight of applicable regulatory compliance to include compliance with federal and State laws, regulations, and Colorado Information Security Policy. • The OIS Security Architecture team is responsible for the creation of secure coding best practices as well as reviewing and providing input on all system architectural matters to protect Colorado's information systems and mission critical applications. • 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.
Support Agency	Actions
Division of Homeland Security and Emergency Management (DHSEM)	<ul style="list-style-type: none"> ● Conduit with the Federal Emergency Management Agency (FEMA). ● Maintain the State Emergency Operations Center (SEOC). ● Respond to the consequences of such an incident through the guidelines of the State Emergency Operations Plan. ● Facilitating the coordination of recovery efforts. ● Facilitating communications with other emergency entities involved in cyber incidents on a statewide basis. ● Coordination of training and education programs.
DHSEM / Colorado Information Analysis Center (CIAC)	<ul style="list-style-type: none"> ● Conduct threat information-sharing both inside and outside the government, including best practices, investigative information, coordination of incident response, and incident mitigation. ● Assist in attributing the source of cyber-attacks through DHSEM resources and the network of fusion centers. ● Forensic analysis and support provided by OIT, CIAC, JCTF and CBI staff. ● Provide a top down conduit for information from DOJ and DHS to Colorado State Government. ● Provide a bottom up conduit to DOJ and DHS for information from the CIAC.
OIT and DHSEM / CIAC	<ul style="list-style-type: none"> ● Conduit with the United States Computer Emergency Response Team (US - CERT) and the Multi-State Information Sharing and Analysis Center (MS - ISAC). ● Analyzing cyber vulnerabilities, exploits, and attack methodologies. ● Providing technical assistance. ● Defending against an attack. ● Alerting on indications of compromise and warning of potential threats, incidents, and attacks. ● The JCTF is comprised of members from OIT (Technical), CBI (Law Enforcement), and the CIAC (Information Sharing) to accomplish cyber incident investigation and when applicable, prosecution.
Department of Military and Veterans Affairs (DMVA)	<ul style="list-style-type: none"> ● Within the law, through DoD policy and practice, DMVA may provide information assurance best practices, vulnerability assessment exercises, penetration testing and intrusion detection and incident response and logistical support. The DMVA's Computer Network Defense Team has the capabilities to provide: <ul style="list-style-type: none"> ○ Cyber Analysis capabilities include forensic examination of networks and systems. ○ Threat assessment and unclassified adversary tactics, techniques, and procedures. ○ Situation Awareness / Information Sharing. ○ Incident Mitigation. ○ Incident Recovery. ○ Training and Education.

ESF-2B - Communications - Public Safety Annex

ESF Coordinator:

Office of Information Technology

Primary Agency:

Office of Information Technology

Supporting Agencies:

Department of Military and Veterans Affairs
Department of Public Safety
Division of Homeland Security and Emergency Management (DHSEM)
Amateur Radio Emergency Services (ARES)
Auxiliary Communications Unit (AUXCOM)
Federal Emergency Management Agency (FEMA)

INTRODUCTION

Purpose

Emergency Support Function (ESF) 2 - Communications supports the restoration of communications infrastructure, coordinates communications support to response efforts, facilitates the delivery of information to emergency management decision makers, and assists in the stabilization and reestablishment of systems and applications during incidents.

Scope

ESF-2 acts to meet telecommunications and essential elements of information needs of local, state, and Tribal areas and Federal Government agencies: nongovernmental organizations; industry essential service providers; other private sector partners; and individuals, families, and households, including individuals with access and functional needs. ESF-2 responsibilities:

- Provide disaster emergency communications, which consists of the technical means and modes required to provide and maintain operable and interoperable voice and data communications in an incident area.
- Support temporary reestablishment of the basic public safety communications infrastructure and assists in the initial restoration of the commercial telecommunications infrastructure.
- Coordinate provisioning of priority and other telecommunications services at incident support facilities, provides capabilities and services to aid response and short-term recovery operations, and ensures a smooth transition to long-term recovery efforts.
- Lead communications planning, training, exercising, and coordination of the enterprise capabilities of the Federal Government to support a whole government approach to disaster response.
- Facilitate delivery of mission critical information to maintain situational awareness for emergency management decision makers and support elements.
- Develops and maintains a cyber and communications common operating picture with federal, state, and industry partners.
- Develop cyber and communications restoration priorities during disasters.
- Coordinate and de-conflict incident radio frequencies in disaster event areas of operation.

The ESF-2B structure may be used in non-Stafford Act and non-disaster situations where the National Response Framework applies.

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF-2 relates to other elements of the whole community. "Whole Community" preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.

A critical component of "Whole Community" is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term "Access and Functional Needs" may include people with disabilities, it also includes people with limited English language

proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Local and Tribal Governments

The Lead ESF 2B representative will gain situational awareness through an established reporting structure occurring from local and Tribal incident command posts/centers. Information and support requests should flow from the incident level, through operations and coordination centers, to decision makers. At the same time, decision makers and operations and coordination centers provide accurate, actionable, and relevant information to support incident operations.

Based on information provided through the local and Tribal incident command posts/centers, the Lead ESF 2B representative will initiate actions to save and sustain lives, reduce human suffering, and provide additional resources and assistance to response efforts. ESF-2 accomplishes this by providing assistance to stabilize and reestablish critical communications infrastructure quickly and efficiently, coordinating requests for additional support, identifying and integrating resources and capabilities, and coordinating information flow.

Private Sector / Non-Governmental Organizations (NGOs)

The Lead ESF-2 representative will coordinate with Private Sector / NGOs to provide critical information for incident action planning and decision making during an incident. Private sector mutual aid and assistance networks also facilitate the sharing of resources to support response.

State Government

The Lead ESF-2B will coordinate all communications needs with all state agencies involved within, or as a part of, all emergency or non-emergency incidents. Specific information on State Government actions are described in the following section.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-2B supports the core capability of Operational Communications. The following table lists specific ESF-2B /agency actions that support this capability. Though not listed in the table, all ESFs, including ESF-2B, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. ESF-2B, through the SEOC, supports the following:

Core Capability	ESF-2B – Communications – Public Safety
<p>Operational Communications</p>	<ul style="list-style-type: none"> ● Coordinates with local, Tribal, state and federal partners to ensure the capacity to communicate with both the emergency response community and the affected populations. ● Coordinates the establishment of interoperable voice and data communications between local, Tribal, state, and federal first responders. ● Re-establish sufficient communications infrastructure within the affected areas to support ongoing life-sustaining activities; provide basic human needs, including the needs of individuals with access and functional needs; and transition to recovery.

Agency Actions

Primary Agency	Actions
<p>Office of Information Technology</p>	<ul style="list-style-type: none"> ● Coordinate planning and provision of communications for the state government under all circumstances, including crisis or emergency, attack, stabilization, and reestablishment. ● Coordinate restoration of communications infrastructure and supports State departments and agencies in procuring and coordinating communications services. ● Coordinate with federal support agencies to train and deploy personnel to support ESF-2B operations. ● Achieve, maintain, and enhance interoperable emergency communications capabilities; and to support and promote the ability of emergency response providers and relevant government officials to communicate in the event of natural disasters, acts of terrorism, and other man-made disasters.
Support Agency	Actions
<p>Department of Military and Veterans Affairs</p>	<p>Provides communications resources, including:</p> <ul style="list-style-type: none"> ● Radio communications systems to support firefighters, law enforcement officers, and incident response operations ● Radio support systems for damage assessment teams and other applications. ● One or more communications officers to accompany radio systems for user and operator training/indoctrination ● Provide emergency transportation for state radio engineering and technical staff to affected communications tower sites, if required, requested, and approved.
<p>Colorado Division of Homeland Security and Emergency Management, Colorado Department of Public Safety, Colorado Department of Transportation, FEMA</p>	<ul style="list-style-type: none"> ● Supports ESF-2B through the State EOC. ● May support field staff and/or first responders with DTRS and/or VHF cache radios, as requested. ● May provide support for field personnel to permit access to affected infrastructure sites behind roadblocks. ● May provide heavy equipment support for field personnel to reach an affected tower site. ● May provide critical infrastructure needs through MERS where possible and practical.

ESF-3 - Public Works Annex

ESF Coordinator:

Colorado Department of Transportation (CDOT)

Primary Agency:

Colorado Department of Transportation

Supporting Agencies:

Colorado Department of Public Health and Environment

Colorado Department of Public Safety

INTRODUCTION

Purpose

Primarily deals with recovery issues associated with ESF-1 1 (Transportation). To provide for: debris clearance; safety inspections of highways, bridges, tunnels, rights of way. To conduct short – term repairs, as necessary, and perform engineering and construction operations designed to support the full restoration of the State highway network.

Scope

Regardless of the initiating natural, technological, or human – caused incident, CDOT will focus on those federal – aid highways that have been adversely impacted by that incident. For local roadways, transit and rail systems as well as airport incidents, CDOT will provide technical assistance.

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF-3 relates to other elements of the whole community. “Whole Community” preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.

A critical component of “Whole Community” is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term “Access and Functional Needs” may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Local and Tribal Governments

Work to enhance and improve the Transportation Commission and CDOT’s relationship with local governments. Local governments are one of CDOT’s most active and vocal constituencies because the transportation planning process is a locally driven, grass-roots effort. The impacts of transportation issues and projects are often felt the greatest at the local level.

CDOT encourages and provides opportunities for Tribal governments to participate in the statewide transportation planning process, the development of the statewide transportation improvement program and the statewide long-range transportation plan. CDOT has several formalized agreements with the Southern Ute Indian Tribe which pertain to issues such as: construction, operation, improvement and maintenance of State and Federal highways crossing Tribal land, inclusion of State highways into the Tribal reservation roads inventory, and to formalize partnerships on specific projects.

Private Sector / Non-Governmental Organizations (NGOs)

CDOT public – private sector partnerships primarily occur during large transportation construction or expansion projects.

State Government

In the process of repairing and restoring the impacted portions of the State highway system, CDOT relies on other State regulatory agencies for their support and actions in facilitating quick processing of their requirements. Specific information on State Government actions are described in the following section.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-3 supports the core capability Infrastructure Systems, Long-Term Vulnerability Reduction, and Threats and Hazards Identification. The following table lists specific ESF-3 / agency actions that support this capability. Though not listed in the table, all ESFs, including ESF-3, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. Other significant core capabilities are also listed below. ESF-3, through the SEOC, supports the following:

Core Capability	ESF-3 – Public Works and Engineering
Infrastructure Systems	<ul style="list-style-type: none"> ● Stabilize the State highway system. ● Restore and revitalize the State highway system.
Long-Term Vulnerability Reduction	<ul style="list-style-type: none"> ● Incorporate measures that reduce the vulnerability of the State highway system from future threats and hazards. ● Measures also provide vulnerability reduction to the environment, wildlife, natural, and culturally significant sites. ● Build and sustain resilient systems, communities, and critical infrastructure and key resources lifelines so as to reduce their vulnerability to natural, technological, and human-caused incidents by lessening the likelihood, severity, and duration of the adverse consequences related to these incidents.
Threats and Hazards Identification	<ul style="list-style-type: none"> ● Identify those threats and hazards that could still directly impact the statewide transportation network in a negative manner. ● Identify the potential consequences of those threats and hazards which could pose a future hazard.

Agency Actions

Primary Agency	Actions
Department of Transportation	<ul style="list-style-type: none"> ● Coordinate transportation-related missions in support of recovery efforts. ● Prioritize and / or allocate transportation resources and recovery efforts. ● Conduct damage assessment to State transportation facilities. ● Determine the usable portions of the State transportation system and coordinate emergency highway traffic regulations with other appropriate agencies. ● Implement applicable portions of the CDOT Debris Management Plan. ● Reconstruct, repair and maintain the State transportation system. ● Coordinate with Colorado State Patrol for traffic control. ● Coordinate aviation and rail recovery with respective lead federal agency (FAA and USDOT).

	<ul style="list-style-type: none"> ● Inspect infrastructure and prioritize repairs on the State transportation network. ● Provide highway rerouting information to redirect traffic or keep traffic moving. ● Provide assets such as barricades, road signs, variable message signs, and pavement markings for implementing detours and other changes in traffic patterns. ● Institute traffic changes such as High Occupancy Vehicle (HOV), High Occupancy Toll (HOT), congestion pricing or reversible lanes. ● Restore State transportation system connectivity.
Support Agency	Actions
Department of Public Health and Environment	<ul style="list-style-type: none"> ● Provides guidance on management and disposal of debris. ● Issue hauling permits for hazardous waste. ● May assist in the conduct the environmental reviews of debris operations.
Department of Public Safety	<ul style="list-style-type: none"> ● Provide traffic control and law enforcement on the State transportation system. ● Provide assistance in processing applications for permits from transportation companies to engage in common or contract carrier operations.

ESF-4 - Firefighting Annex

ESF Coordinator:

Division of Fire Prevention and Control (DFPC)

Primary Agency:

Division of Fire Prevention and Control (DFPC)

Supporting Agencies:

Division of Homeland Security and Emergency Management (DHSEM)

Department of Transportation (CDOT)

Department of Military and Veterans Affairs (DMVA)

Colorado State Patrol (CSP)

Colorado State Fire Chiefs

INTRODUCTION

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.

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.

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF-4 relates to other elements of the whole community. "Whole Community" preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.

A critical component of "Whole Community" is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term "Access and Functional Needs" may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Local and Tribal Governments

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. Agreements are in place between local, county, State, Federal, and Tribal entities defining cooperation, roles, and access to resources. 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.

State Government

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. 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 care, and/or sheltering. Agencies will commonly support large fire suppression operations, including the National Guard, Bureau of Land Management, Interagency, and US 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.

Specific information on State Government actions are described in the following section.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-4 supports the core capability of Fire Management and Suppression. The following table lists specific ESF-4 actions that support this capability. Though not listed in the table, all ESFs, including ESF-4, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. ESF-4, through the SEOC, supports the following:

Core Capability	ESF-4 Firefighting
<p>Fire Management and Suppression</p>	<ul style="list-style-type: none"> ● Coordinate and implement fire suppression operations, to include: <ul style="list-style-type: none"> ○ Assess scene ○ Assign resources ○ Establish incident command system (ICS) ○ Establish safe perimeter ○ Conduct fire suppression ○ Request additional resources, if needed ○ Evacuate persons in danger ○ Rescue trapped survivors ○ Communicate situation status ○ Determine cause of fire(s) ○ Ensure area is left in a safe condition.

Agency Actions

Primary Agency	Actions
<p>Division of Fire Prevention and Control</p>	<ul style="list-style-type: none"> ● Identify, train, and provide DFPC personnel to staff ESF- 4 in the SEOC. ● Task personnel to accomplish support responsibilities. ● Provide assistance to local jurisdictional fire organizations, County Sheriffs, and Federal agencies as requested. ● Notify all ESF-4 supporting agencies upon activation. ● 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. ● Monitor status of all fire service operations and provide updates to SEOC. ● Arrange for direct liaison between fire chiefs and incident to coordinate requests for firefighting assistance in structural or industrial fire protection operations. ● Document and report emergency disaster - related expenditures to qualify for state or federal reimbursement. ● Contribute to the incident after action report.

Support Agency	Actions
Division of Homeland Security and Emergency Management	<ul style="list-style-type: none"> ● Assist with the acquisition of requested resources. ● Assist with the operational coordination of incident consequence management.
Department of Transportation	<ul style="list-style-type: none"> ● Identify, train, and assign CDOT personnel to maintain contact with and prepare to execute missions in support of ESF-4 during periods of activation. ● Maintain inventories of CDOT assets that may be utilized to support fire service operations. ● Provide equipment, fuel, personnel, shop service, and transportation assets to support fire service operations. ● Contribute to the incident after action report.
Department of Military and Veterans Affairs	<ul style="list-style-type: none"> ● Coordinate with OEM and Governor's Office in the requesting, procurement and assigning of National Guard resources during a declared disaster. ● 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.
Colorado State Patrol	<ul style="list-style-type: none"> ● Provide aircraft for wildfire reconnaissance, as needed. ● Provide incident area access control, as requested.
Colorado State Fire Chiefs	<ul style="list-style-type: none"> ● 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. ● Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-4 during periods of activation. ● Assist the DFPC to alert, activate, and deploy fire department assets to requests for assistance. ● Contribute to the incident after - action report.

ESF-5 - Information and Planning Annex

ESF Coordinator:

Division of Homeland Security and Emergency Management (DHSEM)

Primary Agency:

Division of Homeland Security and Emergency Management (DHSEM)

Supporting Agencies:

All State Departments and Agencies
Non-Governmental Organizations (NGOs)
Private Sector

INTRODUCTION

Purpose

DHSEM 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.

Scope

ESF-5 facilitates information flow, pre-positions assets, supports and facilitates multi-agency planning and operations coordination

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF-5 relates to other elements of the whole community. "Whole Community" preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.

A critical component of "Whole Community" is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term "Access and Functional Needs" may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Local and Tribal Governments

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 local jurisdictions and the Federal government. 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. 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.

State Government

Specific information on State Government actions are described in the following section.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-5 supports the core capability of Planning, Situational Assessment, and Public Information and Warning. The following table lists specific ESF-5/agency actions that support this capability. ESF-5, through the SEOC, supports the following:

Core Capabilities	ESF-5 - Information and Planning
<p>Planning, Public Information and Warning</p>	<ul style="list-style-type: none"> ● Support multi - agency coordination for all potential or actual emergencies, regardless of hazard, degree of complexity, or duration, and therefore, is activated at some level for all potential and actual incidents. 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. ● Serve as central point for receiving information and producing Situation Reports, and is responsible for the development of an Incident Action/Support Plan in which all activated agencies participate. ● May coordinate for issuance of a Governor’s disaster emergency declaration and request for Federal assistance to President under the Stafford Act. ● Coordinate State presence, regardless of discipline, in impacted jurisdiction in anticipation of immediate and longer-term State assistance. This presence is primarily established first by DHSEM Regional Field Manager(s) and may be followed by a larger contingent of State representatives, a Disaster Assistance/Recovery Center, or Joint Field Office. ● Implement Mutual Aid Agreements and/or Emergency Management Assistance Compact (EMAC), whether requesting assistance from others or responding to requests from others. ● Provide incident action planning, information, administrative, logistics, and financial support functions. ● Collect, evaluate, disseminate, and use incident situational awareness information and status of resources. ● During initial operational period, collection of disaster emergency information will primarily be through local EOC. ● As the incident evolves, information requirements will be modified to accommodate new information needs. ● Assign 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. ● Assign Logistics Section Chief for managing control/accountability for supplies and equipment, resource ordering; delivery of equipment, supplies, and services, resource tracking, facility location/operations, transportation coordination, and information technology systems services and other administrative services ● Specific information requirements will be addressed in individual Incident Annexes. ● See table in “Critical Information Requirements Administrative Annex” in this document.

Agency Actions

Primary Agency	Actions
<p>Division of Homeland Security and Emergency Management (DHSEM)</p>	<ul style="list-style-type: none"> ● Support overall activities of Colorado State Government for all-hazard emergencies and disasters. ● DHSEM Director acts with the authority of the Governor, and the ultimate command function rests with the Governor. ● Coordinate 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 DHSEM Regional Field Manager(s) and may be followed by a larger contingent of State representatives, a Disaster Assistance/Recovery Center, or Joint Field Office. ● Initiate notification procedures that includes alerts, agency / jurisdiction – specific notification and situation reporting. ● Maintain State Emergency Operation Center in a state of readiness at all times and activates the SEOC when necessary. ● DHSEM Duty Officer or Regional Field Manager may act as ESF-5 lead when receiving emergency notifications. ● Activate / deactivate the SEOC to the applicable level (see Base Plan for activation level definitions) to appropriate support impacted jurisdiction(s). ● Activate / de-activate and coordinate State agencies and State resources to respond to any emergency situation in Colorado requiring State assistance. ● Coordinate State emergency planning activities including immediate, short - term and strategic planning. ● 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. ● Display pertinent information for use in SEOC by using computer system displays, map boards, charts, and status boards. ● Ensure all information regarding actions taken, and contacts made are recorded into the permanent event log or in an emergency management software program. ● Assure public is given appropriate information to deal with the emergency through ESF-15, External Affairs.
Support Agency	Actions
<p>All State Agencies as Required</p>	<ul style="list-style-type: none"> ● Identify an Emergency Response Coordinator (ERC) and two alternates and provide DHSEM with contact information 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. ● Provide personnel to work in the appropriate ESF of the SEOC and / or JFO. ● Provide reports on agency response operations to the SEOC, as requested. ● Lead agency ERCs will revise and maintain the appropriate Annexes to this Plan as well as their own internal response and recovery documents.

	<ul style="list-style-type: none">• When appropriate, each agency may establish their own crisis management center type - entity in order to support their ERCs at the SEOC.• During an emergency / disaster, activated agencies are authorized to directly communicate and coordinate with their respective agency counterparts at the local, State, and Federal levels. When requested, execute Multi-Agency Sheltering Annex.
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ESF-6 - Mass Care Annex

ESF Coordinator:

Colorado Department of Human Services

Primary Agency:

American Red Cross

Supporting Agencies:

Division of Homeland Security and Emergency Management (DHSEM)
Department of Local Affairs (DOLA)
The Salvation Army (TSA)
Colorado Voluntary Organizations Active in Disasters (COVOAD)
National Center for Missing and Exploited Children (NCMEC)
Colorado National Guard
Colorado Department of Agriculture (CDA)
Colorado Department of Corrections (DOC)
Colorado Department of Public Health and Environment (CDPHE)
Federal Emergency Management Agency (FEMA)
Colorado Department of Transportation (CDOT)
Other Non-Governmental Organizations (NGOs)

INTRODUCTION

Purpose

ESF-6 - Mass Care, Emergency Assistance, Temporary Housing, and Human Services coordinates and provides life-sustaining resources, essential services, and statutory programs when the needs of disaster survivors exceed local capabilities.

Scope

Mass care, emergency assistance, temporary housing, and human services agencies at the local, state, Tribal, and Federal levels work together to provide life-sustaining assistance to disaster survivors. The four primary functions of ESF-6 are:

- *Mass Care*: Congregate Sheltering, feeding, distribution of emergency supplies, and reunifications of children with their parents/legal guardians and adults with their families.
- *Emergency Assistance*: Coordination of voluntary organizations and unsolicited donations and management of unaffiliated volunteers; essential community relief services; non-congregate and transitional sheltering; support to individuals with access and functional needs in congregate facilities; support to children in disasters; support to mass evacuations; and support for rescue, transportation, care, shelter, and essential needs of household pets and service animals.
- *Temporary Housing*: Temporary housing includes rental, repair, and loan assistance; replacement; factory-built housing; semi-permanent construction; referrals; identification and provision of safe, secure, functional and physically-accessible housing; and access to other sources of temporary housing assistance.
- *Human Services*: Disaster assistance programs that help survivors address unmet disaster-caused needs and/or non-housing losses through loans and grants; also includes supplemental nutrition assistance, crisis counseling, disaster case management, disaster unemployment, disaster legal services, and other state and Federal human services programs and benefits to survivors.

RELATIONSHIP TO WHOLE COMMUNITY

A basic premise of emergency management is that disaster response begins and ends at the community level. This is particularly true for functions of ESF - 6, as many disasters occur with little or no warning, thereby requiring that life-sustaining services be provided quickly to prevent additional suffering and loss of life. ESF - 6 partner agencies and organizations rely on the whole community to meet the needs of disaster survivors.

Key elements of the whole community include individuals with disabilities and others with access and functional needs whose needs must be considered well in advance when preparing for disaster and emergencies, and who are important partners to support the delivery of core capabilities during incident response (e.g., through associations and alliances that serve these populations). People with disabilities and others with access and functional needs include individuals who are from diverse cultures, races, and nations of origin; individuals who do not read, have limited English proficiency, or are non-English speaking; people who have physical, sensory, behavioral, mental health, intellectual, developmental and cognitive disabilities, senior individuals with and without disabilities or other access and functional needs; children with and without disabilities or other access and functional needs and their parents and/or guardians; individuals who are economically or transportation-disadvantaged; women who are pregnant; individuals who have chronic medical conditions; and those with pharmacological dependency.

Community disaster and emergency plans should include provisions for individuals who own household pets have responsibility for service and other animals. Planning factors should include resources and processes for rescue, transportation care, shelter, and essential needs of animals. The whole community also includes local, state, Tribal, and Federal governments; nongovernmental organizations (NGO), including voluntary, faith-based, community-based, and other nonprofit organizations in civic/nonprofit sector; academia, private sector individuals, and communities. Partners from all elements of the whole community work together to address shortfalls and help to ensure that the life-sustaining needs of disaster survivors are met.

Local, State, and Tribal Governments

Local, State, and Tribal governments are responsible for the welfare of those who reside in their jurisdictions. The SEOC is organized using the ESF structure; however, Local and Tribal jurisdictions may not address all components of ESF - 6 or may have adopted a different emergency response structure. The State designates one or more officials to coordinate with Federal ESF-6 during incidents requiring a coordinated Federal response.

At the local level, government agencies, NGOs, and the private sector coordinate ESF-6 activities to meet immediate needs of disaster survivors. When the impact of the incident exceeds local resources, the state may provide additional support. Resources from national level NGOs and the private sector may augment local and state response capabilities. When these resources are insufficient, Federal assistance may be requested through the FEMA regional office. Other federal departments and agencies may also respond under their own authorities to provide assistance to the affected community. Additionally, other Federal ESFs, including ESF-3, ESF-8, and ESF-11 may supplement or support activities under ESF-6.

Specific information on State Government Actions is described in the following sections.

Private Sector / Non-Governmental Organizations (NGOs)

This ESF-6 Annex uses the term NGO to refer to voluntary, faith-based, community-based, and / or other nongovernmental organizations in the civic/nonprofit sector.

NGOs, together with academia and the private sector, are integral elements of the whole community response in coordinating with local, state, and Tribal areas and/or Federal partners to provide ESF-6 resources, programs, and services to affected individuals/households and communities. These partners collaborate to resolve disaster-related unmet needs of affected individuals and communities. NGOs and the private sector also provide operational information to local, state, and Tribal areas. ESF-6 planners to identify actual or potential shortfalls and/or excesses and adjust services to the needs of the community. These partners coordinate together to support management of unsolicited donated goods and services as well as unaffiliated volunteers and organizations. These resources, when incorporated effectively into the whole community response, can help accelerate the recovery of individuals, households, and communities.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-6 supports the core capability of Mass Care Services. The following table lists specific ESF-6 /agency actions that support this capability. Though not listed in the table, all ESFs, including ESF-6, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. ESF-6, through the SEOC, supports the following:

Core Capability	ESF-6
Mass Care Services	<ul style="list-style-type: none"> ● Support local, Tribal, and NGOs in coordination and provision of mass care, emergency assistance, temporary housing, and human services resources, programs, and services. ● Provide life sustaining services to affected population, including hydration, feeding, and sheltering, as well as support for reunifying families. ● Support establishment, management, and operation of congregate and non-congregate care facilities. ● Develop initial temporary housing strategy to transition survivors from congregate to non-congregate care alternatives and provide relocation assistance or interim housing solutions for households unable to return to their pre-disaster residence. ● Anticipate and identify current and future ESF-6 requirements in coordination with local, Tribal, NGO, and private sector partners. ● Acquire, transport, and delivers ESF-6 resources and services to meet the needs of disaster survivors, including children and individuals with access and functional needs. ● Provide general care for separated/unaccompanied minors until they are placed in the care of appropriate authorities. ● Support nontraditional congregate care facilities. ● Provide technical assistance for development of local operations plans for mass care, emergency assistance, temporary housing, and human services. ● Sheltering: Provide life-sustaining services in congregate facilities that provide a safe, sanitary, and secure environment for individuals and households displaced by disasters. Support survivors sheltering in place and in ESF-8 medical shelters. ● Feeding: Provide feeding services at fixed sites and distribution sites and through mobile feeding units. Feeding services may include hot or shelf-stable meals, infant formula, baby food, snacks, beverages, and food packages, as well as diverse dietary and culturally appropriate meals. ESF-6 works in concert with local, and Tribal governments, NGOs, and the private sector to acquire, prepare, cook, and/or distribute food and food supplies. ● Distribution of Emergency Supplies: Acquire and deliver life-sustaining resources, hygiene items, and cleanup items to meet urgent needs of disaster survivors. Additional support includes transportation, warehousing, equipment, technical assistance, and other mission-critical services. ● Reunification Services: Provide facilitated assistance for children separated from their parents/legal guardians, as well as adults from their families, due to disaster. Support reunification efforts at local or Tribal level with technical assistance. ● Emergency Assistance: Coordinate resources and emergency

	<p>assistance in support of local, Tribal area governments, as well as NGOs and the private sector.</p> <ul style="list-style-type: none"> ● Voluntary Agency Coordination: Facilitate coordination of NGOs, places of worship, and private sector to ensure that capabilities, resources, and services are integrated into local and Tribal response. ● Essential Community Relief Services: Coordinate and deliver debris removal from disaster survivor residences; sandbagging; mud-out, chainsaw work; warehouse management; transportation and distribution coordination; child care services; emotional and spiritual care and counseling; financial assistance; financial counseling; disaster-related case work and case management; and other essential services. ● Mass Evacuee Support: Support affected and host jurisdiction mass evacuation activities, including provision of mass care services and tracking the movement of evacuees, their household pets, service animals, and medical equipment. Deploy resources to support affected and host jurisdiction evacuation operations, including mass evacuation tracking system kits and staff to provide technical assistance. In coordination with ESF-8, provide mass care services to medical patient evacuees. ● Support for Access and Functional Needs: Coordinate and provide equipment, supplies, and services required to assist children and adults with access and functional needs to maintain their independence. ● Household Pets and Service Animals: Coordinate and provide rescue, transportation, shelter, reunification, care and essential needs of household pets and service animals during response operations to ensure their safety and well-being. Service animals are not pets and may not be separated from the individual with a disability or other access and functional needs; service animals should be permitted anywhere the public goes.
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Agency Actions

Primary Agency	Actions
Department of Human Services (CDHS)	<ul style="list-style-type: none"> ● Lead Coordinator for ESF - 6 activities from the State Emergency Operations Center.
Support Agency	Actions
Division of Homeland Security and Emergency Management (DHSEM)	<ul style="list-style-type: none"> ● Coordinate Volunteer and Donations Management and Voluntary Agency Liaison.
Red Cross	<ul style="list-style-type: none"> ● State Lead on Sheltering. ● Provide Government Operations Liaison to SEOC. ● Coordinate with State Partners and other NGOs to provide Mass Care services.
Department of Local Affairs (DOLA)	<ul style="list-style-type: none"> ● State Lead on Housing.

<p>Colorado Department of Public Health and Environment (CDPHE)</p>	<ul style="list-style-type: none"> ● State Lead on Disaster Behavioral Health, COCERN network. ● Coordinate with ESF - 6 Partners to ensure Disaster Behavioral Health Needs are met.
<p>Colorado Department of Agriculture</p>	<ul style="list-style-type: none"> ● State Lead on Commercial Livestock in Disasters. ● Licensing entity for all small animal shelters/ boarding facilities.
<p>COVOAD</p>	<ul style="list-style-type: none"> ● Network of Voluntary Organizations Active in Disaster to help with mass care, sheltering and feeding, emergency assistance, volunteer and donations management, housing, and other resources in response and recovery phases.

ESF-7 - Logistics Annex

ESF Coordinator:

Division of Homeland Security and Emergency Management (DHSEM)

Primary Agency:

Division of Homeland Security and Emergency Management (DHSEM)

Supporting Agencies:

Department of Agriculture (DOA)
Department of Education (DOE)
Department of Labor and Employment (DLE)
Department of Military and Veteran Affairs (DMVA)
Department of Natural Resources (DNR)
Department of Personnel and Administration (DPA)
Department of Public Health and Environment (CDPHE)
Department of Transportation (CDOT)
American Red Cross
The Salvation Army
COVOAD
Private Sector
Professional Associations

INTRODUCTION

Purpose

Logistics integrates whole community logistics incident planning and support for timely and efficient delivery of supplies, equipment, services, and facilities. It also facilitates comprehensive logistics planning, technical assistance, training, education, exercise, incident response, recovery, and sustainment that leverage the capability and resources of State logistics partners, public and private stakeholders, and nongovernmental organizations (NGOs) in support of both responders and disaster survivors for an incident that impacts the State of Colorado or the Nation.

Scope

ESF-7 - Logistics provides centralized management of supply chain functions in support of local, state, and Tribal governments for an actual or potential incident. Its scope includes coordination of resource sourcing; acquisition; delivery of supplies, equipment, and services; resource tracking; facility space acquisition; transportation coordination; and management and support of information technology systems services and other administrative services. Its specific activities within the scope include:

- Integrate whole community logistics partners through deliberate and crisis collaboration in the planning, sourcing, acquisition, utilization, and disposition of resources.
- Facilitate communication and collaboration among all supply chain support elements in order to make recovery efforts more efficient in the impacted area and reestablish local and state self-sufficiency as rapidly as possible.
- Manage a collaborative and complex logistics supply chain that provides equipment, supplies, personnel, and services for incidents requiring an integrated whole community response capability.

Resource support activities must be ongoing and coordinated in both the Local Emergency Operations Centers, State Emergency Operations Center (SEOC), and field Incident Command Posts (ICP).

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF-7 relates to other elements of the whole community. "Whole Community" preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.

A critical component of “Whole Community” is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term “Access and Functional Needs” may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Local and Tribal Governments

ESF-7 conducts assessments, training, education, and exercise programs for local governments, and State agencies to improve readiness, increase response capacity, and maximize the management and impact of homeland security resources. ESF-7 organizations develop collaborative tools for use by local, state, and Tribal, area entities to evaluate current disaster logistics readiness, identify areas for targeted improvement, and develop a roadmap to mitigate weaknesses and enhance strengths to foster a collective whole community logistics concept.

Private Sector / Non-Governmental Organizations (NGOs)

ESF-7 - works with retail, wholesale, and other similar private industry associations for information sharing, planning, and exercises that would produce mutually beneficial results in coordinating how, when, where, and by whom critical logistics resources will be provided during all types of incidents. Support that cannot be provided from State resources is secured through direct procurement or donations.

State Government

ESF-7 - Logistics fosters partnerships among logistics stakeholders to maintain a robust and sustainable capability that is flexible and adaptable to meet the unpredictable demands of all hazards events.

This unique interagency partnership enables ESF-7 – Logistics to serve as the single integrator for the whole community logistics supply chain planning and coordination in response to domestic incidents and special events. 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.

Federal Government

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. 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. 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 (JFO) is established.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-7 supports the core capability of Logistics and Supply Chain Management. The following table lists specific ESF-7 agency actions that support this capability. Though not listed in the table, all ESFs, including ESF-7, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. ESF-7, through the SEOC, supports the following:

Core Capability	ESF-7 – Logistics
Logistics and Supply Chain Management	<ul style="list-style-type: none"> ● Coordinate resource support for survivors. ● Manage resources, including: requirements, sourcing, ordering and replenishment, storage, and issuing of supplies and equipment. ● Provide facilities management that includes locating, selection, and acquisition of incident facilities, as well as storage and distribution facilities. ● Establish and operate logistics support facilities to include the management of services related to lodging and feeding incident support personnel. ● Provide personal property management to include policy and procedures guidance for maintaining accountability of material, as well as identification and reutilization of property acquired to support a State response operation. ● Manage electronic data interchange to provide end-to-end visibility of response resources. ● Plan transitional support to recovery operations concurrent with response operations.
Mass Care Services	<ul style="list-style-type: none"> ● Acquire and manage resources, supplies, and services from core capability providers via contracts, mission assignments, interagency agreements, and donations. ● Support prioritization, coordination, and communication of mass care resource requirements. ● Communicate plans, requirements, and strategies to core capability providers. ● Support requirements for physically accessible sheltering and feeding, as well as related activities to support survivors of disasters, including individuals with access and functional needs.
Critical Transportation	<ul style="list-style-type: none"> ● Manage transportation, including equipment and procedures for moving material from storage facilities and vendors to incident survivors, particularly with emphasis on the surge and sustainment portions of response. ● Provide transportation management services, including fulfilling requests from other State organizations.
Infrastructure Systems	<ul style="list-style-type: none"> ● Provide logistical support to fire and other first response services.
Operational Communications	<ul style="list-style-type: none"> ● Procure communications equipment and services.

Primary Agency	Actions
DHSEM	<ul style="list-style-type: none"> ● Implement single-point ordering process. ● Single integrator for logistics support as part of State response effort. ● Co-coordinator for public and private services and resources. ● Contracting officer's representative for supporting contracts. ● Establish interagency agreements with other State departments and agencies/NGOs, memorandums of agreements/ memorandums of understanding, and standby logistics contracts. ● Collaborate and synchronize resource support efforts with whole community disaster logistics response partners. Primary agency for ESF-7 - Logistics and be present at the SEOC and / or on call on a 24-hour basis. ● Provide: <ul style="list-style-type: none"> ○ statewide integrated process for collaborative implementation of logistics capability of State agencies, public and private sector partners, NGO's, and Federal agencies. ○ safeguards and accountability for State property and equipment assigned to regions and incident. ○ support staff for procurement of commodities and services, leasing of buildings, and other facilities and facilities management.
Support Agency	Actions
Department of Agriculture	<ul style="list-style-type: none"> ● Provide milk and other items to meet specific needs of infants and toddlers. ● Assist with procurement of livestock equipment.
Department of Corrections	<ul style="list-style-type: none"> ● Provide: <ul style="list-style-type: none"> ○ meal support to responders. ○ personnel to facilitate law enforcement / security operations ○ assets for responder mass transportation.
Department of Education	<ul style="list-style-type: none"> ● Provide: <ul style="list-style-type: none"> ○ temporary lodging for responders or disaster survivors. ○ space for responder or commodities staging.
Department of Human Services	<ul style="list-style-type: none"> ● Provide mental health support to response and recovery personnel.
Department of Labor and Employment	<ul style="list-style-type: none"> ● Identify and recruit individuals with specialized occupations to support response and recovery operations.
Department of Military and Veteran Affairs	<ul style="list-style-type: none"> ● Provide: <ul style="list-style-type: none"> ○ personnel to support a variety of needs (SAR, Security, Construction, and Clearance), related to response and recovery operations. ○ facilities/staff for temporary lodging for responders/survivors ○ space for responder or commodities staging.
Department of Natural Resources	<ul style="list-style-type: none"> ● Provide:

	<ul style="list-style-type: none"> ○ personnel to support a wide variety of needs, such as law enforcement or search and rescue, related to response and recovery operations. ○ facilities and staff for temporary lodging for responders or disaster survivors. ○ space for responder or commodities staging.
Department of Personnel and Administration	<ul style="list-style-type: none"> ● Provide: <ul style="list-style-type: none"> ○ technical personnel to assist in the identification and recruitment of individuals with specialized occupations needed to support response and recovery operations. ○ technical assistance in emergency contracting and procurement. ○ assistance in temporary facility acquisition, and operations.
Department of Public Safety	<ul style="list-style-type: none"> ● Provide: <ul style="list-style-type: none"> ○ transportation of critical personnel and / or assets statewide. ○ personnel and assets for escorts, law enforcement / security operations of facilities or equipment. ○ reconnaissance operations.
Department of Regulatory Agencies	<ul style="list-style-type: none"> ● Provide waivers, and / or expedited certification / licensure processing.
Department of Revenue	<ul style="list-style-type: none"> ● Provide personnel and assets for escorts, law enforcement / security operations of facilities or equipment.
Department of Transportation	<ul style="list-style-type: none"> ● Coordinate stabilization and reestablishment of transportation systems and infrastructure. ● Expedite and/or waive appropriate transportation rules to expedite response and initial recovery operations.
American Red Cross / The Salvation Army / COVOAD	<ul style="list-style-type: none"> ● Support Department of Human Services: ● Develop whole community logistics supply chain through synchronization of pre-planning activities and coordination during responses to major disasters. ● Implement procedures to support behavioral health, particularly with medication for treatment of existing or new conditions of survivors. ● Coordinate food safety and child care set-ups with state or local public health agencies' survivor housing facilities. ● Assist with food distribution on evacuation routes. ● Facilitate information sharing before and during a response by its member organizations.
Private Sector	<ul style="list-style-type: none"> ● May assist with provision of supplies and / or materials if requested through the Colorado BEOC.

ESF-8 - Public Health Annex

ESF Coordinator:

Department of Public Health and Environment (CDPHE)

Primary Agency:

Department of Public Health and Environment (CDPHE)

Supporting Agencies:

Department of Public Safety (CDPS)
Department of Agriculture (DOA)
Department of Healthcare Policy and Financing (DHPF)
Department of Human Services (DHS)
Department of Military and Veterans Affairs (DMVA)
American Red Cross (ARC)
COVOAD
The Salvation Army
Department of Local Affairs (DOLA)
Colorado Crisis Education and Response Network
Colorado Community Health Centers

INTRODUCTION

Purpose

Emergency Support Function-8 – Public Health, Medical Services, and Behavioral Health is responsible for supporting the public health, medical needs, and behavioral health of local partners and survivors of an incident, whether natural, technological, or human - caused, including response to an emergency epidemic.

Scope

Emergency Support Function-8 provides supplemental assistance and technical support to local public health, public behavioral health organizations, health facilities, Emergency Medical Services (EMS), and Tribal Nations. Areas of support are:

- Behavioral health community support.
- Disease surveillance and outbreak control measures.
- Indoor and outdoor air quality monitoring.
- Drinking water and wastewater 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.
- Activation and deployment of the Strategic National Stockpile (SNS).
- Debris Management supports efforts to successfully manage debris operations extending from initial emergency work clearance stage to 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.
- Behavioral health community support encompasses all psychosocial activities which support survivor, community, responder and system functioning by reducing stress. This includes delivery of psychosocial support (i.e. psychological first aid) in various disaster settings and scenarios, and support to mental health and substance use services for continuity of care.

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF-8 relates to other elements of the whole community. “Whole Community” preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.

A critical component of “Whole Community” is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term “Access and Functional Needs” may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Access to health services and resources are key areas of consideration for access & functional needs of the whole community, ESF-8 collaborates with other state partners and builds relationships with representative community organizations to support local partners in the accessible and inclusive delivery of health care services, meet health needs in disaster incidents, and gather community feedback about response practices.

Local, State and Tribal Governments

While local, state, and Tribal officials retain primary responsibility for meeting public health, medical needs, and behavioral health, ESF-8 can deploy public health and medical resources to assist as needed.

All-hazards incidents (such as agricultural, hazardous materials, air or water contamination, or transportation) create an interdependency amongst State agencies for mutual assistance in such areas as public information and warning, access control, and physical protective measures.

In a major public health or medical emergency, demand for public health, medical resources and behavioral health services may exceed local, state, and Tribal capability. State and Tribal area jurisdictions may request assistance through the Emergency Management Assistance Compact (EMAC), or may request Federal assistance, which may be executed under the Stafford Act or other authorities. When possible, a recognized spokesperson from the affected public health and medical community (local, state, and Tribal) delivers relevant health messages.

Private Sector / Non-Governmental Organizations (NGOs)

The vast majority of public health, behavioral health and medical activities and services are provided by the private healthcare sector. ESF-8 augments support provided by the private healthcare sector when requested by local, state, and Tribal governments.

ESF-8 works with retail, wholesale, and other similar private industry associations for information sharing, planning, and exercises that would produce mutually beneficial results in coordinating how, when, where, and by whom critical resources will be provided during all types of incidents.

ESF-8 organizations work closely with the private sector (e.g., regulated industries, academic institutions, trade organizations, and advocacy groups); volunteer organizations (e.g., faith-based and neighborhood partnerships); and local and state agencies to coordinate ESF-8 response resources. The Colorado Crisis Education and Response Network (CoCERN) is a coalition of multi-disciplinary partners who coordinate in the area of behavioral health community support. ESF-8 organizations recognize that leveraging resources from these organizations and individuals with shared interests allows ESF-8 to accomplish its mission in ways that are least burdensome and most beneficial to the public and that enhance resilience of healthcare systems to deliver coordinated and effective care during public health emergencies and mass casualty events.

Nongovernmental organizations, including community-based organizations, are an important partner in recruiting and supporting health professional volunteers and providing medical and counseling services to survivors and their families.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-8 supports the core capabilities of Intelligence and Information Sharing, Screening, Search, and Detection, Supply Chain Integrity and Security, Community Resilience, Threats and Hazards Identification, Environmental Response/Health and Safety, Fatality Management Services, Logistics and Supply Chain Management, Mass Care Services, Operational Communications, Public Health, Healthcare, and Emergency Medical Services, Situational Assessment, and Health and Social Services. The following table lists specific ESF-8 agency actions that support this capability. Though not listed in the table, all ESFs, including ESF-8, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. ESF-8, through the SEOC, supports the following:

Core Capability	ESF-8 – Public Health
Intelligence and Information Sharing	<ul style="list-style-type: none"> • Provide timely, accurate, and actionable information from collection and analysis of the available information concerning health and environmental threats, use of WMDs, or any other matter bearing on homeland security.
Screening, Search, and Detection	<ul style="list-style-type: none"> • Locate threats and/or hazards through active and passive surveillance and search procedures. This may include systematic examinations and assessments, bio surveillance, sensor technologies, or physical investigation and intelligence.
Supply Chain Integrity and Security	<ul style="list-style-type: none"> • Strengthen security and resilience of the health care supply chain.
Community Resilience	<ul style="list-style-type: none"> • Enable recognition, understanding, communication and planning for risk. • Empower individuals and communities to make informed risk management decisions to adapt to, withstand, and quickly recover from future incidents.
Threats And Hazards Identification	<ul style="list-style-type: none"> • Identify threats and hazards that occur in the geographic area. • Determine risk frequency and magnitude. • Incorporate risk frequency and magnitude into analysis and planning process to clearly understand the needs of a community or entity.
Situational Assessment	<ul style="list-style-type: none"> • Provide all decision makers with decision-relevant health and environment information regarding the nature and extent of hazard, any cascading effects, and status of response.
Health And Social Services	<ul style="list-style-type: none"> • Restore and improve health and social services capabilities and networks to promote resilience, independence, health (including behavioral health), and well-being of the whole community.
Public Information and Warning	<p>Public Health and Medical Information</p> <ul style="list-style-type: none"> • Coordinate public health, behavioral health and medical messaging with jurisdictional officials. • Continuously acquire and assess information on incident. Sources of information may include state incident response authorities, officials of the responsible jurisdiction in charge of the disaster scene, and ESF-8 support departments, agencies, and organizations.

	<ul style="list-style-type: none"> • Provide public health, behavioral health, disease, and injury prevention information in multiple and accessible formats and languages in a culturally and linguistically appropriate manner that is understandable to all appropriate populations, such as individuals with access and functional needs, those with limited English proficiency, pediatric populations, populations with access and functional needs, the aging, and those with temporary or chronic medical conditions. • Support a Joint Information Center (JIC) in release of general medical and public health response information to the public.
<p>Critical Transportation</p>	<p>Patient Movement</p> <ul style="list-style-type: none"> • Transport seriously ill or injured patients and medical needs populations from point of injury or casualty collection points in impacted areas to designated reception facilities. • Coordinate State response for emergency triage and pre-hospital treatment, patient tracking, distribution, and patient return. This effort is coordinated with Federal, state, Tribal, and emergency medical services officials. • Assist with movement of at-risk/medically fragile populations to shelter areas and with sheltering special medical needs population when state capacity is exceeded. • Provide private vendor ambulance support to assist with movement of patients through the National Ambulance Contract; • Support evacuating seriously ill or injured patients though the National Disaster Medical System (NDMS). • Provide patient tracking from point-of-entry to final disposition. • Provide capability to identify bed capacity for bed allocation among healthcare treatment networks.
<p>Environmental Response/ Health and Safety</p>	<ul style="list-style-type: none"> • Conduct exposure assessments and risk management for response workers and affected communities. • Provide technical assistance, as needed.
<p>Fatality Management Services</p>	<ul style="list-style-type: none"> • Assist jurisdictional medico-legal authorities and law enforcement agencies in tracking and documenting human remains and associated personal effects. • Establish temporary morgue facilities. • Determine cause and manner of death. • Collect ante mortem data in a compassionate and culturally competent fashion from authorized individuals. • Perform postmortem data collection and documentation. • Identify human remains using scientific means (e.g., dental, pathology, anthropology, fingerprints, and, as indicated, DNA samples). • Prepare, process, and return human remains and personal effects to authorized person(s) when possible. • Provide technical assistance and consultation on fatality management and mortuary affairs services. • May provide behavioral health support to families of survivors during survivor identification mortuary process. • May provide temporary internment when permanent disposition options are not readily available.

	<ul style="list-style-type: none"> • Provide fatality management services, including decedent remains recovery and survivor identification. • Work with local, state, Tribal, and federal authorities to provide mortuary processes, temporary storage or permanent internment solutions. • Share information with mass care services to reunify family members and caregivers with missing persons/remains, and provide counseling to the bereaved.
<p>Logistics and Supply Chain Management</p>	<ul style="list-style-type: none"> • Arrange procurement and transportation of equipment and supplies, diagnostic supplies, radiation detection devices, and medical countermeasures, including assets from the Strategic National Stockpile (SNS). • Monitor and ensure safety, availability, and logistical requirements of blood, blood products and tissue, as well as the ability of existing supply chain resources to meet manufacturing, testing, storage, and distribution of these products. • Deliver essential commodities, equipment, and services to impacted communities and survivors, to include emergency power and fuel support. • Coordinate access to community staples. • Synchronize logistics capabilities. • Enable restoration of impacted supply chains.
<p>Public Health, Healthcare, and Emergency Medical Services</p>	<ul style="list-style-type: none"> • Provide lifesaving medical treatment via Emergency Medical Services and related operations. • Provide targeted public health, medical, and behavioral health support and products to all affected populations to avoid additional disease and injury. <p>Health Surveillance</p> <ul style="list-style-type: none"> • Use existing all-hazards surveillance systems to monitor the health of general and medical needs population, as well as that of response workers. • Identify emerging trends related to disaster. • Conduct field studies and investigations. • Monitor injury and disease patterns and potential disease outbreaks, behavioral health concerns, blood, blood products, and tissue supply levels. • Provide technical assistance/ consultation on disease and injury prevention and precaution. • Provide support to laboratory diagnostics and through the Laboratory Response Network (LRN), which provides a mechanism for laboratories to access additional resources when capabilities or capacity has been exceeded. <p>Medical Surge</p> <ul style="list-style-type: none"> • Provide support for triage, patient treatment, and patient movement. • Provide clinical public health and medical care specialists to fill local, state, and Tribal health professional needs. • Coordinate with locals to integrate State and Federal assets with civilian volunteers deployed from local, state, and other authorities, including those deployed through the Emergency System for Advance Registration of Volunteer Health Professionals and Medical Reserve Corps. <p>Patient Care</p> <ul style="list-style-type: none"> • Provide resources to support pre-hospital triage and treatment, inpatient hospital care, outpatient services, behavioral healthcare, medical-needs

	<p>sheltering, pharmacy services, and dental care to survivors with acute injury/illnesses or those who suffer from chronic illnesses/conditions.</p> <ul style="list-style-type: none"> • Assist with isolation and quarantine measures as well as with medical countermeasures and vaccine points of distribution operations (e.g., mass prophylaxis). • Ensure appropriate patient confidentiality is maintained, including Health Insurance Portability and Accountability Act privacy and security standards, where applicable. <p>Assessment of Public Health/Medical Needs</p> <ul style="list-style-type: none"> • Support regional teams to assess public health and medical needs, including assessment of healthcare system/facility infrastructure. <p>Food Safety, Security, and Defense</p> <ul style="list-style-type: none"> • In coordination with ESF-11 partner organizations, ensure safety, security, and defense of federally regulated foods. <p>Agriculture Safety and Security</p> <ul style="list-style-type: none"> • May task components to ensure the health, safety, and security of livestock and food-producing animals and animal feed, as well as safety in manufacture and distribution of food, drugs, and therapeutics given to animals used for human food production in coordination with ESF-11. • May also provide veterinary assistance to ES-11 for care of research animals. <p>Safety and Security of Drugs, Biologics, and Medical Devices</p> <ul style="list-style-type: none"> • During response, provide advice to private industry regarding safety and efficacy of drugs, biologics (including blood, blood products, tissues and vaccines), medical devices (including radiation emitting and screening devices), and other products that may have been compromised during an incident. <p>All-Hazard Public Health and Medical Consultation, Technical Assistance, and Support</p> <ul style="list-style-type: none"> • Assess: <ul style="list-style-type: none"> ○ public health ○ medical and veterinary medical effects resulting from all hazards ○ exposures to the general population, children, those with access and functional needs. • Conduct field investigations, including collection and analysis of relevant samples. • Advise protective actions related to direct human and animal exposures and on indirect exposure through contaminated food, drugs, water supply, and other media • Provide technical assistance and consultation on medical treatment, screening, and decontamination of injured or contaminated individuals, including direct services and/or referrals as necessary. <p>Vector Control</p> <ul style="list-style-type: none"> • Assess threat of vector-borne diseases. • Conduct field investigations, including collection and laboratory analysis of relevant samples. • Provide: <ul style="list-style-type: none"> ○ vector control equipment and supplies
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	<ul style="list-style-type: none"> ○ technical assistance and consultation on protective actions regarding vector-borne diseases ○ aerial spraying for vector control ○ technical assistance and consultation on medical treatment of survivors of vector-borne diseases <p>Public Health Aspects of Potable Water/Wastewater and Solid Waste Disposal</p> <ul style="list-style-type: none"> ● Assess potable water, wastewater, solid waste disposal, and other environmental health issues in establishments holding, preparing, and/or serving food, drugs, or medical devices at retail and medical facilities. ● Examine and respond to public health effects from contaminated water; conducting field investigations, including collection and laboratory analysis of relevant samples. ● Provide equipment and supplies as needed. ● Provide technical assistance and consultation. <p>Veterinary Medical Support</p> <ul style="list-style-type: none"> ● Provide veterinary medical support to treat ill or injured animals, and veterinary public health support. ESF- 8 is the primary state resource for treatment of ill or injured service animals, pets, working animals, laboratory animals, and livestock post-disaster. ● Conduct animal response to zoonotic diseases in order to protect human health. ● Support United States Department of Agriculture (USDA) and its authority to manage a foreign animal disease response with resources listed above for livestock or poultry diseases exotic to the United States that are either not or only mildly zoonotic.
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Agency Actions

Primary Agency	Actions
<p>Colorado Department of Public Health and Environment / COCERN / Colorado Community Health Centers</p>	<ul style="list-style-type: none"> ● Assess: <ul style="list-style-type: none"> ○ public health, behavioral health and medical needs associated with disease outbreaks, environmental contaminants, and healthcare system infrastructure. ○ exposure of general and high-risk populations. ● Provide: <ul style="list-style-type: none"> ○ technical assistance for patient evacuation, including coordination and planning as necessary. ○ patient care support planning for inpatient hospital care and outpatient services to survivors who are seriously ill or injured. ○ guidance for responder safety related to exposure to infectious diseases, chemical, or radiological agents. ○ public health, disease, and injury prevention information for the general public located in or near areas affected. ○ technical support for mass fatality and death certificate process. ○ accurate and up-to-date health alerts and information exchange through various communication systems. ○ training to behavioral health disaster response system organizations in order to create a cadre of competent behavioral health emergency and disaster responders. ● Ensure:

	<ul style="list-style-type: none"> ○ Ensure safety and security of pharmaceuticals for human consumption, biologics, medical devices, and veterinary drugs that are regulated by CDPHE. ○ Ensure safety and security of food products intended for human consumption, including integrity of packaging and temperature. ● Assist with assessment of threat for vector - borne diseases. ● Monitor and track: <ul style="list-style-type: none"> ○ exposures, disease cases or injuries, medical personnel capacity and capabilities. ○ health / medical equipment and supplies requests, and reception and distribution of Strategic National Stockpile (SNS). ○ blood and blood products availability. ● Enhance: <ul style="list-style-type: none"> ○ staffing immediately upon notification of activation for a potential or actual public health or medical emergency. Staff will support both activities of CDPHE Department Operations Center (DOC) and any request for support from SEOC or local partners. ○ response capacity by securing agreements with service providers. ○ response capacity by improving providers' knowledge and skills. ○ first responder recognition of survivor disaster borne emotional distress. ● Report to the SEOC and provide assistance as requested: <ul style="list-style-type: none"> ○ Activate behavioral health disaster response system. ○ Utilize CoCERN as necessary. ○ Support local and regional response through technical assistance. ○ Assist statewide inpatient psychiatric bed allocation / need. ○ Support ESF-6 with shelter operations as requested. ● Create and maintain a statewide behavioral health disaster response system and plan(s), including identification of OEPR, OBH, community mental health centers and substance use disorder providers, and mental health institute personnel. ● Maintain functioning capacity of statewide partnership identified as CoCERN (Colorado Crisis Education and Response Network), maintaining CoCERN protocol and guidance document for planning and response; and organizational relationships between state government and other agencies. ● Support public information systems with information to provide individuals and communities for direction action. ● Coordinate and consult with / on: <ul style="list-style-type: none"> ○ agriculture safety and security activity as related to animals, animal feed, and therapeutics intended for human consumption. ○ ESF-3 – Public Works and Engineering, and ESF-10 – Oil and Hazardous Materials Response, in assessing potable water, waste water, solid waste disposal, and other environmental health situations ● Consult with appropriate organizations to determine need for support according to functional areas listed below: <ul style="list-style-type: none"> ○ 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 potential for disease outbreaks, and provide technical assistance and guidance on disease and injury prevention. ○ 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
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	<p>verification to support public health and medical activities at the local level. This system can be accessed directly or integrated with local and regional public health and medical volunteer systems.</p> <ul style="list-style-type: none"> ○ Medical Equipment and Supplies: CDPHE requests, receives, and distributes Strategic National Stockpile (SNS) on behalf of the State. This Federal asset provides medical countermeasures, supplies, and equipment to jurisdictions in need. ○ Patient Evacuation: CDPHE may assist in coordinating evacuation of patients to locations where hospital care is available. This may include coordinating transfer of patients from facility to facility, from facilities to temporary shelters or to National Disaster Medical System (NDMS). ○ Safety and Security of Human Drugs, Biologics, Medical Devices: CDPHE may review and respond to concerns for safety and security of human drugs, biologics, medical devices, and other products regulated by CDPHE. ○ Food Safety and Security: CDPHE may assess safety and security of food products intended for human consumption, including integrity of packaging and temperature. ○ Public Health Technical Assistance and Support: CDPHE will assist with 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. ○ Potable Water, Wastewater and Solid Waste Disposal: CDPHE, in coordination with ESF-3 – Public Works and Engineering, and ESF-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. ○ Mass Fatality and Mortuary Services: CDPHE will provide technical support and guidance for mass fatality and death certificate process during mass fatality events. ○ Office of Emergency Preparedness and Response (OEPR) is the agency charged with responding to behavioral health needs (psychological impact including cognitive, emotional, spiritual and behavioral consequences – including substance use and abuse) of the individuals 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 statewide Behavioral Health Disaster Coordinator’s Council, has prepared this plan to direct efforts of disaster response during a State or Federal emergency. <ul style="list-style-type: none"> ● All tasked agencies will observe and practice culturally competent standards of care.
	<ul style="list-style-type: none"> ● Assess: <ul style="list-style-type: none"> ○ public health, behavioral health and medical needs associated with disease outbreaks, environmental contaminants, and healthcare system infrastructure. ○ exposure of general and high-risk populations. ● Provide: <ul style="list-style-type: none"> ○ technical assistance for patient evacuation, including coordination and planning as necessary.

	<ul style="list-style-type: none"> ○ patient care support planning for inpatient hospital care and outpatient services to survivors who are seriously ill or injured. ○ guidance for responder safety related to exposure to infectious diseases, chemical, or radiological agents. ○ public health, disease, and injury prevention information for the general public located in or near areas affected. ○ technical support for mass fatality and death certificate process. ○ accurate and up-to-date health alerts and information exchange through various communication systems. ○ training to behavioral health disaster response system organizations in order to create a cadre of competent behavioral health emergency and disaster responders. ● Ensure: <ul style="list-style-type: none"> ○ Ensure safety and security of pharmaceuticals for human consumption, biologics, medical devices, and veterinary drugs that are regulated by CDPHE. ○ Ensure safety and security of food products intended for human consumption, including integrity of packaging and temperature. ● Assist with assessment of threat for vector - borne diseases. ● Monitor and track: <ul style="list-style-type: none"> ○ exposures, disease cases or injuries, medical personnel capacity and capabilities. ○ health / medical equipment and supplies requests, and reception and distribution of Strategic National Stockpile (SNS). ○ blood and blood products availability. ● Enhance: <ul style="list-style-type: none"> ○ staffing immediately upon notification of activation for a potential or actual public health or medical emergency. Staff will support both activities of CDPHE Department Operations Center (DOC) and any request for support from SEOC or local partners. ○ response capacity by securing agreements with service providers. ○ response capacity by improving providers' knowledge and skills. ○ first responder recognition of survivor disaster borne emotional distress. ● Report to the SEOC and provide assistance as requested: <ul style="list-style-type: none"> ○ Activate behavioral health disaster response system. ○ Utilize CoCERN as necessary. ○ Support local and regional response through technical assistance. ○ Assist statewide inpatient psychiatric bed allocation / need. ○ Support ESF-6 with shelter operations as requested. ● Create and maintain a statewide behavioral health disaster response system and plan(s), including identification of OEPR, OBH, community mental health centers and substance use disorder providers, and mental health institute personnel. ● Maintain functioning capacity of statewide partnership identified as CoCERN (Colorado Crisis Education and Response Network), maintaining CoCERN protocol and guidance document for planning and response; and organizational relationships between state government and other agencies. ● Support public information systems with information to provide individuals and communities for direction action. ● Coordinate and consult with / on: <ul style="list-style-type: none"> ○ agriculture safety and security activity as related to animals, animal feed, and therapeutics intended for human consumption.
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	<ul style="list-style-type: none"> ○ ESF-3 – Public Works and Engineering, and ESF-10 – Oil and Hazardous Materials Response, in assessing potable water, waste water, solid waste disposal, and other environmental health situations ● Consult with appropriate organizations to determine need for support according to functional areas listed below: <ul style="list-style-type: none"> ○ 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 potential for disease outbreaks, and provide technical assistance and guidance on disease and injury prevention. ○ 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 local and regional public health and medical volunteer systems. ○ Medical Equipment and Supplies: CDPHE requests, receives, and distributes Strategic National Stockpile (SNS) on behalf of the State. This Federal asset provides medical countermeasures, supplies, and equipment to jurisdictions in need. ○ Patient Evacuation: CDPHE may assist in coordinating evacuation of patients to locations where hospital care is available. This may include coordinating transfer of patients from facility to facility, from facilities to temporary shelters or to National Disaster Medical System (NDMS). ○ Safety and Security of Human Drugs, Biologics, Medical Devices: CDPHE may review and respond to concerns for safety and security of human drugs, biologics, medical devices, and other products regulated by CDPHE. ○ Food Safety and Security: CDPHE may assess safety and security of food products intended for human consumption, including integrity of packaging and temperature. ○ Public Health Technical Assistance and Support: CDPHE will assist with 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. ○ Potable Water, Wastewater and Solid Waste Disposal: CDPHE, in coordination with ESF-3 – Public Works and Engineering, and ESF-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. ○ Mass Fatality and Mortuary Services: CDPHE will provide technical support and guidance for mass fatality and death certificate process during mass fatality events. ○ Office of Emergency Preparedness and Response (OEPR) is the agency charged with responding to behavioral health needs (psychological impact including cognitive, emotional, spiritual and behavioral consequences – including substance use and abuse) of the individuals of Colorado in the aftermath of a natural or man- made, Governor-declared State disaster.
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	<p>OEPR, in conjunction with the Office of Behavioral Health, and statewide Behavioral Health Disaster Coordinator's Council, has prepared this plan to direct efforts of disaster response during a State or Federal emergency.</p> <ul style="list-style-type: none"> • All tasked agencies will observe and practice culturally competent standards of care.
Support Agency	Actions
Department of Public Safety	<ul style="list-style-type: none"> • Provide general security for: <ul style="list-style-type: none"> ○ Patient staging or evacuation points. ○ Mass prophylaxis site control. ○ Strategic National Stockpile reception and distribution. • Assist with rapid transportation of samples for analysis: <ul style="list-style-type: none"> ○ Share intelligence information as appropriate during events. ○ Supply supporting agency aircraft to CDPHE as needed.
Department of Agriculture	<ul style="list-style-type: none"> • Provide veterinary animal feed inspection and livestock disease surveillance. • Work closely with CDPHE in potential or actual zoonotic - human disease outbreaks of significance. This will include: <ul style="list-style-type: none"> ○ Intelligence information sharing. ○ Response operations for intervention and control measures. ○ Communication of risks and control measures for food products potentially contaminated and prepared for human consumption. • Coordinate with CDPHE when irrigation waters or air may be contaminated and a potential threat to livestock, farming crops or human exposures.
Department of Healthcare Policy and Finance	<ul style="list-style-type: none"> • Coordinate with CDPHE on Medicaid and Medicare issues related to pre - existing medical conditions of survivors and for primary care that is not emergent care during response and recovery phases.
Department of Human Services / American Red Cross / COVOAD / The Salvation Army	<ul style="list-style-type: none"> • Implement procedures to support behavioral health care particularly: <ul style="list-style-type: none"> ○ Medication for treatment of existing or new conditions of survivors ○ Hospital inpatient care • Coordinate disease surveillance, food safety and child care set - ups with state or local public health agencies related to Red Cross survivor housing facilities.
Department of Military and Veterans Affairs	<ul style="list-style-type: none"> • Identify possible resources for deployment that may support public health or medical operation needs. This may include: transportation/ logistics requests (ground and air) for patient movement or patient evacuation; • Security of medical facilities or transport of supplies; • Mass fatality response (recovery and transport).
Colorado Coroners Association	<ul style="list-style-type: none"> • Implement mass fatality plans: <ul style="list-style-type: none"> ○ Body recovery. ○ Proper handling of potentially contaminated bodies. ○ Proper burial procedures for conditions. • Assist with timely death certificate issuance.

ESF-9 - Search and Rescue

ESF Coordinator:

State of Colorado Division of Homeland Security and Emergency Management (DHSEM)

Primary Agency:

State of Colorado Division of Homeland Security and Emergency Management (DHSEM)
Federal Emergency Management Agency (FEMA) upon request

Supporting Agencies:

Colorado Search and Rescue Task Force-1(COTF-1)
Colorado Search and Rescue Board (CSRB)
Colorado Air National Guard (CONG)
Civil Air Patrol
Department of Local Affairs
Department of Military and Veterans Affairs
Various Federal agencies, upon request

INTRODUCTION

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 exceeded Local resource capabilities. 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.

Scope

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. If an emergency or major disaster occurs that exceeds Local resource capacity, Local officials may request assistance from the State. ESF-9, through the SEOC, will coordinate provision of resources, as needed. Additional support may be obtained through the Resource Mobilization Annex or the Emergency Management Assistance Compact (EMAC).

When very specialized resources are required, Federal SAR responsibilities reside with ESF-9 primary agencies that provide timely and specialized SAR capabilities. Federal ESF-9 deploys Federal SAR resources to provide lifesaving assistance to Local, State, and Tribal authorities, including Local SAR Coordinators and Mission Coordinators, when there is an actual or anticipated request for Federal SAR assistance.

Situation

A major disaster or emergency 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 survival, the 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. Urban SAR incidents may involve man-made disasters and catastrophic incidents. Rescue personnel can encounter extensive damage to structures, which require search and rescue expertise not readily available at the Local level. These incidents may require assistance of specialized teams and equipment, requiring the use of State and / or Federal resources, such as Federal Structural Collapse Urban Search and Rescue (US & R) teams.

It is important to note that wildland SAR operations are primarily initiated, coordinated, and directed by Local jurisdictions in accordance with Local plans. Incidents are typically resolved by a limited Local or regional response. But wildland SAR missions often require search of a wide, geographically-dispersed area, such as when an Emergency Landing Transmitter (ELT) signals or Federal Aviation Administration (FAA) reports of overdue aircraft are received. For these situations, ESF-9, through the

SEOC, coordinates the search and rescue response with State level management assistance from the Colorado Search and Rescue Board (CSRB), the Colorado Air National Guard Colorado ANG and Colorado Task Force 1 (COTF-1).

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF-9 relates to other elements of the whole community. Whole Community” preparedness not only **represents** the community, but also **involves** the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.

A critical component of “Whole Community” is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term “Access and Functional Needs” may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children, and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Local and Tribal Governments

SAR operations are primarily initiated, coordinated, and directed by Local jurisdictions in accordance with Local plans. Incidents are typically resolved by a limited Local or regional response. County Sheriffs are the official responsible for coordination of all search and rescue operations within the Local jurisdiction. They rely on search and rescue capability and resources available within the county, and request assistance from the SEOC only when and if the Sheriff determines such additional assistance is required.

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. Only occasionally are small numbers of out-of-county specialized resources such as helicopters, search dogs, ground searchers, high-angle rescues, swift water rescuers, or divers needed. Other local SAR resources may be requested by the affected locality through other mutual aid and assistance agreements.

Tribal governments may make direct requests to either the State or Federal government or both. If an affected Local, State, or Tribal government publishes guidance or a plan for conducting unified SAR operations, that guidance or plan takes precedence. All SAR operations will be conducted in accordance with the Incident Command System (ICS), regardless of State or Local authorized deployment.

Private Sector / Non-Governmental Organizations (NGOs)

SAR services include providing assistance through the use of public and private resources. One option from the private sector is Flight for Life (FFL) and other statewide medical helicopters. FFL has night vision capability, but because they are medical helicopters, they have limited capacity to transport SAR personnel and do not do provide hoisting operations.

Mountain Rescue Association (MRA) members are highly-skilled for technical and high altitude rescue, and will be requested in SAR operations, which occur in technically-difficult wilderness areas or address difficult problems. Rocky Mountain Rescue is one of the teams throughout the State with Emergency Locator Transmitter (ELT) and Personal Locator Beacon (PLB) tracking and locating/direction finding capability.

State Government

Should one jurisdiction (or a number of jurisdictions through mutual aid) 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. The State may request State-to-State assistance through the Emergency Management Assistance Compact (EMAC).

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-9 supports the core capability of Mass Search and Rescue Operations. The following table lists specific ESF-9 / agency actions that support this capability. Though not listed in the table, all ESFs, including ESF-9, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning.

Core Capability	ESF-9 - Search and Rescue
Mass Search and Rescue Operations	<ul style="list-style-type: none"> • Coordinate with Local government, State agencies, and other ESFs to address emergency search and rescue needs. • Upon request, determine resources needed. • Identify needed resources and response personnel, and coordinate with appropriate points of contact at each agency and organization for pre-positioning to the nearest staging area. • Establish methodology for alert and deployment of volunteer SAR teams. • Coordinate with other ESFs for equipment, supplies, and technical expertise needed for both non-technical and technical search and rescue missions. • Conduct search and rescue operations to locate and rescue persons in distress, based on requirements of State and Local authorities. • Search affected areas for victims (human and, to the extent no humans remain endangered, animal) and locating, accessing, medically stabilizing, and extricating victims from the damaged area. • Deliver traditional and atypical search and rescue capabilities, including personnel, services, animals, and assets to survivors in need, with the goal of saving the greatest number of endangered lives in the shortest time possible. • Ensure synchronized deployment of Local, regional, national, and international teams to reinforce ongoing search and rescue efforts and transition to recovery.

Agency Actions

Primary Agency	Actions
Division of Homeland Security and Emergency Management	<ul style="list-style-type: none"> • Provide mechanism for acquisition of Colorado National Guard assets in support of SAR operations. • During activation of the SEOC, provide working space for CSRB. • If Federal resources are required, request from FEMA.
ESF-9, through the SEOC	<ul style="list-style-type: none"> • Provide mechanism for acquisition of Colorado National Guard assets in support of SAR operations • Coordinate with ESF-1 regarding any needed assets to transport search and rescue personnel and equipment to affected areas.

	<ul style="list-style-type: none"> • Coordinate with other ESFs to coordinate equipment and supplies needed for both non-technical and technical search and rescue missions. • Initiate notification of the required personnel and support organizations required to support emergency operations • During activation of the State Emergency Operations Center, provide working space for CSRB. • If Federal resources are needed, make request to FEMA
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Support Agency	Actions
<p>Colorado Search and Rescue Board (SAR Coordinator)</p>	<ul style="list-style-type: none"> • Maintain capability to assist counties with SAR incident management using the Incident Command System (ICS) and nationally trained and accepted SAR management techniques. • Appoint mission command staff. • Assign staff responsibilities. • Oversee assignment of volunteer personnel. • Ensure each person has been trained and is capable of performing assigned job. • Coordinate with Air Force Rescue Coordination Center (AFRCC) when necessary. • Complete all other required reports pertaining to search incident • Implement search and rescue procedures within county policy. • Protect safety of emergency service workers. • Keep SEOC and Local EOCs informed of active operations.
<p>County Sheriff</p>	<ul style="list-style-type: none"> • County Sheriffs are the official responsible for coordination of all search and rescue operations within the Local jurisdiction. • For non-disaster and limited-scale search and rescue situations, the Sheriff or his representative seeks ESF-9 assistance through the State Search and Rescue Coordinator (800-593-2772) who (by written MOU) acts on State SEOC'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 the State of 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.
<p>Federal Emergency Management Agency (FEMA)</p>	<ul style="list-style-type: none"> • Activate when an incident is anticipated or occurs and may result in a request for a unified SAR response to an affected area. • May be assigned as overall primary agency for a major incident. • Federal SAR responders assist and support Local, State, and Tribal SAR capabilities in incidents requiring a coordinated Federal response. • May operate under the Economy Act when there is not a Stafford Act declaration.

<p>Colorado Department of Military and Veterans Affairs (DMVA) / Colorado National Guard (CONG)</p>	<ul style="list-style-type: none"> • Coordinate with ESF-9 and Governor’s Office in the requisition, procurement and assigning of National Guard resources. • 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.
<p>Colorado Urban Search and Rescue Task Force-1</p>	<ul style="list-style-type: none"> • The CSRFB and / or CO–TF1 may assist in coordination of additional resources if requested by the County Sheriff.
<p>Colorado Search and Rescue Board (CSRFB)</p>	<ul style="list-style-type: none"> • A voluntary, non-governmental organization that may coordinate assistance to Local government during search and rescue missions.
<p>U.S. National Park Service (NPS)</p>	<ul style="list-style-type: none"> • Share responsibility with the Department of Defense (DOD) as the overall primary agency for a particular incident to accomplish the Federal ESF-9 mission during land SAR operations in incidents requiring a coordinated Federal response. • Possess SAR resources that are specially trained to operate in various roles, including ground search, small boat operations, swift water rescue, helo-aquatic rescue, and other technical rescue disciplines. • Maintain pre-configured teams that include personnel and equipment from the National Park Service, U.S. Fish and Wildlife Service, U.S. Geological Survey, Bureau of Indian Affairs, and other DOI components in planning for ESF-9.
<p>U.S. Department of Defense (DOD)</p>	<ul style="list-style-type: none"> • Share responsibility with the National Park Service as the overall primary agency for accomplishing the ESF-9 mission during land SAR operations requiring a coordinated Federal response. • Conduct the following actions through U.S. Northern Command (USNORTHCOM): <ul style="list-style-type: none"> ○ Manage DOD SAR resources in the affected area. ○ Coordinate provisioning of additional support assets. ○ Coordinate with Local, State, Tribal, and other. Federally-designated SAR authorities to integrate Federal SAR resources. ○ Provide representation at EOCs. ○ Provide incident reports, assessments, and situation reports, as required. • Consider specific actions for operations involving DOD: <ul style="list-style-type: none"> ○ Coordinate facilities, resources, and special capabilities that conduct and support air and land SAR operations. ○ Provide resources for organization and coordination of civil SAR services and operations within their assigned SAR regions when requested.
<p>U.S. Forest Service (USFS)</p>	<ul style="list-style-type: none"> • Provide equipment and supplies from the National Interagency Fire Center (NIFC) Cache System and use of NIFC contract aircraft.

National Oceanic and Atmospheric Administration (NOAA)	<ul style="list-style-type: none"> • Provide weather information essential for efficient SAR.
ESF-9a - <u>Wildland</u> Search and Rescue ONLY	
Primary Agency	Actions Specific to ESF 9a - Wildland Search and Rescue
ESF-9, through the SEOC	<ul style="list-style-type: none"> • Initiate community-based search and rescue support operations across a wide, geographically dispersed area.
Support Agency	Actions Specific to ESF 9a - Wildland Search and Rescue
Colorado Department of Military and Veterans Affairs (DMVA) / Colorado National Guard (CONG)	<ul style="list-style-type: none"> • When activated, provide air reconnaissance and rescue. 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 a wide, geographically-dispersed area.
Civil Air Patrol (CAP)	<ul style="list-style-type: none"> • 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, Civil Defense (CD), and disaster relief operations.
Rocky Mountain Rescue and Mountain Rescue Association	<ul style="list-style-type: none"> • Mountain Rescue Association (MRA) members are highly-skilled at technical and high altitude rescue, and are requested in SAR operations which occur in difficult wilderness technical areas or address difficult problems. • Rocky Mountain Rescue is one of the teams throughout the State with Emergency Locator Transmitter (ELT) and Personal Locator Beacon (PLB) tracking and locating/direction finding capability.
ESF-9b - <u>Urban</u> Search and Rescue ONLY	
Primary Agency	Actions Specific to ESF 9b - Urban Search and Rescue
ESF-9, through the SEOC	<ul style="list-style-type: none"> • Initiate community-based search and rescue support operations • Request assistance from specialized SAR teams - from FEMA and elsewhere - if needed.
Support Agency	Actions Specific to ESF 9b - Urban Search and Rescue
Federal Emergency Management Agency (FEMA)	<ul style="list-style-type: none"> • Overall primary Federal agency to accomplish the ESF-9 mission during structural collapse SAR operations in incidents requiring a coordinated Federal response. In this role, FEMA: <ul style="list-style-type: none"> ○ Manage US&R task force and Incident Support Team (IST) deployments in the affected area.

	<ul style="list-style-type: none"> ○ Coordinate logistical support for US&R assets during field operations. ○ Coordinate provisioning of additional support assets ○ Provide representation at EOCs. ○ Provide incident reports, assessments, and situation reports, as required. ○ Coordinate with designated SAR authorities to integrate Federal SAR resources.
<p>Colorado Department of Military and Veterans Affairs (DMVA) / Colorado National Guard (CONG)</p>	<ul style="list-style-type: none"> • When activated, provide personnel for debris removal, search and rescue, and other assistance that may be tasked.

ESF-10 - Oil and Hazmat Annex

ESF Coordinator:

Colorado State Patrol

Primary Agency:

Colorado State Patrol

Supporting Agencies:

Division of Homeland Security and Emergency Management (DHSEM)
Division of Fire Prevention and Control (DFPC)
Department of Public Health and Environment
Department of Military and Veterans Affairs
Department of Transportation
Federal Bureau of Investigation (FBI)
Environmental Protection Agency (EPA)

INTRODUCTION

Purpose

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

Scope

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

- Transportation incident
- Fixed facility incident
- Natural disasters, for example, earthquakes, tornadoes, and floods
- Terrorism attack

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF-10 relates to other elements of the whole community. "Whole Community" preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.

A critical component of "Whole Community" is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term "Access and Functional Needs" may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Local and Tribal Governments

For spills/discharges that occur within the limits of a town, city, or city and county, the local fire department is ordinarily the Designated Emergency Response Authority (DERA). That designation should be done by ordinance or resolution. In the absence of such action the fire department is the DERA by default. However, another entity may be designated the DERA by ordinance or resolution.

Except for those spills/discharges that occur within the boundaries of any publicly maintained highway or within the limits of a municipality, the County Sheriff is ordinarily the DERA. That designation should be done by ordinance or resolution. In the absence of such action the County Sheriff is the DERA by default. However, another entity may be designated the DERA by ordinance or resolution.

Private Sector / Non-Governmental Organizations (NGOs)

Spills/discharges occurring on private property are the responsibility of the property owner, who must either notify the pertinent DERA (municipal or county) or coordinate a response or effect a response independently.

State Government

Provides technical assistance when requested by local jurisdictions or the incident command authority. The Colorado State Patrol (CSP) is the Designated Emergency Response Agency (DERA) and is responsible for the response to hazardous substance incidents occurring on Federal, State, and county roads outside of a municipal city limits. CSP provides supervision of clean-up at a transportation incident / accident in consultation with Federal, State, and local agencies having regulatory authority for clean-up. CSP Hazmat may also be utilized to assist local hazardous materials response entities at the request of the DERA.

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, and coordinate with local public health agency community officials for the assessment process and communication of messages to the public. Specific information on State Government actions are described in the following section.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-10 supports the core capability of Environmental Response / Health and Safety. The following table lists specific ESF-10 agency actions that support this capability. Though not listed in the table, all ESFs, including ESF-10, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. ESF-10, through the SEOC, supports the following:

Core Capability	ESF-10 – Oil and Hazardous Substance
Environmental Response / Health and Safety	<ul style="list-style-type: none"> ● CSP is assigned the statutory responsibility as the Designated Emergency Response Agency (DERA) and performs the associated functions utilizing twelve (two-person) technician level teams strategically located throughout the State.

Agency Actions

Primary Agency	Actions
Colorado State Patrol (CSP)	<ul style="list-style-type: none"> ● Provide emergency response to hazardous Substance incidents when acting as the Designated Response Authority (DERA) or requested by to assist by a local agency. ● Provide technical assistance when requested by local jurisdictions or the incident command authority. ● Provide personnel to support technical / safety requirements during hazardous material / terrorist incidents, including but not limited to: traffic control, perimeter security, evacuation, etc. ● Send a Colorado State Patrol Representative to the State Emergency Operations Center (SEOC) when requested by the Office of Emergency Management (OEM). ● Request assistance when necessary from the DHSEM or CDPHE.

Support Agency	Actions
Division of Homeland Security and Emergency Management (DHSEM)	<ul style="list-style-type: none"> ● Ensure all support agencies maintain facilities and equipment in a state of operational readiness. ● Provide a conduit through which local officials can request assistance from State agencies concerning hazardous material. ● 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: <ul style="list-style-type: none"> ○ Notify State emergency response agencies. ○ Activate State assets for possible deployment. ○ Communication and coordinate with the on-scene Incident Command Post (ICP) and / or local Emergency Operations Center (EOC). Dispatch an on-scene liaison to the ICP / EOC, as required. ○ Coordinate State agency support, provide resources and technical assistance, and request federal assistance, when required or requested by the CSP or DERA. ○ Develop and conduct State-level exercises to test this plan.
Department of Public Health and Environment (CDPHE)	<ul style="list-style-type: none"> ● Coordinate with local public health agency community officials for the assessment process and communication of messages to the public. ● Provide technical support to local and State hazardous Substance Response teams. ● Evaluate and provide recommendations pertaining to public health and environmental risks related to food, air, water, and soil contamination. ● Request federal assistance as necessary. ● Recommend hazardous substance disposal options.
Department of Transportation (CDOT)	<ul style="list-style-type: none"> ● Provide personnel and heavy equipment to assist with diking operations and other scene control measures during a hazardous material. ● Provide personnel and equipment to assist with traffic control and scene access and egress.
Division of Fire Prevention and Control (DFPC)	<ul style="list-style-type: none"> ● Provide State-level coordination with fire service agencies during declared disasters and major incidents involving hazardous substance ● Provide assistance with locating fire service resources in support of State and local emergency response agencies.
Department of Military and Veterans Affairs (DMVA)	<ul style="list-style-type: none"> ● 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. ● Provide personnel and equipment resources to assist with on-scene mitigation operations during a disaster or major incident involving hazardous Substance.
Other State Agencies	<ul style="list-style-type: none"> ● Provide personnel and equipment resources within the agency's scope of responsibility and capability, as required and / or

	<p>requested.</p> <ul style="list-style-type: none"> • Provide technical or other specialized support as required and / or requested.
<p>Federal Bureau of Investigation (FBI)</p>	<ul style="list-style-type: none"> • 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.
<p>Environmental Protection Agency (EPA)</p>	<ul style="list-style-type: none"> • 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.

ESF-11 - Agriculture and Natural Resources Annex

ESF Coordinator:

Department of Agriculture

Primary Agency:

Department of Agriculture

Supporting Agencies

Department of Agriculture (CDA)
Department of Natural Resources (DNR)
Department of Public Health and Environment (CDPHE)
Department of Public Safety (CDPS)
Department of Local Affairs (DOLA)
State Forest Service (CSFS)
Department of Corrections (DOC)
Department of Education (State Library)
Department of Higher Education
Department of Personnel and Administration (State Archives)
History Colorado (SHPO)
American Red Cross (ARC)
The Salvation Army (TSA)

INTRODUCTION

Purpose

Emergency Support Function (ESF-11) supports State, regional, local, and Tribal efforts to address protection of State's agricultural and natural and cultural resources during emergencies. It supports jurisdictional authority to address livestock issues to prevent, protect, respond to, and recover from disaster or disease that impacts livestock industry of the State of Colorado. It provides guidance and support to other State and local agencies, Tribal nations, and livestock producers to eliminate risk, recover from incidents affecting agriculture and thus maintain livestock health of State.

Scope

ESF-11 includes five primary functions:

- Respond to livestock and agricultural health issues / disease outbreak affecting agricultural interests.
- Provide technical expertise, coordination, and support of livestock and agricultural emergency management when agricultural interests are impacted by disasters.
- Ensure safety and security of Colorado's commercial agricultural food supply.
- Support ESF 6 in their role of providing nutritional assistance.

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF-11 relates to other elements of the whole community. "Whole Community" preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.

A critical component of "Whole Community" is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term "Access and Functional Needs" may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Local and Tribal Governments

Local and Tribal governments are primarily responsible for the welfare of individuals and animals within their jurisdictions.

Typically, at the local level, the animal control agency within local law enforcement agency is the authority that has jurisdiction for non-disease animal emergency management issues within a given community. During disasters affecting animals, local authorities may call upon the community animal response teams (CARTs) if there is one organized in that area to support the rescue, sheltering, and care of affected animals. This activity falls under the county emergency response structure (often it is under the county ESF-11) and is mainly focused on small animals (pets and service animals) along with “backyard” farm animals such as horses, goats, sheep, alpacas, llamas, pigs, chickens, and cattle. When the community’s needs exceed capacity, ask the State ESF-6a for support and coordination of the rescue, care, and sheltering of such animals.

In the situation when commercial farm and ranch operations are affected by disasters, often farmers and ranchers are the “first responders” for their livestock. In the farming / ranching communities, “neighbors help neighbors” - they don’t wait for a government agency to come to give them assistance. Once the immediate care and necessary movement of livestock takes place, then agriculture and livestock producers need assistance in recovery.

An important issue at the local level during disasters affecting Ag is the access to land, cattle, and roads to truck large numbers of cattle out of harm’s way. Sometimes, cattle can be “sheltered in place” by providing for safe access of ranchers/cowboys to an affected area. This takes coordination with the IMT managing the incident. CDA, Colorado Cattlemen’s Association (CCA), and Colorado Livestock Association (CLA) have initiated an Agriculture and Livestock Liaison Program in which CDA credentials a rancher/farmer to work with IMT to provide safe access to a limited number of ranchers for care or movement of livestock. In addition, local ranchers/farmers often provide equipment or other resources (tractors & discs or livestock equipment) to be used in the incident response. In addition the livestock or agriculture liaisons also know the land, ownership, and others in the community who could help in overall response.

If livestock have died or been injured during disaster incident, there is a need for veterinary care and guidance for the process of carcass disposal. Those needs are led by CDA with CDPHE and local public health in collaboration and communication.

When requested, State ESF-11 can assist in coordinating or providing technical assistance to address livestock/agriculture emergency management issues. Local or Tribal authorities designate an official(s) or contact to coordinate with Agriculture and Natural Resources. These official(s) serve as principal point(s) of contact with ESF-11 Coordinators at State EOC.

In a situation where there is a livestock disease outbreak within a county, CDA is lead agency to respond to control, mitigate, and prevent the spread of the disease. CDA coordinates its response with other State and local agencies and works through local contact for that incident.

Livestock and agricultural health responses are conducted in collaboration and cooperation with the Colorado Department of Agriculture (CDA), other supporting State agencies, and local entities to ensure continued human nutrition; animal, plant, and environmental health; and support the economy and trade.

Actions taken during a livestock or agricultural disaster emergency are conducted by local / Tribal authorities and when needed, coordinated with CDA animal health officials at State Veterinarian’s Office (Division of Animal Health).

Inspection of meat, poultry, and processed egg products; production and import facilities; and distributors during a response may be conducted along with local/Tribal area authorities and regulated industry, if needed, to ensure public health and support economy and trade.

Transportation and distribution of food supplies and nutritional assistance within affected area are arranged by local, State, and Tribal entities along with federal, and voluntary organizations as directed by ESF-6 in Colorado.

Actions taken during an emergency threatening the environment or cultural and historic resources are guided by and coordinated with the appropriate local / Tribal authorities and Colorado Department of Natural Resources officials including History Colorado and local and state entities for protection of State historic archives.

Private Sector / Non-Governmental Organizations (NGOs)

Many livestock and agriculture emergency response resources and assets are owned or controlled by private sector and NGOs.

Animal emergency management is and has always been a whole community effort—a blending of emergency management and animal handling expertise. At the local level, veterinarians, farmers, ranchers, animal control agencies, humane organizations, breeders, wildlife rehabilitators, and others make up the animal infrastructure within a community. These entities should be encouraged to collaborate with government to meet emergency animal needs in their communities. Colorado has many integrated animal response capabilities, including County Animal Response Teams (CARTs), Colorado Veterinary Medical Reserve Corps (mainly small animal-focused), Colorado Rapid Response for Agriculture and Livestock (CORRAL) program at CDA (focused on agriculture and livestock), Colorado State University Extension agents, and local and State cattlemen’s associations.

Animal and agricultural health responses are conducted in collaboration and cooperation with State authorities and private industries to ensure continued human nutrition; animal, plant, and environmental health; and support of the American economy and trade. Businesses where animals are integral to operations (such as production agriculture, zoos/exhibitors, research facilities, breeders, animal welfare agencies/sanctuaries, and veterinary hospitals) are encouraged to have contingency plans in place for animals housed in the facility or operation, in the event of a disaster, disease outbreak, or emergency.

Some of the production agriculture operations such as feedlots, dairies, poultry farms, swine operations, and cattle ranches may have existing contingency and / or emergency plans for disaster or disease. CDA can provide templates and information on livestock emergency preparedness planning. Nonprofit networks, such as the American Veterinary Medical Association and the Association of Zoos and Aquariums/Zoo Animal Health Network, can provide information on contingency planning for veterinary facilities, zoos, and other congregate animal facilities. Transportation and distribution of food supplies within the affected area may be supplied by private companies but are coordinated and arranged by local / Tribal, State, federal, and voluntary organizations.

State Government

Specific information on State Government actions are described in the following section.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-11 supports the core capability of Public Health, Healthcare, and Emergency Medical Services and Environmental Response/Health and Safety. The following table lists specific ESF-11/agency actions that support this capability. Though not listed in the table, all ESFs, including ESF-11, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. ESF-11, through the SEOC, supports the following:

Core Capability	ESF-11 - Agriculture and Natural Resources
Environmental Response/Health and Safety	Safety and Defense of the State’s Supply of Meat, Poultry, and Processed Egg Products <ul style="list-style-type: none">• CDA through its Inspection and Consumer Services Division (ICS) regulates animal feed, fertilizer, anhydrous ammonia, compost, farm products dealers, commodity handlers/grain warehouses, scales and other measuring devices, pricing and package weight accuracy, eggs, custom meat plants and wild game processors. Natural Resource Management <ul style="list-style-type: none">• CDA through Plant Division provides leadership, statewide coordination, and regulatory oversight to public/private landowners and agricultural businesses on natural resource management issues.

<p>Public Health, Healthcare, and Emergency Medical Services</p>	<p>Livestock and Agricultural Health</p> <ul style="list-style-type: none"> ● Address livestock health and welfare issues to protect, respond to, mitigate, and control livestock disease incidents impacting the Colorado livestock sector. ● Address plant pest and disease issues to prevent, protect, respond to, and mitigate incidents impacting commercial plant production within Colorado.
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Agency Actions

<p>Primary Agency</p>	<p>Actions</p>
<p>Department of Agriculture</p>	<ul style="list-style-type: none"> ● Animal Health Division - lead for livestock disease response. Coordinate and assist with impacts to livestock in time of natural disaster or other emergencies. ● Brands Division - lead for livestock identification and inventories. Also responsible for investigation of lost livestock. This responsibility comes into play in disaster response where there have been livestock displaced due to wildfire, blizzard, or other natural disaster that disrupts infrastructure like fences and livestock production facilities. ● Conservation Division - lead at CDA for addressing protection of water and other natural resources in conjunction with the Department of Natural Resources (DNR) and the Colorado Department of Public Health and Environment (CDPHE). Also lead Division for engagement with federal land agencies like US Forest Service (USFS) and the Bureau of Land Management (BLM). When there are wildfires or other disasters affecting federal land, this responsibility aids in identification of permittees who graze cattle on federal grazing allotments. Identification of permittees and relationship with those federal representatives aids in communication with ranchers and addressing their needs to move cattle out of federal lands or gain access to care for cattle. ● Inspection and Consumer Services Division (ICS) - lead at CDA in assuring safety and security of commercial food supply, pet food, livestock feed, and pet animal facilities. ICS is also lead for registration of commercial fertilizers, soil conditioners, and plant amendment products. On their website, there is ICS Animal Feed Response Plan. ● Markets Division - lead for increasing marketing, and distribution opportunities for Colorado agricultural commodities ● Plants Division - lead for bee, plant, and crop disease, as well as administration and enforcement of pesticide applicators' act. ● State Fair Division - Lead for all events held at State Fairgrounds in Pueblo. State Fairgrounds also serves as COOP secondary office for CDA in event that building infrastructure is affected by disaster. In addition, State Fairgrounds serves as an emergency shelter for animals, people, and warehouse of emergency resources during major disaster or disease outbreak.

Support Agency	Actions
Department of Corrections	<ul style="list-style-type: none"> ● May provide food supplies. ● May provide personnel for law or code enforcement activities. ● Some limited potential for providing animal care or animal sheltering facilities.
Department of Education	<ul style="list-style-type: none"> ● Assist with acquiring food supplies and/or providing sheltering, food service preparation, and service. ● Assist with 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.
Department of Natural Resources	<ul style="list-style-type: none"> ● Lead for incidents involving only natural resource component of ESF 11. ● Lead for natural resources under ESF 11 when natural resources are impacted ● Holds jurisdiction over wildlife in Colorado, sometimes in collaboration with the Department of Interior or Fish and Wildlife Services. ● Collaborate with ESF 11 CDA lead, especially in addressing animal disease affecting wildlife, zoonotic risks, and preservation of wildlife resources. ● Field personnel assist and support activities in livestock emergency response.
Department of Public Health and Environment	<ul style="list-style-type: none"> ● Provide support and assistance to all lead agencies as appropriate. ● Provide technical support pertaining to statutory and regulatory requirements of State within the scope of the department's responsibilities. ● CDPHE and CDA have an MOU in place for All Hazards Incidents that result in mass mortality of livestock. ● As lead agency, CDA collaborates with CDPHE for carcass disposal.
Division of Homeland Security and Emergency Management (DHSEM)	<ul style="list-style-type: none"> ● Primary agency for coordination of homeland security activities in Colorado. Operates the State Emergency Operations Center in support of any and all incidents requiring State assistance. ● Provide liaison to acquire and coordinate the resources needed in incident response. Each departmental EOC and/or IC would coordinate through SEOC.
Department of Public Safety	<ul style="list-style-type: none"> ● Assist in enforcing quarantines, livestock movement restrictions and permitting orders, and tracking and compliance of such needs on state roadways. ● May assist with communication needs across the State.
Colorado State Forest Service	<ul style="list-style-type: none"> ● Provide technical assistance regarding impacts of wildfires to vegetation. ● Assist with identifying potential rehabilitation needs for burned areas on non-federal lands.
US Department of Agriculture - Animal and	<ul style="list-style-type: none"> ● Assist and support CDA, State Veterinarian's Office (Animal Health Division) with disease control and mitigation within CDA's

<p>Plant Inspection Services - Veterinary Services (USDA - APHIS - VS)</p>	<p>jurisdiction.</p> <ul style="list-style-type: none"> ● Assist with Unified Coordination to address outbreak. ● Serves as liaison for acquisition of resources and in coordination with other federal authorities.
<p>US Department of Agriculture - Animal and Plant Inspection Services - Plant Pest and Quarantine (USDA - APHIS - PPQ)</p>	<ul style="list-style-type: none"> ● Assists and supports CDA, Plants Division with disease control and mitigation for specified plant diseases and pests within CDA's jurisdiction. ● Assist with Unified Coordination to address such an outbreak. ● Serves as liaison for acquisition of resources and coordination with other federal authorities.
<p>US Department of Agriculture - Food Safety and Inspection Services (USDA - FSIS)</p>	<ul style="list-style-type: none"> ● Holds federal jurisdiction for inspection of meat and poultry products in federally inspected plants. ● Collaborates with CDA Division of Inspection and Consumer Services to address concerns related to safety and security of meat and poultry commercial food products.
<p>US Department of Agriculture - Forest Service (USDA - FS)</p>	<ul style="list-style-type: none"> ● Coordinate access to US Forest Service land grazing allotment, needed when disasters such as wildfires affect grazing allotment permittees. Ranchers who have permits to graze cattle depend on this forage for their cattle. ● Cattle may have to be moved quickly out of these grazing allotments if wildfires threaten access to certain roads to truck cattle out of these areas is necessary ● US F.S. coordinates finding alternate grazing allotments for these cattle ● When considering Stage III fire restrictions for areas of US. Forest Service land, ranchers / permittees needs must be considered unless fire is imminent ● CDA - Conservations Services & State ESF 11 coordinate with USFS representatives in local office to coordinate land access and livestock exemptions for ranchers to access allotments if conditions are safe to enter.
<p>US Department of Health and Human Services / Center for Disease Control (HHS / CDC)</p>	<ul style="list-style-type: none"> ● Responsible for disease monitoring, tracking, and provision of subject matter expertise and resources to address outbreaks of human disease. This Includes food-borne illness, zoonotic disease, or illnesses predicted by use of weapons of mass destruction. ● Collaborate with CDPHE and other agencies, as appropriate.
<p>US Department of Health and Human Services / Food and Drug Administration (HHS / FDA)</p>	<ul style="list-style-type: none"> ● Holds federal jurisdiction for inspection of food products not regulated by USDA. ● Collaborate with CDA Division of Inspection and Consumer Services to address concerns related to safety and security of commercial food products other than meat and poultry. ● NOTE: CDPHE holds State jurisdiction for such products as well as meat and poultry products in food establishments. All three entities would likely operate as a unified group within incident command. ● Regulate animal feed at federal level. ● Critical role in prevention and control of adulterated and contaminated animal feed.

US Department of Homeland Security / Customs and Border Protection (DHS / CBP)	<ul style="list-style-type: none"> • Responsible for inspection of imported products in conjunction with USDA and FDA and detection of contraband might affect provisions of this ESF.
US Department of Interior	<ul style="list-style-type: none"> • Lead federal agency for ESF - 11 in incidents impacting natural resources without involvement of other sections of this ESF. • Address natural resource matters, if involved, under USDA lead if other components of ESF - 11 are involved. • Collaborate with Department of Natural Resources.
US Department of Interior - Bureau of Land Management (BLM)	<ul style="list-style-type: none"> • Coordinate access to BLM land grazing allotment, needed when disasters such as wildfires affect grazing allotment permittees. Ranchers who have permits to graze cattle depend on this forage for their cattle. • Cattle may have to be moved quickly out of these grazing allotments if wildfires threaten, access to certain roads to truck cattle out of these areas is necessary. • BLM coordinates finding alternate grazing allotments for cattle. • When considering Stage III fire restrictions for parts of BLM land, ranchers / permittees needs must be considered unless fire is imminent. • CDA - Conservations Services & State ESF - 11 coordinate with BLM representatives in local office to coordinate land access and livestock exemptions for ranchers to access allotments if conditions are safe to enter.
US Environmental Protection Agency (EPA)	<ul style="list-style-type: none"> • Address environmental, water quality and like concerns with counterparts at CDPHE. • Most likely such assistance would be required in all sections of ESF - 11.
US Federal Emergency Management Agency (FEMA)	<ul style="list-style-type: none"> • Designated federal lead in emergency response. • Provide planning, training, and other materials to assist in response as well as personnel, resources, and funding to support emergency response. • Collaborate with the Division of Homeland Security and Emergency Management in conduct of emergency response.
US Northern Command (NORTHCOM)	<ul style="list-style-type: none"> • Support this ESF in numerous ways to include personnel, equipment, transportation, veterinarians and epidemiologic expertise, supplies, non-law enforcement security, and traffic control.
Colorado Association of Animal Control Officers	<ul style="list-style-type: none"> • Support animal disease control activities, including livestock, and general support to all animal activities within this ESF as called for.
Colorado Sheriffs Association	<ul style="list-style-type: none"> • May be called upon for assistance in ESF - 11. • Specifically associated with hold, quarantine and livestock movement restrictions and permitting orders associated with control of livestock disease outbreaks.
Colorado Association of Certified Veterinary Technicians	<ul style="list-style-type: none"> • May be called upon for assistance in Ag & livestock section of this ESF. • Assist with treatment and care of animals under provisions set forth

	by this ESF.
Colorado Volunteer Organizations Active in Disaster	<ul style="list-style-type: none"> • May support any or all activities covered in this ESF. • May support responders, persons or animals affected by incident.
Tribal Representatives	<ul style="list-style-type: none"> • Collaborate, manage, conduct and support any sections of this ESF involving Tribal lands or individuals. • May provide personnel or other resources in support of incidents outside Tribal jurisdiction.
American Red Cross	<ul style="list-style-type: none"> • Primary contact for support of responders and sheltering and feeding of displaced individuals such as displaced farm or ranch owners, managers, or farm workers.
The Salvation Army	<ul style="list-style-type: none"> • May support response personnel and other impacted individuals.
Community Food Banks	<ul style="list-style-type: none"> • May assist with provision of nutritional assistance coordinated by ESF - 6. • Help locate, provide, or transport food supplies to needed areas.
Faith Based and other private groups	<ul style="list-style-type: none"> • May assist in feeding, sheltering, housing, and counseling for both responders and affected individuals. • Roles vary, depending on each individual group's capabilities
Colorado Veterinary Medical Association	<ul style="list-style-type: none"> • 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 successful conduct of operations. • Affiliation with Colorado Veterinary Medical Reserve Corps who will collaborate and assist local response teams and / or assume lead in care of animals in emergency county animal shelters. • Provide staff, financial, or other resource support specifically for animals and potentially to any or all sections of this ESF.
State, Regional, County, or Local Emergency Management Groups	<ul style="list-style-type: none"> • Lead or support activities addressing all aspects of this ESF. • Coordinate with others involved in local incident planning, response or recovery.
State, Regional, County, or Local Public Works, Fire, EMS and other Departments	<ul style="list-style-type: none"> • Provide personnel and equipment in support of this ESF as requested. • Coordinate with local emergency management officials. • Requested to list available resources within applicable database.
Industry Organization and local affiliates	<ul style="list-style-type: none"> • 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.
Livestock Association Groups	<ul style="list-style-type: none"> • 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.

ESF-12 - Energy Annex

ESF Coordinator:

Public Utilities Commission (PUC)

Primary Agency:

Public Utilities Commission

Supporting Agencies:

Colorado Energy Office (CEO)
Western Area Power Administration (WAPA)
Colorado Department of Transportation (CDOT)

INTRODUCTION

Purpose

Emergency Support Function (ESF-12) - Provides support to the SEOC by assisting local, state, Tribal, and Federal government entities, non-governmental organizations, and the private sector in coordinating and assisting utility response and recovery efforts during disasters affecting electric power, natural gas, and other energy sources requiring State level support.

Scope

During disasters, this function collects, evaluates, and shares information during SEOC activation on outages and/or damage to energy systems, identifies the number of customer impacts and collects estimations on when energy systems will be fully restored. In the event, additional resources are needed by energy providers, this function also assists with acquiring resources locally, statewide, or through EMAC requests.

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF-12 relates to other elements of the whole community. “Whole Community” preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners. A critical component of “Whole Community” is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term “Access and Functional Needs” may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Local and Tribal Governments

During SEOC activations, ESF-12 assists local, state, and Tribal governments with requests for energy related emergency response assistance in order to meet energy needs. ESF-12 also identifies interdependencies and cascading impacts to other jurisdictions, emergency hospitals, and other critical business functions. County and local governments should discuss local vulnerability to an electrical outage/shortage with utility providing service, and develop outage management plans.

Private Sector / Non-Governmental Organizations (NGOs)

ESF-12 assists private sector energy asset owners and operators who submit requests for energy emergency response assistance by providing referrals to resources in order to assist in restoral of operations to meet energy needs. ESF-12 also assists in identifying interdependencies and cascading impacts to other jurisdictions, emergency hospitals, and other critical business functions.

State Government

ESF-12 helps coordinate State assistance and resources in order to enable power suppliers to restore service after a disaster and after energy providers have exhausted their in-house resources including mutual aid agreements. ESF-12 also solicits information from utilities following a disaster and completion of a damage assessment. This includes damage to infrastructure, customer service impacts and estimated time for service restoration. This information is shared during SEOC activations and provided to the SEOC PIO for any communications requirements. Specific information on State Government actions are described in the following section.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-12 supports the core capability of Infrastructure Systems. The following table lists specific ESF-12 / agency actions that support this capability. Though not listed in the table, all ESFs, including ESF-12, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. ESF-12, through the SEOC, supports the following,

Core Capability	ESF-12 - ENERGY ANNEX
<p>Infrastructure Systems</p>	<ul style="list-style-type: none"> ● Coordinate requests from electric and fuel suppliers for assistance to facilitate critical infrastructure protection & restoration. ● Facilitate briefing of Governor’s Office on critical electric, natural gas, and other energy systems on adverse impacts and restoration timeframes. ● For large geographic energy impacts exhausting State resources, solicit other states via EMAC for resources to assist with energy recovery & restoration.

Agency Actions

Primary Agency	Actions
<p>Public Utilities Commission</p>	<ul style="list-style-type: none"> ● Assist in the development and maintenance of the Colorado Energy Assurance & Emergency Plan (CEAEP). ● Serve as liaison to regulated and unregulated utility companies and State agencies to facilitate critical electric infrastructure protection, situational awareness, and restoration. ● Be the ESF-12 representative to the SEOC. ● Keep SEOC informed of the electric sector and natural gas problems which may cause or contribute to extended outage(s). ● Participate in planning via CEAEP 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. ● Coordinate with the US Department of Energy (DOE), North American Electric Reliability Corporation (NERC), and other electricity sector agencies and develop procedures for responding to regional outages as a result of malicious act(s). ● Furnish available personnel, equipment, or other resource support as requested by SEOC or the ESF primary agency and provide representation in the SEOC. ● Participate in training and exercises aimed at continuous

	<p>improvement of prevention, protection, response, and recovery capabilities</p> <ul style="list-style-type: none"> Identifying capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.
Support Agency	Actions
Colorado Energy Office (CEO)	<ul style="list-style-type: none"> Provide support for liquid fuels impacts during disasters that include gasoline, diesel, and propane. CEO is responsible for Colorado Disaster Fuel Plan.
Western Area Power Administration (WAPA)	<ul style="list-style-type: none"> Provide assistance when escalation has taken place and the FEMA Region VIII ESF-12 support is required.
Colorado Department of Transportation (CDOT)	<ul style="list-style-type: none"> 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. If requested, may provide equipment to assist with utility repair.

ESF-13 - Public Safety and Security Annex

ESF Coordinator:

Colorado State Patrol (CSP)

Primary Agency:

Colorado State Patrol

Supporting Agencies:

Colorado Department of Public Safety (CDPS)

Other Departments with State and Local Law Enforcement Officers

INTRODUCTION

Purpose

Emergency Support Function (ESF-13) provides public safety and security support and coordination to Local, State, Tribal, private sector, and Federal organizations when requested due to an anticipated natural/manmade disaster or an act of terrorism.

Scope

ESF-13 resources include those from all State law enforcement departments or agencies and may provide a wide array of State law enforcement capabilities, personnel, and equipment to assist local, state, Tribal, and State authorities to accomplish the core mission of public safety and security. All ESF-13 support is managed by the Colorado State Patrol (CSP). ESF-13 primary representative at coordination and operations centers, including the State Emergency Operations Center (SEOC), activated Regional Response Coordination Centers (RRCC), and Field Command Posts (FCP). This Annex does not supersede or override the policies or mutual aid and assistance agreements of any local, state, Tribal jurisdiction, government or agency. State law enforcement departments and agencies retain all specific responsibilities accorded to them by statute, regulation, policy, or custom.

ESF-13 is a support mission function and separate from the law enforcement mission in the Terrorism Incident Law Enforcement and Investigation Incident Annex to the National Response Framework (NRF). ESF-13 will not impede or conflict with the Federal Bureau of Investigation's (FBI) responsibilities to prevent and investigate acts of terrorism. ESF-13 activations in response to an act of terrorism will focus on the support to the impacted local, state, Tribal, or private sector area, and Federal law enforcement departments and agencies and their ability to provide public safety and security within their jurisdictions. If needed, the FBI may, but is not required to, call upon ESF-13 to assist as with terrorism investigation and prevention efforts.

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF-13 relates to other elements of the whole community. "Whole Community" preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners. A critical component of "Whole Community" is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term "Access and Functional Needs" may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Local and Tribal Governments

Local law enforcement responsibility and authority rests with the Local, State, and Tribal law enforcement departments and agencies (i.e. Home Rule authority). During disasters or acts of terrorism, additional resources should be obtained through mutual aid and assistance agreements. Once these means of support are exhausted or unavailable, public safety and security resources, such as activation of the state National Guard or the Emergency Management Assistance Compact (EMAC) can be requested through ESF-13. In a catastrophic incident, the Governor may:

- Request Federal law enforcement assistance under the Emergency Federal Law Enforcement Assistance Act coordinated through the Attorney General (AG) or the AG's designee.
- Designate members of the National Guard under state control to the extent permitted by state statute.

Private Sector / Non-Governmental Organizations (NGOs)

Safety and security responsibilities performed by the private sector and NGOs are generally limited to requirements at specific locations, such as shopping centers; private sector buildings; locations that house critical infrastructure; special events; and when contracted, local, state, Tribal, and Federal buildings. However, overall public safety and security responsibility always defaults to local, state, Tribal, and Federal law enforcement departments and agencies.

During the response to disasters or acts of terrorism, private sector and/or NGO security forces continue to perform assigned safety and security missions to the best of their ability. The local, state, or Tribal law enforcement department agency responsible for public safety and security will determine the need for law enforcement resources to assist or augment these private sector/NGOs. Should the responsible local, state, Tribal law enforcement department or agency require additional assistance, ESF-13 may be tasked to provide this support through the SEOC mission assignment process upon request.

State Government

Specific information on State Government actions are described in the following section.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-13 supports the core capability of On-Scene Security, Protection, and Law Enforcement. The following table lists specific ESF-13 / agency actions that support this capability. Though not listed in the table, all ESFs, including ESF-13, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. ESF-13, through the SEOC, supports the following:

Core Capability	ESF-13 – Public Safety and Security
<p>On-Scene Security, Protection, and Law Enforcement</p>	<ul style="list-style-type: none"> • Provide general and specialized State law enforcement resources when Local, state, Tribal, and Federal law enforcement departments and agencies require additional assistance. ESF-13 LEOs can perform a wide array of missions as defined through the SEOC mission agreement process. • Protect critical infrastructure during prevention activities or disaster response, when requested. • Protect emergency responders. • Determine role, if any, of private sector / NGOs in overall public safety and security response. • Assist other state law enforcement and government officials to determine methodology by which FLEOs will be granted state law enforcement authority during ESF-13 responses. • Manage development of pre-scripted mission assignments to address known and anticipated disaster response public safety and security short falls. • Give priority to life safety missions first, followed by missions that address security and protection of infrastructure/property. • Consider availability of safety and security resources within State department or agency when providing ESF-13 support to other State ESFs.

Agency Actions

Primary Agency	Actions
<p>Colorado State Patrol</p>	<ul style="list-style-type: none"> ● ESF-13 Coordinator ● Coordinate all ESF-13 activities at state level and across all DHSEM regions. ● Attend all SEOC meetings regarding ESF activities and/or operations. ● Attend all related SEOC training exercises for ESF-13 activities. ● When activated, mobilize and deploy ESF-13 support teams to affected area of responsibility to accomplish public safety and security situational assessments/awareness. ● Activate ESF-13 SEOC to coordinate all ESF-13 operations. ● Deploy liaison personnel to staff RRCCs or FCPs and SEOC during activations. ● Deploy liaison personnel to other operations centers when required. ● Staff state staging areas to coordinate reception and assignment of ESF-13 resources to their missions. ● Provide general and specialized resources to assist in ESF-13 responses. ● Coordinate/Assist response activation during an act of terrorism. ● Coordinate mobilization of other state resources when ESF-13 is activated. ● Coordinate with ESF-1 for use of Department of Transportation assets to assist LEO operations when needed.
Support Agency	Actions
<p>Colorado Department of Public Safety</p>	<ul style="list-style-type: none"> ● Participate in ESF-13 meetings and or exercises. ● Provide general and specialized resources to assist in ESF-13 response.
<p>Other Departments with State and Local Law Enforcement Officers</p>	<ul style="list-style-type: none"> ● Participate in ESF-13 meetings and or exercises. ● Provide general and specialized resources to assist in ESF-13 response.
<p>Private Sector/NGOs</p>	<ul style="list-style-type: none"> ● Traditionally the vast majority of ESF-13 missions require sworn Law Enforcement Officers (LEO) or Federal Law Enforcement Officers (FLEO) armed and trained in the execution of a wide range of law enforcement activities. However, based on the requirements of specific missions, ESF-13 may use non-traditional resources from CSP Executive Security Officers, CSP Port of Entry Officers, private sector, and / or NGOs to meet the requirements of the missions. ● These may be individuals and/or organizations with specific skills or capabilities that are trained, capable, and willing to assist ESF-13 as volunteers or contract support. The identification of these private sector/NGO individuals and organizations will be closely coordinated by the ESF-13. ● These non-traditional resources may not be used to fill a State-to-State ESF-13 support mission or other inherently governmental missions (e.g., public safety).

ESF-14 - Private Sector Coordination

ESF Coordinator:

Division of Homeland Security and Emergency Management (DHSEM)

Primary Agency:

Division of Homeland Security and Emergency Management (DHSEM)

INTRODUCTION

Purpose

The SEOC coordinates with the Private Sector through its Colorado Business Emergency Operation Center (BEOC). The mission of the Colorado BEOC is to facilitate communication and coordination between the Private Sector and the SEOC during a disaster, emergency, or a planned special event.

Scope

The National Incident Management System (NIMS) defines the Private Sector as “organizations and individuals that are not part of any governmental structure, including for-profit and not-for-profit organizations, formal and informal structures, commerce and industry.”

RELATIONSHIP TO WHOLE COMMUNITY

Establishing a Colorado BEOC in Colorado creates a two-way information sharing system:

- Better Coordination: Closer collaboration supports effective planning, preparedness, response and recovery.
- Improve Decision Making: A more complete and accurate picture is created and shared resulting in enhanced decision making.
- Access More Resources: Key results of teamwork is quicker recovery from emergencies. These resources include not only the donations or paid goods/services, but also the intellectual capital that Private Sector executives bring in the form of strategic and business knowledge.
- Increase Effectiveness of SEOC Efforts: Whole community efforts are more effective when based on an understanding of Private Sector capabilities, limitations and requirements and reciprocal sharing.

Local and Tribal Governments

Information sharing and coordination with the Private Sector provides benefits to local and Tribal governments.

Private Sector / Non-Governmental Organizations (NGOs)

- Obtain critical, current information needed to make decisions on employee safety and business continuity (e.g. status of roads, water, and power).
- Gain information related to operations, customer and employee safety, and communications through formal exchanges: daily situation reports, Twitter, and RSS feed from the Colorado BEOC website.
- Promote increased information sharing through their networks.

State Government

For resource requests that cannot be met through other sources, the Private Sector Liaison (PSL) will communicate resource requests to the business network and facilitates the deployment of available business resources or capabilities to address community needs. The SEOC, through the PSL, may also request information on damage to businesses, which aids in the prioritization of lifelines restoration. Specific information on State Government actions are described in the following section.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-14 supports the core capability of Logistics and Supply Chain Management, to include specialized technical expertise. The following table lists specific ESF-14 / actions that support this capability. Though not listed in the table, all ESFs, including ESF-14 support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. ESF-14, through the SEOC, supports the following:

Core Capability	ESF-14 – Private Sector Coordination
Logistics and Supply Chain Management	<ul style="list-style-type: none"> ● Represent Private Sector in SEOC. ● Help SEOC build Common Operating Picture. ● Share SITREP with Private Sector/Share Private Sector Info with SEOC. ● Support Business-to-Business Mutual Aid. ● Support Business Damage Assessments. ● Support Recovery Task Force.

Agency Actions

Primary Agency	Actions
DHSEM/SEOC	<ul style="list-style-type: none"> ● DHSEM Director may request activation of Colorado BEOC. ● Share pertinent safety information with the Private Sector. ● Make available one or more seats for the Private Sector Representative to work with the State Private Sector Liaison in the SEOC.
DHSEM/BEOC Private Sector Liaison	<ul style="list-style-type: none"> ● Represent Private Sector in SEOC meetings. ● Share SITREP with Private Sector. ● Share Private Sector info with SEOC. ● Coordinate Private Sector into resource ordering. ● Administer Colorado BEOC data system, together with the Private Sector Representative.
DHSEM/SEOC Logistics Section	<ul style="list-style-type: none"> ● Can assist with transportation and other delivery and deployment methods.
DHSEM/Operations	<ul style="list-style-type: none"> ● Will be aware of Colorado BEOC system to connect businesses with disaster needs. The connection point for matching the offers will be through 213 RRs in WebEOC keeping Operations informed of the utilization of donated product by documenting on the ICS 213RR.
Support Agency	Actions
Private Sector Representative (to BEOC)	<ul style="list-style-type: none"> ● Work with State Private Sector Liaison in the SEOC. ● Monitor donations and 213RRs for matching. ● These processes will be driven by a data system of which the PSL and VAL are the administrators.
Private Sector Participants	<ul style="list-style-type: none"> ● Support Colorado BEOC and be willing to commit resources, personnel, supplies, services, and information to support and

	<p>facilitate SEOC conditions.</p> <ul style="list-style-type: none"> ● Sign non-disclosure agreements. ● Support Recovery Task Force and Support Business to Business Mutual Aid. ● Support Damage Assessment Operations: <ul style="list-style-type: none"> ○ Business Disaster Assessments (BDA). ○ Self-assessments of damage are completed by the businesses on the BEOC website and are shared with the Operations and Recovery section and others, to assist in developing accurate damage assessments and provide information on ongoing and emergent unmet needs in the business community. As the disaster progresses beyond the lifesaving mission, both the Recovery Task Force Lead and the Department of Local Affairs will be apprised of business needs. ● Administer BEOC's data system along with State Private Sector Liaison.
Private Sector Leads	<ul style="list-style-type: none"> ● Recruited to assist with situational awareness in the SEOC.
COVOAD	<ul style="list-style-type: none"> ● May request activation of Colorado BEOC.
DVCT	<ul style="list-style-type: none"> ● May request activation of Colorado BEOC. ● Serve as administrative lead for the business and Private Sector reporting in the data collection and documentation of goods offered and goods utilized. The data system will be continuously monitored to make sure donations are utilized. Considerations are primarily based on expediency of need.
Local Jurisdiction	<ul style="list-style-type: none"> ● Make final decision - in consultation with Operations and VAL/PSL - on whether goods/services offered are an acceptable solution.

ESF-15 - External Affairs

ESF Coordinator:

Division of Homeland Security and Emergency Management (DHSEM)

Primary Agency:

Division of Homeland Security and Emergency Management (DHSEM)

Supporting Agencies:

All state agencies and offices, non-governmental organizations (NGOs), professional associations, and private entities

INTRODUCTION

Purpose

The Division of Homeland Security and Emergency Management (DHSEM) 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. 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.

Scope

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. 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.

This Annex provides for public information, education, and media relations functions incorporating a JIS as the official 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. 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.

RELATIONSHIP TO WHOLE COMMUNITY

This section describes how ESF-15 relates to other elements of the whole community. "Whole Community" preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.

A critical component of "Whole Community" is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term "Access and Functional Needs" may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.

Local and Tribal Governments

Local jurisdictions will provide immediate and vital information to the public regarding response and recovery activities. 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. At no time will a news release from any agency conflict with news releases from local government.

Private Sector / Non-Governmental Organizations (NGOs)

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. Public Information Officer (PIO) Coordination Teams consist of representatives from the Governor's Office, DHSEM, specific state, Tribal, local, federal, and private sector agencies.

State Government

The state may start an emergency public information system to augment or enhance local capabilities or when requested by a local agency. A JIS may be initiated by the state to report on the state's response, recovery, and/or mitigation activities. The Division of Homeland Security and Emergency Management PIO will be the lead ESF-15 in the SEOC and will be the official spokesperson related to state actions.

CORE CAPABILITIES AND ACTIONS

ESF Role Assigned to Core Capabilities

ESF-15 supports the core capability of Public Information and Warning. The following table lists specific ESF-15 / agency actions that support this capability. Though not listed in the table, all ESFs, including ESF-15, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. ESF-15, through the SEOC, supports the following:

Core Capability	ESF-15 – External Affairs
Public Information and Warning	<ul style="list-style-type: none">● Coordinate emergency public information efforts.● 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.

Agency Actions

Primary Agency	Actions
Division of Homeland Security and Emergency Management (DHSEM)	<ul style="list-style-type: none">● DHSEM PIO is lead for PIO Coordination Team.● Assign one representative as a PIO Coordination Team member.● Assist and maintain liaison with the media.● Coordinate information releases through a JIS or JIC.● Coordinate news briefings and conferences in cooperation with the agencies involved in the disaster.● Establish a briefing and information release schedule.● Function as Chief of PIO Teams at the SEOC or other operating location.● Gather, verify, and coordinate information regarding the disaster situation and activities.

	<ul style="list-style-type: none"> ● Maintain a record of actions. ● Maintain liaison with the Governor and his representatives. ● Notify FEMA and other agencies as appropriate. ● Notify PIOs designated to staff the JIC. ● Prepare news releases, fact sheets, background information, and briefing materials. ● Provide administrative and logistic support. ● Provide facilities, equipment, support, and resources at the SEOC. ● Provide information and instructions to the public for obtaining disaster relief and assistance. ● Provide personnel as required by the disaster emergency. ● Release emergency public information from the SEOC until a determination to establish a JIC had been made and the JIC is operational. ● Responsible for the dissemination of timely, accurate public information during a disaster or emergency. ● Review and approve all information releases.
Support Agency	Actions
<p>State Agencies, Divisions, Offices, Programs, American Red Cross</p>	<ul style="list-style-type: none"> ● As requested, send representatives to the JIC or assign a representative to a virtual JIC. ● Assign one lead representative as a PIO Coordination Team member. ● Cooperate with the dissemination of information. ● Coordinate information releases through a JIS or JIC. ● Gather and verify information from your assigned organization. ● Maintain a record of actions. ● Prepare news releases, fact sheets, background information, and briefing materials. ● Provide administrative and logistic support. ● Assist in providing shelter status and occupancy information to support public information.

Incident Annexes

Biological/Highly Infectious Disease Incident Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. 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.

B. Scope

1. 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.

C. Situation

1. Naturally occurring epidemics, such as pandemic influenza or highly infectious diseases pose many of the same challenges as biological events and are managed by the same principles.
The first indication of a biological event usually occurs hours or days later when exposed individuals develop symptoms and seek care.
Because of the potential impact of an incident of this nature 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.
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.

D. Assumptions

1. 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).
The national response to a large biological event or pandemic or highly infectious disease will largely reflect the ability of states and local communities to respond.

II. Concept of Operations

A. General

1. Response to a large biological event, pandemic or highly infectious disease will trigger expansion of ongoing disease control activities and functions within the public health and medical communities.
2. 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 SEOP.

III. Organization and Assignment of Responsibilities

A. State

1. 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.
 - b) Maintain situational awareness by monitoring progression of the pandemic and assessing the public health/medical needs of Colorado.
 - c) Provide data to federal, state, bordering state, and local partners regarding current status in Colorado.

- d) Activate the CDPHE DOC to coordinate Emergency Support Function (ESF) 8 – Health and Medical Services activities in response to progressing phases of the pandemic or highly infectious disease, as appropriate. Coordinate with the State Emergency Operations Center (SEOC) / Multi - agency Coordination Center (MACC).
- e) Develop, with advisement of the Governor’s Expert Emergency Epidemic Response Committee (GEEERC), a collaborative prioritization and utilization system of vaccine, antiviral and other scarce resources.
- f) Receive, secure, manage, apportion, transport and distribute influenza vaccine and antiviral medications through Colorado’s SNS program.
- g) 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.
- h) Coordinate with the public and private healthcare system to ensure a cohesive healthcare response network statewide to handle inpatient and outpatient care.
- i) Coordinate epidemiologic activities statewide including data collection, surveillance, detection and management of suspect cases and contact tracing.
- j) Provide guidance to healthcare providers, emergency medical services, health facilities and other public health entities regarding influenza and/or highly infectious diseases - specific protocols such as decontamination of surfaces and transport vehicles, personal protective equipment (PPE), disease transmission and infection control procedures.
- k) Coordinate laboratory response specimen testing and confirmation capacity statewide. Coordinate specimens sent to CDC Laboratory.
- l) Coordinate mass fatalities management and response including guidance for retrieval, storage and disposition of bodies, death certificates, and next of kin notification.
- m) 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.
- n) Coordinate and support resource requests, as appropriate, for equipment, supplies and volunteers with the Division of Homeland Security and Emergency Management (DHSEM), Local Public Health Agencies and CDC.
- o) Coordinate all public health and medical volunteers needed to maintain effective pandemic response through the Colorado Volunteer Mobilizer (CVM).
- p) Coordinate timely, accurate and consistent messages to media, public and response partners about incident planning, response and recovery. Activate a joint information system or center (JIS / JIC) for public health and medical messages, as needed.
- q) Identify spokesperson(s) responsible for addressing Biological/Highly Infectious Disease event - related public information and media requests.
- r) Institute recommendations from CDC for any additional surveillance activities that should be undertaken, given the specific circumstances.
- s) Maintain data management systems for tracking resources and information as well as surveillance activities.
- t) Document and track all State public health response expenses in real time.

2. Division of Homeland Security and Emergency Management (DHSEM)
 - a) 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.
 - b) 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.
 - c) Support CDPHE and other state agencies during a biological event as needed.
3. Department of Human Services (CDHS)
 - a) Continue to serve as a resource for county administered benefit programs for Colorado. Acts in a coordination role.
 - b) 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.
 - c) Food Stamps – The emergency food assistance plan will be implemented when directed by the Federal government. Guidance and support will be available until employee absenteeism exceeds 40%. The emergency food assistance plan will be implemented when directed by the Federal government. A primary and two alternates are identified to provide program guidance and support.
 - d) 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.
 - e) 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.
4. Department of Personnel and Administration (DPA)
 - a) In the event of an emergency declared by executive order of the Governor due to a widespread natural disaster or pandemic or highly infectious disease outbreak, the State Personnel Director and State Personnel Board:
 - (1) Has 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, biological, or highly infectious disease event. 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.

5. Department of Transportation (CDOT)
 - a) Will keep goods and people moving in an event, while protecting transportation workers and the public.
 - b) Thoroughly clean or sanitize state public transportation conveyances and facilities and prepare for public use.
 - c) Communicate with transportation authorities in neighboring jurisdictions, key stakeholders, emergency response, law enforcement etc.
 - d) Review “essential” transportation services, functions, and processes.
 6. Department of Education (CDE)
 - a) Will support School Districts and Charter schools to continue to educate the students of Colorado to the best of their ability.
 - b) Will consult with the US Department of Education to obtain any statutory or other waiver that may be necessary during a long term biological event.
 7. Department of Agriculture (CDA)
 - a) 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. Federal
1. US 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 biological 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 the 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 the 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 the 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.

C. Local

1. Local Public Health - responsible for coordination of the Biological/Highly Infectious Disease 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 Local Public Health Agency 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) vaccines, antibiotics and/or 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/Highly Infectious Disease event - related public information and media requests.
 - i) Manage all resources and document / track all expenses in real time.

IV. **Direction, Control, and Coordination**

- A. CDPHE is responsible for coordination of the biological event response statewide and between regional jurisdictions.
- B. HHS is responsible for nationwide coordination of a biological event response.
- C. Local Public Health is responsible for coordination of the Biological/Highly Infectious Disease response within their local and regional jurisdictions.
- D. Colorado State agencies and offices may or may not complete additional supporting activities. Activities will be completed as needed during biological events and may or may not be listed here. All activities that are undertaken in response to an 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.

V. Information Collection, Analysis, and Dissemination

- A. Local Public Health is responsible to:
 - 1. Provide data to CDPHE regarding current status of situation in jurisdiction via situation reports, including resource and volunteer requests.

VI. Communication

- A. CDPHE will:
 - 1. Coordinate timely, accurate and consistent messages to the media, public and response partners about incident planning, response and recovery.
 - 2. Activate a joint information system or center (JIS / JIC) for public health and medical messages, as needed.
 - 3. Identify spokesperson(s) responsible for addressing Biological/Highly Infectious Disease event - related public information and media requests.

VII. Admin, Finance, and Logistics

- A. CDPHE will:
 - 1. Develop, with advisement of the GEEERC, a collaborative prioritization and utilization system of vaccine, antiviral and other scarce resources.
 - 2. Receive, secure, manage, apportion, transport and distribute influenza vaccine and antiviral medications through Colorado's SNS program.
 - 3. Coordinate and support resource requests, as appropriate, for equipment, supplies and volunteers with DHSEM, Local Public Health Agencies and CDC.
 - 4. Coordinate all public health and medical volunteers needed to maintain effective pandemic response through the Colorado Volunteer Mobilizer (CVM).
 - 5. Maintain data management systems for tracking resources and information as well as surveillance activities.
 - 6. Document and track all State public health response expenses in real time.
- B. Local Public Health departments are responsible to:
 - 1. Receive, secure, manage, transport and dispense (for vaccination or prophylaxis) of vaccines, antibiotics and/or antiviral medications to residents in their communities through the SNS program.

VIII. Authorities and References

- 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 spread 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 State Emergency Operations Plan (SEOP) 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 GEEERC. The GEEERC was statutorily created in 2000 to advise on 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.

Colorado Hazards Incident Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. The “Colorado Hazards” Incident Annex is new. As State Agencies’ roles can be similar across different types of incidents, several types of incidents with likely occurrence in Colorado are grouped together here. These are:
 - a) Earthquake
 - b) Flood
 - c) Dam Safety
 - d) Avalanche/Landslide/Debris Flow
 - e) Tornado
 - f) Wildfire
 - g) Winter Storm.
2. The first section of this Annex discusses items common to this set of incidents, while the latter section discusses topics specific to certain types of incidents (the differences). The purpose of this Annex remains to ensure a coordinated, effective, and timely State level response to an incident.
3. Identify the roles, responsibilities and actions required of State Agencies and other supporting organizations in responding to an incident.
4. Facilitate a coordinated response by state agencies in their response to requests from local jurisdictions.
5. Outline State process for achieving, maintaining, and communicating situational awareness internally and to all partners.
6. Outline State coordination for the acquisition, prioritization, and distribution of State, Non-Governmental Organizations (NGO), private, and (if needed) federal resources during an incident and the coordination of these resources with local Emergency Managers (EM) and / or Incident Commanders (IC).

B. Scope

1. This Annex outlines the State role in an incident response. Counties are responsible, within their own statutory authorities, to provide assistance, and support to local jurisdictions when those jurisdictions’ capabilities are exceeded.
2. State agencies will also act under their own statutory authorities when the SEOP is activated. Departments will prioritize resources to emergency response tasks ahead of normal operations duties.

C. Situation – see *Incident-Specific Discussions located in the latter section of this Annex.*

D. Assumptions

1. Advance warning of an incident may provide local jurisdictions, State agencies, and their partners with some time to prepare personnel, services, and other resources for response operations.
2. Individuals will be advised of incident conditions through a variety of means, including: Emergency Alert System (EAS) broadcasts, standard radio announcements, TV announcements in formats consistent with best practices for providing information to individuals with access and functional needs.
3. Local jurisdictions will use mutual aid agreements to assist in meeting their initial response needs.
4. Established local and regional mutual aid agreements will be honored to the extent possible.
5. Partners will honor existing Memorandum of Agreement (MOA) / Memorandum of Understanding (MOU).
6. 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.
7. Affected local jurisdictions will request State assistance (beyond those State assets that are physically located within their district areas).

8. 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).
9. Affected local jurisdictions will issue disaster declarations.
10. 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 exceeded.
11. The Governor will activate the SEOP through the issuance of an Executive Order declaring a Disaster Emergency, which may make response and recovery funding available as well as other state resources.
12. The Resource Mobilization Annex, Statewide Mutual Aid Agreement, Emergency Management Assistance Compacts (EMAC), and other mutual aid agreements may be implemented by the SEOC.
13. 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.
14. Weather may hinder incident response.
15. There is a high likelihood of disruption to all modes of transportation.
16. 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.
17. Residents with access and functional 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.

Note: See additional Incident-Specific Assumptions in the Incident-Specific discussions at the end of this Annex.

II. **Concept of Operations**

- A. First response to an incident will be by local responders.
- B. Once local response capability (to include mutual aid and volunteer resources) is exceeded, the Incident Commander or Jurisdiction Emergency Operations Center (EOC) contacts the SEOC and requests assistance. If the local Emergency Manager or Jurisdiction EOC contacts another State agency first, the other state agency will then notify the SEOC.
- C. SEOC will then notify appropriate State agencies and other counties.
- D. The extent of the initial response will depend on warning time, the severity and location of the incident, the numbers of people and structures affected by the incident, and the ability of the local jurisdiction to provide assistance.
- E. 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 SEOP is activated. Departments will prioritize resources to emergency response tasks ahead of normal operations duties.
- F. The objective is to ensure a coordinated response by local, State (including inter - state) and federal governments in the response to an incident; to save lives, prevent injuries, and to return the affected area to a state of normalcy as quickly as possible.

Please note that both the "Dam Safety" and the "Wildland Fire" Incident-Specific Sections to this Annex have additional CONOPS information for those specific incidents.

III. **Organization and Assignment of Responsibilities**

- A. Division of Homeland Security and Emergency Management (DHSEM)
 1. Activate:
 - a) Once it is anticipated that response capability (to include mutual aid and volunteer resources) will be exceeded, the Incident Commander or

- Jurisdiction Emergency Operations Center (EOC) contacts DHSEM and requests assistance.
- b) Depending on the severity of the incident, DHSEM may call for a partial or full State Emergency Operations Center (SEOC) activation
 - c) If the Governor issues a Disaster Emergency Executive Order activating the State Emergency Operations Plan (SEOP), DHSEM will implement those portions of the SEOP that apply to this incident.
2. Monitor:
 - a) Weather conditions and ground conditions as needed.
 - b) NWS weather reports
 - c) Potentially threatening conditions affecting Colorado that may cause deteriorating conditions to critical infrastructure, and coordinate appropriate warning and response actions.
 - d) Status of support resources and provide updates to jurisdictional EOCs and involved state agencies, as needed or requested
 3. Collect:
 - a) Gather information on and coordinate response/ recovery for damage to critical infrastructure.
 - b) Use Geographic Information System (GIS) and other mapping systems to display maps to assess and present emergency information about the incident.
 4. Coordinate:
 - a) State response to requests for assistance from local jurisdictions.
 - b) State / inter - state resources.
 - c) Joint Information System.
 - d) With Governor's Office if an emergency declaration is needed.
 - e) Federal Resources if needed.
 - f) Non-medical transportation resources and alternate route maps.
 - g) With county and NWS to release consistent emergency information through ESF-15 (External Affairs).
 - h) Coordinate response and resource deployment to areas which have been isolated by damaged infrastructure.
 5. Communicate:
 - a) Lead State Public Information Office (PIO).
 - b) Notify appropriate State agencies and other counties.
 - c) Notify affected National Weather Service (NWS) office.
 - d) At a minimum, DHSEM and the affected Counties, will provide public information personnel to staff the Joint Information Center (JIC) or delegate their responsibility thereto.
 - e) Facilitate communication and act as a liaison between local jurisdictions and state and federal partners supporting state agency activities.
 - f) Maintain communications with Governor's office, other state agencies and local jurisdictions regarding the status of response and recovery efforts.
 - g) Manage expectations regarding response and recovery.
 - h) Give consistent messages about:
 - (1) when and where to seek care
 - (2) resource support to affected jurisdictions
 - (3) status of the response
 - (4) how to obtain information about the status of missing persons.
 - i) If the local Emergency Manager or Jurisdiction EOC contacts another State agency first, the other state agency will then notify DHSEM.
 6. Provide/Assist/Support:
 - a) General resource support.
 - b) Provide technical assistance to local jurisdictions regarding:

- (1) delegation of authority and declarations of emergency or disaster as needed
 - (2) fire organizations, counties, state agencies, and federal partners as requested
 - (3) procurement options and logistical issues, including contracts with vendors, access to supplies, and assessment of needs on the incident for private land fires
 - (4) coordination of evacuation and sheltering
 - (5) long-term recovery assistance including damage assessments, debris removal, and building options.
 - (6) 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.
7. Advise:
 - Advise the Governor, State agencies, local government officials, and, if necessary, Federal agencies of severity and magnitude of the incident emergency/disaster situation.
 8. Maintain:
 - a) A contact list of agency partners that support the Mass Casualty Incidents
- B. Department of Transportation
1. Coordinate clearing of roadways around an incident, flows of traffic to, from, and around an incident.
 2. Continuously monitor ground transportation network from incident site.
 3. Maintain communications and advise dispatch of current conditions in all areas of the state - these reports will be relayed, as needed, to the SEOC.
 4. Coordinate permanent and mobile electronic road signs as needed for prevention, evacuation, road closure, response, and mitigation activities.
 5. Assist in providing signage of potential road damage and alternate routes.
 6. Identify possible equipment for snow clearance.
 7. Provide equipment as needed and available.
 8. Prepare equipment and personnel for deployment to staging areas.
 9. Coordinate with Ports of Entry and passing of information to commercial trucking.
 10. Provide engineers to Damage Assessment teams assigned to the ground transportation network.
 11. Coordinate procedures to evaluate road structure integrity.
 12. Coordinate with ESF-13 (Law Enforcement) to support security for the incident area.
- C. Department of Public Safety
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. Coordination with local jurisdictions for Law Enforcement resources.
 3. Establish traffic control on state highways.
 4. State lead for criminal investigation.
 5. Assist in patient movement activities.
 6. Work with local law enforcement to ensure the security of mass casualty incident scenes and sites for triage operations:
 - a) Outer perimeter control
 - b) Inner perimeter control
 - c) Security of survivors and property

7. Assist local law enforcement with any requested tasks such as crowd control, evidence collection and survivor assistance.
 8. Assist in evacuation of stranded motorists.
 9. Assist with evacuation, roadway movement, traffic control and routing as directed by local jurisdiction.
 10. Provide for road closures as needed during fire suppression efforts.
 11. In coordination with CDPHE, assists the incident commander in handling hazardous material releases to air, water and soil caused by wildfires.
 12. Establish traffic control on state highways and preserve law and order.
 13. Coordinate with CDOT for passing of information to commercial trucking.
 14. CSP coordinates with CDOT for snow removal assets.
 15. CSP develops plan to support local jurisdictions in the establishment of Traffic Control Points, evacuation routes, status boards, identification of stranded motorists.
 16. Preserve law and order.
- D. Division of Fire Prevention and Control (DFPC)
1. Keeping Governor's office informed of wildfire response activities.
 2. In coordination with local jurisdictions, provide public information releases related to wildfire activities.
 3. Inform SEOC when 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 the use of state resources, incident business management and coordination with local interagency dispatch center. Provide assistance to jurisdictions when requesting EFF, including forms, analysis, turn-back 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 status of all wildfire suppression operations and provide updates as needed to SEOC.
 12. Governor's Authorized Representative (GAR) for all wildfire incidents.
 13. Coordinate structural protection between Incident Management Team, local authorities, and SEOC, using established Interagency Wildland Dispatch Protocol and Colorado State Emergency Resource Mobilization Annex procedures.
- E. Department of Public Health and Environment (CDPHE)
1. Monitor and Assess:
 - a) Monitor air quality in areas affected by smoke plume and reports air quality status to State, county, and local health officials for their use in issuing health advisories.
 - b) Monitor health conditions related to flood water concerns, vector control, and availability of public health assets.
 - c) Monitor EMSystems® and track Hospital / EMS status (generator fuel, pharmaceutical supplies).

- d) 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.
 - e) Assess impact of incident on public health.
 - f) Assess damage to underground fuel storage tanks, public water, and wastewater systems.
2. Assist:
- a) Assist the incident commander in handling hazardous material and pollutant releases to air, water, and soil caused by incident.
 - b) Assist residents and communities recover from damages after incident 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 debris.
 - c) Assist local health departments in vector control, public health issues, water quality and hazardous materials issues.
 - d) Provide technical support to local ESF-8 entities.
 - e) Provide assistance to local health departments in vector control, public health issues, water quality and hazardous materials issues.
 - f) Support Joint Information System (JIS)
 - g) Prepare appropriate Executive Orders for Governor's signature.
 - h) Provide mental health support to community through Behavioral Health Disaster Planning and Response Program.
 - i) Prepare publicly releasable information regarding potential health and disease issues
3. Coordinate:
- a) Coordinate Air Ambulance Response.
 - b) Coordinate need for initiating any waiver of rules and regulations regarding licensed professional personnel or dispensing outlets.
 - c) If all state resources have been exhausted, and the Governor has declared a disaster, CDPHE coordinates federal resources.
 - d) Coordinate with CDOT for utility issues (drinking water, treatment facilities, chemical supplies, and fuel for generators, priority grid for power outages).
 - e) Coordinate with Department of Human Services on access and functional needs population locations for public health issues (safe food and water sources).
 - f) Coordinate with the Departments of Agriculture and Natural Resources on food and livestock issues.
4. Request:
- a) Request local public health and medical leads to evaluate effect on access and functional needs populations.
 - b) Contact local health agencies regarding high risk patients.
 - c) Request access to Strategic National Stockpile, if needed.
5. Advise:
- a) Advise federal, state and local on - scene responders on safe handling and disposal procedures for hazardous materials.
 - b) Provide guidance to homeowners on how to check and test their wells to ensure safe drinking water.
 - c) Provide technical support to local ESF-8 entities.
- F. Department of Human Services (CDHS) / American Red Cross / Salvation Army / COVOAD
- 1. Evaluate types of shelters needed, shelter requirements, and options.
 - 2. If needed, establish large volume shelters (to include companion and service animals) sufficiently distant from further threatened areas.

3. Provide mass care services for evacuees as directed.
 4. Determine numbers, transportation requirements, needs / needed supplies, and ability for survivor self-sustainment.
 5. Coordinate activities of non - governmental organizations, including Colorado Voluntary Organizations Active in Disaster (COVOAD) and local jurisdictions assisting residents impacted by the incident.
 6. Determine impact on access and functional needs individuals in affected area.
 7. Assess need for and, if needed, provide mental health services to survivors and responders.
- G. Department of Military and Veterans Affairs
1. The Colorado National Guard is responsible for maintaining and providing appropriately credentialed State assets of ground and aerial wildfire suppression personnel and equipment.
 2. Coordinate with SEOC and Governor's Office in the requesting, procurement and assigning of National Guard resources during a disaster declaration.
 3. 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.
 4. When activated, provide air reconnaissance and rescue.
 5. When activated, provide personnel for debris removal, search and rescue, and other assistance that may be tasked.
 6. Assess potential personnel and equipment status and capability in affected area and provide status report to SEOC.
 7. Identify personnel and equipment to support.
 8. Be prepared to move equipment to locations to support affected areas.
- H. Department of Natural Resources
1. State Forester / Division of Parks Wildlife provide status and availability of State 4 - wheeled drive and snowmobile assets.
 2. Provide Department resources as necessary for inter - department communication and incident support.
- I. Department of Agriculture
1. Evaluate potential impact on agriculture and livestock.
 2. Contact major livestock / agriculture interests in affected area and begin tracking status.
- J. Colorado Energy Office
1. Conduct analysis of system impacts in coordination with the private sector.
 2. Identify system outages / locations.
- K. Department of Regulatory Agencies (Public Utilities Commission)
1. Conduct preliminary analysis of potential system impacts and coordinate with the private sector.
- L. 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.
- M. Regional Emergency & Trauma Advisory Councils
1. Coordinate with:
 - a) Jurisdictions in order to enhance mutual aid and regional collaboration (including hospitals).
 - b) Jurisdictions and distribute prophylaxis treatment for first responders, their families and other at-need populations in the state.
 - c) Local hospitals to determine current and expected medical surge capacity.
 - d) Local hospitals to identify and prioritize distribution of scarce medical resources during a declared emergency of disaster.
 - e) Identify medical supply gaps in the first 3 - 4 days after the incident.

- f) Notify local area hospitals upon identification of a mass casualty incident.
 - g) Maintain a resume of Municipal facilities designated as suitable for mass casualty operations during an emergency or disaster.
- N. Department of Corrections
 - 1. Provide trained and qualified wildfire suppression hand crews.
 - 2. State and county corrections organizations will develop and coordinate plans with local government to relocate prisoners.
- O. Colorado Geologic Survey
 - 1. Provide hydrologists and geologists to assist in response and mitigation efforts.
- P. Colorado Task Force 1
 - 1. When requested, assist affected jurisdiction with search and rescue.
- Q. Other State Agencies
 - 1. Provide support as requested by the SEOC.
 - 2. State agencies will operate under their own authorities as well as the SEOP (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 event.
- R. Non-Governmental Organizations (NGOs)
 - 1. Expected to provide assistance based upon their capabilities and pre-established agreements to the extent possible.
 - 2. Affected governments and individuals should be prepared to meet emergency response and recovery needs during and following a dam incident and dam failure.
- S. Private Sector
 - 1. Provide assistance based upon capabilities and pre-established agreements to the extent possible.
 - 2. Provide resources and personnel with technical knowledge during incident.
 - 3. Stay alert for messages from jurisdiction and be prepared to follow all guidance and instructions concerning the safety of employees.
 - 4. The Colorado Business Emergency Operations Center (BEOC) can assist in providing resources not otherwise available, as well as assist with determining total damage by providing damage self-assessments.

See additional information on Private Sector in ESF 14 Private Sector, and the Private Sector Administrative Annex, both part of this SEOP.

IV. Admin, Finance, and Logistics

Per Base Plan – no further additions

V. Authorities and References

Per Base Plan – no further additions

Incident-Specific Discussions Earthquake

I. Situation and Assumptions

A. Situation

1. 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.
2. This incident Annex will only be used for a response within the state of Colorado.

B. Assumptions

1. An earthquake could occur at any location in the state causing injuries, death and building damage and destruction.
2. A major earthquake will cause cascading events such as fires, hazardous materials incidents and others.

See "Concept of Operations" Section in the General section of this Annex

Flood

I. Scope, Situation, and Assumptions

A. Scope

1. This Annex supports on – going efforts of the Department of Natural Resources, Colorado Water Conservation Board (CWCB), and the State Engineers Office.

B. Situation

1. 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.
2. Three types of flooding are likely to occur:
 - a) Flash: Quickly rising streams after heavy rain, rapid snowmelt, or a combination of both.
 - b) Dam Failure: Downstream flooding due to the collapse or failure of an impoundment structure (there are over 2,000 dams in Colorado).
 - c) Riverine: Periodic over - bank flow of rivers and streams.
3. 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.

C. Assumptions

1. Secondary effects of flooding could include: dam failures, landslides, power disruption, subsidence, transportation delays, hazardous materials, health issues, mass casualty, vector control and others.
2. 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.

See "Concept of Operations" Section in the General section of this Annex.

Dam Safety

Note: for EVACUATION information, see "Evacuation Support Annex".

I. Scope, Situation, and Assumptions

A. Scope

1. 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. Situation

1. In April 2013, the Colorado State Engineer's Annual Report on Dam Safety defines a "High Hazard Dam" is a dam for which loss of human life is expected to result from failure of the dam.
2. It defines a "Significant Hazard Dam" is a dam for which significant damage is expected to occur, but no loss of human life is expected from failure of the dam. Significant damage is defined as damage to structures where people generally live, work, or recreate, or public or private facilities. Significant damage is determined to be damage sufficient to render structures or facilities uninhabitable or inoperable.
3. This Annual Report stated that there were 373 high hazard dams, and 333 significant hazard dams in Colorado.
4. A breach of any of these dams in Colorado could have an adverse effect on the State's infrastructure.
5. 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.
6. Numerous state regulated dam failures occurred in Colorado during the 2013 floods. These incidents were primarily caused by the heavy rainfall event.

C. Assumptions

1. 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, vandalism, or any combination of the above.
2. 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.
3. A dam failure at one or multiple larger dams could potentially destroy infrastructure and quickly exceed State and local resources.
4. Metropolitan areas and municipalities could be severely impacted.
5. Affected primary and secondary roads may not be functional for extended periods of time.
6. Damage to transportation, communication, and other infrastructure systems could isolate individuals and/or communities within the dam failure inundation areas.
7. 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 reimbursement.

II. Concept of Operations

- A. 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
- B. 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, per the dam’s Emergency Action Plan (EAP).
- C. If water from the affected dam is discharging slowly, the County Sheriff may make a recommendation to evacuate specified areas.

III. Organization and Assignment of Responsibilities

- A. State
 - 1. DHSEM
 - a) Monitor potentially threatening conditions affecting Colorado that may cause deteriorating conditions to dams, and coordinate appropriate warning and response actions.
 - b) Immediately after receiving notification of a “dam failure is imminent or has occurred”, the SEOC, county EOCs, and the dam owner should coordinate requirements for immediate evacuation of areas closest to, or downstream from the dam.
 - c) Analyze dam owner prepared inundation maps to determine and respond to the threat to infrastructure both upstream and downstream. The purpose for identifying inundation zones is to inform potentially affected residents that their homes may be inundated.
 - d) Coordinate with the affected counties, CSP and CDOT, to develop evacuation zones based on the inundation maps provided by the dam owner.
 - e) If conditions are deteriorating rapidly, the SEOC may recommend the Governor evacuate selected areas, or the County Sheriffs may coordinate a local evacuations.
 - f) Advise the Governor, State agencies, local government officials, and, if necessary, Federal agencies of severity and magnitude of the dam incident emergency/disaster situation.
 - g) Coordinate with county, dam owner, and NWS to release consistent emergency information through ESF-15 (External Affairs).
 - h) Coordinate response and resource deployment to areas which have been isolated by damaged infrastructure as a result of a dam failure.
 - 2. Department of Natural Resources/Department of Water Resources
 - a) Monitor precipitation forecasts that may contribute to dam failures.
 - b) Observe river and stream conditions and forecasts.
 - c) Monitor statewide dam related activities, occurrences, losses, and cause factors. Send dam safety inspectors, if necessary.
 - d) During incident(s), provide DWR Dam Safety representative during SEOC operations.
 - e) 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 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.

B. Local

1. Counties and municipal governments are responsible for evacuations and support operations. Considerations should include transportation, sheltering, health and medical, persons with access and functional needs, emergency traffic management, animal and agricultural emergency response, and military support.
2. County Emergency Management may:
 - a) Send agency to scene to evaluate
 - b) Determine if local 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
 - g) Support public information and if available, provide an authorized spokesperson to support public information activities at the JIC.
 - h) Ensure access and needs facilities are notified.
 - i) Activate traffic management and evacuation plans (including health care facilities/nursing homes).
 - j) Coordinate execution of shelter plans to include support for populations with access and functional needs.
 - k) Assist with mass care, feeding, and water distribution.
 - l) Assist with transportation needs.
 - m) Support plans for portable toilets to support evacuated populations.
 - n) Coordinate recovery of un-interred human remains and determine which cemeteries have been affected.
 - o) Coordinate swift water rescue operations.
 - p) Provide the SEOC with reports to include status of dam, evacuation, support services, deaths, injuries, and damages.
 - q) Coordinate with SEOC for resources not available or needs beyond the county's capabilities.
3. Regulated Dam Owners
 - a) 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.
 - b) Ensure State and affected counties are immediately notified if deteriorating conditions are detected or likely.
 - c) Activate incident classification levels as detailed in respective EAP.
 - d) Provide timely situation updates to threatened jurisdictions and SEOC.
 - e) For federally owned dams, provide authorized spokesperson to support public information activities at the JIC.
 - f) Prepare and disseminate public information through appropriate news media and in coordination ESF-15 (External Affairs) or delegate authority to do so to ESF-15 agencies.
 - g) 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.
 - h) Continue to monitor dam and related flood emergency and as conditions at dam improve, or return to "non-failure" conditions and report status to county and State Emergency Operation Center (SEOC) (if activated).
 - i) Notify affected National Weather Service (NWS) office.

IV. **Direction, Control, and Coordination**

A. Security Requirements

1. 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. Upon such a declaration:
 - a) As required, ESF-1 (Transportation) will coordinate transportation.
 - b) Use of Colorado National Guard (CONG) 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) Many small dam owners will have to rely on local law enforcement resources.

V. **Information Collection, Analysis, and Dissemination**

- A. To determine 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 anticipated inundation areas to State and local agencies to enable State, Counties and municipalities to identify affected infrastructure
- B. Dam owners maintain emergency action plans for response and consequence management of impending dam safety incidents, and dam failures (breaches).
- C. Dam owners, DWR Dam Safety, and affected county Emergency Management agencies coordinate an organized response to address or resolve known or discovered issues/concerns at dams.
- D. DWR consults with the following agencies to monitor observed and forecast flooding events that might lead to possible dam failures:
 1. National Weather Service (NWS)
 2. Colorado Geologic Survey
 3. US Geological Survey
 4. Department of Natural Resources
- E. Dam owners coordinate Emergency Action Plan notification rosters with DWR, State, and local Emergency Management organizations to ensure accuracy and consistency.
- F. Affected governments and individuals should be prepared to meet emergency response and recovery needs during and following a dam incident and dam failure.
- G. The SEOC and County Emergency Managers in potentially impacted areas should identify and be prepared to designate Alternate EOCs should there be risk of structural damage or actual damage to primary EOCs.

VI. **Communication**

- A. Dam owners shall maintain communications with affected county EOCs and SEOC for the duration of the emergency.
- B. In coordination with regulatory agencies, dam owners and ESF- 15 (Public Information), develop a public information dissemination program (e.g., pre-scripted news releases, public information materials).
- C. Federally owned self-regulated dam owners 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
- D. Alert and Notifications
 1. Siren Systems
 - a) Dam owners should test their sirens often to ensure functionality, and according to the dam owner’s regulatory procedures.

- b) 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.
- E. Automated Telephonic Notification System
 - a) Most counties have systems to conduct automated telephonic notifications. Notification will be prioritized (or phased) based on threat (such as speed flow of water).
 - b) Counties will initiate an emergency notification system to alert emergency responders and the threatened population of possible danger.
- F. Emergency Management Alert and Notification. Once an emergency is confirmed at the dam, the owner should issue a classification level, dependent on the severity of the dam incident, simultaneously make internal notifications, and notify the affected counties, DWR, SEOC, and NWS.
- G. Tone Alert Radio Notifications
 - 1. 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.

VII. **Planning and Preparedness**

A. Assignment of Responsibilities

1. DHSEM

- a) Use Geographic Information System (GIS) and other mapping systems to display maps to assess, and present emergency information about the dam incident.
 - b) Assist affected counties and dam owners in developing Site Specific Emergency Action Plans.
 - c) Determine means to produce dam failure inundation maps for regulated dams where no maps exist.
 - d) Determine means to produce dam failure inundation maps for regulated dams where no maps exist.
 - e) Assist local jurisdictions and dam owners with dam safety training, public information and education.
 - f) Participate in exercises to validate State and local consequence management plans.
 - g) Maintain and review copies of available Dam EAPs and ensure consistency with State and local protocol.
 - h) Maintain, update, and distribute this plan on a biennial basis.
2. Department of Natural Resources/Department of Water Resources
 Regulate non-federally owned dams in accordance with state statutes, rules and regulations, and generally accepted standards of care.
 Mandate (per DWR guidelines) owners of "High Hazard" and "Significant Hazard" dams develop EAPs, and review annually and update as needed.
 Ensure county Emergency Managers and have access to state regulated dam Emergency Action Plans within their respective counties.
 Conduct statewide dam safety public information and education.
 Coordinate with Federal, State local agencies to assist in supporting dam safety training.
3. County Emergency Management
 Support mitigation actions as required.
 Work in coordination with Local Emergency Planning Committees (LEPC) to establish and conduct dam failure mitigation and awareness public education programs.

4. Regulated Dam Owners
 - a) Ensure compliance with Federal Energy Regulatory Commission (FERC), Bureau of Reclamation (USBR or BOR), US Bureau of Land Management (BLM), US Army Corps of Engineers (USACE) or Department of Water Resources (DWR) emergency preparedness and planning guidance.
 - b) Participate in the development and update of Emergency Action Plans (EAPs) Site Specific Plans for affected dams.
 - c) Provide EAPs to State and affected county Emergency Management agencies.
 - d) Participate in periodic drills and exercises of appropriate EAPs to ensure plans are accurate and feasible.
 - e) Ensure dam security.
 - f) Inspect dams as required by FERC, BOR, BLM, USACE or DWR guidance. \
 - g) Conduct dam failure response training in accordance with State and Federal emergency regulations and response requirements.
 - h) Maintain personnel and equipment in a state of readiness.
 - i) If applicable, install, operate, maintain, and periodically test siren system.
 - j) For federally-owned dams, coordinate with counties and ESF-15 (External Affairs), develop a public information program (e.g. pre-scripted news releases, public information materials).
 - k) Conduct post-event evaluations of dam incidents, failures and related damage and determine ways to mitigate future failure.
- B. Federal and State Dam Planning and Exercise Regulations and Guidelines
 1. The FERC requires owners of co-regulated dams (19 total) to use two dam failure planning scenarios on the inundation maps - "Sunny Day Failure" and "Hydrological Failure" conditions.
 - a) Sunny Day failure is a dam failure that occurs during fair weather (i.e., non- hydrologic or non-precipitation) conditions.
 - b) Hydrological Failure breaches that occur with extreme precipitation and runoff (Probable Maximum Flood) are termed "rainy day" or hydrologic failures.
 2. *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 effects (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. Many dams 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.
 3. *Off-Site* Planning and Coordination
 - a) Coordinate plan development between all emergency organizations and the dam owner to develop consequence management strategies (off site plans) to evacuate and shelter populations being threatened, through the 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

stake-holders in the development of Site Specific Plans, called Emergency Action Plans (EAPs). 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.

4. *Site Specific Plans* –

- a) Always use “Worst Case Scenario” (larger extent of inundation)
- b) These inundation scenarios are overlain onto the following critical infrastructure files to determine effects:
 - (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 wastewater facilities)
 - (11) Schools
 - (12) Transportation arteries (e.g., interstates, highways, streets, roads, rail lines and airports)

Note: for more information on Evacuation, please see “Evacuation Support Annex”

Avalanche/Landslide/Debris Flow

This Annex follows the procedures of the Department of Natural Resources.

I. Situation

- A. Colorado, due to its varied topography and weather has many avalanches, landslides and debris flows each year. The spring snowmelt and summer severe rainstorms are the prime times for these to occur. Prone areas include the mountains and foothills, but landslides have occurred in most areas of the state. In addition, a landslide may occur as a secondary effect of a flood.
- B. The SEOC may be required to assist with sheltering, mass care, and evacuations.

See “Concept of Operations” Section in the General section of this Annex.

Tornado

I. Situation and Assumptions

A. Situation

1. 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.
2. Some tornadoes are clearly visible, while rain or nearby low-hanging clouds obscure others. Occasionally, tornadoes 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. Tornadoes generally occur near the trailing edge of a thunderstorm. It is not uncommon to see clear, sunlit skies behind a tornado.
3. Spring and summer are the primary months for a tornado to occur, but there have been sightings in all months of the year.
4. Tornadoes 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 tornadoes in Colorado generally are smaller than those in the Midwest US
5. Secondary effects of a tornado must be planned for, including hazardous materials, health issues, vector control, power failure, and others.
6. *Key terms: Tornado Watch* – Tornadoes are possible. Stay tuned for more information. *Tornado Warning* – A tornado has been sighted or indicated by weather radar. Take shelter immediately.
7. *Enhanced Fujita Scale* –The Enhanced Fujita or F-Scale was implemented in the US in 2007. It is a set of wind estimates (not measurements) based on **damage**. The F numbers of the scale range from 0 to 5. The system uses three-second wind gusts, which are *estimated*, based on a judgment of damage to a set of 28 indicators, including various building types, poles, towers, and trees. Taken together, the scores are used to develop a rating on the 0 to 5 scale, used to describe the severity or magnitude of damage caused by a tornado. The scale is as follows:

Tornado EF Scale	
EF Number	3 Second Gust (mph)
0	65 – 85
1	86 – 110
2	111 – 135
3	136 – 165
4	166 – 200
5	Over 200

B. Assumptions

1. 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.
2. Individuals 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.

See “Concept of Operations” Section in the General section of this Annex.

Wildfire

I. Situation and Assumptions

A. Situation

1. 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 the 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.
2. Between January and May of each year, all wildfire agencies (local, State, and 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.
3. 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.
4. Local fire departments will be one of the primary response agencies in most terrorist events (conventional, chemical and / or radiological). They may also provide important support roles during response to and recovery from a bioterrorism event.

B. Assumptions

1. Wildfires will threaten lives, property, and natural resources and will move beyond the WUI.
2. 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.
3. 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.
4. Responders may face added difficulties or hindrances due to extensive damage to local infrastructure. Such damage may create environmental safety and health hazards such as downed power lines, unstable foundations or structures, exposure to biohazards, toxins, and blood borne pathogens.
5. Terrorism events may result in major structural fires, structural collapse, mass casualties, and the need for mass decontamination.
6. The potential for damage from fires 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.
7. Access to damaged areas will be restricted.
8. Successful operations require organized, interagency cooperation.
9. Agencies will commonly support large fire suppression operations, including the National Guard, Bureau of Land Management, Interagency, and US 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.
10. 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.

II. Concept of Operations

- A. Preparedness – the SEOC, through ESF-4, will:
 - 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. Coordinate with the Colorado Chapter of the International Code Council to train and identify personnel to evaluate structures for safety after large scale incidents
 - 4. Participate in State exercises and conduct, an annual ESF-4 exercise to validate the Colorado Emergency Resource Mobilization Plan.
- B. Response – the SEOC, through ESF-4, will:
 - 1. Implement alert and pre - activation procedures as necessary.
 - 2. Manage and coordinate State fire suppression support to local agencies when a wildfire is beyond local control.
 - 3. Support County Sheriffs 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).
 - 4. Identify and dispatch appropriate emergency resources through the applicable resource database(s).
 - 5. Provide overhead support to the SEOC through the Division of Fire Prevention and Control and the Colorado State Fire Chiefs.
 - 6. Coordinate with all other ESFs to support firefighting operations, when indicated.
 - 7. Using the Incident Command System and provide support to the incident as necessary.
 - 8. Conduct Fire Complexity Analysis to determine if the fire qualifies for the Emergency Fire Fund (EFF) and/or the Fire Management Assistance Grant (FMAG).
 - 9. Plan for and establish relief resources to replace or rotate with committed resources for extended operations.
 - 10. Obtain and submit situation and damage assessment reports and provide information to the SEOC.
 - 11. Identify and coordinate evacuation of residents from threatened area.
 - 12. When necessary, identify location and coordinate staffing of shelter facilities.
 - 13. Once activation of shelters has occurred, ensure medical and food resources have been alerted of activation. Include projected population estimate for each shelter location for logistical requirements.
- C. 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. When appropriate, assist with environmental restoration and Wildland/Urban interface projects.
 - 3. Assist with implementation of the state's recovery plan to assist individuals and the private sector.
 - 4. Conduct reviews of incident actions with teams involved to improve future operations.

III. Organization and Assignment of Responsibilities

- A. The Division of Fire Prevention and Control (DFPC) 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.

- B. 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.
- C. 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.
- D. Agreements are in place between local, county, State, Federal, and Tribal entities defining cooperation, roles, and access to resources.
- E. The role of DFPC is to support and assist the Sheriff and Fire Protection Districts with their responsibilities. DFPC fulfills this role by providing training, equipment, technical assistance and funding, and by facilitating interagency mutual aid agreements and annual operating plans.
- F. 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.

IV. Admin, Finance, and Logistics

- A. Admin – the SEOC, through ESF-4, will:
 - 1. Inform agencies providing resources where to send records. The specific recovery actions following an emergency or disaster will be determined by the event.
 - 2. Participate in the Rocky Mountain Area Multiagency Coordination Center (RMACC) to coordinate fire service response beyond the State's capability.
 - 3. 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.
- B. Finance – the SEOC, through ESF-4, will:
 - 1. Request supporting agencies maintain appropriate records of costs incurred during an event.
 - 2. Request supporting agencies document any lost or damaged equipment and personnel or equipment accidents.
- C. Logistics
 - 1. The 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.
 - 2. 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
 - 3. Additional assistance may be provided by other State agencies, local government organizations, 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.
 - 4. Ordering and tracking of resources is accomplished through activation of the SEOC'S resource database function. Other systems, such as ROSS, may also be used.
 - 5. Emergency Management Assistance Compact (EMAC) requests will be processed, in cooperation with the SEOC. However, due to its complexity, EMAC is considered to be a "last resort".
 - 6. Resources may be pre - positioned, if it becomes apparent they will be required.

Winter Storm

I. Situation and Assumptions

A. Situation

1. Slow moving upslope storms generate significant snow accumulation and wind which can block roadway systems for an extended number of days.
2. These storms threaten life, safety, the ability to meet basic needs, and critical infrastructure.
3. 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.
4. Impacts of the storm could include the need for shelter 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). Major storms will likely result in critical shortages either from supply chain disruption and higher utilization / purchase rate that exceeds on-hand supplies.
5. Secondary effects of a winter storm must be planned for, including hazardous materials, health issues, vector control, power failure, and others.

B. Types of storm notification issued by the NWS:

1. Winter Storm Warning - A warning is issued when a hazardous weather or hydrologic event is occurring, imminent or likely. A warning means weather conditions pose a threat to life or property. People in the path of the storm need to take protective action.
2. A Winter Storm Watch is used when the risk of a hazardous weather or hydrologic event has increased significantly, but its occurrence, location or timing is still uncertain. A watch means that hazardous weather is possible. People should have a plan of action in case a storm threatens and they should listen for later information and possible warnings especially when planning travel or outdoor activities.
3. A Winter Storm Advisory is issued when a hazardous weather or hydrologic event is occurring, imminent or likely. Advisories are for less serious conditions than warnings – conditions that might cause significant inconvenience if caution is not exercised or could lead to situations that may threaten life or property.
4. A Winter Storm Outlook is issued when a hazardous weather or hydrologic event is possible in the next week. Outlooks are intended to raise awareness of the potential for significant weather that could lead to situations that may threaten life or property.

C. Actions the State may take:

1. The SEOC will monitor weather forecasts, as consult with the NWS, as necessary.
2. In preparation to support local requests for support, State assets will be ready to respond during and after the storm. Efforts will be oriented toward 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.
3. 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.
4. 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.

See "Concept of Operations" Section in the General section of this Annex.

Chemical Stockpile Emergency Preparedness Program (CSEPP) Incident Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. This Incident Annex facilitates a coordinated response and assigns responsibilities to state agencies in support of Pueblo County for a chemical accident or incident at the Pueblo Chemical Depot (PCD).

B. Scope

1. 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).

C. Situation

1. The continued storage and disposal of the United States 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.
2. 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:
 - a) Maximum protection of the environment, the public and the personnel involved in the storage and destruction.
 - b) Adequate and safe facilities designed solely for the destruction of the stockpile.
 - c) Cleanup of the facilities on completion of the disposal program (Public Law 99 - 145, DOD Authorization Act of 1986).
3. Chemical Agents at PCD:
 - a) 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.
 - b) The blister (or mustard) agents at the PCD include the mustard-derived agents HD and HT. The major toxic chemicals are mustard gas, sulfur mustard, or mustard. H is sulfur mustard that contains about 30% sulfur impurities. HD is the purified chemical from which impurities have been removed by washing and distillation. HT is an approximate 60% / 40% blend of agents. HD and T were 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.
 - c) 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.
 - d) The CDC has also identified mustard as a carcinogen, and as such, exposure to the workforce during both storage and destruction operations is to be avoided.

D. Assumptions

1. Chemical downwind hazard plume will expand beyond the PCD boundary.
2. On-post evacuation of personnel will be conducted on designated roadways.

3. Off - post facilities are capable of providing support to on - post evacuees.
4. On- and off-post response and recovery actions at the local level will be consistent with existing plans and procedures including the Pueblo County EOP, PCD Chemical Accident/Incident Response Assistance Plan, and the Pueblo CSEPP Recovery Plan.

II. Concept of Operations

- A. The State Emergency Operations Center (SEOC) will be activated and operate whenever it is reported that a chemical agent accident or incident affects, or has the potential to affect, any of the off - post communities around the PCD.
- B. Time Phases of Disaster Operations
 1. Preparation Phase. This phase involves the development of a well-coordinated and integrated set of state, county, Army, and special facility response plans using commonly accepted terminology to identify the various emergency management functions and responsibilities.
 - a) 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) 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, if appropriate.
 - b) 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) Action: Response organizations mobilize to be capable of immediate actions. Precautionary protective actions may be initiated in potentially affected areas near the installation boundary.
 - c) 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) 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 at an appropriate level. DHSEM 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 SEOC in Centennial, Colorado, and be prepared to provide maximum possible assistance to Pueblo County. Other state and

federal assistance will be requested and coordinated by DHSEM, as directed by the situation.

2. Response Phase: Upon receipt of a notification message, all concerned jurisdictions and agencies will begin emergency operations. Response operations will be based on the protective action recommendation by the PCD in its warning message and the protective action decision of the PCSO ESB decision authorities.

C. Tentative Timeline

1. 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 activated
- 00:02 Pueblo County Sheriff Communications Center / EOC notified telephonically using the PCD hotline or "Red Phone."
- 00:03 Initial hazard plume based on templated "maximum credible event" transmitted via WebPuff®
- 00:07 on - post initial hazard analysis determined (plume model)
- 00:08 Protective Action Recommendation (PARs) determined:
 - Shelter - In - Place
 - Evacuation
- 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)
- 00:18 County Protective Action Decision (PAD) off-post TARs and outdoor warning systems activated
- 00:20 DHSEM notified by Pueblo County
- 00:30 off - post medical facilities notified of possible injuries
- 00:47 Update off - post PAD
- 01:27 Patients arrive from PCD at off-post hospital following initial decontamination and treatment on-post

III. Organization and Assignment of Responsibilities

A. State

1. Division of Homeland Security and Emergency Management (DHSEM)
 - 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, Pueblo Chemical Depot, and other participating response and support agencies, establish and operate a Joint Information Center (JIC) in Pueblo, and if

necessary, a satellite JIC following the procedures set forth in the JIC/JIS Plan.

2. Department of Agriculture (DOA)
 - a) 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)
 - a) 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)
 - a) 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)
 - a) 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)
 - a) Provide personnel and equipment to assist in keeping major transportation arteries clear during evacuations - to include debris removal.
 8. Other State Agencies
 - a) Provide support as requested
- B. Federal
1. 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.
 - (1) Assist the State/Pueblo County in developing, scheduling, and conducting exercises to evaluate CSEPP effectiveness at each site.
 - (2) Administer funding for the Colorado CSEPP through a Cooperative Agreement.
 2. 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.
 3. Federal Aviation Administration (FAA), Denver-Hub, Airway Sector Office
 - a) 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.
 4. Department of the Army
 - a) Conduct actions to protect the health and safety of on-site personnel.
- C. Local and Non-Governmental Organizations (NGOs)
1. Pueblo County

- a) Implement Pueblo County All - Hazard Emergency Operations Plan as appropriate for chemical accidents at Pueblo Chemical Depot (PCD).
 - b) Activate the Pueblo County EOC at a level determined appropriate based on the following CENLs: limited area emergency, post only emergency, and community emergency.
 - c) Assume coordination for emergency response activities from the Pueblo County Emergency Operations Center.
 - d) Issue an appropriate Protective Action Decision based on recommendations from PCD.
 - e) Notify the State 24 hour contact number as part of the established notification process. Notification of the state will be completed as soon as possible, with community protective action notifications taking precedence.
 - f) Prepare local Disaster Declaration, if appropriate.
2. American Red Cross
- a) Provide reception and mass care services for civilian evacuees as directed.

IV. Direction, Control, and Coordination

- A. As the designated emergency response authority, the Pueblo County Sheriff's Office, Emergency Services Bureau (PCO ESB), will direct and assist in planning, emergency response, and recovery activities affecting areas and individuals within its jurisdiction. The PCSO ESB 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. PCO ESB is responsible for notifying DHSEM when it is reported that a chemical agent accident or incident may affect any of the off - post communities around the PCD.
- B. SEOC will coordinate the applicable state response.
- C. Plans, procedures, and incident responses are based on Chemical Event Notification Levels (CENLs) designated by PCD at the time of the event:
 - 1. Non - Surety Emergency
 - a) 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.
 - b) Notification: PCD notifies the Pueblo County Sheriff's Communications Center. The Communications Center or supervisors in the PCSO ESB will make additional notifications.
 - c) Notification: PCD provides emergency notification to the Pueblo County Sheriff's Communication Center. PCSO ESB will notify the SEOC at this level. Additional notifications will be made, as appropriate.
 - d) PCD will provide emergency notification to the Pueblo County Sheriff's Communication Center. PCSO ESB will notify SEOC.
 - e) SEOC will notify other state and federal agencies as appropriate.
 - f) PCD will initiate warning operations by transmitting a warning message to the Pueblo County Sheriff's Communication Center. The SEOC will be notified by the Pueblo County Sheriff's Communication Center or the Pueblo County EOC by phone using the 24 hour contact number. Additional contact will be made with the South Regional Field Manager and FEMA Region VIII CSEPP team by phone and text message. DHSEM will notify other state and federal agencies as appropriate
 - 2. Post-only Emergency Notification:
 - a) PCD provides emergency notification to the Pueblo County Sheriff's

Communication Center. PCSO ESB will notify the SEOC, who will then notify other state and federal agencies [Nathan requested that these be specified] as appropriate. The installation may recommend precautionary protective actions.

- b) PCSO ESB will make the final protective action decision for the off-post community. PCSO ESB will be responsible for coordination, direction, and control of all county emergency response actions.
- c) PCD will make protective action decisions for on-post personnel but in a Community Emergency PCD will also recommend protective actions for the off-post community.
- d) SEOC will coordinate applicable state response and assistance to Pueblo County, if needed.

V. **Authorities and References**

- A. US. Department of Defense Authorization Act, 1986, Public Law 99-145, which authorizes the Secretary of the Army to provide maximum protection for the environment, the public and the personnel involved in the storage and destruction of the United States chemical stockpile.
- B. Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA), Pub.L. 96-510, approved December 11, 1980. 42 USC. § 9601 et seq, which establishes the federal system for the cleanup of sites contaminated with hazardous substances. Under CERCLA, DOD provides the on-scene coordinator for an incident in which they have responsibility for the release of a hazardous substance.
- C. National Oil and Hazardous Substances Pollution Contingency Plan (NCP), which serves as the Federal Government's blueprint for responding to oil spills and hazardous substance releases. Activities under the NCP are overseen by an on-scene coordinator.

Glossary of Terms Specific to Chemical Stockpile Emergency Preparedness Program

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.

CERCLA: Comprehensive Environmental Response, Compensation, and Liability Act, known also as Superfund

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 Chemical Accident/Incident (CAI) site to include saving lives, preserving health and safety, containing and rendering safe hazardous materials, protecting the environment, securing Chemical Surety Materials (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 Agent: A chemical substance listed in Appendix B of AR 50-6 that is intended for use in military operations to kill, seriously injure, or incapacitate a person through its physiological properties. Excluded from consideration are industrial chemicals, riot control agents, chemical herbicides, and smoke and flame munitions.

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 Event Emergency Notification System: A tiered system of four Chemical Event Notification Levels (CENLs) by which the Army classifies chemical surety emergencies according to expected downwind hazard distance and provides appropriate notification to off-post public officials.

Chemical Stockpile Emergency Preparedness Program (CSEPP): A joint Army/FEMA program designed to enhance existing local, installation, State, and Federal capabilities to protect the health and safety of the public, work force, and environment from the effects of a CAI involving the US Army chemical stockpile.

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.

CSEPP Community: The combined area of one military installation, its surrounding local jurisdictions, and the State agencies involved in executing CSEPP for that area.

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.

Immediate Response Zone (IRZ): The emergency-planning zone immediately surrounding each Army installation. It generally extends to about six miles from the installation's chemical storage area.

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.

Joint Information Center (JIC): A facility established to coordinate incident-related public information activities and that serves as a central point of contact for the news media.

Joint Information System (JIS): A system to integrate emergency information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during accident or incident response.

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.

Neutralization: the act of altering the chemical, physical, and toxicological properties to render the chemical agent ineffective for use as intended.

Protective Action Decision (PAD): Those decisions by State and local officials on what protective action instructions to recommend to the public, based upon hazard information, specific emergency planning zones, recommendations from the Installation Commander, and other information.

Protective Action Recommendation (PAR): Those initial and subsequent recommendations by the Installation Commander to off-post community officials in response to a CAI. These recommendations may include evacuation, shelter-in-place, and exit shelter-in-place.

Protective Action Zone (PAZ): A second emergency planning zone beyond the immediate response zone (IRZ). It generally extends to about 18-35 miles from the installation's chemical storage area.

Pueblo Chemical Agent-Destruction Pilot Plant (PCAPP): The mustard agent stored at PCD will be destroyed on-site at PCAPP, which borders the chemical storage area. Destruction of the agent will be accomplished through neutralization followed by bio treatment. An explosive destruction technology will destroy over packed and problematic munitions whose deteriorated physical condition does not easily allow for automated processing through the main plant.

Pueblo Chemical Depot (PCD): PCD is located on 23,000 acres of land approximately 14 miles east of Pueblo, Colorado. The depot size is approximately 33 square miles, with 600 acres dedicated to the storage of chemical weapons. The entire chemical stockpile consists of a single type of chemical agent, a blister agent called mustard, which is stored in 102 concrete structures (igloos) inside a secure, restricted area. The igloos store approximately 2,611 tons of chemical agent in approximately 780,000 cartridges and projectiles.

Release: Spilling, leaking, pumping, pouring, emitting, emptying, discharging, injecting, escaping, leaching, dumping, or disposing into the environment (including 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 CERCLA, 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.

WebPuff: WebPuff is an automated information system jointly used by U.S Army (on-post) and civilian (off-post) jurisdictions. The purpose of WebPuff™ is to make a sufficiently detailed and reliable prediction of the effects of a chemical agent release so that informed decisions can be made as to whether the surrounding population should seek shelter, evacuate, or do nothing in response to the event. WebPuff consists of server applications and associated data and workstations running a web browser. Using the browser, users have full-functional capabilities to create and publish scenarios, protective action recommendation and decisions, daily work plans, logs, and status boards. The on-post depot EOC coordinates with off-post EOCs in surrounding counties as well as State operations centers.

Cyber Incident Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. 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 have been an increasing number of cyber incidents occurring and it is imperative that a plan is in place for local, State, and private industry to recover from a cyberattack or disruptive incident
2. 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 cybersecurity incidents must be reported in accordance with the policies and procedures established in the Colorado Information Security Program (CISP).
3. State of Colorado characterizes cyber incidents as any incident violating State of Colorado security policy, standards, procedures, guidelines, processes or security best practices 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.

B. Scope

1. This Annex applies to all threats or acts of cyber terrorism or cyber disruptions within the State that require a coordinated response. These may be either statewide or national cyber incidents impacting critical processes or economic activity

C. Situation

1. Cyberspace is comprised of hundreds of thousands of interconnected computers, servers, routers, switches and network cables that make our critical infrastructure work. The healthy functioning of cyberspace is essential to our economy and security. A cyber-attack that could affect the State's computing and communications infrastructure would likely result in a significant negative impact to all of the state's critical infrastructure and its ability to respond in a time of crisis.
2. 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.
3. The State of Colorado's critical resources are dependent upon a robust communication infrastructure.
4. 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.
5. 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.
6. State of Colorado infrastructure is dependent on commercial infrastructure such as telecommunications and broadband networks.
7. 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.

8. Currently, there are no established federal criteria that would trigger a Stafford Act declaration for a cyber incident.
- D. Assumptions
1. 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.
 2. Large scale cyber incidents may exceed government and private sector resources by disrupting the Internet 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.
 3. A cyber incident may occur at any time of day with little or no warning, may involve single or multiple geographic areas.
 4. Some redundant telecommunications and information technology services will survive the effects of an emergency or disaster.
 5. Some people will ignore, not hear or not understand warnings of impending dangers broadcast over radio, television, or social media.
 6. Volunteer emergency communications resources will maintain the capability to respond and continue service through the disaster period.
 7. 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 or terrorist act.

II. 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 implement technical countermeasures and perform 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

III. Organization and Assignment of Responsibilities

- A. Organization
 1. This Annex - as well as the OIT Cyber Security Incident Response Plan - 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.
 2. 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 a unified command for certain cyber incidents.
 3. 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 State Emergency Operations Plan (SEOP).

4. 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.
5. In the event of a cyber-related incident, or disaster with a cyber component, it should be reported to OIT and the SEOC / Colorado Information Analysis Center (CIAC).
6. No single private or government agency at the local, Tribal, State or Federal level possesses the authority or expertise to act unilaterally.
7. 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 or terrorist act.
8. Large scale cyber incidents may exceed government and private sector resources by disrupting the Internet 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.
9. 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, forensic analysis, and prosecution
 - f) Attributing the source of cyber attacks
 - g) Defending against the attack; and
 - h) Supporting recovery efforts.
10. 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.
11. The Federal Government supports the State Government's efforts to provide ongoing 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.
12. 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.

B. Assignment of Responsibilities

1. Roles and Responsibilities for Interagency Coordination.
 - a) A Unified Command arising from a cyber incident will be located in either OIT or the SEOC and possibly onsite at an agency or department under

certain conditions. 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.

b) 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:

(1) 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:

- (a) Supporting the ESF lead and coordinating closely with the other primary and support agencies
- (b) Orchestrating support within their functional area for the State
- (c) Providing staff for the operations functions at fixed and field facilities.
- (d) Notifying and requesting assistance from support agencies
- (e) Managing mission assignments and coordinating with support agencies, as well as appropriate State officials, operations centers, and agencies.
- (f) Working with appropriate private-sector organizations to maximize the use of all available resources.
- (g) Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities.
- (h) Conducting situational and periodic readiness assessments.
- (i) Executing contracts and procuring goods and services as needed.
- (j) Ensuring financial and property accountability for Cyber Security ESF activities.
- (k) Planning for short- and long-term incident management and recovery operations.
- (l) Maintaining trained personnel to support interagency emergency response and support teams.
- (m) 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.

(2) 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:

- (a) Conducting operations, when requested by SEOC or the designated ESF primary agency, consistent with their own authority and resources, except as directed

- of heightened cyber terrorist threat or after an incident has occurred the State Emergency Operation Center (SEOC) may be activated.
 - b) 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.
 - c) DHSEM, in conjunction with other State Emergency Support Function (ESF) agencies in the SEOC, will coordinate with the Incident Commander to accomplish 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).
4. Office of Information Technology (OIT)
- a) Coordination cybersecurity activities of participating agencies and ensure the State agencies have access to and receive information and intelligence needed to execute their respective missions.
 - b) Provide shared situational awareness and recommendations on cybersecurity risks, incidents, analysis, and warnings for State and non-State entities to enable real-time, integrated, and operational actions.
 - c) Provide timely technical assistance, risk management support, and incident response capabilities to State and non-State entities with respect to cybersecurity risks and incidents, which may include attribution, mitigation, and remediation.

IV. Direction, Control, and Coordination

- 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.
 - 1. For criminal or large cyber incidents Federal authorities including the Federal Emergency Management Agency, the United States CERT, Federal Bureau of Investigation (FBI), and US Department of Homeland Security as well as other federal agencies as deemed appropriate by the incident may provide assistance.
 - a) These agencies may provide valuable resources to the incident response.
 - b) Unified command may be established to coordinate State and federal responses and to integrate resources into the overall incident action plan.
- B. Pre-Incident
 - 1. OIT and DHSEM / OIT are the nucleus of the State of Colorado's pre incident planning for cyber incidents. Each agency is responsible for ongoing collaboration with their respective federal partners and other State public and private entities. The intent is to build relationships, which leverage Federal and State and private sector capabilities.
 - 2. 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 US 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. 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. 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) CTIS (Colorado Threat Information Sharing): This initiative facilitates timely sharing of cybersecurity information between cities, states and counties in Colorado
 - g) 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.

D. Notification and Activation Procedures

1. The State of Colorado, in partnership with MS-ISAC, participates in State cybersecurity 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 of 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 proactive 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.
- E. Initial Actions following Notification
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 as useful or necessary.
 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 provisions of Title 24, Article 33.5, and 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 ongoing impact of the incident, provide analysis input of the extent and duration of incident, and identify 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) Internet Crime Complaint Center (IC3) - A partnership between the Federal Bureau of Investigation (FBI) and the National White Collar Crime Center (NW3C) and the Colorado Threat Information Sharing (CTIS) group.
 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 NOC of cyber-related incidents. The NCRCG, in coordination with the Interagency Incident Management Group, makes recommendations to DHS secretary.

F. Ongoing Actions

1. OIT, DHSEM / OEM, and DHSEM / CIAC working collaboratively with DHS and DOJ / FBI to develop and maintain situational awareness of the cyber domain.
2. 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.
challenges and Considerations
3. 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, which include:
 - a) 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.
 - b) 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.
 - c) 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, 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.
 - d) Coordinate with Private Sector: Cyberspace is largely owned and operated by the private sector; therefore, authority of local, State, and Federal Government to exert control over activities in cyberspace is limited.

V. Communication

- 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) receives, analyzes, and escalates reports to the appropriate service organizations within OIT about vulnerable or compromised systems as well as notifying its affected agency partners. The ISOC can be contacted at: Email: ISOC@State.co.us Phone: (303) 764-7760.
- C. The ISOC encourages anyone 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 cybersecurity alert determinations. Listed below are alert level protocols as established by the MS-ISAC. 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 of 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.
- F. The policies and procedures outlined in the State of Colorado Resource Mobilization Annex will be followed when requesting all resources in support of a cyber incident.
- G. 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. Authorities and References

- A. 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.
- B. A cyber incident will not be bound 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.
- C. 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.

Food and Agriculture Incident Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. The purpose of this Annex is to give the reader a basic understanding of how the Colorado Department of Agriculture (CDA) responds to disaster and disease that affects Agriculture in the State when CDA is the lead agency for the response.
2. In disease outbreaks, CDA is the lead agency; in disasters impacting Agriculture, CDA plays a support role to other local and State authorities. It will give a basic synopsis of the guidelines for the protection and preservation of the public and animal health from disease and catastrophic events.
3. This Annex provides direction and guidance to prevent, protect against, respond to, and recover from all hazards affecting animal health within the State of Colorado.
4. Agriculture is the foundation of Colorado's economy and heritage, with livestock production as the largest component. In addition if a natural or intentional introduction of a foreign animal disease (FAD) should occur, it would devastate Colorado's farms and ranches potentially destroy the state's economy and tax base.
5. Typically, FADs are those diseases that do not currently occur in the US and thus the US. Livestock populations are very susceptible to infection by these diseases. 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.

B. Scope

1. 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 when there is a significant livestock disease outbreak. 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.
2. The Annex also addresses the management of those highly significant diseases and foreign animal diseases (FADs) which present catastrophic economic consequences to the agricultural and general economy or pose a threat to human health (zoonotic disease); as well as intentional or natural chemical, biological, radiological, nuclear, explosive (CBRNE) events.

C. Situation

1. Disease threats may be introduced through one of three means (1) intentional; (2) accidental; or (3) natural occurrence.
2. The primary focus of this Annex is biological agents causing foreign animal disease (FAD), new emerging disease, and zoonotic diseases. However, any serious livestock disease outbreaks are potentially devastating to animals and humans and may have significant socio-economic and psychological impacts.
3. Other types of animal health threats associated with natural disasters will be managed similar to foreign, highly contagious, or zoonotic diseases.

D. Assumptions

1. When there are disasters in Colorado, there are often significant impacts to farming, ranching, livestock, and agriculture in general.
2. Animals in Colorado are susceptible to a variety of foreign, domestic and emerging animal diseases.
3. A significant animal disease event will have a severe economic impact on the state and possibly the national economy.
4. A significant livestock disease event will likely exceed local, state, and Tribal resources and therefore need federal support and resources.

5. Some animal diseases are zoonotic (affecting humans and animals) requiring close coordination with public health agencies and livestock sector representatives.
6. Significant livestock disease events will have a major impact on animal movements locally, intra-state, inter-state, and internationally.
7. Disease events and other animal emergencies will not happen under predictable, stable conditions.
8. Incidents can occur without warning and may occur while response agency offices are closed or busy responding to other emergencies.
9. There will likely be overlapping jurisdictional authorities and responsibilities between local, state, Tribal, inter-state, and federal entities.
10. In a significant livestock disease event, media relations and social media engagement may become a critical element in successful incident management.

II. Concept of Operations

A. General

1. The Department of Agriculture, through the Division of Animal Health or the State Veterinarian's Office works in collaboration with identified stakeholders and legal authorities (local, state, federal, and Tribal). CDA is the lead agency in managing any animal health emergency in Colorado relating to a livestock disease outbreak. CDA will coordinate and collaborate with USDA Veterinary Services in these functions but operate under the jurisdiction of the CDA. Together the two agencies work closely in responding to, mitigating, and controlling highly contagious disease events under a unified coordination and management of a foreign animal disease (FAD) incident.
2. The primary focus of this Annex addresses management of three types, or categories of animal disease management, FAD, newly emerging disease, and zoonotic diseases. These categories may develop individually or in combination. The FAD and new emerging disease 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 can differ depending on the anticipated economic, political, and psychological impact of the disease event on the State and nation.
3. In disasters affecting agriculture, CDA is not the lead agency but is a support agency that works under local and other State agency authority to address and provide expertise to mitigate the Ag impacts in the incident. Many components of CDA's emergency disease response plans will apply to these types of disasters affecting Agriculture, i.e., communication, information sharing, and carcass disposal.

B. Prevention and Protection

1. The CDA - State Veterinarian's Office (Animal Health Division) is responsible for the oversight of prevention, control and eradication of animal diseases. This involves safeguarding the health and food production (supply) capacity of the State's livestock and poultry populations and preventing the transmission of diseases to other livestock and the public.
2. Coordination with USDA / APHIS / Veterinary Services on eradication and control disease programs is conducted through USDA VS District 6 - Colorado Office and the Assistant Director assigned to Colorado.
3. Recognition of private veterinary practitioners to perform official regulatory 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 Veterinary Services Laboratories (NVSL), and possibly other laboratories associated with the National Animal Health Laboratory Network (NAHLN).

4. In addition there are two CDA Field Veterinarians and four USDA Veterinary Medical Officers distributed throughout the State to also accomplish veterinary medical regulatory field work.

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 / or other highly significant disease, the veterinarian will follow established protocol and contact either the State Veterinarian or the USDA Veterinary Services Assistant Director (USDA VS AD) to notify them of their preliminary findings. The State Veterinarian and USDA VS AD will consult and determine the next steps for diagnosis of the possible outbreak.
2. In the event of a FAD, the State Veterinarian or an Assistant State Veterinarian will initiate the first stage of the 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 USDA VS AD 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 will determine initial response levels and perform appropriate local, state, and federal notifications. Critical first steps are communication / information sharing, incident management, delegation of roles and responsibilities, and implementation of emergency response plans.
3. If it is determined that the disease outbreak may be zoonotic in nature, coordination with the Colorado Department of Public Health and Environment (CDPHE) and local public health agencies will be initiated. The State Veterinarian will begin initial incident action planning to include, personnel and equipment needs, movement control criteria, appraisal and indemnification, depopulation and carcass 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 will determine the appropriate level of response and notification.
4. Upon confirmation of a FAD, the State Veterinarian and USDA VS AD will establish an appropriate level of unified coordination for management of the incident based on the complexity of the incident; in addition to providing direction and resource support of the incident. The State Veterinarian will determine the location of the Department's operations center and the incident command post(s). CDA and SEOC will coordinate the need for a disaster declaration from the Governor's Office and the type of State Incident Management Team (IMT) that would be needed to initially help with the management of the incident.
5. The responsibility for a response to a FAD incident resides with CDA but will need the added capabilities of the local infrastructure and response resources. Very close coordination and communication with local entities is extremely critical so that the impact of the event on the local community can be managed, minimized, and mitigated.

D. Recovery

1. Demobilization and recovery planning typically begins within the first 24 hours of Incident Command activation and may include the following foundational considerations:

2. The level of livestock movement controls and permitting needed to reduce risk of spread of the disease and yet keep livestock producers in business by being able to move livestock and livestock products.
3. Develop a plan for restocking of animals.
4. Ensure the continued implementation of operational support plans for bio-security and decontamination, quarantine zones, livestock movement out of control zones, depopulation and disposal, surveillance and epidemiology, personnel safety, demobilization and recovery, inter / intra agency communications and all other situations that may arise.
5. Support sustained operations until mission complete.
6. Engagement in the State Recovery Task Force and State recovery plans.
7. Identify, educate, and facilitate federal indemnification and recovery assistance programs.
8. Assess public impact to include unemployment and loss of income for affected persons.
9. Coordinate social services and mental health support for affected persons and responders.
10. Identify long term impacts on affected persons and livestock sector and develop plans to address them.

III. Organization and Assignment of Responsibilities

A. Organization

1. The roles and responsibilities of the following entities will vary depending upon the nature and complexity of the event.

B. Assignment of Responsibilities

1. State

a) Colorado Department of Agriculture (CDA)

- (1) The CDA, Animal Health Division is the lead agency in any livestock health related emergency occurring in Colorado. CDA will respond by using the NIMS protocol and ICS structure to manage the incident. The specific components will be under the coordinated command of the State Veterinarian and USDA-APHIS-VS officials. Their overall responsibility will encompass command and management of the disease event, overseeing the management and dissemination of resources, establishing a communication and information management system, and securing supporting technologies. The State Veterinarian may use any or all of the following action steps to control and/or eradicate the disease encountered in the event.
- (2) Assign an emergency response level to the incident.
- (3) In consultation with USDA-APHIS-VS officials, determine the scope and level of initial response and initiate a task force.
- (4) In consultation with USDA-APHIS-VS, determine the location and size of hold / quarantine areas.
- (5) Establish quarantine area(s) and issue quarantine orders as needed.
- (6) In consultation with USDA-APHIS-VS officials and other agency personnel, strategically assign duties and areas of responsibility to state, deputy-state and federal veterinarians, accredited veterinarians, brand inspectors and animal health technicians.
- (7) Determine appropriate movement restrictions for animals, people, equipment, feed, commodities and conveyances.
- (8) Prepare information for dissemination to the public, producers, processors and other concerned groups through the Joint Information Center (JIC). Development of this information will be a collaboration between the CDA, USDA-APHIS-VS, and/or the

- Incident Management Team (IMT) and the Public Information Officer (PIO).
- (9) Notify SEOC when a cattle disease sample is being sent to the Foreign Animal Disease Diagnostic Lab (NVSL or FADDL - Plum Island, NY) for analysis and is likely to be a highly contagious or infectious disease or agent of concern.
 - (10) Coordinate with SEOC, USDA, Colorado Department of Transportation (CDOT), Colorado State Patrol (CSP), local jurisdictions, and other agencies as needed to enforce livestock movement control orders.
 - (11) Conduct livestock disease assessments at the site of the event to determine needs and priorities.
 - (12) Coordinate state-level livestock disease emergency response and recovery activities.
 - (13) Prioritize activities and areas of greatest urgency for state response and personnel in the field.
 - (14) Coordinate with USDA-APHIS-VS, and provide liaison between other federal, state and local organizations when required.
 - (15) With consultation from CDPHE, develop protocols for worker protection related to incident-specific health and safety site plans, risk (hazard/exposure) assessments and PPE.
 - (16) Direct disease investigations, epidemiologic investigations and trace-outs to determine source of disease and scope of disease outbreak.
 - (17) Identify contaminated feed, beef, and agricultural products that must be destroyed and disposed of or decontaminated.
 - (18) In collaboration with CDPHE, identify and approve animal carcass disposal sites. In collaboration with CDPHE, identify sites for disposal of contaminated feed and other contaminated items.
 - (19) In collaboration with CDPHE, identify and approve temporary waste disposal sites for effluent from cleaning and disinfecting stations.
 - (20) Coordinate with appropriate organizations for the deployment of inspectors and veterinarians for agricultural response and recovery.
 - (21) Establish and/or coordinate appropriate regulatory controls.
 - (22) In collaboration with the CDA PIO, provide advisories and related public information.
 - (23) Coordinate with CSP, county and local law enforcement for site security and related issues.
 - (24) Maintain ongoing animal agriculture surveillance of affected communities in order to rapidly identify and address disease-related problems.
 - (25) Notify CPW of any wildlife disease threat or involvement.
 - (26) Work in close collaboration with the Colorado Brand Board and livestock industry groups as well as the major pork producer associations and local producers.
- b) Colorado Division of Homeland Security and Emergency Management (DHSEM)
- (1) Activate the SEOP and state EOC to support CDA.
 - (2) Support the CDA by providing statewide coordination for logistical support, security, biosecurity, support personnel, procurement of supplies, equipment, vehicles, food, lodging and administrative support during livestock disease emergency response and recovery. Coordinate with CDA for the provision

- of biosecurity training to support agencies and provide biosecurity training to agency personnel designated for operations in the affected area.
- (3) Deployment of State Incident Management Teams (IMTs) to manage incidents such as the Eastern Colorado IMT with whom CDA has entered into a Memorandum of Understanding (MOU).
- c) Colorado State Patrol (CSP)
- (1) Quickly respond to diligently investigate, coordinate with, and take direction from the CDA to prevent the introduction or spread of a FAD, such as FMD.
 - (2) Be the primary agency for controlling vehicles carrying agricultural products. The State Patrol will work closely with the CDA, SEOC, Colorado Department of Transportation (CDOT), local law enforcement, and other support agencies in the operation of road closures and the diversion of vehicles carrying agricultural products.
 - (3) Provide law enforcement support and coordination with conducting traffic checkpoints and roadblocks, enforcing controlled movement orders (CMOs) for animals and animal products, and securing quarantined areas and related sites during animal disease emergencies.
- d) Colorado Department of Public Health and Environment - CDPHE will likely be involved in the response if a potential zoonotic condition exists. Their roles and responsibilities will be to:
- (1) Coordinate with CDA if a zoonotic condition exists.
 - (2) Support public information efforts.
 - (3) Consult with CDA and USDA-APHIS-VS regarding biosecurity issues related to zoonotic diseases.
 - (4) Provide veterinary and epizootologic support.
 - (5) Assist and collaborate with CDA on subjects such as carcass disposal, cleaning and disinfection, and other issues that may affect humans through potential contamination of soil, water and air quality.
 - (6) Liaison with Environmental Protection Agency (EPA) to address issues that may arise.
 - (7) Provide laboratory emergency response and/or surge support.
 - (8) Colorado Human Services Department may provide or coordinate mental health staff to assist in crisis counseling efforts.
- e) Colorado Parks and Wildlife - CPW will work with CDA to provide the following services:
- (1) Provide disease surveillance in free-ranging wildlife and wildlife in zoos, parks, and other natural areas.
 - (2) Survey for and/or dispose of contaminated items and wild animals.
 - (3) Conduct wild animal inventories in the area of a disease event to identify susceptible species.
 - (4) In collaboration with the State Veterinarian, collect wildlife specimens and samples for disease testing to determine the presence or absence of disease or transmission of the disease agent or impact of disease on wildlife.
 - (5) Provide field personnel to assist in livestock disease response, control, and recovery efforts.
 - (6) Depending on the disease outbreak and the transmission characteristics, it may affect hunting. CPW would inform hunters on the changes and provide education to hunters. Wildlife and

livestock are often susceptible to the same pathogens, so close collaboration between CDA and CPW would be important. Hunters depend on landowners and livestock producers for full enjoyment of their sport.

- (7) In the event that wildlife are involved in a FAD outbreak in domestic livestock, hunting and other activities, such as field trials, should be identified to determine the risk. Wildlife personnel and any wildlife or wildlife products physically transported by personnel must adhere to the quarantine and movement control guidance provided by Incident Command.
- f) Colorado Department of Transportation (CDOT)
 - (1) Assist in the movement of state resources during livestock disease emergencies.
 - (2) Provide traffic control and routing assistance, barricades, and road monitoring.
 - (3) Provide equipment and operators to assist with animal disposal.
- g) Colorado State University (CSU)
 - (1) The College of Veterinary Medicine and Biomedical Sciences (CVMBS) is involved in programs related to livestock diseases, from providing surveillance testing to providing educational materials to the community. During a major livestock disease outbreak, their responsibilities will be to:
 - (a) Provide veterinary support and expertise throughout the emergency as requested by CDA.
 - (b) Colorado State University Veterinary Diagnostic Laboratory may provide appropriate diagnostic support services as requested by CDA.
 - (c) Colorado State University Extension may provide, communication, and liaison between Incident Command, affected industry groups and local communities during emergencies.

2. Federal

- a) United States Department of Agriculture (USDA)
 - (1) There are multiple federal agencies that have the potential to be involved during a disease outbreak depending on areas affected and size and scope of the outbreak. There is great need for cooperation and interagency support to accomplish all of the processes involved with mitigating and eradicating a significant infectious disease. These federal agencies will work collaboratively with each other, CDA and the state and local agencies discussed above.
- b) USDA Animal and Plant Health Inspection Service (APHIS)
 - (1) USDA-APHIS-VS is the primary federal agency in charge of significant animal disease outbreaks of concern. Across the nation, USDA-APHIS-VS collaborates daily with each State Veterinarian's office to monitor FADs and emerging infectious diseases, and to administer programs to eradicate diseases such as tuberculosis and brucellosis.
 - (2) USDA-APHIS-VS maintains a group of national IMTs, each composed of 20–30 VS employees, ready to deploy and assist with containing and eradicating disease outbreaks of concern. During an outbreak, Colorado's State Veterinarian may request the assistance of USDA-APHIS-VS's national IMT to deploy and help with all aspects of the response:

- (a) Assist in everything from quarantine, evaluation and indemnification of livestock, slaughter, disposal, cleaning and disinfecting, epidemiology and trace-backs, to facilitating permitting for cattle movement.
 - (b) Assist in acquiring appropriate contractors to conduct various response activities such as those listed above.
 - (c) Consult with state and local authorities regarding eradication proceedings.
 - (d) Collect, analyze, and disseminate technical and logistical information.
 - (e) Define training requirements for temporary employees or support agencies involved in eradication operations.
 - (f) Issue a declaration of extraordinary emergency.
 - (g) Coordinate with state and local agencies to define quarantine and buffer zones.
 - (h) Prepare information for dissemination to the public, producers, processors and other concerned groups through the Joint Information Center (JIC).
 - (i) Allocate funding for indemnifying owner(s) of depopulated animals or related property loss.
 - (j) Allocate funding for activities related to depopulation, disposal and virus elimination.
 - (k) Define restrictions on interstate commerce.
- c) USDA-APHIS Wildlife Services (WS)
- (1) Wildlife Services (WS) is a division of USDA-APHIS and its mission is to resolve wildlife conflicts to allow people and wildlife to co-exist. During a disease outbreak in cattle, USDA-APHIS-WS will assist in surveillance of wildlife populations for the disease of concern. As part of USDA-APHIS, WS employees may also be deployed to work within the incident as members of the IMT.
- d) USDA Food Safety Inspection Service (FSIS)
- (1) USDA-FSIS is charged with protecting the Nation's food supply by providing inspectors and veterinarians in meat and pork product plants to prevent, detect, and act in response to food safety emergencies. FSIS has developed the infrastructure needed to confront new biosecurity challenges. FSIS may assist state and local authorities in disease eradication activities and/or emergency foodborne illness investigations.
- e) USDA Customs and Border Protection (CBP)
- (1) CBP shall inspect and regulate movement of at-risk people, agricultural products or product containers or at-risk ports-of-entry (such as Denver International Airport) to prevent, detect or act in response to agricultural emergencies.
 - (2) Under Emergency Support Function (ESF-11) federal regulations, the USDA is responsible for response to animal disease emergencies. However, other federal agencies outside of the USDA may also have jurisdiction in a disease outbreak response.
- f) Food and Drug Administration (FDA)
- (1) One of FDA's mandates is to protect the public health by assuring the safety of our nation's food supply. FDA also has an important role in prevention and control of adulterated and contaminated animal feed. FDA may assist state and local authorities in disease eradication activities and/or food-borne illness emergency investigations.

- g) Federal Bureau of Investigation (FBI)
 - (1) The FBI is the agency responsible for investigating cases of bio-terrorism or agro-terrorism a part of the mission of a Joint Terrorism Task Force (JTTF). When food animals are the target of a terrorists attack and evidence suggests a foreign animal disease may have been intentionally introduced or threatened, CDA will notify the CIAC who in turn will coordinate activities with the JIFF within the Denver Office of the FBI.
 - h) Environmental Protection Agency (EPA)
 - (1) The federal agency that may collaborate with CDPHE & CDA on decisions of carcass disposal, cleaning and disinfection and their effect on soil, air and water or the environment in general.
3. Local
- a) County
 - (1) Since all emergency response begins at the local level, local emergency management officials will be actively involved in the response and will be a key provider of resources for operational missions.
 - (2) Each county has a comprehensive emergency management plan which provides the framework for the jurisdiction's response to emergencies and disasters.
 - (3) Counties, through their assets of County Commissioners, County Extension Offices and their networks, will utilize their resources and provide an additional line of communication with local farmers, industry groups and the community.
 - (4) Additionally, as part of a coordinated response, local law enforcement officers with assistance from Brand Inspectors and Bureau of Animal Protection Agents (BAP) may:
 - (a) Assist in identifying bio-secure transportation corridors for moving unaffected livestock and animal food products safely during an animal health incident.
 - (b) Provide security in implementing a hold or quarantine the infected area.
 - (c) Assist in the conduct of a criminal investigation.
 - (d) Provide site security and conflict resolution as needed to ensure the safety of veterinarians, inspectors, all other responders and the general public should any conflicts arise.
 - b) Local Livestock Industry Groups
 - (1) Serve as liaison on matters relating to livestock industries affected by an animal disease outbreak.
 - (a) Identify individuals who may be qualified to assist in disease control efforts
 - (b) Develop a list of qualified appraisers
 - (c) Provide assistance to families affected by an animal disease outbreak
 - (d) Provide support for disease control and eradication activities.
 - (e) Provide appropriate information for dissemination to industries and public (through close coordination with CDA or the IMT Public Information Officer).
 - (f) Support response and recovery with all available resources.
 - c) Local Cow-Calf Operators and Practicing Veterinarians
 - (1) May be the first to encounter an emerging disease or FAD outbreak. It is imperative that they report to the State

Veterinarian's Office or USDA-APHIS-VS Colorado Office any situations in which cattle are experiencing a high morbidity or mortality rates, cases with clinical signs consistent with FMD or any new or emerging disease, and any cases of unknown cause or unusual clinical signs.

- (2) (2) Implement proper biosecurity protocols. Good biosecurity can greatly reduce the introduction of infectious diseases into a herd. Cow-calf operators should create plans for responding to disease outbreaks in their herds. By having SOPs in advance for depopulation and disposal, they can greatly reduce response times and decrease the potential for spread to other facilities.

IV. Direction, Control, and Coordination

- A. CDA will respond by using the NIMS protocol and the ICS for managing the incident. CDA's overall responsibility will encompass command and management of the disease event, overseeing the management and dissemination of resources, establishing a communication and information management system, and securing supporting technologies. Coordination of all of these components will be done in conjunction with SEOC, USDA Veterinary Services, and local emergency management.

V. Information Collection, Analysis, and Dissemination

- A. Important information relating to the disease confirmation, quarantines, and specific livestock producers is protected information under State statute but is shared with supporting agencies and response personnel in a format that protects producer's information or only shared with those that need to know.
- B. Information relating to the disease outbreak and operational components is managed through CDA's animal health information management database called USAHERDS. It is shared with USDA Veterinary Services and they manage their information in a database called EMRS2.
- C. For information that needs to be shared with other response partners and across different agencies, Google documents are used so that information can be shared as needed to effectively respond to the incident. In addition, for State-wide situational awareness, information that can be shared will be posted to WebEOC.
- D. Notification protocols that are included in CDA's emergency response plans will be followed to provide information sharing and communication with agencies and the public.

VI. Communication

- A. External communication to the media, stakeholders, and social media during an outbreak will be the responsibility of the State Veterinarian and the CDA Director of Communications and Public Awareness. The State Veterinarian, with assistance from the CDA Liaison Officer will direct and maintain communication with federal, state, and local government agencies and partners that have a statutory responsibility in emergency response. Additionally, the CDA Communication Director will communicate and collaborate with livestock industry representatives throughout the incident.
- B. Specific beef industry representatives who would be included in the communication planning would be – Colorado Livestock Association (CLA), Colorado Cattlemen's Association (CCA), Farm Bureau, and dairy associations such as DairyMax and Dairy Farmers of America (DFA). In a situation where the disease affecting cattle would also affect other livestock species such as pigs, sheep, and goats those associations would also be included (Colorado Pork Producers Council, Colorado Woolgrowers Association, and goat breed associations).
- C. Correspondence and communication with the media and public regarding the incident will be directed and managed by the CDA Director of Communications. The CDA Director of Communications or assigned designate may assume the ICS role of Public Information Officer (PIO) upon activation of the SEOP. In the event the ECIMT or another IMT is deployed to manage the incident, the CDA PIO shall work in collaboration with the IMT,

State EOC, State and local public health agencies, USDA APHIS public information specialists, livestock associations and industry, and local emergency management PIO(s) in a Joint Information Center (JIC).

VII. Admin, Finance, and Logistics

A. Administration

1. Administration and operational coordination relating to incident response will mainly fall on the Animal Health Division (State Veterinarian's Office) but other Divisions and employees of the CDA may also be engaged in some aspect of the response. The Commissioner of Agriculture under C.R.S. 35-1-109 carries the following authority and responsibility:
 - a) "It is the duty of the commissioner of agriculture in the administration of his department to organize the same that all employees of the department, so far as possible, shall be interchangeable in work assignment to the end that they may be shifted within the department so as to meet seasonal and emergency demands upon any division or section of the department and the number of such help kept to a minimum possible for efficient operation."
2. MOUs in place with other agencies and entities;
 - a) CDA /CDPHE MOU, Regarding Storage, Treatment of Disposal of Livestock Carcasses During any All-Hazards Event
 - b) CDA / Eastern Colorado Incident Management Team
 - c) Egg Movement Protocol Agreement - Colorado, Iowa, and Minnesota
 - d) CDA / OK - Livestock and Ag Products Movement Control Agreement During FAD
 - e) CDA / NE - Livestock and Ag Products Movement Control Agreement During a FAD
 - f) CDA / KS - Livestock and Ag Products Movement Control Agreement During a FAD
 - g) CDA / UT - Livestock and Ag Products Movement Control Agreement During a FAD
 - h) CDA / CDPHE MOU on Emergency Response to Zoonotic Diseases

B. Finance

1. Livestock disease outbreaks that fall under the responsibility of CDA are financed through State and federal funding. Initially, the incident falls under the normal operating budget of CDA which is limited in scope.
2. Funding and resources come from USDA APHIS Veterinary Services through a USDA Veterinary Services cooperative agreement with CDA for expenses relating to that disease incident.
3. As the incident escalates and increases in magnitude, additional funding would be requested from the State through a Governor's Disaster Declaration or Executive Order.
4. Along with that action, a further request for federal funds would be made through CCC funding or Congressional approval.
5. If the outbreak reaches a national outbreak, it is possible that a Secretary of Agriculture Disaster Declaration or even a Presidential Disaster could be declared which would open up additional funding through other federal agencies.
6. Financial funding tracking would be accomplished through CDA, Business Operations Office along with USDA APHIS VS financial offices.

C. Logistics

1. CDA resources would be tracked through WebEOC under the direction of the Logistics Chief Section of the ICS structure set up for the incident.
2. Federal resources such as personnel are tracked through the federal USDA ROSS system.

3. Physical resources that arrive through the National Veterinary Stockpile, other Districts within USDA APHIS VS, or through contracts are tracked in USDA's EMRS2 system.
4. Federal resources will also be logged and tracked in WebEOC even though the State is not reimbursing for those resources.
5. It is possible that other states could send resources under their jurisdiction and those expenses will be reimbursed by State or federal funding through previously mentioned funding or the sending states may cover some of the cost of sending and using the resources. All will be tracked in WebEOC.

VIII. Authorities and References

- A. 35-50 C.R.S. Livestock Health Act
- B. Other relevant plans and documents for livestock emergency response are the following and can be found at the following link:
<https://www.colorado.gov/pacific/aganimals/emergency-preparedness-and-response>

These are:

1. Cow-Calf Emergency Disease Response Plan
2. Dairy Emergency Disease Response Plan
3. Feedlot Emergency Disease Response Plan
4. Colorado Secure Milk Supply Plan
5. Poultry Emergency Disease Response Plan
6. Colorado Secure Egg Supply Plan
7. Swine Emergency Disease Response Plan

Hazmat Incident Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. 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.

B. Scope

1. This ESF is intended to provide a coordinated State response to an actual or potential release of a hazardous substance, resulting from a:
 - a) Transportation incident
 - b) Fixed facility incident
 - c) Natural disaster (i.e., earthquake, tornado, flood, etc.)
 - d) Terrorism attack
2. Colorado Revised Statute 29-22-102 provides for a Designated Emergency Response Authority (DERA) for hazardous substance incidents. Once designated, the DERA is responsible for providing and maintaining the capability for emergency response to a hazardous materials incident occurring within its jurisdiction. A DERA may provide and maintain that capability directly, or through mutual aid and other agreements.
3. "Emergency response to a hazardous substance incident" means taking the initial emergency action necessary to minimize the effects of a hazardous substance incident. This would ordinarily include confining, containing, and controlling the product involved.
4. *Where a spill/discharge actually occurs will determine the DERA. Where the events leading to the spill/discharge began is not relevant.*
5. Though circumstances may arise where the identification of a DERA may be difficult, those circumstances should be few and unique. The identification of a DERA can normally be determined by relying on the following general principles:
 - a) Where a spill/discharge actually occurs will determine the DERA. Where the events leading to the spill/discharge began is not relevant.
 - b) The Patrol is the DERA for spills/discharges that occur within the boundaries of any publicly maintained highway not within a municipality's corporate limits.
 - c) For spills/discharges that occur within the limits of a town, city, or city and county, the fire department is ordinarily the DERA. That designation should be done by ordinance or resolution. In the absence of such action the fire department is the DERA by default. However, another entity may be designated the DERA by ordinance or resolution.
 - d) Except for those spills/discharges that occur within the boundaries of any publicly maintained highway or within the limits of a municipality, the sheriff is ordinarily the DERA. That designation should be done by ordinance or resolution. In the absence of such action the County Sheriff is the DERA by default. However, another entity may be designated the DERA by ordinance or resolution.
 - e) Note: By agreement, the Patrol is not the DERA for spills/discharges occurring within the boundaries of publicly maintained highways in Mesa County.
 - f) Spills/discharges occurring on private property are the responsibility of the property owner, who must notify the pertinent DERA (municipal or county) and coordinate a response or effect a response independently.

- C. Situation
 - 1. Large quantities of hazardous substances 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.
 - 2. Hazardous substances 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.
- D. Assumptions
 - 1. Hazardous chemical or biologic agents could possibly be used either as a causative agent or byproduct (debris and human remains / biohazard) at any large-scale suspected or actual terrorist events.

II. 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. The response to hazardous substance incidents statewide is handled by the appropriate DERA given the location of the incident.
- C. The CSP is responsible for the response to hazardous substance incidents occurring on Federal, State, and county highways, outside of municipal city limits. CSP Hazmat may also be utilized to assist local hazardous materials response entities at the request of the DERA.
- D. 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.
- E. 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.
- F. 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.
- G. Disposal of hazardous substances is 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.

III. Organization and Assignment of Responsibilities

- A. Colorado State Patrol (CSP)
 - 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. 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
 - 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. Provide technical assistance when requested by local jurisdictions or the incident command authority.
 - 5. Provide and / or participate in on-scene command and control utilizing incident command principles.
 - 6. Provide personnel to support technical / safety requirements during hazardous material / terrorist incidents, including but not limited to: traffic control, perimeter security, and evacuation.

7. Send a Colorado State Patrol Representative to the State Emergency Operations Center (SEOC) when requested by SEOC.
 8. Request assistance when necessary from the SEOC or CDPHE.
 - a) Develop and maintain a database of hazardous substance clean-up contractors.
 - b) Utilize the available resource database(s) to provide information on the capabilities of statewide emergency response organizations, including their available resources.
 - c) Provide a real-time incident management capability to support an emergency response to a hazardous substance.
- B. Division of Homeland Security and Emergency Management (DHSEM)
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.
 - a) Notify and dispatch appropriate State and local personnel to assist with emergency operations.
 - b) 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:
 - (1) Notify State emergency response agencies.
 - (2) Activate State assets for possible deployment.
 - (3) Communication and coordinate with the on-scene Incident Command Post (ICP) and / or local Emergency Operations Center (EOC).
 - (4) Dispatch an on-scene liaison to the ICP / EOC, as required
 - (5) Coordinate State agency support, provide resources and technical assistance, and request federal assistance, when required or requested by the CSP or DERA.
 - (6) If warranted, request Federal assistance through the appropriate regional office, or the Joint Operations Center (JOC) if activated.
 - (7) Develop and conduct State-level exercises to test this Annex.
 4. 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.
 - c) Maintain logs and records concerning the incident and its effects.
- C. Department of Public Health and Environment (CDPHE)
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 public health and 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. Provide public information on road closures and / or alternative routes utilizing the capabilities of the Traffic Operations Center (TOC), including Variable Message Signs (VMS)

4. Send an ERC to the SEOC, as requested.
- E. Division of Fire Prevention and Control (DFPC)
 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.
 3. In coordination with the CSP, identify fire departments throughout the State with hazardous substance response capability.
- F. Department of Military and Veterans Affairs (DMVA)
 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 DHSEM/OEM or CSP.
 2. Provide personnel and equipment resources to assist with on-scene mitigation operations during a disaster or major incident involving hazardous substance.
 3. Send an ERC to the SEOC, as requested.
 4. Deploy the 8th Civil Support Team (CST) when requested to assist in operations at the scene.
- G. Other State Agencies
 1. Provide personnel and equipment resources within the 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.
- H. 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. Maintain records of individual employees exposed to Hazardous substances at incident sites and provide for follow-up monitoring and / or treatment if required.

IV. Direction, Control, and Coordination

- A. In accordance with assignments of responsibilities in the SEOP, 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.

V. Communication

- A. At the request of the local ICP / SEOC or emergency response personnel on-scene, SEOC will initiate contact with the following:
 1. Chemical Emergency Information Center, CHEMTREC®
 2. National Response Center (NRC)
 3. Clean-up contractors, transporters, shippers, or other interested parties
- B. All Tasked State Agencies

Initiate internal notification actions.

 1. Notify field personnel of appropriate protective actions given an identified hazard.
 2. Maintaining current alerting procedures for mobilizing emergency response personnel.

Terrorism, Law Enforcement, and Investigation Incident Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. The purpose of this Annex 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.

B. Scope

1. This Annex 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".
2. 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:
 - a) Protection of life safety
 - b) Stabilization of incident environment(s)
 - c) Restoration of property and the built environment
3. 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.
4. Routine law enforcement activities occurring beyond the outside of a terrorist incident would remain with the lowest possible jurisdiction.
5. Presidential Decision Directive 39, the US 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).
6. 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 Colorado Information Analysis Center (CIAC) and its partners.
7. Specific terrorist acts / operations; include, but would not be limited to, the following general categories:
 - a) Chemical events, to include weapons of mass destruction (WMD) employment
 - b) Biological events, to include WMD employment
 - c) Nuclear / radiological events, to include WMD employment
 - d) Conventional events (to include bombings, arson, and armed assaults.
 - e) Infrastructure - cyber events, to include actions involving, or affecting, Information Technology, data processing and storage
 - f) Delivery and employment of these items may entail use of mails, aircraft, watercraft, motor vehicles, or hand delivery to an intended target.
 - g) Any combination of the above methods of attack.

8. The US Department of Homeland Security has identified sixteen Critical Infrastructure groups that may be potential targets for acts of terrorism at any level:
 - a) Agriculture and Food
 - b) Financial Services Sector
 - c) Chemical
 - d) Commercial Facilities
 - e) Communications
 - f) Critical Manufacturing
 - g) Dams
 - h) Defense Industrial Base
 - i) Emergency Services
 - j) Energy
 - k) Government Facilities
 - l) Healthcare and Public Health
 - m) Information Technology
 - n) Nuclear Reactors, Materials and Waste
 - o) Transportation Systems
 - p) Water

C. Situation

1. Prevention consists of 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.
2. 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
3. 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.
4. 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

5. The fusion process capabilities are:
 - a) 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.
 - b) Intelligence Analysis and Production
 - (1) 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.
 - (2) Intelligence Analysis and Production will reference information from a variety of sources including but not limited to, sources from the US. Department of Homeland Security, the FBI, local law enforcement, other governmental entities, and individual reports or suspicious or illegal activity
6. 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 survivors 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.
7. Counter - Terror Investigation and Law Enforcement
- a) 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.
8. 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 the US. 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.
9. 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.

10. 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.

11. 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
 - (1) 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 the 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.
12. 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 leave 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 for major urban areas.
 - i) Large - gathering situations (National Security Special Events, sporting events, and conventions) 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.
13. Intelligence and Information Sharing and Dissemination
- a) 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.
14. 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.

D. Assumptions

1. A terrorist event will create such a disaster that federal assistance is needed and the President will activate portions of the National Response Framework
2. Federal Actions
 - a) 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).
 - b) 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.
 - c) FBI Threat Level to Colorado Operation Level Comparison:

Colorado Operation Levels	Description	Associated State Actions	FBI Threat Levels	Associated Federal Actions
Operation Level Low Condition	Daily operations in the absence of an emergency situation to ensure readiness	<ul style="list-style-type: none"> Preparedness, planning, training, and exercise activities underway 	Threat Level 4 Minimal Threat	<ul style="list-style-type: none"> Received threat does not warrant actions beyond normal liaison notifications or placing assets on higher alert status.
Operation Level 1 Guarded / Elevated Condition	Monitoring phase triggered by potential for an event that could threaten life, property, or the environment.	<ul style="list-style-type: none"> Relevant 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. 	Threat Level 3 Potential Threat	<ul style="list-style-type: none"> Intelligence indicates potential for terrorist incident, but not deemed credible.
Operation Level 2 High Condition	Partial activation of the SEOC	<ul style="list-style-type: none"> 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. 	Threat Level 2 Credible Threat	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> Triggered by extremely hazardous conditions that are imminent or occurring. Highest state of alert. All primary and support agencies under the SEOP are notified. The SEOC will be on full activation with 24 - hour Staffing by assigned personnel and all necessary ESFs. 	Threat Level 1 Weapons of Mass Destruction Incident	<ul style="list-style-type: none"> 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.

- c) The Environmental Protection Agency (EPA) is responsible for the decontamination of facilities that have been targeted in, or affected by, WMD incidents.
- d) 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.

II. Concept of Operations

A. Awareness, prevention and preparedness activities include:

1. Identification of threat and threat organizations
 - a) 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) Colorado Information Analysis Center (CIAC) 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
 - c) Information should be shared with OPS for submission to the DHS National Asset Database (NADB)
3. Protection
 - a) CIAC 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) CIAC 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 individuals 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 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
 - a) 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. 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:
 - a) Department of Law
 - b) Department of Military and Veterans Affairs
 - c) Department of Public Health and Environment
 - d) 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, survivor 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, depending on whether this is an urban or rural setting.
 - (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 SEOP.
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 (e.g.: 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 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.

III. Organization and Assignment of Responsibilities

A. Department of Public Safety (CDPS):

- 1. CDPS is the primary agency in implementing and coordinating crisis management response functions.
- 2. 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 SEOP
 - f) Implementing Response Actions

B. Colorado State Patrol (CSP)

- 1. 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, the 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. 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) Mobilize and deploy state hazmat response resources, as needed.

7. 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.
- C. Department of Law (DOL)
1. DOL is a primary agency for providing legal advice pertaining to the incident, especially in light of potential criminal prosecution.
 2. Works closely with the US Department of Justice, FBI, and Colorado State Patrol with respect to terrorist acts.
 3. Provides liaison personnel to the SEOC.
- D. Department of Military and Veteran's Affairs (DMVA)
1. The Colorado National Guard (CNG), 8th WMD - Civil Support Team (WMD CST), will provide technical assistance and advice in support of WMD incidents
 2. 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.
 3. 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.
- E. Department of Public Health and Environment (CDPHE)
1. Be prepared to assume the role as the state lead agency for consequence management of terrorist incidents involving biological agents or radiological materials
 2. Provide advice regarding public health and safety issues to local / State officials and the general public
 3. Provide health and medical support requested by local governments
 4. 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.
 5. Where radiological materials have been used, provide incident assessment, radiological monitoring, and decontamination assistance, and make appropriate protective action recommendations for the public to local officials.
 6. Identify requirements for health and medical personnel, equipment, supplies, and pharmaceuticals; mobilize resources to meet response needs.
 7. Identify appropriate treatment facilities for casualties.
 8. If mass fatalities have occurred, mobilize mortuary assistance.
 9. Utilize the Colorado Health Alert Network (CO - HAN) and other means of communication to provide information to local health and medical personnel.
 10. 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.
 11. Provide hazardous materials response recommendations to local officials.
 12. Provide assistance to local and state agencies in the identification and analysis of hazardous substances used or resulting from a terrorist incident.
- F. Division of Homeland Security and Emergency Management (DHSEM)
1. DHSEM will act as a liaison between the Governor and FEMA.
 2. SEOC in cooperation with the CIAC, will coordinate priorities and action for the on - scene response operations.
 3. SEOC 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 SEOP). There are, however, the added complications of protecting a potentially large crime scene and securing CBRNE contaminated materials.
 4. DHSEM is the primary agency to implement and coordinate recovery functions. Specifically, those responsibilities are:

- a) Coordinates consequence management activities at the State level.
 - b) Implement the SEOP, activate the SEOC, and designated SFs.
 - c) Deploy a State Liaison to the local EOC.
 - 5. Based on the circumstances, the SEOC with specifically requested ESFs may be activated and the SEOP implemented to support the situation. DHSEM and other State agencies as needed maybe deployed to the SEOC to provide assistance.
 - 6. If the SEOC is operational, and the situation progresses with community impact becoming imminent, then the SEOC Operations Officer may request a liaison from the response management group be present to ensure adequate communications are maintained throughout the incident.
 - 7. If an incident occurs without warning that produces major community impact and appears to be caused by an act of terrorism, then SEOC and the Colorado State Patrol will initiate required actions concurrently. SEOC will consult immediately with the Governor's office to determine an appropriate course of action and if Federal assistance is required.
 - 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.
- G. Other State Agencies
- 1. 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.
 - 2. 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.
 - 3. All ESF agencies conducting response operations will report daily to the SEOC the resources they have committed and the missions they are performing.
 - 4. Upon activation of SEOP (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.
 - 5. All of the ESFs will provide support within the scope of their agencies' statutory authority and assigned mission.
 - 6. Since an act of terrorism could take many forms (i.e. 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).

Support Annexes

Continuity of Government Support Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. This Annex 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 Annex.

B. Scope

1. Current State statutes define the responsibilities, and limits and directs the functions and processes for implementing this Annex. This Annex 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:
 - a) Seat of government;
 - b) Lines of succession, and
 - c) Emergency powers.
2. This Annex does not address the building or maintenance of agency specific emergency action plans / planning or agency specific Continuity of Operations Plans (COOP). This Annex 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 State Emergency Operations Plan (SEOP) and within the individual State agencies' COOP plans.

C. Situation

1. The State has recognized the need to provide essential functions and services to its individuals and residents within the scope of capabilities at any given time and under adverse conditions.
2. 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).
3. 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.
4. The identification of State 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. In FEMA's "Continuity Guidance for Non-Federal Entities", the six State Essential Functions identified 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) Maintaining 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.

D. Assumptions

1. 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.
2. 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.
3. All State agencies and departments will conform to and support the Governor's orders, proclamations or directives.
4. During a COG event, the Office of the Governor and all supporting State agencies and departments will operate in accordance with the current SEOP.
5. The individuals and residents of Colorado will be promptly informed of the emergency and continuity of government activities.
6. During a COG event, the Office of the Governor and all supporting State agencies' public information officers will operate through a Joint Information System

II. **Concept of Operations**

- A. 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 SEOP 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:

1. The Colorado Disaster Emergency Act - CRS 24-33.5-701.

- a) The purposes of this are to:

- (1) 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;
- (2) Prepare for prompt and efficient search, rescue, recovery, care, and treatment of persons lost, entrapped, or threatened by disasters or emergencies, as well as survivors.
- (3) Provide a setting conducive to the rapid and orderly start of restoration and rehabilitation of persons and property affected by disasters;
- (4) Clarify and strengthen the role of the Governor, State agencies, and local governments in the prevention of, preparation for, response to, and recovery from disasters;
- (5) Authorize and provide for cooperation in disaster prevention, preparedness, response, and recovery;
- (6) 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;
- (7) Provide a disaster and emergency management system embodying all aspects of pre-disaster and pre-emergency preparedness and post-disaster and post-emergency response;

- (8) Assist in the prevention of disasters caused or aggravated by inadequate planning for regulation of public and private facilities and land use.

C. 24-33.5-704(7)

1. Governor; powers and duties.

- (1) Suspend the provisions of any regulatory statute prescribing the procedures for the 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;
- (10) Determine the percentage at which the State and a local government will contribute funds to cover the non-federal cost share required by the federal "Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, 42 USC. sec. 5121 et seq., required by the federal highway administration pursuant to 23 USC. 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 funds toward the non-federal 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 funds to cover a non-federal cost share pursuant to this paragraph

2. Seat of State Government – State Constitution, Article III, Section 3

- a) 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 the location of the seat of government shall have been submitted by the general assembly.
- b) 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.

- c) 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.
- d) As used in this section, "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.
- e) "Seat of government" means the location of the legislative, executive, and judicial branches of the State of Colorado.

3. Emergency Powers

- a) 24-33.5-704. The Governor and disaster emergencies
- b) The Governor is responsible for meeting the dangers to the State and people presented by disasters.
- c) 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.
- d) 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.
- e) 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.

- f) 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.
 - g) In addition to any other powers conferred upon the Governor by law, the Governor may:
 - h) Suspend the provisions of any regulatory statute prescribing the procedures for the 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
 - i) 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;
 - j) Transfer the direction, personnel, or functions of State departments and agencies or units thereof for the purpose of performing or facilitating emergency services;
 - k) 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;
 - l) 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;
 - m) Prescribe routes, modes of transportation, and destinations in connection with evacuation;
 - n) Control ingress to and egress from a disaster area, the movement of persons within the area, and the occupancy of premises therein
 - o) Suspend or limit the sale, dispensing, or transportation of alcoholic beverages, firearms, explosives, or combustibles;
 - p) Make provision for the availability and use of temporary emergency housing; and
 - q) Determine the percentage at which the State and a local government will contribute funds to cover the non-federal cost share required by the federal "Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, 42 USC. sec. 5121 et seq., required by the federal highway administration pursuant to 23 USC. 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 funds to the non-federal 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 funds contributed to cover a non-federal cost share pursuant to this paragraph.
4. Lines of Succession: State Constitution Article IV, Section 13,
- a) 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.
 - b) 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.
- c) 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.
- d) 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.
- e) 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) successors to fill a 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.

- f) 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.
 - g) 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 a 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, the Speaker of the House of Representatives, the 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.
5. Special Elections – State Constitution, Section IV, Section 6
- a) 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.
 - b) 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.
 - c) 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.

6. Legislative Vacancies, State Constitution, Article V, Section 2, paragraph (3)
 - a) 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.
7. Essential Records, retention, recovery, security
 - a) 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.

III. **Admin, Finance, 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. 24-33.5706).
- 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 SEOP 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.

Mass Care Support Annex

I. Purpose, Scope, and Assumptions

A. Purpose

1. 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 survivors and assist with family reunification within the affected area.
2. The Colorado 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.

B. Scope

1. 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.
2. 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.
3. Coordination of housing is led by DOLA, and coordination of Human Services is led by CDHS.

C. Situation

1. A disaster may result from natural or technological hazards, civil disturbance, or act of terrorism, and cause extensive damage and human suffering.
2. Survivors may be forced from their homes depending on factors such as time of occurrence, area demographics, building construction, and existing weather conditions.
3. Family members may be separated immediately following an emergency or disaster, such as children in school and parents at work.
4. Transients, such as tourists, travelers, students, and the pre - disaster homeless, may be involved.
5. Arrangements will be made for special persons with access and functional needs, such as the elderly and disabled.
6. 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.
7. The State, when notified of an emergency or disaster at the local level, will monitor the situation, and, if necessary, provide assistance.

D. Assumptions

1. Private and volunteer organizations, (i.e., ARC, The Salvation Army, and member agencies of COVOAD), 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.

2. Each level of government, along with 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).
3. Not all disaster survivors will require mass care services. Some survivors will go to mass shelters, others will find shelter with friends and relatives; many survivors will remain with or near their damaged homes.
4. Mass care shelter facilities will receive priority consideration for structural inspections to ensure the safety of occupants; and for restoration of utilities or support by temporary means, (i.e., portable generators, portable toilets and potable water).
5. 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.
6. The American Red Cross is the primary support agency for mass care operations under ESF-6.

II. Concept of Operations

- A. Initial response activities will focus on meeting urgent needs of disaster survivors on a mass care basis. In addition, initial recovery efforts, such as the customary American Red Cross (ARC) Emergency Assistance program, may commence as response activities are taking place. Disaster assistance centers may be used to distribute resources, supplies, and information to individuals, households, and small businesses.
- 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 CDHS. Interim and long-term housing will be coordinated by DOLA Division of Housing.
- C. Local government, supported by private relief agencies, provides initial response to mass care requirements of emergency/disaster survivors 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. CDHS has been designated 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 ARC chapter with responsibility 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. CDHS will provide a representative to the SEOC, upon request, 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 the SEOC will notify COVOAD, ARC, CVMF 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
 - a) The ESF-6 mass care function includes overall coordination, shelter, feeding and other activities to support emergency needs of survivors.
 - b) Shelter - the provision of emergency shelter for disaster survivors, 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.
 - c) Feeding - the provision of feeding disaster survivors 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 survivors with special dietary needs. Emergency donated food will be made available. Food Stamp programs may be made available.
 - d) Emergency First Aid - providing first aid services to disaster survivors 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.
 - e) 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 survivors.
 - f) 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 survivors for essential items.
 - g) 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, and public information, in coordination with ESF-15.
 2. Housing
 - a) The ESF-6 housing function addresses needs of survivors in the affected areas
 - b) Provide assistance for the short - term and long - term housing needs of survivors.
 - c) 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.
 - d) Identify solutions for short - term and long - term housing for survivors, as appropriate. Housing assistance provided to survivors may include rental assistance, temporary housing, and loans for the repair and / or replacement of primary residences.
 - e) The CDHS will coordinate housing assistance with the DOLA who is responsible for administering and dispersing state and federal housing funds.
 3. Human Services
 - a) The ESF-6 human services component implements programs and provides services to assist survivors.
 - b) Assessing human services needs in the disaster area, coordinating survivor - related recovery efforts, and implementing an appropriate plan based on the resources available to assist all survivors.

- c) Supporting various services assisting individuals and households, including a coordinated system to address survivors' incident - related recovery needs through crisis counseling and other supportive services.
 - d) Coordinating and identifying individuals with access and functional needs within the impacted area.
 - e) 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. Mass Care Recovery 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
 - 2. Consumer Protection
 - 3. Donations Management
 - 4. Housing
 - 5. Volunteer Coordination
- Note: For details of each mass care-related RSF, please see appropriate RSF Annex.

III. Organization and Assignment of Responsibilities

A. Organization

- 1. The ESF-6 representatives in the SEOC will communicate information between the SEOC, field units, job headquarters of the ARC and other private and volunteer organizations.
- 2. In general, Lead Agency for Mass Care "Response" activities will be CDHS, while Lead Agency for "Recovery" activities will be DOLA, CDPS, and DORA, as appropriate.
- 3. ESF-6 personnel in the SEOC will generally consist of one representative each from CDHS and ARC.

B. Assignment of Responsibilities

- 1. Department of Human Services:
 - a) Lead Agency for Mass Care activities during Response phase
 - b) Assess the impact of potential or actual disasters on social systems in general, with particular attention to the elderly, persons with access and functional needs, welfare recipients, refugees, and repatriates from outside the US.
 - c) Provide public assistance and welfare activities.
 - d) Coordinate emergency and recovery welfare services (federal, state, county, local, private, and volunteer social service organizations), including:
 - (1) Feeding
 - (2) Shelter
 - (3) Clothing
 - (4) Registration and inquiry
 - (5) Human Services Programs
 - e) Monitor and / or administer the Individual and Households Program
 - f) Provide representation at Disaster Assistance Centers (DAC)
 - g) Coordinate available social services programs (e.g., food stamps, energy assistance, and child care).
 - h) Be prepared to assist disaster response operations by providing trained service personnel for such activities as food distribution, emergency housing, coordination with volunteer agencies, outreach procedures to determine unmet needs, development of capabilities of volunteer individuals and agencies that can respond to unmet needs.
 - i) 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 State EOC to facilitate coordination of mass care services.
 - e) Support the State in establishing a DWI system and coordinate with ESF-15 (External Affairs) to inform the general public about the system and how to use it.
 - f) Develop and maintain emergency response 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.
3. Department of Local Affairs (DOLA)
 - a) Lead Agency for long-term recovery activities
4. Department of Public Safety (CDPS)
 - a) May be Lead Agency for certain short-term recovery activities
5. Department of Regulatory Agencies (DORA)
 - a) May be Lead Agency for certain recovery activities
6. Other Agencies That May Assist as Needed
 - a) The Salvation Army
 - b) Department of Public Health and Environment (CDPHE)
 - c) Colorado Voluntary Organizations Active in Disaster (COVOAD)
 - d) Colorado Department of Transportation (CDOT)
 - e) Governor's Energy Office
 - f) Department of Veterans and Military Affairs (DMVA)
 - g) Colorado Veterinary Medical Foundation
 - h) Private Sector
 - i) Department of Higher Education
 - j) Department of Labor and Employment
 - k) Governor's Office of Resiliency and Recovery
 - l) Governor's Office of Economic Development and International Trade
 - m) Department of Revenue

Search and Rescue Support Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. General

- a) Based on requirements of local and state authorities, SAR involves coordinating and conducting traditional and atypical search and rescue (SAR) response efforts, including searching affected areas for victims and locating, accessing, medically stabilizing, and extricating survivors from the damaged area, with the goal of saving the greatest number of endangered lives in the shortest time possible. This may include deployment of personnel and animals through local, regional, national, and international specialized teams to locate and rescue persons in distress, as well as searches in an urban environment or across a wide geographically dispersed area.
- b) The purpose of this Appendix is to frame organizational responsibilities and concepts for conducting search and rescue (SAR) operations that have exceeded 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.
- c) Search and Rescue is divided into two disciplines: Urban and Wildland.

2. Urban SAR

- a) Includes issues related to structural collapse, and possibly unknown numbers of victims.

3. Wildland SAR

- a) Includes issues related to searches over a wide, geographically dispersed area, even though all the searchers may be looking for only one victim.

B. Scope

1. Urban

- a) Urban Search and Rescue (USAR) includes, but is not limited to, locating, extracting, and providing immediate emergency medical assistance to survivors 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.

2. Wildland

- a) Wildland Search and Rescue activities include, but are not limited to, emergency incidents involving missing persons, the recovery of survivors, locating boats lost in or around 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 survivors.

C. Situation

1. Urban

- 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 survivors 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 survivors and rescue personnel.
- e) Weather conditions such as rain, temperature extremes, and high winds, may pose additional hazards to disaster survivors 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.

2. Wildland

- a) Colorado's population is "outdoors oriented" and many live in Colorado because of the variety of outdoor recreation activities. There are also 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) In Colorado, the number of search and rescue related incidents has recently increased from 1,200 – 1,400 to roughly 1,800 each year. This can be attributed to technology advancements - 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 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, events that impact a wide geographic area 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, SEOC 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.
- 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.

D. Assumptions

1. Urban

- 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 available 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, SAR resources may be damaged and specialized supplies depleted.

2. Wildland
 - 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.

II. Concept of Operations

A. Urban

1. Introduction

- 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) All USAR operations will be conducted in accordance with the Incident Command System regardless of State or local authorized deployment.
 - c) The responsibilities of the USAR team will be extensive during some types of emergency situations. These responsibilities include the search for and extrication of survivors during events such as structural collapse, hazmat accidents, flooding incidents, radiological incidents, and major fires or explosions.
2. "Trigger Points" to determine if federal and / or EMAC USAR resources will be required:
 - a) 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.
 - b) 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.
 - c) 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 survivors. Primary searches may include entry into buildings if approved by local authorities.
 - d) 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.

3. SAR operations
 - a) Begin as soon as possible after state activated resources have been assembled.
 - b) The initial state SAR representative on the scene will coordinate with the local IC and / or their designee to establish lines of authority, operational objectives, and reporting requirements.
4. Actions to be taken include:
 - a) Prevention Actions
 - (1) Communicate and share information across agencies with search and rescue responsibilities.
 - (2) Collaborate and coordinate on search and rescue related prevention and security initiatives.
 - (3) Identify opportunities to collaborate on search and rescue related training and operations in the State.
 - (4) Identify potential search and rescue issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.
 - b) Preparedness Actions
 - (1) Convene regular meetings of ESF-9 stakeholders and/or Emergency Support Function (ESF) Team.
 - (2) Develop and maintain internal agency search and rescue plans, procedures, resource directories, and emergency contact lists to support ESF-9 activities.
 - (3) Ensure policies and procedures are in place to access directory information and quickly notify personnel in support of this plan.
 - (4) 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.
 - (5) Maintain current inventories of search and rescue facilities, equipment, and materials and supplies by agency and type to ensure a timely response.
 - (6) Pre-plan for distribution and allocation of available State resources to support the overall search and rescue mission.
 - (7) Ensure that all responsible agencies have pre-designated staff available to support SEOC Operations during activations.
 - (8) Maintain liaison with federal search and rescue assets and plan for reception of external assets.
 - (9) Participate in appropriate training and exercise opportunities to test and validate this plan.
 - c) Response Actions
 - (1) Pre-Event
 - (a) 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.
 - (b) Provide appropriate representative(s) to the SEOC to support ESF-9 pre-incident planning activities.
 - (c) Maintain communications within the SEOC, obtain status reports, and keep the SEOC informed of the progress of assigned tasks.
 - (d) Notify the appropriate points of contact at each respective agency and organization to preposition resources and response personnel as needed.

- (e) Review existing plans and procedures.
 - (f) Ensure respective agency decision makers are kept informed of the situation.
 - (g) Test communications systems.
 - (h) 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.
 - (i) 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.
 - (j) Provide situational awareness information to the SEOC Planning Section as needed.
 - (k) Coordinate with other ESFs as needed.
- (2) (Actual) Response
- (a) If agency has not already done so, provide appropriate representatives to the SEOC to support ESF-9.
 - (b) Verify inventories of available resources and personnel and provide a summary listing to the SEOC Operations Section Chief.
 - (c) Identify and coordinate the pre-positioning of needed resources to the nearest staging area(s) as needed.
 - (d) Establish communications with appropriate field personnel to coordinate resources to support response efforts and gain situational awareness.
 - (e) Obtain a general description of the situation as it pertains to ESF-9 and analyze any operational support requirements.
 - (f) 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.
 - (g) Coordinate with ESF-1 regarding any needed assets to transport search and rescue personnel and equipment to affected areas.
 - (h) Coordinate with other ESFs to coordinate equipment and supplies needed for both non-technical and technical search and rescue missions.
 - (i) Collect and disseminate information and intelligence related to search and rescue operations for disasters or emergencies, either existing or pending.
 - (j) Initiate notification of the required personnel and support organizations required to support emergency operations.
 - (k) Gather and provide situational awareness information for Situational Awareness Statements to the SEOC Situation Unit as needed. In addition, use the information provided by the SEOC Situation Unit to plan effective response actions.
 - (l) Coordinate with Federal ESF counterparts as needed.
 - (m) Coordinate resources to support search and rescue mission requests, response operations, and related service/resource requests.
 - (n) Coordinate with state, local, volunteer, and federal search and rescue personnel as necessary.

- (o) 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.
 - (p) 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.
 - (q) Coordinate state-level technical assistance and resources for search and rescue missions.
 - (r) Continue to monitor, gather, and provide search and rescue situational awareness information for reports and/or statements to the SEOC Planning Section, as needed.
 - (s) Use information provided by the SEOC Planning Section and Operations Section to plan effective response actions.
 - (t) Plan for and establish relief resources to replace or rotate resources committed for extended periods.
 - (u) Ensure briefings are conducted during ESF-9 shift changes and at designated
- (3) Recovery Actions
- (a) Continue to provide search and rescue support on an as needed basis during the recovery phase.
 - (b) Coordinate resources to assist and provide technical support and expertise to damage assessment teams.
 - (c) Identify anticipated recovery needs for ESF-9 resources, manpower and equipment.
 - (d) Inventory any lost or damaged equipment and record any personnel injuries or equipment accidents.
 - (e) Participate in after action meetings and review after-action reports.
 - (f) Draft recommendations for after-action reports and other reports.
- (4) Mitigation Actions
- (a) Provide ESF-9 agency representatives to planning meetings.
 - (b) Identify potential search and rescue issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
 - (c) Conduct assessments of ESF-9 capabilities to identify potential shortfalls.
 - (d) As needed, develop plans to mitigate identified resource shortfalls.

B. Wildland

1. Introduction

- a) All SAR operations will be conducted in accordance with the Incident Command System regardless of State or local authorized deployment.

2. Available Search and Rescue Resources

- a) 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.
- b) 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 term" basis, but can be fulfilled with selected SAR-oriented ICS positions.
- c) 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.
- d) 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; however, as medical helicopters, they have a limited capacity to transport SAR personnel and do not 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.
- e) 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.
- f) 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.
- g) 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.
- h) Canine teams - There are 5-6 trained and certified canine dog groups in Colorado. There are several types: air scenting, tracking, human remains detection (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.

- i) 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 resources (and other tutorial support) is accessible through the State SAR Coordinator.
- j) Telephone forensics - Most of today's modern cell phones have GPS information that can be accessed remotely with the proper permissions and protocols, which assists in locating missing individuals more quickly; some sheriff 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.
- k) Colorado Life Track (CLT) - Persons with access or functional needs or memory loss who are at high risk to become lost and / or wander can be followed by Colorado Life Track (CLT) tracking system. These 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.
- l) 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 the direction of travel and/or eliminate certain travel routes/destinations.
- m) 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.
- n) 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.

III. Organization and Assignment of Responsibilities

A. Urban

- 1. Division of Homeland Security and Emergency Management
 - a) Responsible for maintaining contact lists for search and rescue organizations through the Resource Mobilization Annex.
 - b) Request Colorado National Guard assets in support of inland SAR operations when required.
 - c) Provide working space for CO - TF1 in the SEOC.
- 2. Colorado USAR – Task Force 1 (CO-TF1)
 - a) The CSRB and / or CO – TF1 may assist in coordination of additional resources if requested by the County Sheriff.
 - b) Oversee assignment of personnel, including ensuring that each person has been trained and is capable of performing the assigned job.
 - c) Complete all other required reports pertaining to search incident.
 - d) Implement search and rescue procedures that are within county policy, and protect the safety of emergency service workers.

- e) Wear appropriate identification at all times during an incident
 - f) Keep local and State EOCs informed of active operations.
3. The Department of Local Affairs (DOLA)
 - a) Maintain State Search and Rescue Fund.
 4. County Sheriff
 - a) Coordinate search and rescue missions within their own counties.
 - b) All search and rescue operations will be managed under the Incident Command System.
- B. Wildland
1. Division of Homeland Security and Emergency Management
 - a) Request Colorado National Guard assets in support of inland SAR operations, if required.
 - b) Provide working space for CSRB in the SEOC.
 - c) Colorado Search and Rescue Board (SAR Coordinator)
 - d) In search and rescue missions, the responsibilities of SAR Coordinators will include:
 - (1) Assuming assigned role and appointing mission command staff and assigning their responsibilities
 - (2) Overseeing the assignment of volunteer personnel, including ensuring that each person has been trained and is capable of performing the assigned job
 - (3) When necessary, coordinate with the Air Force Rescue Coordination Center (AFRCC)
 - (4) Completing all other required reports pertaining to search incident
 - (5) Implementing search and rescue procedures that are within county policy and protect the safety of emergency service workers
 - (6) Wearing appropriate identification at all times during an incident
 - (7) Keep local and State OEM informed of active operations
 2. County Sheriff
 - a) County Sheriffs are the official responsible for coordination of all search and rescue operations within the local jurisdiction. They use 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 SEOC assistance through the State Search and Rescue Coordinator (800-593-2772) who (by written MOU) acts on State's behalf to provide SAR advice and arrange for all types of out-of-county mutual aid resources.
 - c) 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.
 - d) 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.

Evacuation and Shelter-in-Place Support Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. This evacuation Annex describes provisions being made to ensure the safe and orderly evacuation of people threatened by hazards a jurisdiction might face.

B. Scope

1. Evacuation of the entire (or large portions of the) 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.
2. The National Response Framework National Incident Management System, recognizes that local governments are the first line of emergency response in disasters, including evacuation and sheltering.
3. 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.
4. The City Mayor or County Manager is the senior local official and directs the emergency response actions and resources in his or her jurisdiction. These senior officials may enter into mutual - aid agreements with other jurisdictions to share resources and support each other in an emergency.
5. 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.

C. Situation

1. The 2018 estimated Census population of Colorado is 5,695,564
<https://www.census.gov/>.
2. In January, 2019, there were about 4,435,063 registered personal transport vehicles in Colorado
<https://www.colorado.gov/pacific/sites/default/files/Registered%20Vehicle%20Monthly%20Web%20Post.pdf>.
3. In 2016, there were 4,066,580 licensed drivers in the state of Colorado.
<https://www.statista.com/statistics/198029/total-number-of-us-licensed-drivers-by-state/>.
4. This may provide an indicator of the number of persons who would need additional consideration for alternative transportation, including those who use public transportation, people who do not drive, transportation deficient, no access to transportation, tourism-related influxes, students, and those who use paratransit.
5. Evacuations can range from a short - distance movement caused by a relatively concentrated threat (e.g., wildfire) to a catastrophic incident requiring a large - scale evacuation covering a widespread area (e.g., non - dissipating slow moving hazardous materials plume).
6. The State Hazard Mitigation Plan (2018)
<https://www.colorado.gov/pacific/dhsem/state-eop> 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 (or large portions of the) State.
7. The most likely scenario for evacuation is at the city/town level, and this Annex concentrates on how the state would provide support.
8. Family members may be separated immediately following an emergency or disaster, such as children in school and parents at work.
9. Transients, such as tourists, travelers, students, and the pre-disaster homeless, may be involved.

D. Assumptions

1. 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 the livestock industry.
2. Essential services, including law enforcement, fire departments, emergency medical services, 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.
3. 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.
4. Arrangements will be made to address persons with access and functional needs.
5. 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.
6. 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.
7. 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.
8. 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. Detailed coordination will be necessary to effectively communicate protective action(s) and shelter information to evacuees.
9. 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.
10. 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.
11. Residents with access and functional 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.

II. Concept of Operations

A. General

1. 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.
2. Each county / Tribe should have developed an Emergency Operation Plan which guides disaster response and management at the local level.
3. 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.
4. ESF-6 coordinates shelter and feeding activities. When requested by the State, ESF-6 will collaborate with ESF-8 and ESF-11 to ensure coordination of support to household pets.
5. For more detail regarding dam safety incidents, see the Dam Safety Section within the Colorado Hazards Incident Annex.

B. State Specific Activities for Evacuations – ESF-8 will:

1. Maintain and operate Health Alert Network to notify registered people with access and functional needs during a crisis, to include sheltering - in - place or evacuation.
2. Assist local jurisdictions with identification of people with access and functional needs and their specific requirements.
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 access and functional needs.
6. Maintain a 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).
13. 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.

C. Types of Evacuation

1. The location and severity of the incident will determine whether a "Voluntary" or "Mandatory" evacuation will be issued.
2. 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.
3. 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." Persons who refuse to comply with a mandatory evacuation order will neither 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.)

D. Evacuation Zones

1. The purpose for identifying evacuation zones is to inform potentially affected residents that their homes may be at risk; 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.

These zones must be:

- a) Describable over radio/TV media to public
- b) Based upon easily identifiable roadways or natural features for boundary identification
- c) Generally based on the risk areas

E. Evacuation Phases

1. Collection and analysis of data necessary to fully understand the potential impact and threat.
2. Preparedness activities to ensure government officials and the public understand what actions to take and how and when to accomplish those actions.
3. Implementation of evacuation operations with the goal of saving lives by efficiently moving people, animals, and equipment out of harm's way.
4. Sheltering and providing mass care for evacuees in facilities, which meet the basic needs of both the general and access and functional needs populations.

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. Evacuation Time

1. Colorado averages 52 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. Access and functional 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 range 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) Persons with access and functional needs can take considerably longer, depending upon health restrictions and availability of transport vehicles.
 - e) In a large jurisdiction, evacuation may initiate within 1.75 - 2.75 hours. This is based upon the following:
 - (1) 15 minutes for incident personnel to decide evacuation is appropriate.
 - (2) 1 - 2 hours to activate the Emergency Alert System, warning sirens, cable override systems, and to conduct neighborhood broadcasts and contacts through law enforcement.

- (3) 30 minutes for population to start to leave their homes and enter evacuation route system.
- (4) Persons unable to self-evacuate can take considerable longer, depending upon health restrictions and availability of transport vehicles.

H. Transportation Issues

1. Traffic Volume and Routes

- a) 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.
- b) The County Sheriffs, in coordination with other law enforcement agencies, will coordinate traffic evacuation activities.
- c) For pre-established evacuation zones, the counties may have established evacuation routes, and destination shelter or Reception Center locations for residents in each zone.
- d) In most cases, diversion routing will be set-up and begun in counties outside of impact areas and will be maintained for the duration of incident, and the resulting response and recovery.

2. Inbound Emergency Access Routes

- a) At a minimum one lane on every evacuation route should 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

- a) Traffic control, including limiting and guiding access to inbound and outbound routes (contra - flow) will be accomplished by the Colorado State Patrol (ESF-13) for interstate and State highway systems. Local law enforcement will direct traffic on secondary or other roadways within their jurisdiction. The Colorado Army National Guard may provide traffic control as needed and directed, upon authorization by the Governor.

I. Motorist Communication

1. 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.
2. 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.
3. CSP develops plans to support local jurisdictions in the establishment of Traffic Control Points, evacuation routes, status boards, and identification of stranded motorists.

J. Refueling

1. Depending upon the magnitude of the evacuation, emergency - refueling stations may be needed to supplement existing service stations.
2. Designated service stations and truck stops along evacuation routes will serve most needs of the evacuating population for city / town and county/Tribes.
3. 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.

4. Private fuel supply companies will re - supply service stations, truck stops, and the Colorado Army National Guard fuel tankers.
 5. Rest stops and other locations could also be used as refueling sites, depending upon the nature and location of the evacuation.
 6. Depending upon the circumstances requiring the evacuation, all jurisdictions must be cognizant that some refueling sources may not be available.
- K. Roadside Food Supply
1. Agencies such as the American Red Cross and the Salvation Army will be requested to mobilize to assist with food distribution on evacuation routes.
 2. Primary food supply locations will be at the 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.
 3. 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.
 4. 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 a 72 - hour preparedness kit for each family member and companion pet during an evacuation.
- L. Sanitary Facilities
1. 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.
- M. Disabled Vehicle Removal
1. 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.
- N. Evacuation Planning Considerations for Those Requiring Assistance
1. Who Might Require Assistance
 - a) People unable to self - evacuate include children in schools or day care centers, nursing home residents, homebound individuals of those currently incarcerated. The majority of individuals is assisted living facilities, those with access and functional needs may 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.
 - c) Communities should work together to coordination evacuation plans in advance. Many people with access and functional needs 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.
 - d) 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.

2. Education and Pre-Planning for Those Requiring Evacuation Assistance
 - a) Public education on personal and family preparedness is one component of effective response.
 - b) 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.
 - c) 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.
 - d) 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)
 - e) Priority of evacuation assistance will be given to facilities and populations located closest to the incident.
 - f) Licensed medical/health care facilities are required to develop and coordinate evacuation plans with local government.
 - g) Residents with access and functional 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.
 - h) The affected counties are responsible for identifying the need and providing transportation to evacuees lacking personal transportation or who require functional needs and access and functional needs transportation.
3. Movement of Persons Requiring Assistance
 - a) Individuals may have difficulty moving either over distances for evacuation or to access services, or in local spaces due to ambulatory differences.
 - b) 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.
 - c) 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.
4. Evacuation vs. Shelter-in-Place
 - a) Evacuation may not always be possible or desirable in an emergency and everyone must also prepare to shelter-in-place.
 - b) Local plans should include ways to check on people and get personal care assistance to those who need it.
 - c) 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.
 - d) Provide clear instructions for people who are sheltering about how to request assistance.
 - e) Not all disasters require individuals to leave 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.
- f) Evacuation planning should take into account regulations, licensing, and other mandated responsibilities as well as resources, hazard analyses, and evaluation of emergency circumstances.
 - g) Individuals with access and functional needs 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 exceeded, and evacuation assistance can be severely limited.
 - h) 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.
 - i) 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.
 - j) 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.
 - k) Consider multiple formats for accessible communications when preparing evacuation communications. Plan for flexible and adaptive communication beyond what you may initially anticipate.
5. Service Animals
- a) 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.
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 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) Consideration will be given to evacuating schools in advance of a general population evacuation.
 - c) School-based emergency plans should include procedures and processes for ensuring the full-participation of students and staff, including those with access and functional needs, 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 to adequately consider their needs.

- d) 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. Plans should specifically address:
 - (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 individuals 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 a current list of school contacts for Health Alert Network.
 - (10) Provide emergency drivers for school buses as needed.
 - (11) Maintain a 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.

7. Child Care Facilities

- a) CRS 26-6-103 addresses Child Care Licensing Rules.
- b) 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.
- c) The plan should also include response actions for natural, human-caused or technological incidents including, but not limited to:
 - (1) Drop and cover
 - (2) Evacuation, both within building, and off-site
 - (3) Lockdown
 - (4) Lockout
 - (5) Reverse evacuation

8. Nursing Home Residents

- a) Develop evacuation plans to include evacuation out of town, county, or state.
- b) Maintain and operate Health Alert Network to notify nursing homes during a crisis to include sheltering - in place or evacuation.
- c) Locate alternative care (medical) shelters.
- d) Generate and distribute guidance on shelter - in - place.
- e) Identify ambulance, school bus, and other transport.
- f) Work with local hospitals and pharmacies to supply needed medicines.
- g) Provide transportation support (ground and air, including medical).
- h) Provide shelter if available.

- i) Provide Mobile Medical Facilities and/or temporary shelter sites if National Guard resources are exhausted.
- 9. Adult Day Care Facilities
 - a) 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.
- 10. Hospitals
 - a) 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.
- 11. High-Rise Buildings
 - a) For jurisdictions with high-rise buildings, work with the local EMA's 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.
- 12. Non-English Speaking People
 - a) Maintain database of translators.
 - b) Script and record general messages ahead of time.
 - c) Maintain Language Line and list of Colorado - based language interpreters.
- 13. Incarcerated Persons
 - a) State and county corrections organizations will develop and coordinate plans with local government to relocate prisoners.
 - b) Provide liaison and coordination with incarceration facilities in time of evacuation.
 - c) State Patrol or National Guard may assist with prisoner transport under direction of Department of Corrections.
- 14. Transient Populations
 - a) Work to ensure major attractions, hotels, motels, campgrounds, and homeless shelters are on a notification system, such as the Health Alert Network.
 - b) Coordinate local transportation support.
 - c) Continue working with National Park Service in their needed development of evacuation plans.
 - d) Provide transportation support.
- 15. Individuals at or Below the Poverty Level
 - a) Coordinate local transportation support.
 - b) Maintain and operate Health Alert Network.
 - c) Provide food stamps and temporary financial assistance to existing or new enrollees.
- 16. People Without Transportation
 - a) The affected counties are responsible for identifying the need and providing transportation to evacuees lacking personal transportation.
 - b) Coordinate local transportation support.
- 17. Companion Animals and Livestock
 - a) Assist communities, counties, Tribes, regions, State agencies and/or non - governmental organizations with 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.

- b) 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 this act 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.
 - c) In emergencies resulting in the need to shelter both people and animals, efforts shall be made to co-locate such facilities.
 - d) 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.
 - e) Establish volunteer groups who operate under veterinary direction to assist in animal care, animal health, evacuation, and sheltering activities.
 - f) Assist regulatory agencies / jurisdictions / authorities in the prevention and control of potential zoonotic disease risks.
 - g) Oversee development of network of and requirements for companion/service animal shelters and livestock facilities.
 - h) Coordinate health and medical services for domestic animals, including cattle, sheep, horses, etc.
 - i) 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.
 - j) Provide needed assistance in emergency shelter oversight and inspection.
 - k) Work with local jurisdictions to develop and maintain animal emergency plans to include animal transport, sheltering, and feeding.
 - l) Develop County Animal Response Team and appoint a County Animal Response Team Coordinator.
 - m) 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.
 - n) 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.
 - o) Provide consultation in occupational health and safety issues related to human and animal health at animal shelters.
 - p) Serve as consultant on veterinary preventive medicine issues.
 - q) 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).
- O. Sustaining Individuals Awaiting Evacuation
- 1. 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.
- P. Jurisdiction to Jurisdiction Coordination
- 1. This usually takes advance planning to ensure that capabilities for supporting access and functional needs populations are defined (i.e., transportation and receiving shelters)

2. Staging areas for long-distance transportation should be designated and additional transportation in the form of motor coaches, school buses, or para-transit to shelter locations outside of the jurisdiction may need to be provided.

Q. Evacuation 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, the American Red Cross (ARC) may open shelters in the affected county, outside of the impacted area, or in a neighboring (receiving) county if necessary.
3. The county and ESF - 6 (Mass Care) partners manage general population shelter operations.
4. Based on the evacuation zones and associated evacuation routes, neighboring counties may need to shelter some of the affected county evacuating public.
5. Coordinate with local entities and American Red Cross to establish shelters to be used by American Red Cross or by local jurisdiction.

R. Relocation Centers

1. Coordinate with Federal Emergency Management Agency, Salvation Army, or other faith - based organizations to establish relocation centers inside and outside of Colorado.

S. Risk and Damage Assessments

1. For more detail on Damage Assessments, see Damage Assessment Recovery Annex.

T. Food Supply

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.

U. Livestock and Crop Functions

1. Assist in crop damage assessment resulting from diseases, pests, or natural disasters.
2. Assist with coordination and technical assistance for viable salvage or disposal of animals, crops, or food as deemed appropriate.

V. 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.

- W. Banking and Finance Functions
 1. Conduct and maintain surveys and records of all financial institutions in Colorado concerning continuity of operations plans.
 2. Provide all institutions with a basic template for developing a continuity of operations plan
- X. 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 the US Environmental Protection Agency.
- Y. Commercial Facilities, Industry, and Business Functions
 1. Maintain communication with commercial facilities, industries, and businesses detailing the importance and recommendations for drafting and maintenance of continuity of operations plans.
- Z. Dams
 1. 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. EAPs. 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. Developing EAPs is a coordinated effort between all emergency organizations and the dam owner to develop consequence management strategies to evacuate and shelter populations being threatened.
 2. Maintain Continuity of Operations Plans for all Bureau of Reclamation controlled dams.
 3. Maintain Dam Safety Programs and provide for inspection of dams when needed.
- AA. Telecommunications / Data Communication
 1. Establish communications links and maintain liaison with local governments, State agencies, commercial communications companies, and amateur radio organizations.
- BB. Radio Communications
 1. Provide support radio communications equipment and personnel to local jurisdictions and State agencies.
 2. On - site communications through Mobile Support Vehicles.
 3. Portable radio tower.
 4. Back - up radio communications for disaster warnings.
- CC. 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.
- DD. Re-Entry into Evacuated Areas
 1. The jurisdiction 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.
 2. Each county EOC will be responsible for making a determination that re - entry has been completed for its jurisdiction, and inform the SEOC.
 3. The process for re - entry into the evacuated areas must be coordinated to ensure the 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.
4. Reentry permits are often made available to evacuees at Disaster Assistance Centers (DACs) coordinated by the Department of Local Affairs (DOLA).

III. Organization and Assignment of Responsibilities.

A. Organization

1. Risk area boundaries, evacuation routes, and destination shelters generally do not respect jurisdictional boundaries.
2. It is essential the evacuation function be closely coordinated and managed as a joint local, regional, and state partnership.
3. 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.
4. 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.

B. State

1. Division of Homeland Security and Emergency Management (DHSEM)
 - a) Operate the SEOC to provide statewide support and coordination.
 - b) In coordination with the affected counties, CSP and CDOT, develop evacuation zones based on incident information and analysis.
 - c) For evacuation information relative to a dam failure incident, see the Dam Safety section of the Colorado Hazards Incident Annex.
2. Division of Fire Prevention and Control (DFPC)
 - a) 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 care, sheltering, etc. Based upon the size and location of the wildfire threat, the SEOC may be activated to assist in the coordination of State resources for non-firefighting activities related to evacuation, mass care, sheltering, etc.
 - b) Inform SEOC when need for evacuation, mass care, animal care, and other support assistance is needed.
3. Department of Public Health and Environment (CDPHE)
 - a) Provide technical assistance for patient evacuation.
 - b) 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).
 - c) Work with hospitals to develop evacuation plans, to include transportation needs.
 - d) Maintain and operate Health Alert Network to notify hospitals during a crisis to include sheltering - in - place or evacuation.
 - e) Maintain current hospital evacuation plans, and ensure plans are available at local jurisdictions.
 - f) Maintain volunteer registry to include medical personnel.
 - g) Locate alternative care (medical) shelters in coordination with other Colorado hospitals.
 - h) Generate and distribute guidance on shelter - in - place.
 - i) Identify ambulance, school bus, and other transport.

- j) Provide transportation support (ground and air, including medical).
 - k) Provide shelter if available.
 - l) Provide Mobile Medical Facilities and/or temporary shelter sites if National Guard resources are exhausted.
 - m) Coordinate with Department of Human Services on access and functional needs population locations for public health issues (safe food and water sources).
 - n) Assess the public health aspects of any contamination in the affected area.
 - o) Monitor medical facility resources, including pharmaceuticals and biomedical equipment.
 - p) Provide technical input on decontamination and restoration activities following a release.
 - q) Approved methods of disposal for contaminated waste following a release.
4. Department of Public Safety (CDPS)
- a) CSP develops plan to support local jurisdictions in the establishment of Traffic Control Points, evacuation routes, status boards, identification of stranded motorists.
 - b) State lead for criminal investigation.
 - c) Assist in patient movement activities.
 - d) Assist in evacuation of stranded motorists.
 - e) Assist local law enforcement agencies as requested, with evacuation, traffic control, hazardous material response, monitoring, ingress and egress points, crowd control, and other emergency response/law enforcement operations, as appropriate.
 - f) Establish traffic control on state highways and preserve law and order.
 - g) Provide for evacuation support from wildfire areas in coordination with local authorities.
 - h) Provide for road closures as needed.
 - i) In coordination with CDPHE, assist in handling hazardous materials releases to air, water, and soil.
 - j) Assist in evacuation of stranded motorists.
 - k) Assist with evacuation, roadway movement, traffic control and routing as directed by local jurisdiction.
 - l) Work with local law enforcement to ensure the security of mass casualty incident scenes and sites for triage operations:
 - (a) Outer perimeter control
 - (b) Inner perimeter control.
 - (c) Security of survivors and property.
5. Department of Transportation (CDOT)
- a) Coordinate permanent and mobile electronic road signs as needed for prevention, evacuation, road closure, response, and mitigation activities.
 - b) Provide personnel and equipment to assist in keeping major transportation arteries clear during evacuations - to include debris removal.
 - c) 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.
6. Department of Military and Veterans Affairs (DMVA)
- a) Provide National Guard personnel and equipment, when activated by the Governor, to assist in evacuation and recovery operations as needed.
 - b) Identify possible resources for deployment that may support public health or medical operation needs. This may include:
 - c) Transportation - logistics requests (ground and air) for patient movement or patient evacuation.

- d) Security of medical facilities or transport of supplies.
- e) Mass fatality response (recovery and transport).
- 7. Department of Natural Resources (DNR)
 - a) State Engineer - In cases of water contamination from chemical agents, assists the CDPHE in directing the operations of threatened water users.
- 8. Department of Local Affairs (DOLA)
 - a) Operate Disaster Emergency Centers (DACs) as needed
 - b) Coordinate re-entry into evacuated areas with local jurisdiction.
- C. Federal
 - 1. For large events, federal resources may also be necessary. The US Department of Defense and the US 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.
 - 2. Federal Bureau of Investigation may provide support to CBI during investigation.
- D. Non-Governmental Organizations (NGOs)
 - 1. Department of Human Services (CDHS) / American Red Cross / Salvation Army / COVOAD Determine impact on access and functional needs individuals in affected area.
Colorado Veterinary Medical Foundation - provide technical assistance regarding animal welfare.

IV. Communication

- A. Public Information
 - 1. During Incident
 - a) 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.
 - 2. Return to Normal Operations
 - a) Periodically conduct news conferences/briefings to give media and disaster workers access to factual information.
 - b) Manage VIP briefings and tours.
 - c) Coordinate the release of all emergency public information with other local, state, and federal government agencies
 - d) Provide personnel and equipment support to provide for a Joint Information Center.
 - e) Participate in a Joint Information Center (JIC) when appropriate.
 - f) Provide a community relations program to include a rumor control system.
 - g) Facilitate exchange of information, observations, identified needs, etc.
 - h) Monitor residents, tourists, etc. to assess their perception of State response and recovery activities/services.

V. Authorities and References

- A. C.R.S. 24-33.5-704(7) Governor; powers and duties
 - 1. 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;
 - 2. Prescribe routes, modes of transportation, and destinations in connection with evacuation.
 - 3. Control ingress to and egress from a disaster area, the movement of persons within the area, and the occupancy of premises therein.

Resource Mobilization Support Annex

Please find Resource Mobilization Support Annex at:

https://www.colorado.gov/pacific/dhsem/site-search?search_term=resource+mobilization+plan

Administrative Annexes

Colorado National Guard Administrative Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. This Annex provides guidance for requesting and integrating military support assets into emergency response in Colorado.

B. Scope

1. Applies to military support provided by the Colorado National Guard (Army and Air), Colorado Civil Air Patrol (CAP) Wing, and active and reserve military units in the State.

C. Situation

1. 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.
2. 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 through the EOS for EMAC support.
3. Upon determination that additional forces are required above the available EMAC support, establishment of the Dual Status Commander (DSC) is requested through the Governor to Secretary of Defense.
4. Title 10 assets are requested through the Region VIII Defense Coordinating Officer. All T10 forces will fall under the DSC for command and control for the duration of their mission assignments, while Command and Control of all EMAC Forces falls to the Commander, JTF-C.

D. Assumptions

1. With the exception of some full time CONG forces, on average, it will take 24 to 48 hours from activation for a unit to recall personnel and be ready to begin movement to an incident site.
2. Department of Defense wartime requirements will limit the availability of CONG personnel and equipment.
3. Based on severity of event, some CONG members may be involved in the incident through their full time employment and unavailable to respond as a CONG member.

II. Concept of Operations

- 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. Military forces are never in charge and always report to a civilian Incident Commander.
- D. CONG Liaison Officer (LNO) will be assigned to the State Emergency Operations Center (SEOC).
- E. CONG will assign up to two (2) LNOs 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. For more information, please see "Search and Rescue Support Annex."
- 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. Active duty and Reserve forces may respond to an incident under Immediate Response Authority (IRA) if requested from local officials. Continued use must be reviewed after the initial 72 hour response. Any requests for extended active or reserve military forces will be made through Colorado OEM to FEMA Region VIII to NORTHCOM.

III. **Organization and Assignment of Responsibilities**

- A. 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.
- B. 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.
- C. 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.

IV. **Direction, Control, and Coordination**

- A. CONG resources will work in support of the local incident commander or civilian authority and within the scope of the mission assignment. Any changes in the scope of the mission will have to be approved through the SEOC and CONG prior to execution. Military forces are never in charge and always report to a civilian Incident Commander.

V. **Information Collection, Analysis, and Dissemination**

- A. Essential Elements of Information (EEI) build a quality of understanding of the commander's intent of specific pieces of information needed to satisfy Priority Information Requirements (PIRs) in a DSCA environment. The information required will be dependent on the incident.
- B. Priority Information Requirements (PIR) will typically fall into four main categories:
 - 1. Human Effect- personnel in distress or in need of rescue.

2. Critical Infrastructure/Key resources, for example, lines of communication, or dams.
3. Event Specific- blizzard, earthquake, flood, tornado, wildfire.
4. Secondary Hazards- HAZMAT contamination, looting, health hazards.

VI. Communication

- A. JTF will coordinate with the lead agency COML leader in order to determine the interagency communications structure and support plan. The CONG Communications Section (J6) will assist in determining if those requirements can be handled internally or additional support is required. The J6 will conduct communications planning to identify and overcome any communications incompatibilities that will significantly impact the operation. The COML needs to provide the frequencies being used by each reporting agency and the frequencies assigned to the JTF.
- B. Overall frequency management is under the control of the SEOC Operations Section. Established Frequency Spectrum Planning procedures ensure all assigned and attached signal assets have the capability to communicate throughout the state of Colorado without interference or disruption of service. The planning will include establishing the needs of the agencies and the National Guard units prior to deployment for proper de-confliction.

VII. Personnel, Finance, and Logistics

- A. Personnel
 1. PERSTATs are received on a daily basis from deployed Task Forces. PERSTATs provide the ability to track and account for personnel and serve as the guiding document to calculate personnel costs by SEOC mission number.
 2. Command and Control and administrative support personnel are tracked as part of the owning task organization and are included in State Active Duty Requests to the SEOC. This includes Joint Operations Center personnel.
- B. Finance
 1. In all statuses, provide daily updates to the Form 213 in the WebEOC by SEOC mission number.
 2. At completion of the mission, all mission-related documents are compiled, reviewed and submitted to the Department of Military and Veterans Affairs (DMVA) within 14 days of mission completion.
 3. DMVA will review submitted documentation and provide a check to the CONG.
 4. CONG submits the check to USP & FO for placement into the appropriate accounts for mission cost reimbursements
- C. Logistics
 1. LOGSTATs are received on a daily basis from deployed Task Forces.
 2. SAD credit card receipts are received on a daily basis from deployed Task Forces.

VIII. Authorities and References

- A. TAG Strategic Guidance to the CONG for FY18, 25 AUG 17
- B. 2018 National Guard Bureau Posture Statement, Building a Force for the Future
- C. Chief, National Guard Bureau's Vision for the Future
- D. The Army Vision, Strategic Advantage in a Complex World
- E. TRADOC Pamphlet 525-3-1, (The Army Operating Concept, Win in a Complex World 2020-2040), 31 OCT 2014
- F. USAF Strategic Master Plan, May 2015
- G. USAF Posture Statement Fiscal Year 2018, June 21st, 2017
- H. Air National Guard Strategic Master Plan, 2017 – 2037
- I. Army National Guard Campaign Plan (AGCP) Information Brief, 18 SEP 17
- J. Colorado Department of Military and Veteran's Affairs Performance Plan 2017-2018

- K. CONG Emergency Response Operations Plan, JFHQ-CO OPLAN 1300-16 (Centennial Sentinel), Dec15
- L. OPERATION ORDER: 2012-05 (Implement Joint Task Force – Centennial)
- M. Colorado Revised Statutes, Title 28 Military and Veterans
- N. Colorado Hazard and Incident Response and Recovery Plan (CHIRRP), Nov 2016
- O. Title 32 US Code, § 502(a), § 502(f)
- P. Title 32 US Code, § 315, § 325, and § 709
- Q. JP 3-28 Civil Support
- R. JP 3-33 Joint Task Force Headquarters
- S. JP 5-0 Joint Operation Planning
- T. ADRP 3-28, Defense Support of Civil Authorities, Jun 2013
- U. DoDD 3025.18, Defense Support of Civil Authorities (DSCA), Dec 2010
- V. DoDI 3025.21, Defense Support of Civilian Law Enforcement Agencies, Feb 2013
- W. DoDI 3025.22, Instruction for use of National Guard for Defense Support of Civil Authorities, Jul 2013
- X. DoDI 5111.20, State Partnership Program, 12 Oct 2016
- Y. DoDD 5105.83, National Guard Joint Force Headquarters – State (NG JFHQs-State) Jan 2011
- Z. NGR 500-1/ANGI 10-801, Emergency Employment of Army and Other Resources, National Guard Domestic Operations, Jun 2008
- AA. NGR 500-5/ANGI 10-208, Emergency Employment of Army and Other Resources, National Guard Domestic Law Enforcement Support and Mission Assurance Operations, Aug 2010
- BB. National Incident Management System, Oct 2017
- CC. National Response Framework, June 2016
- DD. NORAD-NORTHCOM DSCA CONPLAN 3501
Colorado National Guard State Partnership Program TAG Objectives, 24 Apr

Critical Information Requirements Administrative Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. DHSEM is responsible for supporting overall activities of 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 local jurisdictions and the Federal government.

B. Scope

1. Critical Information Requirements are generally addressed by ESF-5 - Information and Planning. ESF-5:
 - a) Supports multi - agency coordination for all potential or actual emergencies, regardless of hazard, degree of complexity, or duration, and therefore, is activated at some level for all potential and actual incidents. 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.
 - b) Serves as the central point for receiving information and producing Situation Reports, and is responsible for the development of an Incident Action/Support Plan in which all activated agencies participate.
 - c) May also conduct needed coordination for the issuance of a Governor's disaster emergency declaration and request for Federal assistance to the President under the Stafford Act.
 - d) Coordinates 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 DHSEM Regional Field Manager(s) and may be followed by a larger contingent of State representatives, a Disaster Assistance/Recovery Center, Multi-Agency Assistance Center and/or Joint Field Office.
 - e) Implements Mutual Aid Agreements and/or the Emergency Management Assistance Compact (EMAC), whether requesting assistance from others or responding to requests from others.
 - f) Coordinates state-level response and recovery assistance needed to support impacted jurisdictions.

C. Assumptions

1. 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.

II. Concept of Operations

- A. 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.
- B. 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.
- C. 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. The SEOC coordinates the initial provisions of the Federal - State Agreement to be consummated between the Federal Coordinating Officer and State Coordinating Officer.

- D. ESF-5
 - 1. Maintains:
 - a) Contact with the impacted jurisdiction(s) and ascertains their capabilities and shortfalls as a means of determining initial State response requirements.
 - b) Constant communication with the impacted jurisdiction and convenes periodic conference calls with all appropriate parties to coordinate the response or gain situational awareness.
 - c) 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.
 - 2. Provides Situation Reports and other information as required to the Governor, selected officials, and other agencies.
 - 3. Issues initial activation mission assignments, and establishes reporting and communications protocols with the alerted agencies.
 - 4. Develops the initial Incident Action / Support Plan outlining State operations priorities and coordinates the activities of the other ESFs to implement the plan.
 - 5. Establishes the schedule for staffing and operating the SEOC from activation to de - activation.
 - 6. 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.

III. **Organization and Assignment of Responsibilities**

- A. Organization
 - 1. 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. This structure may be modified to meet the response needs of the incident.
- B. Assignment of Responsibilities
 - 1. ESF-5:
 - a) Assigns staff to the management positions on the Finance and Administration, Logistics, Operations, and Planning Sections
 - b) Coordinates the efforts of other ESFs.
 - c) Assigns the Operations Section Chief to coordinate the efforts of the ESFs functional branches
 - d) Initiates and manages the mission assignment process.
 - e) Assigns the Planning Section Chief. 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, demobilization and other plans related to the incident, as needed.
 - 2. Primary Agency: DHSEM:
 - a) DHSEM activities - When an event occurs or has the potential to occur DHSEM initiates notification procedures that includes alerts, agency / jurisdiction – specific notification and situation reporting.
 - b) Maintains State Emergency Operation Center in a state of readiness at all times and activates the SEOC when necessary. The DHSEM Duty Officer or Regional Field Manager may act as the ESF-5 lead when receiving emergency notifications. Activate / deactivate the SEOC to the applicable level (see Base Plan for activation level definitions) to appropriate support impacted jurisdiction(s).
 - c) Activates / deactivates and coordinates State agencies and State resources to respond to any emergency situation in Colorado requiring State assistance.

- d) Coordinates State emergency planning activities including immediate, short - term and strategic planning.
 - e) 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.
 - f) Displays pertinent information for use in the SEOC by using computer system displays, map boards, charts, and status boards.
 - g) Ensures all information regarding actions taken, and contacts made are recorded into the permanent event log or in an emergency management software program (WebEOC).
 - h) Public Information - To ensure that the public is given accurate and appropriate information to deal with the emergency through ESF-15, External Affairs.
3. Support Agencies
- a) 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.
 - b) Identify an Emergency Response Coordinator (ERC) and two alternates and provide DHSEM 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.
 - c) 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.
 - d) ESF lead agency ERCs will revise and maintain the appropriate Annexes to this Plan as well as their own internal response and recovery documents.
 - e) When appropriate, each ESF agency may establish their own crisis management center type - entity in order to support their ERCs at the SEOC.
 - f) 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. When requested, execute Multi-Agency Sheltering Annex.

IV. Direction, Control, and Coordination

- A. 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. DHSEM Director acts with the authority of the Governor, and the ultimate command function rests with the Governor.

V. Information Collection, Analysis, and Dissemination

- A. ESF-5 serves as the central point for receiving information and producing Situation Reports
- B. ESF-5 collects, evaluates, disseminates, and uses incident situational awareness information and the status of resources.
- C. During the initial operational period of an incident, the collection of disaster emergency information will primarily be through the local EOC.
- D. As the incident evolves, information requirements will be modified to accommodate new information needs.
- E. If the event is of such magnitude to warrant State assistance, ESF-5 will plan, support, and coordinate such response actions.
- F. Specific information requirements will be addressed in individual Incident Annexes.
- G. See attached Table: "Incident Information Requirements/Collection Plan".

VI. Admin, Finance, and Logistics

- A. Administration and Finance
 - 1. 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.
- B. Logistics
 - 1. 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

VII. Incident Information Requirements / Collection Plan

Critical Information Requirements				
Senior decision makers are to be <u>immediately</u> notified if any of the following items occur:				
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.				
Information Requirements				
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.				
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? Number initial injuries / deaths reported? Injury severity? Where are 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? Mechanism to link families with injured individuals and to officially 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 ESF-15 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 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	Provide to SEOC staff, GIS staff, post to WebEOC, include in initial Situation Report or SEOC Status Report (to Situation Unit) if at Level II or I. Updated maps needed every 4 – 6 hours as

				required by SEOC Manager. Locations may be by road boundaries or latitude / longitude, or both. Include in Daily Status Report and to support ESF-15 Communications Plan.
Weather	What is the weather forecast post-event an 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?	<p>NWS http://www.weather.gov/</p> <p>http://www.sunrisesunset.com/usa/Colorado.asp</p> <p>http://sidc.oma.be/index.php3 , http://www.swpc.noaa.gov/</p>	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 ESF-15 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, and religious diversity?	US Census Bureau, DOLA – Demographics Office, County Assessor Office records, or GIS sources.	Within 4 hours of SEOC activation.	Provide to SEOC staff, Recovery Team, GIS Section, and post to WebEOC. As incident area expands or contracts, demographic information should be adjusted. May need to expand or contract the radius from the incident site(s).
Status of Emergency Operations 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 ESF-15 Communications Plan.

<p>Evacuations</p>	<p>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?</p>	<p>Local EMAs, DHSEM RFM, news media.</p>	<p>Within 2 hours of local discussion taking place.</p>	<p>Include in SEOC Status Report to facilitate anticipated shelter and other resource needs. Include in Daily Status Report and to support ESF-15 Communication Plan.</p>
<p>Socio-Economic Impact</p>	<p>Number and type of businesses affected</p>	<p>News media, local jurisdiction, DOLA</p>	<p>Initial estimate NLT 24 hours following identification of the event. Updated daily.</p>	<p>For Situation Report or SEOC Status Report, also provided to Recovery Team.</p>
<p>Elected Officials</p>	<p>Which Congressional and Colorado General Assembly Districts are impacted? This includes both the Senate and House.</p>	<p>DOLA, Secretary of State, Congressional website, General Assembly website.</p>	<p>Within 6 hours of SEOC activation.</p>	<p>Information will lead to a separate GIS map provided to DHSEM leadership and Recovery Team.</p>
<p>Public Information Message</p>	<p>What are the Primary, Secondary, or Tertiary PIO messages?</p>	<p>SEOC PIO, agency PIO, local PIO, IMT PIO</p>	<p>Within 2 hours of SEOC activation and during SEOC conference calls.</p>	<p>For inclusion in the SEOC Status Report, Colorado Daily Status Report and to support ESF-15 Communications Plan.</p>
<p>Cultural, Historic, and Natural Resources</p>	<p>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? Have threatened cultural, historic, and natural resources been shared with damage assessment teams?</p>	<p>Local EMAs, CDPHE, COGCC, historical societies / certified local governments, FEMA DHSEM RFM, Disaster Unified Review Team), DPA (State Archive), DOE (State Library), DOLA (Main Street Program), CDHE, and History Colorado.</p>	<p>Within 6 hours of SEOC activation.</p>	<p>FEMA EHP, Local, SHPO, CCHRTF, CDPHE, SEOC Status Report.</p>

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 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 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 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. Whose networks and what is the impact upon the population?	OIT, local EMAs, DHSEM RFM, SWIC	Within 2 hours of SEOC activation and 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 for mitigation in those zones.
Status of area Dams	Includes “High Hazard” and “Significant Hazard” 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?			
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 (i.e., Xcel, Black hills, REA, etc.) is impacted?	PUC, local EMAs, DHSEM RFM	Within 2 hours of SEOC activation and 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 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 or 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 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 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), CoCERN, CoWARN, local EMAs, DHSEM RFM	Within 2 hours of SEOC activation and 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 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	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 during SEOC conference calls.	For inclusion in the SEOC Status Report.
Shelters (People)	Potential need for shelters? Specific shelter requirements (people, ADA, companion and service animals,	Local EMAs, DHSEM RFM,	Within 2 hours of SEOC activation and	For inclusion in the SEOC Status Report. Inclusion

	etc.)? Potential shelter locations? Which shelters are open? Current shelter populations? When will shelters be closing?	Red Cross, ESF-6	during SEOC conference calls.	in Daily Status Report and to support ESF-15 Communication Plan.
Shelters (Large Animal)	What is the potential need for shelter? 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 during SEOC conference calls.	For inclusion in the SEOC Status Report. Inclusion in Daily Status Report and to support ESF-15 Communication Plan.
Resource Shortfalls	Actual or potential resource shortfalls? Actual or potential medical resource shortfalls, including medicines / vaccines / treatment capability? Anticipated requirements for State / Federal resources? 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 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)? Does daylight / moonlight affect this movement?	Local EMAs, DHSEM RFM, CDOT, DOLA RMs	Within 2 hours of SEOC activation and 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 funds 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.	Include in SEOC Status Report. Create GIS products showing declared counties and types of assistance that may be needed to support the Recovery Team. Include in Daily Status Report and to support ESF-15 Communication Plan.
Donations / Voluntary Agency activities	Which Voluntary Agencies are actively involved in operations?	Voluntary Agencies, local EMAs, DHSEM RFM, ESF-6	Within 2 hours of SEOC activation and 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 ESF-15 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 implementing COOP	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 during SEOC conference calls.	For inclusion in the SEOC Status Report and assist the Recovery Team.

Private Sector Coordination Administrative Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. In previous editions of the SEOP/CHIRRP, ESF-14 addressed the topic of “Recovery”. Recently, FEMA determined that, to acknowledge the critical role of the Private Sector in meeting disaster needs, the ESF-14 focus should change to “Private Sector Coordination”. Colorado has chosen to reflect this update in this SEOP. “Recovery” is still addressed, and further information may be found in the Recovery Annexes of this document. The SEOC coordinates with the Private Sector through its Colorado Business Emergency Operation Center (BEOC). The mission of the Colorado BEOC is to facilitate communication and coordination between the Private Sector and the SEOC during a disaster, emergency, or a planned special event.

B. Scope

1. The National Incident Management System (NIMS) defines the private sector as “organizations and individuals that are not part of any governmental structure including for-profit and not-for-profit organizations, formal and informal structures, commerce and industry.”
2. The mission of the Colorado BEOC is to facilitate communication and coordination between the private sector and the State Emergency Operations Center (SEOC) during a disaster, emergency, or a planned special event.

C. Situation

1. The Colorado Business Emergency Operations Center (BEOC) is the State of Colorado’s virtual and physical venue for integrating the private sector into emergency management.

C. Assumptions

1. As interdependent components of “whole community” the public and private sectors must coordinate closely.
2. “Whole Community” preparedness not only represents the community, but also involves the community and engages the full capacity of the private and non-profit sectors, including businesses, faith-based and advocacy organizations, and the general public in conjunction with government partners.
3. A critical component of “Whole Community” is the inclusion of community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term “Access and Functional Needs” may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate), among others.
4. Private sector partners will support the Colorado BEOC and be willing to offer resources, personnel, supplies, services and information to support and facilitate SEOC conditions.
5. The Colorado BEOC representatives will not use SEOC involvement as a way to leverage business enterprise or for any purpose other than the accomplishment of response and recovery goals.
6. The SEOC will share pertinent safety and other incident information with the private sector.

II. Concept of Operations

- A. The operational coordination goal of the BEOC is to facilitate communication and coordination between the private sector and the SEOC during a disaster, emergency, or a planned special event.
- B. The Colorado BEOC works in concert with the SEOC and may be activated upon several factors. Some trigger points may include:
 - 1. Evacuation of individuals over 24 hours
 - 2. Unique resource requests
 - 3. Unusual circumstances, such as the need for unique equipment or specialized skills.
- C. Colorado BEOC Activation Process - The Colorado BEOC can be activated in a number of ways:
 - 1. At the request of state or local emergency management
 - 2. At the request of Colorado Voluntary Organizations Active in Disaster (COVOAD) or Disaster Volunteer Coordination Team (CVCT)
 - 3. At the request of HSAC Private Sector Subcommittee or other business association
 - 4. At the request of an Emergency Support Function (ESF)
 - 5. At the request of the SEOC Manager
 - 6. SEOC Activation and Staffing Levels (matching SEOC levels)
 - a) Level Four
 - (3) Private Sector Virtual Activation
 - (4) Monitoring the activity of business closures or damages.
 - b) Level Three
 - (1) Private Sector Virtual Activation
 - c) Level Two
 - (3) Private Sector Virtual Activation and may move to physically SEOC
 - d) Level One
 - (3) Private Sector Physical Activation in SEOC
- D. Standard Procedure
 - 1. SEOC Operations follows the resource ordering process and will assign a Resource request to an ESF as standard procedure.
 - 2. Section can assist with transportation and other delivery and deployment methods. SEOC Logistics or SEOC Manager have full access to the resource database to view or access resources. They can assess if there are vendors or donation gaps of service or needs that can be filled by the private sector.
 - 3. The Private Sector Liaison will monitor the 213RR's and then approach the assigned ESF to see if a donation might meet the need. The assigned ESF MUST determine if this is a solution acceptable to the local requester.
 - 4. All resource requests will be shared with the State Voluntary Agency Liaison (VAL) and State Private Sector Liaison (PSL). If the PSL or VAL recognize a resource request can be met by a voluntary agency or business donations, the PSL or VAL will notify Operations, as necessary.
 - 5. Determines if the donation best meets the needs of the requesting agency based on prioritized factors of expediency, quantity or specificity.
 - 6. Resource offers go through the ESF to order.
 - 7. If requested by the ESF, deployments of product will go through Logistics per Chief of Operations.
 - 8. Operations will be aware of the system to connect businesses with disaster needs. These processes will be driven by a data system of which the PSL and VAL are the administrators. The connection point for matching the offers will be through the 213 RRs in WebEOC, keeping Operations informed of the utilization of donated product by documenting on the ICS 213RR.
 - 9. The local jurisdiction or agency of jurisdiction will make the final decision in consult with Operations and VAL/PSL.

10. The process will parallel the existing 213 RR resource request process.

III. **Organization and Assignment of Responsibilities**

A. Organization

1. Establishment of a Colorado BEOC is intended to narrow the gap between public and private sector activities in an emergency. The Colorado BEOC works under the direction of the State Emergency Operations Section Chief and with the sections supporting the SEOC. The Colorado BEOC ESF-14 Lead.
2. The Colorado BEOC is comprised of a Private Sector Liaison and a Private Sector Representative in the SEOC or virtually.

B. Assignment of Responsibilities

1. The State will provide a workstation and a computer. Outside computers brought into the SEOC will be checked by IT staff. No thumb drives will be allowed for use in the SEOC.
2. Sector leads will be recruited to assist with situational awareness in the SEOC, and may include Colorado Emergency Preparedness Project (CEPP), Propane Dealers Association, and / or various private business associations and professional groups as relevant to the incident.
3. Activities performed by the State Private Sector Liaison and Private Sector Representative:
 - a) Support Recovery Task Force and Support Business to Business Mutual Aid
 - b) Support Damage Assessment
 - c) Business Disaster Assessments
4. Self-assessments of damage are completed by the businesses on the Colorado BEOC website and are shared with the Operations and Recovery section and others, to assist in developing accurate damage assessments and provide information on ongoing and emergent unmet needs in the business community. As the disaster progresses beyond the lifesaving mission, the DHSEM Recovery Task Force Lead, the Department of Local Affairs, and others will be apprised of business needs.
5. The tool allows businesses to report any damages they experienced as a self-assessment during a disaster. The information in the damage assessment can be vital to receiving assistance from State programs and Federal disaster loans and other assistance such as a Small Business Administration (SBA) loan programs. A series of questions are asked to provide the best picture possible of the impacts sustained. Some of the questions addressed are:
 - a) Type of damage sustained
 - b) Anticipated reopen time
 - c) Other factors impeding business operations
 - d) Types of assistance available

II. **Information Collection, Analysis, and Dissemination**

- A. The Private Sector assists with Situational Assessment by providing Business Disaster Assessments. A self-assessment tool allows businesses to report any damages they experienced during a disaster on the Colorado BEOC website and then shares this information with the SEOC, to assist in developing accurate damage assessments and provide information on ongoing and emergent unmet needs in the business community.
- B. The Private Sector may also assist SEOC Logistics, if needed, by becoming another source to meet resource requests. The BEOC uses a data system to connect businesses with disaster needs, of which the PSL and VAL are the administrators. Administrators may evaluate and determine whether a donation best meets the needs of the requesting organization, based on prioritized factors of expediency, quantity or specificity. If the PSL or VAL recognize a resource request can be met by a voluntary agency or business donations, the PSL or VAL will notify SEOC Operations, as necessary.

III. **Communications**

A. Establish Communications with the Private Sector

1. Communication tools will include a Colorado BEOC website, <http://www.colorado.gov/cobeoc> coordination conference calls, and situational reports. Other situational awareness tools will be added as developed.
2. DHSEM website
Colorado BEOC Website News Section - Website Location:
<https://www.colorado.gov/cobeoc>
RSS Feed Sign Up for Private Sector
3. Help SEOC Build Common Operating Picture/Coordination Call
4. Integration with Colorado BEOC at www.dhsem.state.co Daily Status Report
5. COEmergency Emergency Blog (www.COEmergency.com)
This site provides detailed updates during a State EOC activation.
An email notification pushes updates to persons registered each morning before 6 a.m.
6. Represent Private Sector in SEOC Planning meetings.

IV. **Admin, Finance, and Logistics**

A. Admin

1. The SEOC will require non-disclosure agreements signed and on file by the private sector Colorado BEOC representatives.
2. DVCT will serve as the administrative lead for the business and private sector reporting in the data collection and documentation of goods offered and goods utilized. The data system will be continuously monitored ensure donations are utilized or referred. Considerations are primarily based on expediency of need.
3. Donations and 213RRs will be monitored for matching by the Private Sector Liaison and/or Colorado BEOC Private Sector Representative.

B. Finance

1. Resource requests are documented on 213RR
2. Resource offers are also documented in a database for government or non-governmental partners. This can be overhead, equipment or supplies.

C. Logistics

1. The SEOC will dedicate one seat or more to Colorado BEOC Private Sector Representatives who will work with the State Private Sector Liaison and the ESFs.

External Affairs Administrative Annex

I. Purpose, Situation, and Assumptions

A. Purpose

1. To provide guidance and procedures for coordinating emergency public information efforts in support of the state's response during disasters and emergencies.
2. 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.
3. Provide long-term public education efforts related to hazard awareness, family protection planning, and emergency self-help.

B. Situation

1. During a disaster, the means of dispersing public information to survivors 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 survivors, 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.

C. Assumptions

1. The public needs timely and accurate information for the 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 mitigation activities.
3. Local jurisdictions will provide immediate and vital information to the public regarding response and recovery activities.
4. All news releases will be coordinated with news releases from local government.
5. The Division of Homeland Security and Emergency Management PIO will be the lead ESF-15 in the SEOC and will be the official spokesperson related to state actions.

II. Concept of Operations

- A. The following systems and procedures will be applicable to the response and recovery phase of any disaster or emergency situation.

1. Joint Information System (JIS)

- a) To reduce inaccuracies and misinformation, the state will coordinate information with participating local, state, and federal agencies.
- b) Based on the urgency of the situation and the need for inter-agency cooperation, agencies should attempt to coordinate emergency public information through ESF-15 in the SEOC.
- c) In a disaster, the SEOC becomes the focal point for the receipt of information and is the logical location for the preparation and distribution of emergency public information.
- d) The lead 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.

2. Joint Information Center (JIC)

- a) The SEOC 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, Tribal,

- Federal, and private sector agencies. Once operational, local, state, Tribal, Federal and other agencies should coordinate news releases concerning emergency response and recovery activities through the JIC.
- b) 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.
 - c) Gather, verify, and produce information for dissemination to the media and public such as new releases / updates background information, fact sheets, public service announcements, briefings, news conference materials
 - d) Respond to questions and requests from the media;
 - e) Arrange for media interviews, tours, and special requests
 - f) Staff the media center as appropriate.
 - g) Participating agencies should assign one lead representative to coordinate information from their agency with other team members before it is released to the public.
 - h) 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.
 - (1) 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.
 - (2) A Public / Media Inquiry Center provides response, recovery, and mitigation information to people affected by the disaster via telephone, 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 the attention of PIO Coordination Team. The SEOC ESF-15 lead may choose to use Colorado 2-1-1 in this capacity.
 - (3) 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.

III. Organization and Assignment of Responsibilities

A. DHSEM

1. DHSEM PIO is lead for PIO Coordination Team.
2. Assign one representative as a PIO Coordination Team member.
3. Assist and maintain liaison with the media.
4. Coordinate information releases through a JIS or JIC.
5. Coordinate news briefings and conferences in cooperation with the agencies involved in the disaster.
6. Establish a briefing and information release schedule.
7. Function as Chief of PIO Teams at the SEOC or other operating location.
8. Gather, verify, and coordinate information regarding situation and activities.
9. Maintain a record of actions.
10. Maintain liaison with the Governor and their representatives.
11. Notify FEMA and other agencies as appropriate.
12. Notify PIOs designated to staff the JIC.
13. Prepare news releases, fact sheets, background information, and briefing materials.
14. Provide administrative and logistic support.
15. Provide PIO-related facilities, equipment, support, and resources at the SEOC.
16. Provide information and instructions to the public for obtaining disaster relief and assistance.
17. Provide personnel as required by the disaster emergency.
18. Release emergency public information from the SEOC until a determination to establish a JIC had been made and the JIC is operational.
19. Responsible for the dissemination of timely, accurate public information during a disaster or emergency.
20. Review and approve all information releases.
21. State Agencies, divisions, offices, programs, and the American Red Cross, as requested, send representatives to the JIC, or assign a representative to a virtual JIC.
22. Assign one lead representative as a PIO Coordination Team member.
23. Cooperate with the dissemination of information.
24. Coordinate information releases through a JIS or JIC.
25. Gather and verify information from your organization.
26. Maintain a record of actions.
27. Prepare news releases, fact sheets, background information, and briefing materials.
28. Provide administrative and logistic support.
29. Assist in providing shelter status and occupancy information to support public information.

B. State Agencies, divisions, programs, supporting NGOs and private sector entities

1. As requested, send representatives to the JIC or assign a representative to a virtual 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 assigned organization.
6. Maintain a record of actions.
7. Prepare news releases, fact sheets, background information, and briefing materials.
8. Provide administrative and logistic support.
9. Assist in providing shelter status and occupancy information to support public information.

Tribal Affairs Administrative Annex

I. Purpose, Scope, and Situation

A. Purpose

1. The purpose of this Tribal Relations Annex is to ensure that affected Native American Tribes (Southern Ute Indian Tribe and the 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.
2. 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.

B. Scope

1. This Annex covers aspects of State government relations with Native American Tribes.

C. Situation

1. Tribal Relations Support facilitates State department and agency compliance with existing laws and Executive Orders mandating that Federal government deal with Native American 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.
2. State Governors must request a Presidential disaster declaration on behalf of a Tribe under the Stafford Act. However, a Tribe may request assistance directly from the Federal government, allowing Federal agencies to work directly with the Tribes within existing agency authorities and resources in the absence of a declaration.
3. 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, works regularly with the Tribes to provide pre-disaster training and technical support, and must be aware of the social, political, and cultural aspects of an incident area that might affect incident management operations.
4. 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

II. Concept of Operations

A. General

1. The Office of the Lieutenant Governor shall prepare for and respond to incidents in coordination with affected Native American 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.

III. Organization and Assignment of Responsibilities

A. 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 Native American Tribes, and interface with community organizations, and disaster survivors.
- 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
 - a) 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.
- B. Responsibilities
 - 1. Phases
 - a) 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.
 - b) 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.
 - c) Mitigation: State agencies cooperate with Federally-recognized Tribes to encourage mitigation planning and prioritizing of activities and projects.
 - d) Preparedness: State agencies cooperate with Federally-recognized Tribes to the extent possible to promote Tribal all-hazards preparedness 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 Native American Tribes.
 - e) Response: The number of State Tribal relations field officers and extent of involvement throughout incident response and recovery operations will be coordinated through the Lt. Governor's office.
 - f) Recovery: The Tribal Relations Operations Element ensures recovery operations follow guidance from the JFO Coordination Group.
 - 2. Coordinating Agency: Office of the Lieutenant Governor
 - a) 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.
 - b) Supply the Tribal Relations Coordinator with a staff of trained personnel.
 - c) Establish and adhere to standardized procedures that provide for a consistent level of incident management and mutually respectful sovereign relations with Indian Tribes.
 - 3. Cooperating Agencies: All Federal and State Departments and Agencies
 - a) Provide services as stated in Executive Orders, and other applicable authorities.
 - b) Conform to appropriate Tribal Relations guidelines.

Glossary of Terms, Acronyms, and Abbreviations

Access And Functional Needs – (previously referred to as Special Needs) "Access and Functional Needs" is an overarching term that describes community members who may or may not have needs associated with disability. Indeed a person with a disability may be part of the AFN community, but so are people with limited English language proficiency, diverse cultures, children and the elderly, and people who use other transportation such as Public transportation, para-transit, and among others. They are community members who may require actions, services, accommodations, and programmatic, architectural, and communication modifications that a covered entity must undertake or provide to afford individuals with disabilities and/or access and functional needs 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. Community members with access and functional needs may include modifications to programs, policies, procedures, architecture, equipment, services, supplies, and communication methods. Examples of accessible services to a community member with an access and functional need, 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) 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. 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 the 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 US. 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.

Colorado Hazard and Incident Response and Recovery Plan (CHIRRP) - The state level plan for actions to be taken by government and individuals 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 individuals 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 who are vetted with non-profit status who provide voluntary assistance during and after an emergency or disaster. DSHSEM has MOUs with many of the agencies.

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 broadcast 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.

Essential Supporting Activities are facilitating activities that enable the organization to perform Mission Essential Functions, but do not accomplish the mission. They are important and urgent, but accomplishing the ESAs does not complete the mission or deliver the services the organization was created to accomplish.

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 a 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 the 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 US 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 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 overloaded 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, which requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wildland 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 section of a disaster response/recovery organization that directs or monitors assistance to families or individuals. There is a designated IA Officer in the organization.

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 information 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 information 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 individuals 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 USC. 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

Mission Essential Functions are activities and tasks that cannot be deferred during an emergency. MEFs must be performed continuously or resumed quickly following a disruption.

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, de-conflict 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 those 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 upon request, by furnishing personnel, equipment, and/or expertise in a specified manner.

National Disaster Medical System - A cooperative, asset-sharing partnership between the US Department of Health and Human Services, the US Department of Veterans Affairs, the US Department of Homeland Security, and the US 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 (NGO) - 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 non-profit voluntary organizations to include religious organizations.

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 for in processing and out-processing. Reception Areas provide accountability, security, situational awareness briefings, safety awareness, distribution of IAP / ISPs, supplies and equipment, and feeding.

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. 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 miniature horses are also recognized as service animals.

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.

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 (SUV) - 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 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 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 individuals 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 ortho-photo 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 or other agencies, 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 USC.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 perform a service for which s/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 US C. 742f(c) and 29 CFR 553.101.

Weapons of Mass Destruction (WMD) - (Title 18, USC. 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

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
ANG	Army National Guard
Aux Com	Auxiliary Communications
BEOC	Colorado Business Emergency Operations Center
CADRE	Community Agency Disaster Relief Effort
CAO	Chief Administrative Officer
CAT	Crisis Action Team
CBI	Colorado Bureau of Investigation (CDPS)
DOA	Department of Agriculture (Colorado)
CDC	Center for Disease Prevention and Control
CDHS	Colorado Department of Human Services
CDNR	Colorado Department of Natural Resources
CDOT	Colorado Department of Transportation
CDPHE	Colorado Department of Public Health and Environment
CDPS	Colorado Department of Public Safety
CEO	Colorado Energy Office
CEOC	County Emergency Operations Center
CERCLA	Comprehensive Environmental Response Compensation and Liability Act
CGS	Colorado Geologic Survey
CHIRRP	Colorado Hazard and Incident Response and Recovery Plan
CMHC	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
COVOAD	Colorado Voluntary Organizations Active in Disaster
ESA	Essential Supporting Activities
GAR	Governor's Authorized Representative
GEERC	Governor's Expert Emergency Epidemic Response Committee
HAN	Health Alert Network
HICS	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)
GEERC	Governor's Expert Emergency Epidemic Response Committee
GEERC	Governor's Expert Emergency Epidemic Response Committee
HAN	Health Alert Network
HICS	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
JIC	Joint Information Center
JIS	Joint Information System
JOC	Joint Operations Center
MEF	Mission Essential Function
RMCC	Rocky Mountain Coordination Center (State Forest Service)
ROSS	Resource Ordering and Status System
RRCC	Regional Response Coordination Center (FEMA)
RSF	Recovery Support Function
RTAC	Regional EMS / Trauma Advisory Council
SAR	Search and Rescue
SCO	State Coordinating Officer
SEOC	State Emergency Operations Center
SITREP	Situation Report
JIC	Joint Information Center
SFO	Senior Federal Official

SFS	State Forest Service
SNS	Strategic National Stockpile
SOP	Standard Operating Procedure
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
SOP	Standard Operating Procedure
TOC	Traffic Operations Center (CDOT)
TSA	The Salvation Army
UCS	Unified Command System

Recovery Annexes

Housing Recovery Annex

Please refer to the Housing Recovery Annex, prepared by the State of Colorado Department of Local Affairs, found at:

<http://hermes.cde.state.co.us/drupal/islandora/object/co%3A22139/datastream/OBJ/view>

Infrastructure Systems Recovery Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. Facilitate restoration of infrastructure systems
2. Support a viable, sustainable community
3. Improve resilience to and protection from future hazards.

B. Scope

1. Describe specialized expertise to identify, and restore critical infrastructure damaged or destroyed as the result of disaster, including:
 - a) Roles and responsibilities
 - b) Concept of operations
 - c) Actions to expedite information sharing and analysis of actual or potential impacts to infrastructure
 - d) Requests for assistance and information from public-and private-sector partners.

C. Situation

1. All residents of Colorado are dependent upon public and privately owned infrastructure whether to make a phone call, drive on public roads and bridges, receive electricity, use communication networks, water and wastewater treatment facilities and other important facilities.
2. All areas of the State may be impacted by one or more types of disasters including: wildfires; snow storms; ice storms; tornados; floods; debris flows; earthquakes and technologic events. Many of these facilities are critical for health and public safety such as hospitals, health clinics, electricity for home medical devices, and roads for an evacuation from a pending disaster event.
3. Residents with access and functional needs may be more dependent upon infrastructure for health and safety than most of the general public and will need to be identified and located in order to be cared for in the event of a disaster.

D. Assumptions

1. All planning is based on imperfect knowledge and assumptions about the future.
2. Assumptions that address gaps in knowledge are critical for the planning process to continue.
3. Key infrastructure may be publicly or privately controlled resources essential to minimal operation of the economy and the government. Most of Colorado's power generation and communication systems are held by private interests.

II. Concept of Operations

A. Critical tasks that need to be performed include:

1. Identify and facilitate the restoration of and sustain essential services (public and private) to maintain community functionality.
2. Identify the residents with access and functional needs and determine their immediate infrastructure needs.
3. Coordinate planning for infrastructure redevelopment at the regional, system-wide level.
4. Develop a plan with a specified timeline for developing, redeveloping, and enhancing community infrastructure to contribute to resilience, accessibility, and sustainability.
5. Provide systems that meet the community needs while minimizing service disruption during restoration with the specified timeline in the recovery plan.

III. Organization and Assignment of Responsibilities

A. Organization

1. In general, local governments and Tribal nations will assess infrastructure damage and prioritize repairs/replacement. SEOC will provide coordination between local governments, Tribal nations, and State, and Federal agencies.

B. Assignment of Responsibilities

1. State

a) DHSEM

- (1) Operate the SEOC in order to provide statewide support and coordination.
- (2) Regional Field Manager will work with local governments and Tribal nations to determine what critical infrastructure is damaged and destroyed determine if State agencies have a role in reestablishing infrastructure facilities.
- (3) Work with DHSEM Damage Assessment Team to determine if the cost to reestablish infrastructure would qualify for State and Federal assistance grants.

b) CDOT

- (1) When requested, aid in reestablishing priority highways and bridges.

c) CDPHE

- (1) Determine and prioritize critical infrastructure that needs to be reestablish to protect resident's health and safety.

2. Federal

a) FEMA

- (1) Monitor infrastructure restoration needs to determine if Federal assistance is warranted.

3. Local

a) Authority Having Jurisdiction

- (1) Establish Incident Command and manage incident in accordance with ICS.
- (2) Work with State agencies and non-profits to determine residents with access and functional needs requiring critical infrastructure.

IV. Direction, Control, and Coordination

- A. The Recovery Section Chief will have the overall control of response, recovery assets and coordination across jurisdictions to reestablish critical infrastructure. This will be accomplished through the 5 Recovery Support Divisions encompassing: Housing lead by DOLA; Infrastructure lead by CDPS; Economic lead by DOLA; Health and Human Services lead by CDPHE; and, Natural & Cultural Resources Division lead by CDA. Each of the five Recovery Support Divisions are further supported by 14 specific tasks assigned to the 5 Recovery Support Divisions.
- B. The Recovery Section Chief may convene a Critical Infrastructure Group to assume the responsibility to provide an overview of the impact of the incident on infrastructure protection, response efforts, and a view of short and long term recovery and restoration needs.
- C. The Recovery Section Chief may convene the Recovery Task Force.
- D. The Critical Infrastructure Group may be requested to assume the responsibility to focus on response effort that isolates a specific problem involving multiple critical infrastructure sectors and requiring public and private sector support and resources.

V. Information Collection, Analysis, and Dissemination

A. State

1. DHSEM as the primary State agency, collaborates with both public and private-sector entities, and Non-Governmental Organizations to encourage:
 - a) Supporting comprehensive risk assessment and management programs for high-risk critical infrastructure.
 - b) Sharing real-time incident notification as well as infrastructure protection practices and processes.
 - c) Developing information-sharing and analysis mechanisms to include consideration of physical and cyber threats.

- d) Promoting security-related information sharing among public/private entities.
- e) Developing and implementing statewide infrastructure protection programs integrated into homeland security and incident management programs.
- f) Serving as crucial coordination hubs, bring together prevention, preparedness, protection, response, and recovery authorities, capacities, and resources among local jurisdictions, across sectors and regional entities.
- g) SEOC acts as a conduit for Federal assistance requests when the threat or incident situation exceeds the capabilities of public- and private-sector security partners in their jurisdictions.
- h) Ensuring sensitive critical infrastructure information is handled and safeguarded in accordance with the Protected Critical Infrastructure Information (PCII) program or other appropriate guidelines. The PCII Program, which operates under the authority of the Critical Infrastructure Information Act of 2002, provides a means for sharing private-sector information with the government while providing assurances that the information will be exempt from public disclosure and will be properly safeguarded.

B. Local and Tribal Nations

- 1. Local governments and Tribal nations are responsible for emergency services and first-level responses to critical infrastructure incidents.
- 2. In some sectors, local governments and Tribal nations own and operate critical infrastructure such as water, wastewater, storm water systems, and electric utilities, and are responsible for initial prevention, response, recovery and emergency services provision.
- 3. Local governments and Tribal nations establish security partnerships, facilitate information sharing, and enable planning and preparedness for critical infrastructure protection.

VI. Communication

- A. The SEOC Situation Section will be the lead to accept and share real-time information regarding infrastructure, including additional risks to critical infrastructure, infrastructure that is damaged or destroyed, and promoting security-related information sharing among public/private entities.

VII. Admin, Finance, and Logistics

A. Admin

- 1. Overall coordination of damage assessments is through the Recovery Branch Manager.
- 2. The Recovery Branch Manager may convene a Critical Infrastructure Group to identify, prioritize, and coordinate action to protect critical assets, systems, and networks.
- 3. The Group places particular focus on infrastructure that could be exploited to cause catastrophic health effects or mass casualties.

B. Finance

- 1. Local governments and nations will be required to maintain financial records, as well as handle reporting and reimbursement requests of State and Federal grant programs.

C. Logistics

- 1. Requests for additional resources shall be made through the Recovery Branch Manager in accordance with the Resource Mobilization Annex.

VIII. **Authorities and References**

- A. Homeland Security Act of 2002
- B. Presidential Policy Directive PPD-21
- C. Homeland Security Presidential Policy Directive HSPD 7
- D. National Strategy for the Physical Protection of Critical Infrastructure and Key Assets
- E. National Strategy for Securing Cyberspace

Damage Assessment Recovery Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. During an emergency or disaster, damage assessment information helps shape response and recovery operations. It is an important input into a rapid needs assessment and a Lifelines analysis.
2. This Annex presents a system to coordinate damage assessments, including processes for reporting damages and estimating the nature and extent of the damage.

B. Scope

1. This Annex covers damages to buildings, public infrastructure, and agricultural losses and not necessarily natural resources such as forests, streams, lakes and other natural areas.
2. In this Annex, the term “Disasters” includes Emergencies as defined by the Stafford Act.
3. In this Annex, the term “Local Governments” includes municipal governments, county governments, and Tribal Nations.

C. Situation

1. Damage assessment information helps inform Response and Recovery planning and operations. It will be used to help build situational awareness by integrating the information into FEMA’s Lifelines reporting construct.
2. It is through the Damage Assessment Process that a local government can access relief needed from State or Federal disaster programs. The quality, accuracy, and expediency of the damage assessment will determine how quickly recovery assistance to a local community is activated and delivered.
3. A damage assessment (loss verification) is essential when the State considers requesting Small Business Administration support or a Presidential Emergency or Disaster Declaration.
4. The State has 30 days from the date of the damage to request a Stafford Act Declaration.

D. Assumptions

1. Initial reports will be treated cautiously as information may be incomplete or incorrect.
2. Local governments may require assistance in debris clearance, damage assessments, and structural evaluations.
3. Access to the disaster area for damage assessments will be dependent upon incident stabilization and safe access to the area.
4. The State Emergency Operations Center (SEOC) will change its activation level appropriately to support damage assessments.
5. Damage assessments will be conducted in accordance with FEMA’s *Damage Assessment Operations Manual: A Guide to Assessing Damage and Impact* (April 5, 2016).

II. Concept of Operations

A. Overview

1. Damage assessment is a multi-phase process that begins during (or immediately after, depending on incident stabilization and safety) an incident with a Rapid Needs assessment and informs Response, short-term Recovery, and long-term Recovery operations. Damage assessment information is an input into the State Emergency Operation Center (SEOC)’s Lifeline analysis and is part of Tier II level reporting.
2. Depending on the severity of the incident and damages, the damage assessment process may include the following phases:
 - a) Pre-Incident Preparedness
 - (1) Prior to a disaster, Local jurisdictions and State agencies should

- (a) Designate and train personnel to staff damage assessment teams.
 - (b) Develop damage assessment reporting processes, including information collection and dissemination methods.
 - (c) Develop a rapid needs assessment plan for their community.
 - (d) Develop Lifelines reporting procedures, to include reporting templates.
- b) Rapid Needs Assessment
- (1) A Rapid Needs Assessment (RNA) is a quick assessment and report that helps to determine immediate life safety issues, initial resource requirements, and initial damages
 - (2) The RNA is conducted by the local jurisdiction, normally by first responders who have access to the disaster area, including law enforcement, firefighters, and medical personnel.
 - (3) RFMs will assist local jurisdictions in the RNA process and will provide an initial situation overview and assessment to the SEOC. The SEOC will use this initial situation overview and assessment for Lifelines analysis and reporting. RFMs will be responsible for updating the SEOC when the situation and/or assessment changes.
 - (4) The RFM will work with the Local jurisdiction and the SEOC to determine if a more detailed Initial Damage Assessment is required.
- c) Initial Damage Assessment
- (1) Normally, an affected jurisdiction will work with the RFM and the SEOC to determine if an Initial Damage Assessment (IDA) is necessary. However, the affected jurisdiction may also work independently to determine if an IDA is necessary.
 - (2) If an IDA is necessary, the RFM will send a formal letter to the affected Emergency Manager. The letter will contain IDA requirements, an execution timeline, IDA forms, and an offer from the State for assistance (if required). The RFM shall also send a copy of the letter to the jurisdiction's elected officials.
 - (3) The RFM shall formally document the affected jurisdiction's decision whether to proceed with the IDA or not. Normally this will be a formal letter (on jurisdiction letterhead) from the local Board of County Commissioners or the City / County Manager from the affected jurisdiction.
 - (4) During the IDA, the affected jurisdiction should document ALL damages. Eligibility and ownership issues can be resolved later. By documenting ALL damages, a local jurisdiction maximizes the potential for State or Federal assistance.
 - (5) Upon completion of the IDA, the Local jurisdiction will provide the results to the SEOC via the RFM.
 - (6) Within the SEOC, the State Recovery Officer, in coordination with the State Public Assistance Officer (PAO) and Individual Assistance Officer (IAO), will analyze the data and make a recommendation to the OEM Director on the next steps, which include:
 - (a) Go no further. The jurisdiction has not suffered damages that meet thresholds for state or federal assistance.
 - (b) Continue with the damage assessment process and conduct a State Verification.

d) State Verification

- (1) The SEOC will verify that the damage assessment information submitted by local or county emergency management is complete and consistent with FEMA programmatic assessment criteria prior to requesting a Joint Federal or State Preliminary Damage Assessment (Joint PDA).
- (2) Based on the IDA, the local government may request certain programs for disaster assistance to help with various impacts of the disaster. State verification teams should be familiar with elements of the various programs. Needs identification will enable state personnel to know which/all programs are being requested. State and FEMA teams are deployed based on the programs being requested and do not operate in the area at the same time.
- (3) This verification process can have a dramatic impact on accuracy and efficiency of a Joint PDA, and is essential to ensure that impacted jurisdictions are organized and prepared to participate in a Joint PDA.
- (4) The state may verify information remotely. However, some in-person and site visits may be required to complete the verification.
- (5) State personnel deployed to the field for State verification purposes will need appropriate personal protection equipment (PPE), wireless connectivity, transportation, logistics, communication, and coordination with response personnel still active in the disaster area in order to conduct verification in the post-disaster environment in austere conditions.
- (6) The state may request technical assistance from FEMA during the verification process. This technical assistance support may include:
 - (a) GIS Analysts
 - (b) Program Specialists
 - (c) Other SMEs necessary to advise State emergency management and answer programmatic questions
- (7) Once the state has verified the information, the SEOC will coordinate with FEMA Region VIII for the next steps in the Joint PDA process.

e) Joint Preliminary Damage Assessment

- (1) If the State determines that the damages are of such magnitude and severity that recovery efforts may exceed local and state capacity, the state may request Joint PDA through the FEMA Region VIII Administrator.
- (2) The purpose of this Joint PDA is to validate damage and evaluate impact.
- (3) This request should include any counties or Tribal lands to be assessed, and will begin discussion on the general timeline for the Joint PDA.
- (4) Once a request for a Joint PDA is made, a summary of the information verified by the State or Tribal emergency management should be provided to the FEMA Regional Recovery Division.
- (5) FEMA programmatic representatives will then coordinate with State or Tribal emergency management to discuss the information submitted, determine team requirements, establish a PDA briefing time and location, and develop an overall PDA coordination plan.

- (6) Once a Joint PDA start date is agreed upon, the state shall coordinate with counties or Tribal jurisdictions included in the Joint PDA request to schedule field assessments.
 - (7) The FEMA Regional Office will identify FEMA Joint PDA leadership, deploy staff, and coordinate with other Federal agencies (OFAs) (e.g. US Small Business Administration) needed to successfully complete the PDA. State or Tribal emergency management should identify Joint PDA leadership as well as staff that can serve on Joint PDA field teams.
 - (8) In large or catastrophic disasters or when OFAs may be deployed for a follow on NDRF Recovery Coordination assessment, the RA or FCO may request that the regional Federal Disaster Recovery Coordinator (FDRC) be part of the coordination and information sharing process.
 - (9) Joint PDA field teams are intended to validate – not find – damage and impact information.
 - (10) SEOC is responsible for coordinating with local or county emergency management to ensure that they are prepared to discuss damage and guide field teams to residences, businesses, and/or damaged infrastructure, to conduct site visits.
 - (11) Generally, Joint PDA teams will start with the most heavily damaged homes (IA) and infrastructure (PA),
 - (12) When Joint PDAs are required to validate damage for the PA program, local or county Emergency Managers will need to schedule time with potential applicants to discuss damage, review supporting documentation, and conduct site visits. FEMA and State staff should coordinate regularly during the Joint PDA to discuss findings and reconcile any differences. While disagreements may exist, it is important that the rationale for decision making be transparent.
 - (13) At the close of the Joint PDA, FEMA will provide State or Tribal emergency management with a final summary of its findings.
- f) Request for Federal Assistance
- (1) Once the Joint PDA has been completed, the State will review the validated information and make a recommendation to the Governor on the need to request a Stafford Act Declaration. Note: The State has 30 days from the date of the damage to request a Stafford Act Declaration.
 - (2) Stafford Act Declaration requests may be developed for one or both of the FEMA Recovery programs (PA and IA), as well as Hazard Mitigation.
 - (3) All requests to the President for Stafford Act declarations must be made by the Governor.
 - (4) The Governor should submit the request to the President through the FEMA Region VIII RA to ensure prompt acknowledgement and processing.
 - (5) If the State decides that it does not want to request Stafford Act assistance from the President, information developed during the Joint PDA may be used to request assistance from OFA's (e.g. US Small Business Administration), or to determine the need for State recovery programs.

III. **Organization and Assignment of Responsibilities**

A. Organization

1. SEOC organization shall be per the Base Plan.
2. Damage assessment field teams should be composed of the following:
 - a) At least one representative of the Federal Government
 - b) At least one representative of the State or Tribal Government
 - c) A local government representative, familiar with the extent and location of damage in his/her community
 - d) Other State or Tribal agencies, OFAs, and NGOs may also be asked to participate, as needed.

B. Assignment of Responsibilities

1. All State Agencies

- a) All State agencies are responsible for conducting and reporting damage assessment information for State property and State owned equipment to the SEOC.
- b) Provide agency-specific information and assessments as inputs into the SEOC's Lifelines reporting and analysis.
- c) When requested, provide assistance, including subject matter experts, to Damage Assessment Teams.

2. DHSEM

- a) Operate the SEOC in order to provide statewide support and coordination during response and recovery operations.
- b) Designate a State Disaster Coordinating Officer.
- c) 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 (Normally the Director of the Office of Emergency Management).
- d) Assign staff to the Recovery Task Force, including the Damage Assessment Recovery Support Function.
- e) Designate one or more Damage Assessment Team Leaders.
- f) Serve as the State's primary representative responsible for the coordination of damage assessment information from Local, State, or Federal damage assessment teams.
- g) Work in partnership as the primary state representative with FEMA, SBA, or NRCS representatives responsible for damage assessment to determine eligibility for Federal programs.
- h) There may be more than one Damage Assessment Team leader designated to serve a particular disaster.
- i) A Damage Team Leader may coordinate either a Detailed Damage Assessment or a Preliminary Damage Assessment.
- j) Integrate damage assessment information into Tier I and II Lifeline reporting.

IV. **Direction, Control, and Coordination**

- #### A. The Local government(s) impacted by the disaster will have the primary responsibility to manage coordinate damage assessments. If the Local government does not have the personnel to complete damage assessments, it may contact SEOC for technical and personnel support. DHSEM can either use DHSEM staff or seek assistance from other Local governments, or State agencies.

B. Local governments are responsible:

1. To the greatest extent possible, provide a safe operating environment for damage assessment team members
2. Provide accurate information in order for decision-making.
3. Collect accurate, detailed, and comprehensive incident specific information to support operational and strategic level decision making.

4. Establishing priorities within their jurisdiction and adjudicate conflicting demands for support.

V. Admin, Finance, and Logistics

- A. Administration:
 1. Overall coordination of damage assessments is through the Regional Field Managers and State Recovery Officer.
 2. Collection, review and formatting of damage assessment data is performed by the Damage Assessment Recovery Support Function.
- B. Finance
 1. Tracking damage assessment related financial needs and requirements is a function of the Damage Assessment Recovery Support Function.
- C. Logistics
 1. Requests for additional resources shall be made in accordance with the Resource Mobilization Annex.

VI. Authorities and References

- A. Robert T Stafford Disaster Relief and Emergency Assistance Act. Public Law 93-288, as amended, 42 US.C. 5121 et seq.
- B. Public Assistance Program and Policy Guide, FP 104-009-2 (Jan 2016).
- C. Title 44 of the Code of Federal Regulations (CFR), Emergency Management and Assistance.
- D. Homeland Security Act (Public Law 107-206, as amended 6 USC. 101 et seq.).
- E. National Response Framework, May 2013.
- F. National Incident Management System, December 2008
- G. National Disaster Recovery Framework, September 2011.
- D. National Mitigation Framework, May 2013.
- E. Presidential Policy Directive 8 (PPD-8) National Preparedness, March 30, 2011
- F. Homeland Security Presidential Directive 5 (HSPD-5), Directive on the Management of Domestic Incidents, February 28, 2003.
- G. FEMA *Damage Assessment Operations Manual: A Guide to Assessing Damage and Impact* (April 5, 2016)

Hazard Mitigation Recovery Annex

See the 2018 State Hazard Mitigation Plan at

<https://www.colorado.gov/pacific/mars/enhanced-state-hazard-mitigation-plan-e-shmp>

Community and Economic Recovery Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

- a) Provide a framework for the State regarding Recovery specifically focused on local/community and/or Tribal government level.
- b) This annex combines elements of Community Recovery and Economic Recovery, with the understanding that Resiliency and Mitigation are essential considerations in any recovery process.
- c) Because housing is a critical factor in a community's recovery, this annex also pulls information regarding Interim and Long-Term Housing (Housing) from state-level plans that address Housing.
- d) The term *community recovery* as used throughout this annex assumes a whole community approach and includes all aspects mentioned above unless otherwise specified.
- e) The Department of Local Affairs, Division of Local Government (DLG) is the designated state lead for Community and Economic Recovery.
- f) This annex relies heavily on information and concepts as stated in the *DOLA Disaster Resiliency, Response, and Recovery Operations Plan (DR3OP)*, the *Colorado Disaster Housing Plan (CDHP)*, the *DOH Staff Disaster Housing Plan (SDHP)*, the *Colorado State Hazard Mitigation Plan*, and the *Colorado Resiliency Framework*.

B. Scope

- a) This annex outlines the State's approach to recovery at the tribal government and/or local level when the Governor has declared a state of disaster/emergency and activated the state emergency operations plan.
- b) The outline incorporates elements of interim and long-term housing (Housing), community recovery, economic recovery, and by incorporation, the effective practices of resiliency and mitigation.
- c) For Housing, this annex describes recovery roles, responsibilities, and activities regarding Interim and Long-Term Housing support where it transitions from ESF #6 (ESF #6 provides sheltering and shorter-term housing solutions), as presented in the *Colorado Disaster Housing Plan (CDHP)* and its annex, the *DOH Staff Disaster Housing Plan (SDHP)*.

C. Situation

- a) One or more communities have been impacted by a disaster.
- b) The level of complexity and/or type or scale of the impacts and consequences is enough that the tribal and/or local governments have exceeded their capacity and state assistance has been requested.
- c) The damages, losses, impacts, consequences, and/or other factors have been considered and analyzed and the situation has been determined to have reached a level of state concern.
- d) The Governor has put an executive order in place activating the State Emergency Operations Plan (SEOP) and this Recovery Annex has been triggered.
- e) State staff from various agencies involved in recovery are at the SEOC, while other staff are in contact with affected governments. Staff are available to work in-house or in the communities as needed.

D. Assumptions

1. The Governor has declared a state of disaster/emergency.
2. ESF #6 adequately covers sheltering and shorter-term housing.
3. Annexes covering infrastructure sufficiently discuss the State's actions with regard to recovery of infrastructure the State is responsible for, while still understanding recovery of that infrastructure affects tribal government and local recovery.

4. Because it so strongly affects local recovery, recovery of infrastructure, regardless of whether State, private, nonprofit, or other, will be accomplished through an inclusive, informative, and collaborative process involving tribal governments and communities.
5. Tribal and/or local officials or staff request State participation for the purposes of recovery.
6. Damages and losses can be identified and assessed for the purposes of determining and estimating need.
7. FEMA and other federal assistance (technical assistance, recovery programs, etc.) may or may not be made available.
8. Other annexes and parts of the SEOP thoroughly cover the State's administration of Federal programs such as FEMA's Individual Assistance, Public Assistance, and Hazard Mitigation Grant Programs.

II. Concept of Operations

A. Principles of Recovery

1. Recovery is a collaborative process.
2. Each community and/or tribal government determines its own path to and acceptable outcomes from recovery, while still taking the needs of others into consideration.
3. Each community and tribal government prioritizes its own goals, activities, and outcomes.
4. Unless otherwise requested and accepted, tribal and community recoveries are led by the local agencies having jurisdiction (AHJ).
5. State and other agencies support community recovery efforts where and when appropriate.
6. State and other partner agencies are active and engaged in the process.
7. Each agency operates under its own authorities and is responsible for accomplishing its own missions but works within a collaborative and informed framework.
8. The concept of 'whole community' and 'inclusiveness' is promoted throughout recovery.
9. Don't overwhelm the community.
10. The State can assist communities with getting themselves organized and understanding their options and obligations so they succeed.

B. Immediate Activities

1. Designated staff relocate to the SEOC.
2. Regional staff, field staff, and others establish contact with local officials and/or local staff.
3. DLG, DOH, OEM, and other personnel stationed in the SEOC (including ESF #6) and agency staff in contact with local officials and/or local staff (regional and field managers etc.) gain situational awareness on damages, losses, impacts, consequences, and any other concerns.
4. To increase situational awareness, staff and leadership pass information up and down the chain and 'across the aisle' to peers.
5. Staff inputs critical information into WebEOC for sharing and documentation purposes.
6. Impacts and consequences are continually Identified and assessed.
7. *If warranted*, the DHSEM State Recovery Officer gathers damage and loss data (deaths, injuries, loss of critical infrastructure, number of displaced residents, number of residents in shelters, housing losses, other building and contents losses, economic losses, unemployment estimates etc.) and demographic and economic data on affected communities for the purpose of starting the process of pursuing a Presidential disaster declaration.
8. Regional managers, field managers and others continue to work with affected tribal governments and communities.

III. Organization and Assignment of Responsibilities

A. Organization

1. Activating Other Groups

- a) Activations of these groups are based on conditions.
- b) While recognizing that each agency operates under its own authorities and is responsible for accomplishing its own missions, task forces, working groups, and teams (for the purpose of this annex collectively called 'groups') are used for discussing issues, identifying resources, setting policy, setting priorities, coordinating efforts, and reporting out as a collective body. The goals, milestones, timelines, and plan or strategy for demobilization are determined by the groups themselves unless provided to the group by leadership.

2. Groups

- a) Governor/Governor's Office
 - (1) Primarily involved with requesting federal assistance, setting policy, decision-making, and appointing a lead for the Governor's Disaster Policy Group.
 - (2) All state departments and offices. Others as needed.
- b) Governor's Disaster Policy Group (GDPG)
 - (1) This is the highest level of policy and decision-making at the State level.
 - (2) Activated for the most complex, largest-scale, and/or most controversial disaster responses and/or recoveries.
 - (3) If the disaster is of sufficient complexity, scale, and/or other factors are involved, a governor may choose or an executive director, governor's authorized representative, homeland security advisor, and/or other informed person may recommend convening a disaster policy group to assist in reviewing state-level policy recommendations and setting policy.
 - (5) Support may be provided by CDPS, DOLA, Other Executive Directors
 - (6) Refer to the *Colorado Disaster Emergency Act* and the *DR3OP* for more details.
- c) State Recovery Task Force (SRTF)
 - (1) The SRTF may or may not be activated, depending on the complexity or scale of the incident.
 - (2) If the incident is not complex enough to require formal activation, individual agencies share information and collaborate as needed.
 - (3) Purpose is to coordinate short-term recovery functions beyond or outside the scope of the SEOC activation *and* identify potential or current issues and bring them to the attention of leadership.
 - (4) DHSEM State Recovery Officer is Lead
 - (5) ESF and other agencies may provide support as needed
 - (6) The Recovery Officer tracks and disseminates information regardless of activation.
 - (7) If activated, the Recovery Officer determines logistics, determines and invites participants, convenes and facilitates the SRTF, and reports out.
 - (8) Goals, milestones and timelines are determined.
 - (9) Participating agency staff support efforts of the SRTF.
 - (10) A demobilization plan or strategy is identified, updated, and used when needed.
- d) Disaster Housing Task Force (DHTF)
 - (1) Per the Colorado Disaster Housing Plan (CDHP), the state-led DHTF is a multi-agency group of subject matter experts "tasked with providing technical assistance in the planning process and,

when needed, during recovery operations in support of the State. As the lead agency in the operational housing assistance mission, the Division of Housing (DOH) will follow the protocols and priorities as outlined in its in-house operations plan.” The lead is the Director of the DOH.

- (2) DHTF is a multi-agency team of subject matter experts “tasked with providing technical assistance in the planning process and, when needed, during recovery operations in support of the State. As the lead agency in the operational housing assistance mission, the Division of Housing (DOH) will follow the protocols and priorities as outlined in its in-house operations plan.”
- (3) DOH is Lead Agency
- (4) DOH Director is Chair
- (5) Supporting Organizations (as listed in the *CDHP*):
 - (a) Division of Local Government (DLG)
 - (b) Division of Homeland Security and Emergency Management (DHSEM)
 - (c) Colorado Department of Human Services (CDHS)
 - (d) Colorado Housing Finance Authority (CHFA)
 - (e) Colorado Coalition for the Homeless (CCH)
 - (f) Colorado Cross Disability Coalition (CCDC)
 - (g) Mile High Chapter, American Red Cross (ARC)
 - (h) Mile High United Way/Colorado 211
 - (i) U.S. Department of Housing and Urban Development (HUD)
 - (j) U.S. Department of Agriculture/Rural Development (USDA/RD)
 - (k) Denver Regional Council of Governments Area Council on Aging (DRCOG)
 - (l) Rocky Mountain Manufactured Housing Association
 - (m) Local Representatives (added)
- (6) Upon assessment of issues related to interim and permanent housing, a decision is made regarding whether or not to activate the DHTF.
- (7) If activated, the DOH Director determines logistics and participants and manages the DHTF process.
- (8) Goals, milestones and timelines are determined.
- (9) Participants support efforts of the DHTF.
- (10) A demobilization plan or strategy is identified, updated, and used when needed.
- (11) Details on implementing the DHTF are located in the *CDHP* and the *DR3OP*.

e) Long-Term Recovery Working Group (LTRWG)

- (1) This multi-agency group addresses policy issues
- (2) Picks up coordination efforts beyond the range or scope of the SRTF.
- (3) Oversees transition of coordination from the SRTF to the LTRWG.
- (4) Co-leads are the directors of OEM and CRO.
- (5) Supporting agencies, as needed:
 - (a) Local Representatives
 - (b) Federal Agencies
 - (c) Colorado Department of Agriculture (CDA)
 - (d) Colorado Department of Human Services (CDHS)
 - (e) Colorado Department of Labor and Employment (CDLE)
 - (f) Colorado Department of Local Affairs (DOLA)

- (g) Colorado Department of Natural Resources (DNR)
 - (h) Colorado Department of Public Health and Environment (CDPHE)
 - (i) Colorado Department of Regulatory Agencies (DORA)
 - (j) Colorado Department of Transportation (CDOT)
 - (k) Colorado Division of Fire Prevention and Control (DFPC)
 - (l) Colorado Energy Office (CEO)
 - (m) Colorado Geological Survey (CGS)
 - (n) Colorado Office of Economic Development & International Trade (OEDIT)
 - (o) Colorado Office of Information Technology (OIT)
 - (p) Colorado State Forest Service (CSFS)
 - (q) Colorado State University Cooperative Extension
 - (s) History Colorado
 - (t) Other State departments as needed (Corrections, Education, Health Care Policy and Financing, Higher Education, Law, Military and Veterans Affairs, Personnel and Administration, Public Safety, Revenue, State, Treasury)
- (6) Upon review, a decision is made regarding whether or not to activate the LTRWG.
 - (7) If activated, the directors, Recovery Officer, and designated office staff determine areas of focus and invite participants.
 - (8) The Recovery Officer, CRO staff, and OEM staff support the directors by assisting with support and administrative tasks.
 - (9) Goals, milestones and timelines are determined by group members.
 - (10) Participants support efforts of the LTRWG.
 - (11) A demobilization plan or strategy is identified, updated, and used.
- f) Colorado Resiliency Working Group (CRWG)
 - (1) Developed as a result of a previous disaster, this multi-agency working group exists as an ongoing planning, subject matter expertise, and implementation body to further resiliency efforts, guided by the Colorado Resiliency Framework.
 - (2) Because existing subject matter expertise and collaboration are critical to draw upon when building resiliency into community recovery, CRWG members may be asked to participate on the LTRWG. The CRO director is the lead. Refer to the *DR3OP* for details.
 - g) State Hazard Mitigation Team (SHMT)
 - (1) This is a long-standing multi-agency team of subject matter experts brought together to review and prioritize tribal government, local government, and state projects eligible for FEMA hazard mitigation funding, including use of the FEMA post-disaster Hazard Mitigation Grant Program.
 - (2) This group and process is led by OEM Mitigation. Refer to the *Colorado State Hazard Mitigation Plan* for details.

B. Assignment of Responsibilities

1. State

a) Governor

- (1) Declares a state disaster. If applicable, the executive order includes recovery and resiliency.
- (2) Makes the determination on whether or not to request a Presidential disaster declaration. The request includes asking for specific recovery and mitigation programs.
- (3) Designates a Governor's Authorized Representative and alternates.

- (4) Designates a State Disaster Recovery Coordinator to coordinate recovery efforts with FEMA.
 - (5) Makes the determination on whether or not to convene the Governor's Disaster Policy Group for response and/or recovery. If yes, the Governor assigns a lead/chair.
 - (6) Reviews recommendations and sets policy for recovery at the State level.
- b) Executive Directors (Cabinet Members)
- (1) Chair and/or participate on the Governor's Disaster Policy Group or other committees as needed.
 - (2) Set or amend policy for the department/governor's office.
 - (3) Provide recommendations on recovery and resiliency to the Governor.
- c) DOLA/DLG (*Refer to the DR3OP for additional information.*)
- (1) Designated lead State agency for Community and Economic Recovery.
 - (2) Participates in SEOC activations for response/recovery.
 - (3) Provides demographic and population information for damage assessments and disaster recovery program requests.
 - (4) Provides subject matter expertise on disaster assistance centers, disaster recovery centers, and business recovery centers.
 - (5) Informally assesses a community's and/or Tribal government's capability and capacity to determine needs.
 - (6) Provides subject matter expertise on continuity of operations.
 - (7) Assists communities with getting themselves organized and understanding their roles and responsibilities.
 - (8) Manages community expectations.
 - (9) Conducts financial hardship analyses and makes recommendations.
 - (10) Provides assistance on augmenting local capacity and capability.
 - (11) Supports SRTF.
 - (12) Co-leads LTRWG.
 - (13) Administers Community Development Block Grant (CDGB) and CDBG – Disaster Recovery funds.
 - (14) Interfaces with communities on recovery and resiliency.
 - (15) Works with communities on recovery and resiliency planning.
 - (16) Works with communities on economic recovery.
 - (17) Supports community recovery groups and committees.
 - (18) Leads NDRF RSF Community Planning and Capacity Building.
 - (19) Leads NDRF RSF Economic Recovery.
 - (20) Supports NDRF Housing and Health and Social Services RSFs.
 - (21) Supports NDRF Natural and Cultural Resources and Infrastructure RSFs as needed.
- d) DOLA/DOH (*Refer to the CDHP, SDHP, and DR3OP for more information.*)
- (1) Designated lead State agency for Interim and Long-term Housing Recovery (Housing).
 - (2) Participates in SEOC activations in ESF #6.
 - (3) Leads the Disaster Housing Task Force.
 - (4) Provides subject matter expertise for housing efforts.
 - (5) With CDHS, co-leads the transition from sheltering/short-term housing to interim and long-term housing.
 - (6) Coordinates with public housing authorities and other stakeholders.
 - (7) Administers funds directed at housing efforts.
 - (8) Administers CDBG and CDBG-DR funds directed to housing.
 - (9) Supports SRTF and LTRWG.
 - (10) Leads NDRF Housing RSF.
 - (11) Supports NDRF Health and Social Services RSF.

- e) CDPS/DHSEM
 - (1) Manages and participates in SEOC activations.
 - (2) Ensures state executive orders for disasters include mention of recovery, resiliency, and mitigation whenever applicable.
 - (3) Coordinates damage assessments.
 - (4) Liaises with volunteer agencies.
 - (5) Liaises with the private sector.
 - (6) Leads the SRTF.
 - (7) Co-leads the LTRWG.
 - (8) Coordinates donations management provision if necessary.
 - (9) Works with communities on debris management.
 - (10) Makes requests for funds and administers the State Disaster Emergency Fund.
 - (11) For Presidential disaster declarations, ensures designation of a Governor's Authorized Representative and alternate.
 - (12) For Presidential disaster declarations, ensures a State Disaster Recovery Coordinator is designated to lead coordination with FEMA and other agencies.
 - (13) For Presidential disaster declarations, if applicable, administers the FEMA Hazard Mitigation Grant Program, Public Assistance Program, and Disaster Case Management Program.
 - (14) Supports FEMA in their administration of Individual Assistance.
 - (15) Supports USDA NRCS Emergency Watershed Protection Program efforts.
 - (16) Works with DOLA DLG to support building community capacity and capability.
 - (17) Supports community recovery groups and committees.
 - (18) Leads NDRF Infrastructure RSF.
 - (19) Supports or leads NDRF Natural and Cultural Resources RSF.
 - (20) Supports NDRF RSFs Economic Recovery, Community Planning and Capacity Building, Health and Social Services, and Housing.
- f) CDHS (*Refer to other Annexes and ESF #6 for details.*)
 - (1) Leads or supports coordination efforts for human and social services.
 - (2) Leads ESF #6.
 - (3) Supports SRTF and LTRWG.
 - (4) Supports or leads NDRF Health and Social Services RSF.
 - (5) Supports other federal RSFs as needed.
 - (6) Provides subject matter expertise and technical assistance.
- g) CDPHE/OEPR (*Refer to other Annexes and ESFs #8 & 8a for details.*)
 - (1) Leads coordination efforts for behavioral health and public health.
 - (2) Leads ESF #8 and #8a.
 - (3) Supports SRTF and LTRWG.
 - (4) Supports or leads NDRF Health and Social Services RSF.
 - (5) Supports other federal RSFs as needed.
 - (6) Provides subject matter expertise and technical assistance.
- h) CDOT (*Refer to the Infrastructure Recovery Annex and ESF #1.*)
 - (1) Leads recovery efforts for state transportation infrastructure.
 - (2) Tracks progress of temporary and permanent repairs and replacement of infrastructure.
 - (3) Leads/supports efforts to build in resiliency.
 - (4) Provides subject matter expertise and technical assistance.
 - (5) Supports the SRTF and LTRWG.
 - (6) Supports or leads NDRF Infrastructure RSF.
- i) OIT (*Refer to the Infrastructure Recovery Annex and ESF #2.*)
 - (1) Leads recovery efforts for state IT infrastructure.

- (2) Tracks progress of temporary and permanent repairs and replacement of infrastructure.
- (3) Leads/supports efforts to build in resiliency.
- (4) Provides subject matter expertise and technical assistance.
- (5) Supports the SRTF and LTRWG.
- (6) Supports NDRF Infrastructure RSF.
- j) DORA/PUC (*Refer to the Infrastructure Recovery Annex and ESF #12.*)
 - (1) Tracks numbers of users without service.
 - (2) Tracks progress of temporary and permanent repairs and replacements of infrastructure.
 - (3) Provides subject matter expertise and technical assistance.
 - (4) Supports the SRTF and LTRWG.
 - (5) Supports NDRF Infrastructure RSF.
- k) CEO
 - (1) Supports the LTRWG.
 - (2) Supports energy recovery and resiliency efforts.
 - (3) Provides subject matter expertise and technical assistance.
 - (4) Supports NDRF Infrastructure RSF.
- l) OEDIT
 - (1) Supports the LTRWG.
 - (2) Supports business recovery centers.
 - (3) Supports economic recovery, resiliency, and development efforts.
 - (4) Provides subject matter expertise and technical assistance.
 - (5) Supports NDRF Economic Recovery SF.
- m) DORA/DOI
 - (1) Leads efforts to inform consumers regarding home and renters insurance concerns.
 - (2) Supports disaster assistance centers.
 - (3) Supports the SRTF and LTRWG.
 - (4) Provides subject matter expertise and technical assistance.
- n) CDA
 - (1) Supports local efforts to restore agriculture.
 - (2) Supports ESF #11.
 - (3) Provides subject matter expertise on recovery, resilience, and mitigation.
 - (4) Supports SRTF and LTRWG.
 - (5) Supports or leads NDRF Natural and Cultural Resources RSF.
 - (6) Supports NDRF Economic Recovery SF.
- o) CDNR
 - (1) Supports local efforts to restore watersheds.
 - (2) Supports ESF #11.
 - (3) Provides subject matter expertise on recovery, resilience, and flood and erosion mitigation.
 - (4) Supports SRTF and LTRWG.
 - (5) Supports or leads NDRF Natural and Cultural Resources RSF.
- p) CGS
 - (1) Supports local efforts to recover and mitigate.
 - (2) Provides subject matter expertise on resilience and geologic hazard, post-wildfire debris flow, and erosion mitigation.
 - (3) Supports SRTF and LTRWG.
 - (4) Supports NDRF Natural and Cultural Resources RSF.
- q) CSU Cooperative Extension
 - (1) Provides information on various topics including erosion and soil stability.
 - (2) Supports disaster assistance centers.

- (3) Supports damage assessment efforts.
 - (4) Supports local efforts to restore agriculture.
 - (5) Supports economic recovery.
 - r) CSFS
 - (1) Provides information on wildfire mitigation and post-wildfire debris flows.
 - (2) Identifies hazard trees post-wildfire.
 - (3) Supports NDRF Natural and Cultural Resources RSF.
 - s) CDLE
 - (1) Works with FEMA if IA Disaster Unemployment is triggered.
 - (2) Provides subject matter expertise and technical assistance on employment/unemployment.
 - (3) Supports NDRF Economic Recovery SF.
 - t) History Colorado
 - (1) Has an Emergency Stabilization Grants program to temporarily stabilize a building, structure, or site until permanent preservation measures can be taken.
 - (2) Supports historical and cultural resources recovery.
 - (3) Provides subject matter expertise and technical assistance.
 - (4) Supports NDRF Natural and Cultural Resources RSF.
 - u) DFPC
 - (1) Administers FEMA Fire Management Assistance Grant Program.
 - (2) Supports NDRF Natural and Cultural Resources RSF.
2. Federal
- a) Department of Homeland Security/Federal Emergency Management Agency
 - (1) Leads damage assessment and analyses for Presidential disaster declaration requests.
 - (2) Administers disaster recovery and mitigation programs including Individual Assistance, Public Assistance, and the Hazard Mitigation Grant Program.
 - (3) Participates in disaster recovery centers.
 - (4) Coordinates federal agency facilitation of NDRF RSFs.
 - (a) Community Planning and Capacity Building RSF.
 - (b) Economic Recovery SF.
 - (c) Health and Social Services RSF.
 - (d) Housing RSF.
 - (e) Infrastructure RSF.
 - (f) Natural and Cultural Resources RSF.
 - b) Department of Agriculture
 - (1) Administers agriculture recovery programs.
 - (2) NRCS conducts damage survey assessments to determine damages and recovery and mitigation actions, requests appropriation of funds, and administers the Emergency Watershed Protection Program.
 - (3) RD provides technical assistance, subject matter expertise, and funding for rural development if available and as appropriate.
 - (4) USGS, USFS provide subject matter expertise.
 - (5) USGS, USFS etc. participate on BAER teams.
 - (6) Participates in DACs and DRCs.
 - (7) NDRF Natural and Cultural Resources RSF.
 - (8) NDRF Economic Recovery SF.
 - (9) NDRF Community Planning and Capacity Building RSF.
 - (10) NDRF Housing RSF.
 - (11) NDRF Infrastructure RSF.
 - (12) NDRF Health and Social Services RSF.

- c) Department of Commerce
 - (1) EDA may provide subject matter expertise and/or funding.
 - (2) NDRF Economic Recovery SF.
 - (3) NDRF Community Planning and Capacity Building RSF.
 - (4) NDRF Housing RSF.
 - (5) NDRF Infrastructure RSF.
 - (6) NDRF Health and Social Services RSF.
 - (7) NDRF Natural and Cultural Resources.
- d) Department of Defense/US Army Corps of Engineers
 - (1) May provide technical assistance and subject matter expertise.
 - (2) Conducts studies if approved.
 - (3) Provides funding if available and as appropriate.
 - (4) Participate on BAER teams as needed.
 - (5) NDRF Infrastructure RSF.
 - (6) NDRF Community Planning and Capacity Building RSF.
 - (7) NDRF Natural and Cultural Resources.
- e) Department of Education
 - (1) NDRF Health and Human Services RSF.
 - (2) NDRF Community Planning and Capacity Building RSF.
 - (3) NDRF Infrastructure RSF.
- f) Department of Energy
 - (1) NDRF Infrastructure RSF.
 - (2) NDRF Community Planning and Capacity Building RSF.
 - (3) NDRF Housing RSF.
- g) Department of Health and Human Services
 - (1) May provide subject matter expertise.
 - (2) NDRF Health and Social Services RSF.
 - (3) NDRF Economic Recovery RSF.
 - (4) NDRF Community Planning and Capacity Building RSF.
 - (5) NDRF Housing RSF.
 - (6) NDRF Infrastructure RSF.
- h) Department of Housing and Urban Development
 - (1) NDRF Community Planning and Capacity Building RSF.
 - (2) NDRF Health and Human Services RSF.
 - (3) NDRF Housing RSF.
 - (4) NDRF Infrastructure RSF.
- i) Department of Interior
 - (1) USGS, BLM, NPS, USF&W, BIA, BOR etc. may provide technical assistance and subject matter expertise.
 - (2) Participate on BAER teams as needed.
 - (3) NDRF Natural and Cultural Resources
 - (4) NDRF Community Planning and Capacity Building RSF.
 - (5) NDRF Economic Recovery SF.
 - (6) NDRF Health and Human Services RSF.
 - (7) NDRF Infrastructure RSF.
- j) Department of Justice
 - (1) NDRF Health and Human Services RSF.
 - (2) NDRF Community Planning and Capacity Building RSF.
 - (3) NDRF Housing RSF.
- k) Department of Labor
 - (1) NDRF Health and Human Services RSF.
 - (2) NDRF Economic Recovery RSF.
- l) Department of Transportation
 - (1) NDRF Community Planning and Capacity Building RSF.
 - (2) NDRF Health and Social Services RSF.
 - (3) NDRF Infrastructure RSF.

- m) Department of Treasury
 - (1) NDRF Health and Human Services RSF.
 - (2) NDRF Infrastructure RSF.
 - (3) NDRF Economic Recovery RSF.
 - n) Department of Veterans Affairs
 - (1) NDRF Health and Human Services RSF.
 - (2) NDRF Housing RSF.
 - o) Environmental Protection Agency
 - (1) May provide technical assistance and subject matter expertise.
 - (2) May provide environmental protection services.
 - (3) NDRF Community Planning and Capacity Building RSF.
 - (4) NDRF Economic Recovery RSF.
 - (5) NDRF Health and Human Services RSF.
 - (6) NDRF Housing RSF.
 - (7) NDRF Infrastructure RSF.
 - (8) NDRF Natural and Cultural Resources
 - p) Small Business Administration
 - (1) Leads damage assessment and analyses for SBA Administrative declaration requests.
 - (2) Participates in damage assessments and analyses for Presidential disaster declaration requests.
 - (3) May provide loans to eligible recipients.
 - (4) Participates in disaster recovery centers.
 - (5) NDRF Economic Recovery RSF primary agency.
 - (6) NDRF Community Planning and Capacity Building RSF.
 - (7) NDRF Housing RSF.
 - (8) NDRF Health and Human Services RSF.
3. Tribal and Local Governments
- a) Authority Having Jurisdiction
 - (1) Requests assistance from the State.
 - (2) Organizes community or Tribe recovery and resiliency efforts.
 - (3) Applies for recovery and/or mitigation funds.
 - b) Public Housing Authorities
 - (1) May be subrecipients of funding for low income housing.
4. Nongovernmental Organizations
- a) Identify issues and provide recommendations and solutions.
 - b) Participate in disaster assistance centers as necessary.
 - c) Provide subject matter expertise, data, and technical assistance.
 - d) Participate in damage assessments as appropriate.
 - e) Provide volunteer assistance.
 - f) Provide financial assistance as available.
 - g) National/Colorado Voluntary Organizations Active in Disasters participate on NDRF RSFs.
 - h) ARC participates on NDRF Community Planning and Capacity Building, Health and Social Services, and Housing RSFs.

II. **Direction, Control, and Coordination**

- A. For smaller scale, more straightforward community recovery efforts with no additional considerations that do not meet the level of State concern, an on-scene control system may be used. When using an on-scene control system, an individual, usually someone in the agency having jurisdiction (AHJ), is vested with responsibility for direction and control.
- B. For more complex and/or larger scale recoveries or for recoveries that are controversial or have additional and possibly sensitive considerations, a centralized system is used for policy making and coordination. On-scene control is used to direct recovery assets in the field.
- C. There are multiple levels of centralized management based on need. Recovery that rises to a lower level of State concern (short-term, simpler, and without additional considerations of a

sensitive nature) may be handled through the SEOC structure. For slightly more complex and/or larger scale recoveries that extend beyond the SEOC activation period, the SRTF may be activated.

- D. More complicated, larger-scale, longer-term recoveries or recoveries of a more sensitive nature may require activation of both the SRTF (for short-term coordination) and the LTRWG (for policy making, prioritizing limited resources, and/or coordination as needed over and above the SRTF). Responses and/or recoveries rising to the highest level of State concern (complex, large, controversial, etc.) might trigger activation of the Governor's Disaster Policy Group (GDPG). If the GDPG is triggered to make State-level policy decisions, the executive directors, LTRWG, and others provide recommendations for consideration.
- E. If state recovery assets such as personnel are sent to the field, based upon agreement and/or understanding, those persons might be managed by the AHJ. Regardless, personnel should check in with the AHJ to ensure coordination. If personnel are sent to the field, the State or local EOC, or somewhere else that might have credentialing capability, personnel should check into and out of the credentialing system.

III. Information Collection, Analysis, and Dissemination

A. Damage Assessment

- 1. Damage assessment information is necessary for analyzing and determining needs. Sources include local governments, nongovernmental organizations including nonprofit organizations and the private sector, state agencies including DHSEM, DLG SDO, federal agencies including but not limited to USDA Natural Resources Conservation Service and USACE, the media, and individuals. Information is used by state agencies when making declaration requests, assessing unmet needs, preparing action plans, determining funding, and identifying vulnerable populations that might need additional assistance. Templates are used to prepare declaration requests and action plans. When seeking declarations and funding, information for formal requests is shared with FEMA and HUD.

B. Determining Financial Hardship for Cost Sharing

- 1. Financial hardship requests may be submitted to the State and forwarded to DLG for analysis in cases where state funding may be available to cost share. Sources of information include local governments, DHSEM and other state agencies, FEMA and other federal agencies providing funding with cost shares. DLG processes the data and provides a recommendation on cost share in memo format to the LTRWG. A formal response is drafted, reviewed, signed, and sent to the requesting entity. A copy of the request, the analysis, and the response are maintained at DLG and OEM for the record. Refer to the *DR3OP* for details on this process.

C. Progress Reports and Accomplishments

- 1. Progress and accomplishments on overall recovery are tracked by the DHSEM State Recovery Officer.
- 2. Gathering data and information for tracking progress and accomplishments specific to community recovery (community recovery, housing, economic recovery, and resiliency) is completed by CRO staff.
- 3. Information is requested from AHJ, agencies conducting recovery, mitigation, and resiliency-related activities,
- 4. The CRO Director generates progress reports and accomplishments for community recovery and disseminates in a report format to leadership, recovery stakeholders, and public information officers for wider distribution.

IV. Communication

A. WebEOC

- 1. WebEOC is used to share information and submit requests. The system allows for individual entries, updates, and attachments. Users may request access to

the recovery board if not already granted access in the system. Except for notifications, the system is online so a user must have access to the internet.

- B. Briefings
 1. Briefings are typically held at the SEOC while the SEOC is activated. Traditional conference calling capability is usually available for those needing remote access.
 2. Upon consultation with others, the SEOC Manager determines the days, frequency, and times of response and recovery calls generated from the SEOC. A member of the operations team typically hosts the call. The Recovery Officer and CRO Director consult with the call organizer and offer input as to the recovery part of the agenda and agencies to be represented and called out for the briefing.
- C. Other Response and Recovery Calls
 1. Often briefings are kept to providing information on a need-to-know basis to keep them manageable on time.
 2. If determined by the OEM Director, CRO Director, Recovery Officer, or another authorized individual as being inadequate to accomplish necessary business, a separate call might be considered. The right format and well-timed calls are critical to keeping participants engaged. Too many calls, calls that are too long, calls that seem disorganized, participants that overshare – these are all factors that force participants with limited time to drop off or disengage.
- D. Recovery Updates
 1. Comprehensive updates on general recovery are provided in a report from the Recovery Officer. Comprehensive updates on community recovery progress are compiled by CRO Staff and submitted to the CRO and OEM Directors. Reports are submitted upward to leadership and PIOs. PIOs disseminate as appropriate.
- E. Communication with Agencies Having Jurisdiction (AHJs)
 1. Because so many agencies participate in community recovery it's easy to overwhelm the 'customer'.
 2. Most interaction from DOLA occurs between the regional managers and AHJs; most initial interaction from DHSEM occurs between the field managers and AHJs. Other relationships develop as recovery proceeds.
 3. The amount of time and number of interactions the Recovery Officer and Directors of OEM and CRO have with those affected depends on conditions at the time. It's an inverse relationship; the less going on, the more personal interaction can occur, however if multiple recoveries are running concurrently, the amount of time and number of interactions could decrease.
 4. Relationships and building trust are key to truly assisting communities and that mostly occurs through interactions and being effective.

V. **Administration, Finance, and Logistics**

- A. Administration
 1. Each state department/agency uses its own contracts and its own system for managing subrecipient grants unless otherwise directed.
 2. Each department/agency maintains appointing authority for its own employees, even if temporarily assigned to another agency for recovery.
 3. DOLA administers CDBG, CDBG-DR, and other grants from HUD. If warranted and on a case-by-case basis per disaster, DOLA will work with stakeholders to determine appropriate subrecipient administrators and distribution of funds.
 4. DHSEM administers FEMA grants including Public Assistance and Hazard Mitigation Grant Program.
- B. Finance
 1. Each state department/agency is responsible for maintaining their own financial records.
 2. Any agency acting as a grantee or subrecipient is responsible for reporting as required by the grant program.

3. Each agency is responsible for knowing and following procurement procedures appropriate to their circumstances.
 4. Any department/agency granting out funds is responsible to monitor use of those funds.
 5. Each granting agency is responsible to fully inform the subrecipient of all requirements.
 6. Each granting agency is responsible to set up and manage reimbursement requests and reporting in a timely and effective manner. Training and follow-up technical assistance should occur if a subrecipient demonstrates a lack of knowledge or ability to successfully manage the grant.
 7. Each is responsible to report fraud, waste, or misuse of funds.
 8. Each granting agency is responsible for leading the effort to provide responses to audit findings.
- C. Logistics
1. If resources are requested by communities from the state and the SRTF or LTRWG are operational, determining resource needs, acquiring resources, and tracking resources may go through a committee process.
 2. If available resources are inadequate to fill all approved needs, a prioritization process may occur.
 3. If applicable, requests for critical resources beyond department or agency control may be requested through the resource mobilization process and handled through the SEOC and OEM.
 4. The State has a formal system for ordering resources using WebEOC. Refer to the Resource Mobilization Annex for more information.

VI. **Authorities and References**

- A. *Colorado Disaster Emergency Act*
- B. *Colorado Disaster Housing Plan, including the DOH Staff Disaster Housing Plan*
- C. *Colorado Resiliency Framework*
- D. *Colorado State Hazard Mitigation Plan*
- E. *DOLA Disaster Resiliency, Response, and Recovery Operations Plan*
- F. *State Emergency Operations Plan Resource Mobilization Annex*

Assistance for Individuals, Households and Small Businesses Recovery Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. The purpose of the Annex is to describe the type of assistance that can be offered or coordinated for individuals, families, households and small businesses.
2. Planning assumptions are the disaster will have risen to the level of a state request of assistance.

B. Scope

1. There are state and federal programs and assistance that do not require local, state or federal declarations. Although, there are specific thresholds for many programs, this area of individual assistance relies more on impact and the ability to tell the story of what the impacts were and how they affect people.
2. State programs are a combination of numerous state agencies, the private non-profits and often the private sector. DHSEM has an Emergency Assistance Grant Program provided for under section CRS 24-33.5-1106 allowing for up to \$5,000 per household of assistance when the program is authorized during a disaster.
3. Individual Assistance (IA) disasters are rare in Colorado. The 1997 flood had an IA declaration for three counties (Larimer, Logan and Morgan). An IA declaration was made by FEMA in 1999, flooding affected six counties (Bent, El Paso, Larimer, Otero, Pueblo, Weld counties). In 2013, the floods had an IA declaration with 11 counties, the largest ever in Colorado history. For DR 4145 Colorado Floods, the total Individual and Households program dollars approved by FEMA were: \$61,933,570. The State of Colorado applied for a Disaster Case Management Program (DCMP) grant of \$2.6 million from FEMA for the DCMP. The State worked closely with voluntary agencies to run the DCMP program through case management centers where voluntary and government case managers worked side by side to assist clients.
4. It is possible to get certain programs under a declaration in IA such as the crisis counseling program, which has had 13 declarations (see ESF-8a). The type of disaster will drive the types of assistance programs needed by Colorado residents. This also applies to the homeless population and strategies are in place in the Mass Care ESF-6 Annex to work with non-traditional populations in Colorado to include the undocumented, homeless, those without transportation and those with access and functional needs. As the population in Colorado grows, urban population densities are increasing, while rural populations are becoming more resource-limited. The location of the disaster will dictate the type of emergency, short term, mid-term and long term recovery needs.

C. Situation

1. Leads for the Recovery Annex work with community officials and Local Emergency Managers and the Recovery Section Chief to identify further needs of individuals, households, and small businesses.
2. 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-solving, and demobilize resources.
3. Services needed, method of delivery, and location options are incident and circumstance dependent.

D. Assumptions

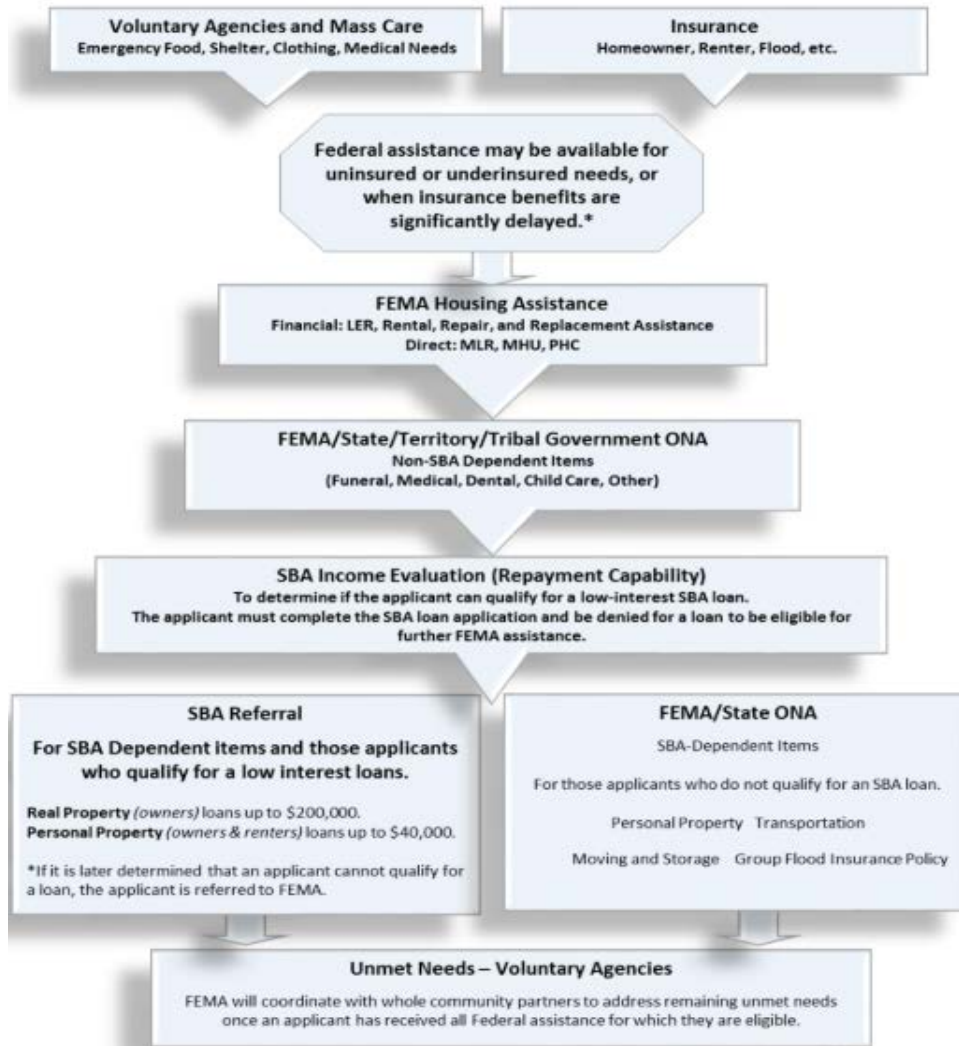
1. Many Colorado disasters do not rise to the level of making a State or Federal level disaster.
2. Many smaller disasters rely on existing social service and non-profit programs or loosely knit long term recovery, unmet needs or other coalitions.

3. There are a few waivers for programs, foundations support and grants that may be available but they are not plentiful. Therefore, in smaller disasters, people have to be resourceful.
4. With the continued growth of population to Colorado, we may see more disaster activity that affects individuals as people potentially move into threat zones and with increasing densities in urban areas.
5. State level disasters can bring together partners to solve problems creatively and new partners are joining disaster work. Agencies with a state memorandum of understanding (MOUs) will be better prepared to assist as the state is aware of their mission and how they do business. And, if the same resource is used at a local level, the idea is that the service can be seamless, such as: 211 information and referral services.
6. One way to ensure services are being effective is to ensure disaster case management approach is being utilized to avoid duplication of services. In Colorado, DHSEM has an automated disaster case management database (Vision Link) that can be utilized for any size disaster.
7. In a federal disaster, DHSEM can make application to FEMA for the Disaster Case Management program but DHSEM has no case managers/supervisors on staff, they will have to be hired and trained. There is a need to make sure bilingual and caseworkers match the diversity of the population served.

II. **Concept of Operations**

- A. The Concept of Operations for Individual family assistance is a combination of state and other agencies identifying disaster caused or disaster aggravated needs that can be met by providing resources. Refer to the State VAL any gaps and she / he will communicate with COVOAD to identify any agencies who could fill a gap. Crisis CleanUp is a database not in the state system but open source data that might be able to coordinate widespread debris clean up.
- B. In disaster(s) there is rarely enough money to adequately address every need. Needs may include recovery support for individuals it is often a long process reaching a "new normal" as there are circumstances that may not allow for individuals and families to restart their lives in the same manner after the disaster. There are ancillary services that need to be delivered with finding resources for families such as: access to behavioral health services.
- C. Sometimes federal programs take many months to ramp up and may include lots of administrative guidelines. Often individuals and families will be in temporary housing and then short term housing for longer than expected due to many factors in rebuilding or locating housing.
- D. Voluntary agencies are often able to assist with short term needs but usually cannot sustain long term recovery without working in a long term recovery committee atmosphere. The long term recovery committees often have subcommittees that address such issues as: construction, case management and volunteer management. All those defray the costs of recovery and rebuilding, especially for those with no insurance or are underinsured.
- E. The sequence of delivery details the typical steps of assistance and the order in which they often come into play. The disaster voluntary agencies often are the first to assist and then also the last to assist as programs and funds from other programs run dry. Even though fundraising may be robust for the prioritized and working in concert with other federal programs such as: HMPG is beneficial. In some cases several grant programs may overlap but can be melded together to meet needs based on the complexity of the situation. In many cases, zoning or regulations can change after the disaster and often must be compliant to the new rules.

Disaster Assistance Sequence of Delivery



Source: <https://www.fema.gov/media-library/assets/documents/170327>

III. Organization and Assignment of Responsibilities

A. Organization

1. Public Assistance Officer - Recovery Grants Section Supervisor
2. Individual Assistance Officer - Assigned by the OEM Director
3. SBA Coordinator – PSL
4. Damage Assessment Coordinator - Recovery Specialist assigned by OEM Director as needed, reporting to the SEOC Manager during SEOC activations.

B. Assignment of Responsibilities

1. State

a) DHSEM

- (1) Operate the SEOC and in concert with the Recovery Manager, DHSEM Field Service personnel and DOLA in order to provide statewide support and coordination.
- (2) Coordinate the SBA programs on a statewide level and coordinate with the Agricultural Drought office in times of drought declarations for businesses other than agriculture. Coordinate

heavily with DHSEM regional field managers, assistant field manager and the field manager supervisor and the recovery manager for each region who may be affected.

(3) Tribal governments within the State of Colorado have the right to declare an emergency directly with the Federal government and choose not to go through the State of Colorado for technical guidance and support.

(4) When coordinating a federal declaration, all applicants must apply to the SBA program for Income Evaluation. The applicants do not have to take a SBA loan but they must complete the SBA application and be denied for any further assistance.

b) Colorado Department of Human Services (CDHS)

(1) CDHS is responsible for coordinating ESF-6 Mass Care, Housing, Emergency Assistance, and Human Services in the State EOC during activations.

(2) Human Services programs may include: Temporary Assistance for Needy Families (TANF), one time food replacement benefits, DSNAP benefits, Aging and Adult Services, childcare programs, assistance to persons with access and functional needs, and assistance with disaster behavioral health and substance abuse issues as necessary.

(3) These programs may apply to local or state declared disasters as well as federal declared disasters, depending on the program and policies and plans in place at the county, State and Federal level.

c) Colorado Department of Labor and Employment (CDLE)

(1) Coordinate disaster unemployment, coordinate any grant programs based on employment areas or education, as necessary.

2. Federal

a) Coordination with the DHSEM OEM Director to request federal disaster is necessary. Damage assessment is required to document damages to rise to a federal level. Many programs are available but need to be requested by the State of Colorado.

b) In the event of a large housing need, additional grant may be available through the Community Development Block Grant Disaster Relief (CDBG-DR). The grants have been administered by DOLA, Housing Division and work with local housing authorities.

c) These grants are not quick and often take 18 months to see federal dollars to support the program. State Action plans are to be developed and sent to the Housing and Urban Development (HUD) office.

3. Local

a) All disaster assistance begins and ends locally.

b) Even during large disasters all needs cannot be met and local jurisdictions should keep current and involved with what state and federal assistance is being provided.

c) Often housing will not be plentiful and affordable housing even tighter. Many areas in the State of Colorado have housing authorities.

Applying for Individual and Household Assistance

A. Persons living in counties declared eligible for individual assistance programs under a major presidential disaster declaration may register for assistance by:

1. On line: www.fema.gov or www.disasterassistance.gov

Phone: 1-800-621-FEMA (1-800-621-3362)

TTY: 1-800-462-7585

V. Direction, Control, and Coordination

- A. Ideally, in local and state disasters the COVOAD and the State Voluntary Agency Liaison will be involved in bringing resources to the table.
- B. The VOAD agencies will be requested but are not tasked with recovery functions.
- C. Often, if the recovery period lasts for long periods of time, the Emergency Manager will stay involved on the periphery as a recovery manager or LTRG will be present coordinating services for individuals and families.
- D. If there are multiple jurisdictions involved, the recovery process may not look the same in each county or town.
- E. There is some consistency in services but if the resources are stretched, voluntary agencies may not be able to provide comprehensive services in all counties/jurisdictions.

VI. Information Collection, Analysis, and Dissemination

- A. Confidentiality is an area of great attention as records need to be kept securely.
- B. Policies should reflect keeping personally identifiable information sharing at a minimum.
- C. Records should be kept under lock and key and meeting the department policy for records storage and retention.
- D. Records will also need to be kept in the event there is a request to establish whether there is a duplication of benefits between programs.

VII. Communication

- A. Communication is crucial in response and recovery. For those who are hard of hearing or deaf, certified ASL interpreters will be provided either through video relay or, closed and live captioning will be utilized for all state held public meetings.
- B. Services to assist all community members, travelers or temporary will be provided according to and in compliance with the following federal laws:
 - 1. Title VI of the Civil Rights Act of 1964, as amended (Title VI);
 - 2. Section 504 of the Rehabilitation Act of 1973, as amended; and
 - 3. The Department's Title VI implementing regulations at 6 C.F.R Part 21 and 44 C.F.R Part 7.
 - 4. Website information will be 508 compliant and follow Web Content Accessibility Guidelines (WCAG 2.0), (similar to Section 508, but on an international level), especially for those with low vision.
 - 5. For those with limited English proficiency, the emergency information will be translated to native languages to those served. For those access and functional needs, outreach will be done to agencies serving those needs, such as: home health agencies. Note: Ultimately, ADA protects the civil rights of persons with disabilities participating in interstate commerce; whereas Section 508 is a set of regulations related to access to Government ICT. 508 compliance provides accessibility for digitally published material within government agencies and entities.

VIII. Admin, Finance, and Logistics

- A. Admin
 - 1. Varies by Program – see each program for detail
- B. Finance:
 - 1. Varies by Program – see each program for detail
- C. Logistics
 - 1. Varies by Program – see each program for detail

IX. Assistance Programs That May Be Available

- A. Individual and Households program (IHP)
 - 1. The FEMA Individuals and Households Assistance Program provides money or direct assistance to eligible individuals, families, and businesses in a Presidentially-declared disaster area whose property has been damaged or destroyed and whose losses are not covered by insurance.

2. Unlike the Public Assistance Program, there are no set thresholds that counties must meet to be deemed eligible for the Individuals and Households Assistance Program.
 3. In making an IHP declaration recommendation to the President, FEMA in concert with the State and SBA, assesses various factors such as concentration of damages, frequency of disasters in the area, insurance coverage for damaged structures, level of damages, socioeconomic data of the affected area, and economic impact.
 3. The maximum IHP award limit is adjusted by FEMA at the beginning of each Federal fiscal year (October 1) to reflect changes in the Consumer Price Index. The IHP program is limited to the 18 months following the date of Presidential declaration not the date of disaster or date designated for IA.
 4. Extensions can be approved with appropriate justifications in writing.
 5. In 2013, Colorado saw over 26,000 registrations for the FEMA IA program - the largest IA Disaster in Colorado history.
 6. Although FEMA administers the program there are specific stipulations for State support that are detailed the FEMA State agreement which was signed early in the IA declaration indicating the authorities or individuals who will be able to access the FEMA IA data, and security protocols were put in place in 2015.
 7. Local resources and voluntary agencies will often start emergency assistance through casework and then as other assistance becomes available will transition to disaster case management.
 8. This program is decided each December as to which election the State of Colorado would choose for the following year. Traditionally, the State of Colorado request FEMA to run IA programs with State support. Very few states in the nation have tried to administer this program without FEMA.
 9. Important areas of concern are: Personal identifiable information (PII) must be protected and the NEMIS and other FEMA databases and 1-800 number tele registration systems are robust to handle the potential volume of cases.
- B. Small Business Administration (SBA)
1. The SBA provides affordable assistance to disaster victims and long-term recovery assistance in the form of low-interest loans to homeowners, renters, and private non-profit organizations.
 2. SBA works with FEMA in declared areas to ensure that affected individuals and businesses are aware of disaster program opportunities.
 3. Underinsured or uninsured survivors may be eligible for:
 - a) Home Physical Disaster Loans for repairs or replacement of a primary residence and replacement of personal property such as clothing, furniture, and cars.
 - b) Business Physical Disaster Loans are available for businesses to repair or replace damaged property such as inventory, supplies, machinery, and equipment. Loans are also available for charities, churches, private schools, etc. (non-governmental nonprofit organizations who are not insured.
 - c) Economic Injury Disaster Loans make working capital available to small businesses and small agricultural cooperatives to cover normal operating expenses through the disaster recovery period.
 4. The SBA offers low interest loans for businesses and individuals, depending on the severity of the disaster. Applicants must have suffered "substantial economic injury" which requires a minimum of five businesses to be impacted.
 5. For physical damage declaration, the SBA requires a minimum of 25 businesses including non-profits or residences (renters or homeowners).
 6. SBA applies to residents or businesses.
 7. Some SBA programs have a 90 day timeframe in which the state must apply and that includes performing a SBA damage assessment.

8. There is no charge to the state or local jurisdiction for the damage assessment or program administration. Although, if there is a local disaster loan outreach center(s) set up, the Local, Tribal governments and State will be required to find no cost facilities and internet/wife associated to the building(s).
 9. There is no requirement for a Local, State or Federal declaration in the event there is a qualifying adverse effect, the Small Business Administration can be consulted by the State of Colorado, DHSEM. Private Sector Liaison to get guidance on the type of disaster assistance.
 10. The Private Sector Liaison will coordinate to get the required substantial economic impact to include SBA damage assessments in the event of a non-Federal, non -State declared and even non local declared.
 11. The SBA loans will be documented and if meet the threshold, the PSL will draft the state request letter, forward it to the Colorado Office of Emergency Management Director (OEM) for approval. The OEM Director will forward a final letter to the DHSEM Division Director to send to the Governor's Office for review and signature. The signed letter will be sent by the DHSEM Division Director to SBA. There are two types of requests with specific and different thresholds:
 - a) Physical Disaster Loan program-letter from Governor has to be submitted to SBA within 90 days from the disaster date
 - b) Economic Injury Loan program - letter from the Governor has to be submitted within 120 days from the disaster date.
 12. The SBA programs are supported by the state administratively but require local input and resources. In most cases, the jurisdiction having authority is involved in the damage assessment, conference call and the acquisition of a facility if a Disaster Loan Outreach Center is opened. A local kick off meeting is usually held to get key stakeholders at the county level and other levels of government and including other agencies who may need the information. For example: victim's assistance, economic development, community relations, voluntary agencies, zoning, etc.
 13. SBA loan programs when issued are on an application basis and individuals must be willing to make an online or paper application and provide other financial documents to show eligibility.
 14. Technical, and application Support is available via telephone from the SBA.
 15. Colorado has seen a significant increase in SBA loans awarded in the past five years ranging from local apartment fires to tornadoes, wind/hail storms and others.
- C. Immediate Disaster Case Management (IDCM) (limited to the emergency time)
1. Most effective when tied in with local programs and systems.
 2. Requires an administration plan. CDPHE has most often administered the grant as a Subrecipient, and maintains robust final reports indicating success and gaps in the crisis counseling program.
 3. Time limits for the Disaster Case Management are up to 18 months after the date of disaster.
 4. The DCMP will only allow for certain costs so time may be spent in locating logistical support such as: furniture, internet or a facility to work from.
- D. Economic Injury Disaster Loans
1. Make working capital available to small businesses and small agricultural cooperatives to cover normal operating expenses through the disaster recovery period.
- E. FEMA Programs Housing Assistance | Housing Assistance (HA) –
1. 100% federally covered program
 2. Housing may be available to applicants displaced from their pre-disaster primary residences or when their residences are rendered unsafe, unsanitary, or non-functional; when the applicants are under-insured or have no insurance to provide for housing needs. Housing assistance may be issued for:
 - a) Temporary Housing – money to rent a different place to live

- b) Rental Assistance through Individuals & Households Program (IHP). IHP provides tax-free grants (Rental Assistance) to households displaced from their primary residence by a federally declared disaster such as wildfires. These need-based grants enable homeowners and renters to secure temporary housing while repairs are made to their pre-disaster primary residence or while transitioning to new permanent housing.
- c) Rental Assistance may be used to rent a house, apartment, manufactured home, recreational vehicle, or other readily fabricated dwellings. To be eligible for Rental Assistance, the following conditions must be met:
 - (1) Losses in a presidentially declared disaster area.
 - (2) No insurance, or your insurance claim has been denied, or your insurance settlement does not cover all of your losses.
 - (3) You or someone who lives with you is a US citizen, a non-citizen national, or a "qualified alien".
 - (4) The affected home is where you usually live and where you were living at the time of the disaster; and you are not able to live in your home, you cannot get to your home, or your home requires repairs because of disaster damage.
 - (5) Only one application will be accepted from each household (generally, all people living in one apartment or house). (See additional information about IHP resources for rebuilding your residence below in the Repair and Rebuilding. Apply online for assistance at <https://www.disasterassistance.gov/> or call the FEMA helpline at (800)621- 3362

F. Community Development Block Grant – Disaster Recovery (CDBG-DR)

- 1. In the event of a large housing need, additional grant may be available through the Community Development Block Grant Disaster Relief (CDBG-DR).
- 2. The grants have been administered by DOLA, Housing Division and work with local housing authorities.
- 3. These grants are not quick and often take 18 months to see federal dollars to support the program.
- 4. State Action plans are to be developed and sent to the Housing and Urban Development (HUD) office.

G. Other Needs Assistance (ONA)

- 1. Federal declaration required
- 2. Cost share program with FEMA paying 75% and the state contributing the remaining 25% of the awarded assistance.
- 3. Program assists disaster victims with funds to meet necessary expenses for serious needs. Forms of assistance include money for:
 - a) Repair – money to repair disaster damage not covered by insurance to make the home safe, sanitary, and functional. FEMA will not provide funding to restore a home to pre-disaster condition
 - b) Replacement – money to replace or rebuild a disaster-damaged home
 - c) Permanent and semi-permanent housing funding in rare circumstances
 - d) Repair or replacement of damaged and destroyed personal property not covered by insurance, such as clothing, furnishings, and appliances.
 - e) Repair or replacement of an individual's primary means of transportation which is no longer usable because of disaster-related damage.
 - f) Medical and dental expenses required because of physical injuries received because of the damage.
 - g) Funeral expenses, if the death was caused by the disaster.
 - h) Moving and storage expenses necessary to avoid additional damage to personal property

- H. There are also programs that are allowed to be administered in an emergency and do not require citizenship, non-citizen national or qualified alien eligibility such as:
1. Emergency Assistance
 - a) Includes search and rescue, medical care, shelter, food and water, and reducing threats to life, property and public health or safety
 2. Disaster Legal Services
 - a) Requires federal declaration
 - b) Provides legal services to low-income victims who have disaster-related legal needs such as insurance claims, preparation of wills and powers of attorney, and lease consultations.
 3. Disaster Unemployment Assistance
 - a) Requires federal declaration
 - b) Provides unemployment benefits and re-employment services for individuals who are unemployed due to the disaster and are unable to secure regular unemployment benefits.
 4. Disaster Unemployment Assistance
 - a) Extends income compensation to self-employed civilians, farm workers, individuals who have worked for only a few weeks, and others who have lost earned income or whose income has been interrupted as a result of a major disaster declared by the President of the United States.
 - b) Benefits cover those usually not entitled to unemployment insurance. In addition to assistance filing a DUA claim, county Workforce Development Centers offer reemployment services, including testing, counseling and placement.
 5. Crisis Counseling Assistance and Training Program
 - a) Requires separate application process to apply, often operationally managed by CDPHE behavioral health unit
 6. Counseling Assistance and Training Program-separate application process to apply, often operationally managed by CDPHE behavioral health unit
 7. Crisis Counseling Program provides services to victims of declared disasters to help relieve grieving, stress, or mental health problems caused or aggravated by the disaster or its aftermath.
 8. Disaster Supplemental Nutrition Assistance (D-SNAP) administered by CDHS in Federally Declared Disasters
 9. There are voluntary agencies that are familiar with limited English speakers and can assist with providing assistance.
 10. Program announcement and dissemination for all assistance should be provided as inclusive of the whole community.
 11. There is an appeal process within FEMA regarding assistance provided or denied. In addition, in the recovery phase there is also a federal recoupment required for anyone who may have gotten benefits inappropriately.
 12. In order to receive some forms of Housing Assistance and Other Needs Assistance the needs must be directly caused by the declared disaster. FEMA must be able to verify the applicant's identity. Additional conditions of eligibility for HA/ONA must satisfy requirements for occupancy and ownership. The programs can assist renters, boarders and owners.
- I. General
1. All applicants of federal assistance must be a US Citizen, non-citizen national or qualified alien with at least one citizen per household.
 - a) Federal programs are tailored to meet the disaster needs of survivors when the applicants insurance, or other forms of disaster assistance received, cannot meet their disaster-caused needs

- b) The Stafford Act prohibits the duplication of federal benefits.
- c) There are also programs that are allowed to be administered in an emergency and do not require citizenship, non-citizen national or qualified alien eligibility such as:
There are voluntary agencies that are familiar with limited English speakers and can assist with providing assistance. Program announcement and dissemination for all assistance should be provided as inclusive of the whole community
- d) There is an appeal process within FEMA regarding assistance provided or denied. In addition, in the recovery phase there is also a federal recoupment required for anyone who may have gotten benefits inappropriately.
- e) All applicants of federal assistance must be a US Citizen, non-citizen national or qualified alien with at least one citizen per household.
- f) Federal programs are tailored to meet the disaster needs of survivors when the applicants insurance, or other forms of disaster assistance received, cannot meet their disaster-caused needs
- g) IHP IA program eligibility
- h) In order to receive some forms of Housing Assistance and Other Needs Assistance the needs must be directly caused by the declared disaster.
- i) FEMA must be able to verify the applicant's identity.
- j) Eligibility for HA/ONA must satisfy ownership and occupancy requirement.
- k) The programs can assist renters, boarders and owners.

X. Authorities and References

- A. Stafford Act 92-288
Colorado CFR IFGP March 2015

Consumer Protection Recovery Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. Coordinate and disseminate information and resources to prevent unfair or deceptive acts or practices in commerce against consumers.
2. Many State, Local, and Tribal agencies have programs designed to inform or protect consumers.

B. Scope

1. Consumer protection involves all providers of goods and services to the public in response to an emergency or disaster event. These providers may include Local, State, and Federal agencies in addition to non-profit and private organizations.
2. Contaminated food and water or livestock disease are addressed under the section titled Public Health.

C. Situation

1. During the recovery from an emergency or disaster, goods and services will be sought and offered to residents and businesses to rebuild. In most cases this is done with good intentions.
2. In some instances individuals and companies may provide inappropriate or fraudulent goods and services.
3. In the aftermath of a disaster or emergency, impacted residents are typically under a lot of stress to return some normalcy and semblance of the life they had before the disaster, resulting in rushed decisions, with limited information, leaving them vulnerable to these predatory practices.
4. Persons with access and functional needs are at great risk.
5. Coloradoans face many natural disasters and weather emergencies each year, including wildfires, tornadoes, hail storms, snowstorms, and flooding.
6. Natural disasters give less than scrupulous persons unique opportunities to take advantage of those affected and those wanting to help.
7. Frequently, unlicensed contractors enter the affected area with promises to finish repairs quickly and at a great price. Others commit identity theft by stealing personal information from those trying to rebuild their lives. The reach of these persons is not limited to those in the affected area. Some pose as charities soliciting donations under the guise of helping those in need.
8. To minimize unfair or deceptive acts in the provision of goods and services to survivors of an emergency or disaster, it's helpful to include pre-written information available to give to residents impacted by an event, informing them where they can find reliable information on the purchase of goods and services.

D. Assumptions

1. Effective monitoring of inappropriate or fraudulent behavior by individuals or companies providing goods and services to the public in response to a disaster is essential.
2. Residents impacted by a disaster event typically will have little knowledge or experience in properly procuring goods and services from vendors.
3. Residents impacted by a disaster will be under a lot of stress and will be pressured to make many decisions to purchase goods and services with little time to confirm that the vendors are qualified, honest and offering products and services at reasonable prices.
4. After a disaster, there will be many vendors of goods and services with little knowledge and understanding of local regulations and permitting requirements.

II. Concept of Operations

- A. As recovering begins following a disaster, representatives from the Colorado Department of Regulatory Agencies (DORA) should be made aware of the disaster and the subsequent consumer protection implications.
- B. Information needs of residents impacted by a disaster may include:
 - 1. Debris removal
 - 2. Waste Disposal
 - 3. Building Permits
 - 4. Contractor licensing (residential and commercial)
 - 5. Fraud Awareness
 - 6. This information to be prominently posted on signs, social media and in flyers.
 - 7. It is useful to prepare post-disaster handouts and signs stating requirements for contractor licensing, bonding and other local government requirements and have them available to the public.
 - 8. DHSEM and DORA should monitor providers of recovery goods and services for inappropriate or fraudulent actions.
 - 9. The Strategic Communications and Outreach Section can help prepare consumer protection recovery handouts specific to the disaster event outlining critical information residents need to know to rebuild. The handouts should also have contact information for agencies that can provide disaster relief services to the public.
 - 10. The Disaster Recovery Center will need to have staff trained and available to disseminate consumer protection information.
- C. Regional Field Managers should be aware of the most common forms of fraud perpetrated in the aftermath of a disaster event (If a question arises, check with DORA or the Office of the Attorney General):
 - 1. Donating to a Charity - Scammers use the same methods to solicit donations as real charities: telemarketing, door-to-door contact, email, mobile devices, and internet social media sites.
 - 2. Be wary of new charitable organizations that start in response to current events. Suspect charities can be checked through ChecktheCharity.com and Better Business Bureau's Wise Giving Alliance. The charities involved in the response are vetted by COVOAD and are listed on the HelpColoradoNow.org website.
 - 3. Fraudulent Disaster Officials & Utility Worker Impersonators - During the aftermath of natural disasters scam artists travel door-to-door impersonating government officials, utility workers, and safety inspectors in order to commit various acts of fraud. One common fraud is to charge application fees while government agencies, including FEMA, never charge application fees.
 - 4. Flood Related Fraud - Individuals promoting investment pools or bonds to help flood survivors, or tout water-purification technologies and distressed real-estate remediation programs should be a red flag. Such offers can be checked through the DORA Colorado Division of Securities at 303-894-2320.
 - 5. Mortgage Fraud - Faced with significant damages and loss of their homes, consumers can overlook their on-going mortgage payments, or can no longer afford to make those payments. Consumers should immediately contact their mortgage lender or mortgage servicer to avoid defaulting on their loan and to avoid foreclosure. Many institutions will allow a grace period during which the obligation to make payments may be suspended. FEMA operates a Disaster Housing Program that helps homeowners who have been forced out of their homes by disasters.
 - 6. Disaster Home Repair - FEMA provides grants to homeowners for minor but necessary disaster-related repairs. The FEMA Disaster Helpline can be reached at 1-800-621-3362. If facing foreclosure, there is a Colorado Foreclosure Hotline that can be reached at 1-877-601 HOPE (4673). If mortgage fraud is suspected, contact the Mortgage Fraud Center, through the Attorney General's Office at 800-222-4444.

7. Public Adjusters - Colorado consumers can hire their own insurance adjuster to help negotiate insurance payments if they are unhappy with or disagree with the results of the property damage evaluations provided by the insurance companies. In some cases, unscrupulous public adjusters have been known to pocket the fee without doing any work or refer homeowners to disreputable contractors from whom they get a kickback, leaving the homeowner with substandard repairs. Public Adjusters must be licensed by DORA through the Colorado Division of Insurance.
8. Home Repair - Common consumer fraud problems stem from home and business repairs. This may manifest in substandard work, incomplete or non-performance of the work. Residents should obtain three bids, verify the contractor is licensed, and has obtained the necessary building permits. Residents can check with the Better Business Bureau to determine if the contractor has a history of non-performance or substandard work.

III. **Organization and Assignment of Responsibilities**

A. Organization

1. DHSEM and DOLA will be responsible to provide information regarding consumer protection.
2. DORA and Local governmental agencies will be responsible to enforce and resolve any infractions of consumer protection codes.
3. DHSEM Strategic Communications and Outreach Section will prepare messaging to inform public disaster relief providers and requirements. DORA will be tasked to receive, evaluate and act upon consumer protection completes.

B. Assignment of Responsibilities

1. State

a) DHSEM

- (1) Operate the SEOC in order to provide statewide support and coordination.
- (2) DHSEM Strategic Communications and Outreach Section will prepare messaging to inform public disaster relief providers and requirements. This messaging should include where one can find this information.

b) DORA

- (1) DORA will be tasked to receive, evaluate and act upon consumer protection completes
- (2) DOLA will establish Disaster Recovery Centers where consumer protection information will be distributed.

2. Local

- a) Establish Incident Command and manage incident in accordance with ICS.
- b) Local building departments will post building contractor license and bonding requirements.
- c) Local and Tribal governments will have the primary responsibility to inform disaster impacted residents and business owners of potential consumer fraud and their responsibility to assure any reconstruction work follows local building regulations.

IV. Direction, Control, and Coordination

- A. The impacted local and Tribal government will have primary direction, control and coordination for consumer protection.
- B. If requested by a local or Tribal government, the Recovery Section Chief will coordinate information messaging through DHSEM Strategic Communications and Outreach. Distribution of information will be through the impacted local government staff, local newspapers, recovery websites and Disaster Recovery Centers.
- C. All local, Tribal and State recovery personnel will have the responsibility to monitor and report any misinformation and potential fraud to the Recovery Manager.

V. Information Collection, Analysis, and Dissemination

- A. With the onset of a disaster, the Recovery Manager will set a meeting with representatives of DORA, DHSEM Office of the Strategic Communications and Outreach Section and impacted local governments to establish what information needs to be submitted to the public and how best to deliver that information. This may include but not be limited to requirements for building permits, contractor licensing and bonding requirements.

VI. Communication

- A. Pre-disaster handouts advising residents of resources for recovery goods and services will be printed. This effort should be also including the languages of the residents impacted by the disaster event and fliers distributed with the cultural leaders.
- B. All recovery personnel will be trained to know contractor licensing, building permits and bonding procedures for building construction.
- C. All recovery personnel will be trained to monitor and inform DORA of any misinformation or fraud regarding recovery service vendors.

VI. Admin, Finance, and Logistics

- A. Admin
- B. Overall administration, finance and logistics is with the local government or Tribal nation.
- C. Finance
- D. Funding for printing of consumer protection informational materials.
- E. Logistics
- F. A station in the Disaster Recovery Center will need to be provided and manned to speak with residents regarding reconstruction regulatory requirements.

VII. Authorities and References

- A. Local government and Tribal nation land use and building codes and regulations
- B. Colorado Consumer Protection Act (CCPA)

Public and Behavioral Health Recovery Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. Public Health and Behavioral Health is responsible for supporting the public health, medical needs, and behavioral health of local partners and victims of an incident, whether natural or human-caused, including response to an emergency epidemic. Provide public 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.
2. Disaster Behavioral Health Response is coordinated by ESF-8 through the SEOC.
3. 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.
4. 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.
5. For those individuals who prior to the event suffer a serious and persistent mental illness, a serious emotional disorder, or a substance use disorder, the purpose of early professional intervention is to provide education, information, and treatment options regarding potential exacerbation of the illness following a disaster.
6. 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.
7. The response system is based on collaborative interaction with Federal, State, local government, law enforcement, emergency management entities, Community Mental Centers (CMHCs), and Managed Services Organizations (MSOs).
 - a) In addition to psychological first aid, response activities include the release of public information and disaster relief resource contacts.
 - b) Behavioral health all-hazards emergency response activities will meet current culturally competent standards of care, and may include risk communication and assessing the situation regularly to identify key behavioral health information gaps for dissemination.
 - c) Administer long-term recovery services through Individual Assistance and the Crisis Counseling Programs, as made available following a Presidential Declared Disaster (PDD) through the Federal Emergency Management Agency (FEMA)
 - d) Provide efficient, effective and coordinated behavioral health/psychosocial response, and technical assistance for all behavioral health activities associated with response to communities in time of disaster.
 - e) 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.
 - f) 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.

- g) 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.

B. Scope

1. Recovery from an emergency or disaster event will likely require assistance from ESF-8, Public Health, to reestablish public health, behavioral health, and human social service systems.
2. The scope of this effort will likely include planning, providing assistance, managing resources, helping coordinate resource delivery, and providing public health services.
3. Specific areas of assistance and technical support to local public health departments, Emergency Medical Services (EMS), Tribal Nations and public health facilities may include:
 - a) Behavioral health crisis counseling
 - b) Disease surveillance and outbreak control measures
 - c) Indoor and outdoor air quality monitoring
 - d) Drinking water and waste water assessments and recommendations
 - e) Food (except livestock) and dairy integrity evaluations and food safety guidelines
 - f) Hazardous materials (including radiation materials) assessments and recommendations
 - g) Waste management guidelines
 - h) Hospital resources and medical supply (pharmaceuticals and biomedical equipment) monitoring
 - i) Support of air and ground ambulance transportation needs and
 - j) Activation and deployment of the Strategic National Stockpile (SNS).
4. This Annex also provides technical and regulatory support to the Debris Management Recovery Annex 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.
5. 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.
6. Coordination and support is categorized in the following functional areas:
7. Obtaining medical supplies and equipment for clinics, hospitals and long-term care facilities as necessary.
8. Emergency medical transportation, including medical evacuation
9. Emergency mental / behavioral health crisis counseling for individuals and the Community.
10. Identification and mitigation of environmental health issues (water contamination, vector control)
11. Fatality Management
12. Worker health and safety
13. Public health and medical information
14. Re-establishment of all health and medical systems
15. Debris management
16. Risk communication
17. Technical assistance

18. Regulatory and compliance support

C. Situation

1. All of Colorado is vulnerable to a multitude of health hazards resulting from floods, wildfires, tornados, winter storms, active shooters in schools, technological emergencies such as dam failures, and hazardous materials releases that all can result in the need to address public health needs
2. The probability of an emergency or disaster requiring State involvement is quite high in any given year while any specific location may be free of a disaster for many years. The type of assistance and amount of needed assistance will depend upon the type and magnitude of the disaster event. Public health staff will have to estimate response and recovery capabilities and limitations with the initial response to a disaster to determine the type and size of the response necessary to begin recovery.
3. The Colorado Department of Public Health and Environment (CDPHE) is the lead Department to work with impacted State and Federal agencies, and local and tribal governments to coordinate health related preparedness, response, recovery and mitigation activities.
4. The people of Colorado enjoy diverse cultural differences including, but not limited to, ethnicity, religion, and rural vs. urban lifestyles. Issues that must be in 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.
5. 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.
6. 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.
7. Pre-incident actions include actions and activities that develop health and medical response capabilities may include planning, training, and exercises for Public and Behavioral Health (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 EMSsystem 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

D. Assumptions

1. 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 as part of an on-going basis.
2. Collaboration and coordination with federal agencies may be necessary.

3. The size and scope of the disaster or emergency will determine the level of support required from federal, state and local partners.
4. This Annex encompasses a full range of activities from education and guidance to the provision of field services.
5. The Recovery Annex will follow 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.
6. 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.
7. In large-scale events requiring federal or mutual aid assistance, Recovery staff will collaborate and coordinate with federal and local partners to locate and distribute the necessary assets.
8. Throughout the response and recovery phases, recovery staff 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 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.
9. 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

II. Concept of Operations

- A. 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:
- B. 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)
- C. Identify populations requiring event-driven health, behavioral health or medical service needs, including providing recommendations on addressing the needs of more vulnerable populations

- D. 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
- E. Health Facility and EMS Care – Monitoring the status of bed capacity, facility capabilities and supplies, provide technical support for reestablishing standard operations
- F. Water Quality - Technical support and laboratory diagnostics for reestablishing safe drinking water and proper waste water disposal
- G. Waste Disposal – Technical support and regulatory monitoring for the assessment and proper disposal of solid and hazardous waste and remediation of contaminated soils
- H. 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 and debris in waterways.
- I. Regulatory Compliance – Technical support on regulatory compliance and policy dealing with applicable issues.
- J. 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
- K. Air Quality – Technical support and regulatory monitoring and compliance for contaminants impacting air quality, i.e. smoke, asbestos.
- L. 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-impacted 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.
 5. 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, 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).

- 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.
- M. 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.
- N. Medical and public health volunteers are managed through the Colorado Volunteer Mobilizer (CVM), overseen by CDPHE. Even under disaster conditions, safe and sanitary food practices must be followed. CDPHE will inspect operating kitchens and food supplies for cleanliness, freshness, and proper preparation.

III. Organization and Assignment of Responsibilities

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 SEOP, managed by the Division of Homeland Security and Emergency Management (DHSEM), is activated.
2. Once activated, CDPHE may coordinate Recovery 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.

3. 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.
4. 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.

B. Assignment of Responsibilities

1. Local

- a) Local governmental agencies are responsible for the coordination and management of disaster or emergency events affecting their jurisdictions.
- b) 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.
- c) 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 ESF-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.
- d) 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.

2. Regional

- a) Regional staff may act as the initial point of contact for the lead agency and provide informational assistance until appropriate representatives arrive.
- b) 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 task

3. State

a) CDPHE

- (1) Lead agency to coordinate disaster behavioral health services for both response and recovery.
- (2) The Executive Director (or designee) of CDPHE is responsible for activating the department to coordinate all emergency and recovery actions consistent with the CDPHE's internal policies, procedures and emergency response plan.
- (3) CDPHE enhances staffing immediately upon notification of activation for a potential or actual public health or medical emergency
- (4) CDPHE activates staffing immediately upon notification 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 who 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.
- (j) Throughout the response and recovery phases of an incident, CDPHE will assign personnel (physical or virtual) to the SEOC.
- (k) 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.
- (l) 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.
- (m) Establish a Liaison through SF-8 SEOC
- (n) Command and control of the disaster behavioral health response
- (o) Coordination and management of disaster behavioral health resources, including post disaster substance-use disorder treatment services.
- (p) Initiate assessment utilizing Population Exposure Model of behavioral health disaster response needs for all affected areas within the state.
- (q) 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).
- (r) 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.
- (s) 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.
- (t) CDPHE’s Office of Emergency Preparedness and Response (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 manmade, 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.

- (u) 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. Services provided by these volunteers are under-funded which makes recruiting and retaining behavioral health responders challenging.
- (v) Maintain 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.
- (w) 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.
- (x) 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.
- (y) OEPR maintains a disaster behavioral health response plan that designates 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.

- b) DHSEM
 - (1) Operate the SEOC in order to provide statewide support and coordination.
- c) CDHS
 - a) CDHS will work with CDPHE to ensure child care facilities in the affected area(s) are receiving proper notifications and services, as well as coordinating other factors, such as shelters, transportation, feeding, and other human needs.
- d) Department of Military and Veterans Affairs
 - (1) Identify possible resources for deployment that may support public health or medical operation needs. This may include:
 - (a) Logistics requests (ground and air) for patient movement or patient evacuation.
 - (b) Security of medical facilities or transport of supplies
 - (c) Mass fatality response (recovery and transport)
- e) 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
- f) Department of Healthcare Policy and Financing
 - b. 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
- g) Department of Human Services / American Red Cross / 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
- h) Colorado 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
- i) Colorado Crisis Education and Response Network (CoCERN)
 - (1) State level multi-agency disaster behavioral health response partnership comprised of OEPR, American Red Cross, Salvation Army, Colorado Society for School Psychologists, Colorado Crisis Response Network, Colorado State Employee Assistance Program, 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.

- (2) Administer Substance Abuse and Mental Health Services Administration (SAMHSA) Emergency Response Grant (SERG), and when available, state funding for community recovery
- (3) 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.
- (4) Provide support services to partner agencies such as the American Red Cross, the lead behavioral health response agency in the event of an aviation disaster.

4. Federal

a) FEMA

- (1) If a Presidential Emergency or Disaster Declaration is declared, the State may request further support from FEMA to address public and behavioral health needs.

b) US 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.

IV. Direction, Control, and Coordination

- A. Report to the SEOC and provide assistance as requested.
- B. Activate the behavioral health disaster response system.
- C. Utilize CoCERN as necessary.
- D. Support local and regional response through technical assistance
- E. Assist statewide inpatient psychiatric bed allocation / need.
- F. Assist with shelter operations as requested in support of SF-6.
- G. Create and maintain a statewide behavioral health disaster response system and plan(s). Plans include identification of OEPR, OBH, both community mental health centers and substance use disorder providers, and mental health institute personnel as emergency and disaster coordinator(s).
- H. Enhance response capacity by securing agreements with service providers.
- I. 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.
- J. Enhance first responder recognition of survivor disaster borne emotional distress.
- K. Create public resiliency by providing information about the effects of trauma and techniques for managing stress.
- L. Developing strong statewide and community-based behavioral health disaster response capacity.
- M. Supporting public information systems with information to provide individuals and communities for direction action.

V. Information Collection, Analysis, and Dissemination

- A. CDPHE OEPR will be the lead agency to assess public and behavior health needs and develop and disseminate information to the public and supporting government agencies.

VII. Communication

- A. CDPHE OEHP will be the lead agency to control and develop all public and behavioral health related communication messages.

VIII. Admin, Finance, and Logistics

A. Admin

- 1. CDPHE OEHP will be responsible for recovery administration.
- 2. 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 Federal requirements will apply.

B. Finance

- 1. CDPHE OEHP will be lead agency responsible for public and behavioral health recovery finance administration.
- 2. 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.

C. Logistics

- 1. CDPHE OEHP will be the lead agency responsible for public and behavioral health recovery logistics.

IX. Authorities and References

- A. Governor's Expert Emergency Epidemic Response 24-33.5-704(8), CRS
- B. National Response Framework (NRF)
- C. National Incident Management Systems (NIMS)

Debris Management Recovery Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. This Annex describes a strategy for the removal, processing, and disposal of debris resulting from manmade or natural disasters.

B. Scope

1. This Annex is part of a larger system of interrelated plans at the Local, State, and Federal levels founded upon the National Disaster Recovery Framework (NDRF) and the principles of the National Incident Management System (NIMS).
2. This Annex supports implementation of Local governments', and Tribal Nations' adopted Recovery and Debris Management plans.
3. The scope of this effort is to work with local, Tribal governments, State and federal agencies to coordinate removal, collection, processing, and disposal of debris following a disaster, to mitigate against any potential threat to health, safety and welfare of the impacted individuals, expedite recovery efforts in the impacted area, and address any threat of damage to improved public or private property.

C. Situation

1. An important part of any post-disaster recovery, debris management helps remove threats to public health and safety, reestablish transportation routes, and supports repair of private and public facilities. In many situations, it may be the most labor-intensive and costly task to achieve recovery from a disaster. The cost of debris management may exceed a small community's annual budget.
2. Many factors can influence a debris operation including, but not limited to the location, type, magnitude, duration, intensity of the event, cost and response time. All areas of Colorado may be subject to any number of natural, and man-made debris generating disaster events. Each disaster event is unique in the amount, type of debris generated, and how best to remove, reduce, process and dispose or recycle debris materials.
3. Debris Management Plans that meet the aforementioned criteria and are accepted by FEMA into the Public Assistance Debris Pilot Program may benefit from additional financial support from FEMA in the event of a Presidential Declared Disaster.

D. Assumptions

1. Removal, processing, transporting and disposal of debris will be managed at the Local or Tribal levels of government.
2. Health and human safety of debris workers and the public are the priority in any debris handling and removal operations.
3. A major disaster may require removal of debris from public or private lands.
4. While managing debris may be costly, it can be more cost-effective to move disaster debris than to clean up subsequent problems caused by non-mitigated debris.
5. The amount of debris resulting from a major disaster may exceed local or Tribal governments' removal and disposal capabilities.
6. Most debris-causing events are unlikely to be large enough to trigger a Presidential Declaration and be eligible for FEMA Public Assistance Program funding.
7. Local, Tribal, State and Federal agencies may have difficulty locating staff, equipment, and funds to devote to debris removal, in the short- as well as long-term, following a major disaster and should have disaster financial reserves adequate to address disaster debris management.
8. After fires, CDPHE will determine methods for collection, transportation, and disposal of asbestos material.

9. Sustainable solid waste practices will be followed and debris will be reused and recycled whenever possible.
10. Temporary Debris Management Sites will be utilized unless it is more efficient to haul debris material directly to final disposal site(s).
11. Private property debris removal will often not be covered under State, and Federal funding programs and will therefore be more challenging to manage. This is typically the responsibility of the property owner unless there is imminent danger to the public.
12. Local governments and Tribal Nations may need to procure and utilize private haulers and debris monitors for large scale events. Debris haulers and debris monitoring companies cannot be the same if utilizing private contractors to avoid a conflict of interest.

II. Concept of Operations

A. Pre-incident Preparedness

1. Prior to a disaster, Local jurisdictions and Tribal Nations should have an approved Debris Management Plan in place, identify at a minimum:
 - a) Types of potential debris-generating disaster events and anticipated quantities of debris that could be generated.
 - b) Debris disposal locations and debris management sites where debris will be segregated, reduced, prepared for recycling, and disposed.
 - c) Authority and process for private property debris removal.
 - d) At least one or more debris contractors that has been prequalified.
 - e) Procurement and contract procedures for acquiring competitively-procured contract services.
 - f) Use of Force Account Labor (Use of organization's own staff).
 - g) How monitoring of contracted debris management operations will be accomplished.
 - h) How workers and the public's health will be protected and specific measures to ensure adherence to safety rules and procedures.
 - i) Compliance with environmental and historic preservation laws.
 - j) Identify a public information strategy to ensure residents receive accurate and timely information about debris operations.
 - k) Collection and removal strategies.
 - l) Outline roles and responsibilities of staff involved in debris management including: Debris Management Coordinator; Public Works; Finance; Safety Officer; Public Information Officer; and, Solid Waste Department.
 - m) Debris Management Plans that meet the aforementioned criteria and are accepted by FEMA into the Public Assistance Debris Pilot Program may benefit from additional financial support to remove and dispose of debris from FEMA in the event of a Presidential Declared Disaster.

B. Response

1. Upon the request of DHSEM Regional Field Manager(s), DHSEM staff will be available to provide technical assistance in the development of a response to managing disaster debris.
2. DHSEM assistance may also include creating a process to track all expenses for requests for reimbursement funding from the FEMA Public Assistance grant program.

III. **Organization and Assignment of Responsibilities**

A. Organization

1. Collecting, processing, transporting, and disposing debris materials is the responsibility of Local or Tribal governments.
2. The State will be available to provide technical assistance.
3. In the event of a Presidential Declared Disaster, the State will advise on administration of FEMA Public Assistance grants for Local or Tribal governments.

B. Assignment of Responsibilities

1. State

a) DHSEM

- (1) Operate the SEOC in order to provide statewide technical support and coordination.
- (2) Provide technical assistance when requested by local or Tribal governments.

b) CDPHE

- (1) Monitor debris management operations to assure environmental compliance.
- (2) Confirm that the final debris disposal sites are properly permitted to accept the type and volume of debris to be disposed.

c) CDOT

- (1) Rapidly identify locations where debris is adversely affecting the public's ability to safely traverse Colorado's highway system.
- (2) Once those debris locations have been identified, execute an efficient and effective process for the collection, removal, and disposal of that debris.
- (3) In some cases, CDOT may assist Local and Tribal governments with removal of debris from Local streets and streams.

2. Federal

- a) If a Presidential Disaster is declared, FEMA may be authorized to provide funding and technical assistance through the Public Assistance program to remove and process debris located on public property.

3. Local

- a) Local and Tribal governments will have the primary responsibility to remove, reduce, process and either recycle or dispose of disaster generated debris material. It is important that Local and Tribal governments have a debris management plan to aid in disaster debris management.
- b) Impacted Local governments and Tribal governments will need to assign staff to serve in roles of: Debris Management Coordinator; Safety Manager; Public Information Officer; Finance / Records lead; and, Operations Manager.

IV. **Direction, Control, and Coordination**

- A. Direction and control of debris management will be principally the responsibility of the local government or Tribal nation. Should a disaster event exceed the ability of a Local or Tribal government to respond and manage disaster generated debris, they should contact the DHSEM to seek assistance.

V. **Information Collection, Analysis, and Dissemination**

- A. Local and Tribal governments will need to determine the type and volume of debris to determine if they have the capacity to remove, process and dispose of the debris with force account labor and equipment or will need to request assistance.
- B. Based upon characterization of the type and volume of debris, the local and Tribal government will need to:
 - 1. Create a collection and processing strategy establishing priorities for clearance.
 - 2. Identifying sites for disposal and debris processing.
 - 3. Set policy for removal of debris from private property.
 - 4. Monitoring of operations.
 - 5. Set specific measures for adherence to safety rules and procedures.
 - 6. Identify regulatory requirements and operations that will trigger compliance with environmental and historic preservation laws.
- C. Establish leadership for debris management.
- D. The completed Debris Management Plan should be reviewed by DHSEM, CDPHE, Local health department, impacted utility providers, and CDOT and other entities that may be impacted by debris operations.

VI. **Communication**

- A. Local and Tribal governments will be responsible to prepare and release debris related public information announcements and media releases in an accurate and timely manner.
- B. Flyers, newspapers, websites, social media, radio and TV public service announcements will be used to obtain the public's cooperation in separating and segregating debris and placing disaster debris on right-of-ways.
- C. Pickup schedules will be disseminated in the local news media and other mediums as appropriate.

VII. **Admin, Finance, and Logistics**

- A. Local governments and Tribal governments will be responsible for administration of debris management operations within their jurisdictions. If the debris is the result of a Declared Disaster, DHSEM will be responsible to administer FEMA Public Assistance grants to support the local or Tribal government debris management efforts.
- B. Finance
 - 1. Local and Tribal governments will be responsible for financial services and record keeping of debris operations within their jurisdictions.
 - 2. Upon request, DHSEM may provide technical assistance for the collection and tracking of expenditures incurred from recovery activities through EMGrants Pro.
- C. Logistics
 - 1. Local and Tribal governments will be responsible for the logistics of debris removal and management with the support of CDPHE and any mutual aid agreements with other jurisdictions.

VIII. **Authorities and References**

- A. Title IV of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 US 5121 et. Seq.) (Stafford Act)
- B. Sandy Recovery Improvement Act of 2013 (P.L. 113-2)

Donations Management Recovery Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. The Donations Management Support Annex outlines a framework to facilitate the effective coordination and utilization of spontaneous, undesignated, unsolicited, in-kind donations to meet the needs of affected communities in Colorado following major emergencies and disasters.

B. Scope

1. This Annex will be implemented in response to major emergencies or disasters that exceed a local jurisdiction's capabilities to manage spontaneous, unsolicited, undesignated, in-kind donations.
2. This Annex provides guidance on the role of the State and partner agencies in public donations coordination in response to disasters in Colorado.
3. The State of Colorado looks principally to those private voluntary organizations with established donations management systems already in place to receive and deliver appropriate donated goods to those affected by a disaster.
4. The State incorporates donations and volunteers from the private sector in the Private Sector / Business Emergency Operations Center (BEOC) Annex.
5. The scope of coordination activities is outlined below:
 - a) Donations Management - involves a process for effectively matching unsolicited, undesignated, in-kind donations with credible voluntary organizations.
 - b) 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.
 - c) The State encourages donations in the form of financial contributions to voluntary organizations whenever possible.
 - d) Any reference to 'donated goods' means spontaneous, unsolicited, undesignated, in-kind donations, respectively.
 - e) When implemented, this 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.
 - f) 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.

C. Situation

1. 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 donation management systems.
2. 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.
3. State and local governments, with the support of VOADs, hold primary responsibility for the coordination of undesignated donations in a disaster.
4. 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.
5. Further, the State will not alter or otherwise impede the normal operations of voluntary organizations.
6. This Annex identifies a team 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).

7. The role of the Donations Coordination Team (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.

D. Assumptions

1. The State recognizes that offers from the public and private sector are important resources in response and recovery efforts and must be effectively coordinated.
2. In most situations, financial contributions to credible voluntary organizations or a fund designated by the jurisdiction 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.
3. 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, local leaders, the private sector, and the media.
4. If not effectively managed, undesignated, in-kind donations 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.
5. Careful donations management planning and strategies will reduce problems associated with unsolicited donations and spontaneous, unaffiliated volunteers.

II. **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 DVC member agency
 3. In the event of a Governor-declared disaster
- B. The Colorado Division of Homeland Security and Emergency Management (DHSEM), as the Lead Coordinating Agency, through the Recovery Section Chief 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, in consultation with the Recovery Section Chief, a DHSEM staff member (in most cases, the State Voluntary Agency Liaison or 'VAL') to serve as Coordinator for the Team and the Donations Coordination Team. (Note: In certain situations, including larger disasters, the State may choose to identify a separate Coordinator for each team.) 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 (SEOC). 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 will utilize the *EOC Support Guidelines for Donations and Volunteer Management* (in conjunction with other reference materials developed by the DVCT).
- E. 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. The DCT will utilize the VisionLink Donations Management Platform to manage donations from the public.

3. Adventist Community Services Disaster Response (ACSDR) has been identified as the Lead Support Agency for donations management as outlined in this Annex.
4. 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.
5. 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 in the State, EOC before costs are incurred.
6. 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.
7. The DCT will work in close coordination with the State VAL, ACSDR, and COVOAD.
8. Activation of a multi-agency warehouse is the responsibility of DHSEM's Donations Coordinator. Activation is based on several factors, including the 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.
9. 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.
10. Local Emergency Managers may contact the SEOC 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.
11. 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.
12. FEMA will contact the State VAL if international donations are offered through the federal government.
13. 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).
14. Efforts will be made to reduce any adverse impact on local economies resulting from distribution of large quantities of food items and commodities.

F. 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. Those wanting to make a financial contribution will be directed to www.HelpColoradoNow.org, a website created to guide the public on how to help following disasters. The site will provide a list of agencies/funds with disaster relief and recovery programs in Colorado and links to their websites.
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.
Financial contributions are not accepted by DHSEM, SEOC, HelpColoradoNow, or the DVCT.

G. VisionLink Database

1. The State, in consultation with the DVCT and COVOAD, has adopted a web-based database to manage undesignated donations and spontaneous unaffiliated volunteers.
2. The purpose of the database is to effectively connect potential donors/volunteers with relief agencies through a web-based database so that response and recovery agencies are better able to support communities affected by a disaster.
3. The database allows 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. The database also allows voluntary organizations to post needed items directly into the portal.
5. The database is always active. Updates to the database are determined by State VAL and DVCT and upon request.
6. The DVCT and/or its members oversee the administration of the database, including monitoring the site, general administration, generating reports, user support, and managing member access to the database.
7. The database serves as part of the public interface to help guide the public on how they can most effectively help in a disaster with the aim of maximizing useful offers. HelpColoradoNow will continue to stress that financial contributions are the best way to help.
8. The database works in conjunction with the website, www.HelpColoradoNow.org, which links to the database.
9. The database is 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 database 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).

H. Activation of Annex Components

1. Official activation of a Volunteer Reception Center, donation collection/distribution center, multi-agency warehouse, call center, and/or VisionLink database, under the scope of this Annex, will be at the request of DHSEM.
2. Decisions for activation will be made in close consultation with the DVCT, Support Agencies, and COVOAD.

I. Long-Term Recovery

1. The State, in collaboration with FEMA and COVOAD, may facilitate the formation of a Long-Term Recovery Group (LTRG) to address the needs of those affected by disasters that were not met as part of the initial response.
2. LTRG assistance targets those who have unmet needs after assistance from all other sources (insurance, governmental and voluntary agencies) has been provided. A LTRG may be needed in situations where disaster survivors continue to have significant unmet needs after personal resources, insurance, and immediate disaster-related government benefits are exhausted.
3. LTRG efforts are intended to complement, but not duplicate, assistance already provided by FEMA, voluntary agencies, faith-based organizations, and civic groups.
4. LTRGs, through case management, will assist affected individuals to help them better understand the benefits available to them, assist them in applying for assistance, provide volunteer and construction services, when appropriate, and make referrals to relevant agencies.

5. State and federal government agencies support the LTRG by helping to identify and coordinate available recovery resources. Leadership and management of the LTRG is assumed by representatives of the local community, faith-based, nonprofit and voluntary organizations that comprise its membership.
 6. National VOAD, 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 LTRG at the first stages of formation. Participants in past Colorado-based LTRG may also have guidance and lessons learned from a more local perspective, so it is important to look for those resources and connections where available.
 7. When requested, the DVCT will aim to support a LTRG in accessing in-kind donations and volunteer support.
- J. Reporting on Donated Resources (and Volunteer Hours) / Non-Federal Cost Share
1. For Federal declarations authorizing Public Assistance under the Stafford Act, some donated resources, including volunteer hours, may be used to help offset the local jurisdiction's non-federal cost share (aka 'soft match'), as outlined in FEMA's Donated Resources Policy 9525.2. The Federal share is generally 75%, with 25% having to come from the local community.
 2. Under this policy, agencies are expected to keep detailed and accurate records of volunteer work completed including: date, hours worked, work site address, and a brief description of the activity performed. A reasonable hourly rate may be assigned.
 3. Agencies are also expected to keep similar records for donated materials since some donated items may be eligible to count toward the non-Federal cost share.
 4. Agencies that receive donated resources should document: donor names and addresses, specific items donated, how they were used/for what purpose, and final disposition of the donations.
 5. Agencies are further expected to provide documentation regarding donated resources to emergency management upon request to help reduce the financial burden on affected jurisdictions.
 6. Organizations accepting donations of cash and/or goods will follow applicable internal audit policies and procedures.
 7. Guidelines for documenting donated resources will be developed by COVOAD and State VAL and shared with responding agencies (see attachments for sample volunteer sign-in sheet).
 8. Additional resources regarding donated resources, including: a copy of FEMA's 9525.2 policy, guidelines for the use of the policy in Colorado, sample volunteer sign-in sheets, and other information can be found at www.coloradovoad.org under the 'Resources' tab.
- K. Resources Available to DVCT
1. When available and requested by the State, a FEMA Voluntary Agency Liaison (VAL) may be deployed to the SEOC to provide technical assistance following a Presidential Disaster Declaration and will also be invited to participate in the 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 resource needs are exceeded in a disaster. EMAC is administered by the National Emergency Management Association (NEMA).
- L. Coordination with Other ESFs
1. 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 (Health, Medical and Mortuary). Coordination with other ESFs will be facilitated through a DVCT Liaison via the EOC.

III. Organization and Assignment of Responsibilities

A. Organization

1. Whenever possible and agreed to by all parties, the State will strive to partner with voluntary agencies in response and recovery efforts.
2. Individual organizations may choose to engage in Memorandums of Understanding (MOUs) with the State to define the scope of services that they may provide following a disaster and identify the resources needed.
3. 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.
4. 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.

B. Assignment of Responsibilities

1. State

a) Colorado Division of Homeland Security and Emergency Management (DHSEM)

- (1) Upon activation of this Annex, the DHSEM Director will designate a 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.
- (2) The Coordinator representing DHSEM as the Lead Coordinating Agency, is responsible for coordinating the overall State effort; collaborating with appropriate Emergency Support Functions (EFSS) at the (SEOC). The Coordinator may identify representatives from the DVCT and COVAD to assist with the above
- (3) Operate the SEOC in order to provide statewide support and coordination.
- (4) Lead Coordinating Agency in conjunction with the Colorado Voluntary Organizations Active in Disaster (COVOAD) Chair (or designee).
- (5) Appoints a staff member to serve as Coordinator for the Volunteer Coordination Team and Donations Coordination Team (in most cases, State VAL)
- (6) Facilitates overall coordination of spontaneous, unaffiliated volunteers and unsolicited, undesignated, in-kind donations
- (7) 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 VOAD members, and local representation) are alerted to the meeting
- (8) 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
- (9) 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:

- (a) Communicating any requests for assistance to the DVCT and its Sharing of situation reports, general updates, and key needs / challenges and / or a Call Center under the scope of this Annex. Decisions for activation will be made in close consultation with the DVCT.
- (b) 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
- (c) Facilitates initial meeting between local OEM and voluntary agency (where appropriate) to help define roles and responsibilities of each party
- (d) 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
- (e) Collects information from DVCT and COVOAD members to share with state and local ESFs
- (f) In concert with 2-1-1 and DVCT, coordinates with the State PIO to obtain and disseminate public messaging information
- (g) 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
- (h) When needed, assists in the disposition of unused in-kind donations associated with the multi-agency warehouse
- (i) On behalf of the DVCT, submits consolidated reports to the State EOC as appropriate
- (j) During non-disaster times:
 - (i) Requests official activation of Spark the Change, ACSDR and 2-1-1
 - (ii) Ensures that year-round responsibilities of the DVCT are executed
 - (iii) Convenes regular meetings of the DVCT throughout the year
 - (iv) Ensures MOUs are in place with key voluntary agency partners
 - (v) Governor's Office can authorize the use of AmeriCorps and Serve Colorado resources.

3. Federal

a) FEMA

- (1) Will provide support for volunteer and donation management if the disaster has a Presidential Declaration

4. Local

- a) In general, the management of volunteer and donation activities will be the responsibility of the impacted local government unless State assistance is requested.

5. Non-Governmental Organizations (NGOs)/Partner Support Agencies

a) Adventist Community Services Disaster Relief (ACSDR)

- (1) Serves as lead Support Agency and subject matter expert on in-kind donations management for DCT.
- (2) 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.
- (3) 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.

(4) Assists in developing procedures for managing unsolicited, undesignated donations received through the donations management system.

b) Colorado Volunteer Organizations Active in Disaster (COVOAD)

(1) COVOAD will take the lead in providing overall coordination necessary.

(2) Provides a liaison to the DVCT

(3) Supports the DVCT as needed to ensure effective execution of this Annex

(4) Provides overall coordination necessary to expeditiously access the resources of COVOAD member agencies

(5) Facilitates communication between the DVCT and COVOAD member agencies, including requests for assistance.

(6) During non-disaster times:

(a) Works in close coordination with DHSEM to ensure the year-round responsibilities of the DVCT are executed

(b) Encourages and facilitates engagement of members in trainings and exercises

(c) Updates and maintains documents and guidelines related to DVCT governance and operations

(d) Ensures most recent versions of documents are uploaded to on-line storage and distributed to members of the DVCT

IV. **Direction, Control, and Coordination**

A. The direction, control and coordination of donation management will be the responsibility of the local government impacted by the disaster event unless State Assistance is requested. If State assistance is requested

1. The DHSEM Director will designate a 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.

2. The Coordinator representing DHSEM as the Lead Coordinating Agency, is responsible for coordinating the overall State effort; collaborating with appropriate Emergency Support Functions (ESFs) at the State Emergency Operations Center (EOC).

V. **Information Collection, Analysis, and Dissemination**

A. The primary tool for guiding the public on how to best help those affected by disasters will be www.HelpColoradoNow.org. In addition to providing a place to guide the public, it will also provide links to other key websites, databases, and portals.

B. 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).

C. Messaging will emphasize that the best way to support response and recovery efforts is through financial contributions to credible disaster relief organizations.

D. A central phone number may be established to manage inquiries concerning volunteers and donations. Whenever feasible, a Colorado 2-1-1 will be requested to operate call centers.

- E. Individuals interested in volunteering will be encouraged to affiliate with recognized voluntary organizations. Unaffiliated volunteers will be discouraged from going directly to any disaster site. Individuals will be encouraged to subscribe to the HelpColoradoNow newsletter for volunteer opportunities. Additionally, depending on response efforts, individuals may also be directed to enter their information into a database and/or directed to a volunteer reception center.
- F. Donors will be discouraged from sending undesigned, 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.
- G. Unsolicited, undesigned 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.
- H. For Public Information Officers (PIOs) wanting talking points for communicating with the public on how to best help, a template for standard public messaging/talking points has been developed by the DVCT and can be found at www.coloradovoad.org under the 'Resources' tab

VI. Communication

- 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. Admin, Finance, and Logistics

- A. Admin
 - 1. DHSEM has a number of Memorandums of understanding (MOU's) with non-profit organizations to provide volunteer and donation management services. In some situations, a need arises to pay for goods or services that are not covered by these MOU's in which case the request should be made through the SEOC 213 request process.
- B. Finance
 - 1. Following a Presidential Disaster Declaration, reimbursement of eligible expenditures may be provided by FEMA in accordance with the Stafford Act program guidelines.
 - 2. Some expenses incurred by Support Agencies may be eligible for reimbursement – if the agency was activated at the State's request. Any such expenses should be identified and approved by the State prior to cost being incurred. The State VAL or EOC Liaison can submit a Resource Request indicating anticipated costs. Types of costs that may be incurred are outlined in the Memorandums of Understanding between the State of Colorado and the Support Agency.

3. Supporting Agencies are responsible for recording and tracking their own costs and expenditures, as well as seeking reimbursement from appropriate sources
 4. The State of Colorado is not responsible for the disaster-related costs of Supporting Agencies except as defined in formal Memorandums of Understanding and through formal Requests for Assistance and/or Resource Requests made by the State and accepted by the Supporting Agency.
 5. Reimbursements (Federal and State) will be contingent on sound documentation and record keeping consistent with the National Incident Management Systems (NIMS) framework.
- C. Logistics
1. Requests for additional resources shall be made in accordance with the Resource Mobilization Annex.

VIII. **Authorities and References**

- A. State
1. Colorado Disaster Emergency Act of 1992 (CRS 24- 32- 2101
 2. Article IV, Constitution of the State of Colorado; entitled the *Executive Department*
- B. Federal
1. Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 USC. §§ 5121-5206)
 2. The National Disaster Recovery Framework, February 2010
- C. Local
1. City/County Emergency Ordinance/Resolution

Volunteer Coordination Recovery Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. The Volunteer Support Annex outlines a framework to facilitate the effective coordination and utilization of spontaneous, unaffiliated volunteers to meet the needs of affected communities in Colorado following an emergency or disaster.

B. Scope

1. This Annex will be implemented in response to major emergencies or disasters when a local jurisdiction's capabilities to manage spontaneous, unaffiliated, unsolicited, and unaffiliated volunteers exceed the capacity of a Local or Tribal government.
2. This Annex provides guidance on the role of the State and partner agencies in public volunteer coordination in response to disasters in Colorado. The State of Colorado looks principally to those private voluntary organizations with established volunteer coordination systems already in place to manage volunteer coordination. The State incorporates volunteers from the private sector in the Private Sector/BEOC Annex to include corporate volunteers.
3. 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 Disasters (COVOAD) member agency, or other credible organizations, to volunteer their services in relief and recovery activities. List of volunteers can be sent to any coordinating disaster relief agency that signs up on the volunteer portal. All volunteers in the portal can choose to pay for their own background check.
4. Any reference to 'volunteer offers' and 'donated goods' means spontaneous, unaffiliated volunteers and unsolicited, undesignated, in-kind donations, respectively, as described below.
5. Spontaneous Unaffiliated Volunteers - refers to spontaneous offers of volunteer assistance by members of the general public and / or private sector who want to assist in response and recovery efforts and are not affiliated with a voluntary organization or other credible agency engaged in response and recovery.
6. When implemented, this Volunteer 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.

C. Situation

1. The State will seek to partner with private voluntary organizations with expertise in volunteer coordination and will look to these agencies to provide guidance and leadership in the design and execution of volunteer coordination systems.
2. The State will be responsible for the strategic coordination of the actions of these agencies and other stakeholders with regards to volunteer coordination.
3. State and Local governments, with the support of VOADs, hold primary responsibility for the coordination of undesignated and unaffiliated volunteers in a disaster. While the State is the lead agency for the coordination of 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.
4. This Annex identifies 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).
5. Volunteer Coordination Team (VCT) – The role of VCT is to coordinate and facilitate the effective coordination and utilization of spontaneous, unaffiliated volunteers from the general public and private sector in response and recovery efforts following a disaster.

D. Assumptions

1. The State recognizes that offers from the public and private sector are important resources in response and recovery efforts and must be effectively coordinated.
2. In most situations, financial contributions to credible voluntary organizations or a fund designated by the jurisdiction 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. This is done through the website HelpColoradonow.org.
3. Offers of 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, local leaders, the private sector, and the media.
4. If not effectively managed, undesigned, in-kind spontaneous unaffiliated volunteers can prove detrimental to relief efforts. Unplanned and spontaneous, unaffiliated volunteers can jam distribution channels, exceed government and voluntary agencies' resources, and interfere with response and recovery efforts.
5. Careful volunteer coordination planning and strategies will reduce problems associated with unsolicited spontaneous, unaffiliated volunteers.
6. This Annex does not supersede the plans, policies, or procedures of voluntary organizations, nor does it affect offers of volunteer assistance directed to specific voluntary agencies.
7. The State of Colorado does not collect funds for disaster survivors. Strategies are in place to have a lead volunteer agency to assist the State of Colorado called "Spark the Change". They have the capacity to send a newsletter with disaster and non-disaster related volunteer opportunities.

II. Concept of Operations

- A. This Annex may be activated when one or more of the following triggers occur:
 1. Upon request of emergency coordination (State or Local jurisdiction).
 2. Upon request of a DVCT member agency.
 3. In the event of a Governor-declared disaster.
- B. As Lead Coordinating Agency, DHSEM, through the Recovery Section Chief 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, in consultation with the Recovery Section Chief, a DHSEM staff member (in most cases, the State Voluntary Agency Liaison or 'VAL') to serve as Coordinator for both the Volunteer Coordination Team (VCT) and the Donations Coordination Team (DCT).
- D. 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 coordination officials, including appropriate Emergency Support Functions (ESFs) at the State Emergency Operations Center (SEOC).
- E. The Coordinator may identify representatives from the DVCT and COVOAD to assist with the above. The DVCT and VCT may convene jointly or separately as determined by the event.
- F. The DCT and the VCT will utilize the *EOC Support Guidelines for Donations and Volunteer coordination* (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 coordination*, along with other supplemental materials, can be obtained from the Lead Coordinating Agency for this Annex or from the COVOAD website (www.coloradovoad.org, under 'Resources' tab).

G. Spontaneous Unaffiliated Volunteers

1. The Volunteer Coordination Team (VCT) is tasked with coordinating and facilitating the effective coordination and utilization of spontaneous, unaffiliated volunteers from the general public and private sector in response and recovery efforts following a disaster.
2. The VCT will oversee the Vision Link Volunteer Database. VCT will manage volunteer lists and share with verified VOAD agencies; Long Term Recovery Groups and Emergency Managers, as requested.
3. Spark the Change has been identified as the Lead Support Agency for volunteer coordination as outlined in this Annex and the Memorandum of Understanding (MOUs) between DHSEM and Spark the Change (previously Metro Volunteers).
4. Should the VCT determine a need for support from Spark the Change, which may include opening of a Volunteer Reception Center, DHSEM will submit a request to Spark the Change on behalf of the VCT.
5. Spark the Change reserves the right to decline DHSEM's request to activate.
6. If it is anticipated that Spark the Change 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 in the SEOC, before costs are incurred.
7. When activated, Spark the Change 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.
8. The VCT will work in close coordination with the State VAL, Spark the Change, COVOAD and the Private Sector Liaison for corporate volunteer groups.
9. The VCS outlines processes for coordinating spontaneous volunteers, documents volunteer registration, captures request 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.
10. Spark the Change, in coordination with the VCT, may opt to use the web-based to assist in capturing volunteer offers and matching offers with organizations needing volunteers database.
11. Spark the Change, in coordination with the VCT, may also opt to utilize the HelpColoradoNow newsletter to alert potential volunteers to volunteer opportunities.
12. Spark the Change is tasked with compiling and distributing the HelpColoradoNow newsletter via an email newsletter tool. During non-disaster times, the newsletter is published periodically and provides information on how to help with disaster response and recovery. Following disasters, a special edition of the HelpColoradoNow newsletter will be available for immediate distribution to subscribers. The newsletter will post needs of responding agencies, including volunteer opportunities and needed material items. The newsletter can be produced daily, weekly or in any intervals as needed. This newsletter is a regular source of disaster news, donation needs, and volunteer opportunities around all disaster-affected areas of Colorado with a large subscription base. Individuals can subscribe to the newsletter via the www.HelpColoradoNow.org website.
13. Voluntary organizations and other responding agencies can submit volunteer opportunities by contacting Spark the Change or through the State VAL.

14. Local Emergency Managers may contact the SEOC to request volunteers to assist with relief efforts. Alternatively, local Emergency Managers may choose to partner with voluntary agencies, including local volunteer centers, to coordinate volunteer needs – an approach that may be more appropriate for smaller events
15. It is incumbent upon organizations and agencies that receive volunteers through the Volunteer Coordination System (VCS) to ensure that their volunteers become affiliated with their organization and are provided with liability coverage. Neither the VCT, nor Spark the Change, nor the State assumes any liability for volunteers matched through the VCS.
16. 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 with the exception of spiritual care volunteers. Spiritual care volunteers work in conjunction with behavioral health ESF8. Communities with established volunteer centers or volunteer systems are augmented for support upon request. AmeriCorps, National Civilian Community Corps and other CNCS programs are coordinated with the State Office of the Lt. Governor. The volunteers for these programs may or may not be available to be gathered from non-disaster programs statewide to support disaster related needs. These resources often come as a package with one team leader and 8-10 volunteers. DHSEM will partner for coordination and may utilize volunteers in the DCT role as needed. Transportation, lodging and meals are often not included in these programs. Therefore, the State VAL or other non-profits through COVOAD may be asked to provide congregate housing. COVOAD will vet new volunteer agencies to assess their status such as their non-profit 501-C3 status.

H. VisionLink Database

1. The State, in consultation with the DVCT and COVOAD, has adopted a web-based database to manage undesignated donations and spontaneous unaffiliated volunteers.
2. The purpose of the database is to effectively connect potential donors/volunteers with relief agencies through a web-based database so that response and recovery agencies are better able to support communities affected by a disaster.
3. The database allows 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. The database also allows voluntary organizations and Emergency Managers to post needed items directly into the portal.
5. The database is always active. Updates to the database are determined by State VAL and DVCT and upon request.
6. The DVCT and/or its members oversee the administration of the database, including monitoring the site, general administration, generating reports, user support, and managing member access to the database. Although the system administration must be done by a State employee.
7. The database serves as part of the public interface to help guide the public on how they can most effectively help in a disaster with the aim of maximizing useful offers. www.HelpColoradoNow.org will continue to stress that financial contributions are the best way to help.
8. The database works in conjunction with the website, www.HelpColoradoNow.org, which links to the database.
9. The database is 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 database 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).
 11. There are disclaimers in place in the web portal to allow for people to understand there are no guarantees that volunteers will be utilized and that data will be shared with multiple agencies.
- I. Activation of Annex Components
 1. Official activation of a Volunteer Reception Center, donation collection / distribution center, multi-agency warehouse, call center, and/or VisionLink database, under the scope of this Annex, will be at the request of DHSEM.
 2. Decisions for activation will be made in close consultation with the DVCT, Support Agencies, and COVOAD.
 - J. Long-Term Recovery
 1. The State, in collaboration with FEMA and COVOAD, may facilitate the formation of a Long-Term Recovery Group (LTRG) to address the needs of those affected by disasters that were not met as part of the initial response.
 2. LTRG assistance targets those who have unmet needs after assistance from all other sources (insurance, governmental and voluntary agencies) has been provided. A LTRG may be needed in situations where disaster survivors continue to have significant unmet needs after personal resources, insurance, and immediate disaster-related government benefits are exhausted.
 3. LTRG efforts are intended to complement, but not duplicate, assistance already provided by FEMA, voluntary agencies, faith-based organizations, and civic groups.
 4. LTRGs, through case coordination, will assist affected individuals to help them better understand the benefits available to them, assist them in applying for assistance, provide volunteer and construction services, when appropriate, and make referrals to relevant agencies.
 5. State and federal government agencies, often through the State VAL, support the LTRG by helping to identify and coordinate available recovery resources.
 6. Leadership and coordination of the LTRG is often assumed by representatives of the local community, faith-based, private and / or non-profit and voluntary organizations that comprise its membership.
 7. National VOAD, 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 LTRG at the first stages of formation. Participants in past Colorado-based LTRG's may also have guidance and lessons learned from a more local perspective, so it is important to look for those resources and connections where available. FEMA Voluntary Agency Liaisons often provide support to the State VAL and LTRGs in federally declared disasters.
 8. When requested, the DVCT will aim to support a LTRG in accessing in-kind donations and volunteer support.
 - K. Reporting on Donated Resources (and Volunteer Hours) / Non-Federal Cost Share
 1. For Federal declarations authorizing Public Assistance under the Stafford Act, some donated resources, including volunteer hours, may be used to help offset the local jurisdiction's non-federal cost share ('soft match'), as outlined in FEMA's Donated Resources Policy 9525.2. The Federal share is generally 75%, with 25% having to come from the state or local community. Under this policy, agencies are expected to keep detailed and accurate records of volunteer work completed including: date; hours worked; work site address; and a brief description of the activity performed. A reasonable hourly rate may be assigned by the FEMA Public Assistance Division rate for the disaster.

2. Agencies are also expected to keep similar records for donated materials since some donated items may be eligible to count toward the non-Federal cost share. 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.
 3. Agencies are further expected to provide documentation regarding donated resources to emergency coordination upon request to help reduce the financial burden on affected jurisdictions.
 4. Organizations accepting donations of cash and / or goods will follow applicable internal audit policies and procedures.
 5. Guidelines for documenting donated resources will be developed by COVOAD and State VAL and shared with responding agencies.
 6. Additional resources regarding donated resources, including: a copy of FEMA's 9525.2 policy, guidelines for the use of the policy in Colorado, sample volunteer sign-in sheets, and other information can be found at www.coloradovoad.org under the 'Resources' tab.
 7. Volunteer hours are most likely to be counted in the Emergency categories of Category A and B work, Protective measures. Disaster teams like AmeriCorps cannot be counted as they are not truly unpaid volunteers. When in doubt, keep track and submit the worksheet so the public assistance officer can determine the eligibility of the work.
 8. There is usually a cutoff date on when FEMA will allow the volunteer hours to be counted toward the cost share.
- L. Resources Available to DVCT
1. When available and requested by the State, a FEMA Voluntary Agency Liaison (VAL) may be deployed to the SEOC to provide technical assistance following a Presidential Disaster Declaration and will also be invited to participate in the DVCT.
 2. The State may seek support from other states via the Emergency Coordination Assistance Compact (EMAC), an initiative designed to facilitate mutual aid between states when resources are exceeded in a disaster. EMAC is administered by the EMAC coordinator in the SEOC.
- M. Coordination with Other ESFs
1. 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 (Health, Medical and Mortuary) and ESF 11 (Agriculture). Coordination with other ESFs will be facilitated through a DVCT Liaison via the EOC.

III. Organization and Assignment of Responsibilities

A. Organization

1. In general, the coordination of volunteer activities will be the responsibility of the impacted local government unless State assistance is requested.
2. 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 Understanding (MOUs) with the State to define the scope of services that they may provide
3. 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.
4. 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.

B. Assignment of Responsibilities

1. State

a) DHSEM

- (1) Upon activation of this Annex, the DHSEM Director, in consultation with the Recovery Section Chief, will designate a 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.
- (2) The Coordinator representing DHSEM as the Lead Coordinating Agency, is responsible for coordinating the overall State effort; collaborating with appropriate Emergency Support Functions (ESFs) at the State Emergency Operations Center (SEOC).
- (3) The Coordinator may identify representatives from the DVCT and COVAD to assist with the above.
- (4) Operate through the SEOC in order to provide statewide support and coordination.
- (5) The State VAL and DVCT will have the primary responsibility to coordinate volunteer coordination.
- (6) The State VAL can be requested to assist in local jurisdictions, as requested.
- (7) The DHSEM is the Lead Coordinating Agency in conjunction with the Colorado Voluntary Organizations Active in Disaster (COVOAD) Chair (or designee).
- (8) The State VAL will be the primary coordinator of volunteer coordination.
- (9) Appoints staff member(s) to serve as Unit Leader or team members for the Volunteer Coordination Team and Donations Coordination Team.
- (10) Facilitates overall coordination of spontaneous, unaffiliated volunteers and unsolicited, undesignated, in-kind donations.
- (11) 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 VOAD members, and local representation) are alerted to the meeting
- (12) Ensures *EOC Support Guidelines for Donation and Volunteer coordination*, as well as other reference materials developed by the DVCT, are utilized by the DVCT when this Annex is activated.
- (10) Serves as a liaison between the DVCT and government officials (SEOC, local emergency coordination/Incident Command) to facilitate effective coordination and communication. This will include:
 - (a) Communicating any requests for assistance to the DVCT.
 - (b) Sharing of situation reports, general updates, and key needs/challenges.
 - (c) Requests official activation of Spark the Change, 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.
 - (d) Executes MOUs and/or Resource Requests with partner agencies as appropriate to support relief and recovery efforts as they pertain to volunteer and donations coordination.

- (e) Facilitates initial meeting between local OEM and voluntary agency (where appropriate) to help define roles and responsibilities of each party.
- (f) 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.
- (g) Collects information from DVCT and COVOAD members to share with state and local ESFs
- (h) In concert with 2-1-1 and DVCT, coordinates with the State PIO to obtain and disseminate public messaging information.
- (i) 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.
- (j) When needed, assists in the disposition of unused in-kind donations associated with the multi-agency warehouse.
- (k) On behalf of the DVCT, submits consolidated reports to the State EOC as appropriate.
- (l) Serves as the System administrator of the HelpColoradoNow.org database and the website if COVOAD is not able to update the website.
- (m) Coordinates with the State PIO and JIS on messaging
- (n) During non-disaster times:
 - (i) Ensures that year-round responsibilities of the DVCT are executed.
 - (ii) Convenes regular meetings of the DVCT throughout the year.
 - (iii) Works with local Emergency Managers to build teams or systems for volunteer coordination capacity.
 - (iv) Ensures MOUs are in place with key voluntary agency partners.

b) Governor's Office

- (1) The Governor's office can authorize the use of AmeriCorps and Serve Colorado resources.
- (2) Colorado Voluntary Organizations Active in Disaster (COVOAD) - lead in providing overall coordination.

3. Federal

a) FEMA

- (1) May provide support for volunteer and donation coordination if the disaster if a Presidential Declaration has been designated.

4. Local

- a) In general, the coordination of volunteer and donation activities will be the responsibility of the impacted local government unless State assistance is requested. Technical assistance can always be requested from local agencies and Emergency Managers. A menu of options has been developed to facilitate right sizing the volunteer solution for the community.

b) Partner Support Agencies

c) Volunteer Coordination - Spark the Change

- (1) Serves as lead Support Agency and subject matter expert on spontaneous unaffiliated disaster volunteer coordination for VCT.

- (2) When requested by the State and agreed upon by Spark the Change, executes Volunteer Coordination System (VCS) to efficiently process and register unaffiliated volunteers, direct them to open volunteer opportunities in the response / recovery effort and / or match their skills to agencies needing assistance.
 - (3) Implements the VCS - a collection of interrelated processes designed to document volunteer registration, capture volunteer needs and match these needs with unaffiliated volunteers.
 - (4) During activation and when deemed necessary, establishes and supports the coordination of one or more volunteer reception centers (VRCs).
 - (5) Manages, drafts and distributes editions of the HelpColoradoNow email newsletter informing subscribers on how they can best help - including alerting subscribers to volunteer opportunities.
 - (a) Works with local counterparts to facilitate transition of VRC coordination to local / leadership. If an ongoing VRC is not needed, demobilization will take place as soon as possible, utilizing the website to still capture volunteer data.
- d) Colorado Voluntary Organizations Active in Disaster (COVOAD)
- (1) Provides a liaison to the DVCT.
 - (2) Supports the DVCT as needed to ensure effective execution of this Annex.
 - (3) Provides overall coordination necessary to expeditiously access the resources of COVOAD member agencies.
 - (4) Facilitates communication between the DVCT and COVOAD member agencies, including requests for assistance.
 - (5) During non-disaster times:
 - (a) Works in close coordination with DHSEM to ensure the year-round responsibilities of the DVCT are executed.
 - (b) Encourages and facilitates engagement of members in trainings and exercises.
 - (c) Updates and maintains documents and guidelines related to DVCT governance and operations.
 - (d) Ensures most recent versions of documents are uploaded to on-line storage and distributed to members of the DVCT.
 - (e) Engages with emergency coordination and other related agencies.

VII. **Direction, Control, and Coordination**

- A. The coordination of volunteer and donation coordination will be the responsibility of the local government impacted by the disaster event unless State Assistance is requested. If State assistance is requested, The DHSEM Director will designate a 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.
- A. The Coordinator representing DHSEM as the Lead Coordinating Agency, is responsible for coordinating the overall State effort; collaborating with appropriate Emergency Support Functions (ESFs) at the State Emergency Operations Center (SEOC) and COVOAD.
- B. The DVCT will also coordinate with the Private Sector Liaison for corporate volunteer teams.

VIII. **Information Collection, Analysis, and Dissemination**

- A. The primary tool for guiding the public on how to best help those affected by disasters will be www.HelpColoradoNow.org. In addition to providing a place to guide the public, it will also provide links to other key websites, databases, and portals.
- B. 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).
- C. Messaging will emphasize that the best way to support response and recovery efforts is through financial contributions to credible disaster relief organizations.
- D. A central phone number may be established to manage inquiries concerning volunteers and donations. Whenever feasible, a Colorado 2-1-1 will be requested to operate call centers.
- E. 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 www.HelpColoradoNow.org website for a list of responding organizations accepting funds for disaster relief and recovery efforts in Colorado.
- F. Individuals interested in volunteering will be encouraged to affiliate with recognized voluntary organizations. Unaffiliated volunteers will be discouraged from going directly to any disaster site. Individuals will be encouraged to subscribe to the HelpColoradoNow newsletter for volunteer opportunities. Additionally, depending on response efforts, individuals may also be directed to enter their information into a database and/or directed to a volunteer reception center.
- G. For Public Information Officers (PIOs) wanting talking points for communicating with the public on how to best help, a template for standard public messaging/talking points has been developed by the DVCT and can be found at www.coloradovoad.org under the 'Resources' tab.
- H. These talking points can provide a consistent messaging for the appropriate donations and offers of assistance.

IX. **Communication**

- A. Provides a liaison to the DVCT to provide information and referral support.
 1. 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.
 2. Follows its own guidelines on call center operations when activated unless specifically asked to add hours of operation because of the disaster.
 3. 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.
 4. Ensures that public messaging information obtained is swiftly communicated to call centers to enable accurate and consistent messaging.

X. **Admin, Finance, and Logistics**

- A. Admin
 1. DHSEM has a number of Memorandums of understanding (MOU's) with non-profit organizations to provide volunteer coordination services. In some situations, a need arises to pay for goods or services that are not covered by these MOU's in which case the request should be made through the SEOC 213RR request process.

A. Finance

1. Following a Presidential Disaster Declaration, reimbursement of eligible expenditures may be provided by FEMA in accordance with the Stafford Act program guidelines.
2. Some expenses incurred by Support Agencies may be eligible for reimbursement – if the agency was activated at the State’s request. Any such expenses should be identified and approved by the State prior to cost being incurred. The State VAL or EOC Liaison can submit a Resource Request indicating anticipated costs. Types of costs that may be incurred are outlined in the Memorandums of Understanding between the State of Colorado and the Support Agency.
3. Supporting Agencies are responsible for recording and tracking their own costs and expenditures, as well as seeking reimbursement from appropriate sources. Reimbursement must be tracked daily and submitted weekly at a minimum to match the 213 RR.
4. The State of Colorado is not responsible for the disaster-related costs of Supporting Agencies except as defined in formal Memorandums of Understanding and through formal Requests for Assistance and/or Resource Requests made by the State and accepted by the Supporting Agency or through the 123 RR process.
5. Reimbursements (Federal and State) will be contingent on sound documentation and record keeping consistent with the National Incident coordination Systems (NIMS) framework.

B. Logistics

1. Requests for additional resources shall be made in accordance with the Resource Mobilization Annex.

IV. **Authorities and References**

A. Local

1. City / County Emergency Ordinance / Resolution

B. State

1. Colorado Disaster Emergency Act of 1992 (CRS 24-32- 2101).
2. Article IV, Constitution of the State of Colorado; entitled *Executive Department*.

C. Federal

1. Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 USC. §§ 5121-5206).
2. The National Disaster Recovery Framework, June 2016.

Environmental Recovery Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. To return affected lands and waterways to a desirable environmental state utilizing and integrating a wide range of nongovernmental and governmental resources by providing assistance, managing resource requests, coordinating resource delivery, and managing recovery grants associated with restoration and rehabilitation activities.

B. Scope

1. A hazard to the environment may be difficult to define - too much rain is a flood; while too little rain is a drought. Natural, man-made, and technological disasters are characterized by concentrated releases of energy or material and may be a major factor in the degradation of the natural environment and a contributing factor exacerbating damages to the built environment and causing risk to public health and safety.
2. The amount of damage to the natural and built environment will depend greatly upon the type and magnitude of the disaster. Recovery from a disaster event, whether removing and processing debris, reconstructing roads, bridges and utilities or reestablishing natural stream channels may create environmental impacts. These potential environmental impacts need to be identified and mitigated in order to limit degradation to the natural environment.
3. Environmental hazards are not independent of other types of hazards, and one may lead to creating another entirely new hazard. Strategies used to mitigate environmental damages should reduce future risk from potential secondary hazards. For example: floods can degrade water quality and release chemicals and other contaminants from impoundments or containers. After wildfires have burned away most of the vegetation and other organic matter, the bare soils will not hold storm runoff resulting in fast moving floods, erosion and the transport of soil, sediment and debris.
4. The field of emergency management tends to focus more on harm to the human and the built environment and less to the larger natural environment in which humans and structures exist. Environmental concerns include not only humans but also plants, animals, water and air quality, the transport of environmental contaminants, and toxicology to humans. The emphasis on emergency disaster response is often directed on acute disasters, such as a chemical spill and less on the slow-developing problems with chronic effects or acute events with long-lasting consequences. All of these concerns should be considered as part of recovery before, during and after disaster events.
5. Environmental issues may be the result of, but are not limited to: slope or stream channel instability, erosion and sedimentation, debris flows and mudslides, hydrophobic soils, water and air quality, loss of critical wildlife habitat, and watershed protection.

C. Situation

1. Recovery projects to rehabilitate the natural or built environment after a disaster has the potential to create lasting negative impacts to the environment without an understanding of the desired environment to be achieved.
2. Before any work begins on a recovery rehabilitation project, the Local government, Tribal Nations or State agencies must consult with the relevant experts who have knowledge of potential impacts and remedies which would protect the environmental integrity of the impacted site. In many cases the work being considered will require a full regulatory review and obtaining permits from the regulatory agency(s) before a recovery or mitigation project may begin.

D. Assumptions

1. Any recovery or mitigation action that disturbs the physical environment has the potential to damage to the natural environment.

2. Long-term or chronic environmental degradation may not be apparent. It is important to have environmental subject experts review recovery plans.
3. Any recovery rehabilitation work will likely require local, Tribal, State and Federal permits before any recovery rehabilitation work may begin.
4. Reestablishing damaged natural or built environments may present opportunities to return these areas to a better state than they were pre-disaster.
5. Recognize that there is typically more than one method or option to address rehabilitation of the environment which will need to be evaluated.

II. **Concept of Operations**

- A. Each Local government, Tribal Nation, State and Federal agency is responsible to ensure that all recovery activities will not result in a degradation of the natural environment. This will require a site assessment of each proposed recovery project to determine if there are any potential risks to land, water quality, air quality, critical wildlife habitats, and other natural resources.
- B. When an agency is not certain if there are risks to natural resources, sponsors of recovery projects must contact the appropriate Local, State or Federal agencies for consultation. Each entity sponsoring recovery projects is responsible to acquire all required permits prior to construction of recovery projects
- C. For each potential recovery project where the physical environment is to be disturbed, the following steps should be taken:
 - D. Make an assessment of potential environmental impacts to air, water, food and soil contamination
 - E. Contact appropriate Local, State and Federal agencies to review risks and potential environmental mitigation methods.
 - F. Define what will be a successful outcome.
 - G. Involve and encourage residents and other potential stakeholders impacted by a disaster to have an active role in the planning and rehabilitation of the environment. This assures that unknown local concerns or desired outcomes are not missed.
 - H. Assess potential environmental actions which can reduce future disaster vulnerability.
 - I. Weigh the environmental consequences (benefits/costs analysis) of each potential method to restore the environment.
 - J. Consider partnerships and regional approaches to land use and conservation of the natural environment.
 - K. Consider reasonable alternatives to conflicts concerning alternative uses of land and resources.
 - L. Build into projects elements of sustainability and resiliency.
 - M. Have an exit strategy. Define at what point recovery rehabilitation work will be considered completed.

III. **Organization and Assignment of Responsibilities**

- A. Organization
 1. Local and Tribal Government Control
 - a) Direction and control of recovery of the natural environment from a disaster primarily rests with the elected leadership of the legally recognized jurisdiction impacted by the incident.
 - b) In all cases, the Local government and Tribal Nations must follow State, Federal, and Local environmental requirements.
 2. State Level Management
 - a) When recovery from a disaster exceeds the resources and capability of a local jurisdiction, the State may provide technical support and coordinator for the acquisition, prioritization and distribution of State resources, and if authorized Federal resources.
 3. Federal Level Management

- a) If the recovery effort is of such magnitude that Federal assistance is approved, the Federal agencies may be utilized in support of State and Local government recovery efforts.
 - 4. Volunteer Organizations:
 - a) May be called upon, as appropriate, to assist in disaster preparedness and recovery.
 - B. Assignment of Responsibilities
 - 1. State
 - a) DHSEM
 - (1) Operate the State Emergency Operations Center (SEOC) in order to provide statewide support and coordination.
 - b) CDPHE
 - (1) Will review projects for compliance with air, water, debris disposal as required.
 - (2) Will issue appropriate air, water, and disposal permits for recovery construction projects where warranted.
 - c) CWCB
 - (1) Will review projects for floodplain compliance if a local government does not have a floodplain ordinance and / or a designated floodplain manager.
 - 2. Federal
 - a) US Fish and Wildlife Service
 - (1) Will review projects for compliance with the US Threatened and Endangered Species Act.
 - b) US Army Corps of Engineers
 - (1) Will review changes to stream channels and floodplains
 - 3. Local governments and Tribal Nations
 - a) Local governments and Tribal Nations will review any proposed environmental remediation project for compliance with floodplain regulations, engineering standards and land use regulations prior to commencement of work.

IV. **Direction, Control, and Coordination**

- A. The Colorado Department of Natural Resources will be the primary lead for recovery activities impacting the environment.
- B. Other State agencies that should be consulted depending on the type of risk to the environment, include:
 - 1. CDPHE - Water quality; air quality; disposal of biological, hazardous and non-hazardous materials.
 - 2. DNR - CDPW: Wildlife; threatened and endangered species; critical habitat.
 - 3. DNR - CWCB: Floodplain identifications; stream restoration; stream, lake; ground water and watershed protection; water supply protection.
 - 4. DNR – DWR (Office of the State Engineer): groundwater protection; water rights; water well protection; domestic or municipal water supply issues.
 - 5. CDA - Agricultural crops, ranch livestock, and agricultural infrastructure, such as damage to water diversions, irrigation systems, water storage facilities.

V. **Information Collection, Analysis, and Dissemination**

- A. Prior to undertaking any recovery rehabilitation or remediation, the following information should be collected:
 - 1. Extent and type of environmental impacts should be documented in a narrative and photographed.
 - 2. All known environmental sensitive fauna, flora and threatened and endangered species.
 - 3. Determine and document the desired environmentally stable end state to be achieved.

4. Where possible, consider actions that would improve on the pre-disaster environment as well as mitigation of future hazards.

VI. Communication

- A. Communications and coordination of recovery or mitigation actions with potential impacts to the environment will first be directed to the Recovery Section Chief, followed by the State and / or Federal agency with the corresponding regulatory authority or interest having the primary area of environmental regulatory authority.

VII. Administration, Finance, and Logistics

A. Administration

1. Local governments and Tribal Nations are responsible to administer the environmental restoration of impacted recovery sites.
2. Local governments and Tribal Nations will be responsible to know Local and Federal environmental regulations and acquire any required Local or Federal permits.

B. Finance

1. Local governments and Tribal nations are responsible to keeping financial records, reporting, and requesting reimbursements for grant work completed.
2. An individual(s) will need to be designated to track all financial requirements and records for each recovery rehabilitation project. This will be critical information to receive reimbursements or to use for applying for additional mitigation and recovery grants.

C. Logistics

1. Prior to commencement of recovery rehabilitation work, Local governments and Tribal Nations are responsible to contact State and Federal agencies to determine if there are any outstanding environmental concerns to address and obtain, if necessary, any required permits
2. It is critical to document the pre- recovery restoration condition of impacted sites and the post- recovery condition through a written narrative and photographs.

VIII. Authorities and References

- A. The National Environmental Policy Act (NEPA 1969)
- B. Resource and Recovery Act (RCRA, 1967)
- C. Comprehensive Environmental Response Compensation and Liability Act (CERCLA)
- D. Clean Water Act (1990)
- E. Clean Air Act (1970)
- F. Executive Order 12856 (1993) Directs Federal facilities to comply with EPCRA regarding public notification or chemical use and emergency planning.
- G. ISO 14001 "The organization shall establish and maintain procedures to identify potential for and respond to accidents and emergency situations, and for preventing and mitigation the environmental impacts that

Historic and Cultural Resources Recovery Annex

I. Purpose, Scope, Situation, and Assumptions

A. Purpose

1. The purpose of this Recovery Annex is to protect and recover where necessary, all cultural and historic resources during response, recovery and mitigation phases of a disaster event.

B. Scope

1. The Cultural and Historic Resources -Task Force (CHR-TF) SEOC representative identifies cultural and historic needs during a disaster event.
2. The representative then coordinates the allocation of identified resource needs of the incident through communication with the Recovery Section Chief.
3. During the recovery phase of the incident, the representative communicates the location of damaged resources so the damage may be assessed during the damage assessment and provides information to disaster recovery centers for distribution.
4. The scope of the Incident Annex will cover the entire area impacted by the disaster and any areas that will be disturbed by response, recovery or mitigation activities.
5. Cultural and historical preservation efforts will continue for as long as recovery and mitigation activities are in progress that may negatively impact cultural and historic resources.
6. A task force made up of subject matter experts at a minimum from the Colorado State Historic Preservation Office (SHPO) and the Federal Emergency Management Agency Office of Environmental Planning and Historic Preservation (when a Federal Emergency or Disaster is declared) will review disaster impacted historic and cultural facilities. Local subject matter experts such as local historical societies and resource library staff should also be included in reviews of sites for critical historic and cultural resources.

C. Situation

1. With the advent of a disaster, cultural and historic resources may be at risk of being degraded or destroyed as the result of response, recovery or mitigation efforts. To prevent the loss of these resources, experts need to be employed at the beginning of the disaster event to aid in the identification, location and create procedures to protect in place or extract valuable cultural and historic resources so they are not damaged or lost.
2. The Cultural and Historic SEOC representative, working with Local, State and Federal agencies utilizing the Cultural and Historic Task Force, will identify important cultural and historic resources that continual to be threatened by the impacts of a disaster or recovery and mitigation efforts.
3. During the recovery phase of the incident, the representative communicates the location or damaged resources so the resources may be assessed during a damage assessment and provides information to disaster recovery centers for distribution.

D. Assumptions

1. All sites impacted by a disaster may contain cultural and historic resources worthy of protection and preservation.
2. Cultural and historic resources include but are not limited to cultural, historic, archeological, paleontological and unique geologic features.
3. All cultural and historic resources may not be known to be present at the time of the disaster event and may be discovered as the result of ongoing response, recovery or mitigation work. Recovery personnel and contractors should be instructed to look for yet to be discovered important cultural and historic resources and pass on this information to the Recovery Section Chief to document location and type.

II. Concept of Operations

- A. Before any major recovery or mitigation project is begun, it is crucial that cultural and historic experts examine impacted sites and review any records of potential cultural and historic resources. If any cultural and historic resources are suspected, a plan to protect or recover these items should be prepared and sent to the Recovery Section Chief for distribution. The following are operational steps to consider:
 1. Pre-Incident Planning
 - a) Individuals that would likely be involved with protecting or recovering cultural and historic resources should be aware of the following prior to a disaster incident,
 - b) Pre-incident planning should include having contact information to rapidly access known State cultural and historic resources from SHPO.
 - c) Upon request for SEOC activation from the Colorado Office of Emergency Management, Regional Field Manager, Recovery Section Chief or designated cultural and historic representative will respond to the SEOC, the local EOC who requested assistance or provide assistance in a remote capacity (WebEOC and/or conference calls).
 - d) Upon activation of the SEOC or notification by an Emergency Management Representative, Task Force SEOC representative will be identified from potential representatives who are on the CHR-TF Steering Committee.
 - e) Log into WebEOC stating your name and note you are representing ESF-11 Cultural and Historic Resources.
 - f) Send an email to Cultural and Historic Steering Committee stating your name and contact information, state you are the point of contact for concerns related to cultural and historic resources during this disaster. Identify the operational period(s) that you expect you can serve and who else may or will be available to serve and when.
 - g) Begin to build situational awareness.
 - h) The representative will determine the impacted area of interest. Identify general geographical parameters of incident, including: county, zip codes, GIS coordinates, jurisdictions (Federal land, State land, local government and/or private property).
 - i) The SEOC representative will identify the location of cultural and historic resources in relation to the incident by accessing SHPO data or speaking with point of contact who has access to this database.
 - j) The SEOC representative will search the web and/or the C2C database of libraries, museums and archives for the nearest cultural organizations.
 - k) If appropriate, compose an outreach email for the CHR network listserv to get information about cultural resources in the area that are damaged or threatened. If further information is needed, mobilize outreach to cultural organization listservs for information about any cultural resources that may be impacted or are threatened.
 - l) SEOC representative may outreach to additional organizations and databases who may have knowledge of resources in the vicinity of the disaster. Local museums, libraries and archivists may also provide information of other impacted resources. Build an incident contact list.
 - m) Establish and maintain a Unit Event Log that chronologically describes actions taken during operational period.
 - n) If necessary, ensure that Disaster Recovery Centers have information to distribute regarding recovery of cultural and historic resources.
 - o) Apply for History Colorado Emergency Grants if it is determined that emergency funding is necessary to temporary stabilize a building, structure, or site is necessary until permanent preservation measures can take place.

2. Operation Phase:
 - a) Maintain contact with the State Historic Preservation Office (SHPO), History Colorado, and Task Force Network to further reach out to the CHR community and better understand threatened resources across the state.
 - b) Contact local cultural and historic representatives to determine the extent to which they have been impacted by the event. Keep in contact with a network of contacts for the area, asking each contact for further contact information.
 - c) If sites or collections are under threat or have already been affected, determine resources which may be helpful to the site (e.g. climate controlled facilities, refrigerator trucks, technical expertise, volunteers), determine the availability of said resources, what they will cost to deploy and who the point of contact is.
 - d) Participate in operations and recovery conference calls during the incident to communicate needs and concerns of the CHR community in the affected area.
 - e) If requested, provide maps and/or contacts for resources that are damaged or threatened to Field Managers. These might include historical sites identified by SHPO/History Colorado that are on the "National or State Register," or that are "Eligible" or for which "Data is needed"
 - f) If CHR resources are damaged, ensure this information is provided to local emergency management officials so costs incurred are documented and included in local damage assessment figures.
 - g) Assist with coordination of law enforcement support to Cultural and Historic Resources Task Force to provide site protection or evacuation access as needed.
3. Recovery Phase:
 - a) Collect results of damage assessments of impacted cultural and historic resources to determine next steps.
 - b) If cultural and historic resources are damaged, ensure the information provided to local emergency management officials during the response phase of the disaster are shared with those responsible for recovery functions, so costs incurred are documented and included in local damage assessment figures.
 - c) Provide collections restoration information at Disaster Recovery Centers for awareness and public information purposes.
 - d) Provide State Historical Fund Emergency Stabilization Grant information to impacted cultural and historic resource institutions. Assist eligible entities with FEMA Public Assistance grants information and facilitate kickoff meetings, should these grants be made available.
 - e) Inform impacted cultural and historic resource institutions of Small Business Administration loans to assist with recovery, should they be made available.
4. Demobilization Phase:
 - a) Deactivate your assigned position and close out logs when authorized by the SEOC Director.
 - b) Complete all required forms, reports, and other documentation. All forms should be submitted to the Planning Section, prior to your departure.
 - c) Be prepared to provide input to the After Action/Corrective Action report.
 - d) If another person is relieving you, ensure they are thoroughly briefed before transfer is made.
 - e) Leave forwarding contact information where you can be reached.

5. Capabilities:
 - a) Annually download GIS dataset from SHPO which includes historic built environment and archaeological sites. Look at adding library sites, museums, and special collections.
 - b) Have the ability to provide technical assistance to impacted museums, libraries, collections.
 - c) Provide situational awareness to impacted Emergency Managers of cultural and historic resources which may potentially be impacted by an event.
 - d) Provide technical assistance to personal working within impacted cultural and historic resource sites on how to minimize impacts to collections and archaeological sites during both disaster response and recovery phases.
 - e) Leverage existing libraries in near proximity to a disaster event as a Resource Center for impacted individuals for internet access, community gathering, and meeting spaces...

Note: A Confidentiality Agreement and Policies may be required to be implemented while handling sensitive information from the State Historic Preservation Office. Some information on the presence and location of cultural and historic resources should not be made to the general public.

III. **Organization and Assignment of Responsibilities**

A. Organization

1. Overall leadership for the Cultural and Historic Preservation Recovery Annex lies with the Recovery Section Chief. This Annex is part of the Natural & Cultural Resource Division to be administered and managed by the Colorado Department of Natural Resources. A Cultural and Historic Resources – Task Force may be activated to facilitate the identification, protection, rehabilitation and restoration of important cultural and historic resources.

B. Assignment of Responsibilities

1. State

a) DHSEM

- (1) Operate the SEOC in order to provide statewide support and coordination.
- (2) The Recovery Section Chief will provide coordination between Local, State and Federal agencies.
- (3) Activate the Cultural and Historic Resources Task Force.
- (4) Activate the Network Listserv to determine what cultural and historic resources are present.

b) Colorado State Historic Preservation Office (SHPO)

- (1) Will aid in identifying cultural and historic resources.
- (2) Will provide guidance on resource protection and preservation consistent with State regulations.

c) Department of Natural Resources (DNR)

- (1) Provides overall coordination of the Environmental and Historic and Cultural Resources Annex.

2. Federal

a) Federal Emergency Management Agency Office of Environmental Planning and Historic Preservation

- (1) Will aid in identifying cultural and historic resources, and provide guidance on resource protection and preservation consistent with Federal regulations.
- (2) Will aid in providing guidance on resource and preservation.

3. Local

a) Authority Having Jurisdiction

- (1) Establish Incident Command and manage incident in accordance with ICS guidance.
- (2) Coordinate with DHSEM Regional Field Managers and the Recovery Section Chief to assure that all recovery and mitigation work will not destroy or degrade known cultural and historic resources

IV. **Direction, Control, and Coordination**

- A. The Recovery Section Chief or designee will have overall direction, control, and coordination of response and recovery efforts to preserve or recover cultural and historic resources impacted by a disaster event.
- B. The Recovery Section Chief, working with SHOP, FEMA, local experts, and Cultural and Historic Task Force will assure all information regarding the location and type of cultural and historic resources are documented and a plan to protect or recover these resources is in place prior to commencement of recovery or mitigation work.
- C. The Recovery Section Chief will coordinate all efforts with the Natural & Cultural Resources Division overseen by the Department of Natural Resources.

V. **Information Collection, Analysis, and Dissemination**

- A. A physical site inventory and review of records identifying cultural and historic resources will have to be completed prior to the commencement of recovery and mitigation work. The inventory of cultural and historic information will be reviewed by the SHPO and where appropriate, the Federal Emergency Management Agency Office of Environment Planning and Historic Preservation and determine what resources can be protected on site or will need to be removed for preservation.
- B. SHPO and the Federal Emergency Management Agency will analyze all available information and create a plan of implementation to protect or preserve cultural and historic resources.
- C. All information on identified resources in need of protection that may be impacted by recovery and mitigation efforts will be provided to the Recovery Section Chief who will in turn disseminate the information as needed.

VI. **Communication**

- A. Most interaction from the Recovery Section Chief will be with agencies having jurisdiction over impacted sites and the DHSEM Regional Field Managers. The Recovery Section Chief will have the responsibility to coordinate with the Director of the Office of Emergency Management, Colorado Department of Natural Resources, Recovery Section Chief, State Recovery Task Force, Long-Term Recovery Working Group, SHPO, and Federal Emergency Management Agency.

VII. **Admin, Finance, and Logistics**

A. Admin

1. Each State department/agency will use its own contracts and system for mapping sub-recipient grants.
2. Each department/agency maintains appointing authority for its own employees.

B. Finance

1. Each State department/ agency is responsible for maintaining their own financial records.
2. Any agency acting as a grantee or sub-recipient for State or Federal grants is responsible for reporting as required by the grant program.
3. Each agency is responsible for knowing and following State, Federal, and Local procurement procedures.
4. Any department/ agency awarding grant funds is responsible to monitor the use of those funds.
5. Each granting agency is responsible to set up procedures to manage reimbursement requests and reporting in a timely and effective manner.

C. Logistics

1. If applicable, requests for critical resources beyond a department or agency capacity may be requested through established State resource mobilization processes through the SEOC.

VIII. **Authorities and References**

- A. National Historic Preservation Act of 1966 (NHPA)/National Historic Preservation Act 1966-amended 2000
- B. Protection of Historic Properties 36 CFR Part 800
- C. The National Environmental Policy Act of 1969 (NEPA)
- D. Archeological and Historic Preservation Act of 1974
- E. Archeological Resources Protection Act of 1979
- F. Native American Graves and Repatriation Act of 1990
- G. American Indian Religious Freedom Act of 1978
- H. Executive Order 13007: Indian Sacred Sites 1996
- I. Colorado Historical, prehistorical, and Archaeological Resources, Colorado Revised Statutes CRS 24-80-401-411
- J. Colorado Historical, Prehistorical, and Archaeological Resources, Colorado Regulations 8 CCR 154-7
- K. Colorado Register of Historic Places, Colorado Revised Statutes CRS 24-80-1
- L. Colorado State Register of Historic Places, Colorado Regulations 8 CCR 1504-5