

# Douglas County Emergency Operations Plan



## Emergency Operations Base Plan

## Douglas County Comprehensive Emergency Management Plan

2021 – Version 1.0



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## BASE PLAN

## PROMULGATION

The Douglas County Emergency Operations Plan (EOP or Plan) is officially in force as of September 14, 2021 through “A Resolution Establishing Emergency and Disaster Authorizations and Approving the Douglas County Operations Plan (R-021-\_\_\_\_\_) signed by the Douglas County Board of County Commissioners (BOCC).

## INTRODUCTION

The Douglas County Emergency Operations Plan has been developed in accordance with the requirements for local emergency planning established under the State of Colorado Disaster Emergency Act of 1992 and is aligned with the National Response Framework (NRF) and National Incident Management System (NIMS). It meets the requirements of other State and Federal guidelines for local emergency management plans and programs. The Douglas County EOP establishes the structure for a coordinated response to various types of natural, technological, and manmade emergencies, disasters, or terrorist attacks.

The EOP provides an overview of how Douglas County public safety partners collaborate, plan, and prepare for a hazardous incident that threatens lives, property, and natural



resources. The Plan describes the policies, planning assumptions, concept of operations, and response when a disaster or emergency challenges local government’s ability to respond. While there are some responsibilities for recovery that will occur during the response phase, the Recovery Plan is a more detailed plan, separate from the EOP, that is included in the Douglas County Comprehensive Emergency Management Plan (CEMP). The Recovery Plan details responsibilities of Douglas County Government

and other agencies that have significant responsibilities associated with recovery from a disaster.

Per the Emergency Delegation of Authority Resolution (*EDAR, General Appendices, 3B*), Douglas County Emergency Services (DCES) is directed by the Office of Emergency Management (OEM) and supported by the Facilities, Fleet and Emergency Support Services (FFESS) staff and is defined as a cross-functional collaborative group representing all Elected Official Offices, Departments, and Divisions who participate and/or have a role in emergency management and preparedness for Douglas County Government. The DCES is responsible for working collaboratively to revise the Plan. The DCES group is responsible for collaborating to ensure all County elected officials are alerted of EOC activations and are aware of status before, during and after an incident. Occasionally there will be status updates for potential hazards or emergencies that have the potential to affect Douglas County.

In addition, the following verbiage was added to all Douglas County and DCSO job descriptions in 2015. *In the event of an emergency/disaster in or near the county, all County employees are expected to make every effort to be available to assist the County Manager, Elected/Appointed Officials and Department Directors to ensure the continued operation of any and all necessary County functions. This may mean being available to perform additional duties and hours beyond what is normally required.*

The Douglas County Office of Emergency Management (DCOEM) is responsible for required periodic updates and revisions to this document. The DCOEM will develop training and exercise programs to familiarize City and County personnel, emergency officials, volunteer organizations, and other appropriate private sector organizations with the provisions of the EOP. It is also responsible for the dissemination of emergency planning and response information to the citizens of Douglas County.

The EOP is a document that will evolve as it is tested during exercises and real incidents. The EOP will be reviewed by all Emergency Management partners and updated periodically. This document will serve as one of many tools meant to improve coordination among all Emergency Management partners including those at the Federal, State and Local government level, voluntary disaster relief organizations, and the private sector. The mission of the collaborating agencies is to enhance public safety, protect lives, property and the environment, and restore affected communities quickly and efficiently following a disaster. All participating agencies, departments and enterprises are responsible for understanding their roles within the Douglas County EOP.

The EOP is organized into five parts:

1. **The Base Plan:** This section introduces the overall EOP and gives it authority, provides the general planning concept, outlines standard or commonly accepted agency responsibilities at a county level, and identifies legal authorities and references. The EOP is considered a public document, although specific phone numbers or names may be removed prior to public distribution.
2. **Emergency Support Function (ESF) Annexes:** Each Annex contains a general description of the function, the major response and recovery responsibilities of the function, and identifies primary and support agencies. These are planning documents, not procedural documents, and are typically available for public view. Lead agencies may identify other planning efforts or procedures that assist in the execution of the ESF. These documents may fall under different rules or requirements for public availability.
3. **Hazard Specific Annexes:** Hazard-specific information relating to the unique responsibilities and resource requirements of the type of disaster most likely to be faced in Douglas County are collected in these documents. Hazard-specific information is based on the 2021 Local Hazard Mitigation Plan (LHMP). Most Annexes are typically available for public view; however, some Annexes may contain sensitive information and may be removed prior to public release.
4. **General Appendices:** The Appendices include policies and references, acronyms and key terms, and an ICS Summary.
5. **Attachments:** These documents may provide specific information or tools such as maps, sample or actual contracts and agreements, phone lists, specialized county programs or policies or diagrams. Attachments serve to augment the EOP; while some attachments may be available for public view most are not due to the sensitive nature of their content and are not considered public documents. This part of the EOP is updated more frequently than the rest of the plan to reflect changes in best practices and standard operating procedures.

## SUPERSESSION

Upon completion and formal adoption, this plan will supersede and replace the existing Douglas County Emergency Operations Plan (EOP) dated September 2016.



## PURPOSE

The purpose of the Plan is to provide a consistent, familiar framework for response by Douglas County Government to disasters and other incidents which overwhelm normal operational resources. The Plan uses the principles of the National Incident Management System (NIMS) as the foundation and aligns with the National Response Framework (NRF) at the Federal level, and with the State of Colorado's Emergency Operations Plan (SEOP). This provides a consistency in response and recovery for all levels of government to easily assimilate and work collaboratively for the benefit of the citizens it serves.

This document provides the overall guidance for county government during the different phases of disaster management by:

1. Identifying the roles, responsibilities and actions required of participating agencies, localities, departments, and enterprises in preparing for and responding to emergencies and disasters.
2. Ensuring a coordinated response by Municipal, County, State and Federal government in managing emergencies or disasters, saving lives, preventing injuries, protecting property, and protecting the environment.
3. Providing a framework of policies, objectives, and approaches for coordinating, integrating, and administering the EOPs and related programs of localities, including special districts, municipality, Town, City, County, State and Federal governments.
4. Providing for the integration and coordination of volunteer agencies and private organizations involved in emergency response and relief efforts.
5. Establishing the framework for all plans developed and used by participating agencies, departments, and enterprises.
6. Establishing the governing plan for all emergency plans within Douglas County.

The Base Plan provides an overview of the roles, responsibilities and actions required of elected officials, county departments and partner agencies within Douglas County. The Base Plan is then supported by Annexes and additional plans that are a part of the CEMP that describe core functional outcomes that should be addressed by government operation in order to provide successful emergency response and recovery for large scale emergencies and disasters impacting those members of the public that live, work or visit in Douglas County. The Annexes also describe in more detail the involved agencies and actions to be addressed.

Pursuant to C.R.S. 24-33.5-707, the plan recognizes that County assistance will be provided to impacted communities within the County and the County shall cooperate

with the disaster agencies of municipalities situated within its borders. Likewise, when resources are unavailable with Douglas County, the county shall look to the State to provide assistance and support. To facilitate cooperation, this Plan is applicable to all of Douglas County, but does not supersede or replace municipal or state emergency operations plans, nor is it meant to replace department or agency operating procedures. It is a guideline meant to be scalable for either small events or large incidents that require multi-agency coordination.

The Plan is organized into five major sections:

1. **The Base Plan:** This section introduces the overall EOP and gives it authority, provides the general planning concept, outlines standard or commonly accepted agency responsibilities at a county level, and identifies legal authorities and references. The EOP is considered a public document, although specific phone numbers or names may be removed prior to public distribution.
2. **Emergency Support Function (ESF) Annexes:** Each Annex contains a general description of the function, the major response and recovery responsibilities of the function, and identifies primary and support agencies. These are planning documents, not procedural documents, and are typically available for public view. Lead agencies may identify other planning efforts or procedures that assist in the execution of the ESF. These documents may fall under different rules or requirements for public availability.
3. **Hazard Specific Annexes:** Hazard-specific information relating to the unique responsibilities and resource requirements of the type of disaster most likely to be faced in Douglas County are collected in these documents. Hazard-specific information is based on the 2015 Local Hazard Mitigation Plan (LHMP). Most Annexes are typically available for public view; however, some Annexes may contain sensitive information and may be removed prior to public release.
4. **General Appendices:** The Appendices include policies and references, acronyms and key terms, and an ICS Summary.
5. **Attachments:** These documents include the component documents or references to documents that constitute the Comprehensive Emergency Management Plan (CEMP) and other documents that may provide specific information or tools such as maps, sample or actual contracts and agreements, phone lists, specialized county programs or policies or diagrams. Appendices serve to augment the EOP; while some appendices may be available for public view most are not due to the sensitive nature of their content and are not considered public documents. This part of the EOP is updated more frequently

than the rest of the plan to reflect changes in best practices and standard operating procedures.

## SCOPE

The EOP applies to all incidents or events within the geographic boundaries of Douglas County and uses the all-hazard approach and addresses a full range of complex and constantly changing requirements in anticipation of, or in response to, threats or acts of major disasters (natural or technological), terrorism and other emergencies. The EOP also applies to any event that may affect Douglas County regardless of location or size. This includes events in neighboring jurisdictions, large-scale events within the State of Colorado, or any situation where Douglas County may be called upon for Mutual Aid.

**The EOP is always activated and in use in one sense or another, but escalation due to a large-scale event may occur at any time and can be accommodated due to the flexible nature of the Plan.**

The EOP does not specifically address long-term reconstruction, redevelopment, and mitigation measures as these are covered in separate plans in the CEMP.

The EOP embraces the concept of scalability, and therefore may be expanded or contracted to suit any size, scope, scale, or magnitude of events, including catastrophic incidents. While the plan is not intended for use in the response or recovery of incidents which are considered part of the daily operating procedures, the plan may be helpful if standard events coincide and cause a strain on Douglas County's resources.

Douglas County is responsible for emergency response operations in all unincorporated areas of Douglas County and in cooperation with all jurisdictions located in Douglas County.

## AUTHORITY

### Federal

1. Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendments (Volume VI Public Law 93-288 as amended by Public Law 100-707)
2. Homeland Security Act and Information Sharing Act of 2002
3. Post-Katrina Emergency Management Reform Act of 2006

4. National Response Framework (NRF), Third Edition (June 2016)
5. National Disaster Recovery Framework (NDRF), Third Edition (June 2016)
6. National Incident Management System (NIMS) Refresh (October 2017)
7. Homeland Security Presidential Directive 5, Management of Domestic Incidents
8. Homeland Security Presidential Directive 8, National Preparedness
9. Government code Title 1, Div. 4, Ch. 8, Sec. 3100-3101 – Public Employees as Disaster Service Workers (This ensures implementation of the federally funded crisis counseling provision, especially in support of Family Assistance Centers.)

### **Colorado**

1. Colorado Revised Statutes, as amended. Entitled the Colorado Disaster Emergency Act of 1992 ( §24-33.5-701, et. seq., C.R.S.),
2. Colorado Hazard and Incident Response and Recovery Plan (EOP) (November 2016)

### **Local**

1. County Resolution No. R004-036 Establishing the Douglas County Incident Management Team. March 23, 2004,
2. County Resolution No. R005-175 Creating the Office of Emergency Management and authorize the preparation of a Local or Inter-jurisdictional Disaster Emergency Plan. December 13, 2005,
3. County Resolution No. R-011-114, approving Intergovernmental Agreement for Disaster-Emergency Mutual Aid and Disaster-Emergency Resources Assistance in and among the Town of Castle Rock, The Town of Parker, The City of Lone Tree, The City of Castle Pines, The Town of Larkspur, The Douglas County School District, The Highlands Ranch Metro District, The Douglas County Public Library District and Douglas County, Colorado by the Board of County Commissioners and the Sheriff, last amended August 6, 2019.

4. County Resolution No. R012-092, approving Intergovernmental Agreement for Emergency Management State-wide, September 11, 2012,

AND

5. County Resolution No. R021-\_\_\_\_, defining Emergency and Disaster Authorizations and approving the Douglas County Emergency Operations Plan, September \_\_\_\_, 2021.

## CONCEPT OF EMERGENCY MANAGEMENT

Emergency Management employs a comprehensive approach to all-hazards planning and focuses on a collaborative effort with a wide range of partners. This shared responsibility becomes a collection of disciplines that together seek to build a more prepared and disaster resilient community. To support this, Emergency Management performs a support and coordination role, not a command and control function. There are five phases of emergency management: prevention, mitigation, preparedness, response and recovery.

- **Prevention** efforts attempt to avoid or stop an incident from occurring all together.
- **Mitigation** involves actions to minimize or reduce the adverse effects resulting from a disaster.
- **Preparedness** encompasses the planning, training and exercising of emergency equipment, policy and procedures.
- **Response** includes actions taken during the incident to address the immediate and short-term threats to life, property, environment and the social, economic and political structure of the community.
- **Recovery** involves the implementation of programs needed to help communities return to normal. Recovery can be loosely categorized as short- and long-term actions.

## SITUATION

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### GEOGRAPHY

Douglas County's land area covers approximately 844 square miles. The County lies close to the center of the State along the I-25 Corridor between the major urban activity centers of Denver and Colorado Springs. It encompasses over 540,000 acres of a varied

topography of mountains, foothills, riparian corridors, and grasslands. The county is lightly wooded, mostly with ponderosa pine, with broken terrain characterized by mesas, foothills and small streams. Cherry Creek and Plum Creek rise in Douglas County and flow north toward Denver and into the South Platte River. Both were subjected to flash flooding in the past, Plum Creek being partially responsible for the Denver flood of 1965. Cherry Creek and Plum Creek are now dammed.

Elevations range from a low of 5,400 feet in the northeastern area to the high point of 9,836 feet at Thunder Butte in the Pike National Forest.

Douglas County's vegetation includes pine, spruce, and fir trees in the Pike National Forest and gamble oak, mountain mahogany, and choke cherry in the foothills. Cottonwood trees, willows, and grasses inhabit the riparian ways and blue gramma, switch grass, and winter wheat grasses can be found on the grassland prairie.



Douglas County's wildlife includes deer, elk, coyote, mountain lion, fox, hawk, black bear, the Preble's meadow jumping mouse (a threatened species) and is the nesting ground of the Sharp-tailed Grouse.

The County's natural amenities accommodate a wide variety of residential categories ranging from agricultural and pastoral to remote mountain settings to urban living. As of 2019, the County includes seven incorporated municipalities including Aurora (part), Castle Pines, Castle Rock, Larkspur, Littleton (part), Lone Tree, and Parker.

Approximately 18% of the land area of the County is urban and the majority of the County population resides in the northern tier. The majority of the land area in the County remains in rural (non-urban) land use. More than one-fourth (140,932 acres) of the County is national forest land within the Pike National Forest. Three State recreation areas and parks are situated within Douglas County: Roxborough State Park, Chatfield Reservoir State Recreation Area, and Castlewood Canyon State Park. Major waterways

in the County include the South Platte River, which forms the northwesterly boundary of the County, and the Plum Creek and Cherry Creek watersheds.

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## DEMOGRAPHICS

The population of the County as of January 1, 2020 is estimated to total 370,000 persons. The population within the unincorporated area of the County is approximately 205,800 (56% of the population). The estimated population within incorporated municipalities is approximately 164,200. Ninety-one percent of the population lives in urban areas with 9 percent of the population living in rural areas which constitute 82.5 percent of the County land area. 2019 census.gov shows the racial makeup of the county as 81.3% White, 5.4% Asian, 1.7% Black, 0.5% Native American, 0.01% Pacific Islander, 9.1% Hispanic or Latino of any race and 2.8% from two or more races.

The 2018 American Community Survey found that 8,080 (2.4%) of the Douglas County population lived under the poverty level. 26,169 individuals were Medicaid Clients and 4,961 were enrolled in the SNAP Program in December of 2019.

Seven municipalities exist within Douglas County's boundaries. Castle Pines, Castle Rock, Larkspur, Lone Tree, and Parker lie wholly within the County. The Cities of Aurora and Littleton have a small portion of their populations and land area within Douglas County. The cities and towns of Castle Rock, Parker, Larkspur, and Lone Tree are Home Rule municipal corporations. Castle Pines is a statutory city. Each municipality has land use authority within its jurisdiction. Services provided by the cities range from public works and parks to the full spectrum of public services.

Approximately 25% of the population lives within a Wildland-Urban Interface (WUI) area and 27% of the residences are located in the 11 high fire risk areas of Bear Dance/Sage Port, Burning Tree, Castle Pines, Highlands Ranch Back County, Keene Ranch, Perry Park, The Pinery, Roxborough, Russellville/Deerfield, Spruce Mountain Estates and Woodmoor Mountain.

In addition to the municipalities, there are 292 special district authorities that provide a variety of public services. The demographic characteristics of the County are summarized in Table 1.

Table 1 – 2019 Douglas County Population & Land Use Area Information

	2019 Population Est a/o 1.1.20	% (of total County Population)	Land Area (Acres)	% (of total County Area)
<b>Unincorporated Area</b>				
Primary Urban Area *	130,230	35%	19,881	4%
Castle Pines SUA	4,670	1.3%	2,650	>1%
Chatfield Urban Area	1,620	0%	6,910	1%
Pinery SUA	11,800	3.2%	5,491	1%
Roxborough SUA	9,390	2.5%	2,449	>1%
Municipal Planning Areas (unincorporated)	17,290	4.7%	10,040	2%
Rural (Non-urban) **	30,800	8.3%	440,225	82%
<b>Unincorporated Population</b>	<b>205,800</b>	<b>55.6%</b>	<b>487,646</b>	<b>91%</b>
<b>Municipalities</b>				
City of Castle Pines	11,770	3.2%	6,101	1%
Town of Castle Rock	72,770	19.7%	21,303	4%
Town of Larkspur	195	.1%	935	>1%
City of Lone Tree	16,300	4.4%	6,104	1%
Town of Parker	60,125	16.3%	14,120	3%
City of Aurora	2,330	.6%	1,454	>1%
City of Littleton	710	.2%	159	>1%
<b>Incorporated Urban Population</b>	<b>164,200</b>	<b>44.4%</b>	<b>50,177</b>	<b>9%</b>
Urban Population	336,700	91%		
Rural Population	33,300	9%		
<b>Countywide Total</b>	<b>370,000</b>		<b>537,823</b>	



*\* The community of Highlands Ranch, with a population of 105,417 comprises 51% of the population of the Unincorporated Population. Source: US Census 2018 estimates*  
*\*\* Includes 140,932 acres in the Pike National Forest and 8,463 acres in Chatfield, Roxborough and Castlewood Canyon State Parks.*  
*Source: Douglas County Population 2011 Estimates Report; Douglas County Community Planning and Sustainable Development.*

## HAZARD VULNERABILITY & RISK ANALYSIS

Douglas County enjoys a semi-arid climate. The county averages 19 inches of rain and 79 inches of snow annually. Summer high temperatures average 86 degrees and winter low temperatures average 18 degrees. Douglas County is geographically diverse area with three distinct zones running north to south. A majority of the western part of the County is covered by the Pike National Forest, highly timbered in Ponderosa Pine and Scrub Oak with numerous recreational areas and several residential areas enclosed by the forest. This heavily forested region transitions into the central area of the county with an extensive Wildland-Urban Interface boundary. The central area of the county is comprised by the urban and sub-urban areas of the I-25 corridor with a substantial mix of residential, business and industrial construction and includes the densely populated areas of Highlands Ranch, Parker, Lone Tree, Castle Pines, Castle Rock, and Larkspur. The eastern portion of the county is largely suburban and rural although it also encompasses the Town of Parker on the north. Within this eastern area of the county the rural residential areas of the Pinery, Franktown and Russellville lie within the northern portion of the Black Forest presenting extensive areas of Wildland Urban Interface.

Douglas County is vulnerable to many natural hazards and technological events that may cause a disaster. Possible natural hazards include wildland fires, floods, severe weather, winter storms, hail, floods, drought, and earthquakes. There is also the threat of terrorism or man-made incidents such as nuclear, biological, or chemical attack or accidents. These hazards and vulnerabilities are described in detail in the Hazard Vulnerability Analysis (Table 2). For further detail on the Profile for each Hazard or Threat please reference the 2021 Douglas County Local Hazard Mitigation Plan (LHMP) (estimated completion date June 2021). The LHMP replaces the Threat and Hazard Identification and Risk Assessment (THIRA) Plan found in many Colorado jurisdictions. The LHMP provides for a Whole Communities approach to natural hazard and risk identification for Douglas County. Man-made hazards and risks are identified and assessed in the EOP.

Table 2 – Hazard Vulnerability Analysis

Hazard / Threat	Description / Frequency	Threatened Areas	Notes
<p><b>Aircraft Accident</b></p>	<ul style="list-style-type: none"> <li>• There is a high volume of air traffic over Douglas County.</li> <li>• Various types of aircraft fly over, including small planes, jetliners, helicopters and military aircraft.</li> <li>• Populations within flight paths and close to or adjacent to airports have an increased risk due to a higher probability for an accident during take-off and landing.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas of Douglas County</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Hazard Profile:</b> <ul style="list-style-type: none"> <li>▪ <b>Spatial Extent – Limited</b></li> <li>▪ <b>Likelihood of Future Occurrence – Medium</b></li> <li>▪ <b>Magnitude / Severity – Low</b></li> <li>▪ <b>Significance – Low</b></li> </ul> </li> <li>• Centennial Airport is one of the busiest general aviation airports in the nation.</li> <li>• Denver International Airport has landing approaches and holding patterns over Douglas County airspace.</li> <li>• There are several small private landing strips located in the eastern and central areas of Douglas County.</li> </ul>
<p><b>Cyber Attack</b></p>	<ul style="list-style-type: none"> <li>• A cyber-attack is an assault launched by cybercriminals or terrorists using one or more computers against a single or multiple computers or networks.</li> <li>• A cyber-attack can maliciously disable computers, steal data, or use a breached computer as a launch point for other attacks.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas of Douglas County</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Hazard Profile:</b> <ul style="list-style-type: none"> <li>▪ <b>Spatial Extent – Extensive</b></li> <li>▪ <b>Likelihood of Future Occurrence – High</b></li> <li>▪ <b>Magnitude / Severity – Medium</b></li> <li>▪ <b>Significance – Medium</b></li> </ul> </li> <li>• Common types of cyber-attacks include: <ul style="list-style-type: none"> <li>• Malware</li> <li>• Phishing</li> <li>• Ransomware</li> <li>• Man-in-the-middle attacks</li> <li>• Denial-of-service attacks</li> <li>• SQL injection</li> <li>• Zero-day exploit</li> <li>• DNS Tunneling</li> </ul> </li> </ul>
<p><b>Dam Failure</b></p>	<ul style="list-style-type: none"> <li>• Class 1 and 2 dams have potential to cause severe damage to life and / or property. Ten Class 1 and 2 Dams have the potential to impact Douglas County:</li> <li>• Class 1 (no failures) Antero, Cheesman,</li> </ul>	<ul style="list-style-type: none"> <li>• Deckers</li> <li>• Trumbull</li> <li>• Oxyoke</li> <li>• Kassler</li> <li>• Sedalia</li> <li>• Waterton</li> <li>• Roxborough</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Hazard Profile:</b> <ul style="list-style-type: none"> <li>▪ <b>Spatial Extent – Limited</b></li> <li>▪ <b>Likelihood of Future Occurrence – Low</b></li> <li>▪ <b>Magnitude / Severity – Medium</b></li> <li>▪ <b>Significance – Low</b></li> </ul> </li> <li>• It is predicted that the failure of any of the upstream Class 1 and 2 dams on the South Platte will</li> </ul>

	<p>Eleven Mile, Strontia Springs</p> <ul style="list-style-type: none"> <li>• Class 2 (one failure) Rampart, J.O. Hill, Pinery, Wauconda, Spring Gulch, Million Dollar</li> </ul>		<p>have a domino effect and cause the failure of the downstream dams.</p> <ul style="list-style-type: none"> <li>• The largest threat is the Cheesman Reservoir dam.</li> <li>• The inundation maps show the Trumbull area under 53 feet of water ten minutes after a catastrophic failure of Cheesman Dam.</li> <li>• Flooding in Westcreek area led to damage to homes and roads. The dam in Westcreek has now been reinforced.</li> <li>• Douglas County owns more than twenty watershed protection and flood control reservoirs. Numerous drainage and detention structures are present throughout the County which may pose a local flood risk to downstream properties.</li> </ul>
Hazard / Threat	Description / Frequency	Threatened Areas	Notes
<b>Drought</b>	<ul style="list-style-type: none"> <li>• Can occur year-round, typically worsening during hot summer months with low relative humidity levels.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas of Douglas County</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Hazard Profile:</b> <ul style="list-style-type: none"> <li>▪ <b>Spatial Extent – Significant</b></li> <li>▪ <b>Likelihood of Future Occurrence – High</b></li> <li>▪ <b>Magnitude / Severity – Medium</b></li> <li>▪ <b>Significance – Medium</b></li> </ul> </li> <li>• During dry periods, there is an increase in ignition fuel, creating greater fire danger.</li> <li>• Drought also causes stress to wildlife populations, reducing them in numbers from normal water years due to starvation, encroaching into residential neighborhoods seeking food, etc.</li> <li>• Can lead to water rationing for the human population.</li> </ul>

Hazard / Threat	Description / Frequency	Threatened Areas	Notes
<p><b>Earthquake</b></p>	<ul style="list-style-type: none"> <li>• At least 4 major faults exist within Douglas County.</li> <li>• The frequency is unpredictable and will not be anticipated by the majority of the population.</li> <li>• No major earthquakes have historically occurred in the County.</li> <li>• The projected maximum quake is 5.5.</li> <li>• Projected Vulnerability: <ul style="list-style-type: none"> <li>○ 1 household displaced in 500 year earthquake, 31 households displaced in 250 year event.</li> <li>○ \$77.5 million in estimated total damage from 500 year event</li> <li>○ \$1.087 billion in estimated total damage from 2500 year event.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• All areas of Douglas County</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Hazard Profile:</b> <ul style="list-style-type: none"> <li>▪ <b>Spatial Extent – Significant</b></li> <li>▪ <b>Likelihood of Future Occurrence – Medium</b></li> <li>▪ <b>Magnitude / Severity – Low</b></li> <li>▪ <b>Significance – Medium</b></li> </ul> </li> </ul>
<p><b>Hazardous Materials Release - Fixed Facility</b></p>	<ul style="list-style-type: none"> <li>• Businesses can operate 24 hours a day and may expose a risk at any time.</li> <li>• Substantial numbers of businesses have reported hazardous chemical inventories to the DC Local</li> </ul>	<ul style="list-style-type: none"> <li>• All areas of Douglas County</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Hazard Profile:</b> <ul style="list-style-type: none"> <li>▪ <b>Spatial Extent – Significant</b></li> <li>▪ <b>Likelihood of Future Occurrence – Low</b></li> <li>▪ <b>Magnitude / Severity – Medium</b></li> <li>▪ <b>Significance – Medium</b></li> </ul> </li> </ul>

	Emergency Planning Committee		
Hazard / Threat	Description / Frequency	Threatened Areas	Notes
<b>Hazardous Materials Release – Highway and Rail</b>	<ul style="list-style-type: none"> <li>Hazardous and toxic chemicals are transported daily through Douglas County.</li> <li>Waste Isolation Pilot Plan (WIPP) radioactive material shipments are transported through Douglas County regularly.</li> <li>Nuclear Weapons components have been transported through the county for over a decade.</li> </ul>	<ul style="list-style-type: none"> <li>All areas of Douglas County</li> </ul>	<ul style="list-style-type: none"> <li>I-25 is designated as a transport route for hazardous and radioactive materials, and nuclear weapons.</li> <li>Hazardous materials may be transported on any road while being delivered to a local business.</li> </ul>
<b>Flash Flood</b>	<ul style="list-style-type: none"> <li>During periods of heavy rain, dry waterways and gulches can flood and pose critical danger.</li> <li>Residences close to the major drainage basins are especially vulnerable.</li> <li>Heavy soil saturation by repetitive storms or storms with high precipitation can add to the timing and severity of the flash flooding.</li> <li>Generally, there is little advanced notice for flash flooding.</li> </ul>	<ul style="list-style-type: none"> <li>All areas of Douglas County, especially in the Plum Creek and Cherry Creek watersheds.</li> <li>Special concern to the FEMA-designated areas of special and moderate flood hazards (comprising more than 28,000 acres, or 5.2% of County) 595 residents are in the Special Flood Hazard Area, and 4,775 are in the Moderate Flood Hazard Area (most of which are in Parker)</li> </ul>	<ul style="list-style-type: none"> <li><b>Hazard Profile:</b> <ul style="list-style-type: none"> <li><b>Spatial Extent – Significant</b></li> <li><b>Likelihood of Future Occurrence – Medium</b></li> <li><b>Magnitude / Severity – Low</b></li> <li><b>Significance – Low</b></li> </ul> </li> <li>Major Drainage Basins include: <ul style="list-style-type: none"> <li>Cherry Creek</li> <li>East Plum Creek</li> <li>West Plum Creek</li> <li>South Platte River</li> </ul> </li> </ul>

Hazard / Threat	Description / Frequency	Threatened Areas	Notes
<p><b>Landslide and/or Rockslide</b></p>	<ul style="list-style-type: none"> <li>Typically occurring during the Spring, Summer, and Fall due to severe weather with high precipitation.</li> <li>Can also occur as a result of an earthquake or a human-caused activity.</li> </ul>	<ul style="list-style-type: none"> <li>Primarily in areas near steep river banks and denuded areas resulting from wildland fire (e.g. Hayman Burn Area)</li> <li>Approximately 0.26% of residents are in slope failure areas, exposing more than \$333 million in structures</li> </ul>	<ul style="list-style-type: none"> <li><b>Hazard Profile:</b> <ul style="list-style-type: none"> <li><b>Spatial Extent – Limited</b></li> <li><b>Likelihood of Future Occurrence – Medium</b></li> <li><b>Magnitude / Severity – Low</b></li> <li><b>Significance – Low</b></li> </ul> </li> <li>Can disrupt and close transportation routes.</li> <li>Can cause injury or death to vehicle occupants in the slide area.</li> </ul>
<p><b>Mass Casualty Incident</b></p>	<ul style="list-style-type: none"> <li>The greatest potential for an MCI is along the roadways. High speeds, poor visibility, inclement weather, and the high volume of vehicles contribute to the potential for an accident causing injury to many people.</li> <li>Another high potential incident for Mass Casualty is an Active Shooter at a soft target with a large population of people present.</li> </ul>	<ul style="list-style-type: none"> <li>Corridors along I-25, Highway 85, C-470, Highway 83.</li> <li>Schools, shopping malls, movie theaters, large event venues, etc.</li> </ul>	<ul style="list-style-type: none"> <li><b>Hazard Profile:</b> <ul style="list-style-type: none"> <li><b>Spatial Extent – Limited</b></li> <li><b>Likelihood of Future Occurrence – Medium</b></li> <li><b>Magnitude / Severity – Low</b></li> <li><b>Significance – Low</b></li> </ul> </li> <li>Douglas County hosts numerous events with large numbers of participants, including the Renaissance Festival, DC Fair &amp; Rodeo, golf tournaments, bicycle events and rides, celebrations, and other limited term events.</li> </ul>
<p><b>Public Health Emergency</b></p>	<ul style="list-style-type: none"> <li>Pandemic</li> <li>Foodborne Illness Outbreak</li> <li>Waterborne Contamination</li> <li>Bio-Terrorism</li> </ul>	<ul style="list-style-type: none"> <li>All areas of Douglas County</li> </ul>	<ul style="list-style-type: none"> <li><b>Hazard Profile:</b> <ul style="list-style-type: none"> <li><b>Spatial Extent – Significant</b></li> <li><b>Likelihood of Future Occurrence – Medium</b></li> <li><b>Magnitude / Severity – Medium</b></li> <li><b>Significance – Medium</b></li> </ul> </li> <li>This has the potential to impact great numbers of people, especially if the disease is contagious.</li> </ul>

Hazard / Threat	Description / Frequency	Threatened Areas	Notes
<p><b>Severe Weather</b></p>	<ul style="list-style-type: none"> <li>Typically, can occur April through September</li> <li>Severe weather includes thunderstorms, hailstorms &amp; rains that can produce flooding</li> </ul>	<ul style="list-style-type: none"> <li>All areas of Douglas County</li> </ul>	<ul style="list-style-type: none"> <li><b>Hazard Profile:</b> <ul style="list-style-type: none"> <li><b>Spatial Extent – Extensive</b></li> <li><b>Likelihood of Future Occurrence – High</b></li> <li><b>Magnitude / Severity – Medium</b></li> <li><b>Significance – Medium</b></li> </ul> </li> <li>Severe weather moves quickly and can precede tornadoes.</li> <li>Excessive rain totals can lead to flooding &amp; mudslides.</li> <li>Hailstorms have caused millions of dollars’ worth of damage to structures, vehicles, and crops.</li> </ul>
<p><b>Terrorist Attack</b></p>	<ul style="list-style-type: none"> <li>Since 9/11, Douglas County has been actively preparing for a terrorist attack.</li> <li>There are several military contractors within Douglas County as well as military installations and the North American Aerospace Defense Command that are active and located in close proximity.</li> </ul>	<ul style="list-style-type: none"> <li>All areas of the Douglas County</li> </ul>	<ul style="list-style-type: none"> <li><b>Hazard Profile:</b> <ul style="list-style-type: none"> <li><b>Spatial Extent – Significant</b></li> <li><b>Likelihood of Future Occurrence – Low</b></li> <li><b>Magnitude / Severity – Medium</b></li> <li><b>Significance – Medium</b></li> </ul> </li> <li>Terrorists are willing to use chemical, biological, radiological, and nuclear weapons on populations.</li> <li>While the risk of a nuclear attack from another nation has decreased, the risk of an isolated attack by a terrorist group has grown.</li> </ul>
<p><b>Tornado</b></p>	<ul style="list-style-type: none"> <li>While tornadoes may occur anytime, the majority occur April through June.</li> </ul>	<ul style="list-style-type: none"> <li>Higher probability in the areas east of I-25</li> </ul>	<ul style="list-style-type: none"> <li><b>Hazard Profile:</b> <ul style="list-style-type: none"> <li><b>Spatial Extent – Limited</b></li> <li><b>Likelihood of Future Occurrence – Medium</b></li> <li><b>Magnitude / Severity – Medium</b></li> <li><b>Significance – Medium</b></li> </ul> </li> <li>Douglas County has averaged 1 confirmed tornado each year since 1950.</li> </ul>

			<ul style="list-style-type: none"> <li>The two largest magnitude tornados in the County occurred at the present-day locations of the Douglas County Justice Center and Sky Ridge Hospital prior to those structures being built.</li> <li>Most tornadoes are classified in intensity as F0-F1.</li> <li>Total property damage has been less than \$1M, 6 injured and no deaths.</li> </ul>
Hazard / Threat	Description / Frequency	Threatened Areas	Notes
<b>Utility Service Failure</b>	<ul style="list-style-type: none"> <li>Disruption of services includes electricity, natural gas, telephone, and water.</li> <li>There is a strong reliance upon utilities that has increased life / safety threats during outages.</li> <li>Extended blackouts cause problems with food storage, communications, comfort and travel.</li> </ul>	<ul style="list-style-type: none"> <li>All areas of Douglas County</li> </ul>	<ul style="list-style-type: none"> <li><b>Hazard Profile:</b> <ul style="list-style-type: none"> <li><b>Spatial Extent – Significant</b></li> <li><b>Likelihood of Future Occurrence – High</b></li> <li><b>Magnitude / Severity – Medium</b></li> <li><b>Significance – Medium</b></li> </ul> </li> <li>The loss of television, land-line telephone, cellular phone, internet, and radio communication seriously degrade the ability to warn the public of hazards and / or pass along vital information.</li> <li>Loss of water impacts fire safety, hygiene, and consumption on a widespread basis.</li> <li>Loss of electricity impacts all services.</li> </ul>
<b>Wildland Fire</b>	<ul style="list-style-type: none"> <li>Douglas County has hundreds of occurrences for wildland fires every year.</li> <li>Most are contained and extinguished during the initial attack by first responders.</li> <li>Long periods of low humidity, lack of</li> </ul>	<ul style="list-style-type: none"> <li>Forested, prairie and residential areas of Douglas County.</li> <li>Roughly two-thirds of the county is comprised of Wildland Urban Interface (WUI) areas that include high risk areas such as Perry Park, Roxborough Park, and others.</li> </ul>	<ul style="list-style-type: none"> <li><b>Hazard Profile:</b> <ul style="list-style-type: none"> <li><b>Spatial Extent – Extensive</b></li> <li><b>Likelihood of Future Occurrence – High</b></li> <li><b>Magnitude / Severity – High</b></li> <li><b>Significance – High</b></li> </ul> </li> <li>Examples of serious wildfires that have impacted the County include: Hayman, Cherokee Ranch, Burning Tree, Waldo Canyon, Black Forest and Chatridge 1 and Chatridge 2 fires.</li> </ul>



	<p>precipitation, and high winds provide ideal conditions for ignition.</p> <ul style="list-style-type: none"> <li>• Structure close to wooded or grassy areas are vulnerable.</li> </ul>	<ul style="list-style-type: none"> <li>• More than one-third of residents (35.5% live in wildfire risk areas.</li> <li>• Approximately 30.6% of Building RV (\$55.7 billion is in wildfire risk areas</li> <li>• 421 of the County's 971 lifelines are in wildfire risk areas (the majority of which are food, water, and shelter lifelines)</li> </ul>	
Hazard / Threat	Description / Frequency	Threatened Areas	Notes
<b>Winter Storm</b>	<ul style="list-style-type: none"> <li>• Typically, can occur September through April</li> <li>• Heavy snowfall totals seriously disrupt transportation, communications, and complicate emergency response.</li> <li>• Serious winter storms occur most years.</li> <li>• Blizzards are probable occurrences every year.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas of Douglas County</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Hazard Profile:</b> <ul style="list-style-type: none"> <li>▪ <b>Spatial Extent – Extensive</b></li> <li>▪ <b>Likelihood of Future Occurrence – High</b></li> <li>▪ <b>Magnitude / Severity – Low</b></li> <li>▪ <b>Significance – Medium</b></li> </ul> </li> <li>• Douglas County is susceptible to heavy snowfalls.</li> <li>• The county has a long history of very heavy snowfall totals.</li> <li>• A single storm has produced over 48”.</li> <li>• The “Bomb Cyclone” Blizzard for 2019 produced snowfall totals of 18” – 24” with winds up to 60 mph which left over 700 motorists stranded on county roadways.</li> </ul>

**EOP IMPLEMENTATION & MAINTENANCE**

Douglas County has a commitment to the safety of its citizens. Their safety and security depend upon the continuation of public services before, during, and after an emergency / disaster. The provision of public safety is a core priority and is achieved by providing a safe and secure community through resource allocation and collaborative partnerships that protect the lives and safety of Douglas County citizens and visitors.

The Douglas County Emergency Operations Plan (EOP) is officially in force as of [Month] \_\_\_\_, 2021 through a “Resolution Establishing Emergency and Disaster Authorizations and Approving the Douglas County Emergency Operations Plan” (R-021-\_\_) Signed by the Douglas County Board of County Commissioners (BOCC).

The Record of Changes to the EOP Base Plan can be found in Appendix 1 of this document.

## CONCEPT OF OPERATIONS

The Concept of Operations (CONOPS) section explains Douglas County’s intended approach to address all-hazards events. The information presented here is scalable, flexible, and general, and as such it applies to plausible emergency, disaster or catastrophic events in Douglas County. The CONOPS section does not include specific procedures. This section addresses the integration of Douglas County into the larger disaster response picture. Douglas County will be responsible as the lead agency for those incidents in which Douglas County has jurisdiction. Douglas County may serve as a supporting agency where there are other jurisdictions with statutory responsibility for Emergency Management.

## GENERAL

It is the responsibility of government to undertake an ongoing comprehensive approach to emergency management in order to mitigate the effects of hazardous events. The Board of County Commissioners (BOCC) has the primary responsibility under State Statute for emergency management activities within the county and has the authority to delegate that responsibility to the Office of Emergency Management (OEM) to act as the County Disaster Agency. When an emergency exceeds the County’s capability to respond, assistance may be requested from other local jurisdictions, and/or State and Federal governments. In any case, incident command and response operations remain with the local jurisdiction.

Douglas County Government is responsible for emergency response operation in unincorporated areas of the county and in cooperation with the following municipalities and communities:

Incorporated Municipalities:

- City of Aurora
- City of Castle Pines
- City of Littleton

- City of Lone Tree
- Town of Castle Rock
- Town of Larkspur
- Town of Parker

#### Unincorporated Communities

- Highlands Ranch
- Franktown

Disasters and large-scale emergencies are rarely confined to one jurisdiction. Although only a portion of Douglas County is likely to be impacted by a single disaster or emergency event, a multi-jurisdictional effort will be required to effectively manage most major incidents. Emergency response agencies in Douglas County request resources from their own agency through mutual aid agreements already in place. All local governments and special districts within the county are responsible for coordinating with one another and for providing mutual aid within their capabilities, according to established agreements. All jurisdictions within Douglas County operate under the National Incident Management System (NIMS).

Continuity of operation from the local jurisdictions through the County level response is achieved through standardization. Standardized operational management concepts are based in the Incident Command System (ICS) and the hierarchy of governmental responsibility and authority. To maximize the efficiency of the response and recovery, all incidents will be managed in accordance with the National Incident Management System (NIMS) and the use of ICS.

#### NIMS

All jurisdictions within Douglas County operate under NIMS. NIMS is based on ICS, a management system designed to provide a structure for response to any emergency, large or small. The Douglas County EOP is also based on NIMS and ICS and the concept that the emergency function of an agency will generally parallel its normal function. Those agencies day-to-day activities, which do not contribute directly to the emergency operation, may need to be suspended for the duration of the emergency.

The implementation of NIMS and ICS early in an incident provides for seamless management from response through recovery. Advantages include, but are not limited to, consistency in organization of the general staff throughout the incident and the application of a single incident action plan with prioritized objectives. During a routine emergency, the ICS system will remain in place and the local jurisdiction will be in

command. When the incident exceeds the jurisdictional resources, extra assistance may be requested while maintaining the ICS structure throughout the incident.

## COMMUNITY LIFELINES

FEMA has developed the community lifelines construct to increase effectiveness in disaster operations and better position a jurisdiction to respond to catastrophic incidents. The lifelines construct allows emergency management to characterize the incident and identify root causes of priority issue areas and to distinguish the highest priorities and most complex issues from other incident information.

Lifelines provide an outcome based, survivor-centric frame of reference that assists responders with the following:

- Rapidly determining the scale and complexity of a disaster
- Identifying the severity, root causes, and interdependencies of impacts to basic, critical lifesaving and life-sustaining services within impacted areas
- Developing operational priorities and objectives that focus response efforts on the delivery of these services by the most effective means available
- Communicating disaster-related information across all levels of public, private, and non-profit sectors using a commonly understood, plain language lexicon
- Guiding response operations to support and facilitate integration across mission areas

There is an interrelationship between Emergency Support Functions (ESFs) and Community Lifelines. While lifelines describe the critical services within a community that must be stabilized or re-established to alleviate threats to life and property, ESFs within the EOC are a method of organizing across departments and agencies, community organizations and industries to enhance coordination and integration for stabilization/re-establishment of lifelines. Therefore, any given ESF may apply to one or more lifeline constructs.

The use of the Community Lifelines concept should be realistic and practical based on the context of an incident or emergency. While the FEMA construct identified in this EOP will be utilized as a general guiding structure, the actual lifeline structure applied in any given incident or emergency will be adapted to both the demands of the incident as well as the needs of the Agency Administrator and the Policy Group for aggregated reporting detail.

## Community Lifelines Defined

### A CONSTRUCT FOR OBJECTIVES-BASED STABILIZATION EFFORTS

A lifeline enables the continuous operation of critical government and business functions and is essential to human health and safety or economic security.



- Lifelines are the most fundamental services in the community that, when stabilized, enable all other aspects of society to function
- Lifelines are the integrated network of assets, services, and capabilities that are used day-to-day to support the recurring needs of the community
- When disrupted, decisive intervention (e.g., rapid service re-establishment or employment of contingency response solutions) is required to stabilize the incident

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### PLAN ACTIVATION

This EOP is always active and in use in one sense or the other, but escalation due to a large-scale event may occur at any time and can be accommodated due to the flexible nature of the plan. A formal declaration of a disaster by the Douglas County Board of Commissioners may be required to activate local policies and procedures and as a precondition of some forms of state assistance or to expedite state assistance. The Colorado Division of Homeland Security and Emergency Management (DHSEM) is the State Agency responsible for processing requests for State or Federal disaster assistance.

### INCIDENT TYPING

The severity of an incident dictates the level or degree of emergency response required and facilitates the activation of the Douglas County EOC. The use of incident typing provides a standardized classification system to assist emergency response personnel in the identification of appropriate response and resource mobilization levels. The incident types used by Douglas county are consistent with the typing found in ICS guidelines. The Incident Types are located in Table 3 below.

Table 3 – Incident Types for Douglas County

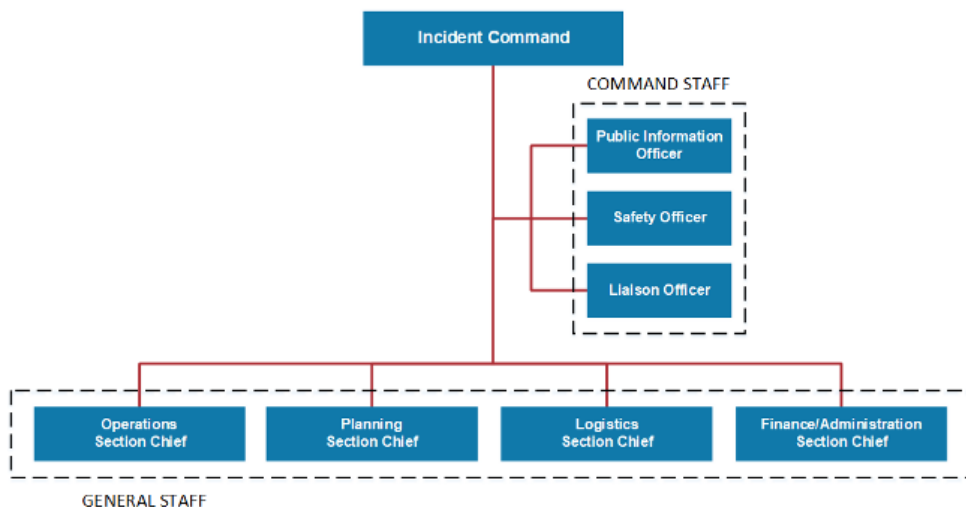
Incident Type	Description	ICP & EOC Activations	Examples
<b>Type 5</b>	Single incident and no activation of command or general staff	No formal ICP required, no EOC activation	Daily activities by emergency personnel
<b>Type 4</b>	Single incident requiring several different resources for mitigation, but typically limited to a single operational period. The command and general staff functions are activated as needed	ICP may be small scale, EOC may be partially activated	Hazardous Materials or Bomb Squad calls, 2015 Greenland Open Space Fire, 2015 Military Helicopter Crash
<b>Type 3</b>	Single or multiple incidents requiring multiple resources and may extend into multiple operational periods. Some or all of the command and general staff are usually activated, and division/group supervisors and/or unit leader level positions maybe required.	ICP often required, EOC may be partially or fully activated for a few operational periods.	2016 Chatridge Fire, 2017 Range 5 Fire, 2018 Copper Canyon OIS, 2019 Bomb Cyclone Blizzard, 2019 STEM School Shooting, 2020 Chatridge 2 Fire
<b>Type 2</b>	A disaster which exceeds local resources and may exceed regional resources, requiring state-level assistance and often goes into multiple operational periods. Most or all of the command and general staff positions are filled. Typically, operational personnel do not exceed 200 per operational period and the incident personnel	Sophisticated ICP and on-site staging required, EOC fully activated for prolonged staffing periods.	2016 March Blizzard

	do not exceed 500, although this may vary.		
<b>Type 1</b>	The most complex type of incident, which requires federal resources for incident management. Local agencies may require additional staff for office administrative and support functions. If Douglas County is not directly affected, the emergency management team may be activated in support of other jurisdictions, including state governments.	ICP at most sophisticated set up, EOC fully activated and staffed for extended periods.	2002, Hayman Fire, 2012 Waldo Canyon Fire, 2008 Democratic National Convention, 2013 Black Forest Fire, 2013 Colorado Floods 2020 COVID-19 Response

**FIELD ORGANIZATION**

ICS will be established by the first arriving units in the field. An Incident Commander (IC) assumes command of the scene and assigns positions within the ICS as the incident evolves. The basic Command and General Staff structure is as follows:

**Figure 2 – Basic Incident Command and General Staff Structure**



The ICS structure may be expanded to include Branches and Divisions, as needed. An Intelligence Officer may also be added to the Command Staff. Depending on the complexity of the incident, a written Incident Action Plan may be necessary.

The Incident Commander is in charge of overall management of the incident and must be fully qualified to manage the incident. The Incident Commander:

- Takes policy direction from the Agency Administrator.
- Designates additional ICS positions to cover specific responsibilities as the incident structure expands.
- Ensures the safety of incident responders and the public.
- Provides incident and public safety information to internal and external stakeholders.
- Establishes and maintains liaison agencies participating in the incident.
- Establishes incident objectives.
- Coordinates resource requests through the EOC when the center is activated.
- If needed, directs the development of the Incident Action Plan (IAP).

## UNIFIED COMMAND

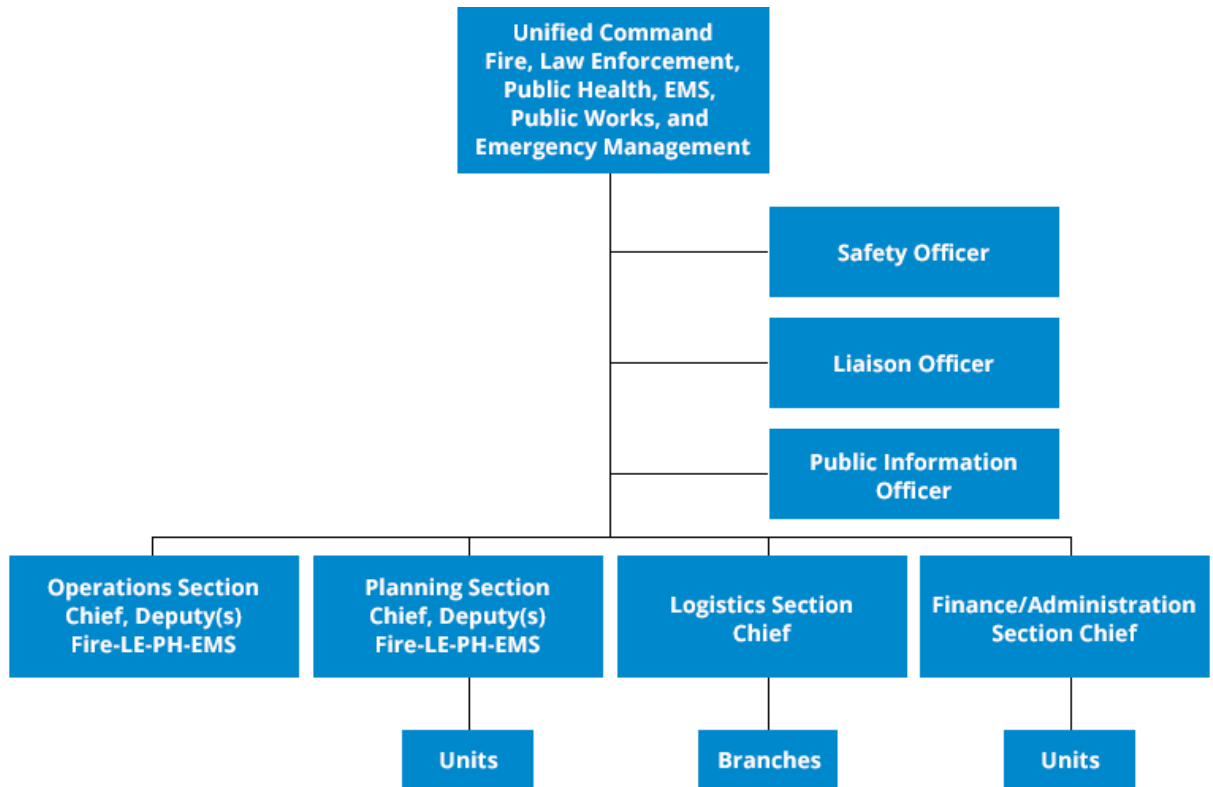


An ICS may be expanded to include Unified Command (UC) for complex responses, which often require multi-agency resources. When it becomes necessary to establish a UC, the UC replaces the Incident Commander function and becomes an essential component of

an ICS. The UC provides the organizational management tool to facilitate and coordinate the effective involvement of the various agencies; it creates the link between the organizations responding to the incident; and provides a forum for these agencies to make decisions in a collaborative fashion. The UC is responsible for filling each of the major management responsibilities of the ICS referenced above. The Unified Command Structure is referenced in Figure 3 below.



**Figure 3 – Unified Command Structure**



## LAW ENFORCEMENT



Law enforcement services are provided by six agencies in the County. As shown in Table 4, the Douglas County Sheriff's Office (DCSO) serves 59% of the County population. The DCSO service area covers 92% of the land area of the County and includes all unincorporated areas as well as the City of Castle Pines and the Town of Larkspur. Five municipal police

departments service incorporated areas and service a population of approximately 152,235 persons on 43,140 acres.

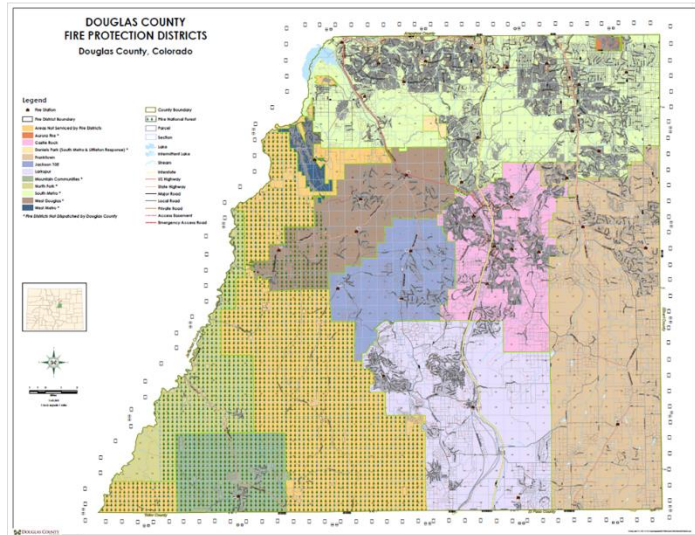
**Table 4 – Law Enforcement Provider Coverage**

Law Enforcement Service Provider	2020 Population	%	2020 Land Area (Acres)	%
Douglas County Sheriff's Office*	217,765	58.9	495,459	92%
Town of Castle Rock PD	72,770	19.7	22,224	4%
City of Lone Tree PD	16,300	4.4	6,104	1%
Town of Parker PD	60,125	16.3	14,120	3%
City of Aurora PD	2,330	.06	1,454	>1%
City of Littleton PD	710	.02	159	>1%
<b>Total</b>	<b>370,000</b>		<b>539,520</b>	

\*The Douglas County Sheriff's Office serves all of unincorporated Douglas County, the City of Castle Pines and the Town of Larkspur.

## FIRE SERVICES

Fire protection services are provided in Douglas County by thirteen fire agencies. Municipal fire departments serve the City of Aurora and the Town of Castle Rock. Six fire protection districts service the majority of the land area of the County. Other agencies include a fire service authority, a metropolitan district and the Federal government in the Pike National Forest. Only 1.9% of the lands within the



County are not within the boundary of a fire service provider. The Douglas County Sheriff, as the County Fire Warden is designated as the fire service provider for these properties that are considered “no man’s land” and accomplish fire suppression via a Memo of Understanding with the appropriate Fire Districts within the County.

A map of the Fire Protection Districts can be found in Attachment 2.

**Table 5 – Douglas County Fire Services**

<b>Fire Services Provider</b>	<b>Agency Type</b>	<b>Response (Acres)</b>	<b>%</b>
Aurora Fire Department	Municipal	1,034	>1%
Douglas County Sheriff's Office*	Fire Warden	7899	1%
Franktown FPD	Fire District	96,608	18%
Highlands Ranch Metropolitan District**	Metropolitan District	26,354	5%
Jackson 105 FPD	Fire District	27,075	5%
Larkspur FPD	Fire District	69,835	13%
Mountain Communities FPD	Fire District	22,475	4%
North Fork FPD	Fire District	28,582	5%
Pike National Forest	Federal Lands	140,932	26%
South Metro Fire Rescue**	Fire District	83,931	16%
Town of Castle Rock / Castle Rock FPD	Municipal	42,432	8%
West Douglas County FPD	Fire District	35,547	7%
West Metro FPD	Fire District	4,300	1%
<b>Total</b>		<b>539,520</b>	
<small>*The Douglas County Sheriff's Office serves as the fire service agency for lands not located within an existing fire protection service agency.  **The Highlands Ranch Metropolitan District contracts with South Metro Fire Rescue for service within the Metro District.</small>			

**INCIDENT MANAGEMENT TEAM (IMT)**

Douglas County maintains a Type 4 Local Incident Management Team (IMT) comprised of a combination of Douglas County employees, agency employees from our partner local governments, and volunteers. The Incident Management Team was established by Resolution R-004-036 in 2004. As an incident escalates, the OEM will make the determination that the IMT should be activated to assist in the response. The County may also activate the IMT at the request of one of its local government partners to respond to the incident and support the on-scene Incident Commander (IC) at the Incident Command Post (ICP).

The IMT will act in support of the agency having jurisdiction during an incident unless a formal Delegation of Authority is conveyed from agency to the DCIMT.



Additional IMTs may be requested. These teams may relieve the IMT for incidents requiring multiple operational periods, or they be requested because the incident has grown beyond the capability of the local team. Each of the transitions will occur only with the concurrence of the Authority Having Jurisdiction (AHJ). As an incident escalates and evolves beyond the resource capability of the AHJ or the County IMT, a Type III, II or I Team may be requested. A Type III team is a State-qualified IMT, dispatched through the State Division of Homeland Security & Emergency Management (DHSEM). Type II and I Teams are highly trained Federal assets that may be requested for extremely complex incidents.

#### AMATEUR RADIO EMERGENCY SERVICE (ARES)



Amateur radio communication services are provided by the Amateur Radio Emergency Services of Douglas & Elbert County (ARESDEC), Colorado ARES District 24, a non-profit organization that is sponsored through an agreement with DCSO. In addition, DCSO utilizes Auxiliary Emergency Communications (AUXCOM) volunteers. The Colorado AUXCOM program establishes a uniformly trained and credentialed unit of communications volunteers available for disaster response.

ARES/AUXCOM volunteers are highly skilled professionals who may, at the request of OEM, coordinate communication actions during an incident. ARES/AUXCOM assists with the dissemination of information to and from first responders, the general public, and other governmental entities. The team also can provide assistance with weather spotting and observing potential severe weather threats. It is coordinated through OEM and provides a redundant backup communications platform in the EOC should other communication means become unavailable.

## SEARCH AND RESCUE



Search and Rescue response throughout Douglas County is provided by the Douglas County Search & Rescue (DCSAR) Team, Inc, a Mountain Rescue Association certified search and rescue team. As a non-profit organization, DCSAR is sponsored through a Memorandum of Understanding (MOU) with the Douglas County Sheriff's Office (DCSO). DCSAR

volunteers are skilled individuals with wilderness, back-country and mechanized back country search and rescue, technical rope rescue, searches for missing persons (both in wilderness and suburban areas), public evacuation assistance, evidence search teams, search-K9 teams, and disaster assistance capabilities. Downed and missing aircraft are located using the U.S. Air Force civilian auxiliary unit, the Civil Air Patrol (CAP), in close cooperation with DCSAR.

## ANIMAL RESPONSE TEAM



The Douglas county Animal Response Team (DCART) responds to incidents that involve animals. It is comprised of a “companion animal team” and a “non-commercial/backyard livestock team”. The DCART is responsible for setting up managing and maintaining animal shelter(s) at various designated locations around the county and consists of a group of trained volunteers

that can provide emergency animal sheltering support. DCART can also act as an EOC Liaison for citizens who need assistance with their animals.

## UTILITY SERVICES

Electrical, water, wastewater, communications and petroleum fuels (transportation fuels, natural gas and propane) service are essential utility services that may be disrupted during a disaster. These services are provided by a variety of governmental and private service providers. These services are essential to the support of modern life and continuity. Service disruptions of more than a few hours often result in emergency conditions. Long term disruptions may result in disaster/emergency conditions in and of themselves. Natural and man-made disaster incidents also typically disrupt utility services. The restoration of essential public utilities is often a key incident response and recovery priority.

The Intermountain Rural Electric Association (IREA), Xcel Energy, Inc. and Mountain View Electric Association are the three providers for the distribution of electrical energy in Douglas County. Xcel's service area lies primarily in the northern tier of the County including the communities of Highlands Ranch, Roxborough, Lone Tree and Parker. IREA services the community of Castle Rock and nearly all rural areas of the County. Mountain View Electric serves a small portion in the southern part of the County.

Water service in the County is provided by thirty municipal and quasi-municipal water providers and three private water utilities or associations. Water service within rural areas is typically provided by individual domestic wells. The majority of County residents depend upon pumped groundwater for their water supply. A disruption in electrical power service will affect water availability across broad expanses of the County within several hours to several days' time. Several of the well sites have backup power supplies that may support a point-of-distribution approach during a disaster.

Wastewater treatment service is provided at several large regional treatment facilities in the County and in the Denver metro area. These facilities are somewhat resilient in that those large portions of the system are gravity-fed and the treatment plants have back-up systems for key components.

Local communications systems are susceptible to a disaster. There is diversity of providers for internet, cellular phone services, and land line telephone service. Cellular phone disruptions and overloads will be common during an emergency. The loss of communication capability will be a significant threat during disaster conditions.

Television services are provided by several air-wave broadcasters, satellite and cable providers. It is envisioned that disruptions will occur during a disaster, but the extent and resiliency of the system is uncertain.

NOAA Weather Radio (NWR) is a nationwide network of radio stations broadcasting continuous weather information direct from a nearby National Weather Service office. NWR broadcasts National Weather Service warnings, watches, forecasts and other hazard information 24 hours a day. Working with the Federal Communication Commission's (FCC) Emergency Alert System, NWR is an "all hazards" radio network, making it a great resource for comprehensive weather and emergency information. NWR also broadcasts warning and post-event information for all types of hazards -- both natural (such as severe weather activity) and environmental (such as chemical releases). Douglas County residents who live in the southern portions of the County can access the NOAA Weather Radio, Franktown transmitter, with frequency 162.450MHz. Residents living in the northern portions of the County can access the NOAA Weather Radio, Denver transmitter, with frequency 162.550MHz.



## EMERGENCY OPERATIONS CENTER (EOC)

The Emergency Operations Center (EOC) is a central location from which county government provides interagency coordination and executive decision making in support of incident response and recovery operations. The



purpose of the EOC is to provide a centralized location where public safety, emergency response, support agencies and policy makers coordinate prioritization, planning, support, communication and consequence management activities.

The EOC does not command or control on-scene response efforts, but does carry out the coordination functions through:

- Collecting, evaluating and disseminating incident information
- Analyzing jurisdictional impacts and setting priority actions
- Managing requests, procurement and utilization of resources

The decisions made through the EOC are designed to be broad in scope and offer general guidance on priorities. Information is disseminated through the EOC Manager and tactical decisions are coordinated from field response personnel. The EOC serves as a coordinated link between county management/elected officials and the field personnel coordinating the execution of event priorities.

Douglas County's primary EOC is located in the Douglas County Justice Center, 4000 Justice Way, Castle Rock, Colorado. If an alternate EOC (AEOC) is needed operations can be relocated to the Jefferson County EOC, or the El Paso County EOC, both of which are "warm" EOC's (i.e. constantly ready to be activated) that have the connectivity and equipment necessary to rapidly turn up Douglas County EOC operations and processes and temporarily host the Douglas EOC Team in a relatively short time-frame. The EOC



also has the capacity to be run as a virtual EOC (VEOC) with members of the EOC working remotely, communicating, interacting and capturing information via internet cloud-based software and systems.

The EOC provides resource support to field command during an incident. Most incidents that occur in Douglas County are handled by field incident command and there is no need for the EOC to be activated. There are other incidents where an EOC activation is appropriate, even though there is no incident command system in the field. Significant and complex events will likely require both field incident command and EOC activation.

The EOC acts in support of the Incident Command Post (ICP) or multiple ICPs during a large event, as well as the community at large. The EOC helps to form a common operating picture of the incident, provides situational awareness, assists on-scene command with the needs of external coordination, and the securing of additional resources. The EOC fields and fills requests for resources and information and provides policy direction across the community. Additionally, the EOC is the entity in charge of managing and coordinating the consequences of any event, whether planned or spontaneous (Consequence Management). This allows the ICP and emergency responders to focus attention on the tactical and strategic requirements of the incident.

The decision to activate the EOC is made by at least one of the following individuals: the Douglas County Sheriff, Douglas County Commissioner(s), Douglas County Manager, or the Douglas County Director of the Office of Emergency Management (OEM) or his designee.

The EOC is directed by the EOC Manager under the direction of county management/Policy Group. The EOC assists in the coordination of logistics, resources and information during large incidents in the county. The EOC is organized by Sections: Operations, Planning, Logistics, and Finance & Administration.

- County Management/Policy Group – is responsible for overall management of the emergency and for providing policy and guidance for the emergency response to include prioritizing, decision making, resource allocation, tasking, and conflict resolution.
- EOC Management – is responsible for coordinating all components and resources of the emergency management system for the community during and after an emergency. EOC Management also has responsibility for direction, control, and coordination of the numerous activities that may develop in an emergency incident, as well as consequence management.
- Operation Section – is responsible for supporting and providing coordination for all incident-related tactical operations as directed by the EOC

Management/Policy Group. The Operations Section coordinates priority actions with other Sections of the EOC and ensures resource deployment is consistent with operational objectives. The majority of the ESFs in the EOC report to the Operations Section.

- Planning Section – is responsible for preparing the Incident Support Plan (ISP) when appropriate and maintaining a status of resources. The Planning Section conducts EOC briefings to ensure all staff is aware of the current response effort and objectives.
- Situation Unit – is a unit of the Planning Section and is responsible for collecting, analyzing and displaying incident related information, producing Situation Reports, and providing a Common Operating Picture for both the EOC and Incident Command.
- The Logistics Section – is responsible for providing communications services, resource tracking, and procuring the equipment, supplies, personnel, transportation, and facilities needed to support the response.
- The Finance/Administration Section is responsible for ensuring all financial records are maintained and tracking all costs associated with the incident, to include cost recovery.

The capabilities of the EOC are supported by a volunteer team comprised of members from governmental departments/agencies across the county as well as subject matter expert volunteers from the community. Personnel assigned to the EOC (EOC Team) are expected to have decision-making authority to negotiate and coordinate their respective department/organization's response and recovery activities with the other departments/organizations in order to accomplish common goals and objectives. In addition, personnel assigned to the EOC should have the ability to acquire and allocate resources. Having key personnel and subject-matter experts co-located in the EOC for the duration of the emergency expedites decisions and promotes face-to-face coordination. Redundant systems are available within the EOC to provide communications between the EOC representatives and their respective field personnel and office staff, as well as with higher levels of government.

The organization of the EOC also includes some or all of the necessary Emergency Support Functions (ESFs) with each ESF specializing in a specific area of disaster coordination and support. Each ESF is described in detail in the Emergency Support Function Annex of this Plan.

Inside the EOC, a standardized management structure is implemented to manage the EOC operational system and organize Multi-Agency Coordination group functions. A further discussion and diagram of the EOC management structure can be found in the General Appendices section of this Plan.

Any activation of the EOC will be supported by the necessary emergency support functions (ESFs) required to support the incident. Some of the ESFs not initially activated may be added later, as the nature and scope of the incident is better understood.

The EOC provides a vital link in coordinating complex incidents involving multiple governmental jurisdictions. The EOC will be activated at the appropriate level to support the complexity of the incident. The level of activation will be determined by the EOC Manager.

- **Level 3 Activation:** The EOC is activated with OEM Staff only. The EOC is opened and staff begins to monitor the incident and assumes basic roles in the EOC. This level of activation is used in the early phases of an incident that has potential to grow large enough to require EOC coordination capability but does not currently require it. The EOC is in a “leaning forward” mode, ready to call in additional staff if the situation escalates.
- **Level 2 Activation:** The incident has grown and requires EOC coordination and support, however not all ESFs are required to manage the incident. The EOC Manager will determine which ESFs will be activated depending on the incident.
- **Level 1 Activation:** The incident has grown to a level of complexity requiring support from most if not all, ESFs.

The EOC reports critical disaster status and information to its team members, stakeholders and critical county staff/elected officials via internal EOC Situational Awareness systems, email and texts. The EOC reports critical disaster status and information to the State of Colorado via WebEOC.

## STATE OF EMERGENCY

The Board of County Commissioners may choose to declare a state of Emergency and/or a Local Disaster to included affected areas in Douglas County. The BOCC will work cooperatively with all affected jurisdictions and work in support of its governmental partners during an emergency or disaster affecting the county. Any two members of the BOCC may issue a State of Emergency for Douglas County. Per the Emergency Delegation of Authority Resolution (EDAR) and in the unlikely event there is only one County Commissioner available, the single Commissioner may act with the full authority of the BOCC. Should there be no County Commissioner available, the County Manager, Deputy County Manager, Director of Finance and the Director of Facilities, Fleet and Emergency Support Services, in that order of priority, may act with the full authority of the BOCC.

The authority to issue a State of Emergency may be electronically submitted by any of the above authorized individuals via email, phone or facsimile. This is a condition that provides for the notification of all elected officials, appointed officials, department heads, and municipal officials that an emergency event is in progress.

A State of Emergency is a means of communicating to the public, media, County personnel, and other potentially affected local governments that there is a serious situation that extends significantly beyond normal day to day operation.

Issuing a State of Emergency is specific to Douglas County only and does not affect or initiate emergency assistance from the State of Colorado or Federal government. Emergency response agencies will initiate requests for mutual aid pursuant to their standard operating procedures. A state of Emergency may be a prelude to a Local Disaster Declaration, however it is not required. It is a subjective point between normal routine operations and a declared Local Disaster. Per the Douglas County EDAR Policy, issuing a State of Emergency allows the appropriate authority to access the Emergency Disaster Funds set aside annually in the Douglas County Budget and adopted by the BOCC each December. A sample of a State of Emergency can be found in **Appendix 4B**.

## DISASTER DECLARATIONS

In Colorado, a Local Disaster may be declared only by the principal executive officer of a political subdivision (C.R.S. § 24-33.5-709). For Douglas County, the Chair of the BOCC serves as the principal executive officer. In the Chair's absence, the declaration may be done by the Vice-chair, Commissioner, County Manager, Deputy County Manager, Director of Human Resources, Director of Finance, and the Director of Facilities, Fleet & Emergency Support Services, in that order. Likewise, the Mayor or City/Town Manager of a municipality may declare a Local Disaster for events that occur within their respective municipality.

The purpose of a Local Disaster declaration is to activate the response and recovery aspects of applicable local and inter-jurisdictional disaster plans and to authorize the furnishing and funding of assistance. The County is authorized to declare a disaster if the county finds that the County or any of its cities, municipalities, townships, special districts, or other parts is suffering from, or is in imminent danger of suffering, a natural or man-made emergency or disaster. Official notification and declaration of the event by the BOCC or the County Manager is crucial to effective mutual-aid response from the Federal, State and local governmental agencies. A Local Disaster declaration may trigger future administrative policies and financial mechanisms.

Local Disaster declaration is necessary for extensive State or Federal assistance. It is not necessary for limited resources, but it is necessary for more than what a single Federal or State agency may be able to provide through their local office.

A Local Disaster declaration may not exceed 7 days except when an extension is granted through consent of the BOCC (C.R.S. § 24-33.5-709).

A Local Disaster Declaration can be varied and the criteria that FEMA has provided with input from Federal Disaster Law “restricts the use of arithmetical formulas or other objective standards as the sole basis for determining the need for Federal supplemental aid.”

FEMA assesses numerous factors which assist in determining severity, magnitude, and impact of a disaster event, and include, but are not limited to:

1. Amount and type of damage (e.g. number of homes destroyed)
2. Impact on the infrastructure of affected areas or critical facilities
3. Imminent threats to public health and safety
4. Impacts to essential government services and functions
5. Unique capability of the Federal government
6. Dispersion or concentration of damage
7. Level of insurance coverage in place for homeowners and public facilities
8. Assistance available from other sources (Federal, State, Local, Voluntary Organizations)
9. State and Local resource commitments from previous, undeclared events
10. Frequency of disaster events over recent time period

The nature of disasters and their unique circumstances, the unexpected timing, and varied impacts makes the complete listing of factors to include in a Local Disaster declaration limitless. The above list is inclusive of the most primary considerations. A sample of a Local Disaster declaration can be found in Appendix 4B.

Douglas County has been subject to federal disaster declarations for two flooding events, three fires, one drought event, one tornado event, and two snow events. Additionally, the County was subject to a disaster declaration pertaining to Hurricane Katrina evacuation, as well as declarations associated with the COVID-19 pandemic. In the case of Hurricane Katrina’s evacuation and COVID-19, Douglas County was part of larger nationwide declarations

## DELEGATION OF AUTHORITY

The transfer of management authority for actions during an incident is done through the execution of a written Delegation of Authority from the Fire District to the Sheriff and County and from the Sheriff and County to the Incident Commander of an Incident Management Team or another agency. An example of another agency is the Colorado Division of Fire Prevention and Control (CDFPC), should the incident be a wildland fire and qualify for funding from the Emergency Fire Fund (EFF). Many agencies require a written Delegation of Authority to be given to the Incident Commander prior to assuming command on larger incidents. It is possible to conduct a Delegation of Authority over the phone or radio with two representatives, however, in such circumstances, both parties must officially sign the document as soon as possible.

A Delegation of Authority should include the following:

- Legal Authorities & Restrictions
- Financial Authorities & Restrictions
- Agency or Jurisdictional Objectives
- Agency or Jurisdictional Priorities
- Expectations
- Constraints
- Cost Share Arrangements
- Turn-back Goals
- Reporting Requirements
- Demographic Overview & Potential Issues
- Political Implications
- Agency or Jurisdictional Priorities
- Plan for Public Information Management
- Process for Communications

- Plan for Ongoing Incident Evaluation

The Delegation of Authority procedure facilitates the transition between incident management agencies. The Delegation of Authority is part of the briefing package provided to an incoming Incident Management Team or agency. The Douglas County Delegation of Authority and the Douglas County Delegation of Authority Addenda is provided in Appendix 4A.

Once the Sheriff's Office has assumed responsibility for a wildland fire incident, the Sheriff's Office shall assume financial responsibility for firefighting efforts and shall assign a local incident management team to provide the command and control infrastructure required to manage the fire (C.R.S. 30-10-513).

For Douglas County, authority to delegate to another Incident Commander of an IMT, Agency, or to receive authority for oversight and financial obligation of an incident requires the following approval by position:

- Douglas County Sheriff and a Commissioner or County Manager\*
- Douglas County Undersheriff and a Commissioner or County Manager\*
- Director of Emergency Management and a Commissioner or County Manager\*

\*Refer to the EDAR for line of succession

It is important to note that the Douglas County Annual Fire Operations Plan (FOP) for wildland fires allows for certain delegations to State and Federal officials under certain circumstances. A Delegation of Authority may be made by the County to the Colorado Division of Fire Prevention and Control (DFPC), for active fires being considered for the Colorado Emergency Fire Fund (EFF).

When a wildland fire exceeds the capability of the county to control or extinguish, the Sheriff, or designee, will seek the support of the State by requesting assistance from the Division of Fire Prevention and Control (DFPC). If a transfer of authority and responsibility for fire suppression to DFPC is agreed upon, The Sheriff, or designee, and the Director of DFPC, or designee, shall sign a Delegation of Authority.

It should be noted that during an all-hazards disaster, Delegations of Authority are not executed and instead a Disaster Declaration is made. The political subdivision is requesting assistance from the County or State and resources provided and responsibilities assumed are made by agreement. The political subdivision of

government never dissolves their legal statutory sovereignty and therefore continues to govern their town, city or special district.

The Douglas County Emergency Delegation of Authority Resolution (EDAR, Appendix 3B) details the authority given to a Commissioner and the County Manager during emergency conditions, a State of Emergency and/or a Local Disaster, including the ability to declare a State of Emergency and/or a Local Disaster, transfer and delegate authority, and have access to the County Emergency Disaster Funds allocated annually in the budget for Douglas County Government (Emergency and Disaster Finance Policy, Attachment 2).

## JOINT INFORMATION SYSTEM & CENTER

In large scale, multi-jurisdictional events, coordination of public information and media interaction is critical and is a function of a Joint Information System (JIS). A JIS is an information network of Public Information Officers (PIOs) and support staff working together to deliver accurate and timely information to the public. The JIS integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely and complete information during crisis or incident operation. 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; and controlling inaccurate information that could undermine public confidence in the incident response and recovery efforts.

The JIS may be a virtual organization in which the PIOs of various organizations collaborate via telephone, e-mail or other electronic modes.

If a physical location is established for the JIS, it is denoted as the Joint Information Center (JIC). If needed, the EOC Manager in coordination with the ICP will activate the JIS/JIC which can be a physical location or virtual depending upon the incident. Essential elements of JIS/JIC operation are the delivery of uniform and timely emergency and public safety messages. The IC-PIO is responsible for all PIOs and for the approval of all information releases from the field under the direction of the IC.

## INFORMATION COLLECTION AND DISSEMINATION

The EOC will serve as the hub for information collection, analysis, and dissemination of information relating to the incident or event. The PIO/JIC within the EOC plays a large



role in the collection, analysis, and dissemination of information. Information gathered by responders on scene, by communications centers and dispatch centers, the media, and the public in general will be analyzed by stakeholders, departments, agencies, and organizations and verified.

Information needing to be disseminated to responders will be disseminated via the on-scene incident command staff and information needing to be disseminated to the public will be disseminated via the PIO/JIC. Available media outlets will be utilized by the PIO/JIC to get necessary information to the public as soon as possible.

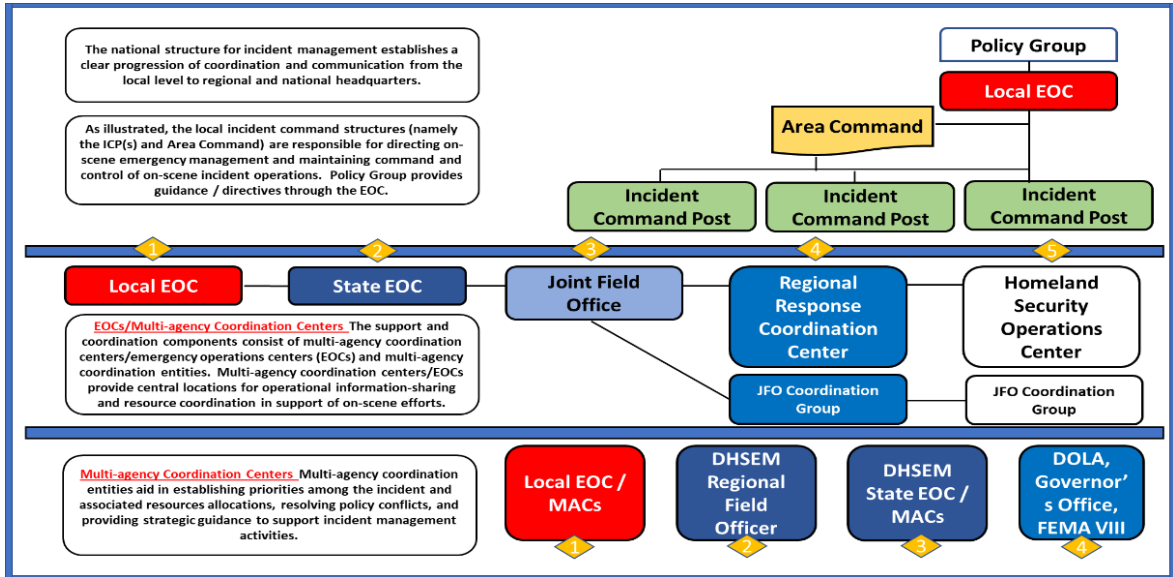
Periodic EOC briefings will be held to update agencies, departments, organizations, and entities of the current status of the incident, event, or disaster. The briefings will take place as often as necessary, determined by the EOC Manager. Briefings should occur at least once per shift, with the understanding that the schedule may be and will be adjusted to suit the needs of the situation.

Information needing to be shared with other levels of government, other agencies and departments outside the county, and the private sector will be shared as necessary to ensure public safety, economic integrity, and effective resources for response and recovery.

## MULTI-AGENCY COORDINATION

Larger scale emergencies involve one or more responsible jurisdictions and/or multiple agencies. The greater the complexity, impact and geographic scope of an emergency, the more multi-agency coordination may be required. Management personnel from the responsible jurisdictions form a Unified Command and/or a Multi-Agency Coordination (MAC) group. Provision is made for situational assessment, determining resource requirements, establishing a logistical system and allocating resources. Various emergency operations centers, dispatch centers and other essential facilities located in or adjacent to the affected area are activated at this time.

Figure 4 – Multi Agency Coordination



## COORDINATION WITH FIELD RESPONSE

Communications and coordination must be established between the EOC and field responders who are responding within the county boundaries. This is accomplished through coordination between the ICP and the EOC, and more directly between an OEM Liaison assigned to the ICP and the EOC Manager at the EOC.

## COORDINATION WITH LOCAL JURISDICTIONS, AGENCIES AND SPECIAL DISTRICTS

Direct communications and coordination will be established between Douglas County and any activated municipal EOC. Additionally, as time permits, communications will be established by the County with other local jurisdictions that do not have an EOC or have not activated their EOC. Ideally, communications and coordination amongst municipalities and special districts will occur along functional lines. An agency representative from any jurisdiction may request to have a liaison at the County EOC.

During disasters some agencies and some types of special districts will be more extensively involved in the emergency response by directly coordinating, communicating, and assisting local/county government (for instance utilizing school districts for incidents involving evacuations, school facilities, or students). If an agency

or special district does not send a representative to the EOC, then the Liaison Officer in the EOC will be responsible for establishing communications and coordination with the agency or special district liaison.

As an incident grows, the EOC works with the Douglas Regional Dispatch Center (DRDC) and with South Metro Fire Rescue Dispatch Center (Dispatch) to coordinate and track resources that are brought in from other governments/agencies/districts. In multi-county events, Douglas County may also request liaison representatives to report to the EOC for enhanced coordination.

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## COORDINATION WITH THE NORTH CENTRAL REGION (NCR)

Each jurisdiction within the NCR builds capabilities and manages emergencies in unique ways; however, there are many commonalities that enable effective regional coordination. A regional emergency may require collaboration across jurisdictions to ensure the proper allocation of scarce resources, coordination of public messaging, and management of consequences that span jurisdictional boundaries. Regional coordination may be accomplished through implementation of the North Central Region (NCR) Regional Coordination Framework and by standing up a Regional Coordination Group (RCG). The NCR RCG may be convened to meet the demands of complex incidents spanning multiple jurisdictions. The RCG is a group of authorized jurisdictional representatives that convene to coordinate and de-conflict actions related to response and short-term recovery. Multi-agency coordination will not replace the municipal, county or state emergency operation plans, nor will it direct local agency efforts. Rather, this regional approach enhances response strategies by unifying efforts and increasing access to assets from multiple sources within the region. The RCG exists to address the following needs:

- Establish regional priorities and strategic objectives.
- Review key data points from each county to maintain a common operating picture.
- De-conflict and prioritize regional resource needs.
- Approve a public information and warning strategy.
- Ensure response and recovery actions are progressing in a coordinated manner.
- Support regional planning needs, including recovery planning

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## COORDINATION WITH STATE AND FEDERAL AGENCIES

Should an incident require State and/or Federal resources, OEM will coordinate these resources through the EOC. DHSEM will send a Regional Field Officer (RFO) to the EOC. Complex incidents may require an activation of the State Emergency Operations Center (SEOC). OEM will request activation of the State Resource Mobilization Plan and will coordinate with DHSEM for State and Federal level resources. DHSEM may request Federal level assets on behalf of OEM. These resources may be ordered to fill resource requirements for OEM.

For wildland fire incidents exceeding local capabilities, additional resources may be ordered following local protocols and the process contained in the Douglas County Fire Operating Plan (FOP).

## DISASTER FINANCE

The Authority Having Jurisdiction (AHJ) is responsible for the cost of the incident.

A major disaster or emergency may require the expenditure of large sums of County funds. The Douglas County Finance Department has created the Emergency and Disaster Finance Policy (Appendix 3C), revised August 2015, to ensure the proper and efficient process of specific governmental functions relating to procurement transactions, contracts, purchasing card limits and approval authority of the allocation of funds when required during emergency conditions, a State of Emergency and/or a Local Disaster Declaration.

Expenditures are tracked from the onset of an incident. The proper ICS forms will be used at the ICP and at the EOC to track expenditures to optimize the full potential reimbursements from any applicable funding source.

If a Delegation of Authority is made, the Delegation will specify financial responsibility for the incident by operational period as well as any financial constraints.

County expenditures will be routed through the Douglas County Finance Department. Receipts will be maintained for reimbursement and audit purposes. If a disaster is declared, Finance will pursue all potential sources for funding reimbursement. Wildland fire incidents that may qualify for funding through the Wildfire Emergency Response Fund (WERF), and/or The Emergency Fire Fund (EFF) will be managed by the Colorado Division of Fire Prevention and Control (DFPC). The DFPC will assist with completing the appropriate paperwork for reimbursement purposes. It is important to recognize that both County and State damage thresholds must be met before Federal disaster

assistance is available. Federal funding is made available through the Federal Fire Management Assistance Grant (FMAG). FMAG provides a 25%/75% cost sharing with the State for eligible expenses.

## LOGISTICS & RESOURCE MOBILIZATION

Resource mobilization is conducted in accordance with the Douglas County Resource Mobilization Plan. Resource management involves the integration of resources from County government, special districts, regional partners, volunteer organizations, private sector and State and Federal governments. Key components of the Douglas County Resource Mobilization Plan include:

- Resource Mobilization Systems
  - Local Dispatch (CAD)
  - Local EOC Logistics systems
  - WebEOC
  - National Interagency Resource Ordering Capability (IROC)
  - EMSystem
  - Colorado Volunteer Mobilizer (CVM)
  - CDOT Systems
- Resource Mobilization Management
  - Roles and Responsibilities of Requesting & Receiving Agencies
  - Implementation
  - Local Process
  - Local Delegation
- Resource Mobilization Process & Procedures
  - Ordering and Acquisition
  - Mobilization
  - Tracking and Reporting
  - Demobilizing and Recovery

Resource ordering will be coordinated through Logistics at the ICP and/or the EOC Logistics Section.

Logistics protocol shall include the mechanisms and processes to obtain resources needed to support emergency operations involving people with disabilities and access and functional needs (AFN).

Each agency participating in this EOP is responsible for complying with the resource ordering protocols implemented through the EOC.

## SHORT TERM RECOVERY

Short term recovery begins shortly after the incident occurs and will often have overlapping effects on response operations. Due to this overlap, short term recovery actions are initially coordinated from the EOC and then transitioned to a long-term recovery management structure and team. Short-term recovery concepts are covered in this EOP and also in the *Douglas County Rapid Needs Assessment Plan, Damage Assessment Plan and Debris Management Plan*. Long-term recovery aspects and actions are covered in the *Douglas County Recovery Plan*.

The Recovery Plan includes the following Recovery Support Functions (RSFs):

A. Community Recovery Planning RSF Branch

B. Economic RSF Branch

- Employment Recovery
- Business Restoration Recovery
- Business Retention and Recruitment Recovery
- Supply Chain Recovery

C. Natural and Cultural Resources RSF Branch

- Natural Resources Recovery
- Cultural Resources Recovery

D. Housing RSF Branch

- Intermediate Housing Recovery
- Long-Term Housing Reconstruction and Relocation Recovery

E. Infrastructure RSF Branch

- Utility Restoration Recovery
- Transportation System Recovery
- Capital Repairs and Reconstruction Recovery
- Debris Management Recovery

## F. Safety and Security RSF Branch

- Public Safety
- Structural Safety and Damage Assessment
- Chemical, Biological, Radiological, Nuclear (CBRN) Recovery

## G. Community Services RSF Branch

- Social and Human Services Recovery
- Health and Medical Recovery

Figure 5 – Recovery Continuum – Description of Activities by Phase

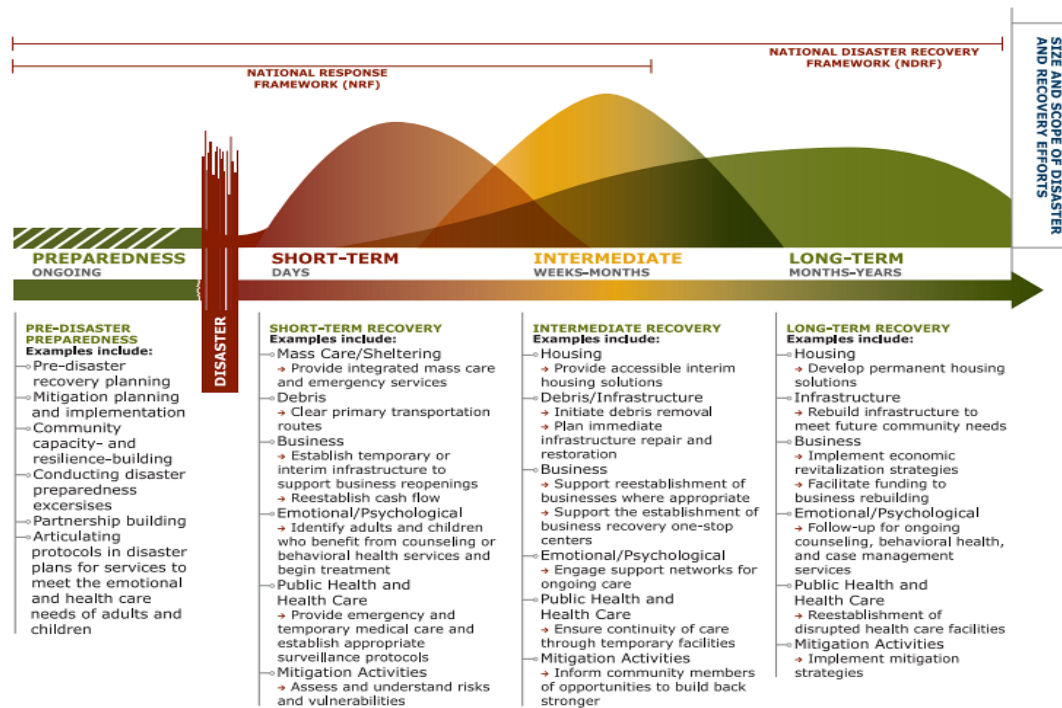


Diagram showing the Recovery Continuum timelines and tasks and considerable overlap among recovery tasks during the short term, intermediate term and long-term phases of an incident. National Disaster Recovery Framework (DHS/FEMA, September 2011).

## ANNEXES AND SUPPORTING PLANS

While the EOP serves as the foundation and legal basis for an emergency management program, much of the material pertaining to the actions taken to respond to disasters is located in the Emergency Support Function (ESF), Hazard Specific and Support Annexes. Additional guides and user aids also support the EOP.

ESFs serve as primary coordinating structures and provide a mechanism to successfully support field operations and manage those issues that are external to the incident command footprint.

Hazard-specific plans address the unique aspects that require consideration for specific hazards or threats.

Support annexes describe the concept of operations, considerations and responsibilities that are pertinent to specialized actions or specific types of emergency operations.

The Base EOP and the supporting annexes are not developed and updated simultaneously. Annexes are developed and implemented through coordination of lead and supporting agencies. Existing annexes may be updated as often as needed to reflect learnings from trainings, exercises and real-world events. Updates will be distributed to each agency identified within the annex.

The development, revision and implementation of ESF, Hazard Specific and Support Annexes are the responsibility of the lead agency or agencies, with the assistance and involvement provided by Douglas County Emergency Management and designated support agencies.

## ROLES AND RESPONSIBILITIES

### GENERAL

All County departments and agencies are responsible for:

- Understanding their department/agency's emergency responsibilities as identified in the EOP and its supporting annexes/plans and assigning personnel to perform those functions.
- Developing and maintaining internal policies, procedures, agreements and staffing patterns needed to meet their specific roles and responsibilities identified in the EOP and its supporting annexes/plans.
- Developing and implementing continuity of operations plans (COOP) to ensure that essential government services are provided to the public.



- Considering access and functional needs (AFN) issues so that emergency response and recovery actions support the needs of people with disabilities, access and functional needs.
- When appropriate, providing a representative to the Emergency Operations Center (EOC) to coordinate their assigned Emergency Support Function (ESF).
- Keeping the Disaster Policy Group and EOC updated with key information relating to the response and recovery of the emergency or disaster situation.
- In conjunction with the lead Public Information Officer and the EOC, providing area expertise that is part of emergency public information.
- Providing personnel to attend EOC Team meetings, trainings, and exercises, as appropriate.
- In conjunction with county disaster finance policies, maintaining records for all disaster/emergency-related expenses and submitting them to the Accounting Division for tracking and disaster cost recovery.

## POLICY GROUP

The ultimate responsibility for the response to and recovery from an emergency or disaster rests with elected officials. FEMA guidance states that:

*The Executive/Senior Official Elected Official, City/County manager, Agency Administrator, etc.) is responsible for the incident. In most jurisdictions, responsibility for the protection of the citizens rests with the Chief Elected Official. Along with this responsibility, by virtue of their office, these people have the authority to make decisions, commit resources, obligate funds, and command the resources necessary to protect the population, stop the spread of damage, and protect the environment.*

**It is important to note that the term “responsibility” from the FEMA reference above, does not translate into a command role that oversees on-scene incident operation by the Agency Administrator or Elected Official.**

Complex, inter-jurisdictional incidents may require activation of the Policy Group, which consists of elected and appointed officials, as well as executives from the AHJ, mutual response agencies, affected local governments, districts, and infrastructure providers. The Douglas County Board of Commissioners (BOCC) and the County Manager leads this group on behalf of the County entities, when the County is the AHJ. The AHJ Elected Official(s) maintain responsibility for the incident.

Other members of the County Policy Group include the Douglas County Assessor, Clerk and Recorder, Coroner, Sheriff, and Treasurer. The County Manager and his succession

line are also included in the Policy Group. At any time during an event, this group can expand to include additional Agency Administrators and Elected Officials appropriate for inclusion in decisions made relating to policy and fiscal needs for the incident. If a disaster occurs within an incorporated area of the County, the Policy Group works in a collaborative environment to coordinate declarations and community response. It is important to note that an incorporated area must declare a Local Disaster in order to receive reimbursement from the State or Federal government. The BOCC will support a municipal declaration with County-appropriate action.

The Policy Group coordinates and issues formal requests to the Governor's Office via the Department of Public Safety, Division of Homeland Security & Emergency Management (DHSEM). DHSEM may assist the Policy Group during the process of declaring a Local Disaster for the purpose of obtaining State and/or Federal assistance.

During a wildland fire incident, the Colorado Division of Fire Prevention and Control (DFPC) may be delegated oversight for the incident. Further, the DFPC will coordinate with the Division of Homeland Security & Emergency Management (DHSEM) on behalf of the County for the Local Disaster declaration and procedural assistance with the FEMA Fire Management Assistance Grant, if the incident qualifies for this funding. Additionally, procedures for accessing the Emergency Fire Fund (EFF), if the incident qualifies for this funding, will be followed and coordinated per the guidelines set forth in the Annual Operating Plan (AOP), adopted each year by the Board of County Commissioners.

The Policy Group and the EOC closely coordinate and share situational information for briefings and situational reports. The coordination between the Policy Group and EOC may be facilitated by the Policy Group Liaison. The Policy Group:

- Provides strategic guidance on priorities and objectives based on situational needs, this Plan, and the Recovery Plan.
- Ensures that adequate financial resources are available to support the response to the incident and recovery from a disaster.
- Maintains accurate records of all correspondence and decisions within the Policy Group.

During a complex, extended incident, the Policy Group becomes a key element within the formation of a Multi-Agency Coordination System (MACS). The formation of a MACS implies an incident with a growing scope and complexity that necessitates a larger network for coordination of numerous agencies and entities and their elected officials and Agency Administrators.

## AGENCY ADMINISTRATOR

The Agency Administrator (AA) is an ICS term for the person within an agency or jurisdiction that has responsibility for an incident or planned event. Other terms that have been used but which are not as common in ICS include Agency Official or Executive. For Douglas County, the Agency Administrator is the County Manager and the County Manager has full authority to act on behalf of the Board of County Commissioners during a declared State of Emergency and/or Local Disaster. The authority provided for the County Manager is through the Emergency Delegation of Authority Resolution (Attachment 1). As the Agency Administrator can't be available at all times, the County Manager may assign a key staff officer or representative to perform as the conduit between the IC and the AA. An AA Representative may receive a Delegation of Authority to clarify their role during the incident.

### **The Agency Administrator provides the Incident Commander with:**

- Policy
- Mission
- Direction
- Authority

### **Duties during an incident that the Agency Administrator or their designee is responsible for include:**

- Determining Incident Complexity
- Assigning Qualified Personnel
- Clarifying Authority
- Establishing Management Objectives
- Briefing the incoming Incident Commander, Area Commander or Incident Management Team
- Completing an Incident Situation Analysis
- Assigning an Area Commander, if needed
- Supervising the Incident Commander and Monitor Performance

- Ensuring EOC functions and MACS are properly staffed

The Agency Administrator is generally not at the incident and operates from their primary office of the agency, at the jurisdictional EOC, or at a multi-agency coordination group location as a functional agency representative or representing a political subdivision in a regional situation.

## DOUGLAS COUNTY ELECTED OFFICIALS, DEPARTMENTS & AGENCIES

### DOUGLAS COUNTY ELECTED OFFICIALS

In addition to the BOCC, County Manager and Sheriff, multiple elected officials and departments have responsibilities for emergency management within Douglas County.

#### **Douglas County Assessor**

The Assessor is responsible for establishing and maintaining a system in support of damage assessment in coordination with other county departments and OEM.

- Contribute personnel, records and other resources as necessary to support the damage assessment needs following a disaster.
- Serve as a liaison to the EOC as requested.
- Provide the actual and assessed values of impacted properties.
- Help establish or verify the ownership of property or land when proprietors cannot be located.
- Partner with state and federal assessment teams.

#### **Douglas County Clerk and Recorder**

The Clerk and Recorder is responsible for the safekeeping and maintenance of all essential and vital records.

- Contribute personnel, records, and other resources necessary to support identity verification and recovery needs during and after a disaster.
- Serve as a liaison to the EOC as requested.
- Serve as an official scribe to the BOCC during emergency or disaster-related meetings and other related activities.
- Partner with state and federal disaster recovery teams, as needed.

#### **Douglas County Coroner**

The Douglas County Coroner is responsible for all duties associated with deceased individuals in the county, including pronouncement of death, death investigation, notifications, autopsies, and body removal.

- Contribute personnel, records and other resources necessary to support the identification, verification and disposition of deceased victims.
- Serve as a liaison to the EOC as requested.
- Protection of personal effects with the deceased at the time of death.
- Coordinate notification efforts for relatives of deceased individuals.
- Conduct investigation regarding the cause and manner of death, including autopsy as required.
- Determine cause and manner of death.
- Implement mass fatalities procedures as needed in the event of an emergency or disaster.
- Provision of expert personnel in scientific identification and all other services as needed.
- Provide information about fatalities to the public information officer (PIO) and the EOC.
- Coordinate the recovery of remains during and following an incident.
- Provision of temporary morgue and mortuary services and acquire expanded mortuary services where required.
- Partner with state and federal DMORT teams, as needed.

### **Douglas County Sheriff**

The Douglas County Sheriff's Office provides for the safety and security of Douglas County residents.

- Implementation of the Incident Command System (ICS), including determining locations of Incident Command Posts and establishing necessary positions and functions.
- Wildland fire suppression in non-fire district, and unincorporated areas of Douglas County.
- Hazardous materials planning, education, response and cleanup, in cooperation with Douglas County fire districts/departments including OEM.
- Coordinate search and rescue operations, including the activation and deployment of DCSAR, and heavy rescue and urban search and rescue (HR/USAR) efforts.
- Provision of animal control services via contracted animal control officers and their coordination with the EOC and first responders for animal

rescue requests in the affected area, and coordination with the Douglas County Animal Response Team (DCART) for animal emergency sheltering activities and facilities.

#### Patrol

- Determination of the need for population evacuations and provision of instructions to uniformed law enforcement personnel regarding the conduct of evacuation operations.
- Implement available public warning measures.
- Direct and implement emergency evacuation operations.
- Coordinate the actions of field personnel in the response to the immediate incident and scene, including rescue efforts, population protection, access control, incident mitigation actions and communications.
- Ensure the implementation of ICS on-scene, establishment of Incident Command Post (ICP), filling of necessary positions and/or request EOC support for these positions as needed.
- Order the mobile command post to the ICP.
- Assess the incident, in cooperation with OEM and determination of appropriate response actions.
- Conduct and coordination of search and rescue operations utilizing Deputies and Douglas County Search and Rescue personnel.
- Provision of law enforcement, traffic control, and access control within the disaster area(s) and in other areas of the county.
- Provision of security at the Incident Command Post, temporary emergency shelters, and in evacuated and disaster-impacted areas.
- Provide support personnel and staff to the EOC as needed and available to support overall incident operations.
- Coordinate the deployment of mounted patrol, uniformed reserve officers, Community Safety Volunteers (CSVs) and uniformed explorer cadets.

#### Detentions

- Provide for the welfare of residents, visitors and staff in the Justice Center during an emergency including evacuation, shelter-in-place, and lock-down procedures.
- Provide for the welfare of inmates, visitors, and staff in the Douglas County Detentions Center during an emergency including evacuation, shelter-in-place, and lock-down procedures.

- Provide security and support personnel and staff to the EOC as needed and available to support overall incident operations.
- Provide or coordinate transportation resources and services with the EOC.
- Provide logistics support (food service, blankets, etc.) in cooperation with emergency shelter personnel or response personnel through the EOC.

#### Investigations

- Create a photographic and or video record of the damage or incident scope.
- Provide investigative support and support services to National Transportation Safety Board/Federal Aviation Authority (NTSB/FAA) and other investigative agencies.
- Commit division personnel as directed to assist with evacuation, shelters and Coroner's Office support.

#### **Douglas County Treasurer**

The Treasurer is responsible for ensuring that the county can fund the ongoing needs of any emergency or disaster, as and if assets are available.

- Partner with the Finance department as requested.
- Advise the BOCC as requested.
- Assist with after-incident documentation requirements as requested.
- Provide a liaison to the EOC as requested.

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#### DOUGLAS COUNTY EMERGENCY SERVICES AGENCIES

Emergency Services agencies include 911 Communications/Regional Dispatch, Emergency Medical Services (EMS), local Fire Districts and Search and Rescue.

#### **911 Communications**

Emergency communications includes all 911 communications centers within Douglas County. This plan specifically addresses emergency communications as part of the county system and in unincorporated areas of Douglas County.

- Establish a communications system and dispatch procedures to coordinate requested resources.
- Provide support to Incident Command and the EOC upon notification and ensure 24-hour staff coverage as needed and available.

- Maintain a distribution list of all support agency contact persons, make necessary notifications, activate support agencies, as necessary, and maintain ongoing communications to support mission assignments.
- Coordinate the provision of all mutual aid resources to requesting parties outside of the county upon direction of the Incident Commander in accordance with appropriate resource request procedures and available assets.
- Ensure compliance with all local, state, and federal communications requirements.
- Delegate responsibility for ordering mutual aid and other resources to the EOC as agreed upon between the Communications Manager and the EOC Manager.
- Implementation of available public warning measures.
- Coordination of communications and provision of communications staff support for field command post(s).

### **Emergency Medical Services (EMS)**

Emergency Medical Services agencies are responsible for the care and transport of all patients or injured parties within the County.

- Provide timely and efficient patient care to the citizens and visitors of Douglas County.
- Establish appropriate transportation guidelines and procedures for transferring patients from the scene of an emergency or disaster to available hospitals in Colorado.
- Establish a Medical Control Officer, and other designated staff, to be assigned to the ICP as needed or requested.

### **Fire Districts and Departments**

The fire departments and districts that serve Douglas County are responsible for providing all services related to fire prevention and suppression. Additionally, the fire districts/departments will act in a support capacity for all EMS and law enforcement services as needed or requested.

- Assume responsibility and response authority for structural and wildland fires in their respective jurisdictions.
- Conduct all regularly assigned functions relating to fire prevention and suppression to include deployment of personnel and equipment.



- Establish an Incident Commander on all fire related incidents and maintain continuous communication with OEM and the EOC.
- Provide assistance in all rescue operations as needed or requested.
- Inspection of all damaged areas for fire and safety hazards.
- Assist the Sheriff's Office in disseminating information to the public, providing evacuation operations, providing fire security in evacuated areas, and providing fire protection for emergency shelters.

### **Douglas County Search and Rescue (DCSAR)**

Douglas County Search and Rescue is responsible for all search and rescue functions within the county, under the direction of the Douglas County Sheriff.

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## COUNTY DEPARTMENTS AND FUNCTIONS

Each County Division/Department has a role in emergency management, before, during and after emergencies and disasters.

### **Douglas County Attorney**

The County Attorney is responsible for the provision of legal counsel and assistance to county officials before, during and after disaster and emergency incidents in Douglas County.

- Preparation of legal documents (disaster declarations, curfews, and price controls).
- Risk Management staff will prepare documents necessary to recovery monies from insurance providers, state/federal disaster assistance programs, or other funds or combinations of funding sources.
- Facilitate legal considerations for medical care and compensation for injured county employees.

### **Douglas County Communications and Public Affairs**

- Provide support personnel and staff to the EOC as needed and available to support overall incident public information.
- Conduct media operations as assigned by Agency Administrator/EOC

## Douglas County **Community Development**

Community Development is responsible for county planning, building and land use considerations and provides damage and building assessment data during and after emergencies and disasters. Also provides for a wide range of Community Services.

- Provide for personnel for structure and facility inspections to determine safety of individual structures, businesses, residences and public building and to identify needed repairs.
- Assist as needed in the coordination of and conducting of damage assessment on a county wide basis with the assistance of other county divisions and departments.
- Participation with emergency management personnel on long-term disaster recovery and hazard mitigation planning to ensure the compatibility of community redevelopment plans and hazard mitigation measures with the comprehensive county land use plans and other community development plans.
- Serve as a resource for residents requiring access and functional needs or evacuation assistance.
- Linkages to Veteran's Affairs clients, Community of Care Network, Winter Shelter Network and various foodbanks, high needs, disabled and senior citizen support agencies.

## Douglas County Office of **Emergency Management (OEM)**

- Activate and manage the Douglas County Emergency Operations Center (EOC).
- Coordinate with Communications/Dispatch centers for emergency public information, warning systems, the establishment of procedures for releases of disaster-related information, establishment of joint information center (JIC), and other public information related concerns.
- Requests additional levels of assistance from other county or city agencies, mutual aid partners, the North Central Region (NCR), and/or the State of Colorado based on the assessment of Incident Command.
- Support the facilitation of mutual aid assistance.
- Provide emergency information assessments and assist the Agency Administrator and the Sheriff with recommendations to county officials concerning need for local disaster declarations, travel restrictions, curfews or other temporary social restrictions.

- Establish communications with Colorado Division of Homeland Security and Emergency Management (DHSEM).
- Prepare and distribute situation reports and damage assessment reports for Agency Administrator, County Commissioners, Sheriff's Office Command Staff and DHSEM.
- Facilitate the use of volunteer amateur radio (ARES) resources used for backup communications.
- Coordination of volunteer amateur radio resources used for back-up communications and additional radio frequencies.
- Support lead agencies in the coordination and utilization of volunteer organizations.
- Support incident command's decisions regarding population evacuations, as requested.
- Assessment of emergency conditions and determination of required levels of immediate assistance.
- Provide liaison support to Incident Command for law enforcement and non-law enforcement incidents.
- Provide support personnel and staff to the EOC as needed and available to support overall incident operations.
- Support lead agencies for temporary shelters for household pets and companion livestock including those that are co-located with human shelters.
- Support lead agencies for human shelters, including those that are co-located with animal shelters and those addressing access and functional needs considerations.
- Coordinate the maintenance of the EOP, scheduling and conducting training and exercises of the plan, and ensure the EOP compliments other county planning efforts such as the Continuity of Operations Plan (COOP), Recovery Plan, etc.
- Assist the Sheriff's Office in the coordination of wildland fire suppression efforts in non-fire district areas of Douglas County and as requested under mutual aid.

#### **Douglas County Facilities, Fleet and Emergency Support Services (FFESS)**

FFESS is responsible for providing operational support to the EOC and Incident Command regarding all facilities and fleet issues:

- Provide necessary support and facilities services to assist in the management of the event.
- Ensure adequate facilities for all county operations during and after an emergency.
- Ensure access to additional facilities as required to support the incident and/or community.
- Make available updated floor plans for county owned/occupied facilities.
- Restore public facilities, services and utilities.
- Secure land use agreements, rental agreements, and facilities contracts as needed to support emergency operations.
- Provide necessary support, fleet services and vehicles to assist in the management of the event.
- Provide fuel for fleet services and vehicles needed to support operations.
- Provide maintenance and repair support to emergency response vehicles, heavy equipment, and other county vehicles and equipment as needed in support of emergency operations.
- Provide transportation services in support of emergency response and recovery efforts, including the movement of county personnel, equipment and supplies to designated staging areas.
- Procure and deliver any other materials or equipment needed or requested by the Incident Commander or the Office of Emergency Management.
- Provide staffing to the EOC, as requested.
- Provide audio/visual support for the EOC and/or other locations throughout the county to facilitate emergency related communications and conferences.

### **Douglas County Finance**

The Finance department is responsible for all financial considerations for emergencies and disasters:

- Administer finance considerations for emergency situations relevant to the Douglas County Sheriff's Office expenditures.
- Procurement of emergency-related supplies and materials and administration of vendor contracts for emergency services and equipment.
- Assist with resource tracking, office services, printing services, record keeping and documentation of disaster-related costs and financial commitments.

- Record-keeping and documentation of disaster-related time, costs and financial commitments.
- Assist in reimbursement process following an event.
- Ensure emergency payroll needs are addressed.
- Participation with other departmental representatives on county damage assessment teams at EOC and joint damage assessment teams (local, state and federal), as needed.
- Providing all documentation and records regarding worker's compensation during disasters or emergency situations involving county personnel, along with equipment damage claims.
- Provide assistance in notification of county employees during disaster situations as needed throughout the county.
- Administer finance considerations for emergency situations relevant to the Douglas County expenditures.
- Provide support personnel and staff to the EOC as needed and available to support overall incident operations.
- Ensure forms and documentation for expenditures are complete.
- Assist in reimbursement process following an event.
- Ensure emergency payroll needs are addressed.
- Provide support personnel and staff to the EOC as needed and available to support overall incident operations.

### Douglas County **GIS**

GIS is responsible for providing the EOC and ICP with all mapping (both paper and digital) requested during and after an emergency or disaster. They will also provide support services as needed throughout the incident, including but not limited to:

- Providing scanning and printing services during the duration of the incident.
- Coordination of data acquisition from adjacent counties and other agencies.
- Upload and download GPS waypoints and tracks
- Administer and deploy the C-COP Tool and add layers as needed
- Digitize paper maps and provide large format printing
- Create databases as needed by the EOC, Incident Commander and General Staff.

### Douglas County **Human Resources**

Human Resources is responsible for assisting with the coordinating and time tracking of county human resources and services necessary for the emergency or disaster.

- Assist with coordinating time tracking and personnel during incident scheduling.
- Provide subject matter insight for scheduling requirements of personnel when requested.
- Assist with after-incident documentation requirements as requested.
- Provide guidelines for emergency hiring and staff reconstitution following an incident.
- Provide a liaison to the EOC as requested.

### Douglas County **Human Services**

Human Services is responsible for directing, controlling and coordinating all human services operations.

- Identify human services concerns and needs, prioritize those needs, and find appropriate resources to meet those needs.
- Assist persons/families with human services needs after qualified personnel have rescued them from disaster situations.
- Coordinate volunteer support for human service's needs.
- Coordinate with the Incident Commander or the EOC in assessing overall human services resource needs during response and recovery operations and maintenance of situation status information.
- Provision of human services technical support.
- Advising the BOCC on actions to be taken regarding human services matters.
- Provide a liaison to the EOC as requested.

### Douglas County and DCSO **Information Technology (IT)**

Information Technology (IT) is responsible for providing operational support to the Incident Commander and the EOC regarding all technology issues. In the case of a Cyber Attack event, IT is responsible for assuming the Incident Command role for the County and working closely with the Policy Group and the EOC. For non-cyber incidents it is additionally responsible for the procurement of the following items when needed or requested by the Incident Commander:

- Providing and identifying the need for additional cellular service
- Providing for additional telephone services
- Providing necessary support to facilities to assist in the management of the event.
- Procuring and delivering any other materials or equipment needed or requested by the ICP or OEM.
- Providing the point of contact for obtaining and maintaining telephone, PC/laptop and internet support.
- Douglas County IT coordinates all wired, and internet communications technology for the county.
- DCSO IT coordinates all wired, radio and internet communication for the Sheriff's office.
- Provide technical support/resources for communications during response and disaster recovery efforts.

#### Douglas County **Public Works – Operations & Engineering**

Public Works- Operations is responsible for maintaining working systems and roadways in the event of an emergency or disaster.

- Maintain and repair all county road systems within respective jurisdictions to ensure minimal disruption in entering or exiting threat impact areas.
- Provide personnel, equipment, supplies and materials for flood or fire control and flood or fire mitigation measures.
- Expedite restoration of public facilities and utilities in priority areas dictated by the current situation.
- Provide for the removal of debris to permit emergency rescue operations and movement of emergency vehicles and supplies, with priority assigned to critical emergency services lifelines.
- Provide personnel and heavy rescue equipment in support of search and rescue operations.
- Provide damage assessment information to the EOC on roads and equipment belonging to the county.
- Restoration of damaged county roads and bridges and other infrastructure.
- Provide equipment and personnel as necessary to meet incident support requirements.

- Participate with representatives of other county departments on Douglas County damage assessment teams.
- Provide a liaison or staffing for the EOC as requested.

Public Works- Engineering is responsible for maintaining public facilities and infrastructure in the event of an emergency or disaster.

- Provide for emergency repairs to public buildings, hospitals, utilities, the EOC, and other essential facilities for restoration and continued operation of county government functions.
- Provide personnel for structure and facility inspections to determine safety of individual structures (businesses, residences, and public buildings), including during rescue operations and to identify needed repairs (or to implement condemnation procedures when necessary).
- Provide emergency traffic control measures including equipment, barriers and marking of dangerous areas in coordination with the Sheriff's Office.
- Provide damage assessment information to the EOC on buildings and equipment belonging to the county.
- Restoration of damaged county public services and facilities.
- Administration of the county floodplain management program and matters relating to participation in the National Flood Insurance Program (NFIP).
- Maintain potable water and sewer facilities and equipment.
- Provide equipment and personnel as necessary to meet incident support requirements.
- Participate with representatives of other county departments on Douglas County damage assessment teams.
- Provide a liaison or staffing for the EOC as requested.

## PARTNERSHIP OF DOUGLAS COUNTY GOVERNMENTS

The Partnership of Douglas County Governments (PDCG) includes elected officials and representatives from the following entities: Town of Castle Rock, Town of Parker, Town of Larkspur, City of Lone Tree, City of Castle Pines, Highlands Ranch Metropolitan District, Douglas County School District, Douglas Public Library District, and Douglas County (represented by the BOCC and the Sheriff). In September 2011, the PDCG adopted the "Intergovernmental Agreement for Disaster-Emergency Mutual Aid and Disaster Emergency Resources Assistance". The PDCG was updated and amended on August 6<sup>th</sup>, 2019 (See General Appendices 3E).



Each member agency affiliated with the PDCG has adopted the IGA. This IGA provides a road map for mutual aid and response assistance during a disaster. While mutual aid has always been a standard for operations within our local government agencies, this IGA solidified and clarified roles and responsibilities of each agency when responding collectively to an incident that is growing beyond normal day to day operations.

The Douglas County Emergency Operations Center (EOC) and the Douglas County Incident Management Team (IMT) may be activated depending upon the size, complexity and duration of the incident. The EOC and the IMT are Emergency Management assets within Douglas County that are activated by the OEM. The EOC and the IMT are referred to within the PDCG IGA as “County-wide assets that may be utilized to assist a [Partnership] Party experiencing a disaster-emergency.”

Additionally, the IGA established the Emergency Management Coordinating Group (EMCG) which provides a vehicle for parties within Douglas County to coordinate preparedness, response, recovery and mitigation activities.

## DOUGLAS COUNTY EMERGENCY SUPPORT AND AFFILIATED AGENCIES

The provision of emergency management in Douglas County is dependent upon a coordinated response from multiple county and support entities.

### **All Health Network**

All Health Network provides support to the county through coordinated response to crisis intervention / behavioral health and substance abuse and is and is coordinated by TCHD or ESF 8 when the EOC is activated.

### **Amateur Radio Operators/AUXCOMM**

ARES of Douglas and Elbert Counties (Region 1, District 5) is responsible for providing communications assistance as requested, under the direction of the Douglas County Sheriff and OEM. Specific roles and responsibilities will vary according to the incident. Auxiliary Communications (AUXCOMM) covers a broad range of systems that could potentially be used during an incident to include: High Frequency (HF), Very High Frequency (VHF), Ultra High Frequency (UHF), satellite communications (SATCOM), microwave, Wi-Fi, digital, video, photos, Voice over Internet Protocol (VoIP), and other modes. AUXCOMM is not a standard ICS position but is made up of amateur radio operators that provide auxiliary support to emergency management.

### **American Red Cross (ARC)**

If requested, the ARC, in conjunction with Douglas County agencies, will provide support services during and after an emergency or disaster.

- Provide for immediate assistance to disaster survivors, including food, water, shelter, clothing, physical and behavioral health and referrals in conjunction with appropriate Douglas County agencies.
- Management of emergency shelters for mass care, in cooperation with Douglas County agencies, including registration, feeding, lodging, and responding to public inquiries concerning shelter residents.
- Provide temporary and immediate housing for displaced disaster survivors.
- Assist with bulk distribution of emergency supplies.
- Assist ESF 8 with mass inoculations.
- Provide damage assessment information upon request.
- Staff a multi-agency resource center.
- Assist incident survivors with emergency needs.
- Register displaced persons and provide welfare information services.

### **Colorado Disaster Relief (Southern Baptist Convention)**

If requested, Colorado Disaster Relief, in conjunction with Douglas County agencies, will provide support services during and after an emergency or disaster.

- Provide immediate assistance to disaster survivors, including food, water, and counseling
- Provide food, water and other assistance to emergency response personnel and emergency relief workers.

### **Douglas County Animal Response Team (DCART)**

When requested by OEM, the DCART is responsible for the establishment of measures for animal disaster response including:

- Coordination of animal relief measures, the assurance of their care, and the search for their owners.
- Assist shelter managers with problems associated with displaced persons bringing pets and/or companion livestock to shelter facilities.
- Evacuation/shelter in place care and feeding of animals.

## **Hospitals**

- Are coordinated ESF 8 when the EOC is activated.
- Establish hospital incident command.
- Maintain communications with external agencies through county dispatch centers and local or county emergency management.
- Update bed availability when queried, keeping divert status current, providing updated information to all EMS responders and transport agencies.
- Provide treatment of all patients at the hospital.
- Provide decontamination for patients.
- Provide hospital representative to the EOC if requested.

## **Municipal Chief Executive Officers (Chief Elected Officials)**

Municipal Chief Elected Officials have responsibility for the people within their jurisdiction as outlined in state statute and city/town ordinances and resolutions.

- Formal declaration of a local disaster or emergency and issuance of other official orders regarding population protection and temporary restrictions, including evacuation orders, establishment of curfews, and enactment of price controls.
- Notification to county OEM when a declaration is expected or signed to begin coordinating efforts.
- Approval and commitment of municipal resources and funds for disaster/emergency response and recovery.
- Activation and management of municipal EOCs, where available.
- Establishment of intergovernmental liaison in multijurisdictional incidents, including coordination of emergency efforts with the OEM and participation as part of the county Policy Group.

## **Municipal Emergency Management Offices:**

- Pursuant to C.R.S. 24-33.5-707(9), prepare and keep current a local disaster emergency plan that serves the municipality.
- Coordinate local emergency operations plans with county Emergency Management.
- Create situational awareness by coordinating warnings and notifications that result in the activation of municipal emergency operations centers with county Emergency Management and appropriate neighboring jurisdictions.

- Coordinate resource requests through the county EOC Logistics Section.
- Consider access and functional needs issues so that emergency response and recovery actions support the needs of people with access and functional needs.
- Consistent with state and local mutual aid agreements, provide mutual aid.
- Provided qualified staff as liaisons to the EOC and to the Joint Information Center (JIC).

### **Public Information Officers (PIO)**

Public Information Officers disseminate emergency public information and establish procedures for the release of information to the media with the assistance of the Incident Public Information Officer (PIO) or JIC as appropriate.

### **Public and Private Utility Companies**

Coordinate with local emergency responders, the EOC and OEM concerning:

- Disruption and restoration of utility services
- Safety and engineering expertise
- Access to hazardous and evacuation areas
- Contingency planning, training and education
- Continuity of Operations and business services

### **Salvation Army**

If requested, the Salvation Army, in conjunction with Douglas County agencies, will provide support services during and after an emergency or disaster.

- Provide immediate assistance to disaster survivors, including food, water, counseling, and medical advice and assistance.
- Provide food, water and other assistance to emergency response personnel and emergency relief workers.
- Assist with spontaneous and offered food/beverage donations related to meal service or mass care operations.
- Provide financial assistance if available in the short, immediate and long-term phases of recovery.

## **School Districts**

The Douglas County School District is responsible for the safety and protection of students, staff and personnel.

- Preparation and maintenance of an Emergency Management Plan for the school district.
- Provision of resources for evacuation and sheltering of endangered populations when requested (i.e. buses, facilities, feeding, etc.).

## **State Donations & Volunteer Coordination Team (DVCT):**

- Facilitate and support the coordination of unsolicited donations made from the general public and private sector during and after disasters.
- Assist with the coordination of spontaneous unaffiliated volunteers.
- Promote coordination between the EOC and support agencies engaged in donations, and volunteer coordination and private sector partners.
- Provide ESF 15 – Public Information with public messaging support.
- Coordinate the Aidmatrix/NDMN database and **[www.helpcoloradonow.org](http://www.helpcoloradonow.org)** web page to support disaster recovery efforts.

## **Tri-County Health Department**

Responsible for directing, controlling and coordinating all public health operations:

- Is the Lead for ESF 8 – Public Health when the EOC is activated.
- Identify health concerns and needs, prioritize those needs, and find appropriate resources to meet those needs.
- Serve as coordination point between county, OEM and Hospitals and community medical facilities.
- Assist person/families with health needs after qualified personnel have rescued them from disaster situations.
- Plan for, provide, and supervise nursing services in reception areas and in temporary shelters.
- Provide necessary health protection measures such as immunization, sanitation, water purification, etc.
- Coordinate with the Incident Commander or the EOC in assessing overall health, behavioral health and medical resource needs during response

and recovery operations and maintenance of situation status information.

- Serve as a resource for residents requiring access and functional needs or evacuation assistance.
- Provision of environmental health services and technical support, including the identification of chemical hazards, sources of contamination, or unsanitary conditions that present health hazards to the general public.
- Establish public health services as directed in designated shelters and provide staffing.
- Advising the BOCC on actions to be taken regarding all health and medical matters.
- Act as Incident Commander for Public Health incidents.
- Issue appropriate Public Health Orders.
- Provide capabilities for disease testing and contact tracing.

## STATE & FEDERAL AGENCIES

### **Colorado Division of Homeland Security & Emergency Management (DHSEM)**

- Provide assistance and support to local jurisdictions when local resources are no longer effective to address an incident of significance. (C.R.S. 24-33.5-705)
- Activate the State MACC in support of local jurisdictions and providing access to statewide mobilization resources.
- Interface with federal agencies in the effort to support local goals and objectives.
- Be available on a 24-hour basis to provide advice and technical assistance, state resources, and coordinate supplemental assistance in support of local emergency management.

### **Federal Government**

- Through FEMA, responding to national emergencies and providing assistance to states when an emergency or disaster exceeds their resource capability.

- The Department of Homeland Security has the overall responsibility for the coordination of federal emergency/disaster relief programs and supporting local and state government capabilities with resources.
- The roles and responsibilities of federal resource providers are outlined in the National Response Framework.

## EMERGENCY OPERATIONS CENTER

Douglas County maintains an Emergency Operation Center (EOC) that provides support to Incident Command in the field during an incident. Many incidents can be managed in the field, however complex incidents may require additional support and coordination capability from the EOC. Examples of such incidents that have occurred in Douglas County include wildland fires, blizzards and the COVID-19 pandemic, all of which extend beyond one operational period and have complex needs for resources, coordination and consequence management.

The EOC is directed by the EOC Manager. The EOC is organized in an EOC ICS Structure that includes Sections (Operations, Planning, Logistics and Finance & Administration) and Emergency Support Functions (ESFs). Each ESF is described in detail in the Functional Annex of this Plan. The organization of the EOC's Sections and ESFs support the EOC Community Lifelines Concept.

The EOC provides the critical centralization of coordination in complex incidents involving multiple governmental jurisdictions. The EOC will be activated at the appropriate level to support the complexity of the incident. The level of activation will be determined by OEM/EOC Manager.

- **Level 3 Activation:** This is an OEM staff only activation. The EOC is opened and OEM Staff assumes basic roles in the EOC. This level of activation is used in the early phases of an incident that has the potential to grow into something large enough to require EOC coordination capability but does not currently require it. With a Level 3 Activation the EOC is in a “leaning forward” mode, ready to call in additional staff if the situation escalates.
- **Level 2 Activation:** The incident has grown and requires EOC Coordination and support, however not all ESFs are required to manage the particular incident. OEM will determine which ESFs will be activated depending upon the incident.
- **Level 1 Activation:** The incident has grown to a level of complexity requiring support from most, if not all, ESFs.

## Emergency Operations Center (EOC) Team

The capabilities of the EOC are supported by a volunteer team comprised of members from governmental departments and agencies across the county as well as Subject Matter Expert (SME) volunteers from the community. The EOC Team assists in the coordination of information, resources, logistics and consequence management during large incidents in the county. The EOC Team is constructed of Sections (Operations, Planning, Logistics and Finance & Administration) and ESFs, with each ESF specializing in a specific area of disaster coordination and support. The EOC Team meets and trains on a regular basis to gain and maintain proficiency and readiness with EOC systems and practices. The EOC Team is activated on an as needed basis by the OEM/EOC Manager through an ascending tier of EOC activation levels.

## EMERGENCY SUPPORT FUNCTION ANNEXES

In the event of an EOC Activation, several County departments/agencies and partner agencies and organizations are assigned specific functions to support emergency management operations. These assignments may involve direct participation within the EOC or provide indirect support. See the Table 5 – Responsibility Matrix for Primary (P) and Support (S) roles for each County department, agency or organization.



Emergency Support Functions (ESFs) provide a common framework for all-hazards response and recovery. The fifteen (15) ESF categories and their subsets closely correlate with those in the National Response Framework. To better suit the needs of Douglas county, the ESF structure and definitions have been tailored to the support functions

needed within the County EOC. Each ESF Annex contains a general description of the function, the major response and recovery responsibilities of the function, and identifies primary and support agencies. The ESF structure and matrix is intended to provide an overview of responsibilities for agencies and entities requested for support. Although several of the ESFs are primarily focused on response, other ESFs provide a range of support functions during both the response and recovery phases. The overall coordination of the Emergency Support Functions is provided by ESF 5 – Emergency Management.



There is an interrelationship between Emergency Support Functions (ESFs) and the concepts of Community Lifelines. While lifelines describe the critical services within a community that must be stabilized or re-established to alleviate threats to life and property, ESFs within the EOC are a method of organizing across departments and agencies, community organizations and industries to enhance coordination and integration for stabilization/re-establishment of lifelines. Therefore, any given ESF may apply to one or more lifeline constructs:

#### Safety and Security Community Lifeline

- ESF 4 – Fire Fighting
- ESF 9 - Search and Rescue
- ESF 13a – Law Enforcement
- ESF 13b – Evacuation and Traffic Management

#### Food, Water, Shelter Community Lifeline

- ESF 6 – Mass Care, Housing
- ESF 6a – Animal Issues
- ESF 7a – Resources and Logistics
- ESF 7b – Donations Management
- ESF 7c – Volunteer Coordination
- ESF 8 – Public Health

#### Health & Medical Community Lifeline

- ESF 6a – Animal Issues
- ESF 8 – Public Health
- ESF 8a – Mass Fatality

#### Energy (Power & Fuel) Community Lifeline

- ESF 1 – Transportation
- ESF 3a – Public Works - Operations and Engineering
- ESF 12 – Public Service (Utilities) Restoration and Recovery
- ESF 13b – Evacuation and Traffic Management

#### Communications Community Lifeline

- ESF 2 – Telecommunications and Information Technology
- ESF 15a – Public Information
- ESF 15b – Warning and Communications

### Transportation Community Lifeline

- ESF 1 – Transport
- ESF 3b – Debris Management

### Hazardous Materials Community Lifeline

- ESF 10 – Hazardous Materials Response and Recovery

Many of these functions are utilized in the field using the ICS incident management structure. EOC activities in these areas should be undertaken in support of the ICS measures in place and in response to specific resource requests from Incident Command. All the functions described in this section are potentially active EOC operations in the event of a large disaster or protracted government relief effort.

The OEM Director/EOC Manager may direct the activation of an ESF depending upon the activation level of the EOC. Upon ESF activation, an ESF will coordinate with the EOC in the EOC and collaborate with other ESFs in the EOC.

Primary and support agencies have been identified for each ESF. It is the responsibility of the Primary (P) agency to coordinate the efforts of Support agencies (S) to meet the roles and responsibilities assigned to each ESF. In many cases, the lead agency is dependent upon the specific circumstances of the emergency or disaster. In these cases, the possible lead agencies are identified as having a Unified (U) responsibility. Although the OEM may initially designate the lead agency, this role may be shifted to meet the operational response and initial recovery efforts. All designated ESF stakeholders will remain involved in support roles as needed. Agencies that do not have designated roles within a given ESF may be integrated as the event evolves and grows and their support has been identified as a needed function. The ESFs are interdependent. For example, ESF 1 – Transportation will be called upon by other ESF coordinators to assist with transportation support for the movement of personnel, equipment, supplies, evacuees, and animals. Another example illustrates how ESF 13b – Evacuation, may need to coordinate with ESF 1 – Transportation, and ESF 15a – Public Information. Although some ESFs are subdivided in the matrix (i.e. into subcomponents a, b, c) this is done for clarity of roles. When the EOC is active for an incident, these subcomponents would work together under one ESF even if multiple subcomponents are needed during a particular incident. The structure and roles outline in this plan are intended to provide a flexible foundation that can be adapted and included as needed. The matrix that follows provides an easy reference aid to show the relationships between various agencies, entities and functions in the Plan.

## Using the ESF Matrix

P = Primary Responsibilities

U = Unified Responsibilities

S = Supporting Responsibilities

The letter “P” indicates the agency that is the designated primary or lead for all activities related to the specific ESF. These agencies have a statutory or functional responsibility to coordinate the activities of all agencies that have responsibilities under this ESF.

The letter “U” indicates the lead in accomplishing that ESF may be shared by more than one agency, or the lead may be situation dependent.

The letter “S” indicates the county agencies that may have resources that could be used in support of the ESF. An agency designated “P” or “U” is responsible for coordinating the efforts of agencies designated as “S” in support of the accomplishment of the ESF.

This matrix is a guideline for agencies with pre-designated roles and maintains a flexibility to adapt quickly and efficiently during a disaster response and initial recovery.

Table 6 – Responsibility Matrix

Stakeholder	ESF 1		ESF 2		ESF 3		ESF 4		ESF 5		ESF 6		ESF 7		ESF 8		ESF 9		ESF 10		ESF 11		ESF 12		ESF 13		ESF 14		ESF 15	
	F	S	F	S	F	S	F	S	F	S	F	S	F	S	F	S	F	S	F	S	F	S	F	S	F	S	F	S	F	S
Emergency Support Function	Transportation	Telecommunications & IT	Road & Bridge and Engineering	Debris Management	Fire Fighting	Emergency Management	Mass Care/Housing & Human Services	Animal Issues	Resources & Logistics	Donations Management	Volunteer Coordination	Public Health & Environment	Mass Fatality	Search & Rescue	Hazardous Materials	Environment, Agri. & Nat. Resources	Public Service Restoration	Law Enforcement	Evacuation & Traffic Management	Recovery	Public Information	Warning & Communication								
Board of County Commissioners	S	S	S	S	S	U	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
County Manager	S	S	S	S	S	U	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Assessor						S															S									
Clerk & Recorder						S																								
County Attorney						S																								
Coroner						S						U	U*					S												
District Attorney																		S												
Finance						S		S	S												S									
Treasurer						S																								
Sheriff	S	S	S	S	U	S	S	U	S	S	S	S	S	U	U	U	S	U	P	S	U	U								
Douglas County HAZMAT					S										U		S													
Cooperative Extension							S									S					S	S								
Emergency Management	U	S				U	P		U	U	P	S	S				U				U	S	U							
Facilities				S		S	S	U	S	S	S	S				S			S											
Public Works Operations	U		U	P		S		S						S	S		S	S	S	S										
Human Resources								S													S									
Human Services	S					S		S		S																S	S			
Information Technology		P																												
Open Space/Parks	S				S		S		S					S		S		S		S	S	S								
Community Planning	S		U	S	S				E								S					U	S							

\* Coroner is has Unified Responsibilities with Public Health for ESF 8 during Mass Fatality Events

Stakeholder	ESF 1	ESF 2	ESF 3a	ESF 3b	ESF 4	ESF 5	ESF 6	ESF 6a	ESF 7a	ESF 7b	ESF 7c	ESF 8	ESF 8a	ESF 8b	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13a	ESF 13b	ESF 14	ESF 15a	ESF 15b
	Transportation	Telecommunications & IT	Road & Bridge and Engineering	Debris Management	Fire Fighting	Emergency Management	Mass Care/Housing & Human Services	Animal Issues	Resources & Logistics	Donations Management	Volunteer Coordination	Public Health & Environment	Mass Fatality	Search & Rescue	Hazardous Materials	Environment, Agri. & Nat. Resources	Public Service Restoration	Law Enforcement	Evacuation & Traffic Management	Recovery	Public Information	Warning & Communication	
Douglas County Search & Rescue						S		S				S	S	U		S		S	S				
American Red Cross						S	S		S	S		S	S								S		
Colorado Vol. Orgs. Active in Disasters									S	S	S												
Tri-County Health Department				S		S	S	S	S			P	U*		S	S			S	S	S	U	
AllHealth Network												U	S										
Fire Departments/Districts					U	S			S			S	S	U	U					S	S	S	
Hospitals							U					S	S										
Douglas County Animal Response Team								U								U							
Douglas County Schools	S					S	S					S	S					S	S	S	S		
Salvation Army						S	U		S	U		S	S										
Society of American Military Engineers			S	S																	S		
Urban Flood & Drainage Control			S	S																	S	S	S
Private Sector/Critical Infrastructure	S	U	S	S			S		S			S	S					U			S	S	S
Municipal Agencies	S	S	S	S	S	U	S	S	S	S	S	S	S		S	S	U	U	S	S	S	S	U
State Agencies	S	S	S	S	S	U	S	S	S	S	S	S	S	S	S	S	U	U	S	S	S	S	U
Federal Agencies	S	S	S	S	S	U	S	S	S	S	S	S	S	S	S	S	U	U	S	S	S	S	U

\* Coroner is has Unified Responsibilities with Public Health for ESF 8 during Mass Fatality Events

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### ESF 1 – TRANSPORTATION

**Definition:** 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.

**Activation Criteria:** The Director of Emergency Management will activate this ESF, as needed, to meet established or anticipated transportation needs during disaster response and recovery operations.

**Lead County Agency – Unified:** Emergency Management

**Supporting Agencies:** Sheriff's Office, Public Works - Operations, Public Works – Engineering, Human Services, Open Space, EMS agencies, Douglas County School District, Private Sector, Airport, Municipal, State and Federal agencies.

**Supporting Plans/Annexes:** Rapid Needs Assessment Operating Plan, Damage Assessment Annex, Debris Management Plan, Resource Mobilization Annex

**Planning Assumptions:**

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

**Roles and Responsibilities:** Source, track, document, and provide assistance in mobilizing transportation resources in support of emergency and disaster response and recovery operations. Coordinate with other ESFs as needed.

1. Determine current and anticipated transportation resource needs based on information provided by the IC staff (EM).
2. Contact supporting agencies to determine the availability of transportation resources to meet current and anticipated transportation needs. (EM)
3. Assess and report the availability of transportation resources. (supporting agencies)
4. In coordination with the Infrastructure Branch Director and the Situation Analysis Unit, develop a transportation plan to support EOC and Incident Command Operations.
5. Arrange for the acquisition or use of required transportation resources.
6. If Douglas County Parks or Open Space is involved, arrange to place large signs at entrances, turn off irrigation systems, monitor gates, segregate auto/pedestrian areas through use of barricades or flagging.
7. Coordinate with the Situation Analysis Unit to determine the status of transportation routes in and around the affected area.
8. Develop a Transportation Plan which identifies routes of ingress and egress; thus facilitating the movement of response personnel, the affected population, and shipment of resources and material.
9. Establish contact with local transportation agencies and schools to establish availability of equipment and transportation resources for use in evacuations and other operations as needed.
10. Coordinate the delivery of transportation resources with the IC staff. (EM)
11. Identify unmet needs to the ESF 5-Emergency Management coordinator who will coordinate and request State and Federal assistance through Division of Homeland Security & Emergency Management. (EM/RB)

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**Definition:** Provide communications, IT support, and data products to response and recovery efforts of first response and County agencies and cyber-related incidents.

**Activation Criteria:** The Director of Emergency Management will request County Information Technology Services Division in cooperation with DCSO Information Technology to activate this ESF, as needed, to meet established or anticipated needs for communication, information technology, geographic information systems, and computer support needs during disaster response and recovery operations. In most cases DCSO IT support will likely be the first response due to their proximity to the EOC.

**Lead County Agency – Primary:** County and DCSO Information Technology Services

**Supporting Agencies:** Sheriff's Office, Emergency Management, Amateur Radio Emergency Services (ARES), Auxiliary Communications (AUXCOM), Health and Environment, the private sector, Municipal, State and Federal agencies

**Supporting Plans/Annexes:** Cyber Security Annex

**Planning Assumptions:**

1. The coordination of communications and IT assets during an emergency situation is essential to facilitate timely response activities during an emergency incident.
2. A significant portion of the emergency communications systems in the affected area may be overwhelmed or inoperable during an emergency situation or in the aftermath of a disaster.
3. In a disaster or emergency, all available telecommunications and IT assets will be used to the extent necessary to achieve a coordinated response.
4. In the case of a cyber-attack there could be little to no warning of an attack affecting the confidentiality, integrity, or availability of information technology resources. In the case of a virus or malware infiltration, the effects may not be felt for months or years after the initial attack. Even when evidence of an incident is discovered that information may not be communicated to all impacted agencies/organizations due to the sensitivity/proprietary nature of the information. Cyber-incidents occurring within the private sector may not be openly communicated.
5. A cybersecurity incident could affect critical infrastructure and key resource sectors as disruption of services, theft of funds, or information in a manner that will create public panic and loss of public trust.



6. Situational awareness and coordination activities may be challenged by disruptions to network and communications systems.
7. Internal and external IT resources will 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.

**Roles and Responsibilities:** Provide radio, telephone, geographic information systems (GIS), GPS, computer support and cybersecurity response and recovery services. Coordinate with other ESFs as needed.

1. Install, activate, and maintain telephone, radio and GIS systems for the EOC.
2. Establish contact/coordination with the EOC staff, Incident Command (IC) staff(s) as appropriate. (Information Technology Services)
3. Determine current and anticipated telecommunications and IT needs based on information provided by the IC and EOC staff. (Information Technology Services)
4. Contact supporting agencies to determine the availability of telecommunication and IT resources to meet current and anticipated needs. (Information Technology Services)
5. Assign Amateur Radio (ARES) and/or Auxiliary Communications (AUXCOM) operators as necessary to facilitate operations.
6. Continually monitor and test the activated radio, telephone, audio-visual and computer systems. Keep EOC management informed of system failures and restoration activities.
7. Assess and report the availability of resources. (supporting agencies)
8. Coordinate the delivery of telecommunication and IT support with the IC staff. (Information Technology Services)
9. Ensure coordinated production of technical data (collection, analysis, storage, and dissemination). (Information Technology Services)
10. Assist EM in the development of a County-wide situation assessment. (Information Technology Services)
11. Develop instructional guidance for use of radios, telephones, audio-visual and computer systems and conduct training sessions for EOC Staff as necessary.

12. Coordinate with the telephone company(s) to obtain portable telephone banks as necessary.
13. Identify un-met needs to the ESF 5-Emergency Management Coordinator who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management. (Information Technology Services, EM)

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**Definition:** Evaluate, maintain, and support control and restoral of public roads, bridges and drainage. Support private sector access in support of the restoration of critical private infrastructure (i.e., electrical, gas, communications, and water lines). Assists in the performance of debris removal and damage assessment.

**Activation Criteria:** The Director of Emergency Management will request Public Works and Community Development (CPSD) to activate this ESF as needed to meet established or anticipated needs for Public Works - Operations and engineering support during disaster response and recovery operations.

**Lead County Agency – Primary:** Public Works – Operations, Public Works – Engineering, Community Development

**Supporting Agencies:** CDOT, Urban Drainage & Flood Control District (UDFCD), Society of American Military Engineers (SAME), Municipal, State and Federal agencies

**Supporting Plans/Annexes:** Rapid Needs Assessment Plan, Damage Assessment Plan, Debris Management Plan

**Planning Assumptions:**

1. Assistance may be needed to perform damage assessment, structural evaluations, make emergency repairs to essential public facilities, reduce hazards by stabilizing or demolishing structures, and provide emergency water for human health needs.
2. Access to the disaster area will be dependent upon the re-establishment of ground routes. In many locations emergency road repairs will be given top priority to support immediate life-saving emergency response activities.
3. Rapid damage assessment of the disaster area will be required to determine potential workload.
4. Significant numbers on personnel with engineering and construction skills along with construction equipment and materials will be required from the outside area.

**Roles and Responsibilities:** Provide Public Works operations and engineering expertise, staff, equipment, and materials in support of emergency and disaster response and recovery operations. Coordinate with other ESFs as needed.

1. Establish contact/coordination with the EOC staff, Incident Command staff(s) as appropriate. (Public Works Operations and Engineering Services)
2. Determine current and anticipated Public Works - Operations and engineering needs based on information provided by the IC staff. (Public Works Operations and Engineering Services)
3. Contact supporting agencies to determine the availability to Public Works - Operations and engineering resources to meet current and anticipated needs. (Public Works Operations and Engineering Services)
4. Assess and report the availability of resources. (Supporting agencies)
5. Coordinate the delivery of Public Works - Operations and engineering support with the IC staff, EOC staff, or appropriate jurisdiction. (Public Works Operations and Engineering Services)
6. Identify un-met needs to ESF 5-Emergency Management Coordinator who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management. (Public Works Operations and Engineering Services)
7. Assist EM in the development of a County-wide situation assessment. (Public Works Operations and Engineering Services)
8. Maintain current status on all construction/engineering activities being conducted (Public Works Operations and Engineering Services)

### **ESF 3a- Public Works Checklist**

1. Open a Public Works - Operations and Engineering tracking log. (Public Works Operations and Engineering Services)
2. Establish contact/coordination with the EOC staff, Incident Command staff(s) as appropriate. (Public Works Operations and Engineering Services)
3. Determine current and anticipated Public Works - Operations and engineering needs based on information provided by the IC staff. (Public Works Operations and Engineering Services)
4. Contact supporting agencies to determine the availability to Public Works - Operations and engineering resources to meet current and anticipated needs. (Public Works Operations and Engineering Services)
5. Assess and report the availability of resources. (Supporting agencies)

6. Coordinate the delivery of Public Works - Operations and engineering support with the IC staff, EOC staff, or appropriate jurisdiction. (Public Works Operations and Engineering Services)
7. Identify un-met needs to ESF 5-Emergency Management Coordinator who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management. (Public Works Operations and Engineering Services)
8. Document Public Works - Operations and engineering support in the log. (Public Works Operations and Engineering Services)
9. Assist EM in the development of a County-wide situation assessment. (Public Works Operations and Engineering Services)
10. Provide updates for Situation Reports and Briefings. (Public Works Operations and Engineering Services)

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**Definition:** Provide for debris clearance, roads, highways and bridge repairs, engineering, construction, repair and restoration of essential public works systems and services.

**Activation Criteria:** The Director of Emergency Management will request Public Works - Operations and Community Planning and Sustainable Development (CPSD) to activate this ESF as well as the Douglas County Debris Management Plan, to support and coordinate the management of current or anticipated debris on public property resulting from a disaster event.

**Lead County Agency** – Primary: Public Works - Operations

**Supporting Agencies:** Sheriff's Office, Tri-County Health Department, Property Management, Urban Drainage and Flood Control District, Society of American Military Engineers, Private Sector/ Critical Infrastructure, Municipal, State and Federal agencies

**Supporting Plans/Annexes:** Rapid Needs Assessment Plan, Damage Assessment Plan, Debris Management Plan

**Planning Assumptions:**

1. Assistance may be needed to perform debris assessment and to clear debris.
2. Access to the disaster area will be dependent upon the re-establishment of ground routes. In many locations debris clearance will be given top priority to support immediate life-saving emergency response activities.
3. Rapid debris assessment of the disaster area will be required to determine potential workload.
4. Emergency environmental and legal clearances will be needed for handling and storage/disposal of materials from debris clearance and demolition activities.
5. Significant numbers of personnel with engineering and demolition skills along with construction and debris removal equipment may be required from the outside area.

**Roles and Responsibilities:** Support and coordinate the assessment, prioritization, removal and disposal of debris from public property resulting from an emergency/disaster event.

1. Establish contact/coordination with the EOC staff, Incident Command staff(s) as appropriate. (Public Works Operations and Engineering Services)
2. Determine current and anticipated debris management needs based on information provided by the IC staff. (Public Works Operations and Engineering Services)
3. Coordinate an assessment of public health and environment issues with public health and environment. (RB, TCHD)
4. Contact supporting agencies to determine the availability to debris management resources to meet current and anticipated needs. (RB)
5. Assess and report the availability of resources. (supporting agencies)
6. Coordinate the delivery of debris management support with the IC staff, EOC staff, or appropriate jurisdiction. (RB)
7. Identify un-met needs to ESF 5 Emergency Management Coordinator, who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management. (RB)
8. Assist EM in the development of a County-wide debris situation assessment. (Public Works Operations and Engineering Services)
9. Maintain current status on all debris removal activities being conducted (Public Works Operations and Engineering Services)

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## ESF 4 – FIRE FIGHTING

**Definition:** Provide for the mobilization and deployment, and coordination of all firefighting resources to combat urban and Wildland fire incidents.

**Activation Criteria:** The Director of Emergency Management will request the activation of this ESF, as needed, to meet established or anticipated needs for firefighting support during disaster response and recovery operations.

**Lead County Agency-Unified:** The Douglas County Sheriff's Office is the lead agency for the County. This responsibility is shared with the 10 independent fire districts and the agencies responsible for State and Federal lands within the County. The Sheriff's Office (SO) will coordinate the assumption of lead agency responsibilities as indicated by the specific event.

**Supporting Agencies:** Airport, Douglas County Hazmat, Amateur Radio Emergency Services, Auxiliary Communications Services, Municipal, State and Federal agencies, private sector, DCSAR

**Supporting Plans/Annexes:** Wildland Fire Annex, All Hazards Evacuation, Alert & Warning Annex

### **Planning Assumptions:**

1. Major fires and other emergencies that exceed local capabilities will occur.
2. Responders may face added difficulties or hindrances after a disaster because of extensive damage to the local infrastructure. Such damage may then create environmental safety and health hazards such as downed power lines, unstable foundations or structures, exposure to biohazards, toxins, and blood-borne pathogens.
3. Terrorism events may result in major structural fires, structural collapse, mass casualties, and the need for mass decontamination.
4. Access to damaged areas will be restricted.
5. Successful operations require organized, interagency cooperation at all levels of government.
6. 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.



**Roles and Responsibilities:** Support structural and wildfire field operations through close coordination with other Local, State and the private sector. Coordinate firefighting support to disaster response and recovery operations that may not be directly fire related.

1. Establish contact/coordination with the EOC staff, Incident Command staff(s) or as appropriate. (SO or delegated agency)
2. Coordinate fire, emergency medical with all impacted jurisdictions. (SO or delegated agency)
3. Determine current and firefighting needs based on information provided by the IC staff(s). (SO or delegated agency)
4. Contact supporting agencies to determine the availability of telecommunication and IT resources to meet current and anticipated needs. (SO or delegated agency)
5. Assess and report the availability of resources. (Supporting agencies)
6. Coordinate the delivery of firefighting support with the IC staff, EOC staff, or appropriate jurisdiction. (SO or delegated agency)
7. For wildfire related events, requests for resources will be forwarded to the Pueblo Interagency Dispatch Center (refer to the Fire Operating Plan for details on wildfire response).
8. Identify un-met needs to the ESF 15-External Affairs and Reception, who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management. (SO, EM, Liaison)
9. Assist EM in the development of a County-wide situation assessment. (SO or delegated agency)

**NOTE:** Refer to the Annual Fire Operating Plan (AOP) for additional information on wildfire prevention, mitigation, response, and recovery.

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## ESF 5 – EMERGENCY MANAGEMENT

**Definition:** Provide for the overall management and coordination of the County’s emergency operations in support of Local response agencies and jurisdictions. Maintain and activate the County Emergency Operations Center as needed. Collect, analyze and disseminate critical information on emergency operations for decision making purposes. Identify the roles and responsibilities of County government in coordinating mutual, State and Federal assistance. ESF 5 responsibilities are generally assumed by the EOC Manager. Depending upon the size and complexity of the incident, there may also be an additional person staffing the ESF 5 position.

**Activation Criteria:** The Director of Emergency Management will activate this ESF, as required, to meet current and anticipated special event, response and recovery operations. In addition to activating the EOC any time the Incident Management Team is activated, the director may also activate the EOC as requested by any County agency or in support of regional, State or national disaster management activities. County GIS will be activated in support of this ESF.

**Lead County Agency-Primary / Unified as determined:** Emergency Management

**Supporting Agencies:** Assessor, Coroner, Sheriff’s Office, County Administrator, County Attorney, Finance, Public Works - Operations, Douglas County GIS, Tri-County Health Department, Douglas County Schools, Fire Districts/Departments, EMS Services, Amateur Radio Emergency Services, American Red Cross, Salvation Army, others as appropriate for EOC activation and operations (determined by the Director of Emergency Management)

**Supporting Plans/Annexes:** Comprehensive Emergency Management Plan (CEMP) and Annexes

**Planning Assumptions:**

1. ESF 5 supports and coordinates all other ESFs and the overall execution of the Douglas County Emergency Operations Plan.

**Roles and Responsibilities:** Provide rapid activation and sustained operations of the Emergency Operations Center (EOC), for the effective coordination of Local agencies and integration with private, State and Federal response and recovery operations.

1. Assess the situation to determine the level of EOC activation, priorities and immediate actions required for the coordination of joint response efforts and mitigation/recovery planning. (EM)
2. Initial notification and recall EOC/ESF representatives (EM staff, SO staff, BOCC) as appropriate. (EM)

3. Implement the County Plan in support of ICS field operations. Activate or request the activation of specific ESFs as appropriate. (EM)
4. Establish direct communications with the Incident Command staff(s) and affected jurisdictions.
5. Request status reports as appropriate from affected municipalities and communities. (EM)
6. Compile and display incident status information, including maps, within the EOC. (EM & Douglas County GIS)
7. Notify the Division of Homeland Security & Emergency Management of initial situation assessment. Provide periodic updated situation reports as needed. (EM)
8. Conduct periodic internal briefings for all EOC personnel. (EM, GIS, all ESF representatives)
9. Coordinate response and recovery resources beyond normal mutual aid, based on requests by the Incident Command staff (s) through Dispatch. (EM)
10. Collect, evaluate and disseminate emergency information. (EM, PIO, GIS)
11. Support/coordinate essential public safety actions such as public warning and evacuation. (SO, EM)
12. Confirm delegation of authority for approving the use of County resources and for releasing emergency information to the public and news media. (EM) Coordinated through the IC
13. Manage/coordinate resources, including allocation of facilities, services, personnel, equipment, materials, and other critical resources as requested by the IC. (Dispatch, EM,)
14. Coordinate Municipal and County requests for State and Federal assistance. (EM and Policy Group when activated)
15. Determine 24-hour EOC staffing requirements and provide for shift changes when extended EOC operations and additional support staff are required. (EM)
16. Implement financial record keeping procedures to track resources and to document all disaster related costs and financial commitments. (Finance, EM)
17. Coordinate functions, such as resource management and public information that are being performed both in the field using ICS and in the EOC to minimize misinformation and duplication of effort. (EM, PIO, Dispatch)

18. Assess and document damages. Provide results to the Division of Homeland Security & Emergency Management. (EM, GIS)
19. Determine the need to declare a Local disaster or State of emergency and/or the need to enact other orders such as evacuation orders, curfews, or orders to control prices. (EM, SO, BOCC)
20. Involve elected officials whenever possible, to make formal requests for public and private resources on behalf of the County or other Local jurisdictions. (EM)
21. Coordinate public information activities and news media releases with IC and lead PIO. (PIO)
22. Coordinate disaster recovery activities, including decisions about re-entry into disaster areas, reconstruction of damaged services and facilities, and identification of long-term hazard mitigation issues and plans. (EM)
23. In large events involving multiple EOC activations, coordinate information flow using appropriate situational awareness tools such as WEBEOC and EMSystems. (EM, GIS)
24. Implement EOC deactivation procedures when the emergency/disaster situation is over. (EM)
25. Provide updates for Situation Reports and briefings. (EM)

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**Definition:** Manage and coordinate emergency sheltering, feeding and first aid for evacuees and individuals affected by emergencies or disaster. Provide temporary housing, food, clothing, and special human needs in situations that do not warrant mass care systems. This assistance may continue well after the emergency phase of the response. Assist in coordinating and managing volunteer resources.

**Activation Criteria:** Activated by the EOC Manager in the event that residents of Douglas County are displaced from their homes by floods, wildfires or other natural disasters, or are forced to leave their homes due to a power failure or accident involving hazardous materials the County for short-term sheltering, and with the assistance of the American Red Cross for longer-term sheltering, will open and manage temporary shelters and provide for the immediate needs of shelter residents for lodging, food, clothing and personal items.

**Lead County Agencies:** Office of Emergency Management with the support of Fleet, Facilities and Emergency Support Services (FFESS), the American Red Cross, Salvation Army and other COVOAD member agencies.

**Supporting Agencies:** Sheriff's Office (Victim's Advocate), Board of County Commissioners, 2-1-1, Sheriff, Airport, Facilities, Fleet & Emergency Support Services, Tri-County Health Department, Human Services, Open Space, Douglas County Schools, private sector, Municipal, State and Federal agencies, and COVOAD member agencies.

**Supporting Plans/Annexes:** All Hazards Evacuation, Alert & Warning Annex, Shelter Operations Plan

**Planning Assumptions:**

1. Douglas County assets will provide initial set up and support for evacuation sheltering needs. Private and volunteer organizations, i.e., American Red Cross, The Salvation Army, member agencies of COVOAD, etc., will support ongoing ESF#6 activities through the provision of shelter volunteers, feeding, and emergency first aid relief to individuals and families, not normally available from government resources. These local organizations will work in cooperation with Douglas County in responding to, and recovering from, the effects of an emergency or disaster event.
2. Each level of government, private and volunteer organizations will respond to an incident within the limits of its available resources, including prearranged 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.

3. Not all disaster victims will require mass care services. Some victims will go to mass shelters, others will find shelter with friends and relatives; many victims will remain with or near their damaged homes.
4. Mass care shelter facilities will receive priority consideration for structural inspections to ensure safety of occupants; and for restoration of utilities or support by temporary means, i.e. portable generators, portable toilets and potable water.
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 issues to activate the system and determining the boundaries of the affected area.
6. Douglas County OEM is the primary support agency for mass care operations under ESF 6.

**Roles and Responsibilities:** Provide safe, clean, secure temporary housing and basic needs for citizens displaced by disasters. Law enforcement personnel and other emergency responders are encouraged to consider the American Red Cross designated shelters as relocation sites for evacuees. Douglas County OEM should be contacted to arrange for shelter opening, preparation and management. American Red Cross can be contacted for long term shelter support and management. DCSO and law enforcement personnel from other jurisdictions in the County are responsible for providing security for designated shelters, if available.

1. Assess the situation to determine the need for mass care, sheltering and human services. (EM)
2. Notify shelter coordinators to initiate the establishment of shelters. (EM)
3. Coordinate shelter locations and anticipated opening times. (IC, EM)
4. Identify logistical needs to ESF 7a representative. (EM, FFESS)
5. Coordinate potable water, food, restroom facilities & solid waste disposal needs. (EM, FFESS)
6. Request status reports as appropriate from shelter coordinators. (EM, ARC)
7. Coordinate volunteer support to sheltering and Human Services needs. (ARC, HS, COVOAD, 2-1-1, Community Development)

8. Coordinate emergency and recovery welfare services including registration and inquiry and Human Services Programs. (ARC, HS, COVOAD, FFESS)
9. Identify un-met mass care, sheltering and human services needs to ESF 5- Emergency Management Coordinator who will coordinate and request State and Federal assistance through CDEM. (ARC, FFESS, HS and EM)
10. When needed, ensure staffing of the shelters with ARES personnel. (EM)

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**Definition:** Manage and coordinate emergency sheltering, feeding and first aid for the companion animals and non-commercial livestock of evacuees and individuals affected by emergencies or disaster. Provide for the evacuation, transportation, decontamination, care, shelter, treatment and/or disposal of companion animals and non-commercial livestock, impacted by disasters or disaster related disease outbreaks. This assistance may continue well after the emergency phase of the response. Assist in coordinating and managing volunteer resources.

**Activation Criteria:** Activated by the EOC Manager in the event that residents of Douglas County are displaced from their homes by floods, wildfires or other natural disasters, or are forced to leave their homes due to a power failure or accident involving hazardous materials the County for short-term sheltering, and with the assistance of the American Red Cross for longer-term sheltering, will open and manage temporary animal shelters and provide for the immediate needs of companion animals and non-commercial livestock for shelter, food and basic medical care.

The Director of Emergency Management will activate this ESF, as required, in response to current or anticipated needs of evacuated or displaced citizens with companion animals and livestock support needs

**Lead County Agency-Primary:** Emergency Management

**Supporting Agencies:** Douglas County Animal Response Team (DCART), Douglas County Animal Control, Facilities, Fleet & Emergency Support Services, Cooperative Extension, Tri-County Health Department, Municipal, State and Federal agencies, Buddy Center, Parks and Trails, Open Space

**Supporting Plans/Annexes:** All Hazards Evacuation, Alert & Warning Annex, Animal Emergency Annex

**Planning Assumptions:**

1. Pet ownership is one of the biggest risk factors for evacuation failure prior to, and during, natural disasters. Evacuation failures occur when people do not have clearly communicated options for the evacuation and sheltering of their pets during a disaster incident.
2. The County in 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. Animal care planning beyond that mandated by the PETS Act of 2006 shall be determined at the discretion of the County and resources to



provide such care may be acquire by the emergency service provider or be acquired via mutual aid agreements with other agencies, non-governmental organizations or private entities and may constitute non-reimbursable expense within disaster declaration.

3. In emergencies resulting in the need to shelter both people and animals, efforts shall be made to co-locate such facilities.
4. Support may include mass care as well as sheltering, resource coordination and ordering, veterinary care and surge capacity, provisions for the protection of public health and safety, animal evacuation and transportation, emergency public information; risk reduction and public outreach programs addressing companion and service animal issues and long-term recovery issues related to these specific animal populations.
5. Conduct of activities under this appendix will rely heavily upon citizen volunteers. It is encouraged that such individuals become a part of the County Animal Response Team (CART) so that the CART can facilitate training in emergency response and management that will impart an understanding of the process and their specific roles and requirements as an animal responder.

**Roles and Responsibilities:** Rapid and safe evacuation, decontamination, care, shelter, treatment and/or disposal and documentation of animals impacted by disaster.

In the event of the introduction of a foreign animal disease, the DCART Coordinator will work closely with the Tri-County Health Department, the State departments of Agriculture and Natural resources, the Division of Wildlife's Animal and Plant Health Inspection Service (APHIS) to ensure an integrated response.

1. Liaise with the Incident Command Staff(s) to determine specific animal control issues. (DCART Coordinator)
2. Identify the needs and means of animal evacuation, sheltering, care, collection care, euthanasia by a veterinarian when necessary and disposal as needed. (Animal Control, SO, EM, DCART, SO)
3. Activate the DCART if needed. (EM)
4. Support and coordinate the animal related activities of displaced persons brought into shelters and of field activities/staffs. (EM, DCART)
5. Coordinate mutual aid support with Local agencies. (EM, FFESS)

6. Identify animal related response and recovery resource short-falls to the ESF 5-Emergency Management Coordinator who will request State and Federal assistance through the Division of Homeland Security & Emergency Management. (DCART Coordinator)
7. Coordinate reception of State and Federal animal response and recovery resources (Veterinary Medical Assistance Team (VMAT) with Incident Command Staff(s). (EM, DCART Coordinator)
8. Coordinate documentation, shelter and care of animals as needed. (DCART)
9. Coordinate with State and Local agencies to ensure a coordinated response to animal health/disease issues. (EM/DCART)
10. Track and document animal response and recovery activities and support until no longer needed for field operations. (Animal Control, DCART Coordinator)

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**Definition:** Secure resources through mutual aid agreements, volunteer organizations, and procurement procedures for all ESFs, as needed. Provide coordination, tracking and documentation of personnel, equipment, supplies, facilities, and services used during disaster response and initial relief and recovery operations. Support effective reception and integration of augmentation resources.

**Activation Criteria:** The Director of Emergency Management will activate this ESF, as required, to meet current and anticipated special event, response and recovery operations. The coordination of resources and logistical support to response and recovery operations is a core function of the Emergency Operations Center.

**Lead County Agency-Primary:** Emergency Management

**Supporting Agencies:** Sheriff's Office, Finance, Airport, Tri-County Health Department, Human Resources, Human Services, Community Planning, Public Works - Operations, American Red Cross, Colorado Volunteer Organizations Active in Disasters, Fire Districts/Departments, Douglas County Schools, Salvation Army, Municipalities, State and Federal agencies, ARES, AUXCOM and the private sector.

**Supporting Plans/Annexes:** Resource Mobilization Annex

**Planning Assumptions:**

1. Successful sustained emergency and disaster operations are contingent upon an efficient and effective resource support function.
2. Logistical support necessary to save lives will receive first priority.
3. Transport of resources may require staging areas and support from ESF-1 (Transportation). In the case of a large-scale event, county, state and federally agreed upon decisions should be made in the identification of location and legal arrangement for staging areas.
4. The primary source of equipment, supplies, and personnel shall be made from county resources and local sources outside the impacted area. Support resources outside of the disaster area(s) will be directed to fulfill unmet needs.
5. Acquisition of resources will be accomplished in accordance with the Emergency and Disaster Finance Policy, which would exempt existing procurement requirements.

**Roles and Responsibilities:** Effective coordination of Local resources (within Douglas County and adjacent mutual aid partners) in support of response and recovery operations; rapid notification of the Division of Homeland Security & Emergency Management of un-met resource needs; and effective delivery and documentation of resource actions.

1. Develop and maintain an up-to-date directory of key contacts for goods, supplies, facilities and services. (EM, FFESS/AA)
2. Coordinate resource request and acquisition with Dispatch in the EOC and the Incident Dispatch Team at the ICP. (EM, FFESS/AA)
3. Develop and maintain master Emergency Resource List. (EM, FFESS/AA, Finance)
4. Secure mutual aid agreements with other agencies and jurisdictions. (EM, FFESS/AA)
5. Identify resource shortfalls and determine methods for acquisition, if needed, during an emergency or disaster. (EM, FFESS/AA)
6. Prioritize requests for emergency supplies, equipment and services, and coordinate actions in response to requests. (EM, FFESS/AA)
7. Authorize the acquisition, distribution, use and maintenance of essential emergency resources and personnel. (AA)
8. Identify unmet needs to the ESF 5 Emergency Management Coordinator who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management. (EM, FFESS/AA)
9. Pre-arrange for contracts for equipment, supplies and services during disaster. (EM, FFESS/AA)
10. Establish emergency purchase authorization procedures and identify authorized vendors. (FFESS/AA, Finance)
11. Develop and maintain detailed logs of resource requests and disbursements and records of expenditures. (Finance)

**Definition:** Determine needs and establish a means to collect, receive, account for, store, manage, distribute, and dispose of donated goods, services, funds, and materials.

**Activation Criteria:** The Director of Emergency Management will coordinate activation of this ESF with COVOAD to ensure the effective management of donations.

**Lead Agency - Unified:** Emergency Management

**Supporting Agencies:** Sheriff's Office, Open Space, Community Planning, Finance, Facilities, Fleet & Emergency Support Services, Colorado Volunteer Organizations Active in Disasters (COVOAD), Douglas County Community of Care Network, Douglas County Schools, Tri-County Health Department, State Donations & Volunteer Coordination Team (DVCT), Municipal, State and Federal agencies.

**Supporting Plans/Annexes:** Resource Mobilization Annex

**Planning Assumptions:**

1. The successful management of disaster donations requires a united, cooperative, and coordinated effort by the county and the state, volunteer organizations, community-based organizations, business and industry, and the general public.
2. For most disaster situations, the donations management function can and should be handled by and through Douglas County government and the Douglas County EOC. However, a large-scale and/or particularly severe disaster may require state assistance in managing the flow of unsolicited donations.
3. Full use of county, state, and voluntary organization donations management resources should be occur before federal assistance is sought.
4. Once emergency conditions in the disaster area are known (typically via the media), individuals and relief organizations from outside the disaster area will begin to collect materials and supplies and organize teams to assist the affected area. Often, officials in the disaster area may not be aware of such assistance efforts.
5. Individuals and organizations will feel compelled to go to the disaster area to offer assistance be it material goods or services.

6. Donations management response activities may be necessary before a Presidential major disaster declaration, as rapid coordination efforts are often required to mitigate potential donations problems in the response phase of disaster operations.
7. In the event of a damaging disaster causing significant injuries, loss of life, and destruction of property, donors will offer a wide variety of assistance – including cash, goods, equipment and loan of equipment and the services of individual.
8. Offers of assistance will be made to all levels of government as well as to voluntary organizations.
9. Cash donation to recognized nonprofit voluntary organizations with disaster experience are generally preferable to in-kind donations or material donation (including volunteer services).
10. The vast majority of expertise, experience, and capability for donations management rests with the voluntary relief organizations of the COVOAD so the involvement and assistance of such nonprofit expertise is highly desirable for efficient donations management.
11. To the extent possible, all field facilities required for a successful donations management operation (i.e. staging areas, reception centers, warehouses, distribution centers) should be located within, or in close proximity to, the affected local jurisdiction.
12. Non-useful and unwanted donations can be expected. Such items may include unsorted dirty or climate-inappropriate clothing, used mattresses, highly perishable foods, worn-out or cast-off items (junk), etc. These items must be planned for and disposed of in a manner that would not be considered offensive to the giving party. (Such disposal activities should not be publicized in any manner).
13. Surplus donations (that are usable) will have to be properly dispensed of to worthy causes at the conclusion of disaster response and recovery operations.

**Roles and Responsibilities:** Coordinate the definition of needs, solicitation, receipt, storage, distribution, and documentation of donated goods in support of field operations and general recovery activities/needs of the public.

1. Work with ESFs 5/6/6a/7a to determine potential donation needs. (EM, COVOAD, DECAR)
2. Establish donations guidelines for the public. (EM, COVOAD, DECAR)
  - a. What is needed and/or being requested?

- b. Where should donations be delivered?
  - c. Where should volunteers report?
  - d. When are donations being accepted?
  - e. Condition requirements of donations?
3. Coordinate the release of guidance to the public with ESF-15a. (EM, COVOAD, DECART, PIO)
  4. Request 2-1-1 assistance, as appropriate. (EM)
  5. Establish donation acceptance locations. (EM, DECART)
  6. Coordinate site staffing and logistics. (EM, COVOAD, DECART)
  7. Liaise with site staff to maintain situation awareness of available donation needs. (EM, COVOAD, DECART)
  8. Coordinate delivery support with ESFs 1/5/7a/11 and appropriate ICS staff. (EM, COVOAD, DECART)
  9. Track all donations activities and provide an update during the periodic EOC situation briefing and for the Situation Report. (EM, COVOAD, DECART)
  10. All cash, checks and electronic transactions (ACH) donations payable to Douglas County will be deposited by the Douglas County Treasurer's Office into a separate bank account and all donations activities will be tracked in accordance with Douglas County Finance Department procedures. (Treasurer, Finance)

**Definition:** Coordinate the mobilization and direction of volunteer resources in support of disaster response and recovery activities.

**Activation Criteria:** The Director of Emergency Management may activate this ESF as needed to support a wide range of coordinated/directed activities to support community response and recovery. Activation of this ESF may also be needed for the management of spontaneous volunteerism.

**Lead County Agency-Primary:** Emergency Management

**Supporting Agencies:** Douglas County Libraries, Human Services, Sheriff's Office, Facilities, Fleet & Emergency Support Services, Douglas County Community of Care Network, COVOAD agencies, Tri-County Health Department, Medical Reserve Corps (MRC), Senior Resource Center (SRC), Municipal, and State agencies

**Supporting Plans/Annexes:** Resource Mobilization Annex

**Planning Assumptions:**

1. The successful management of disaster volunteers may require a united, cooperative and coordinated effort by the county and the state, volunteer organizations, community-based organizations, business and industry, and the general public.
2. For most disaster situations, the volunteer management function can and should be handled by and through Douglas County government and the Douglas County EOC. However, a large-scale and/or particularly severe disaster may require state assistance in managing the flow of volunteers, particularly spontaneous, unaffiliated volunteers.
3. Full use of county, state, and voluntary organization volunteer management resources should be occurring before federal assistance is sought.
4. Once emergency conditions in the disaster area are known (typically via the media), individuals and relief organizations from outside the disaster area will begin to collect materials and supplies and organize teams to assist the affected area. Often, officials in the disaster area may not be aware of such assistance efforts.
5. Individuals and organizations will feel compelled to go to the disaster area to offer assistance be it material goods or services.



6. Volunteer management response activities may be necessary before a Presidential major disaster declaration, as rapid coordination efforts are often required to mitigate potential volunteer and spontaneous volunteer problems in the response phase of disaster operations.
7. In the event of a damaging disaster causing significant injuries, loss of life, and destruction of property, volunteers will offer a wide variety of assistance and services.
8. Offers of assistance will be made to all levels of government as well as to voluntary organizations.
9. Cash donation to recognized nonprofit voluntary organizations with disaster experience are generally preferable to volunteer services from spontaneous, unaffiliated volunteers.
10. The vast majority of expertise, experience, and capability for volunteer management rests with voluntary relief organizations such as COVOAD members so the involvement and assistance of such nonprofit expertise is highly desirable for efficient volunteer management.

**Roles and Responsibilities:** Identify roles for volunteers and coordinate their mobilization, activities, and demobilization.

1. Contact service organizations and the Incident Command Staff to determine needs for volunteers. (EM)
2. Identify skills and numbers needed. (EM)
3. Coordinate a legal review of potential liabilities to the County, response agencies and to volunteers assisting with response and recovery efforts. (EM, Risk Management, County Attorney)
4. Identify a volunteer coordinator(s) to meet with and direct volunteer activities and act as liaison with response and service organizations. (EM)
5. Request assistance from COVOAD and 2-1-1, as appropriate. (EM)
6. Identify reporting locations, skills, shifts, and resources needed. (EM)
  - a. Volunteer staffing
  - b. Volunteer direction
  - c. Volunteer safety
  - d. Volunteer care and feeding

7. Coordinate the dissemination of information for volunteers with the PIO. (EM and PIO)
10. Coordinate the integration of volunteer resources into response and service organization activities. (EM)
11. Document volunteer services and hours. (EM)

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**Definition:** ESF #8 is designed to provide a flexible organizational structure capable of meeting the requirements of many emergency scenarios. Public Health and Medical Services provides the mechanism for a coordinated response to the public health and medical component of any pre-planned event, potential incident, or actual incident. This ESF includes those needs associated with public health, environmental health, hospitals, fatalities management, behavioral health, ancillary partners, and some components of veterinary care. This also includes coordination with pre-hospital partners such as emergency medical services (EMS). ESF #8 should be looked at as supporting the entire public health and medical system and has strong coordination with emergency management, EMS/Fire, and other key partners/disciplines depending on the nature of the response to an incident.

**Activation Criteria:** The Director of Emergency Management may activate this ESF as needed to support a wide range of coordinated/directed activities to support public safety, public health and human services. When a mass casualty or complex event occurs in Douglas County, multiple disciplines may be called into action to provide this support and resources. Activation of ESF 8 to respond to medical surge or other health and medical components of the incident or event will establish the necessary coordination to integrate field-level response strategies with jurisdictional response. Field-level response refers to those decisions and activities directed at the incident to minimize the effects on health, life-safety and property. In some instances, responses usually assigned to ESF 8 may warrant more specific attention within the command structure. When this occurs and personnel are available, ESF 8 will assign an appropriate liaison to the area to create an efficient system.

**Lead County Agency - Unified:** Tri-County Health Department & Douglas County Coroner's Office (in Mass Fatality Events)

**Supporting Agencies:** Coroner, EMS, Behavioral Healthcare, Hospitals/Private Physicians/Medical Practices, DC OEM, Ancillary Partners, Vitalant

**Supporting Plans/Annexes:** TCHD Annex A ESF8 Operational Plan, Mass Fatality Annex

**Planning Assumptions:**

1. The ESF #8 component of a response will be organized through the system described in the TCHD Annex A ESF8 Operational Plan and the Douglas County Mass Fatality Annex

**Roles & Responsibilities:** Mass Fatality Management, Medical Services, Veterinary Medical Support, Behavioral Healthcare, Agricultural Safety & Security

1. Provide county public health services and operations, as deemed critical to the incident, for disaster response and recovery may include:
  - Identify public health needs in affected areas and develop response strategies
  - Provide assistance with recommendations on the disposal of hazardous and radiological materials
  - Provide disease control, surveillance and investigation
  - Provide mass prophylaxis
  - Provide guidance to healthcare providers
  - Issue quarantine and isolation orders
  - Provide medical surge care planning, coordination, and logistics support
  - Provide for environmental health
  - Inspect food and water supplies and evaluate and recommend methods for disposal of contaminated foods
  - Conduct animal bite response and investigation activities for rabies
  - Conduct vector surveillance
  - In cooperation with State and Federal officials as well as the food industry, conduct trace-backs or recalls of adulterated products
  - Request appropriate ESF #8 organizations to activate and deploy public health, medical, behavioral health and veterinary medical personnel (in coordination with ESF #11), equipment, and supplies in response to requests for local public health and medical assistance, as appropriate.
  - Make requests to the Colorado Department of Public Health and Environment (CDPHE) for activation of additional ESF #8 resources, as necessary, to support response operations.
  - Evaluate requests for assets, which may include Strategic National Stockpile (SNS) assets, based upon relevant threat information and submits the requests to CDPHE, or other designated partners, as appropriate.
  - Assist with family reunification
  - Assist with patient tracking
  - Assist with hospital surge operations
  - Assist with hospital evacuation
  - Assist with outpatient diagnosis and treatment
  - Assist with hospital triage
  - Assist with patient education
  - Assist in surge staffing at triage centers, surge hospitals
  - Establish and facilitate Alternate Care Facilities
  - Support behavioral health response/crisis counseling
  - Support mass fatalities management
  - Support with death investigation
  - Coordinate with other ESFs for operational support

- Coordinate all health and medical messaging/risk communications to the public in conjunction with the County PIO(s) and provide subject matter expertise for any health and medical information released.
- Coordinate ESF #8 activities between impacted and supporting jurisdictions.
- Coordinates with Bonfils Blood Center which collects, tests, manufactures and distributes blood and blood products to maintain a safe and adequate community blood supply using the Blood Availability and Safety Information System as baseline data for ESF #8 activation.
- Liaises with Bonfils Blood Center to coordinate local public announcements around blood supply needs and donation logistics.

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**Definition:** ESF #8B is designed to provide coordination and support in the event of a natural or man-made disaster resulting in the event of a natural or man-made disaster, to include pandemic, resulting in a mass fatality situation. A mass fatality disaster is an event that results in a number of fatalities which overwhelms the normal capacity of the coroner’s office of jurisdiction. Support and coordination for body recovery, victim identification, working with local and state authorities to provide temporary mortuary solutions, sharing information with mass care services for the purpose of reunifying family members and caregivers with missing persons/remains, and providing counseling to the bereaved.

**Activation Criteria:** The Director of Emergency Management may activate this ESF as needed to support a wide range of coordinated/directed activities to support public safety, public health and human services. When a mass fatality event occurs in Douglas County, multiple disciplines may be called into action to provide this support and resources. Activation of ESF 8B to respond to a mass fatality incident or event will establish the necessary coordination to integrate field-level response strategies with jurisdictional response. Field-level response refers to those decisions and activities directed at the incident to minimize the effects on health, life-safety and property. In some instances, responses usually assigned to ESF 8B may warrant more specific attention within the command structure. When this occurs and personnel are available, ESF 8B will assign an appropriate liaison to the area to create an efficient system.

**Lead County Agency - Unified:** Douglas County Coroner’s Office, Tri-County Health Department (for Public Health events)

**Supporting Agencies:** DCSO, Fire Departments/EMS, Behavioral Healthcare, DC OEM

**Supporting Plans/Annexes:** TCHD Annex A ESF8 Operational Plan, Mass Fatality Annex

**Planning Assumptions:**

1. Hospitals and medical centers may have their own plan for mass fatality management.
2. Coordination and operations for mass fatality management that arises out of a criminal event (i.e. mass shooter/mass knife attack, etc.) will be managed according to applicable law enforcement policies and standard operating procedures. Public safety and local hospitals will communicate to coordinate family assistance, reporting, crisis information and other sensitive data.
3. The Coroner is ultimately responsible for mass fatality management in Douglas County resulting from a disaster. Under Colorado law, the county Coroner’s office is the agency vested with the authority and responsibility to

determine the cause and manner of death of any fatalities, victim identification, and notification of next of kin from incidents which occur within the county jurisdiction.

4. The Coroner may or may not be deployed to the EOC, having responsibilities at the fatality incident site, at examination center operations and/or at the FAC. If not deployed to the EOC the Coroner will appoint a representative to the EOC as the ESF 8B Fatalities Management Unit Leader to coordinate County resources and request and respond to mutual aid services. The Coroner or ESF 8B Fatalities Management Unit Leader will respond to the EOC when activated in support of a mass fatalities event. The Fatalities Management Unit will co-locate with the ESF 8 Lead if ESF 8 is activated.
5. The Coroner/Fatalities Management Unit will be in charge of coordinating local and regional mass fatality operations utilizing this annex.
6. The Coroner/Fatalities Management Unit will support other local, state and federal agencies that may have jurisdiction for the event including, but not limited to, the Sheriff's Office, National Transportation and Safety Board (NTSB), etc.
7. Depending on the capabilities of the county facilities and personnel, and the number of fatalities, the Coroner's Office resources may be quickly overwhelmed.
8. For incidents resulting in mass fatalities which overwhelm local resources, mutual aid (written or unwritten) may be requested from those agencies which make up the North Central Region (NCR).
9. In a localized mass fatality incident, not all bodies may require an exam. The need for exams to be performed will be incident-specific and will be determined by the Coroner's Office who has primary jurisdictional authority.
10. The Coroner will adhere to the principles of the Incident Command System (ICS) when used in managing operations.
11. Resource mobilization is coordinated to effectively manage, order, and supply mass fatality response resources with operational coordination for local, regional, and statewide support. Resource mobilization will work to benefit the respective Coroner's offices, the Incident Command System, Financial Tracking and Documentation activities, and will be facilitated through local, county, and state Emergency Operations Centers (EOC).

**Roles & Responsibilities:** Mass Fatality Management, Victim Identification Center (VIC) support

Provide county mass fatality operations, as deemed appropriate and critical to the incident, for disaster response and recovery may include:

- Support mass fatalities management
- Support death investigations
- Support Temporary Field Examination Center operations
- Support Family Assistance Center operations
- Support Victim Identification Center (VIC) operations
- Support mass fatalities field support and logistics
- Support family reunification
- Support with victim tracking
- Support behavioral health response/crisis counseling in coordination with ESF 8 Public Health
- Coordinate with other ESFs for operational support
- Coordinate ESF 8B activities between impacted and supporting jurisdictions.

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**Definition:** Provide resources for ground, water, and airborne activities to locate, identify and remove persons lost or trapped in stricken areas, buildings and other structures. Provide for specialized emergencies and rescue operations.

**Activation Criteria:** The Director of Emergency Management may activate this ESF as needed to meet current and anticipated search and rescue operations. The agency having jurisdiction and/or the responding agency will request the activation of a SAR team (either land or urban) through the DCSO.

**Lead County Agency – Unified:** DCSO

**Supporting Agencies:** Douglas County Offices, Departments and Divisions, DCSAR, Fire Districts, Local, State and Federal Agencies.

**Supporting Plans/Annexes:** All Hazards Evacuation, Alert & Warning Annex, Rapid Assessment Annex, Damage Assessment Annex

**Planning Assumptions:**

1. The safety of the rescue personnel is foremost in any operation.
2. A major disaster or civil emergency may generate conditions that vary widely in scope, urgency, and degree of devastation. Substantial numbers of people could be in life threatening situations requiring prompt rescue and medical care. Because the mortality rate will dramatically increase beyond 72 hours, search and rescue efforts must begin immediately.
3. People may become lost, trapped or otherwise isolated: government must be prepared to seek out, locate, and rescue such persons.
4. Missing persons may be injured or deceased. Search and rescue activities must be prepared to provide aid to injured persons.
5. A missing or lost person is always considered to be alive and in need of rescue until such time that a person of authority (Sheriff or his designee) concludes that there is no chance of survival or support, including rescue, and is no longer required.
6. Inclement weather may be a factor in any wilderness, urban/technical search and rescue activity – restricting the types of resources to be used, the length of time they can be used and even the locations to be searched.

7. Under some circumstances, the incident scene is also a crime scene and care must be taken to protect evidence.

**Roles and Responsibilities:** The Sheriff's Office is the lead for all search and rescue operations in Douglas County. The DCSO has delegated the responsibility for land search and rescue support to the Douglas County Search and Rescue Team. The DCSO relies upon the Fire districts for urban search and rescue in such cases as a structural collapse.

1. Liaise with the Incident Command staff(s) to determine specific SAR/USAR support needs (i.e. capabilities, where, when, and anticipated duration). (SO or FD)
2. Identify and contact mutual aid and regional SAR/USAR resources in support of current and anticipated needs. (FD and SO)
3. Identify SAR/USAR resource short-falls to the ESFs-5a coordinator who will request State and Federal assistance through the Division of Homeland Security & Emergency Management. (FD, SO, EM)
4. Coordinate reception of State and Federal SAR/USAR resources with Incident Command staff(s). (EM, SO, FD)
5. Coordinate logistical support if needed. (EM)
6. Track and document SAR/USAR activities and support until no longer needed for field operations. (FD or SO)
7. Update SAR/USAR activities during the periodic EOC situation briefing and for the Situation Report. (FD or SO, EM)
8. Identify un-met needs to the ESF 5 Emergency Management Coordinator who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management. (SO, EM)
9. Track and document search and rescue related activities. (SO or FD)

**Definition:** Provide response to potential or actual hazardous materials incidents. Provides for inspection, containment and oversight of cleanup of hazardous materials accidents or releases.

**Activation Criteria:** The appropriate fire or law enforcement agency will request activation of this ESF in support of response to significant hazardous material situations. This ESF may also be activated by the Director of Emergency Management when hazardous materials expertise and/or resources are needed in support of human or animal health emergencies/disasters.

**Lead County Agency - Unified:** Sheriff's Office, Fire Departments/Districts (FD) and Douglas County HAZMAT

**Supporting Agencies:** Tri-County Health Department, Public Works - Operations, Local Emergency Planning Committee (LEPC), Municipal, State and Federal agencies

**Supporting Plans/Annexes:** All Hazards Evacuation, Alert & Warning Annex

**Planning Assumptions:**

1. Large quantities of hazardous Substance are transported via highway, rail, air, and pipeline within and through the County on a daily basis. Therefore, there is a probability of an actual or potential release occurring on any given day as a result of transportation accident and/or incident.
2. Hazardous Substances are manufactured, stored, distributed utilized and disposed of at numerous fixed facilities located throughout the County. Therefore, there is a significant probability of an actual or potential release occurring on any given day.
3. Hazardous chemical or biologic agents could possibly be used either as a causative agent or byproduct (debris and human remains/bio-hazard) at any large-scale suspected or actual terrorist events.
4. Hazardous substance incidents may occur simultaneously following a major disaster such as a flood or terrorist attack.
5. Exceptions to current disposal practices may be necessary during major disasters.

**Roles and Responsibilities:** As the Designated Emergency Response Authority (DERA), the Sheriff's Office is the lead hazardous material response agency in

unincorporated Douglas County. Delegation of this authority in our incorporated communities is at the discretion of Local government. This ESF is responsible for coordinating Local, State and Federal response in support of current and anticipated hazardous material operations in the field. This ESF will also work closely with other ESF representatives (EM, PH&E, PIO) to ensure the integration of the in-field situation assessment is clearly communicated to agencies that may not be directly involved in the tactical/technical response but have a role in the potential broader impacts of a hazardous materials event. This ESF may also be called upon to support the personal protection, decontamination, surveillance and sampling needs of ESF 3a, 4, 8a, 8b 11, and 13a during response and recovery operations related to human or animal health disasters.

1. Liaise with the Incident Command staff(s) to determine specific hazardous materials response and recovery support needs (i.e., capabilities, where, when, and anticipated duration). (SO, FD, DC HAZMAT)
2. Ensure downwind/downstream actions have been taken into consideration. (SO or FD)
3. Ensure Tri-County Health Department and LEPC have been notified. (SO)
4. Coordinate with EPA, as appropriate. (SO, FD, DC HAZMAT)
5. Identify and contact local, mutual aid and regional hazmat response and recovery resources in support of current and anticipated needs. (SO or FD)
6. Identify hazmat response and recovery resource short-falls to the ESF 5-Emergency Management Coordinator who will request State and Federal assistance through IC and the Division of Homeland Security & Emergency Management. (FD, SO, EM)
7. Coordinate reception of State and Federal hazmat response and recovery resources with Incident Command staff(s). (SO, EM)
8. Coordinate logistical support, if needed from the IC. (EM)
9. Track and document hazmat response and recovery activities and support until no longer needed for field operations. (FD or SO)

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## ESF 11 – ENVIRONMENTAL, AGRICULTURAL AND NATURAL RESOURCES

**Definition:** Provide for the coordination of response, mitigation and recovery efforts related to the county’s cultural, environmental, agricultural (food) and natural resources (including water supply). Provide for the evacuation, transportation, decontamination, care, shelter, treatment and/or disposal of livestock and wildlife impacted by disasters or foreign animal disease. ESF 11 includes the functions of assisting to the response to livestock and agricultural health issues / disease outbreaks, providing technical expertise, coordination, and support of livestock and agricultural emergency management when agricultural interest are affected by disaster; providing technical expertise, coordination and support of cultural, environmental and natural resources affected by disasters. ESF 11 coordinates with State and Federal Lands, State and U.S. Forest Service, State Department of Agriculture (CDA) and U.S. Department of Agriculture (USDA), and Bureau of Land Management.

**Activation Criteria:** This ESF will be activated by the Director of Emergency Management/EOC Manager in response to current or anticipated impacts to cultural, environmental, agricultural or natural resources. Disasters often impact or damage critical aspects of these areas, such as in animal disease outbreaks or the destruction of historically sensitive areas or critical watersheds. Restoration of these assets is critical to community response and recovery efforts.

**Lead County Agency :** Emergency Management

**Supporting Agencies:** Sheriff’s Office, Public Works - Operations, Public Works – Engineering, Community Development, Fire Departments/Districts, CSU Extension, Municipal, State and Federal agencies

**Supporting Plan/Annexes:** NA

**Planning Assumptions:**

1. The ESF #11 component of a response may be multi-faceted depending on impacts specific to the environment, agriculture, natural resources or all three.
2. Upon a declaration of an emergency, the county may invoke temporary controls on local resources and travel to contain the spread of infectious disease among domesticated animals and food products.
3. Tri-County Health may need to escalate public health and safety inspections and surveillance. The type and number will be dependent on the cause and impact of the incident or disaster.

4. The State of Colorado has jurisdictional control for agricultural animal health issues, particularly disease outbreaks. Depending on the severity of the incident the jurisdictional control may rapidly move from the state jurisdiction of CDA to the Federal jurisdiction of the USDA. In these cases, local government and emergency management may or may not play provide active supporting roles.
5. County departments and municipalities act as the primary agencies with jurisdictional control for protecting, recovering and restoring natural, environmental, cultural, and historic resources at the local level before, during, and after an emergency or disaster of countywide significance.

**Roles and Responsibilities:** Restoring agricultural animal health is primarily the responsibility of the Colorado Department of Agriculture. Restoring natural, environmental, cultural, and historic resources is primarily the responsibility of county and municipal government. The accomplishment of this shared responsibility requires close coordination with state, county and municipal agencies to provide access and security for these critical activities. Emergency Management (ESF-5) will act as the coordinator for these activities and may delegate this role as appropriate to the situation.

1. Gather status information regarding agricultural animal, natural, environmental, cultural, and historic resources (EM, Extension, CDA, Community Development)
2. Develop an overall situation assessment of the status of agricultural animal, natural, environmental, cultural, and historic resources (EM, Extension, CDA, Community Development)
3. Work with stakeholders and subject matter experts to determine needs and priorities for security and access to agricultural animal, natural, environmental, cultural, and historic resources. (EM, SO, FD)
4. Support and coordinate response and restoration activities for ESF 11 areas with the incident command staff(s). (EM)
5. Identify related response and recovery resource shortfalls and request State and Federal assistance through the EOC. (Division of Homeland Security & Emergency Management, EM)
6. Track and document agricultural animal, natural, environmental, cultural, and historic resources activities and estimated costs. (EM)

**Definition:** Provide for the rapid restoration of emergency and government services, roads, bridges and publicly held critical facilities. Support the restoration of private sector critical infrastructure. Coordinate the rationing and distribution of emergency power and fuel.

**Activation Criteria:** This ESF will be activated by the Director of Emergency Management in response to current or anticipated disruptions of public services. Disasters often damage critical infrastructures, such as power and communications lines. Restoration of these assets is critical to community response and recovery efforts.

**Lead County Agency – Unified:** Emergency Management and the private sector

**Supporting Agencies:** Sheriff's Office, Public Works - Operations, Community Planning, Fire Departments/Districts, the private sector (i.e. Xcel Energy, Intermountain Rural Electric Association (IREA), Mountain View Electric, Black Hills Energy and CenturyLink, water and sanitation districts), Municipal, State and Federal agencies

**Supporting Plan/Annexes:** Emergency Operations Plan (EOP)

**Planning Assumptions:**

1. An emergency or disaster, either natural or manmade, may disable key electric and liquid fuels generation/production, distribution and delivery facilities resulting in local, statewide and possibly regional (e.g., Western United States) blackouts and/or brownouts. Additionally, the fuel supply system used for generation may be interrupted.
2. The transportation and telecommunications infrastructures may be affected.
3. Sudden, widespread blackouts or fuel shortages could result in public alarm and anxiety given the timing of the event (i.e., winter / summer) and potential duration (i.e., days/weeks/months).
4. Delays in the production, refining, and delivery of petroleum-based products may occur as a result of loss of commercial electric power.
5. Deployment of first responders (e.g., law enforcement or health officials) to various locations may be required.
6. Notification of public could result in mass gatherings, anxiety and possibly civil unrest, requiring crowd control.

7. Limited access to transportation fuels could impact businesses, the provision of health services, and consumer mobility.

**Roles and Responsibilities:** Restoring public service is primarily the responsibility of the private sector. The accomplishment of this shared responsibility requires close coordination with County and municipal agencies to provide access and security for these critical activities. Emergency Management (ESF-5) will act as the coordinator for these activities and may delegate this role as appropriate to the situation (i.e. Public Works - Operations may need to coordinate clearing access to damaged power lines, while FD and DCSSO may need to coordinate access to areas that have been closed to the public after a fire or other disaster).

1. Gather status information from Local providers of critical public services (power, communications, medical services, fuel, food and water). (EM, Information Technology Services)
2. Develop an overall situation assessment of the status of critical public services. (EM, service providers)
3. Work with public service providers to determine needs and priorities for security and access to critical infrastructure. (EM, SO, FD)
4. Support and coordinate the public service restoration activities with the incident command staff(s). (EM)
5. Identify public service restoration related response and recovery resource shortfalls and request State and Federal assistance through the EOC. (Division of Homeland Security & Emergency Management, EM)
6. Track and document public service restoration and estimated costs. (EM)

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**Definition:** Provide for the protection of life and property by enforcing laws, orders and regulations including the movement of persons from threatened or hazardous areas. Provides force and critical infrastructure protection, security planning and general law enforcement assistance, security, traffic and access control, in both pre-incident and post-incident situations.

**Activation Criteria:** This ESF will be activated by the Director of Emergency Management in response to current and anticipated threats to public safety, order and the security of lives and property.

**Lead County Agency - Primary:** Sheriff's Office

**Supporting Agencies:** District Attorney, Public Works - Operations, Douglas County HAZMAT, ARES, Municipal, State and Federal agencies, Coroner, Parks & Open Space, Douglas County Schools, and DCSAR.

**Supporting Plans/Annexes:** All Hazards Evacuation, Alert & Warning Annex, Rapid Needs Assessment Annex, Damage Assessment Annex, Active Threat Annex

**Planning Assumptions:**

1. Major disasters and other emergencies which exceed local capabilities have and will continue to occur in Colorado.
2. Local law enforcement departments will be the primary response agency
3. The potential for local law enforcement resources to become depleted can happen at any time; this is especially true during and after a major disaster or terrorism event. Natural disasters and other emergencies in Colorado have shown that normally available law enforcement resources may be difficult to obtain and utilize because of massive disruptions of communications, transportation, and utility systems.
4. Natural hazard, technological, and / or human - caused events may result in mass casualties and damage. Because of the potential that crime scenes may occur, there will be the need for additional law enforcement resources for security and investigations.
5. Successful law enforcement operations during an emergency will require organized, interagency cooperation at all levels of government.

**Roles and Responsibilities:** Preserve and rapidly restore public order and security is essential to response and recovery operations. The Sheriff's Office will perform under its statutory authority to ensure the preservation of public order, the prevention of criminal activity, the preservation and collection of evidence, criminal investigations and prosecution.

1. Liaise with the Incident Command staff(s) to determine the need for support from and to law enforcement agencies in support of current and anticipated needs. (SO)
2. Activate the Douglas County Incident Management Team, if needed/requested. (SO)
3. Coordinate the staffing in support of EOC, dispatch and field operations. (SO, EM, ARES)
4. Develop an overall situation assessment of law enforcement needs within the County. (SO)
5. Liaise with municipal and State law enforcement agencies to determine mutual aid/assistance needs. (SO)
6. Support and coordinate the law enforcement activities with the incident command staff(s). (SO)
7. Liaise with State and Federal law enforcement agencies, as needed, in support of law enforcement operations. (SO)
8. Identify law enforcement resource short-falls to the ESF 5 Emergency Management Coordinator who will coordinate and request State and Federal assistance through IC and the Division of Homeland Security & Emergency Management. (SO)
9. Track and document law enforcement related activities, costs, and support until no longer needed for field operations. (SO)

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## ESF 13B – EVACUATION & TRAFFIC CONTROL

**Definition:** Provide for the timely and appropriate decision to evacuate or shelter in place at-risk populations. Coordinate the designation and implementation of effective traffic management to ensure the expedient access of response resources and the evacuation of the public as needed.

**Activation Criteria:** The Director of Emergency Management will activate this ESF in support of the Incident Command staffs decision to order an evacuation of at-risk populations

**Lead County Agency - Primary:** Sheriff's Office

**Supporting Agencies:** FFESS, Tri-County Health Department, Public Works - Operations, Community Planning, Fire Departments/Districts, Municipal, State and Federal agencies.

**Supporting Plans/Annexes:** All Hazards Evacuation, Alert & Warning Plan

### **Planning Assumptions:**

1. Evacuations can range from a short - distance movement caused by a relatively concentrated threat (i.e. wildfire, active threat) to a catastrophic incident requiring a large - scale evacuation covering a widespread area (i.e. non - dissipating slow moving hazardous materials plume).
2. County officials and the Office of Emergency Management must be well informed and prepared to initiate evacuation operations once an evacuation has been deemed necessary by Incident Command. Public Information releases and extensive coordination are required to ensure a safe and efficient relocation of people, vital equipment, and essential supplies from threatened areas. Public officials are also expected to:
  - a. Provide security and access control for evacuated areas.
  - b. Provide temporary shelter and services for evacuees.
  - c. Coordinate the return of people to their homes, as safety permits.
  - d. Manage recovery operations.
  - e. Return to normal operations.
3. The location and severity of the incident will determine whether a "Pre-Evacuation" or "Evacuation" will be issued. Under a **Pre-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.
4. Under an **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. An Evacuation Order will apply to the public in general. Exceptions would include public safety officials, disaster response personnel and organizational / agency / business employees designated as "critical workforce" or "essential". However, all of these individuals will be expected to eventually seek adequate shelter prior to the onset of dangerous conditions. Persons who refuse to comply with a mandatory evacuation order will not be arrested nor forcibly removed from their homes. However, they should not expect rescue or other lifesaving assistance after the onset of dangerous conditions. (The same will hold true for persons ignoring a voluntary evacuation order.)

5. Evacuation notification will take place through the Code Red System, through other available Emergency Alert Systems (EAS), internet postings on websites and social media and through media broadcast.

6. There will be people who unable to self-evacuate who may require assistance:

a. People unable to self – evacuate includes children in schools or day care centers, nursing home residents, homebound individuals or those currently incarcerated. The majority of individuals in assisted living facilities, those afflicted with disabilities or currently hospitalized would likewise probably lacks 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 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.

**Roles and Responsibilities:** Safety of the public often depends on two options: (1) sheltering in place or (2) evacuation. Evacuation is highly dependent on the circumstances and the hazard. The determination to direct the public to evacuate must be made quickly, based on facts, provide clear guidance, identify effective traffic management and routing, and be clearly and effectively transmitted to the public and those agencies responsible for its execution.

Under the Colorado Disaster Emergency Act of 1992, the principle executive officer of a Local government is empowered to declare a “Local disaster.” Upon that declaration, the response and recovery aspects of any and all Local and inter-jurisdictional disaster emergency plans are activated 24-32-2109 (1-2) C.R.S. A plan that authorizes evacuations furnishes the legal power to the Local jurisdiction to issue evacuation orders. The sheriff may also order an evacuation under his

authority to keep the peace 30-10-516, C.R.S. Evacuation orders are enforced by criminal sanctions, and a person disobeys an evacuation order at his or her peril.

The need to order an evacuation is a consideration the Incident Commander makes during his initial scene assessment. The evacuation order will also be passed to both the American Red Cross and Douglas County Emergency Management so that reception and shelter activities can be coordinated. The evacuation order will be conveyed to the appropriate Public Safety Answering Point (PSAP) for rapid multi-media dissemination to the impacted communities. Not all citizens may be able to comply with this order. Specific instructions must be provided to this population so that they can be rapidly identified, contacted and assisted as needed.

1. Quickly assess the situation and identify appropriate evacuation routes and means of transportation. (FD, SO, TCHD)
2. Coordinate an evacuation point and sheltering with ESF 6-Mass Care and Sheltering. (FD, SO, EM, FFESS)
3. Issue the formal evacuation order under the appropriate authority. (SO or principal executive officer of the political subdivision)
4. Develop and deliver clear directions to the public. (SO and PIO)
5. Provide clear guidance to populations that may be unable to comply with the evacuation order. (SO and PIO)
6. Establish efficient evacuation routing and traffic management that fully utilize all available means. (SO, R&B)
7. Direct special needs populations to request assistance, if needed. (SO)
8. Ensure the evacuation/transportation needs of schools, hospitals and nursing homes are communicated to field personnel.
9. Assist in coordinating outside transportation for access and functional needs groups.
10. Monitor evacuation activities and quickly act to resolve any issues (i.e., fuel, accidents, breakdowns) that may impede the speedy completion. (SO)
11. Provide updated information to evacuees by all available means (i.e., radio, television, and signage). (SO, PIO)
12. Provide access for emergency vehicles to the evacuation area. (SO)
13. Designate shelters for the evacuating public. (EM, FFESS, American Red Cross)

14. Provide a data collection/sharing capability to enable evacuees to register their evacuation status and re-connect them with their families. (American Red Cross)
15. If the situation requires shelter-in-place actions instead of evacuation, provide specific instructions to the public through all available means (SO, EM, PIO)

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## Recovery Plan

Reference Douglas County, Disaster Recovery Plan

## Damage Assessment

**Definition:** Ensure that procedures and experts are available to provide preliminary estimates and descriptions. Estimates of the extent of damage should be based on observations by engineers and assessment teams. Assessments provide a basis for determining the need for a County, State or presidential disaster declaration.

**Activation Criteria:** This ESF will be activated by the Director of Emergency Management when the situation assessment indicates significant potential damage has occurred in Douglas County

**Lead County Agency - Unified:** Facilities, Fleet and Emergency Support Services (FFESS), Emergency Management and Community Development (Building Inspection).

**Supporting Agencies:** Board of County Commissioners, Assessor, Sheriff's Office, Finance, Airport, Metro Districts, Cooperative Extension, Tri-County Health Department, Human Resources, Human Services, Open Space, Public Works - Operations, American Red Cross, Douglas County Schools, Society of American Military Engineers, Urban Drainage and Flood Control District, private sector (i.e., property owners, insurers), Municipal, State and Federal agencies.

**Supporting Plan/Annexes:** Damage Assessment Annex, Debris Management Plan, Recovery Plan

## Planning Assumptions

1. A major disaster or emergency will cause numerous fatalities and injuries, property losses, and disrupt normal life-support systems. It will have an impact on regional economic, governmental, and the physical environment, and social infrastructure in the County.
2. The extent of casualties and damage will reflect factors such as the time of occurrence, severity of impact, weather conditions, population density, building construction, and the possible triggering of secondary events such as fires and floods.
3. Departments and agencies across the County will need to respond on short notice to provide timely and effective assistance.
4. Douglas County recognizes that it is vulnerable to human-caused and natural disasters. The potential damage that may be caused by as disaster increases proportionately with increased population levels.

5. A major emergency or disaster will overwhelm the capabilities of Douglas County and municipal governments to provide prompt and effective emergency response and recovery. Resources in the County may be unavailable or in short supply.
6. The Douglas County Disaster Recovery Plan will be activated at the discretion of County leaders, based on the County's capability to manage disaster-recovery based on the current situational analysis.
7. Douglas County government, cities and towns, and special districts will provide assistance and support to each other, within their ability, and will cooperate to ensure coordinated emergency and recovery operations are maintained.
8. Transportation infrastructure will be damaged, and transportation disrupted. Emergency responders may have difficulty reaching victims and evacuation routes may cause traffic backups slowing egress from damaged areas. The movement of emergency supplies may be impeded.
9. Damage to commercial telecommunications facilities may occur, slowing dissemination of information and reporting of persons needing help.
10. Public safety and general public (including cellular service, internet and land-line telephone access) communications may be limited or not available. It is expected that emergency radio communications including responder emergency communications, the Federal Emergency Alert System and ham radio communications may be limited.
11. Homes, businesses, public buildings, antenna sites, and other critical facilities may be damaged or destroyed. Public utilities will be damaged and either completely or partially inoperable.
12. Emergency response personnel may be victims of the emergency preventing them from performing their assigned emergency duties.
13. Many victims may be forced from their homes and large numbers of dead and injured may exist. Emergency medical services and transport ambulances may be in short supply. Medical and health care facilities that do remain open may be overwhelmed with medical care requests.
14. Vital utility services such as electrical power, water service and petroleum fuels will be severely restricted or may not be available.
15. Damage to fixed facilities that generate or use hazardous or toxic chemicals could result in the release of these hazardous materials into the environment.
16. Restaurants and grocery stores may not be able to supply food. Additionally, basic necessities, such as medicines, may be in short supply.
17. Volunteers may come from other areas to help, causing problems with accountability. Donated goods not presently needed may be dropped off.
18. Businesses in Douglas County may have difficulty remaining open or providing paychecks to their employees.
19. Effective emergency and recovery operations require periodic training and exercising of all potentially involved personnel and agencies.

**Roles and Responsibilities:** Although the immediate pressures to respond to a major disaster are overwhelming, the need to begin to document disaster impacts



early on in the response effort should not be overlooked. In addition to providing justification for State and Federal assistance, accurate damage assessment figures provide information for situation, public information and media reports and can help response officials to focus resources where they are most needed. A systematic damage assessment process will help to ensure timely recovery assistance as well as maximum State and Federal financial disaster assistance in State-declared and presidential-declared disasters. The following are the fiscal impact thresholds for a Presidential Disaster Declaration as of Fiscal Year 2020:

-2021 Presidential Declaration Public Assistance for Infrastructure Repair thresholds:

--\$1.55 per capita Statewide x 5.84\* million people = \$9.052 million

--\$3.89 per capita Countywide x 370,000\* people = \$1,439,300

\*2020 population estimates

An interdepartmental team (see Lead and Supporting Agencies above) will be convened at the EOC, under the Director of Emergency Management, for the purposes of collecting and documenting disaster-caused damages and related impacts. In multi-jurisdictional incidents, damage assessment reports from all jurisdictions should be obtained and incorporated into County-wide totals. Damage assessment personnel at the EOC can either use hard-copy damage assessment forms or the damage assessment program software available through the Colorado Department of Public Safety, Division of Homeland Security & Emergency Management (DHSEM).

Forms for the initial damage assessment are available from the Douglas County Office of Emergency Management.

### **Emergency and Disaster – Emergency Declarations**

Local emergency or disaster declarations may be necessary in order to fully mobilize County resources or to enact temporary restrictions such as curfews. A Local declaration is a precondition for State emergency assistance in most cases. Requests for State and Federal disaster assistance should be directed to Colorado Department of Public Safety, Division of Homeland Security & Emergency Management.

### **References**

Damage Assessment Manual, Robert Lee Kistner, 2012, CreateSpace Independent Publishing Platform

- An Elected Officials Policy Guide for Disasters and Emergencies, 2012, Colorado Office of Emergency Management.
- Douglas County Disaster Recovery Plan, 2014, Douglas County Colorado

## **Roles and Responsibilities**

Assemble Rapid Assessment and a Damage Assessment teams comprised of representatives from the following divisions: Community Planning, Information Technology Services, Assessor's Office, and Emergency Management. The OEM shall serve as the lead agency followed by Building Inspection for damage assessments in Douglas County.

1. Assemble a damage assessment team composed of the support agencies and relevant community representatives. (Building Inspection, EM).
2. Identify immediate and long-term impacts to essential public services, including water and sewer services, telephones, transportation systems, public safety facilities and services, and Public Works - Operations facilities. (Building Inspection and Assessment Team)
3. Establish contacts with representatives of public utilities that have been impacted to obtain damage assessment information. (Building Inspection and Assessment Team)
4. Maintain contact with other affected jurisdictions in order to incorporate damage estimates into a County-wide summary. (Building Inspection and Assessment Team)
5. Assign personnel to conduct a windshield survey and provide a preliminary damage assessment. (EM and Building Inspection)
6. Coordinate the damage assessment resources of other organizations when needed/requested (including damage assessment personnel from the State Division of HS & Emergency Management and the American Red Cross). (Building Inspection and Assessment Team)
7. Maintain contact with County legal advisors with respect to preparation of legal documents, such as formal disaster declarations, curfew orders, etc. (Building Inspection, EM)
8. Develop and maintain a County-wide damage assessment. (Building Inspection, EM)
9. Assess the County-wide impact and provide recommendations to the Board of County Commissioners regarding a County Disaster Declaration and possible requests for State and Presidential disaster declarations. (Building Inspection, EM)
10. Provide Finance with county-wide damage assessment report with details of the financial and cost analysis as well as funding recommendations for the BOCC. (Building Inspection, EM, Finance)
11. Provide an updated damage assessment during periodic EOC situation briefings and for the Situation Report. (Building Inspection)

12. Provide the Division of Homeland Security & Emergency Management with damage assessment information as early as possible. Follow-up with periodic updates as needed. (EM)

**Remainder of this page purposefully left blank**

**Definition:** Provide for effective collection, control, and dissemination of public information to inform the general public adequately of emergency conditions and available assistance. Coordinate efforts to minimize rumors and misinformation during an emergency.

**Activation Criteria:** This ESF will be activated by the Director of Emergency Management in response to current or anticipated public information needs. Activation of this ESF should be considered whenever the EOC is activated. Disaster and preparedness public information is an ongoing responsibility prior to, during and after a disaster occurs.

**Lead County Agency - Unified:** Sheriff's Office, County PIO, Open Space, Human Services, Tri-County Health Department, Douglas County Schools, and Fire Departments/Districts.

**Supporting Agencies:** Board of County Commissioners, FFECS, Cooperative Extension, Emergency Management, Community Planning, Douglas County GIS, Urban Drainage and Flood Control, Municipal, State and Federal agencies

**Supporting Plans/Annexes:** Emergency Operations Plan (EOP)

### **Planning Assumptions**

1. Emergency public information actions before, during, and following any emergency will be determined by the severity of the emergency as declared by involved jurisdictions, the County or as perceived by the public. A significant emergency public information response will involve many State, county, local, Non-Governmental (NGO), and private sector agencies. Public Information identifies those agencies and their responsibilities.
2. This annex provides for public information, education, and media relations functions incorporating a JIS as the information source and JIC operations, either from the County EOC, a media center set up at the site of the incident.
3. The public needs timely and accurate information for protection of life and property during response to, and recovery from, a disaster or emergency situation.
4. It is anticipated that a variety of State and local agencies, as well as private sector and non-governmental organizations, may potentially become involved in any incident. Each organization should use internal

public information/affairs plans which should include the application of the JIS and, as the situation warrants, a JIC.

5. It is also assumed that individuals charged with PIO responsibilities may also be responsible for a variety of aspects of incident management, as determined by resources and staffing available. These Standard Operating Procedures, therefore, represent a reference and starting point for managing information during an incident and are designed in a tiered-approach to accommodate resource limitations that can be expanded but which meet the essential operating criteria established by the National Incident Management System (NIMS) and Incident Command System (ICS) standards. It is also recognized that the JIS and JIC are both vehicles upon which the larger, ESF #15 is built and, while these mechanisms accommodate the breadth of activity under ESF #15, they do not represent the sum total of actions and area responsibilities of that function.
6. While a JIC is a central, physical location where the informational needs and demands of the public, media and incident commanders can be supported, the overriding concept of the JIC recognizes that each individual will continue to bring expertise from his/her own agency, will continue to represent the needs of his/her own agency as assigned by that agency, while receiving the benefits derived from coordinated information. Under the JIS/JIC concept, each agency representative has a commitment to share and coordinate information with all other participating agencies prior to its release to incident command, the media and the public. At no time should any agency determine or approve information outside their purview of responsibility or assignment within JIS or JIC. The JIC is designed only as a coordination, analysis and dissemination point; agency information must be approved within relative command structures prior to reaching the JIC. The primary benefit of this concept is that incident command, the media and the public receive accurate, timely and coordinated emergency information. It is essential that the JIS concept determine communication strategies throughout the emergency and activation of the JIC, as these concepts work simultaneously.

**Roles and Responsibilities:** The objective of emergency public information is to provide timely, accurate and comprehensive information about an emergency situation to the public and to the news media. Emergency public information can include general information about the incident, including a summary of government response actions and the projected duration of emergency conditions, as well as specific information and instructions regarding evacuation, street closures, shelter locations, hazardous areas to avoid, or where to call for additional information.

The Incident Commander in the field and Local elected officials and other officials at the EOC should be prepared to respond to media inquiries through the designated public information officer. In order to reduce confusion, control rumors and promote public confidence in emergency response efforts, a single point of contact will be established for the direct release of County-wide disaster-related information to the public and to the news media.

In smaller incidents, a single spokesperson from the primary response agency at the scene should be designated to release information about the incident. In large and protracted disaster events, a single spokesperson should be designated at the EOC to give media briefings and to approve coordinated news and public information releases. A Joint Information Center (JIC) may be established in order to coordinate information when there are a large number of agencies involved in the incident.

1. Contact Public Information Officers at command posts in the field and establish procedures for releasing coordinated information to the public and news media. (PIO)
2. Maintain a list of print and broadcast media contacts for public information uses at the EOC. (PIO)
3. Request a summary of Integrated Public Alert and Warning System (IPAWS) and CodeRED releases from DC dispatch. (PIO)
4. Ensure information releases are consistent, accurate and timely. (PIO)
5. Coordinate with Lead PIO to arrange on-site interviews for news media with appropriate officials and at locations in the field for opportunities to videotape damages or activities at the disaster scene. (PIO)
6. Update websites with current information about the disaster. Include information about evacuated areas, shelter sites and what the current situation is. (PIO, GIS)
7. Establish Joint Information Center (JIC) to coordinate information releases from multiple agencies and jurisdictions when needed or requested by IC. (PIO)
8. Notify news media and conduct scheduled media briefings (a media center or some other location for media briefings can be designated at a site outside of the EOC facility). (PIO)
9. Establish telephone bank to handle citizen inquiries and to provide/verify information and control rumors if needed. (PIO and EM)

10. Maintain file copies of all public information releases, news releases and citizen inquiries. (PIO)
11. Monitor media broadcasts and social media to ensure accuracy of reports and establish methods for correcting erroneous information and controlling the spread of rumors. (PIO)
12. Provide an update on public information activities during the periodic EOC situation briefings and for the Situation Report. (PIO)
13. Prepare final news releases and advise media representatives of points-of-contact for follow-up information about the incident.

**ESF 15 may be a support PIO in the EOC with the Lead PIO in the field at the ICP. All of these functions need to be coordinated with the Lead PIO.**

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**Definition:** Provide emergency warning, information and guidance to the public. Facilitate the requirements and resources needed to provide for backup capability for all means of communication.

**Activation Criteria:** This ESF may be activated by the Director of Emergency Management anytime an imminent threat is identified. Both natural and human caused disasters may present time sensitive opportunities to warn and direct the public. For weather, flood, wildfire and technical/industrial hazards (i.e., hazardous material spill, wildfire, flooding), law enforcement and fire agencies share this responsibility.

Time sensitive warning is an established function/process within the Douglas Regional 911 Dispatch Center. Pre-disaster warning and notification of both response agencies and the general public will generally occur before the activation of the EOC or this plan. Warning and communication may initiate the activation of the EOC and this plan.

**Lead County Agency – Unified:** Sheriff’s Office, Emergency Management, public safety answering points (PSAPs), Tri-County Health Department for public health threats and disease, Municipal, State and Federal agencies.

**Supporting Agencies:** Board of County Commissioners, Fire Departments/Districts, Skyview Weather, Urban Drainage and Flood Control Division, the media, Municipal, State and Federal agencies.

**Supporting Plans/Annexes:** All Hazards Evacuation, Alert & Warning Annex

### **Planning Assumptions**

1. The communications infrastructure may or may not be damaged during a disaster, but a diminished capacity is likely to exist.
2. Established modes of communication will continue to be utilized to the degree they survive the disaster.
3. Alternative means of communications may be required.
4. County government will request state assistance when necessary through emergency management communication systems.
5. Emergency or disaster warnings may originate from any level of government.



6. Most disaster forecasting resources are located within the federal government.
7. Notification of a threatening situation may come through multiple sources.
8. Douglas County and its municipalities will focus on coordinating lifesaving activities and reestablishing communications and control in the disaster area.
9. Initial reports of damage will provide an incomplete picture of the extent of damage to telecommunication facilities.
10. Weather, damage to roads and bridges, and other factors will restrict the entry of emergency communications into the area.
11. Tests of the CodeRED system will be conducted periodically to familiarize the government and the public with the system.
12. In the event that the public instructions need to be translated, the provision of interpreters will be coordinated through the EOC.
14. Reliable communication capabilities are necessary at all levels of government for day-to-day communication, warning of impending disasters, disaster response and recovery operations, search and rescue operations, and coordination between the state, local governments and response agencies.
15. Media responsibilities will be FCC compliant regarding information dissemination for the visual impaired, hard of hearing and DEAF.

**Roles and Responsibilities:** In a rapid on-set disaster, such as a flash flood or major hazardous materials incident, the Douglas County Sheriff's Office will alert appropriate response agencies, municipalities and communities utilizing telephones, day-to-day communications networks and tone-alert radio systems. The Douglas Regional 911 Dispatch Center is a 24/7 facility that can receive notifications of actual or imminent emergency situations from a variety of sources, including:

1. National and State Warning Systems messages over radio and Colorado Crime Information Center (CCIC) terminal;
2. National Weather Service (NWS) flood warnings and severe weather advisory information provided by telephone and radio from NWS offices;
3. Alerts provided by Skyview Weather
4. Douglas County Sheriff's Deputies in the field including the Resident Deputy, where applicable.
5. Private Citizens' calls and/or texts to 911 and other reports received at area communications and dispatch facilities.

## 6. The Incident Command Staff

The IPAWS and CodeRED systems provide the principal means of disseminating warnings and other emergency information to the most people in the general area, limited by the number of people that are not tuned to Local radio and television broadcasts. The National Weather Service issues “watch” and “warning” information to Douglas County about flash floods and severe winter or summer storms. Douglas County also may deploy the CodeRED Alert System to notify residents of certain types of emergencies.

The UDFCD supports basin-specific flood warning plans for Bear Creek, Lena Gulch and Ralston Creek, and operates a network of automated rain and stream gages for these basins. Daily forecasts of flood potential are provided, and internal alerts are issued to Douglas County when heavy precipitation forecast criteria are exceeded. Douglas County contracts with Skyview Weather to receive very tailored weather alerts. The Flash Flood Prediction Program operates continuously between April 15 and September 15.

1. Alert affected and threatened municipalities and communities of emergency situation. (SO)
2. Activate the Emergency Alert System (EAS) by contacting the control room operator at designated television and radio stations and issue warning information or other recommended public safety instructions. (EM, SO)
3. Activate CodeRED Alert System, if appropriate (EM/SO)
4. Establish communications between Douglas County and affected municipalities and communities, neighboring jurisdictions, State and Federal agencies, as appropriate. (SO, EM)
5. Establish communications between the Incident Command staff(s), Local government managers and decision-makers at the County EOC. (SO, EM)
6. Activate Douglas Emergency Channel (DEC) to be used strictly for Emergency Management traffic between ICP(s), EOC(s), and affected jurisdictions. (SO, EM)
7. Activate and integrate backup and support resources from amateur radio organizations and volunteer organizations. (SO)
8. Establish a phone bank to support dispatch management of non-emergency 911 calls. (SO, EM)
9. Terminate use of emergency communications channels when no longer required. (SO, EM)

10. Provide a summary of warning and communications activities during the periodic EOC situation briefings and for the Situation Report. (SO)

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Note: Full Hazard Specific Annexes can be downloaded from the Douglas County Sheriff's Office Website.

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### ACTIVE THREAT (INTERNAL TO DOUGLAS COUNTY BUILDINGS OR LOCATIONS)

Active threat situations have become more common in public places and at work premises. This Active Threat Annex will outline the roles, responsibilities and actions that may be taken in response to active threat incidents within County buildings or locations.

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### CYBER SECURITY

The purpose of the Cyber Security Annex is to expand on the EOP Base Plan to provide a coordinated framework for preparedness, response, and recovery efforts as they relate to the management of a cyber security incident. Cyber incidents can be purely cyber or a combination of cyber and physical impacts. This incident-based annex applies to the cyber incident specifically and outlines the policies, procedures, responsibilities, and operational concepts unique to a cyber incident. Other sections of the base plan outline the response to potential cascading effects.

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### HAZARDOUS MATERIALS

The Hazardous Materials Annex (HAZMAT) provides a basic overview of roles, responsibilities and action that may be taken in response to HAZMAT incidents. Because HAZMAT incidents occur on a regular basis in Douglas County, the annex focuses on the variety of ways including but not limited to those caused by transportation, pipeline accidents and facility / property releases into the environment.

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### MASS FATALITY

The Mass Fatality Annex establishes organizational responsibilities, policies, procedures and the EOC role for the Douglas County Coroner's Office (DCCO) during an extraordinary emergency involving multiple deaths, particularly following major natural disasters, technological incidents, terrorist attacks, or radiological incident.

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### POWER OUTAGE (TO BE DEVELOPED AT A LATER DATE)

Power is supplied to Douglas County residents and businesses by Mountain View Electric Association, Intermountain Rural Electric Association (IREA) and Xcell Energy. Power outages can be a serious and costly occurrence, affecting community infrastructure and

services as well as essential community functions. The Power Outage Annex, when developed, will outline the roles, responsibilities and actions that may need to be taken in response to a long term power outage incident in Douglas County.

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#### PUBLIC HEALTH EMERGENCY

The Public Health Operations Annex describes the basic concepts, policies and procedures for providing public health services in the event of any major emergency or disaster. These public health services are provided under the coordination of Tri-County Health Department (TCHD). This annex serves as the unifying public health document between TCHD and Douglas County.

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#### SEVERE WEATHER

The Severe Weather Annex is a significant reference for the EOP as severe weather is a serious hazard of concern for Douglas County. There is a high likelihood each year that the county may encounter a variety of severe weather incidents. The type of weather incidents that is addressed by this annex includes blizzards, tornadoes, and severe thunderstorms (which may include high winds, hail, lightening & flooding).

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#### TERRORISM

The Terrorism Annex is written to ensure adequate response to the consequences of terrorism within Douglas County and specifically addresses the response and coordination of Douglas County agencies to a terrorist incident. Due to the sensitive nature of the information contained within the document the Terrorism Annex is not a document generally available to the public.

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#### WILDLAND FIRE

Each year Douglas County experiences numerous wildland fires with the potential to threaten lives and property. Historically, the County has experienced serious wildfires that have threatened lives and property. The Wildland Fire Annex provides a basic view of roles, responsibilities and actions that may be taken in response to wildland fire incidents.

## GENERAL APPENDICES

### 1. RECORD OF CHANGES

DATE	SUBJECT	PAGE #s	INITIAL	NOTE

## 2. SIGNATURES

### Signatories to the 2021 Douglas County


### Emergency Operations Plan



Abe Laydon, Commissioner  
Douglas County



George Teal, Commissioner  
Douglas County



Lora Thomas, Commissioner  
Douglas County



Tony Spurlack, Sheriff  
Douglas County




Dave Gill, Treasurer  
Douglas County

Merlin Klotz  
Merlin Klotz, Clerk & Recorder  
Douglas County



Lisa Frizell, Assessor  
Douglas County




Jill Romann, Coroner  
Douglas County



Doug Debord, County Manager  
Douglas County

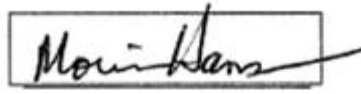


Lance Ingalls, County Atty  
Douglas County

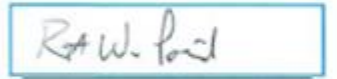


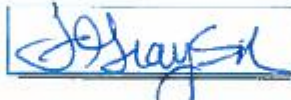
Mark Dickerson, Chair  
Highlands Ranch Metro District

  
John M. Douglas, MD  
Executive Director  
Tri-County Health Department

  
Morris Hansen, President  
Douglas County Search & Rescue

  
Corey Wise, Superintendent  
Douglas County School District

  
Robert Pasicznyuk, Exec. Director  
Douglas County Libraries

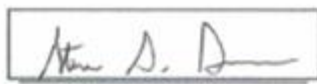
  
Fernando Gray, Chief  
Aurora Fire Rescue <sup>ALG</sup>

  
Norris Croom, Chief  
Castle Rock Fire and Rescue

  
Dave Woodrick, Chief  
Franktown Fire Protection Dist.


  
Jerrod Lamb, Chief  
Jackson 105 Fire Protection Dist.

  
Stuart Mills, Chief  
Larkspur Fire Protection Dist.


  
Steven Brown, Chief  
Mountain Communities  
Volunteer Fire Dept

  
Curt Rogers, Chief  
North Fork Volunteer Fire Dept.


  
Bob Baker, Chief  
South Metro Fire Rescue

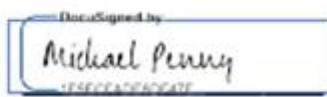
  
Terry Thompson, Chief  
West Douglas County

  
Don Lombardi, Chief  
West Metro Fire Protection Dist.

  
Jack Cauley, Chief  
Castle Rock Police Department

  
Kirk Wilson, Chief  
Lone Tree Police Department

  
Jim Tsurapas, Chief  
Parker Police Department.

  
Michael Penny, City Manager  
City of Castle Pines



### 3. POLICIES

#### 3A. ADOPTION OF THE NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)

OFFICIAL RECORDS  
DOUGLAS COUNTY CO  
CAROLE R. MURRAY  
CLERK & RECORDER  
RECORDING FEE: \$0.00  
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ORIGINAL BACK TO  
MARY 9-24  
RESOLUTION NO. R-004-151



THE BOARD OF COUNTY COMMISSIONERS  
OF THE COUNTY OF DOUGLAS, COLORADO

#### A RESOLUTION ADOPTING THE DOUGLAS COUNTY INCIDENT MANAGEMENT GUIDELINES AND STANDARDS

*WHEREAS*, the Board of County Commissioners of the County of Douglas (the "Board") recognizes the importance of standardizing and providing guidance that will support collaborated management of incidents; and

*WHEREAS*, the National Incident Management System (NIMS) concept upon which the Douglas County Incident Management Guidelines and Standards (IMGS) is based will be an effective framework for coordinating the delivery of emergency service and incident management to the citizens of Douglas County; and

*WHEREAS*, section 24-32-2107, *et. seq.*, C.R.S., as amended, entitled, "Local and Interjurisdictional Disaster Agencies and Services", states each local and interjurisdictional disaster agency shall prepare and keep current a local or interjurisdictional disaster emergency plan for its area; and

*WHEREAS*, Homeland Security Presidential Directive 5 requires Federal departments and agencies to make the adoption of an NIMS by State and local organizations as a condition for Federal preparedness assistance beginning in FY 2005; and

*WHEREAS*, Douglas County offices, departments and partner agencies have reviewed the IMGS and support its adoption and use in Douglas County; now, therefore,

**BE IT RESOLVED** BY THE BOARD OF COUNTY COMMISSIONERS OF THE COUNTY OF DOUGLAS, STATE OF COLORADO, that:

1. Douglas County supports and adopts NIMS as the standard for incident management; and
2. Douglas County supports and adopts the IMGS as the interjurisdictional disaster emergency plan; and
3. NIMS and the IMGS will assist Douglas County departments, offices, and agencies through the incident management processes by providing standardized and pertinent incident management guidance; and
4. Douglas County Emergency Services will support the maintenance, revision, publication, and implementation of NIMS and the IMGS as needed.

PASSED AND ADOPTED this 21<sup>st</sup> day of <sup>September</sup> ~~August~~, 2004, in Castle Rock, Douglas County, Colorado.

THE BOARD OF COUNTY COMMISSIONERS  
OF THE COUNTY OF DOUGLAS, COLORADO

BY: Melanie A. Worley  
MELANIE A. WORLEY,

ATTEST:

By: Mary A. Niblack  
MARY A. NIBLACK, Deputy Clerk to the Board



**RESOLUTION No. R-016-096**

**THE BOARD OF COUNTY COMMISSIONERS  
OF THE COUNTY OF DOUGLAS, COLORADO**

**A RESOLUTION ESTABLISHING EMERGENCY AND DISASTER AUTHORIZATIONS  
AND  
APPROVING THE DOUGLAS COUNTY EMERGENCY OPERATIONS PLAN**

**WHEREAS**, the Board of County Commissioners on March 23, 2004 via Resolution R-004-036 established the Douglas County Incident Management Team (DC-IMT). The Board recognizes that the Douglas County IMT is composed of dedicated, trained, qualified, and experienced emergency management and first response personnel;

**WHEREAS**, the Board of County Commissioners on December 13, 2005 via Resolution R-005-175 established the Office of Emergency Management and authorized the preparation of a Local or interjurisdictional disaster emergency plan;

**WHEREAS**, the Board of County Commissioners on December 11<sup>th</sup>, 2012 Via Resolution R-012 – 132 appointed Timothy Johnson as the Director of the Douglas County Office of Emergency Management;

**WHEREAS**, the Board of County Commissioners, on November 10, 2015 via Resolution R-015-134 adopted revisions to the Board of County Commissioners Policy Manual which sets forth personal and public safety goals stating that “community resources and planning are designed to mitigate, prepare for, respond to, and recover from disaster and incidents, both man-made and environmental and supporting effective first response and emergency management services”;

**WHEREAS**, the Board of County Commissioners on January 11, 2011 adopted Resolution R-011-006 established the Emergency and Disaster Authorizations;

**WHEREAS**, the Board of County Commissioners on August 23, 2011, via Resolution R-011-114 approving the Intergovernmental Agreement for Disaster-Emergency Mutual Aid and Disaster Emergency Resources Assistance in and among the Douglas County Partnership of Government members;

**WHEREAS**, the Board of County Commissioners on September 25, 2012 adopted the revised Emergency Operations Plan (EOP) which is a key document in the County’s plans to prepare for, prevent mitigate and recover form emergency and disaster conditions.

**NOW THEREFORE BE IT RESOLVED** that the Board of County Commissioners:

- I. Affirms Resolution R-004—036 with the following clarifications.
  - i) Douglas County Emergency Services (DCES) is directed by the Office of Emergency Management (OEM) and supported by the Facilities, Fleet and Emergency Support Services (FFESS) staff and includes a cross-functional collaborative group representing all Elected Official Offices, Departments and Divisions who participate and/or have a role in emergency management and preparedness for Douglas County Government.
  - ii) The Agency Administrators are:

- The Douglas County Sheriff, or his or her designee, as the lead law enforcement officer for the Douglas County Sheriff's Office
- The County Manager, or his or her designee, for Douglas County Government

- II. Affirms Resolution R-005-175 with the following changes:
  - i) The currently adopted version of the EOP is the local and interjurisdictional disaster emergency plan for Douglas County.
  
- III. Authorizes designated Agency Administrators, pursuant to the EOP or as necessary to promote the health, safety, and/or welfare of the people of Douglas County, to execute a Delegation of Authority for the management of an incident during emergency conditions, a State of Emergency and/or a declared Local Disaster to a qualified incident commander pursuant to the EOP. Should the Sheriff or County Manager be unavailable, the Director of the Office of Emergency Management is hereby authorized to execute the Delegation of Authority on behalf of one of the Agency Administrators;
  
- IV. Authorizes a single Commissioner, in the absence of the Board to act as the Chair with the full authority of the Board of County Commissioners regarding the declaration of a State of Emergency and/or Local Disaster;
  
- V. Authorizes the County Manager, in the absence of the Board, to act with the full authority of the Board of County Commissioners during a declared State of Emergency and/or Local Disaster;
  
- VI. Authorizes the County Manager to maintain a written Emergency and Disaster Finance Policy and to provide funding recommendations to the Board and the Douglas County Sheriff's Office to ensure that the Douglas County Government goals, measures and procedures implemented under the EOP can be attained during emergency conditions, a State of Emergency, and/or a Local Disaster;
  
- VII. Authorizes the County Manager, during emergency conditions, State of Emergency and/or Local Disaster to promulgate and implement emergency personnel orders and directives;
  
- VIII. Authorizes, in the absence of the County Manager, that the Deputy County Manager, and then the Director of Human Resources, and then the Director of Finance, and then the Director of Facilities, Fleet and Emergency Support Services, in that successive order, to act with the full authority of the county Manager during emergency conditions, a declared State of Emergency, and/or Local Disaster;
  
- IX. Authorizes, that in the unique instance where it has been confirmed each of the three Board of County Commissioners are permanently unavailable, that the County Manager may join with the Douglas County Sheriff, and one of the following – Treasurer, Assessor, Clerk & Recorder, or Coroner, in that successive order to act jointly with the full authority of the Board of County Commissioners during emergency conditions, a declared State of Emergency and/or Local Disaster. All actions taken will be ratified by the BOCC.

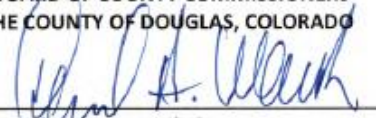
- X. Resolution 012-102, A Resolution Establishing Emergency and Disaster Authorizations and Approving the Douglas County Emergency Operations Plan is hereby repealed and replaced with the authorizations and authorities of this Resolution.
- XI. Resolution R-011-114, A Resolution establishing the Emergency Management Coordinating Group (EMCG) as the DC-IMT Selection Committee is hereby repealed.

**FURTHER BE IT RESOLVED THAT:**

- I. Douglas County in an ongoing effort to improve its emergency and disaster operations to better protect the health, safety, and /or the welfare of its citizens, residents and business community hereby adopts the Emergency Operations Plan (EOP) dated September XX, 2016. This updated and revised EOP replaces prior versions of the EOP as County's plan for local and interjurisdictional emergency and disaster operations;
- II. Douglas County has established a Comprehensive Emergency Management Plan (CEMP) which includes the current version of the Douglas County Emergency Operations Plan, the Douglas County Continuity of Operations & Government Plan,, the Annual (Wildfire) Operations Plan or its successor document, the Hazard Mitigation Plan, and the Douglas County Disaster Recovery Plan, and shall be designated to reflect the goals of the Board and the policies of the Douglas County Sheriff and the County Manager and be implemented by DCES staff.

PASSED AND ADOPTED THIS 27th day of September, 2016 in Castle Rock, Douglas County, Colorado.

THE BOARD OF COUNTY COMMISSIONERS  
OF THE COUNTY OF DOUGLAS, COLORADO

BY:   
David A. Weaver, Chair

ATTEST:

  
MELISSA A. PELLETIER, Deputy Clerk  




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3C. EMERGENCY AND DISASTER FINANCE POLICY

**DOUGLAS COUNTY  
ADMINISTRATIVE POLICIES AND PROCEDURES**

<b>TITLE:</b> Emergency and Disaster Finance Policy	
<b>POLICY CUSTODIAN</b> Finance	<b>APPROVAL DATE:</b> September 2011
	<b>REVISION DATE:</b> August 2015

**PURPOSE:** To ensure the proper and efficient process of specific governmental functions relating to the procurement transactions, contracts, purchasing cards limits and approval authority for allocation of funds when required during an emergency/disaster situations as defined by the Colorado Disaster Emergency Act of 1992, (Part 21 of Article 32, Title 24 of the Colorado Revised Statutes, 1996 as amended).

**DEPARTMENT RESPONSIBLE:** Finance

**DEPARTMENT(S) AFFECTED:** All

**POLICY:**

**Delegation of Procurement, Contracts, Purchasing Cards Limits, Employees Overtime or Other Wage Compensation and Allocation of Funds Requirements during Emergency/Disaster Incident:**

An emergency/disaster may create the immediate and serious need for supplies, equipment, materials, and services that cannot be met through normal procurement methods and the lack of which would threaten the function of County government, or the health, safety or welfare of County residents. A need for an emergency procurement shall waive all existing procurement requirements and shall be limited only to the quantity of those supplies, equipment, materials, or services necessary to meet the emergency/disaster. All emergency procurement shall be made with as much transparency and competitive bid process that is practical under the circumstances.

An emergency/disaster may create the immediate need for contracted services or other resources that cannot meet all the requirements of the County's Contract Policy. Under emergency/disaster circumstances, the inability to have a contract or agreement would threaten the operation of County government, or the health, safety and welfare of County residents. The normal County's Contract Policy requires that contracts and agreements receive legal and fiscal review and approval prior to execution. This would still apply to the extent possible but could be waived if critical to ensure the success of the management of the emergency/disaster incident.

When requested during an emergency/disaster incident, the purchasing card amounts for designated employees may be increased and to be limited only to the quantity of those supplies, equipment, materials or services necessary to meet the emergency/disaster.

In the event of an emergency/disaster in or near the County, all County employees are expected to make every effort be available to assist the County Manager, Elected/Appointed Officials and Department Directors ensure the continued operation of any and all necessary County functions. This may mean being available to perform additional duties and hours beyond what is normally required. In the event that an employee does work more than 40 hours a week in support of County operations during an emergency, or are otherwise eligible, then they may receive overtime or other appropriate wage compensation in accordance with existing County policies.”

Under normal operations, the spending levels of authority apply to commitments made per vendor are:

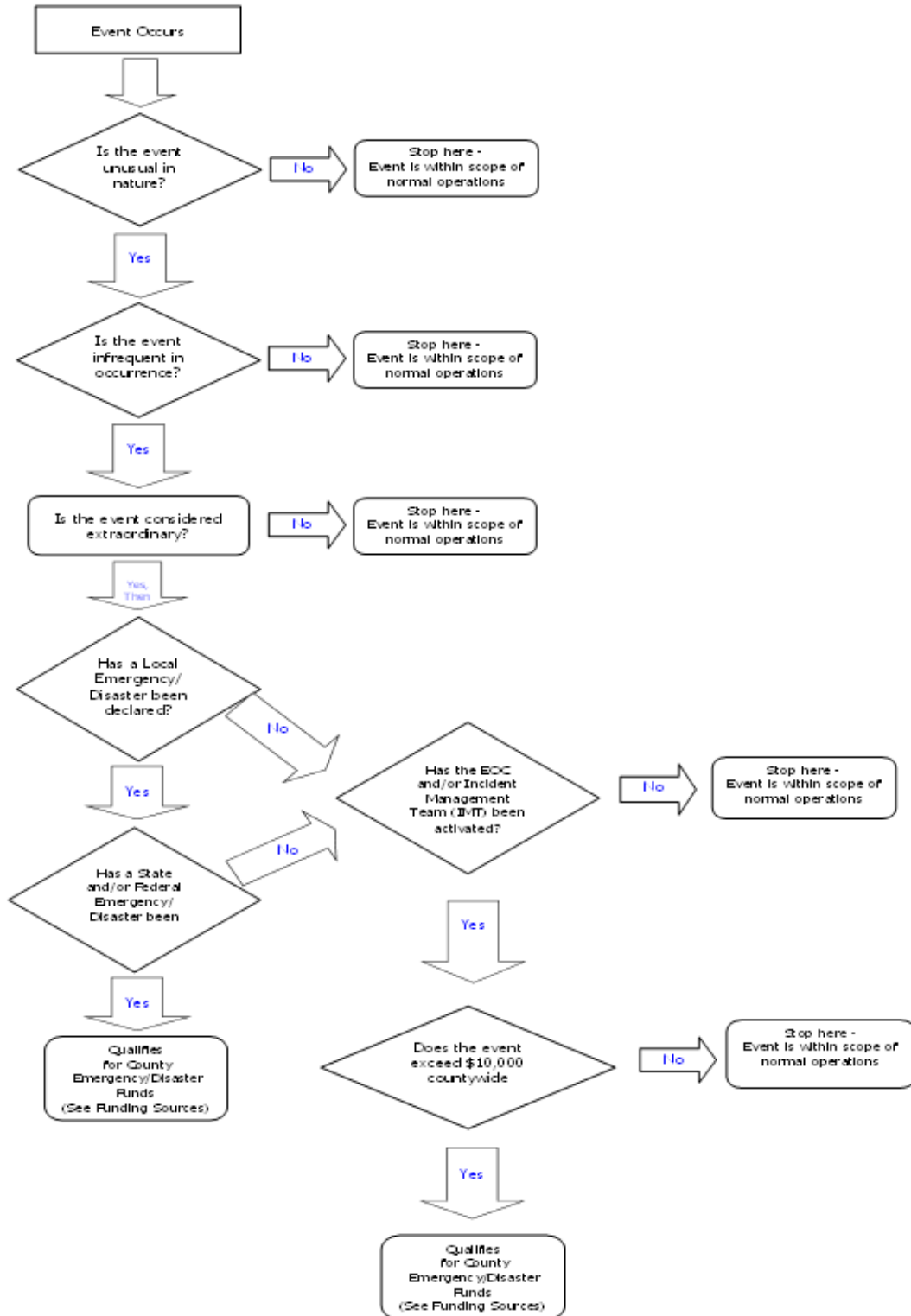
- Up to and including \$25,000 may be approved by Elected Official or Department Director
- Up to and including \$100,000 may be approved by County Manager or Deputy County Manager
- Over \$100,000 must be approved by the Board at a public hearing.

Based upon the Use of Emergency Funds Criteria Flowchart, Figure 1, when it becomes necessary to utilize emergency funds, approval authority shall be as follows:

- In accordance with the EDAR, authorizes, in the absence of the County Manager, that the Deputy County Manager, and then the Director of Finance, and then the Director of Facilities, Fleet and Emergency Services, in that successive order, will have access to the emergency funds up to and including \$100,000 that apply to commitments made per vendor during the emergency/disaster period.
- In accordance with the EDAR, authorizes the County Manager, in the absence of the Board of County Commissioners, to act with the full authority of the Board of County Commissioners during a State of Emergency and/or Local Disaster.
- Resources shall be ordered in accordance with appropriate channels to ensure tracking by Finance.
- The appropriation of emergency funds from fund balance requires approval through a supplement budget at a public meeting that is noticed in the local paper. During an emergency/disaster funding can be obtained from non-restricted appropriated operating and/or capital funds until the supplemental budget can be approved at which time these operating or capital funds can be repaid with emergency funds as referenced in the Source of Funding – Emergency/Disaster Flowchart, Figure 2.

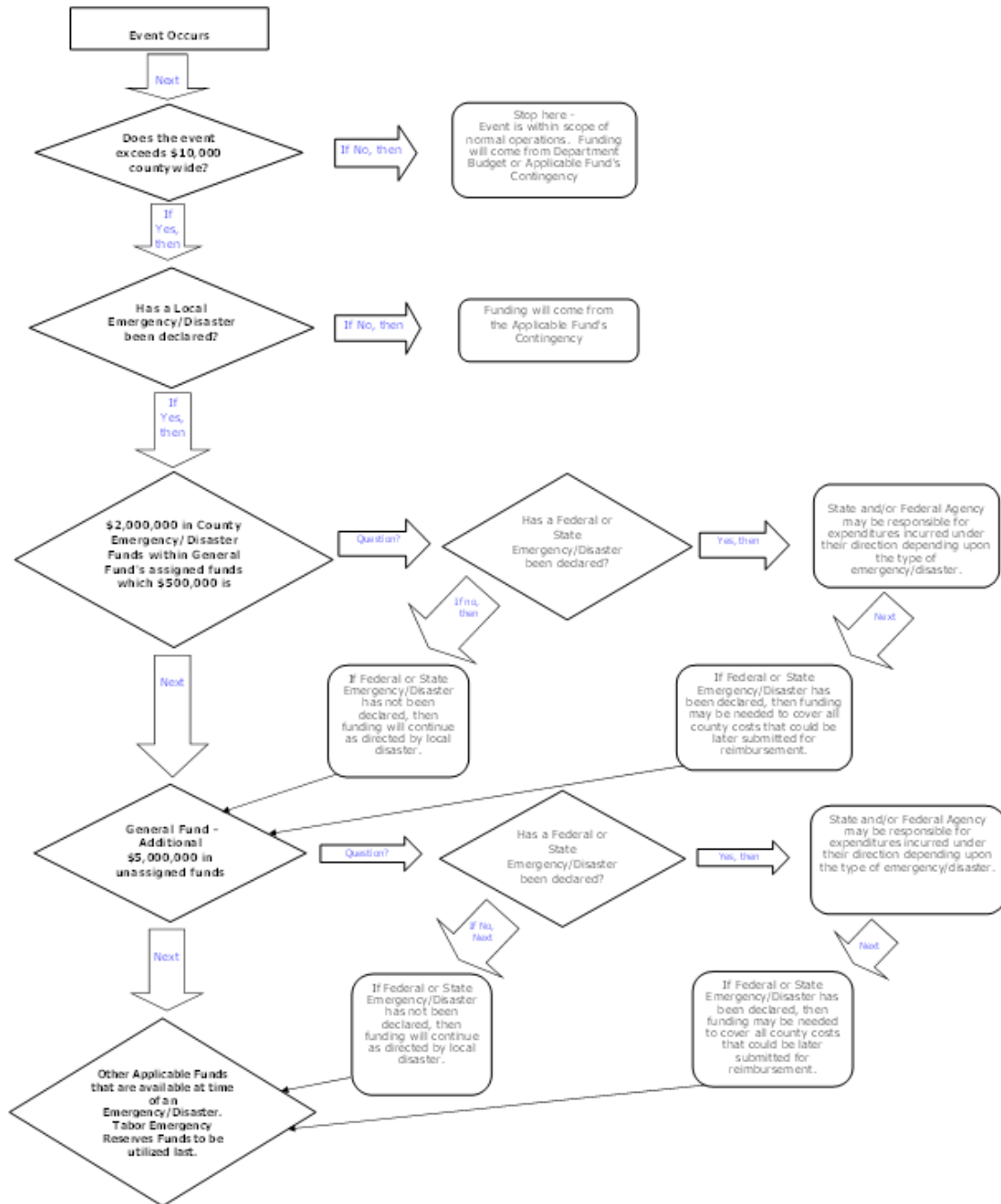
TABOR Emergency Reserves are to be used “for declared emergencies only”. “Emergency” for using TABOR emergency reserves shall be strictly limited as defined herein. TABOR Emergency Reserves should be repaid whenever possible within the year. The County should use funds in a sequence that leaves utilizing the TABOR Emergency Reserve as a last resort after exhausting other available funds.

### Use of Emergency Funds Criteria





## Sources of Funding - Emergency/Disaster



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3D. ADOPTION OF THE EMERGENCY OPERATIONS PLAN

[ The September 2021 Resolution adopting the new 2021 EOP will be inserted here upon publication]

3E. PDCG IGA FOR DISASTER-EMERGENCY MUTUAL AID AND DISASTER-EMERGENCY RESOURCE ASSISTANCE

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**FIRST AMENDMENT TO THE  
INTERGOVERNMENTAL AGREEMENT  
FOR DISASTER-EMERGENCY MUTUAL AID AND  
DISASTER-EMERGENCY RESOURCES ASSISTANCE**

THIS FIRST AMENDMENT is entered into as of this 6<sup>th</sup> day of August, 2019, by and between the **BOARD OF COUNTY COMMISSIONERS OF THE COUNTY OF DOUGLAS, STATE OF COLORADO** (the "County") and the **TOWN OF CASTLE ROCK, the TOWN OF PARKER, the CITY OF LONE TREE, the CITY of CASTLE PINES, the TOWN OF LARKSPUR, the DOUGLAS COUNTY SCHOOL DISTRICT, the HIGHLANDS RANCH METROPOLITAN DISTRICT, the DOUGLAS COUNTY PUBLIC LIBRARY DISTRICT, and the DOUGLAS COUNTY SHERIFF** (collectively hereafter the "Parties" and individually, each, a "Party").

WHEREAS, on August 15, 2011 the Parties entered into the Intergovernmental Agreement for Disaster-Emergency Mutual Aid and Disaster-Emergency Resources Assistance ("IGA"), which created a new entity called the Emergency Management Coordination Group ("EMCG") to replace the Douglas County Incident Management Team ("DC-IMT") Selection Committee, among other responsibilities; and

WHEREAS, after seven years of working together, the Parties are looking to more clearly define the purpose and membership of the EMCG to more effectively serve the needs of the participants and the local emergency services community as a whole; and

WHEREAS, the County wishes to remove the EMCG as the oversight and approval authority for the DC-IMT so that those responsibilities may revert to the incident commanders and the Douglas County Director of the Office of Emergency Management; and

WHEREAS, the County did not establish the "Douglas County Policy Center" as originally required in Paragraph 6 of the IGA.

NOW, THEREFORE, the parties hereto mutually agree as follows:

1. Paragraph 3 of the IGA is hereby deleted and replaced with the following:

"TERM. As to each Party, the term of this IGA shall run from the date of execution through December 31, 2023. Thereafter, this IGA shall continue for successive five-year terms, provided however any Party may terminate its participation in this IGA in accordance with the provisions of Paragraphs 7 and 11. In the event of termination by a Party, this IGA shall continue with respect to the remaining Parties."

2. Paragraph 5, Section D, of the IGA is hereby deleted and replaced with the following:

"D. Support and participate in the Douglas County Emergency Management Coordinating Group (EMCG) comprised of the Douglas County Sheriff, the Chief of Police of another law enforcement agency

located wholly within Douglas County, a representative of the Douglas County Fire Chief's Association, the Chief or a Board Member of another Douglas County Fire service agency, a Douglas County Commissioner, an elected official of a Party, and a citizen of Douglas County knowledgeable in emergency management services. The Director of Emergency Management of Douglas County shall serve as an ex-officio member as well as the coordinator/facilitator of the EMCG. Representatives to the EMCG shall be jointly appointed by the Board of Douglas County Commissioners and the Douglas County Sheriff.

The purpose of the EMCG is to work collaboratively to combine planning, training, and combined exercise opportunities that will foster better working relationships throughout the local emergency management community. The EMCG will meet quarterly or as often as the participants of the EMCG determine is most effective."

3. Paragraph 6, Section C, is hereby deleted in its entirety.
4. Paragraph 6, Section D, is hereby deleted and replaced with the following:  
"D. Training and exercise planning and assistance for the Parties."
5. The remainder of the IGA shall remain in full force and effect.
6. This First Amendment shall be executed by each Party's governing body, in accordance with Section 9 of the IGA, on separate signature pages. Original pages shall be recorded and held by the Douglas County Clerk and Recorder.

IN WITNESS WHEREOF, the Parties have executed this First Amendment as of the date first above written.

BOARD OF COUNTY COMMISSIONERS OF THE COUNTY OF DOUGLAS,  
STATE OF COLORADO

DocuSigned by:  
*Lora L. Thomas*  
LORA L THOMAS, Chair  
Douglas County Board of Commissioners

ATTEST:  
DocuSigned by:  
*Emily Wrenn*  
EMILY WRENN  
Deputy Clerk & Recorder



DOUGLAS COUNTY SHERIFF  
*Tony Spurlock*  
TONY SPURLOCK, Sheriff

DocuSigned by:  
*Christopher Pratt*  
CHRISTOPHER PRATT  
Assistant County Attorney

DocuSigned by:  
*Andrew Copland*  
ANDREW COPLAND  
Andrew Copland  
Director of Finance

Additional PDCG Signatories Include:

Tera Rodloff – Mayor, City of Castle Pines

Jeremiah Holmes, Mayor Pro-Tem, Town of Larkspur

Jason Gray – Mayor, Town of Castle Rock

Jacqueline A. Millet – Mayor, City of Lone Tree

Jim Worly, Chair, Highlands Ranch Metropolitan District

Mike Wald – Mayor, Town of Parker

Ron Cole – President, Douglas County Libraries  
District

Dr. Thomas S. Tucker – Superintendent, Douglas County School

## 4. REFERENCES

### 4A. DOUGLAS COUNTY DELEGATION OF AUTHORITY AND ADDENDA

#### Douglas County Delegation of Authority

Agency authority and responsibility for managing and controlling the \_\_\_\_\_ Incident(s) impacting Douglas County, is hereby transferred to \_\_\_\_\_ as Incident Commander.

As Incident Commander, you are accountable to the Agency Administrator for the overall management of this incident, including its control and return to local Agency control. You are expected to adhere to the standards of the National Incident Management System and Incident Command System, relevant and applicable laws, policies, professional standards and policy direction from the Agency Administrator.

The protection of emergency responders and citizens is your highest priority task. The protection of public and private property including key economic infrastructure is your next highest priority. Priorities of the Agency also include the protection of the economic, cultural, social and environmental assets in the affected area. Suppression of this incident is your primary assignment, and you are expected to do so to the best of your ability in a manner that provides for the safety and well-being of involved personnel.

Specific direction for this incident is as follows:

1. Transition with existing forces will be handled smoothly but as rapidly as possible.
2. Ensure coordination, cooperation and communication with the Agency Administrator, the Douglas County Emergency Operations Center (DC-EOC) Manager, Agency Representatives, and the local, State and Federal agencies involved.
3. Ensure coordination of public information through the DC-EOC and a Joint Information System / Joint Information Center that may be established for the Incident.
4. \_\_\_\_\_

This transfer includes the authority to obligate agency funds necessary to pay for controlling this incident up to \$ \_\_\_\_\_ for the first operational period ending \_\_\_\_\_, subject to the following limitations:

1. Coordination with Douglas County Finance Department staff and adherence to Agency procedures regarding use of the Emergency-Disaster Fund.
2. Reasonable cost-effective and cost-containment practices will be used at all times with keen attention to avoiding duplicate resource ordering. At which time the DC Emergency Operations Center is activated, all resource ordering will take place through the DC EOC.
3. \_\_\_\_\_

This Delegation of Authority becomes effective at \_\_\_\_\_ (time) on \_\_\_\_\_, 20 \_\_, and may be changed or updated by written addendums should the incident extend into additional operation periods. Any transfer of command shall be done only with the written approval of the Agency Administrators for Douglas County Government.

\_\_\_\_\_  
Agency Administrator

\_\_\_\_\_  
Date & Time

\_\_\_\_\_  
Agency Administrator

\_\_\_\_\_  
Date & Time

**Addenda for the Douglas County Delegation of Authority**

**Addendum 1** to the Delegation of Authority becomes effective at \_\_\_\_\_ (time) on \_\_\_\_\_, 20\_\_\_\_, for the Operational Period #\_\_\_\_\_. This includes the authority to obligate agency funds necessary to pay for controlling this incident up to \$\_\_\_\_\_ for this operational period. This addenda may be changed or updated by written addendums should the incident extend into additional operation periods. Any transfer of command shall be done only with the written approval of the Agency Administrators for Douglas County Government.

\_\_\_\_\_  
Agency Administrator Date & Time

\_\_\_\_\_  
Agency Administrator Date & Time

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**Addendum 2** to the Delegation of Authority becomes effective at \_\_\_\_\_ (time) on \_\_\_\_\_, 20\_\_\_\_, for the Operational Period #\_\_\_\_\_. This includes the authority to obligate agency funds necessary to pay for controlling this incident up to \$\_\_\_\_\_ for this operational period. This addenda may be changed or updated by written addendums should the incident extend into additional operation periods. Any transfer of command shall be done only with the written approval of the Agency Administrators for Douglas County Government.

\_\_\_\_\_  
Agency Administrator Date & Time

\_\_\_\_\_  
Agency Administrator Date & Time

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**Addendum 3** to the Delegation of Authority becomes effective at \_\_\_\_\_ (time) on \_\_\_\_\_, 20\_\_\_\_, for the Operational Period #\_\_\_\_\_. This includes the authority to obligate agency funds necessary to pay for controlling this incident up to \$\_\_\_\_\_ for this operational period. This addenda may be changed or updated by written addendums should the incident extend into additional operation periods. Any transfer of command shall be done only with the written approval of the Agency Administrators for Douglas County Government.

\_\_\_\_\_  
Agency Administrator Date & Time

\_\_\_\_\_  
Agency Administrator Date & Time

---

**Addendum 4** to the Delegation of Authority becomes effective at \_\_\_\_\_ (time) on \_\_\_\_\_, 20\_\_\_\_, for the Operational Period #\_\_\_\_\_. This includes the authority to obligate agency funds necessary to pay for controlling this incident up to \$\_\_\_\_\_ for this operational period. This addenda may be changed or updated by written addendums should the incident extend into additional operation periods. Any transfer of command shall be done only with the written approval of the Agency Administrators for Douglas County Government.

\_\_\_\_\_  
Agency Administrator Date & Time

\_\_\_\_\_  
Agency Administrator Date & Time

**Douglas county State of Emergency DECLARATION**

**PURSUANT TO C.R.S. 24-33.5-709**

**WHEREAS**, Douglas County has suffered serious damages to

\_\_\_\_\_ as a result of  
\_\_\_\_\_ which  
occurred \_\_\_\_\_

and,

**WHEREAS**, the magnitude of the incident and the response and recovery costs exceed normal operational resources available to Douglas County Government;

**IT IS THEREFORE RESOLVED**, that the Board of Commissioners of Douglas County Colorado declares this to be a State of Emergency.

DATED at Douglas County, Colorado, this

\_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_

BOCC Chair  
Commissioner

BOCC Vice-Chair

BOCC

(or designees)



**DOUGLAS COUNTY LOCAL DISASTER EMERGENCY DECLARATION**

**PURSUANT TO C.R.S. 24-33.5-709**

**WHEREAS**, the Director of the Office of Emergency Management has advised the Board of County Commissioners of Douglas County (“the Board”) of a disaster (as that term is defined in the Colorado Disaster Emergency Act, Part 7 of Article 33.5 of Title 24, C.R.S.) currently located in Douglas County Colorado which occurred or began to occur on \_\_\_\_\_, 20\_\_\_\_ as a result of \_\_\_\_\_; and

**WHEREAS**, \_\_\_\_\_ continues to cause a strain on the public, the disaster response system, first responders, and many businesses; and

**WHEREAS**, the magnitude of the incident and the response and recovery have exceeded or will exceed operational resources available to Douglas County Government, and all available resources are being or will be utilized or expended; and

**WHEREAS**, pursuant to the Colorado Disaster Emergency Act, Part 7 of Article 33.5 of Title 24, C.R.S. and the Douglas County Emergency Operations Plan, County Resolution No. 016-096, the principal executive officer of a political subdivision is authorized to declare a local disaster; and

**WHEREAS**, the Douglas County Director of the Office of Emergency Management has recommended that Chair of the Douglas County Board of County Commissioners, who is the principle executive officer of Douglas County, declare a local disaster; and

**WHEREAS**, it would be appropriate and in the interest of the public safety, and would further protect lives, for the Chair of the Douglas County Board of County Commissioners to implement said recommendation.

**NOW THEREFORE BE IT RESOLVED**, that there is hereby declared a local disaster emergency for Douglas County, Colorado, pursuant to C.R.S. 24-33.5-709, as amended; and that the Chairman of the board of County Commissioners of Douglas County, Colorado, declares this to be a local disaster. I also understand that, according to Colorado State Statute, this disaster declaration will expire thirty days from today, and this has been approved by a majority of the Board of County Commissioners.

**BE IT FURTHER RESOLVED**, that this declaration shall be given prompt and general publicity, and shall be filed promptly with the County Clerk and Recorder, and the Colorado Division of Homeland Security and Emergency Management (CDHSEM).

**DONE THIS** \_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_, at Castle Rock, Douglas County Colorado.

By : \_\_\_\_\_

\_\_\_\_\_

BOCC Chair  
Principle Executive Officer  
Douglas County

4D. INCIDENT COMPLEXITY ANALYSIS (WILDFIRE)

 <b>State of Colorado Consequence Complexity Analysis (Appendix F)</b>							
Incident Name				Type of Incident			
Date			Time	VAXWF=TP			
Ranking Element	Value of 0	Value of 1	Value of 3	Value of 5	Value Assigned	Weight Factor	Total Points
First Responder Safety	N/A	Low exposure with simple hazards easily mitigated.	Moderate exposure with several hazardous conditions mitigated through 215A.	High exposure which requires multiple strategies to mitigate hazards. Additional SOFRs are needed.		5	0
Public Safety	N/A	Exposure to hazards can be mitigated through public contact (i.e. face-to-face meetings or via the media).	Public must be managed to limit hazard exposures, voluntary evacuations.	Public exposure to hazards are imminent. Closures or highways and evacuations are mandatory.		5	0
Environmental Impact (Air & Water Quality)	N/A	No environmental impacts	Minimal environmental impacts.	Major environmental impacts occurring which will result in the deployment of specialized resources to combat the impacts		4	0
Objectives	N/A	Objectives are easily achieved.	Objectives are moderately difficult to achieve.	Objectives are difficult to achieve or original objectives are eclipsed by new objectives. Several conflicts between objectives and constraints exist.		4	0
Anticipated duration of Resource Commitment ordered by the IC / EDC.	N/A	One to Three Days on scene	Four to Seven Days on scene	Eight Days or more on scene		4	0
Incident control / stabilization measures to be protected	N/A	No Incident control measures within or adjacent to the Incident. No damage anticipated.	Several control measures to be protected within or adjacent to the Incident. Minimal damage to be anticipated to occur.	Numerous control measures within or adjacent to the Incident. Severe and imminent damage is likely without commitment of specialized resources with appropriate skill level.		4	0
Critical Infrastructure / Key Resources (CI/KR) to be protected within the Incident area.	N/A	No CI/KR within or adjacent to the Incident.	Several CI/KR to be protected within or adjacent to the Incident. Mitigation through planning and/or preparation is adequate. May require some commitment of specialized resources.	Numerous CI/KR within or adjacent to the Incident. Severe damage is likely without commitment of specialized resources with appropriate skill level.		4	0
Evacuations needed or occurring	N/A	Not occurring, but pre-planning taking place	Small scale evacuations occurring	Both human and large animal evacuations occurring		4	0
Cultural and Natural Resource Values	N/A	No impacts to resources-	Several resource values will be impacted	Resource benefits are significant or the likelihood of negative impacts are high.		3	0

Social and economic impacts / concerns	N/A	No impacts to economic values.	Moderate economic impacts exists.	High economic impacts exists. High internal and external jurisdictional interests and concerns exist.		2	0
Media interest / Public Interest	N/A	No controversy or media interest.	Media releases are issued, but no media are present or contacting PIO	Media present or contacting PIO during operations periods. National media present or JIC activated.		2	0
Economic / Cost Benefit Analysis	N/A	Values to be protected or treated are less than costs of management actions.	Values to be protected or treated are equal to costs of management actions.	Values to be protected or treated exceed costs of management actions.		2	0
Threats to containment	N/A	Low risk of incident escaping established perimeter and active engagement or holding is required	Moderate risk of incident escaping established perimeter and active engagement or holding is required	Incident is certain to exceed established perimeter without aggressive engagement or holding actions and will result in a much more complex incident		3	0
Current Organization Performance	N/A	Current organization performing within expectations and span of control, can develop and implement the IAP.	Current Organization struggling to develop and implement IAP, beginning to see overhead extended and pushing limits of span of control	Current Organization unable to develop and implement IAP, overhead extended, exceeds span of control. Incident requires multiple, branches, groups, division or specialized operations.		3	0
Disaster declaration	N/A	Local disaster declaration has been issued.	State assistance is required, but no Gubernatorial disaster declaration has been issued.	A State disaster declaration has been issued. Request for federal assistance is being drafted.		1	0
Multiple jurisdictions directly impacted	N/A	Incident is contained within one political jurisdiction.	Two political jurisdictions are directly impacted by incident.	Three or more jurisdictions are directly impacted by incident or are provided evacuation centers / shelters / etc.		3	0
Special / Night Operations required / Unmet Needs (Donations & Volunteer Management)	N/A	No Special / Night operations are occurring. No current unmet needs	Special / Night operations are being conducted but only to monitor the situation. Night operations do not equate to the same level of activity as day operations. Minimal unmet needs	Special / Night operations are on - going with high level of response intensity. Significant unmet needs currently being addressed		4	0
<b>POINT RANGES</b>		<b>0 to 92</b>	Consider turning back to home unit	<b>TOTAL</b>			<b>0</b>
		<b>93 to 138</b>	Consider ordering Type 3 IMT				
		<b>139 to 184</b>	Consider ordering Type 2 IMT				
		<b>185 to 230</b>	Consider ordering Type 1 IMT				
Prepared by:	Signature:			Date / Time:			
Position:	<b>EOC INCIDENT PRIORITIZATION RANKING</b>						
CDPS - Incident Complexity Analysis -9/09/15							

## 5. ACRONYMS & KEY TERMS

### 5A. ACRONYMS

AHJ	Authority Having Jurisdiction
AHN	All Health Network
AOP	Annual Fire Operating Plan
APHIS	Animal and Plant Health Inspection Service
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
BOCC	Board of County Commissioners
CDOT	Colorado Department of Transportation
CDFPD	Colorado Department of Fire Prevention & Control
CDPHE	Colorado Department of Public Health & Environment
CIAC	Colorado Information and Analysis Center
COVOAD	Colorado Voluntary Organizations Active in Disasters
CRS	Colorado Revised Statute
CSFS	Colorado State Forest Service
CSP	Colorado State Patrol
CSV	Community Service Volunteer
DCART	Douglas County Animal Response Team
DCSO	Douglas County Sheriff's Office
DCEOC	Douglas County EOC
DCEOP	Douglas County Emergency Operations Plan
DCSAR	Douglas County Search and Rescue
DERA	Designated Emergency Response Authority
DHSEM	Department of Homeland Security and Emergency Management
DMAT	Disaster Medical Assistance Team

DMORT	Disaster Mortuary Operational Response Team
DOC	Departmental Operations Center
DOJ	Department of Justice
EAS	Emergency Alert System
EOC	Emergency Operations Center
ESF	Emergency Support Function
FAC	Family Assistance Center
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
GEEERC	Governor's Expert Emergency Epidemic Response Committee
GIS	Geographic Information Systems
HAZMAT	Hazardous Materials
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IMT	Incident Management Team
IREA	Intermountain Rural Electric Association
JIC	Joint Information Center
JIS	Joint Information System
MACS	Multi-Agency Coordination System
MCI	Mass Casualty Incident
MRC	Medical Reserve Corps
NCR	North Central Region
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NRF	National Response Framework
NTSB	National Transport Security Board
NWS	National Weather Service

OEM	Office of Emergency Management
PIO	Public Information Officer
PPE	Personal Protective Equipment
SAR	Search and Rescue
SEOC	State Emergency Operations Center
SEOP	State Emergency Operations Plan
SITREP	Situation Report
TCHD	Tri-County Health Department
UDFCD	Urban Drainage and Flood Control District
VAU	Victims Assistance Unit

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## 5B. KEY TERMS

**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 manmade causes.

**Amateur Radio Emergency Services (ARES/AUXCOM):** A group of volunteer amateur radio operators who support state and local governments with amateur radio transmission support during times of emergencies.

**American Red Cross (ARC):** A volunteer organization that works closely with government at all levels in planning for and providing assistance to disaster victims. The ARC operates under a Congressional charter. All of its disaster assistance is based on verified disaster-caused need and is supported by grants from donations from the American people.

**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 Multi-Agency Coordination 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 TAP.

**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.

**Authority Having Jurisdiction (AHJ):** State and local officials have existing broad powers to address emergency situations by virtue of the statutory authorities granted to their positions.

**Bio-terrorism:** A deliberate attack on humans, animals or plants using a contagious or poisonous agent.

**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.

**Casualty:** A person injured, and needing treatment, or killed because of technological or natural disaster.

**Catastrophic incident:** A catastrophic incident is any natural or manmade incident, including terrorism, which results in extraordinary levels of mass casualties, damage or disruption severely affecting the population, infrastructure, environment, economy, national morale and/or government functions. A catastrophic event could result in sustained impacts over a prolonged period of time. almost immediately exceeds resources normally available to local, State, tribal and private sector authorities. And significantly interrupts governmental operations and emergency services to such an

extent that national security could be threatened. All catastrophic incidents are incidents of national significance.

**Civil Air Patrol (CAP):** An auxiliary of the U.S. Air Force that has volunteered to conduct various emergency services missions. These missions are mainly the use of light aircraft in Search and Rescue (SAR), Civil Defense (CD), wildfire spotting and disaster relief operations.

**Colorado Department 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 Multi-Agency Coordination Center (EOC), which DEM organizes and operates during emergencies or disasters.

**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 Voluntary Organizations Active in Disaster (COVOAD):** A group of organizations providing voluntary assistance following an emergency or disaster.

**Command Staff:** In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

**Command:** The act of directing, ordering or controlling by virtue of explicit statutory, regulatory or delegated authority.

**Continuity of Operations Plan (COOP):** (Colorado Definition) All measures that may be taken to assure the continuity of essential functions of governments during or after an emergency or disaster.

**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.



**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:** (Colorado 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.

**Douglas County Emergency Operations Center (DCEOC):** The DCEOC is the physical location where the incident management functions of Multi-Agency Coordination and Area Command are conducted. In the event of an incident such as severe weather which effects most if not all parts of the county, overall incident management may be conducted from the DCEOC. The DCEOC is also the designated coordination point for the state and federal counterparts. The DCEOC is co-located with the Douglas County E-911 center and is designed for continuous operations.

**Douglas County Emergency Operations Plan (Douglas County EOP):** Is the guidance document for responding to major emergencies and disasters within the boundaries of Douglas County, including its political subdivisions. It is consistent with the National Incident Management System (NIMS) and State and Federal plans to ensure coordination between all levels of government. The Douglas County EOP refers to the complete plan consisting of the Basic Emergency Operations Plan (sometimes referred

to as the Basic EOP), ESF Annexes, Support Annexes and the Incident Annexes. The Douglas County EOP is defined as the Local Disaster Emergency Plan as stated in Section 24-32-2107 Colorado Revised Statutes.

**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:** (Colorado 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 denotes an event that threatens to, or actually does inflict damage to people or property, exceeds the daily routine type of response, and still can be dealt with using local internal and mutual aid resources.

**Emergency Alert System (EAS):** The replacement system for the Emergency Broadcast System (EBS). This system, based on the same structure as EBS, will allow local government representatives to put out local warnings and alerts from and for their geographic areas. The EAS will also allow alerts and warnings to be broadcasted even if the participating radio station is unmanned after certain hours.

**Emergency Operations Centers (EOCs):** The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, county, city, tribal), or some combination thereof.

**Emergency Operations Plan (EOP):** The local (jurisdictional) level plan for actions to be taken by government and citizens when disaster threatens or strikes. It consists of assignment of responsibilities to agencies, coordinating instructions, staffing, essential facilities, and general operations common to most major emergencies. 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 Support Functions (ESF):** Common types of emergency assistance that are required to coordinate and support a disaster. These common types of assistance have been grouped functionally into 15 areas. County departments or agencies in partnership with the county have been assigned responsibilities for implementing these functions. Assignments are made based upon the department's or agency's statutory, programmatic or regulatory authorities and responsibilities, or areas of specific expertise.

**Evacuation:** Organized, phased and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

**Evacuees:** All persons moved or moving from disaster areas to reception areas.

**Event:** A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

**Executive Order:** A rule or order having the force of law, issued by an executive authority of a government.

**Exercise:** A practice/simulated response to a natural or technological disaster involving planning, preparation, and execution. It is carried out for the purpose of training and/or evaluation. Exercises can be described as seminars, workshops, tabletops, drills, games, functional exercises and full-scale exercises.

**Federal Emergency Management Agency (FEMA):** The federal agency responsible for the U.S. government's portion of the comprehensive emergency management program. It consists of a national office in Washington, D.C. and ten regional offices, one of which (Region VIII) is located in the Denver Federal Center in Lakewood, Colorado.

**Federal:** Of or pertaining to the Federal Government of the United States of America.

**Federal Departments and Agencies:** These executive departments are enumerated in 5 United States Code 101, together with the Department of Homeland Security. independent establishments as defined by 5 United States Code Section 104(1). government corporations as defined by 5 United States Code Section 103(1). and the United States Postal Service.

**Floodplain:** The lowland and relatively flat areas adjoining inland and coastal waters including, at a minimum, that area subject to a one percent or greater chance of flooding in any given year.

**Function:** Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics and Finance/Administration. The term function is also used when describing the activity involved, e.g., the planning function. A sixth function, Intelligence, may be established, if required, to meet incident management needs.

**General Staff:** A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

**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, 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.

**Incident:** An occurrence or event, natural or human-caused, which requires an emergency response to protect life or property. Incidents can include, for example, major disasters, emergencies, terrorist attacks, terrorist threats, wild land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

**Incident Action Plan (IAP):** An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

**Incident Command Post (ICP):** The field location at which the primary tactical-level, onscene 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.

**Integrated Public Alert & Warning System (IPAWS):** The Integrated Public Alert & Warning System (IPAWS) is FEMA's national system for local alerting that provides authenticated emergency and life-saving information to the public through mobile phones using Wireless Emergency Alerts, to radio and television via the Emergency Alert System, and on the National Oceanic and Atmospheric Administration's Weather Radio.

**Intelligence Officer:** The intelligence officer is responsible for managing internal information, intelligence and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

**Joint Information Center (JIC):** A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

**Joint Information System (JIS):** Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages. developing, recommending, and executing public information plans and strategies on behalf of the IC. advising the IC concerning public affairs issues that could affect a response effort. and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

**Jurisdiction:** A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, State, or Federal boundary lines) or functional (e.g., law enforcement, public health). Liaison Officer: A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.

**Liaison:** A form of communication for establishing and maintaining mutual understanding and cooperation.

**Locality:** Any statutory political subdivision including any county, city and county, city, or town and may include any other agency designated by law as a political subdivision of this state participating in the Douglas EOP.

**Local Government:** The elected officials of each political subdivision (counties municipalities, towns, cities, 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.

**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 by the Robert T Stafford Disaster Relief and Emergency assistance Act, a "Major disaster means 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 major disaster assistance under this Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby." For Douglas County, a major disaster will be catastrophic incident that requires a response or mitigating action to supplement local resources in protecting lives and property as determined by the Emergency Management Director.

**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 (MACS):** 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-jurisdictional Incident:** An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

**Mutual-Aid Agreement:** Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment and/or expertise in a specified manner.

**National 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 (NRF):** A plan mandated by HSPD-5 that integrates Federal domestic prevention, preparedness, response and recovery plans into one all-discipline, all-hazards plan.

**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):** That 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.

**Non-governmental Organization:** An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

**Operational Period:** The time scheduled for executing a given set of operation actions, as specified in the Incident Action 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.



**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 Plan (IAP).

**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. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

**Preparedness:** The range of deliberate, critical tasks and activities necessary to build, sustain and improve the operational capability to prevent, protect against, respond to and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private sector and nongovernmental organizations to identify threats, determine vulnerabilities and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

**Preparedness Organizations:** The groups that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

**Prevention:** Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations, heightened inspections, improved surveillance and security operations, investigations to determine the full nature and source of the threat, public health and agricultural surveillance and testing processes, immunizations, isolation, or quarantine, and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

**Private Sector:** Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations (PVO).

**Processes:** Systems of operations that incorporate standardized procedures, methodologies and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

**Public Assistance:** The Federal financial assistance provided to state and local governments or to eligible private non-profit organizations for disaster-related requirements.

**Public Information Officer (PIO):** A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

**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.

**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.

**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.

**Section:** The organizational level having responsibility for a major functional area of incident management, e.g., Operations, Planning, Logistics, Finance/Administration and Intelligence (if established). The section is organizationally situated between the branch and the Incident Command.

**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.)

**Staging Area:** Location established where resources could 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 6 U.S.C. 101(14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**State Emergency Operations Center (SEOC):** The facility, located in the city of Centennial, from which state emergency/disaster operations are coordinated.

**State Emergency Operations Plan (SEOP):** The State level plan for actions to be taken by government and citizens when disaster threatens or strikes. It consists of assignment of responsibilities to State agencies, coordinating instructions, staffing, essential facilities and general operations common to most major emergencies.

**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.

**Technical Assistance:** Support provided to State, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design and hazardous material assessments).

**Terrorism:** The term "terrorism" means any activity that involves an act that is 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, and appears to be intended to intimidate or coerce a civilian population, to influence the policy of a government by intimidation or coercion, or to affect the conduct of a government by mass destruction, assassination, or kidnapping. See 6 U.S.C. 101 (15), Homeland Security Act of 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.

**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 Unified Command, often the senior person from agencies and/or disciplines participating in the Unified Command, to establish a common set of objectives and strategies and a single TAP.

**Unit:** The organizational element having functional responsibility for a specific incident planning, logistics, or finance/administration activity.

**Urban Search and Rescue (USAR or US&R):** Urban search-and-rescue (US&R) involves the location, rescue (extrication), and initial medical stabilization of victims trapped in confined spaces. Structural collapse is most often the cause of victims being trapped, but victims may also be trapped in transportation accidents, mines and collapsed trenches.

**Volunteer:** According to Section 16 Part 742f(c) United States Code and Section 29 Part 553.101 Code of Federal Regulations, a volunteer is any individual accepted to perform services by an agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation or receipt of compensation for services performed.

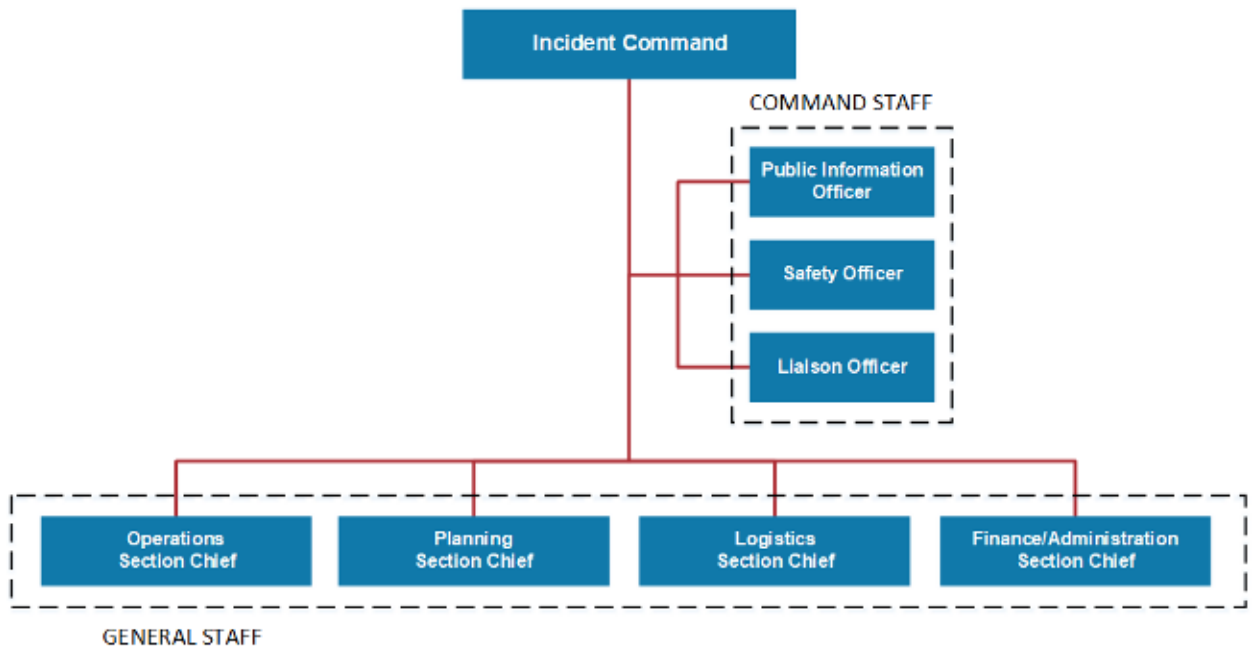
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## 5C. ICS SUMMARY

All incidents will be organized using the National Incident Management System (NIMS) and the Incident Command System (ICS). For most incidents, an Incident Command Post (ICP) is established in the field and as the incident expands and resource and coordination requirements expand, the EOC will activate to provide support to the Incident Commander (IC) at the ICP. Depending on type, location, and duration of the incident, agency jurisdiction may transfer authority for the incident pursuant to a Delegation of Authority. In many instances, the role of Douglas County will be one of support and assistance to the Authority Having Jurisdiction (AHJ) via the EOC.

ICS will be established by the first arriving units in the field. An IC assumes command of the scene and assigns positions within the ICS as the incident evolves. The basic Command and General Staff Structure is as follows:

Figure 6 – Incident Command Structure



The ICS structure may be expanded to include Branches and Divisions, as needed. An Intelligence Officer may also be added to the Command Staff. Depending upon the complexity of the incident, a written Incident Action Plan (IAP) may be necessary.

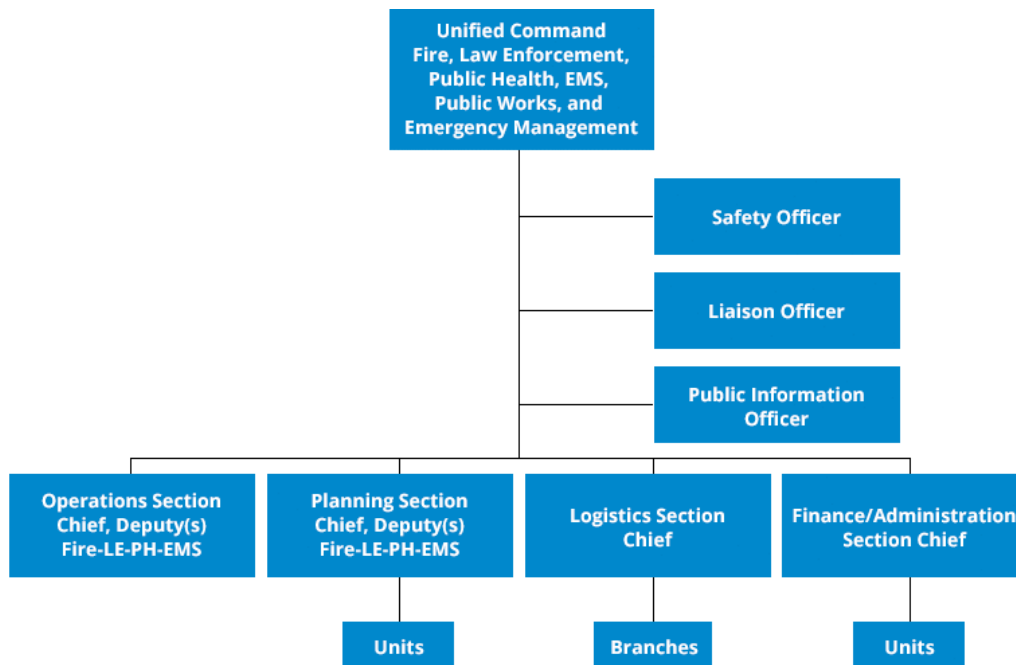
The Incident Commander is in charge of overall management of the incident and must be fully qualified to manage the incident. The Incident Commander:

- Takes policy direction from the Agency Administrator
- Designates additional ICS positions to cover specific responsibilities as the incident structure expands.

- Ensures the safety of incident responders and the public.
- Provides incident and public safety information to internal and external stakeholders.
- Establishes and maintains liaison agencies participating in the incident.
- Establishes incident objectives.
- Coordinates resource requests through the EOC when the center is activated.
- If needed, directs the development of the Incident Action Plan.

An ICS may be expanded to include a Unified Command (UC) for complex responses, which often require multi-agency coordination and resources. When it becomes necessary to establish a UC, the UC replaces the Incident Commander function and becomes an essential component of an ICS. The UC provides the organizational management tool to facilitate and coordinate the effective involvement of the various agencies; it creates the link between the organizations responding to the incident; and provides a forum for these agencies to make decision in a collaborative fashion. The UC is responsible for filling each of the major management responsibilities of the ICS referenced above. The Unified Command Structure is referenced in Figure 7, below.

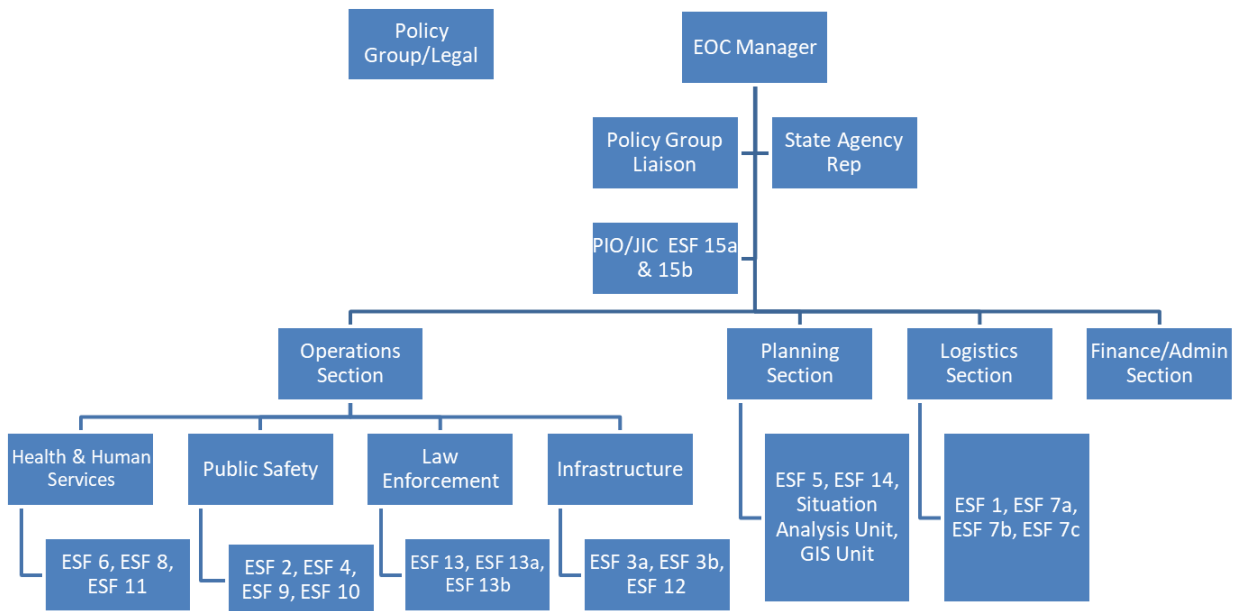
**Figure 7 – Unified Command**



## 5D. EMERGENCY OPERATIONS CENTER (EOC) ORGANIZATION

The EOC Manager has wide authority to establish and maintain a structure within the EOC that best meets the needs for coordination, support and resource management for Incident Command. In addition to supporting the IC/UC, the EOC Manager also is a provider of information to the AHJ via the Agency Administrator and/or the Policy Group. The most common EOC management structure for the Douglas County EOC is referenced in Figure 8, below.

Figure 8 – EOC Management Structure



**ESF 1 - Transportation**

**ESF 2 – IT and Communications**

**ESF 3a – Public Works**

**ESF 3b – Debris Management**

**ESF 4 – Fire Fighting**

**ESF 5 – Emergency Management**

**ESF 6 – Mass Care**

**ESF 6a – Animal Sheltering and Issues**

**ESF 7a – Logistics and Resources**

**ESF 7b – Donations Management**

**ESF 7c – Volunteer Management**

**ESF 8a – Public Health**

**ESF 8b – Mass Fatality**

**ESF 9 – Search and Rescue**

**ESF 10 – Hazardous Materials**

**ESF 11 – Environmental, Agricultural & Natural Resources**

**ESF 12 – Public Service, Utilities**

**ESF 13a – Law Enforcement**

**ESF 13b – Evacuation & Traffic Control**

**ESF 14 - Recovery**

**ESF 15 – Public Information**

**ESF 15a – Warning & Communication**



### 1. COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (CEMP) / CURRENT SUPPORTING PLANS / ANNEXES LIST

- ❖ Douglas County Emergency Operations Plan (EOP) – September 2020
  - Active Threat (Internal) Annex - 2020
  - All Hazards Evacuation, Alert & Warning Annex – July 2019
  - Cyber Security Annex – May 2019
  - Damage Assessment Annex (DA) – October 2017
  - Hazardous Materials Annex – August 2012
  - Mass Fatality Annex – August 2016
  - Public Health – 2016
  - Resource Mobilization Annex (RESMOB) – March 2019
  - Rapid Needs Assessment Operating Plan (RNA) – December 2017
  - Severe Weather Annex – February 2021
  - Terrorism Annex – July 2012
  - Wildland Fire Annex – February 2021
- ❖ Douglas County Disaster Recovery Plan – July 2019
  - Douglas County All Hazards Debris Management Plan – April 2017
- ❖ Douglas County Local Hazard Mitigation Plan (LHMP) – March 2021

## 2. FIRE DISTRICT MAP

