

Douglas County
All-Hazards
Resource Mobilization
Annex



**An Annex of the Douglas County
Comprehensive Emergency Management Plan**

3.5.19 - Version 1.0

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I. INTRODUCTION/OVERVIEW

Resource management is a primary responsibility of emergency management in Douglas County. The ability to mobilize resources in an efficient manner is contingent on the development, implementation, maintenance and exercise of a local resource management system.

The Douglas County All-Hazards Resource Mobilization Annex (Resource Mobilization Annex) introduces the basic concepts of that system and includes policies and procedures for providing and/or coordinating the provision of services, personnel, equipment and supplies to support operations associated with natural disasters, technological events and other incidents within Douglas County. This Resource Mobilization Annex describes the governmental organizations responsible for providing logistics and resources (facilities, supply/procurement, personnel, transportation, equipment, and utilities) and the elements of the private sector that normally offer commodities and services. Partnerships between Douglas County Emergency Management and the municipalities in the County provide for a county-wide emergency services program that supports the Incident Command System (ICS), the National Incident Management System (NIMS), and Emergency Support Function 7 (ESF 7)/EOC Logistics. The Resource Mobilization Annex is intended to be a model for how the county, its municipalities and special districts conduct resource management and logistics operations. The Annex describes a resource management system comprised of governance documents, resource ordering infrastructure, resource databases, and operational procedures and policies.

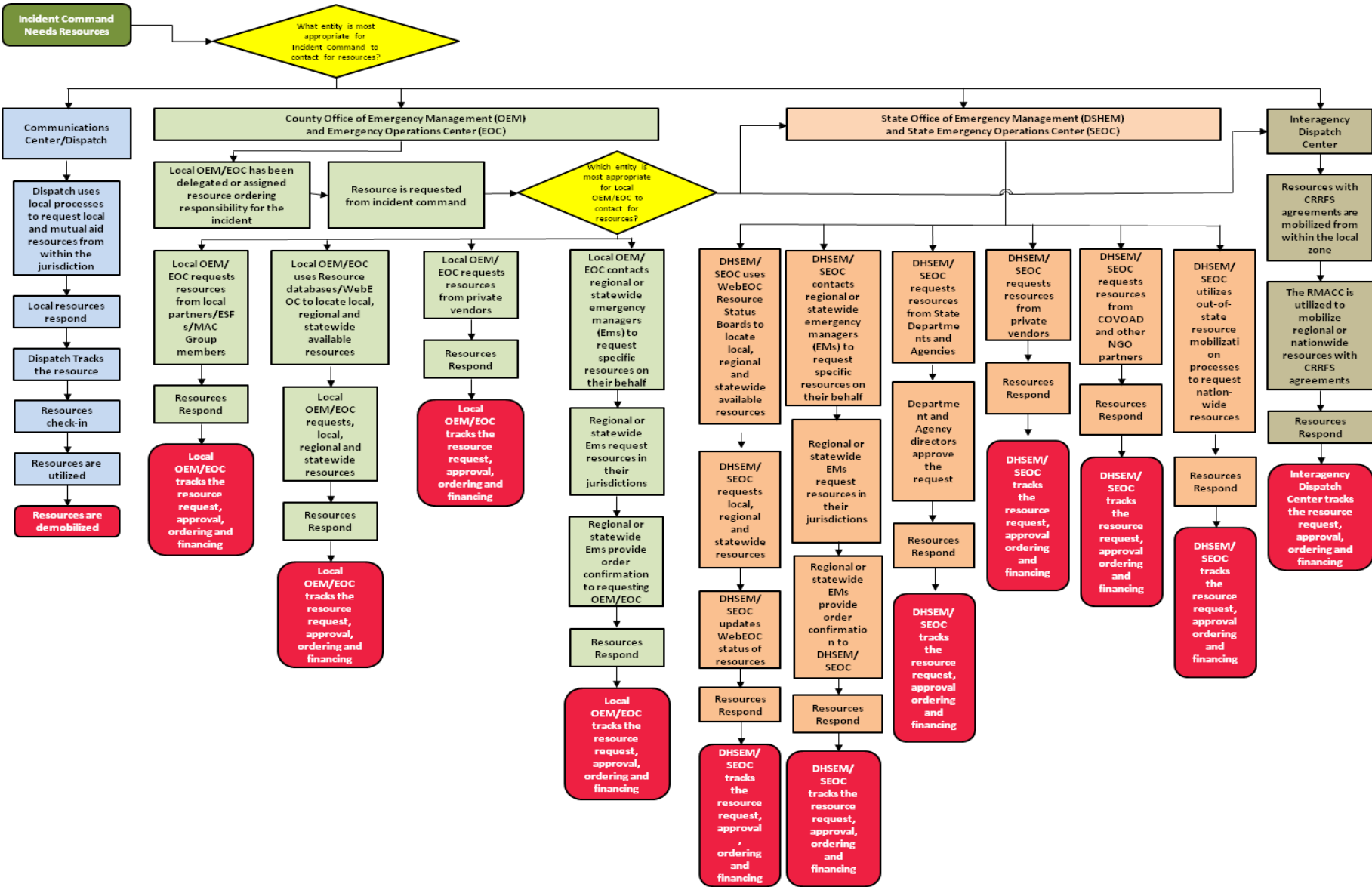
The Douglas County All-Hazards Resource Mobilization and Management Annex (Resource Mobilization Annex) defines resource mobilization practices in Douglas County and is approved as an Annex to the Douglas County Emergency Operations Plan (EOP). The Annex is a comprehensive document that is constructed based on local, regional and statewide governance. The Annex also contains the policies and procedures for mobilizing resources in Douglas County, and is designed to be used in conjunction with the EOC Resource Database and all operational policies and procedures to execute resource mobilization and management.

This plan is meant to be used as a guideline when setting up resource ordering, supply and tracking processes in the Douglas County Emergency Operations Center (EOC) during EOC activations in response to large, multijurisdictional and or complex incidents. The resource mobilization activities of this plan are executed through the EOC and the EOC Logistics Section. Smaller and or single jurisdiction incidents may not require the complexities and formality of process included in the plan. The EOC Director/Manager is responsible to assure effective processes are in place during all activations.

The Resource Mobilization Annex has referenced the state guidance as closely as possible and incorporated state systems that complement the Resource Mobilization Annex. There are systems, processes and performance measurements included in the Resource Mobilization Annex, based on a review of best practices, which are not necessarily found in the state plan.

Resource mobilization in Douglas County can best be illustrated in the following flow chart representing the local resource mobilization process. The illustration depicts the base elements of the Colorado State Resource Mobilization Annex, establishes the relationships of the base elements and shows the flow of process to utilize the Douglas County Resource Mobilization Annex.

Figure 1 – Douglas County Resource Mobilization Process



II. PURPOSE & SCOPE

Recent large incidents throughout Colorado highlight the need for a comprehensive local Resource Mobilization Annex. These incidents require resources beyond those that can be obtained through first responders in the field or mutual aid. Therefore, the Douglas County All-Hazard Resource Mobilization Annex (Resource Mobilization Annex) is an all-hazards plan that can be used to manage resources for all types of incidents, from the local special event needing one or two support items to the catastrophic incidents that can occur throughout Colorado and the nation.

The Resource Mobilization Annex is an all-hazard based plan used to outline the support, coordination and provision of resources to any incident in Douglas County, which are necessary to protect life, property, the environment, and cultural and economic resources. Certain events or incidents have been anticipated based on historical or projected threats in the Hazard Identification and Risk Analysis (HIRA). The Plan should be applied following disasters affecting Douglas County that place extraordinary demands on agencies and jurisdictions within the county and drive the need for statewide requests to status or mobilize resources. The Resource Mobilization Annex is an overview of how the county, municipalities and special districts conduct resource management and logistics operations in Douglas County. This Plan pertains to requests for resources and does not reflect the protocols for a disaster declaration.

The purpose of the Resource Mobilization Annex is to provide guidelines for all-hazard resource mobilization and management of resources within Douglas County and to assist with disaster response in the event an incident requires resources beyond those available under any existing local inter-jurisdictional or mutual aid agreements. The goals of the Resource Mobilization Annex are to (1) outline the process for how to request resources outside of the local system and how the state will manage multiple requests for scarce resources or the prioritization of multiple incidents requesting resources , (2) provide clear guidance on how to mobilize and manage resources and ordering for the period of time (2-3 days) from the initiation of the emergency to the arrival (transition/take of the incident) of a Type 2 or Type 1 Incident Management Team (IMT) and (3) support response locally for an extended period of time and/or provide logistics services to a Type 2 or Type 1 IMT in the all-hazards environment.

The management of resource support and ordering for such events can be complex and may involve many different local, state, and federal agencies. Colorado law encourages Authorities Having Jurisdiction (AHJs) to enter into interjurisdictional agreements to produce enhanced emergency response essential to protecting the

public peace, safety, health and welfare, including the lives and property of the people of the state of Colorado. C.R.S. 24-33.5-705.4(1)(b). Local agencies within Douglas County may have existing mutual aid and resource support/mobilization ordering policies and procedures. Mutual aid agreements provide for rapid assistance from neighboring jurisdictions to meet the immediate requirements of an incident requiring resources beyond those available from the local jurisdiction. Rapid intervention by mutual aid resources can secure control over an emergency incident that may otherwise continue to escalate.

All responding agencies manage people, equipment, facilities, and supplies to accomplish their tasks. This Annex is not intended to replace those local plans but is designed to connect with the local plans and with the state plan to provide a structure where resource support is required from Douglas County. However, emergencies can require more specialized resources than the responding agencies have available. The resource management function is necessary to ensure that:

- A complete picture of available resources is known to decision makers
- All available resources are used appropriately and arrive where and when they are most needed
- Additional resources can be secured for responders as their own resources are expended or damaged
- Critical resource needs of the public are met despite disruption of commerce and infrastructure
- Accountability is maintained for the jurisdiction's use of resources.

The scope of the Resource Mobilization Annex is limited to the organizations that are within the contiguous boundaries of Douglas County or a member of the Douglas County EMCG or MAC partner system. Private vendors are included within the Resource Mobilization Annex to the extent that they are identified within the resource database of the EOC Logistics Section. The Resource Mobilization Annex applies to all Douglas County agencies and entities operating under the control or direction of the Douglas County OEM during a local, regional, state or nationally declared emergency. This plan will also apply to any entity requesting assistance outside of Douglas County Government during any declared or undeclared emergency.

As presented here, resource management is a process that ranges from determining needs to finding and staging resources to meet these needs and tracking those resources through to demobilization. In practice, different jurisdictions assign parts of this process to several different organizational elements. The purpose of this Resource Mobilization Annex is to provide a clear picture of the full resource management process, including local, state, and federal processes and procedures, as well as partnerships with the private sector, non-profit and non-governmental agencies.

Objectives of the Resource Mobilization Annex:

- Provide policy directives related to resource mobilization.
- Define resource-ordering infrastructures at various governmental levels and their relationships to one another.
- Describe local organizations, resources, and the process for mobilization of resources in response to a local incident that exceeds the capabilities or capacity of local and mutual aid resources.
- Centralize resource ordering procedures and practices.
- Outline procedures and processes for the prioritization of scarce resources.
- Ensure that resources ordered on behalf of on-scene operations are approved by Incident Command, or his/her designee.
- Ensure any incident within Douglas County receives the proper equipment, supplies and qualified personnel they have requested.
- Provide a process for efficient mobilizing, tracking, allocation and demobilization of emergency resources to an incident through local, regional, state and national processes.
- Describe state and federal procedures for support to local incident needs.
- Provide a process for the documentation of resources for increased fiscal responsibility.
- Clarify funding mechanisms (and when they apply) as they pertain to fires and all-hazards (non-fire) events.
- Establish guidelines for reimbursement for eligible costs incurred as allowed by county policy, laws and state statute for resources mobilized under this annex.
- Provide an overview of reimbursements, funding, and responsible parties.

The Resource Mobilization Annex is administered by the Douglas County Office of Emergency Management (OEM).

III. SITUATION AND ASSUMPTIONS

Situation

A disaster or large-scale emergency situation can result from a natural or human-caused occurrence resulting in the loss of life or property. During such a situation, it is the responsibility of local government to protect the lives and property of its citizens. Efforts to mitigate these problems are coordinated through the Incident Command and the Emergency Operations Center (EOC). During an emergency incident, equipment, personnel and financial resources of the county may quickly be exceeded. Therefore, procedures are in place for obtaining necessary resources through on-scene Incident Command, the utilization of Mutual Aid Agreements, the Douglas County Emergency Operations Plan (EOP), the Douglas County Emergency Mass Care Workgroup, Volunteer Organizations Active in Disaster (VOAD), and state and federal disaster declarations.

Historically, Douglas County has seen emergency incidents that range from very short duration events (1-2 operational periods) to a limited number of larger events that have lasted for days or weeks. The majority of these emergency events fall into the area of grassfires or wildland fires, however historical emergency events have also included flooding, tornadoes, winter storms and other types of events. Most of these events have not severely impacted urbanized areas but the potential exists for any of these events as well as man-made or technological events to affect urbanized areas and to have long lasting impacts.

Assumptions

1. The Resource Mobilization and Management Plan will be subject to and operate under existing and emergency laws, ordinances and policies of Douglas County, the State of Colorado and the Federal Government.
2. Procedures have been established for requesting assistance and obtaining resources during an emergency.
3. A network of local response inventory resources is available.
4. The local resource inventory includes anticipated needs for all types of emergencies.
5. Resources through Douglas County Government will be readily available.
6. County government and local resources will be utilized for normal operations and events that are within county or municipal capabilities.
7. Purchase prices and contract costs for specific items have been established and are identified in the Douglas County Purchasing Department and in mutual aid agreements.
8. Events that are beyond the scope of local, county or municipal capabilities will result in mutual aid agreements with surrounding agencies and jurisdictions being activated.

9. Dispatch will be the initial ordering point for the Incident Commander (IC) until, or unless, an Incident Command Post (ICP) is established and/or the EOC is activated and accepts a delegation of resource ordering from Dispatch.
10. A Local Disaster Declaration may be declared when it is determined that local capabilities have been, or will be, exceeded. This will help to facilitate State and Federal assistance and to release local funds.
11. Large scale, long lasting or widespread events may require the use of Regional, State or Federal aid.

IV. AUTHORITIES

This document is an Annex to the Emergency Operations Plan (EOP) (R-016-096) as part of the Douglas County Comprehensive Emergency Management Plan or CEMP (C.R.S. 24-33.5-707(8)). The authority for this Resource Mobilization and Management Annex is established within various structures of government, non-governmental and private sector organizations. Charters, resolutions, codes and ordinances and agency executive officers directly apply the authority given to Douglas County entities to participate in this Annex, legally mobilize resources and agree to reimbursement practices. The authorities having jurisdiction over resource mobilization include:

- Douglas County Office of Emergency Management
- Douglas County Board of County Commissioners and County Manager
- Douglas County Sheriff's Office
- Douglas County Fire Chiefs
- Municipal Councils and Mayors
- Municipal Emergency Managers
- Special District executives and Boards of Directors within Douglas County
- Colorado State Governor's Office
- Colorado Department of Public Safety, Division of Homeland Security and Emergency Management, Office of Emergency Management
- Colorado Department of Public Safety, Division of Fire Prevention and Control

V. CONCEPT OF OPERATIONS

It is the responsibility of local government to protect the lives and property of its local citizens (C.R.S. 214-33.5-707). At the time of a disaster or large-scale emergency, the Douglas County EOC will be activated to support the local incident as well as to provide consequence management for the county as a whole. The Logistics Section within the EOC will be established to determine the availability of essential resources in Douglas County and recommend priorities for the use of scarce supplies and materials needed to maintain the best welfare of the population in coordination with Incident Command.

The Logistics Section may include department heads and non-governmental officials or their designee that ordinarily control or furnish such resources or services that will be needed. Specialists in specific resource functions will be utilized to carry out certain functions (i.e., county procurement may be designated to lead the Procurement Unit if it is activated). The makeup of the Team will vary based on the type and scope of the emergency or disaster. The EOC Logistics Section Chief may appoint a deputy to help with the most critical supply efforts. Plans and duties in these areas are found in the Organization, Roles and Responsibilities section of this Annex.

Annex Activation

This Annex is activated by the OEM Director or his/her designee, as required, upon identification of a planned event or an active or imminent emergency incident. The coordination of resources and logistical support to response and recovery operations is a core function of the EOC.

A disaster through its nature or severity may automatically initiate activation of this Annex. Activation may be in support of a county level emergency, a local jurisdiction's EOC, in support of the State Emergency Operations Center, or any other incident/mission requiring resource support from Douglas County.

Phases of Management

- Preparedness
 - Preparedness is initiated through cooperation and participation of multiple emergency management partners throughout Douglas County and the surrounding region, including municipalities, special districts, school districts, universities and colleges, health facilities, and county personnel. The North Central All-Hazards Region, consisting of the 10 counties comprising the Denver Metro Area, and the State of Colorado provide pre-incident support and

coordination for incidents exceeding the capacity of Douglas County through mutual aid and intergovernmental agreements.

- Resource management preparedness activities include:
 - Creation and maintenance of an inventory listing of all county and mutual aid resources.
 - Establishment of pre-event contracts.
 - Planning resources and services to be provided in an emergency.
 - Establishment of mutual aid agreements for the coordination of resources – manpower, equipment, supplies, etc.
 - Coordination of planning activities and the development of resource management processes through the Douglas County EOC.
 - Establishment of purchase prices and contract costs for specific items and services through county purchasing guidelines and pre-existing contract.
 - Planning and training adequate personnel for the management and maximum utilization of resources provided by the following units of government:
 - Sheriff/Police Departments
 - County Fleet and Facilities
 - Public Works, Road and Bridge, and Engineering
 - Human Resources Department
 - Fire Departments (Rural and Urban)
 - County/Municipal Health Departments
 - Pre-Hospital Providers (EMS) and Hospitals
 - School District
 - Public Utilities
 - Development of procedures for emergency purchasing of equipment, supplies, etc.
 - Establishment of procedures and guidelines for volunteers and donations management.
 - Development of procedures for the restoration of vital services such as utilities.
 - Maintaining current listings of point of contact names and contact numbers of resources throughout Douglas County and the surrounding area.
 - Identification of emergency resources and sources for requesting assistance.
 - Coordinate resources with other agencies and volunteers in order to maintain adequate resources.
 - Update all emergency plans and procedures to ensure accurate information.

- Identification of facilities in the county that can be used at the county's discretion.

- Response
 - Resource and logistic response will be prioritized and accomplished under the direction of the EOC Director/Manager in support of the EOP. Information from on-scene Incident Commanders will be used to prioritize multiple requests. Resource requests will be met dependent on the needs of the incident(s) and the responding entities available or anticipated resource requirements. If the event exceeds the resources available at the local level, the EOC Director/Manager should coordinate requests for additional out-of-area resources with Pueblo Interagency Dispatch at 719-533-1600 or their Colorado Department of Homeland Security and Emergency Management (DHSEM) Regional Field Manager and the SEOC via the emergency line at (303) 279-8855 or via the State WebEOC Resource Ordering System. Resource management response activities include:
 - Notification of incident needs and EOC Activation.
 - Activation of the EOP and Resource Annex.
 - Conducting a needs assessment:
 - What is needed and why, as specifically as possible (since a different item might work as well or better and be readily available)
 - How much is needed?
 - Who needs it?
 - Where it is needed?
 - When it is needed?
 - Assess current plans, procedures and inventory and make needed adjustments identified in the needs assessment.
 - Establishing staging areas for internal and external response personnel, equipment, supplies and commodities if needed or required by on-scene Incident Command.
 - Prioritization of scarce resources.
 - Obtaining supplies, equipment and resources as needed to successfully manage the incident or series of incidents.
 - Soliciting donations.
 - Financial Accountability – Finance Section Chief should keep the EOC Manager and EOC Logistics Section aware of:

- Authorized Budget
 - Ability to secure access for additional funding as necessary and feasible
- Legal Accountability – The Policy Group legal representative should keep the EOC Manager aware of:
 - Legal Obligations
 - Special powers granted by law to expedite tasks and resource management
- Activation and operation of key facilities:
 - Donations Facilities: Warehouse, Distribution and Receiving areas
 - Checkpoints
 - Disaster Recovery Centers
- Traffic Control:
 - High priority resources should be dispatched quickly
 - Hauling/Transportation
 - Assistance may be needed to suppliers to transport procurements and donations
- Reporting and Coordination:
 - EOC to notify checkpoints and other facilities of incoming resources, when they are expected and their priority designation
 - Checkpoints and other facilities are to provide regular reports on resources passing through to the EOC
 - Distribution personnel will use this information to track location of resources and timeliness of deliveries
- Identification of resource distribution Centers.
- Coordination of services with county departments and local municipalities.
- Requesting activation of emergency purchasing processes.
- Making available a list of sources to provide materials, equipment, and other resources during emergencies.
- Coordinating local efforts with other agencies.
- Keeping records and tracking all services, personnel, equipment, supplies and other resources needed during and emergency.
- Requesting additional assistance from the North Central All-Hazards Region and/or the State of Colorado, when applicable.

- Deployment and Distribution of Equipment
 - During emergencies that do not require the activation of the EOC, resources and equipment are deployed by the on-scene Incident Commander or the Office of Emergency Management.
 - During emergencies that do require EOC activation, equipment may be deployed by the EOC Manager, Emergency Support Functions (ESFs), or the Logistics Chief at the request of a Douglas County agency or entity (local jurisdiction and first responder agencies) in coordination with the Incident Command. All resources supplies and equipment must be accounted for through one of the following:
 - Telephone updates or resource orders from on-scene Incident Command.
 - Dispatch or Interagency Dispatch.
 - Request for Assistance Form (RFA) and/or 213RR forms scanned, faxed, or hand delivered.
 - Resource request tracking through the Trello EOC System or WebEOC.
- Recovery
 - Requests for equipment to facilitate or expedite recovery operations will be prioritized and provided under the direction of the EOC Manager and/or Logistics Chief. Request for recovery equipment or resources will be processed in exactly the same way as response requests until the EOC is deactivated or the Recovery Plan is activated.
 - Resource management recovery activities include:
 - Assessing the short and long-term needs of disaster survivors, responders and others affected by the incident.
 - Assessing the impact of the emergency on the available resource needs.
 - Recording resource needs and available supplies.
 - Conducting a needs assessment with all response agencies, local officials and the Finance Department to identify all resources used during an emergency – available resources and needed resources.
 - Replacing used inventories to maintain the county inventory list.
 - Returning loaned equipment.
 - Deactivating facilities and staff used for resource management.

- Financial reconciliation:
 - Estimating cost to provide additional resources.
 - Reimbursement or compensation to owners of private property.
 - Compile appropriate reports that may address financial liability for any assistance received under local, state or federal declaration.
- Revising county inventory to include identified additional resources that may need to be maintained on a continuous basis.

- Demobilization
 - Demobilization of equipment will follow a systematic review of all resource requests. Daily demobilization reviews of resources and equipment begins at the time of resource deployment. A daily accounting of deployed equipment and its current need and status will be conducted by the Logistics Section Chief or designee at either the ICP or the EOC to ensure timely off-hire of equipment is accomplished.
 - At the close of the mission or incident, a thorough review of resources used will be conducted to ensure all equipment is accounted for, off-hired, stocks are replenished and that re-fueling, repair and maintenance are accomplished. IT will be a priority that all resources are returned to ready response condition as soon as possible and reflected in the appropriate resource forms and databases.

VI. ORGANIZATION, ROLES & RESPONSIBILITIES

Organization

The day-to-day operations of the Douglas County OEM provides planning and personnel training to obtain the maximum use of available resources and materials in the event an emergency should arise. During an emergency the OEM will operate, coordinate and identify essential resources to be rendered through the Douglas County EOC via the EOC Logistics Section in accordance with the procedures and processes outline in this Annex.

The structure of the EOC Logistics Section can be expanded or reduced easily as the size and scope of emergency changes. It is coordinated with on-scene Logistics personnel as part of the Incident Command System.

Roles & Responsibilities

The following describes the overarching roles and responsibilities of county, municipal, state, federal, non-governmental and volunteer organizations.

Governmental Entities

1. Douglas County Government

- Provide overall direction and control through the Director of the Office of Emergency Management (OEM).
- Issue State of Emergency or Disaster Declarations as recommended by the Director of OEM.
- Request assistance from and through the state when it necessary or desirable to protect the public health, safety, or welfare.
- Establish policy and procedures for tracking disaster operations, overtime and other associated costs.
- Establish mutual aid agreements, memoranda of understanding, contracts and other relationships, if indicated, to maintain departmental emergency activities.
- Develop a localized Resource Mobilization and Management Annex (Resource Mobilization Annex) to the Emergency Operations Plan (EOP) that supports and is supported by the State Resource Mobilization Annex.
- Activate the Resource Mobilization Annex as needed to provide support to incidents within and involving Douglas County.
- Provide provisions for the support of local municipalities, unincorporated portions of the county, public shelters (general population and medical), critical facilities, county staging areas and County Points of Distribution (PODS).
- Develop the capability to provide resources such as emergency power, pumping, material handling equipment, food, water, and medical supplies, as well as all other necessary resources.
- Address how to collaborate with and support response and recovery activities and agencies as required including government, civil organizations and voluntary agencies (e.g. The American Red Cross and The Salvation Army).
- Develop procedures to assist in the logistical management of shelters, County Points of Distribution (PODs), critical facilities (hospitals, fire, and police/sheriff stations etc.), life support (dialysis centers, nursing homes, Adult Living Facilities, homebound elderly), and other critical sites in each county.

2. Municipal Governments

- Maintain logistics plans with the county for the use of municipal resources and facilities for logistic operations.
- Provide provisions for the support of municipal public shelters, critical facilities, county staging areas and Points of Distribution (PODs).
- Develop the capability to provide resources such as emergency power, pumping, material handling equipment, food, water and medical supplies, as well as all other necessary resources.

3. State Government

- Maintain a Logistics Section at the state level that involves the necessary state agencies that can coordinate and provide logistical resource to government agencies.
- Provide the necessary resources to meet all the support needs of the incident, including ordering resources through appropriate procurement authorities.
- Maintain the capability to expand the state logistics functions under the Incident Management System in order to meet any size of emergency.
- Develop plans for the interface of Federal logistics support and supplies.
- Maintain a viable communications network capable of supporting logistical field operations.
- Manage the process of planning, preparing, implementing, and evaluating all logistical functions that support the State Emergency Operations Center during activation.
- Provide logistical and resource support to other organizations through purchasing, contracting, renting, and leasing supplies. The SEOC is the primary state facility for this function through ESF 7.
- Provide military resources to support logistical, medical, transportation, and security services.
- Maintain current contracts with the Colorado business community, and other vendors who can supply resources and commodities during an emergency.

4. Federal Government

- Provide federal assistance as directed by the President of the United States under the coordination of the United States Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA) and in accordance with the National Response Framework.
- Identify and coordinate provision of assistance under other federal statutory authorities.
- As appropriate, coordinate with the Colorado SEOC Logistics Section, including those resources

arriving under the federal first-in teams, and Federal Emergency Response Teams – Advance.

- Support the state through a cooperative and communicative effort.
- Provide commodities and needed resources to state Logistical Staging Areas, in cooperation with the state Logistics Section.
- Interact with the state on logistics matters of mutual concern.
- When requested, assist in aligning transportation assets, to include military aircraft, vehicles, and other federal assets, to support state logistic operations.

Non-Governmental Entities

1. Private Sector

- Interact with the Douglas County EOC Logistics Section on the provision of private-based commodities and equipment needed to respond to or recover from an emergency.
- Develop Memorandums of Understanding or Agreements (MOU/MOA) with Douglas County on assistance that can be provided in responding to or recovering from an emergency. This includes, but is not limited to agreements with Home Depot, Lowes, Wal-Mart, PetSmart and other major companies offering to provide assistance in emergencies.
- Provide logistical support, when applicable, to assist the Logistics Section with distribution, transportation, or the overall management of logistical activities.
- Coordinate with government agencies to ensure a broad and comprehensive coverage of assistance and relief during emergencies.
- Provide and coordinate relief not provided by government on a complementary and supplementary basis.

2. Non-Government and Volunteer Agencies

- Coordinate with Douglas County to ensure a broad and comprehensive coverage of assistance and relief during emergencies.
- Provide and coordinate relief not provided by government on a complementary and supplementary basis.
- Develop Mutual Aid Agreements and Memorandums of Understanding of duties and areas of responsibilities to be performed during an emergency.
- Provide assistance in distributing commodities at County Staging Areas and Points of Distribution.
- Provide assistance in the receipt and warehousing of commodities, as appropriate.

- Coordinate activities through the Douglas County Emergency Mass Care Working Group (EMCWG).

Communications/Dispatch Center(s)

1. Communications/Dispatch Center(s)

- Order resources upon request from the Incident Commander when neither the Incident Management Team nor EOC has been activated and has assumed those duties.
- Maintain a list of resources requested through Dispatch by the Incident Commander or the Incident Management Team (IMT) to include standard FEMA “Type” and “Kind” information for resource requests.
- Pass complete resource request information to the EOC Manager/Logistics Section Chief during the Delegation of Resource Ordering from Dispatch to the EOC.
- Communicate with other Communications Centers as needed.

Emergency Operations Center/Logistics Section Responsibilities

1. EOC Director/Manager or designee

- Coordinate disaster planning and operations with the community’s emergency response organizations, public utilities, welfare agencies, adjacent jurisdiction emergency management, and the Colorado Division of Homeland Security and Emergency Management.
- Activate the EOC upon perceived need such as:
 - The need for multiple resource ordering becomes apparent.
 - The number of agencies or the scale of the event needs overhead support for multiple requirements.
 - Coordination is needed between local, State or Federal Response.
- Activate the necessary staff to support field operations.
- Provide resource ordering and tracking upon activation and staffing of the EOC after a delegation of Resource Ordering from Dispatch and coordination with the Incident Command.
- Support operations with resources, information and planning.
- Oversee consequence management of issues or resources not covered by Incident Command or the IMT.
- Plan for the next operational period.

2. Situation Unit

- Reports to the EOC upon notification of activation.
- Review, route and track information requests made to the EOC.
- Provide a constant “Snapshot in time” of information and status to all involved in the EOC.
- Follow-up with ESFs and Logistics personnel on pending information requests to ensure all requests get processed in a timely fashion.
- Report trends that develop in information and resource request to the EOC Manager in order to better plan and prepare for needs.
- Present information at briefings as required.
- Prepare and distribute EOC Situation Reports as required.

3. Logistics Section Chief

- Reports to the EOC upon notification of activation.
- Activate appropriate members of the Logistics Section based on the size and type of incident.
- Direct and supervise the activities of the Logistics Section.
- Review, route and track resource requests made to the EOC.
- Coordinate with the EOC Manager or designee and key organizational representatives in the EOC regarding needs and priorities.
- Direct Logistics Section personnel to follow up with ESFs on pending requests to ensure all requests get processed in a timely fashion.
- Report trends that develop in resource requests to the EOC Manager or designee in order to better plan and prepare for needs.
- Monitor potential resource shortages in the county and advise the EOC Manager or designee on the need for action.
- Identify facilities and sites that may be used to store needed resources and donations.
- Determine the need for and direct activation of facilities necessary for the coordinated reception, storage and physical distribution of resources.
- Arrange for work space and other support needs for Logistics Section personnel.
- Contribute information to daily Situation Reports as required.

4. Procurement

- Activated to support Logistics functions in the EOC.
- Report to the EOC or other location specified by the Logistics Section Chief.
- Handle unsolicited bids.
- Manage pre-existing contracts and determine whether local vendors and agreements will fill needs.
- Determine appropriate means for satisfying requests with concurrence of the Logistics Section Chief.
- Undertake ad hoc procurement as requested by the EOC Manager or Logistics Section Chief.
- Use database and/or resource listings to fill requests through prearranged supply channels.
- Provide oversight and coordination over all procurement activities.
- Notify the Logistics Section Chief, mutual aid partners, support agencies, volunteer organizations, etc. that the county may need to activate agreements and confirm availability of resources.
- Seek to procure resources not available through prearranged channels when directed by the Logistics Section Chief.

5. Donations Coordination

- Report to the EOC or other location specified by the EOC Manager or Logistics Chief.
- Activate the Donations Management Annex and work in coordination with Seventh Day Adventists donation management team, the Douglas County Mass Care Working Group and the COVOAD.
- Develop and implement a system for receiving, safeguarding, tracking, and distributing gift cards and cash equivalent cards.
- Match and coordinate donated goods and services to the needs of the public.
- Disseminate information to the public through the EOC Public Information Officer (PIO)/ESF 15 to ensure that offers are not inappropriate to the needs.
- Make special requests for donations as directed by the EOC.
- Ensure that the Logistics Section Chief is aware of the needs and “unmet needs” list and that the physical distribution efforts are coordinated with the Facilities Unit.

6. Volunteer Coordination

- Report to the EOC or other location specified by the EOC Manager or Logistics Chief.
- Volunteers are accounted for at the EOC, deployed upon demand of the incident and or event, and are demobilized and tracked by the ESF 7b Desk - Volunteer Coordination desk at the EOC.

7. Finance Section Chief

- Report to the EOC or other location specified by the EOC Manager.
- Oversee the financial aspects of meeting resource requests, including record-keeping, budgeting for procurement, documentation for cost recovery and transportation.

VII. DIRECTION, CONTROL & COORDINATION

Direction

The Logistics Section follows ICS standards and chain of command. The Logistics Section operates under the direction of the EOC Manager in support of field operations and the EOC Operations Section. All resources are acquired with the purpose to respond and mitigate the impact of an emergency event. All resources necessary to support both the the field operations and the EOC will be ordered through the Logistics Section.

In the event state assistance is required, the EOC Director/Manager or his/her designee will interface directly with the representatives of the Colorado Division of Homeland Security and Emergency Management (DHSEM). If the State determines that the span-of-control needs to be broadened, they will contact FEMA to ensure coordination between federal and state agency representatives and to anticipate any needs or conflicts in the response or recovery phases as they progress through the event.

Control

When an emergency or disaster has occurred or is imminent, the Board of County Commissioners may issue a Declaration of Emergency activating the response, recovery and mitigation aspects of the Douglas County Comprehensive Emergency Management Plan (CEMP). The Office of Emergency Management (OEM) is responsible for the provision of assistance, as well as routine management and operation of the Emergency Operation Center (EOC). Douglas County OEM, the EOC Director/Manager, in conjunction with OEM Logistics, will be responsible for coordination, acquisition, distribution, and management of resources and supplies in coordination with Incident Command. Mission assignments and mutual aid assistance are tracked in the EOC through the Logistics Section and its Branches/Units. The major responsibility is to identify available sources from which needed resources can be obtained during an emergency situation.

All resources necessary to support both field operations and the EOC will be ordered through the Logistics Section. The Logistics Section will use the 123RR form (no resource request should be met without the requestor providing a Request for Assistance (RFA) or an ICS-213RR) in either the Trello EOC system or in WebEOC. The

systems reference will be used to order, track, account for and demobilize resources in a timely fashion.

Coordination

All resource requests requiring a cost expenditure beyond the available inventory will be coordinated with and approved by the EOC Manager, the Operations Section Chief and the Finance Section Chief. Requests involving mutual aid and or the support of state or federal assistance will be authorized by the EOC Manager.

Incident Management Teams

An all-hazard Incident Management Team (IMT) consists of personnel from appropriate disciplines (fire, rescue, emergency medical, hazardous materials, law enforcement and public health) who are trained to perform the functions of the Command and General Staff in the Incident Command System. These functions include Command, Operations, Planning, Logistics, and Administration/Finance, as well as Safety, Public Information, and Liaison. Members of the initial responding departments often fill these functions; however, the size, complexity, or duration of an incident may indicate the need for an IMT to support them.

There are several types of IMTs. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining the “Type”, or level, of an IMT. For the purposes of this Annex, Douglas County may work with the following Types of IMTs:

- **Type 4: Municipal, County or Fire District Level** – a designated team of fire, EMS, law enforcement and trained civilians from a larger and generally more populated area, typically within a single jurisdiction (municipal or county), activated when necessary to manage a major or complex incident during the first 6-12 hours and possibly transition to a Type 3 IMT.
- **Type 3: Regional Area or State Level** – a standing team of trained personnel from different departments, organizations, agencies, and jurisdictions within Colorado, activated to support incident management at incidents that extend beyond one operational period. Type 3 IMTs will respond throughout the state or large portions of the state, depending upon state-specific laws, policies, and regulations;
- **Type 2: National and State Level** – a federally or state-certified team; has less training, staffing and experience than Type 1 IMTs, and is typically used on smaller scale national or state incidents. There are 35 Type 2 IMTs currently in existence; they operate through interagency cooperation of federal, state and local emergency management agencies.
- **Type 1: National and State Level** – a federally or state-certified team; is the most robust IMT

with the most training and experience. Sixteen Type 1 IMTs are now in existence, and operate through interagency cooperation of federal, state and local emergency management agencies.

In Colorado, Type 3 IMTs are formed through local cadres, designated teams or through the Colorado State Emergency Resources Mobilization Program, IMT Subcommittee. Type 3 IMTs do not replace local emergency managers and Incident Commanders, but they assist under a Delegation of Authority Agreement. The purpose of the Delegation of Authority is for the IMT to manage the incident from objectives provided by the Authority Having Jurisdiction (AHJ). Control and management of the incident will be in accordance with prescribed instructions and limitations the AHJ establishes.

All IMTs working in Douglas County under a Delegation of Authority must funnel all resource requests through Incident Command, Douglas Regional Dispatch or the Douglas EOC on-all hazard events where Douglas County is the AHJ. On wildfire events where Douglas County is the delegated authority, rules for resource mobilization and reimbursement apply as outlined in this annex.

Complexity Analysis

Complexity of incidents can vary. This may be due to the scope of the incident and/or the number of responding resources. Teams responding to an incident must analyze complexity to insure safety of residents, visitors, and responding personnel. This analysis can also help justify the number of resources needed for response.

Past history has indicated that incidents in Colorado infrequently reach a level sufficient for a Stafford Act (Presidential) declaration; therefore, it is assumed that the Douglas County IMT, another Type 4 IMT, or local/State Type 3 IMTs will manage the majority of large incidents. It is possible that these IMTs will manage an incident so complex that it goes beyond the scope of their training and capability. The analysis is intended to help teams recognize levels of complexity in order to react proactively and avoid serious consequences. The intent is to justify additional resources to be ordered by the team. It will also assist the EOC in justification of a disaster declaration and the request for state-level support. A copy of the DHSEM All-Hazard Complexity Analysis form can be found in **Appendix H: All-Hazard Complexity Analysis Form**.

Unified Coordination System

The function of unified coordination has shown to be most effective when it takes place in a preplanned and organized Unified Coordination System (UCS). While ad-hoc arrangements among agencies and jurisdictions can be made to work, it is more effective to establish UCS procedures in advance.

A Unified Coordination System is a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordination of assisting agency resources and for providing support to emergency operations. Unified Coordination Systems are comprised of EOCs and coordination entities or groups.

Unified Coordination System Functions:

- Evaluate new incidents and prioritize (life threatening situation, real property threatened, high damage potential, incident complexity)
- Ensure resource situation status is current, ensure a common operating picture
- Determine specific agency resource requirements and resource availability
- Allocate scarce resources to incidents based on priorities
- Anticipate future agency/regional resource needs
- Communicate “decisions” back to agencies/incidents
- Review policies/agreements for resource allocations
- Review need for other agencies or jurisdictions involvement in the coordination system

Initially the Incident Command/Unified Command may be able to provide all needed coordination at the scene. However, as the incident grows in size and complexity, off-site support and coordination may be required.

Resource ordering in Colorado follows along a continuum of processes. Initial resources are ordered through established dispatch centers throughout communities across the state. As the resources available to these dispatch centers are used up, centers will call mutual aid centers for additional resources. When the resource requirement goes beyond what is available through dispatch centers and mutual aid the need for expanded resource management arises. As an incident grows and staff is added, resource ordering may transition from dispatch to a Logistics Section or incident management staff position as necessary. This can be done at the ICP or at the EOC depending upon local agreement and process.

When it is determined that all local resources have been or will be exhausted, and the County Emergency Manager may be unable to fill resource requests through local systems, the Policy Group/MACs is notified and begins prioritizing needs based on local policy and incident complexity. This is often accomplished within the local EOC but can be at another location as well. It is important for all entities within the County to work together to determine needs, gaps and priorities. At this point, and if it has not occurred already, the State OEM

Field Manager and State Fire Management Officer (for wildland fires) should be notified and may respond to offer technical assistance.

Roles/Responsibilities:

- Local governments will utilize available resources within their jurisdiction
- Local minimum response capability needs to be maintained for other incidents that might arise
- Implementation of the processes in the Resource Annex can be used for to back-fill positions assigned to the incident or to maintain system status for day-to-day incidents and emergencies

Colorado is divided into nine all-hazard emergency management regions. Each region has an assigned Field Manager through the Colorado Division of Homeland Security and Emergency Management (DHSEM). The Field Manager is responsible for coordinating efforts within their region to support local Incident Command in cooperation with the local Emergency Operations Centers, Emergency Managers, and the State Emergency Operation Center (SEOC), by assisting with the identification and deployment of resources. This involves bringing the decision makes from the affected and assisting jurisdictions together with available partners and state agencies to discuss regional coordination issues and facilitate resource prioritization. The primary contact to facilitate this coordination will be the Field Managers and the local emergency managers. Additionally, state agencies will be included as necessary to provide the appropriate coordination and resource allocation. It will be up to the local emergency managers to invite other members of the community to the coordination meetings/calls as necessary to make decisions and prioritize resources.

If the event exceeds the resources available at the local level, the emergency manager should coordinate requests for additional out-of-area resources with the Regional Field Manager and the SEOC. The Field Manager, through the SEOC, may request additional local or state agency personnel for coordination in response to requests from local EOCs (i.e. Colorado Department of Transportation local and regional operations personnel or Colorado State Patrol Captains). All resource tasking will be performed in coordination with local EOCs using the SEOC's Resource Management System.

The Field Manager will coordinate with the local emergency managers to determine which agencies and entities should be involved in the coordination of meetings/calls for the incident(s). This may include:

- State agencies
- Non-profit/non-governmental agencies

- Volunteer groups and partners
- Private sector partners
- Primary first response disciplines
- Other regional disciplines or entities

Upon activation, the SEOC also operates as a state-level Unified Coordination Center called a Multi-Agency Coordination Center (MACC). This is accomplished in many ways. Primarily, the SEOC involves entities from across the state, including state agencies, non-profits, non-governmental organizations, and the private sector. Each of these entities works within the 15 Emergency Support Functions (ESFs) outline in the SEOC policies and procedures. During any given incident, multi-agency coordination occurs within the SEOC to ensure adequate support to local jurisdictions.

The following is a graphical representation of how multi-agency coordination (Unified Coordination) works from the incident scene all the way up to the various coordination centers and groups.

Figure 2 – Local Policy Group/MACs Process

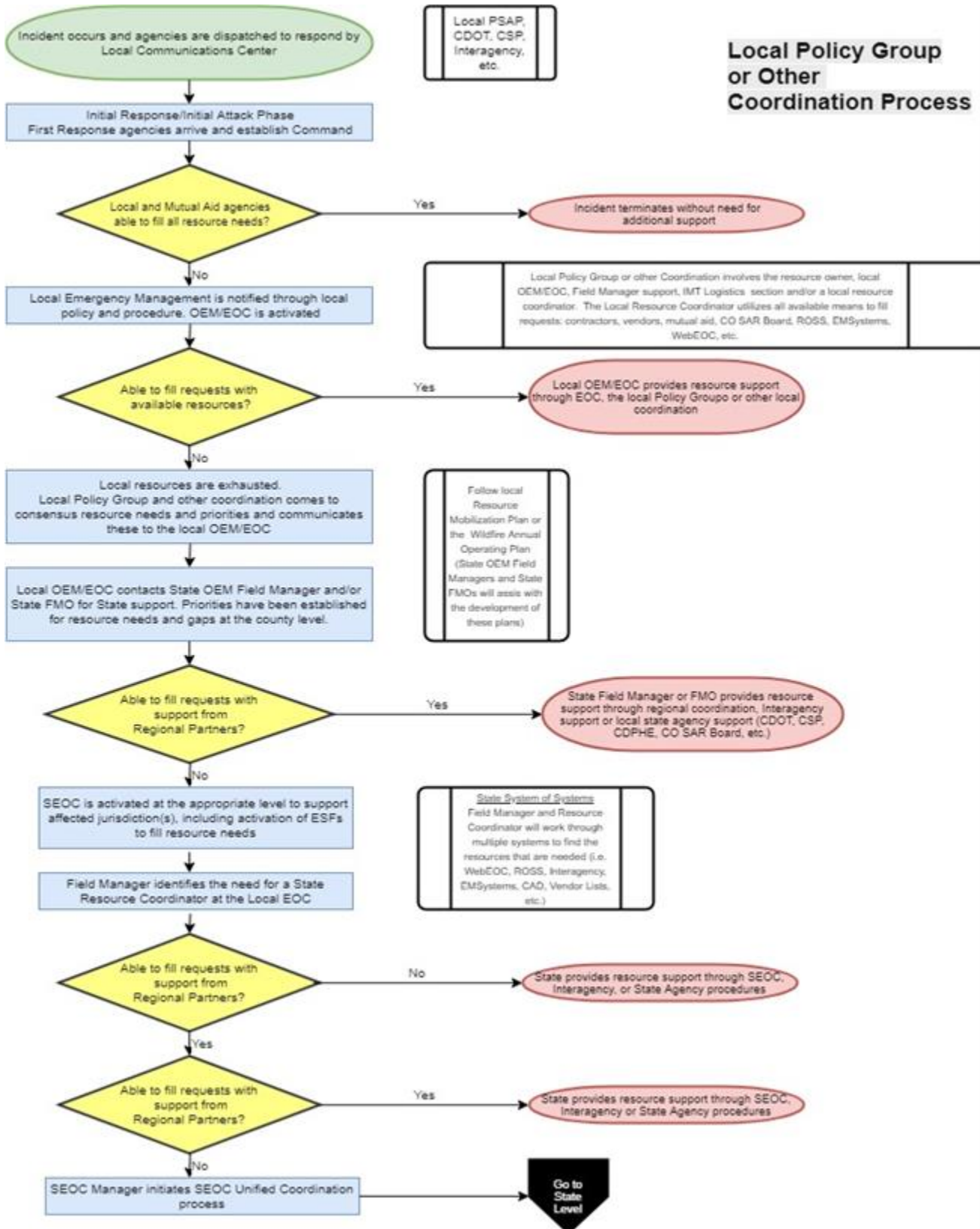
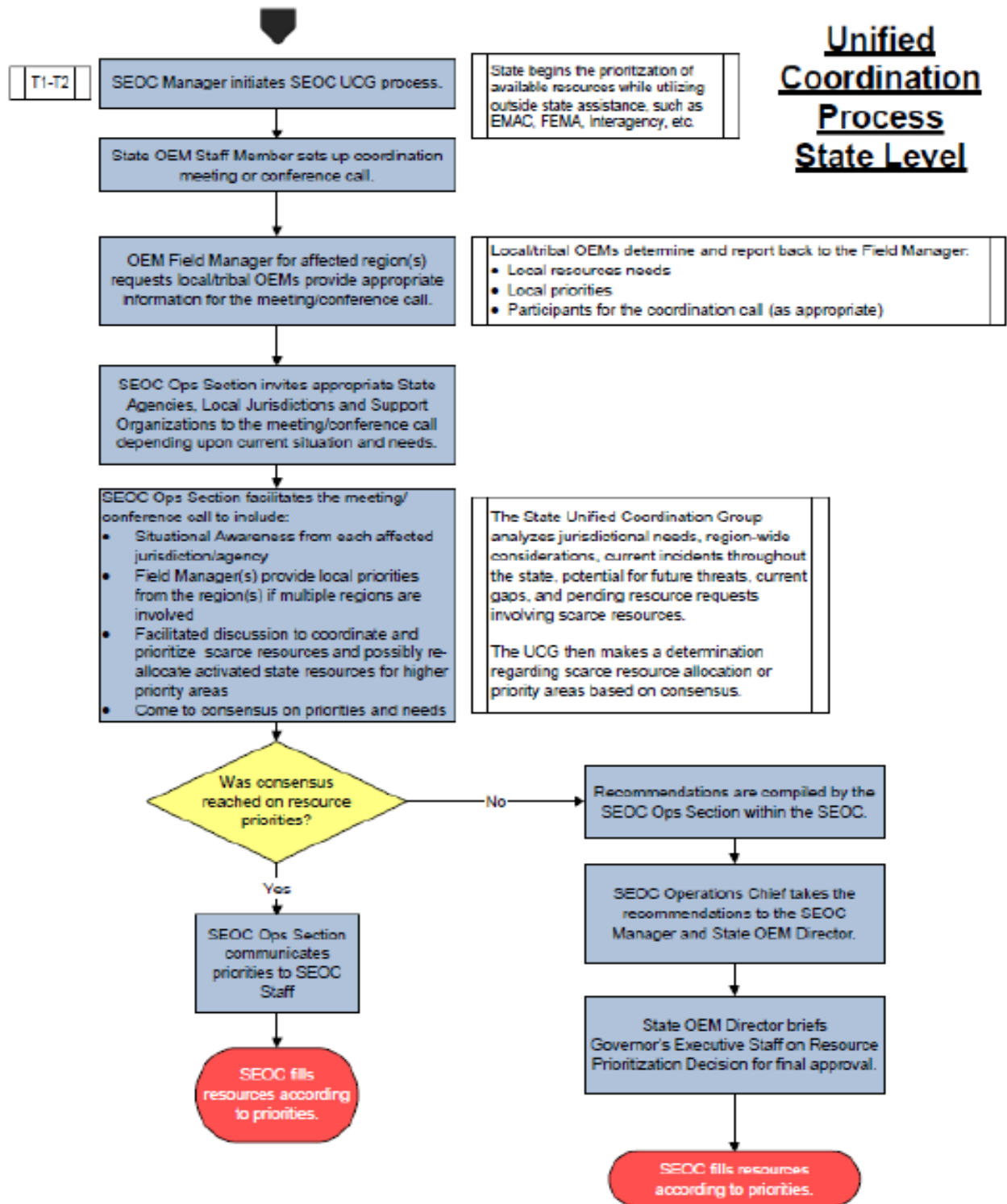


Figure 3 – State Level Unified Coordination Process



VIII. INFORMATION, COLLECTION & DISSEMINATION

Information Collection

All pertinent information during and EOC Activation relative to resource acquisition, costs, tracking and location of resources dispatched will be kept current in the Trello EOC system (or WebEOC if appropriate), supported with a hard-copy of the 213RR Form.

Dissemination

The EOC Director/Manager and all Section Chiefs (Operations, Planning, Logistics and Finance) will be kept apprised of resource status; availability related to current and potential demand; projected resource requirements (anticipated beyond current status); and potential for mutual aid or regional/state resource needs. This will be accomplished during regular Section and EOC briefings or immediately communicated should an emergency situation dictate a change in any of these factors.

IX. DELEGATIONS/DECLARATIONS

Delegation for Incident Management

Designated Agency Administrators, pursuant to the Emergency Delegation of Authority Resolution (EDAR) and the EOP, or as necessary to promote the health, safety, and/or welfare of the people of Douglas County, are authorized 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.

Delegation for Resource Ordering

Resource mobilization after mutual aid and CAD controlled resources are exhausted begins with the execution of the Delegation of Resource Ordering from the dispatch center handling the event to the EOC Director/Manager. The process must be initiated by the dispatch center Director/Manager to the EOC Director/Manager in writing. The Delegation of Resource Ordering form must be completed and signed by the Director's/Managers and only after the delegation process is completed will the resource ordering be the responsibility of the Douglas EOC.

A copy of the Delegation of Ordering form can be found in **Appendix D: Delegation of Ordering Form**

Declarations

During a disaster, the principal executive officer of the affected jurisdiction has the authority to declare a disaster and delegate authority to responsibilities to effectively manage disaster response under C.R.S. 24-33.5-709. The disaster declaration shall be promptly filed with the Colorado Department of Public Safety, Colorado Division of Homeland Security & Emergency Management, Douglas County Office of Emergency Management and the Douglas County Clerk and Recorder and shall be promptly distributed to the appropriate representatives of the news media. Once the disaster is declared, local ordinances, regulations, emergency Policies and the implementation of the Douglas County EOP Take effect.

The effect of a declaration of a local disaster emergency is to activate the response and recovery aspects of any and all applicable local and interjurisdictional disaster emergency plans and to authorize the furnishing of aid and assistance under such plans. The most significant benefit to the local government for declaring an emergency or disaster is to activate appropriate sections of the Douglas County EOP. By activating the EOP, the local government will have access to policies, procedures, and agreements that are not necessarily available during day-to-day operations. For example, the Douglas County Emergency and Disaster Finance Policy can waive all existing procurement requirements during an emergency or disaster declaration. These measures pertain to:

- Entering into contracts.
- Incurring obligations.
- Hiring permanent/temporary workers.
- Securing rental equipment.
- The acquisition and distribution of supplies.
- The appropriation and expenditure of public funds.
- Price gouging.
- Resource mobilization and management.

Before implementing any emergency policy, carefully consider at what trigger point the executive officer(s) will return the jurisdiction to normal business practices.

The disaster declaration may extend to all or any part of the geographical area under the jurisdiction of the municipality, county or special district. When a wide area disaster occurs, the principal executive officers must determine how decisions will be coordinated if separate disaster declarations are issues.

XI. RESOURCE MOBILIZATION SYSTEMS

Emergency Management Systems

There are many different emergency management systems and technologies used for resource mobilization and management. These systems are used by county Public Safety Answering Points (PSAPs), local emergency managers, county emergency managers, state emergency management offices and the federal and private sector resource partnerships.

Resource Mobilization Systems

The most commonly used systems for resource management in Douglas County and in Colorado are identified below:

- **Local Dispatch (CAD)** –This is the local 911 communications center which is the first contact between an incident and first responders.
- **Trello EOC System** – The Trello EOC system is a cloud-based software tool utilized in the Douglas County EOC to capture and aggregate situational awareness information and to support the development and continuance of a Common Operating Picture for the incident/event. The Trello EOC system is also used in the EOC to house, manage and track resource orders coming into the EOC Logistics Section. Resource orders can be placed into the Trello system directly from ICS Logistics where internet or cellular access is available. The Trello system is designed to allow all positions in the EOC as well as positions at the Incident Command Post visibility to the status and progress of all resource orders submitted to the EOC and processed through the EOC Logistics Section. Website: <https://trello.com>
- **WebEOC** – WebEOC is a web-enabled crisis information system management system that provides secure real-time information sharing to help managers make sound decisions quickly. The Colorado WebEOC system is managed by DHSEM. Among its other features, the Colorado WebEOC has a resource inventory and status function allowing all emergency response and emergency management agencies the ability to find, order and track resources through the system. This system primarily includes deployable resources such as law enforcement, fire, EMS, and Public Works Equipment. Website: <https://webeoc.colorado.gov/eoc7>
- **National Interagency Dispatch/Resource Ordering Status System (ROSS)** - National mobilization system and resource database of federal, state, county, and local resources. There are 12 regional Geographic Area Coordination centers across the county. The Rocky Mountain Area Coordination Center (RMCCC) is located in Lakewood, Colorado. Within the RMCC there are 10 Interagency Dispatch Centers, 6 of which

are in Colorado (Craig, Durango, Ft. Collins, Grand Junction, Montrose, and Pueblo). Pueblo Interagency Dispatch is Douglas County's primary agency partner. This system is predominately a fire service system, but it has and can be used for all-hazard incidents under certain authorities. Future versions of ROSS will be moving towards an all-hazard system. ROSS lists aircraft, hand crews, personnel, equipment, and supply resources from across the nation. State, county, and local resources from Colorado that have a valid Cooperative Resource Rate Form (CRRF) agreement with the State of Colorado are listed in ROSS. The current status of resources is maintained within ROSS for deployment and data is managed at each interagency dispatch center. Web Site: <http://ross.nwcg.gov>

- **EMSystem** – EMSystem is managed by the Colorado Department of Public Health and Environment (CDPHE) and is divided into two distinct areas: EMResource and EMTrack. EMResource is a communications and resource management system specific to the health and medical fields. It is used in Colorado by emergency departments in hospitals, emergency medical service facilities, local public health agencies, and dispatch centers. Incident-specific resources can be easily tracked, such as decontamination capability, ventilators, pharmaceuticals, and specialty services. EMResource equips all agencies involved in emergency medical response with essential real-time communication. EMResource greatly enhances Colorado's ability to respond to mass casualty incidents (MCIs) and public health events through improved communications. For more information about this system, please contact Aubrey Kukral at CDPHE at 303-619-8902 or by email at Aubrey.kukral@state.co.us. Web site: <http://www.emsystem.com>.
- **Colorado Volunteer Mobilizer** – CDPHE maintains a database that contains information on volunteers throughout the state. Volunteers are in the system under two units:
 - The first units are classified as general volunteers, medical professionals and the public and environmental health professionals that are in the system and listed under their home county.
 - The second units are classified as Medical Reserve Corps (MRC) units, Colorado Crisis Education Response Network (CoCern), Community Emergency Response Teams (CERT), Search and Rescue, Ham radio operators (ARES and RACES) and Radiation Response Volunteer Corps groups.

These groups are more active (i.e. meetings, 9 Health Fairs, etc.) and would be activated by the Douglas County EOC. For more information on this system, please contact Koral O'Brien with CDPHE at 303-692-2782 or by email at Koral.obrien@state.co.us Web site:

<http://covolunteers.state.co.us/VolunteerMobilizer/login.aspx>

- **CDOT Systems** – The Colorado Department of Transportation uses three facilities for resource deployment; Eisenhower Tunnel Facility, Traffic Management Center and Hanging Lake Center.

Resources are deployed based on relative location to one of these facilities. 90% of CDOT resources are requested locally through State Patrol Dispatch at 303-297.8855 and 10% are requested through the State EOC when activated for a declared emergency or disaster.

XII. RESOURCE MOBILIZATION MANAGEMENT

Key Provisions of Resource Mobilization

- Local, county, regional, state and national resource mobilization plans/annexes should work together building stronger capability for response as the incident grows in size and complexity.
- Resource mobilization starts locally and progresses to the state and national level.
- Active support and participation enhance local government self-sufficiency and improves statewide disaster preparedness when local resource mobilization plans are in place.
- Participating agencies should update contact and resource information on a regular basis and keep status current.
- Local jurisdictions should be prepared to implement processes in local resource mobilization plans first.
- A full understanding of the Resource Mobilization and Management Annex entails reading and comprehension of the principals, functions, and infrastructure of a broad-based plan for effective, all hazard emergency planning, and response and recovery capability.
- Jurisdictions within Douglas County should utilize the Douglas County Intergovernmental Agreement for Emergency Management and the Statewide Intergovernmental Agreement for Emergency Management
- All jurisdictions should conduct routine review and continuous refinement of existing plans and programs.
- If you have questions about updating your agencies information, please contact the Douglas County Office of Emergency Management at (303) 660-7589.

Requesting and Assisting Agency Assignment of Responsibilities

During an incident the natural progression of resource mobilization begins with the local PSAP/Dispatch Center(s) sending first responders to the incident. As the incident grows in complexity the need to access additional resources may be experienced and local mutual aid agencies will be requested from participating partners. The resource acquisition process remains with the local PSAP/Dispatch Center(s) and CAD systems unless local mutual aid is nearly or totally exhausted. As mutual aid resources and support are exhausted the need to access additional resources becomes critical to meet the operational needs of an incident. If resources cannot be accessed by local dispatch or the Pueblo Interagency Dispatch Center, the Douglas EOC will assist the

incident in resource management by finding and acquiring necessary resources. Every resource order will involve a Requesting Agency and an Assisting Agency.

- Requesting Agency: Defined as the agency having jurisdiction. The request can be processed through any locally preferred ordering point, which is typically the ICP, dispatch center or the local EOC.
- Assisting Agency: Defined as the agency providing requested resources.

Requesting Agency Responsibilities

- Develop and implement Local Resource Mobilization Plans, including mutual /auto aid, local Intergovernmental Agreements for Emergency Management, vendors, contractors, local dispatch, national interagency dispatch, and local businesses.
- Utilize the Douglas County Resource Mobilization and Management Annex when needed.
- Utilize the State of Colorado All Hazards Emergency Resource Mobilization Annex (Resource Mobilization Annex) when needed.
- Request assistance through Douglas County OEM or EOC via a 213RR Form.
- Place Resource orders for specific kinds and types of resources. Resource typing definitions may be found online at <http://www.fema.gov/resource-management>
- Manage the incident using the National Incident Management System (NIMS) guidelines.
- Receive deployed personnel and equipment; make work assignments as needed.
- Coordinate with the State EOC to request federal/state reimbursement as appropriate.

Assisting Agency Responsibilities

- Maintain a local resource mobilization plan and inventory personnel and resources.
- Maintain workers' compensation and liability insurance coverage for those selected for deployment to another jurisdiction.
- Brief the resource(s) about what to expect including all potential contingencies and a "worst case" scenario.
- Assure that a safety plan is created and briefed with all resources.
- Have the documentation needed for reimbursement for resources contributed to the incident management effort.
- Complete the 214RR Form with appropriate sign-offs and track the status of the request.

- Deploy and assist.
- Demobilize and return.

Implementation

One or more of the following resource mobilization avenues shall be exercised simultaneously to acquire as many requested resources as possible, in the shortest amount of time:

- Local mutual aid agreements.
- ESF resource networks.
- WebEOC using resource priority mapping for local, regional and statewide resources.
- Utilization of private vendors by the local and State EOCs.
- State Field Managers to acquire state personnel to add capacity to resource ordering for the local EOC.
- Emergency Managers that have functioning local resource mobilization systems.
- State agency owned resources, mobilized through the State EOC.
- Out-of-state resource mobilization by use of the governor-to-governor Emergency Management Assistance Compact (EMAC).
- Interagency Dispatch Center resources in ROSS that can meet the time requirement of the resource order.
- Interagency Cache resources ordered via the Pueblo Interagency Dispatch Center.

Resource Mobilization and Management for Douglas County

Resource ordering in Colorado follows along a continuum of processes. Initial resources are ordered through established dispatch centers throughout communities across the state. As the resources available to these dispatch centers are used up, centers will call mutual aid centers for additional resources. When the resource requirement goes beyond what is available through dispatch centers and mutual aid the need for expanded resource management arises. As an incident grows and staff is added, resource ordering may transition from dispatch to the Logistics Section or incident management staff position as necessary. This can be done at the ICP or at the EOC depending upon local agreement and process.

When it is determined that all local resources have been or will be exhausted, and the County Emergency Manager may be unable to fill resource requests through local systems, the Policy Group/MACs Group is notified and begins prioritizing needs based on local policy and incident complexity. This is often accomplished within the local EOC but can be at another location as well. It is important for all entities within the county to work

together to determine needs, gaps and priorities. At this point, if it has not occurred already, the State OEM Field Manager and State Fire Management Officer (for wildland fires) should be notified and may respond to offer technical assistance.

Roles/Responsibilities

- Local governments will utilize available resources within their jurisdiction.
- Local minimum response capability needs to be maintained for other incidents that might arise.
- Implementation of the processes in the Resource Mobilization Annex can be used for back-fill positions assigned to the incident or to maintain system status for day-to-day incidents and emergencies.

Local Process by Incident Type

- Type 5 Incident – Local agency responds and manages the incident with agency resources.
- Type 4 Incident – Local agency responds, and management of the incident exhausts all agency resources requiring the use of mutual aid and automatic mutual aid resources. The local Public Safety Access Point (PSAP)/Dispatch Center exhausts local resources and initiates notification of the EOC staff to prepare for resource mobilization responsibilities. Once the EOC is established a responsibility of resource ordering delegation is completed transferring resource ordering. The incident commander(s) shall be notified of the delegation to the EOC.
- Type 3 Incident – PSAPs continue to manage CAD designated resources and the EOC mobilizes regional or state-wide resource mobilization using established EOC procedures. A request to involve the State EOC and the State Mobilization Plan occurs. Federal Interagency Dispatch is also involved if the incident is an EFF fire.
- Type 2 and Type 1 Incident – Douglas EOC continues resource mobilization in conjunction with the State EOC and Federal Interagency Dispatching System. The State Mobilization Plan is in full effect. Emergency Management Compact (EMAC) is managed through State Emergency Management. If a wildfire incident is occurring all extended attack resource ordering transfers to the Federal Interagency System.

Local Delegation to the Sheriff's Office

Where a wildfire incident does not exceed the capabilities of a local fire protection district (FPD) to extinguish or control the wildfire, the FPD may, in its discretion, request that the Sheriff's Office (SO) assist the FPD's Chief in extinguishing or controlling the wildfire. C.R.S. 30-10-513(1)(b), or the FPD may request that the Sheriff's Office assume responsibility for the wildfire incident. Upon receipt of a FPD's request for the SO to assume

responsibility for the wildfire incident, a Sheriff's Office representative/designee will complete a complexity analysis of the wildfire incident and determine whether or not the SO will accept responsibility for the wildfire incident. If agreed, the SO, or designee, and the FPD Chief, or designee, must both complete and sign a delegation of authority, including an agreement on cost sharing and/or responsibility of payments. IT is possible to conduct a delegation of authority over the phone or radio between two representatives, if the circumstances prevent the two parties from meeting and signing the document. However, in such circumstances, both parties must officially sign the document as soon as is possible. The SO is not obligated to accept the delegation of authority, nor is the FPD Chief obligated to delegation of his/her authority at any time.

Once the wildfire incident has exceeded the capability of the FPD, the FPD's Chief or designee shall request that the SO assume responsibility for the wildfire incident. The SO shall assume responsibility for the wildfire incident upon receipt of the request.

Once the Sheriff's Office as assumed responsibility for the wildfire incident, the SO shall assume financial responsibility for the wildfire incident and shall assign a local incident management team to provide the command and control infrastructure required to manage the wildfire. C.R.S 30-10-513(1)(c).

Procedure for Reporting Wildland Fires and Requesting Assistance from the State

The local Authority Having Jurisdiction (AHJ) commonly referred to in statute as "Host Agency" may request assistance outside the Annual Operating Plan (AOP) for Douglas County but is responsible for all costs incurred. It is recommended that this practice not be used and requests for assistance follow the procedures in the AOP. The Division of Fire Prevention and Control (DFPC), within the Colorado Department of Public Safety, is responsible for wildland fire prevention and suppression operations on behalf of the State of Colorado. C.R.S. 24-33.5-1201. The following procedure for requesting state assistance for wildland fire does NOT affect AOPs, Colorado Resource Rate Form (CRRFs), or the process for ordering aircraft and hand crews.

The point of contact for counties to report wildland fires and/or request technical assistance from the state for wildland fires, such as assistance with Emergency Fire Fund (EFF) analysis or designation, is the State of Colorado Emergency Operations Line at: **303-279-8855**.

Upon receiving a request for assistance, the on-duty communications personnel of the Colorado Department of Public Safety will contact the DFPC Fire Management Officer (FMO) for this region. The FMO will provide the needed assistance and/or will dispatch the closest available resource that is capable of providing technical

assistance and support to local agencies and facilitate the EFF assessment and application process.

See **Section XV: Reimbursement**, for information regarding accessing the State Emergency Fire Fund (EFF), the Wildfire Emergency Response Fund (WERF) and FEMA Fire Management Assistance Grant (FMAG) and information on accessing all state wildfire reimbursement funds.

Resource Mobilization All-Hazards (Non-Wildfire)

Declarations versus Delegations in All-Hazards (Non-Wildfire) Incidents

The AHJ may request the Douglas EOC to open per the Douglas EOP to provide logistics (or other) support, however, the responsibility to pay for all resource orders stays with the local AHJ. If the costs of the all-hazards incident exceed the local AHJ's capability to pay, the AHJ must declare a disaster. As described in the Declarations section of this Mobilization Plan, a declaration of emergency by a local jurisdiction activates the Emergency Operations Plan (EOP) of that jurisdiction. For this reason, it is important for each AHJ, such as a special district, township or municipality, to have an EOP adopted by the executive officers of the jurisdiction.

In large-scale wildfires, it is common for the AHJ to delegate authority to the Sheriff's Office in the event the incident grows beyond the AHJ's capability. However, in a non-wildfire all-hazards incident when an AHJ needs additional assistance or the event grows beyond their capability, a local disaster declaration is the first step in requesting additional assistance. The local disaster declaration must clearly articulate how the incident exceeds the local capability, clearly define the damage and impacts, and specify the type of assistance required. The local declaration will be forwarded to Douglas County and submitted to the State OEM for processing. Once the declaration is accepted by the State OEM, the State EOP is officially activated, allowing state resources to be used. The disaster declaration will be forwarded into the Governor's office for consideration and, if approved, disaster funds will be allocated through executive order through the local jurisdiction, based on cost-share agreements.

If the disaster escalates to the level of a Stafford Act "major disaster" declaration (after being declared by the AHJ, Douglas County and the State of Colorado), the AHJ is the only legal entity that FEMA will allow to declare and request reimbursement for eligible expenses incurred within the geographic borders of that jurisdiction. A broader political entity, such as a county, is not allowed to submit reimbursement requests on behalf of expenses within a smaller or separate jurisdiction.

XII. RESOURCE MOBILIZATION ACTIVATION & REQUEST

This Annex is activated through notification by the on-scene Incident Command, Sheriff's Office, County Manager, Douglas County Office of Emergency Management, or the EOC Manager upon identification of an active or imminent emergency incident.

A request to activate this annex for resource support occurs by notifying the Director of the Office of Emergency Management or his or her designee.

- A disaster declaration is not required to activate this Annex; and
- A local disaster declaration is not required to access state held resources and support but may be needed for financial assistance through the State Emergency Operations Plan.

A disaster through its nature or severity may automatically initiate activation of this Annex. Activation may be in support of a county level emergency, a local jurisdiction's EOC, in support of the State Emergency Operations Center, or any other incident/mission requiring resource support from Douglas County.

Counties, cities and special districts are responsible for the receipt and local distribution of vital resources and the implementation of control procedures, to ensure that basic human needs are met. This Plan applies to Douglas County and or regional municipalities or agencies requesting resources beyond what they may be able to provide. Counties, cities and special districts will also use locally prescribed procurement, contracting, and claim procedures to ensure that required documentation is completed for the payment of emergency costs and incurred expenses can be reimbursed. In the event county resources have been exhausted, by direction of the EOC Director/Manager, a formal request to the Colorado DHSEM Regional Field Manager and the Colorado SEOC Logistics Section will be initiated via phone and then via WebEOC.

This Annex can be activated for any incident/event for resource support requests and needs. This Annex shall remain in full force and effect, without a continuation of the disaster declaration and until such time as the Director of Douglas County of the Douglas County Office of Emergency Management (OEM) or his/her designee, after consultation with the IC, no longer deems it necessary.

Upon activation of this Annex the following shall occur:

- The Douglas County OEM shall make a determination as whether or not the county can support the

resource-support request. In general, one of the following criteria must be met for Douglas County to provide resource support:

- The Douglas County EOC has been activated and is appropriately staffed;
 - The local dispatch center(s) have reached a point where they cannot continue to provide resource-support services, cannot provide sufficient large-incident resource support, and/or provide required specialty resources for the incident;
 - Resource needs exceed the available local, mutual aid resources, or must be drawn from outside the county (i.e. state resources);
 - Multiple agencies have a shared responsibility for response and Unified or Area Command has been established; and
 - Evacuation may be needed and coordinated, especially if multiple jurisdictions are affected.
- Douglas County EOC will have the requesting agency/dispatch center complete the “Delegation of Resource Ordering Responsibility Form” (see **Appendix D: Delegation of Ordering Form**), except:
 - Where the resource ordering is limited to a few specific items, the Delegation Form may be filled out after the fact; and
 - Departments under the authority of the County Manager and the Board of County Commissioners will not need to complete the Delegation Form.
 - Notification of the Incident Commander and any appropriate agencies shall occur in accordance with the Delegation Form.

Operational concepts and emergency actions associated with various types of emergencies are provided in the Douglas County Emergency Operations Plan. Listings of local resources, support and services are provided in the Douglas County EOC Trello System.

Resource and logistic response will be prioritized and accomplished under the direction of the EOC Director/Manager and EOC Logistics Section Chief in support of the Field Operations Chief and Operations Plan. Information from Field Incident Commanders will be used to prioritize multiple requests. Resource requests will be met dependent on incident type and the responding entities available or anticipated resource requirements. All resource requests will be submitted on an ICS Form 213RR; The request will be entered into the Trello EOC system for local requests (and into the WebEOC system for requests made to the State of Colorado) and assigned for action. Once the resource request has been completed the Trello system (WebEOC) will be updated to indicate the action taken and who completed the request. The ICS Form 213RR with appropriate sign-offs will be tracked through the demobilization stage in the system. Any requests requiring rental, hire or

costs to fill will be passed onto the Finance group with a copy of the 213RR for their review, tracking and possible necessary approval.

XIV. RESOURCE MOBILIZATION PROCESS/PROCEDURES

Delegation of Resource Ordering

Initial resource ordering for an incident is through local Dispatch(s) and resource order tracking is managed in the CAD system. The resource acquisition process remains with local dispatch(s) unless local mutual aid is nearly or totally exhausted. If an Incident Command Post is established with logistics personnel present and prior to EOC activation, ordering and tracking of resources will commence from the ICP. Before the EOC begins Resource Ordering, the EOC Director/Manager and the Logistics Section Chief will ensure that the Delegation of Resource Ordering Process has been followed and that the delegation of resource ordering form has been signed. The point of this delegation must be firmly established between Dispatch, the EOC and the ICP with all supporting agencies notified at that time. The completion of the Delegation of Resource Ordering Process and Form is the formal trigger for the EOC to assume most or possibly all resource ordering and tracking actions. In addition, the EOC Manager may need to:

- Ensure cost trigger points as defined by the requesting agency are communicated to the EOC staff; and
- Ensure all agencies communicate the delegation of resource ordering responsibility in accordance with the notification section on the delegation form.

The EOC Logistics Section will manage and track all resources ordered under the Delegation of Resource Ordering Responsibility Form and those resource requests received from department under the authority of the Sheriff's Office, the County Manager and the Board of County Commissioners.

Identify Requirements

The process of identification of requirements involves:

- Identifying what and how much is needed

- Where and when it is needed
- Who will be receiving or using it

There are seven critical pieces of information Logistics needs to place an order. These must be collected every time to place an order.

- Quantity
- Kind
- Type
- Delivery location
- When the resource is needed
- How long the resource is needed
- Name and contact information of the requestor

(Note: The Logistics Section should provide technical advice to requestors who may not know how to identify the Kind or Type for an item that should be appropriately classified by Kind or Type.)

Tasking by Requirements

Incident personnel may not always know the specific resource or mix of resources necessary to complete a task. In such situations, it is advisable to state the *requirement* rather than request specific resources. By clearly identifying the need, the agency fulfilling the order has the discretion to determine the optimal mix of resources and support to be provided.

For example, many local governments use a requirements-based approach with the American Red Cross for providing shelter services. The order describes the population needing shelter (location, size, special needs, and estimated timeframe) and the American Red Cross selects an appropriate facility and provides staff, equipment and supplies, and other resources.

Order and Acquire

The Order Taking Process

In taking an order, it is critically important to collect all the necessary information in the initial communication with the requestor. Communications with the field can be spotty. Spotty communications can lead to difficulty in making a second contact with the requestor to collect information not gathered in the initial contact.

While there are preferred methods to place an order, orders may be sent to the Logistics Section in a wide variety of ways. Common methods include a Request for Assistance (RFA) form, a paper 213RR form, a 213 General Message Form, a sticky note, an email message, in person or over the phone or radio.

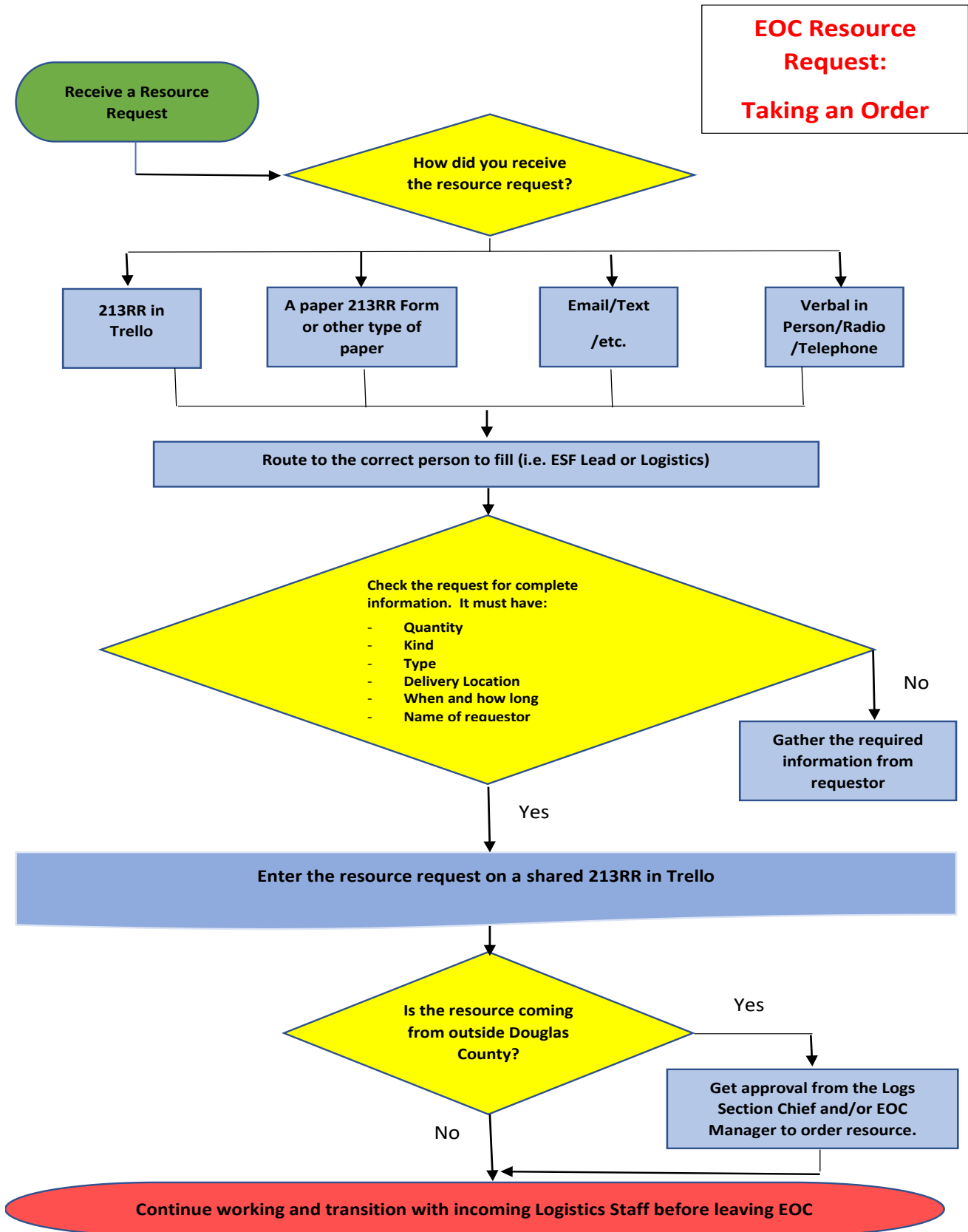
The Logistics Section will accept any method, as long as the seven critical pieces of information listed above are included. If they are not included, Logistics will work to find them.

Once the seven pieces of critical information and any additional details are obtained, the Logistics Section will enter the resource request into an electronic 213RR in Trello or WebEOC for tracking and will fill out an RFA form (if not already completed).

If the resource is coming from outside of Douglas County, the Logistics Section will obtain verbal approval from the EOC Director/Manager and/or the Finance Section Chief before ordering. This ensures that the EOC Director and Finance Section Chief are aware of the cost and the county is prepared to pay for it.

The order taking process is outlined in the Figure 4 below.

Figure 4 – EOC Resource Request: Taking an Order



**EOC Resource Request:
Taking an Order**

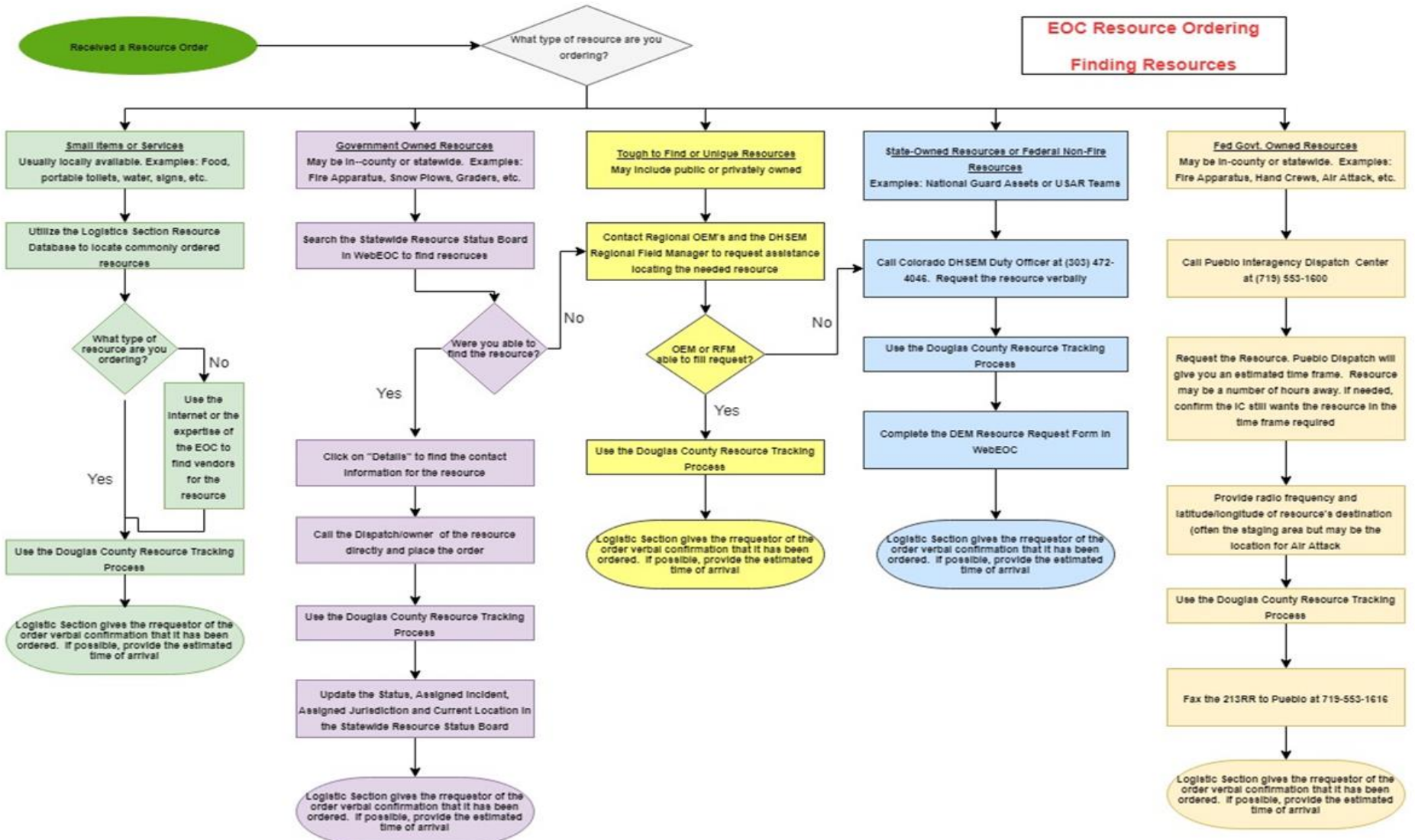
The Logistics Section makes every effort to fulfill resource requests locally in order to quickly and efficiently support Incident Command and ESF's. Ordering local resources also supports the local economy and decreases response time.

There are six key processes we use to order resources from three specific categories

- Small items or services
 - EOC Logistics Resource Book
- All-Hazards Resources
 - EOC Logistics Resource Book
 - WebEOC Resource Status Boards
 - Regional Emergency Managers
 - Colorado DHSEM/SEOC Logistics
- Fire Support Resources
 - Local Fire Resources
 - Regional Fire Resources
 - Federal Fire Resources

The six key resource order processes are outlined in the Figure 5 below.

Figure 5 – EOC Resource Ordering: Finding Resources



Local Resource Ordering

All resource request orders will ultimately be documented and tracked on a Resource Request Form (213RR) – either on paper/electronic form or within Trello or WebEOC – with the following information:

- Date & Time;
- Agency & individual requesting resources from the EOC;
- Contact information and exact location for resource delivery; and
- Detailed resource information including quantity, description, and time needed.

The EOC Logistics/Finance Section will establish resource ordering priorities and procedures for minimizing error and duplication.

The EOC Logistics/Finance Section, in conjunction with the staffed Emergency Support Functions (ESFs) will utilize the EOC Resources database or WebEOC to identify requested available resources.

The EOC Logistics/Finance Section will work with local dispatch centers for any resource ordering they continue to control to ensure there are no gaps in ordering and tracking or creation of duplicative resource ordering.

Requested resources will be obtained from the following networks within the time required:

- Mutual aid, as indicated in the County-Wide Mutual Aid Agreement with local municipalities;
- County resource networks available through the Emergency Support Functions (ESFs);
- Pre-established vendors and resource supply companies;
- Regional emergency managers; and/or
- Regional/State Field Manager and/or appropriate state personnel.

The EOC Logistics Section will monitor resource status and approval processes appropriately.

Documentation of the Resource Order

The resource request process is used to request personnel, equipment and logistical support resources needed to directly support the incident. The EOC utilizes both electronic and paper forms for tracking resource ordering

and both need to contain these elements.

- Incident name
- Order and/or request number
- Date and time of order
- Quantity, kind, and type of resources needed (include special support needs as appropriate)
- Location of Staging or delivery point and on-site contacts name and/or position, radio channel and phone number where available.
- Requested time of delivery (specific, not simply ASAP)
- Communications system to be used
- Person/title placing request
- Callback phone number for clarification or additional information
- For State and Federal agencies, a way to reference the originating office's order number

Resource orders should also document information/action(s) taken on a request, including but not limited to:

- Contacts with sources or potential sources for the resource request.
- Source for the responding resource.
- Identification of the responding resource (name, ID number, transporting company, etc.).
- Estimated time of arrival.
- Estimated cost.
- Changes to the order made by Command, or the position placing the order.
- Any special needs or instructions

Such detailed information is often critical in tracking resource status through multiple staff changes and operational periods.

The Resource Order form is also used to track the status of the resources after they are received. Frequently during the initial stages of an incident, a paper 213RR form is used until it can be placed into Trello to capture and store incident documentation for future reference. Even if Trello is used as the primary process tracking

tool, a paper copy of the 213RR may be attached for documentation purposes by some of the ESFs.

Resource Ordering through the State

If the Local Resource Ordering Process cannot acquire the requested resources a request for resources can be elevated from the Douglas County EOC to the State of Colorado for assistance.

For any resource request made through the State EOC (SEOC):

1. The EOC, if activated, will have responsibility to order State Resources based upon requests from the Incident Commander(s).
2. Only personnel with Authority (as described in *Requesting and Mobilizing State Resources Section* below) may order State Resources.
3. It has been determined that all local resources have been, or will be, exhausted or unavailable prior to any State resource orders being placed.
4. A local complexity analysis will be developed with input and oversight from the DHSEM Regional Field Manager. See **Appendix H: All-Hazard Complexity Analysis Form** for the Complexity Analysis Worksheet.
5. When possible, WebEOC will be used for resource ordering to the State on incidents other than wildland fire. Wildland fire typically uses the ROSS system once the fire has been transferred to a State or Federal IMT but can utilize WebEOC when necessary.

Acquiring Resources

One or more of the following resource mobilization avenues can be exercised simultaneously to acquire as many requested resources as possible, in the shortest amount of time:

- EOC Resource Database
- Mutual Aid Agreements
- ESF resource networks
- WebEOC using resource priority mapping for local, regional and statewide resources
- Utilization of private vendors by the local and State EOCs
- Emergency Managers that have functioning local resource mobilization systems
- State Field Managers to acquire state personnel to add capacity to resource ordering for the local EOC
- State agency owned resources, mobilized through the State EOC

- Out-of-state resource mobilization by use of the governor-to-governor Emergency Management Assistance Compact (EMAC)
- Interagency Dispatch Center resources in ROSS that can meet the time requirement of the resource order
- Interagency Cache resources ordered via the Pueblo Interagency Dispatch Center

Logistics Supply Chain Management

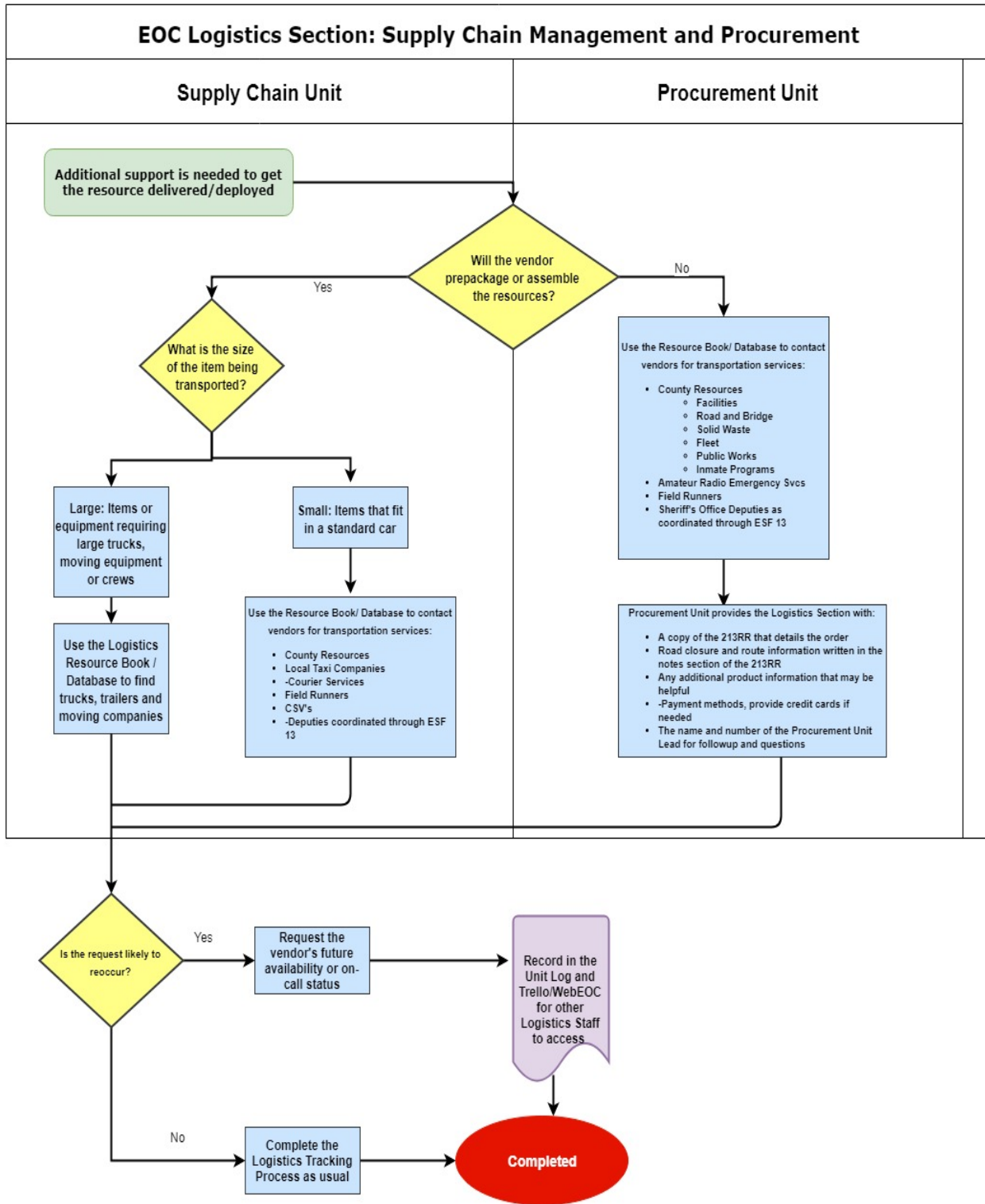
The purpose of Logistics Supply Chain Management is to identify the process for securing a supply chain and procurement unit to support resource ordering within the Douglas EOC Logistics Section.

When resource ordering is delegated to the Douglas EOC the Logistics Section Chief is responsible for developing and managing a supply chain network to procure resources.

The Local Logistics Supply Chain Management process is outlined in the Figure 6 below.

Should Supply Chain Management needs exceed the capacity of the Local EOC the OEM Director may make a direct request to the National Guard (in an Immediate Need case) or an in-direct request through DHSEM for activation of the National Guard to provide support Supply Chain Management for the incident.

Figure 6 – EOC Logistics Section: Supply Chain Management and Procurement



Mobilize

The Agency Having Jurisdiction (AHJ) initially responds to an incident and utilizes available local resources following local protocols to manage the incident. The AHJ will be involved and responsible for the management of the incident for the entire duration of the incident regardless of the incident type or complexity. The AHJ may choose to delegate authority to manage the incident to an Incident Management Team but is still responsible to pay for all resource orders, unless otherwise agreed upon by the County or State.

Initial resource ordering will be handled by the local Dispatch Center(s). When the need for mutual aid occurs, and the resource is handled by another Dispatch Center, that Dispatch Center will track all resources deployed as requested.

The AHJ may request Douglas County OEM to open the County EOC to provide logistic (or other) support; however, the responsibility to pay for all resource orders stays with the local AHJ, unless otherwise agreed upon with the County. If the costs of the incident exceed the local AHJ's capability to pay, the AHJ just notify the County and request assistance. If the county agrees to assist with funding, then all resource orders must go through the County EOC for financial tracking purposes.

Douglas County government will support the response activities of county municipalities to the extent its resources allow. If the nature of the emergency is such that local and county resources are incapable of responding to and managing the incident, state assistance will be requested through the State Office of Emergency Management.

Once it is determined that additional assistance is required, the position with the authority to request state resources will notify the DHSEM Regional Field Manager. Upon Approval, resource ordering from the state will then be accomplished according to the procedures in the State of Colorado's Resource Mobilization Annex. (See Appendix X)

Mobilization by Incident Type

Type 5 Incident- Local agency responds and manages the incident with agency resources.

Type 4 Incident- Local agency responds and management of the incident exhausts all agency resources requiring the use of mutual aid and automatic mutual aid resources. The local Public Safety Access Point / Dispatch center

exhausts local resources and initiates notification of the EOC staff to prepare for resource mobilization responsibilities in coordination with on-scene Incident Command. Once the EOC is established a responsibility of resource ordering delegation is completed transferring resource ordering. The Incident Commander(s) shall be notified of the delegation to the EOC.

Type 3 incident- PSAPs dispatch CAD designated resources and, as required, the EOC mobilizes regional or state-wide resource mobilization using established EOC procedures. A request to involve the State EOC and the Statewide Resource Mobilization Plan occurs. Federal Interagency Dispatch is also involved.

Type 2 and Type 1 Incident- Douglas EOC continues resource mobilization in conjunction with Incident Command, the State EOC and the Federal Interagency Dispatching System. The State Resource Mobilization Plan is in full effect. Emergency Management Assistance Compact is managed through State Emergency Management. If a wildfire incident is occurring extended attack resource ordering may transfer to the Federal Interagency System.

Requesting Mobilization

During an event the natural progression of resource mobilization begins with the local dispatch / communication centers sending first responders to the incident. As the incident grows in complexity the need to access additional resources may be experienced and local mutual aid agencies will be requested from participating partners. The resource acquisition process remains with the local dispatch / communication centers and Computer Aided Dispatch (CAD) systems unless local mutual aid is nearly or totally exhausted. As mutual aid resources and support are exhausted the need to access additional resources becomes critical to meet the operational needs of an incident. If resources cannot be accessed by local dispatch and/or the Pueblo Interagency Dispatch Center, the Douglas EOC will assist the incident in resource management by finding and acquiring necessary resources. Every resource order will involve a Requesting Agency and an Assisting Agency.

Requesting Agency: Defined as the agency having jurisdiction. The request can be processed through any locally preferred ordering point, which is typically the ICP, dispatch center or the local EOC.

Assisting Agency: Defined as the agency providing requested resources.

Requesting Agency Responsibilities:

- Develop and implement Local Resource Mobilization Plans, including mutual/auto aid, local Intergovernmental Agreements for Emergency Management, vendors, contractors, local dispatch, national interagency dispatch, and local businesses
- Utilize the Douglas County Resource database when needed
- Utilize the State of Colorado All Hazards Emergency Resource Mobilization Annex (Resource Mobilization Annex) when needed
- Request assistance through the Douglas County Office of Emergency Management or EOC through the Request for Assistance Form and/or 213RR form.
- Place Resource Orders for specific kinds and types of resources. Resource typing definitions may be found online at <http://www.fema.gov/resource-management>
- Manage the incident using National Incident Management System (NIMS) guidelines
- Receive deployed personnel and equipment; make work assignments as needed
- Coordinate with the State EOC to request federal/state reimbursement as appropriate
- Once the resource has been filled, complete a 213RR form authorizing the resource and associated costs and assure it is tracked through it's life cycle to demobilization.

Assisting Agency Responsibilities:

- Maintain a local resource mobilization plan and inventory personnel and resources
- Maintain workers' compensation and liability insurance coverage for those selected for deployment to another jurisdiction
- Brief the resource(s) about what to expect including all potential contingencies and a "worst case" scenario
- Assure that a safety plan is created and briefed with all resources
- Have the documentation needed for reimbursement for resources contributed to the incident management effort
- Complete the Request for Assistance Form, part 2, outlining the resources available and costs of deployment
- Deploy and assist
- Demobilize and return

The process of resource mobilization for Douglas County is somewhat defined by the type of incident. A wildland fire incident is divided into two areas (1) initial attack and (2) extended attack, while a non-wildland fire (i.e. all-hazards) incident is divided into an (1) initial response and (2) extended response. This distinction is important because the governance of the resource mobilization process for a wildland fire incident is much more specific than that of a non-wildland fire event.

Unless specifically advised otherwise, incident resources typically mobilize as soon as they are notified. Mobilization notifications should include:

- Date, time and place of deployment
- Mode of transportation to the incident
- Estimated date and time of arrival
- Report location (address, contact name, contact phone number, ingress/egress details).
- Anticipated incident assignment.
- Resource order number.
- Incident Name.
- Applicable cost and funding codes.

When resources arrive on scene, they must be formally checked in.

Wildland Fire Resource Mobilization

Wildland fire initial attack has differing requirements for training, certifications and commonly is based on mutual aid resource systems. Extended attack has stringent requirements for certification levels, type and kind of resource, and in many cases, the need for advanced resource mobilization and management assistance from structures outside of mutual aid and dispatch centers.

The governance of wildland fire initial attack resource mobilization is defined in the mutual and auto aid agreements currently established in Douglas County. Dispatching policies and procedures also determine resource mobilization capacity locally using the computer-aided dispatching (CAD) systems which maintain the

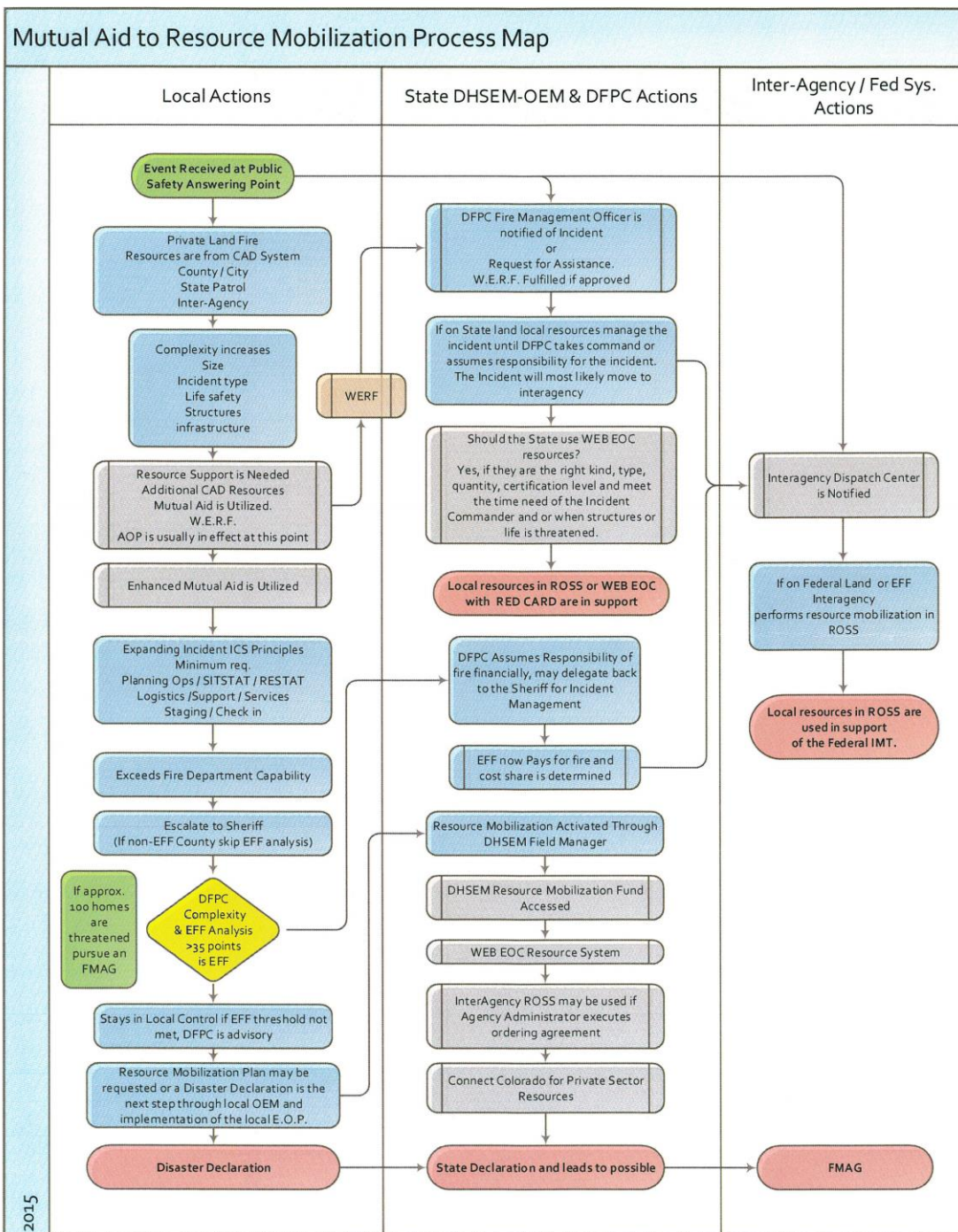
inventories of local resources. Additional local governance can also be provided through the application of the Local AOP.

Mutual Aid is requested by the Incident Commander managing the incident. Under the Douglas County Mutual Aid Agreement, the first 12 hours of the incident costs are the responsibility of the responding agency. The time of the incident is the beginning of the mutual aid period. The state-wide mutual aid agreement specifies that the first 12 hours from the time of dispatch is covered by the responding agency. Cost share agreements apply after the 12-hour mutual aid period. The 12-hour mutual aid agreement only applies on wildfire incidents and may not be in effect during an all-hazards event.

The governance of extended attack and the ability to address resource deficiencies begins by initiating the Douglas EOP, and activation of the EOC and the EOC Logistics Section and the Douglas County Resource Mobilization Plan.

The process to mobilize Wildfire Resources is outlined in the Figure 7 below.

Figure 7 – Mutual Aid to Resource Mobilization Process



All-Hazards Resource Mobilization

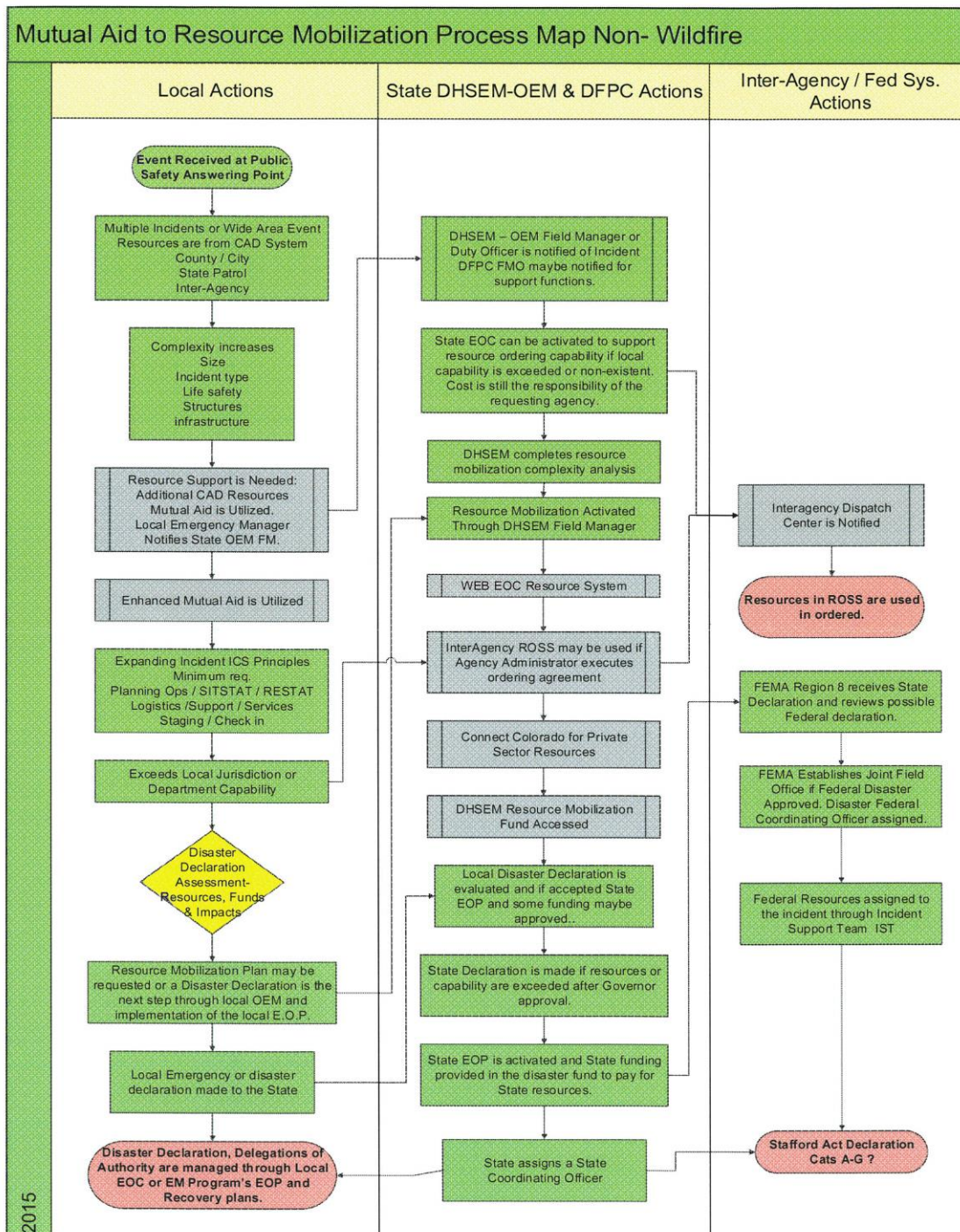
The governance of all-hazards incident initial response resource mobilization is also defined in the mutual and auto aid agreements currently established in Douglas County. Dispatching policies and procedures also determine resource mobilization capacity locally using the computer-aided dispatching (CAD) systems which maintain the inventories of local resources. Additional local governance can also be provided through the application of the EOP.

Mutual Aid is requested by the Incident Commander managing the incident. Under the Douglas County Mutual Disaster Assistance Mutual Aid agreement, the first 12 hours of the incident costs are the responsibility of the responding agency. Cost share agreements apply after the 12 hour mutual aid period per Douglas County finance regulations.

The governance of extended response and the ability to address resource deficiencies begins by initiating the Douglas EOP, and activation of the EOC and the EOC Logistics Section and the Douglas County Resource Mobilization Plan.

The process to mobilize Wildfire Resources is outlined in the Figure 8 below.

Figure 8 – Mutual Aid to Resource Mobilization Non-Wildfire



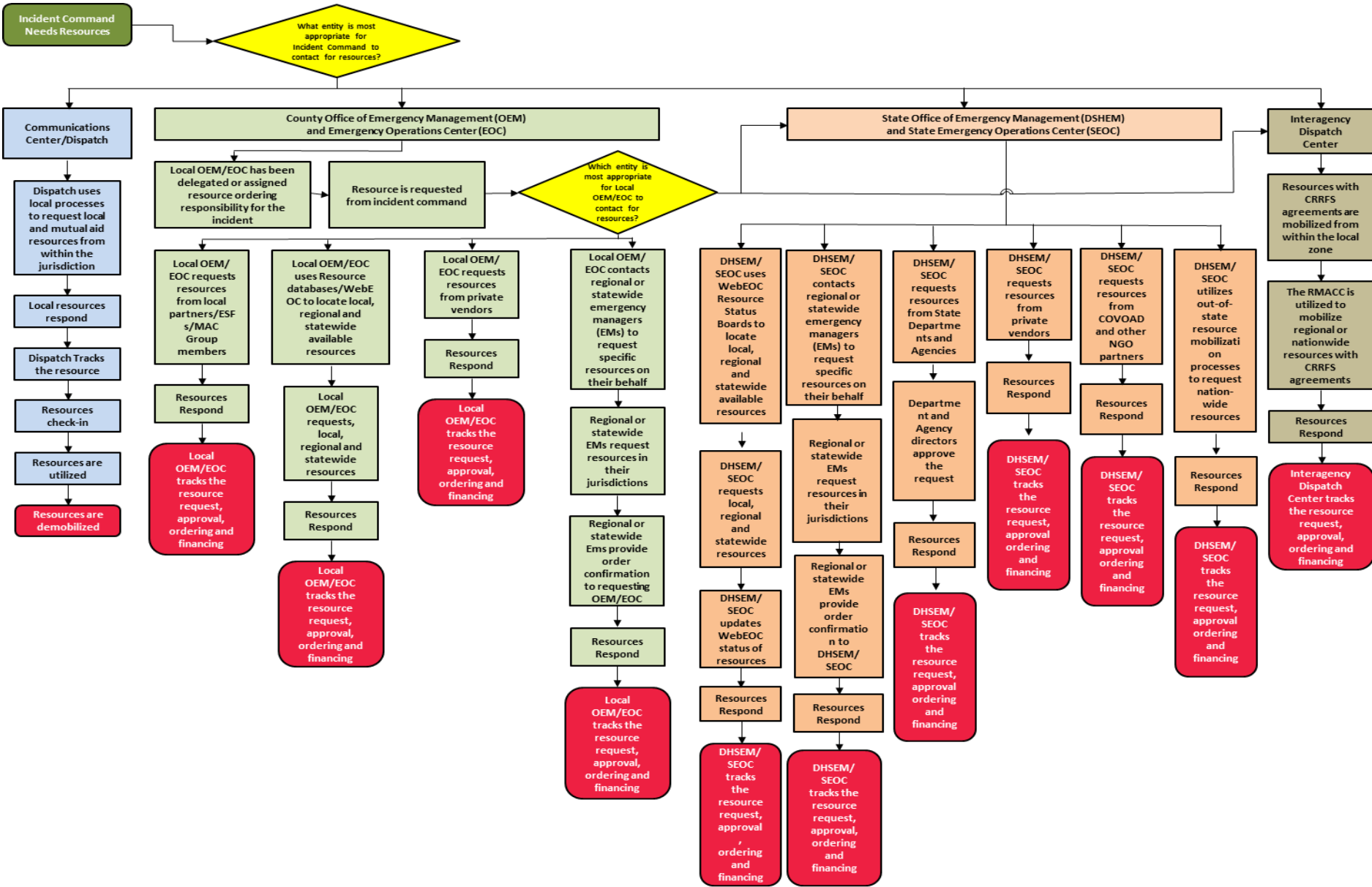
Mobilizing Out of County Resources

The incident Commander notifies the Emergency Services Staff or places a request through the EOC Logistics Section. All out of County Resources are approved in the EOC by the Director of Emergency Management through Authorization of the Douglas County Sheriff, the Douglas County Manager, the Douglas County Board of County Commissioners or the Chief Executive Officer of the jurisdiction in which the event of the incident is occurring.

Requesting and Mobilizing State Resources

The process to implement the Mobilization Plan begins at the local level. The Mobilization Plan can be implemented, by an authorized individual, once it is determined that resources are needed beyond what are available locally or by existing agreements.

The process to mobilize State Resources is outlined in Figure 9 below.



Per the State of Colorado’s Resource Mobilization Annex, authority to request state resource mobilization is vested in the:

- County Emergency Manager or Designee
- County Sheriff
- County Executive
- Board of County Commissioners
- Emergency Manager of a municipality with a population exceeding 400,000
- Emergency Manager of a municipality with a population exceeding 100,000 that also encompasses multiple counties.
- Tribal Emergency Manager
- Incident Commander acting under a **direct delegation of authority** from any of the above.

Only these positions have been vested with the authority to request state resource mobilization. The key prerequisite for requesting state resource mobilization under the Mobilization Plan is to expend local and mutual aid/ automatic aid resources prior to implementation. The Incident Commander is responsible for incident management using the National Incident Management System (NIMS) and coordination of resources assigned to the incident. Mobilization can be initiated by any of the above authorities through the Colorado Department of Public Safety 24 hours Communications Center (CSP) at **303-279-8855**. The SEOC will assist any AHJ in implementing the Mobilization Plan at any time.

Track and Report

Trello 213RR Tracking and WebEOC 213RR Status Boards

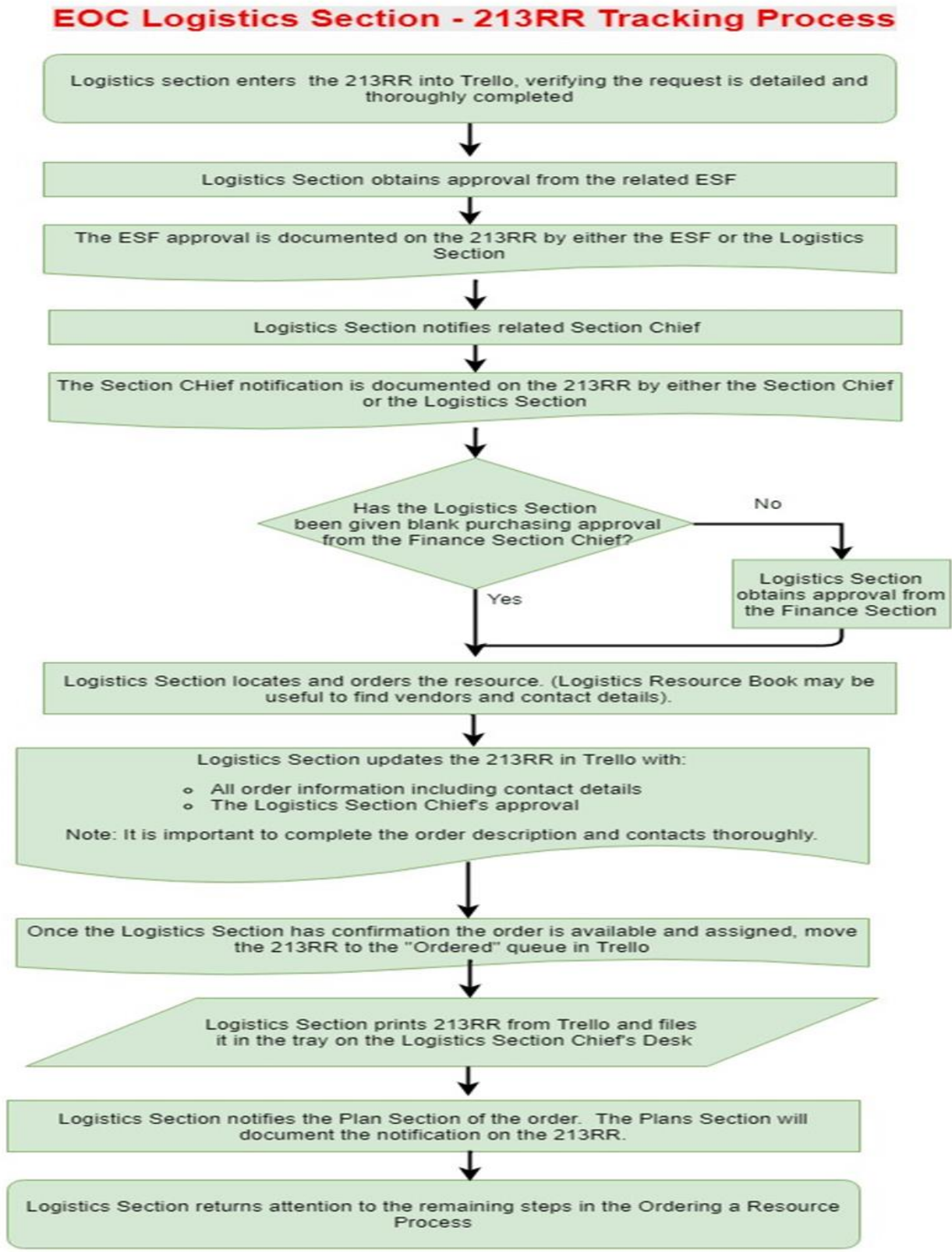
The purpose of the 213RR tracking system in Trello and/or the 213RR Status Board WebEOC is to ensure that all resource requests are properly executed and mobilized resources and are tracked and demobilized through the EOC Logistics Section. The EOC 213RR tracking system in Trello and/or in WebEOC shall be completed and managed by the EOC Logistics Section Chief.

Each resource order through the EOC Logistics Section shall be processed and verified through the use of the Douglas EOC 213RR tracking system in Trello and/or in WebEOC. When a resource is demobilized it is the responsibility of the EOC Logistics Section Chief to ensure that the demobilization process and display field are appropriately marked.

- Each resource request filled by the EOC must be tracked on a 213RR.
- Each 213RR must be placed into the Trello or WebEOC System for resource tracking.
- Each resource requires 3 and possibly 4 positions to approve it prior to ordering (ESF, Section Chief – if applicable, Finance and Logistics). The order is not placed without these approvals.
- The requestor can give a time priority, indicated by a colored label. This helps the Logistics Section prioritize.
- When the resource is demobilized the EOC Logistics Section Chief shall indicate the process has been successfully completed by moving the tracking order to the Demobilized Queue in the Trello system.

The Logistics 213RR Tracking process is outlined in the Figure 10 below.

Figure 10 – EOC Logistics 213RR Tracking Process



Demobilize and Recover

Demobilization is the orderly, safe, and efficient return of an incident resource to its original location and status. Demobilization planning should begin as soon as possible to facilitate accountability of resources. Demobilizing of resources in the system allows resources to be requested again as needed and jurisdictions to view an accurate list of resources assigned to an incident. During demobilization, the Incident Command and Multiagency Coordination System elements coordinate to prioritize critical resource needs and reassign resources as needed. The Douglas EOC will assist in these efforts by monitoring resources, capturing status changes and memorializing the life cycle of the resource throughout its activation period.

All resources need to be checked-out of the incident. They need to be evaluated for condition and inventoried for equipment and personnel upon departure from the incident. Any missing or damage to the resource or equipment, along with any injuries or illnesses to the personnel needs to be documented.

Recovery involves the final disposition of all resources, including those located at the incident site and at fixed facilities. During this process, resources are rehabilitated, replenished, disposed of, and/or retrograded.

Demobilization Responsibilities

Demobilization planning on a smaller simple incident is executed by the Incident Commander, who follows agency protocols and may be informal. However, on a complex incident, a formal demobilization plan and process should be followed. The table below summarizes demobilization responsibilities on a complex incident.

Early Demobilization Planning

Managers should plan and prepare for the demobilization process at the same time that they begin the resource mobilization process. Early planning for demobilization facilitates accountability and makes the transportation of resources as efficient as possible—in terms of both costs and time of delivery. Indicators that the incident may be ready to implement a demobilization plan include:

- Fewer resource requests being received.
- More resources spending more time in staging.
- Excess resources identified during planning process.
- Incident objectives have been accomplished.

The EOC Logistics Section and EOC Director/Manager need to be concerned with both the EOC demobilization and the incident demobilization processes. When planning to demobilize resources, consideration must be given to:

- **Safety** - Organizations, including the EOC should watch for "first in, last out" syndrome. Resources that were first on scene should be considered for early release. Also, these resources should be evaluated for fatigue and the distance they will need to travel to their home base prior to release.

Agency policies, procedures, and agreements must be considered by the incident management leader (Usually Incident Command for scene considerations and EPC ECC Director for EPC ECC considerations) prior to releasing resources. For example, if the drivers of large vehicles carry special licenses (commercial rating, for example), they may be affected by local, State, and Federal regulations for the amount of rest required before a driver can get back on the road.

Incident personnel are considered under incident management and responsibility until they reach their home base or new assignment. In some circumstances this may also apply to contracted resources. For reasons of liability, it is important that the incident organization mitigate potential safety issues (such as fatigue) prior to letting resources depart for home.

- **Cost** - Expensive resources should be monitored carefully to ensure that they are released as soon as they are no longer needed, or if their task can be accomplished in a more cost-effective manner. On large incidents, especially those which may have personnel and tactical resources from several jurisdictions or agencies, and where there has been an extensive integration of multi-jurisdiction or agency personnel into the incident organization, a Demobilization Unit within the Planning Section should be established early in the life of the incident. A written demobilization plan is essential on larger incidents.

Developing a Written Demobilization Plan

A formal demobilization process and plan should be developed when personnel:

- Have traveled a long distance and/or require commercial transportation.
- Are fatigued, causing potential safety issues.
- Should receive medical and/or stress management debriefings.

- Are required to complete task books or other performance evaluations.
- Need to contribute to the after-action review and identification of lessons learned.
- When there is equipment that needs to be serviced or have safety checks performed.

EOC Demobilization

After the incident is controlled, and tactical resources are beginning to be released, the EOC Planning Section in conjunction with the EOC Director/Manager should begin to monitor the number of support and management staff that are assigned to supporting the EOC.

Below are some typical workload considerations to consider when planning for EOC demobilization.

PIO - Press interest may taper off toward the end of the incident, especially when tactics turn from life safety to cleanup. As the incident demobilizes, the need for interagency coordination of information may also decline. While it is important that the press continue to have a contact at the incident, it may be possible for the Public Information Officer to scale back operations.

Liaison Officer - As Cooperating and Assisting Agency resources are demobilized, the Liaison Officer's job will become less complex. The Liaison Officer is also likely to be involved in interagency post-incident review activities that may require continued presence at the incident and involvement after final demobilization.

Operation Section – The Operations Section Chief should be able to reduce support staff as the incident begins to wind down.

Planning Section – In the Planning Section, the later workload falls on the Demobilization and Documentation Units. The Demobilization Unit will develop the Demobilization Plan and monitor its implementation. The Documentation Unit will package all incident documentation for archiving with the responsible agency or jurisdiction. Both of these processes are finished late in the incident.

Logistics Section – If activated the Supply Unit and the Facilities Unit play major roles as the incident winds down. The Supply Unit must collect, inventory, and arrange to refurbish, rehabilitate, or replace resources depleted, lost, or damaged at the incident. The Facilities Unit will need to demobilize the incident facilities, such as the command post, incident base and ultimately, the EOC.

Finance Section - Many of the activities of the Finance Section continue well after the rest of the organization has been demobilized. Much of the paperwork needed to document an incident is completed during or after demobilization. The Finance Section may elect to complete much of the wrap up after the incident and the EOC is fully demobilized.

Situation Unit - As resources demobilize from the incident, the Situation Unit will likely scale back tracking operations and may eventually consolidate resource tracking with either the Logistics or Finance Sections.

Documentation Unit - Documentation needs to be maintained throughout the incident. The Documentation Unit functions may be either accomplished electronically outside of the EOC facility or consolidated with other sections as the incident winds down.

Incident Demobilization

It is the responsibility of the Incident Commander to be fully aware of the extent and capacity of resources at his or her disposal. The demobilization process is as important as mobilization in maintaining the Incident Commander's knowledge of resources available at any given time. The Incident Commander is responsible for ensuring that a demobilization plan is developed and preferably distributed 24 hours prior to the first anticipated release. The plan will involve personnel from all ICS functions in order to provide full resource accountability.

Incident Demobilization Release Priorities

Agencies will differ in how they establish release priorities for resources assigned to an incident. An example of release priorities might be (in order of release):

- Contracted or commercial resources.
- Mutual aid and assistance resources.
- First-in agency resources.
- Resources needed for cleanup or rehabilitation.

Resource Order Demobilization Procedure

Locally Ordered Resources

1. EOC Logistics Section verifies with recipient/staging/field planning that need and use of the ordered resource, whether non-consumable or consumable, is complete.
2. Logistics Section locates the 213RR for the resource in the Trello system or the WebEOC 213RR Tracking Board.
3. Logistics Section demobilizes the resource in the Trello System by:
 - a. Moving the Trello Card for the 213RR into the Demobilized Queue.
 - b. Noting the details of the Demobilization in the Comments section of the Trello 213RR Card.
 - c. Notifying Finance Section of the demobilization status of the resource.
4. Logistics Section demobilizes the resource in WebEOC by:
 - a. Open the Statewide Resource Status board in WebEOC.
 - b. Click on “Details” to the right of the resource you are editing.
 - c. Click on “Edit” on the top right of the window.
 - d. Change these three fields, as appropriate:
 - Status to Demobed to indicate to resource owner that their resource is released
 - Assigned Incident to blank
 - Assigned Jurisdiction to blank
 - e. Click on “Save” on the top left of the window.
 - f. Click on “Return to List” to see the full resource list again.
 - g. Notifying Finance Section of the demobilization status of the resource.

Non-Consumable Resources

Non-consumable resources (such as personnel, ambulances, fire trucks, and durable equipment) are fully accounted for both during the incident and when they are returned to the providing organization. The organization then restores the resources to full functional capability and readiness them for the next mobilization. Broken or lost items should be replaced through the appropriate resupply process, by the organization with invoicing responsibility for the incident, or as defined in existing agreements. It is critical that fixed-facility resources also be restored to their full functional capability in order to ensure readiness for the next mobilization. In the case of human resources, such as Incident Management Teams, adequate rest and recuperation time and facilities should be provided. Important occupational health and mental health issues

should also be addressed, including monitoring the immediate and long-term effects of the incident (chronic and acute) on emergency management/response personnel.

Consumable Resources

Consumable resources (such as water, food, fuel, and other one-time-use supplies) must be fully accounted for. The incident management organization bears the costs of expendable resources, as authorized in financial agreements executed by preparedness organizations. Restocking occurs at the point from which a resource was issued. Returned resources that are not in restorable condition (whether expendable or nonexpendable) must be declared as excess according to established regulations and policies of the controlling jurisdiction, agency, or organization. Waste management is of special note in the process of recovering resources, as resources that require special handling and disposition (e.g., biological waste and contaminated supplies, debris, and equipment) are handled according to established regulations and policies.

XIV. FINANCE

Financial Responsibility

The AHJ is responsible for the cost of the incident. The Douglas County Delegation of Authority will specify financial responsibility for the incident by operational period as well as any financial constraints.

Finance Process

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.

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.

The Douglas County Finance Department has created the Emergency and Disaster Finance Policy (Appendix G:

Emergency and Disaster Finance Policy), revised October 2018, 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.

Finance Approval

Finance receives the request either in the form of a Trello Card or a paper 21RR from the EOC Logistics Section. They evaluate the request for Life Safety concerns and check that it does not exceed the parameters for per-item or per-incident caps established in the Douglas County Disaster Emergency and Disaster Finance Policy. If it falls below the established caps, it is added to the tracking list for per-incident expenses.

The EOC Logistics Section and the EOC Finance Sections must maintain an open and regular communication (in addition to regular EOC briefings). The EOC Finance Section Chief and the Logistics Section Chief must have a clear picture of the resource costs, budget impacts and projected cost impacts for planned and anticipated operations. Any indication the resource needs or costs will exceed budget allowances must be recognized and communicated early on to the EOC Manager.

At the end of the activation and demobilization of resources, the EOC Logistics Section Chief and EOC Finance Section Chief must undertake a formal reconciliation process. All costs and resources must be accounted for and reconciled in order to officially close an activation. A formal report is to be provided to the EOC Manager and to County Management.

XV. REIMBURSEMENT

Reimbursement provides a mechanism to recoup funds expended for incident-specific activities. Consideration should be given to reimbursement agreements prior to an incident. Processes for reimbursement play an important role in establishing and maintaining the readiness of resources.

Reimbursement Terms and Arrangements

Preparedness plans, mutual aid agreements, and assistance agreements should specify reimbursement terms and arrangements for:

- Collecting bills and documentation.
- Validating costs against the scope of the work.
- Ensuring that proper authorities are secured.
- Using proper procedures/forms and accessing any reimbursement software programs.

Reimbursement, if available, for resources used on incidents will be subject to standard processes such as the Emergency Fire Fund, the State’s Disaster Emergency Fund, pre-existing agreements or other documents such as AOPs, Mutual Aid documents and the Wildland Emergency Response Fund (WERF). Any reimbursement costs will be based on current Colorado Resource Rate Form (CRRF) or FEMA’s Schedule of Equipment rates wherever possible.

Rates for private sector equipment will be the rental or purchase rates agreed to through prior written agreements or those prices deemed acceptable through bidding or comparison with other vendors or the State of Colorado authorized reimbursement rate.

Ordering processes that include ordering from the State must follow the State Resource Mobilization guidelines in order to qualify for reimbursement except for those ordered through Inter-Agency Dispatch and not approved through the State Emergency Operations Center. Resources ordered through Interagency will be completed through the interagency process by the agency that ordered the resource.

For incidents with a Federal Disaster Declaration - reimbursement will be that allowed under the FEMA Disaster Assistance Policy current at that time.

Agencies that ***independently*** order resources not covered by existing agreements are not eligible for reimbursement for those costs from state or federal funds.

Methods for Seeking Reimbursement

Authorizing Agents for Resource Reimbursements

During a disaster, the organization ordering the resource is responsible for payment unless otherwise agreed upon. There is an important difference to note in the payment structures of federally declared wildfires under the Fire Management Assistance Grant (FMAG), which is a part of the Stafford Act, and the federally declared “major disasters” under the Stafford Act.

Under an FMAG, the federal government commonly utilizes a federal IMT to manage the incident. The federal team's Incident Commander is most often given the authority to order resources as needed to suppress the fire. Wildfire cooperators that are requested to stay or deploy to the incident become contractors of the federal government and can receive payment for their services. The FMAG is still a cost share agreement, often with the federal government taking up to 75%, but it also allows for payment directly to resource vendors and cooperators. This reduces the strain on local governments who may incur high payments initially and then wait for reimbursement.

Under a Stafford Act Major Disaster declaration, the local government (AHJ) is responsible for all initial payments and may then submit reimbursement requests for the cost shared amount for *eligible* expenses only. The cost share is often structured so that the federal government reimburses 75% of eligible expenses, leaving local governments with 25% of eligible expenses plus 100% of ineligible expenses. It is possible, at the governor's discretion, for the state to share in the costs as well.

In an all-hazards (non-wildfire) incident in Douglas County, all resource requests that will be cost shared or paid in any part by Douglas County must be routed through the Douglas EOC for approval and tracking.

During an All-Hazards incident, Delegations of Authority are not executed and instead a disaster declaration is made. The AHJ declaring an emergency or disaster must clearly articulate the local capabilities exceeded and damage assessment. The AHJ is requesting assistance from the County or state and resources provided and responsibilities assumed are made by agreement. The AHJ never dissolves their legal statutory sovereignty and therefore continues to govern their town, city or special district.

The principle executive officer of the AHJ shall submit a Local Declaration of Disaster and submit it to the Douglas County OEM for processing. The Douglas OEM shall assist with the formation of a written disaster declaration agreement and shall also ensure that resources or responsibilities are acquired or operationalized per the agreement and within the specified timeline.

If the declaration is beyond the County's ability to provide assistance, the Douglas OEM shall oversee the processing of the Disaster Declaration and submit it to the State Office of Emergency Management. Douglas OEM shall facilitate any meetings or communications as needed to connect the Governor's Office to local elected officials.

All-Hazards Reimbursement

In the event resources are mobilized by the Douglas EOC, the following shall apply in the absence of pre-existing agreements and/or contracts in place. Governmental, non-governmental and private industry (private sector) resources responding to a formal Douglas EOC request (resource order) can expect reimbursement for reliable and serviceable equipment and reimbursement for qualified operators and support personnel as specified herein. Rates are based upon recognized governmental and industry standards and should be discussed and documented in **Appendix F: Request for Assistance Form** in the Douglas EOC.

The reimbursement rate for equipment supplied by units of government shall be the rate agreed to in a current and approved Colorado Cooperative Resource Rate Form (CRRF). If no CRRF exists, the rate shall be the rate established and documented in the RFA form. In cases where there is no rate provided on a CRRF or the RFA form, the FEMA standard rates will be used. The reimbursement rate is intended to cover the total reimbursement available for the cost of ownership, depreciation, maintenance, repair, fuel and oil. Equipment rates specified in this section shall be exclusive of the personnel necessary to operate and/or maintain the equipment resources, unless otherwise stated in the RFA form. The referenced rate structure will be enforced in the absence of other pre-existing agreements or contracts. It is the intent that public agencies who mobilize through this Annex be reimbursed as close as possible to their actual cost of doing business.

Units of Government will be reimbursed for personnel at the applicable Administratively Determined Rate (AD Rate) or the Government Services Rate (GS), provided for in the Interagency Incident Business Management Handbook, Chapter 10 including the State of Colorado and Rocky Mountain/Great Basin Supplements, unless there is a current CRRF agreement in place. In the absence of a declaration, financial liability is upon the requesting agency.

Ordering Resources for an Affected Jurisdiction

Reimbursement for costs associated with resources ordered for the affected jurisdiction is the responsibility of the requesting agency. Reimbursement decisions will be made per local plans, agreements (IGAs, Mutual Aid, MOUs, etc.), and/or provisions of the local disaster declaration. The Request for Assistance form may also be utilized to order a resource and agree on reimbursement terms with the assisting agency. Costs for state assets will be borne by the local requesting agency unless the state agency communicates that they are bearing the cost within their budget, or provisions are outlined clearly by the governor within the Executive Order declaring a disaster or emergency.

Methods for Seeking Reimbursement

Douglas County Sheriff's Office has a statutory responsibility for search and rescue, wildfire, and hazardous materials response in the unincorporated areas of Douglas County. On these types of incidents and in situations where mutual aid or contracted agencies capabilities are exceeded, operational costs are eligible for reimbursement through the Douglas County Sheriff but must be ordered through county channels, such as the DCSSO or the Douglas EOC. All other types of incidents are subjected to the rules of reimbursement as defined in this Annex.

Private vendors utilized to support operational response during these incidents are only eligible if they are authorized through the Sheriff's Incident Command or the Douglas EOC. If private vendors are acquired outside of this process, costs will be the responsibility of the ordering agency to pay.

Costs incurred by the AHJ for the jurisdiction managing the incident related to equipment, staffing, and apparatus are not reimbursable under state law and therefore not eligible. These costs may be reimbursed under state and federal disaster reimbursement programs if made available through a disaster declaration. Reimbursement requests in all-hazards incidents must be submitted to the Douglas County OEM, 4000 Justice Way, Castle Rock, CO 80109 within 30 days of the incident closing date. A reimbursement packet must be completed and submitted with the request.

Costs for incidents may be shared by special districts, townships, municipalities, counties, state and federal governments as agreed upon prior to the Douglas EOC filling orders. It is essential that the Douglas EOC track all incident resources assigned to the incident, make timely payments to those providing resources at the request of the Douglas EOC, and pursue local, state, and federal disaster declarations as necessary to ensure appropriate costs are shared. The jurisdiction having authority is responsible for tracking all resources assigned to the incident and their costs and making appropriate cost share reimbursement to the appropriate Douglas EOC Responding Agency.

In the **absence** of a disaster declaration and accompanying disaster declaration agreement, the reimbursement relationship is between the ordering jurisdiction and the sending agencies/organizations. In the absence of any existing Colorado Resource Rate Form or existing contracts, the FEMA reimbursement rates for resources based on kind and typing shall be used.

Methods for Seeking Reimbursement – State Process

When a state disaster or emergency is **declared**, the State of Colorado, Division of Homeland Security and Emergency Management, Office of Emergency Management is responsible for payment of all resources ordered through the State Emergency Operations Center (State EOC) and provided by any governmental, non-governmental, and/or private sector source in response to state support of an incident (§24-33.5-704, C.R.S.). It is understood that cost for such incidents will be shared by local, state, and possibly federal governments as agreed upon prior to the State EOC filling orders. It is essential that the State EOC track all incident resources assigned to the incident, make timely payments to those providing resources at the state's request, and pursue local, state, and federal disaster declarations as necessary to ensure appropriate costs are shared. The jurisdiction having authority is responsible for tracking all resources assigned to the incident and their costs and making appropriate cost share reimbursement to the State OEM.

In the **absence** of a State of Colorado Disaster Declaration, the reimbursement relationship is between the ordering jurisdiction and the sending agencies/organizations.

State Wildfire Reimbursement

In the event resources are mobilized by the State Office of Emergency Management (State OEM) the following shall apply in the absence of pre-existing agreements and/or contracts in place. Reimbursement will only apply in situations where local and mutual aid resources have been deployed, mutual aid period has expired, and additional resources are needed and not available at the local level. In such cases, requests will be coordinated at the approved emergency management level, prioritized and forwarded to the State OEM.

Governmental, non-governmental and private industry (private sector) resources responding to a formal State OEM request (resource order) can expect reimbursement for reliable and serviceable equipment and reimbursement for qualified operators and support personnel as specified herein. Rates are based upon recognized governmental and industry standards and any future rate changes reflected in the standards will apply to Colorado's rate structure. Reimbursement will be in accordance with Interagency Incident Business Management Handbook, Chapters 10 and 20, most recent edition. The Rocky Mountain/Great Basin and State of Colorado Supplements shall apply.

In order to ensure the efficient and effective acquisition and provision of equipment resources, the following will be the reimbursement structure for equipment mobilized by State OEM. Equipment rates specified in this

section shall be exclusive of the personnel necessary to operate and/or maintain the equipment resources. The referenced rate structure will be enforced in the absence of other pre-existing agreements or contracts.

The following rates shall apply to resources supplied by the State of Colorado, counties, cities, towns, municipalities, special districts, and other units of government. It is the intent that public agencies who mobilize through this plan be reimbursed as close as possible to their actual cost of doing business. Equipment is eligible for reimbursement after the end of the predefined mutual aid timeframe unless reimbursement is covered by a pre-existing agreement.

The reimbursement rate for equipment supplied by units of government shall be the rate agreed to in a current and approved Colorado Cooperative Resource Rate Form (CRRF). If no CRRF exists, the rate shall be the rate established by the State OEM. The reimbursement rate is intended to cover the total reimbursement available for the cost of ownership, depreciation, maintenance, repair, fuel and oil. The reimbursement rate is exclusive of the personnel component.

Units of Government will be reimbursed for personnel who are regular employees of units of government at 1.5 times the employee's normal, burdened, overtime rate. This shall be the only reimbursement for all labor costs associated with providing the personnel component to operate and support the provided equipment.

Units of Government will be reimbursed for personnel who are **not** regular employees of the units of government at the applicable Administratively Determined Rate (AD Rate) or Government Services Rate (GS) as determined by agreement, provided for in the Interagency Incident Business Management Handbook, Chapter 10 including the State of Colorado and Rocky Mountain/Great Basin Supplements. Liability is based upon state statute. In the absence of a state declaration, financial liability is upon the requesting agency as per state statute.

Colorado State Emergency Fire Fund (EFF)

The EFF may be used to assist counties with whom the Division of Fire Prevention and Control (DFPC) has signed an *Emergency Fund Contract Agreement for Watershed Fire Control* and who have paid their latest annual assessment. The fund will be used only for approved wildfire suppression and control activities. The state fire management officer (FMO), or his/her designee, is the only person authorized to approve and implement the fund.

Douglas County is a participant in the EFF agreement with DFPC. As a participant to this agreement, the state agrees to come to the aid of Douglas County should suppression resource needs exceed the county's capabilities. Douglas County Sheriff's Office or OEM will notify the State of Colorado Operations Line, as requested by DFPC, immediately should a wildfire incident occur which has the potential to exceed county capabilities. EFF fire incidents activate the State's Resource Mobilization Plan and will likely include mobilizing resources through the statewide resource database in WebEOC and the Pueblo Interagency Dispatch Center.

When a wildfire is accepted by the state as an EFF incident, a cost share agreement may be negotiated between DFPC and affected jurisdictional agencies. The state FMO's decision will be documented in writing. When the EFF is implemented, DFPC assumes responsibility and authority for all suppression activity until the fire is returned to county responsibility. The county shall nevertheless continue to make its maximum effort to provide firefighting resources from within the county. The county will also continue event support and coordination, outside of the incident footprint through the County EOC.

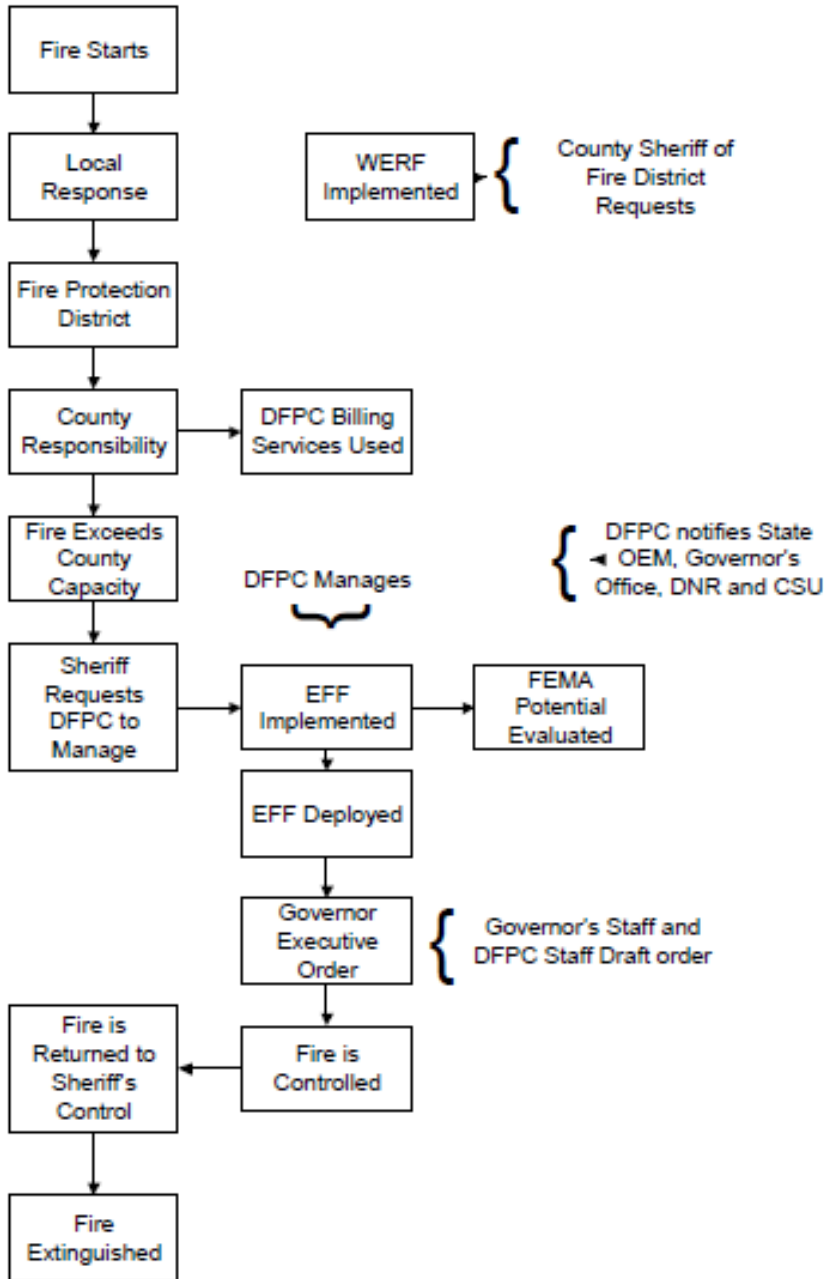
All EFF fires will have a unified command structure consisting of, at a minimum, the Douglas County Sheriff (or designated representative) and a DFPC Line Officer. If land governed by another agency is threatened or involved, that agency will provide a representative to the Unified Command. When a fire is approved for EFF implementation within Douglas County, the following minimum fire suppression forces will be maintained, as much as possible, through the duration of the incident:

- Local resources available to the county through mutual aid, automatic mutual aid or contract basis, while still providing a minimal level of response for other, new incidents within that district and without jeopardizing the ability of the assisting agencies to mount a reasonable response within their own jurisdiction.
- Law enforcement and traffic control through the sheriff's office.
- Other county-owned equipment as may be available and as mutually agreed upon between the county and the DFPC Line Officer, given the specific conditions and needs of the incident.

DFPC will transfer control of an EFF fire back to Douglas County when the fire spread is contained, the line officer's objectives have been met, and a written plan has been developed for the next operational period. The EFF fund can pay for water barring and reseeding control lines if authorized by the DFPC Line Officer and only when part of the Incident Action Plan during the EFF period. All other reclamation work must be funded by the landowner or other sources.

Figure 11 – Colorado Fire Funds

Wildfires occur as unscheduled emergency events. The role of the state is to provide technical advice and assistance to local government, assume the management of wildfires that exceed the capacity of local governments upon the request of the sheriff or when wildfires threaten to become state emergencies or disasters, and at all times, provide for the safety of firefighters and the public.



Initial response comes from local fire departments; fire protection districts; sheriff's offices; USFS, BLM, NPS, FWS, BIA.

DFPC may provide technical assistance during initial response and will provide state resources upon request.

Agreements between DFPC, federal agencies, and counties provide a path for local fire departments / districts to participate in fire response outside their local jurisdiction.

Wildland fire response is implemented through Six (6) interagency dispatch centers

Annual Operating Plans established with all responding agencies in a county facilitate coordinated response.

DFPC is the lead state agency for wildland fire management (Colorado Emergency Operations Plan ESF 4a).

DFPC manages the Wildfire Emergency Response Fund (WERF); the Emergency Fire Fund (EFF); the Wildfire Preparedness Fund; and FEMA Fire Management Assistance Compact (FMAG).

Wildfire Emergency Response Fund (WERF)

The Wildfire Emergency Response Fund was created to assist local jurisdictions with initial attack wildland fire response on state and private lands within the state of Colorado (§24-33.5- 1226 C.R.S.). Any County Sheriff, municipal fire department, or fire protection district within Colorado may request WERF reimbursement as the official Requesting Agency. WERF will reimburse, if funds are available, the Requesting Agency the cost of eligible wildland firefighting resources.

This table shows the eligible and ineligible items for WERF Reimbursement

Figure 12 – WERF Eligibility

ELIGIBLE FOR WERF REIMBURSEMENT	
Both aerial resource use and hand crew use on the same incident.	
AERIAL RESOURCES	First hour of firefighting helicopter rotor time + pilot time OR First aerial tanker flight + drop + retardant*
	OAS-carded & USFS-carded pilots, if federal resources are involved.
HAND CREW	Up to 2 hand crew days within the first 2 operational periods of an incident, beginning from time of departure to fire.
	Type 1, Type 2 Initial Attack, or Type 2 NWCG-qualified crews.
	Hand crews should be ordered based on incident needs, crew Type and capabilities, and proximity to incident. There is a preference for the use and reimbursement of State of Colorado inmate crews.
	Different crews may be used, but only for a total of 2 hand crew days.

There are often additional costs associated with the use of aircraft and hand crews that are not reimbursable.

NOT ELIGIBLE FOR WERF REIMBURSEMENT	
AERIAL RESOURCES	Fixed wing aircraft reimbursement does not include lead plane or aerial observer aircraft.
	Additional helicopter personnel (helicopter crew).
	Ferry time/flight time to bring aerial resource to Colorado.
	Fuel truck. Chase truck.
HAND CREW	Travel time to bring hand crews from outside Colorado.
	Hand crew logistics costs of lodging, camping, and per diem.

Consult the County Annual Operating Plan for the local, state, and federal dispatch procedures to order resources eligible for WERF reimbursement. The Requesting Agency must notify the Colorado DFPC of each

WERF reimbursement request. Requests should be emailed to DFPC at firebill@cdfpc.org within 7 days of resource use and include the following information:

- Who requested the resource (Sheriff, Fire Chief, etc.),
- Fire name,
- Incident number (whenever available),
- Resource name,
- Date(s) of use,
- Copies of resource orders (whenever available).

Since the DFPC has been tasked by the Colorado State Legislature to administer and manage this fund, it is critical that DFPC receives notification of any and all WERF requests to maintain an accurate balance for the fund.

*If seeking reimbursement, any request for a Very Large Air Tanker (VLAT) must be pre-approved by the DFPC Operations Chief or designee prior to use.

FEMA Fire Management Assistance Grant (FMAG)

Under the Stafford Act, 42 U.S.C. 5187, Fire Management Assistance is available to state, local and tribal governments, for the mitigation, management, and control of fires on publicly or privately-owned forests or grasslands, which threaten such destruction as would constitute a major disaster.

The Fire Management Assistance declaration process is initiated when the Colorado DFPC submits a request for assistance to the FEMA Regional Director at the time a "threat of major disaster" exists. The entire process is accomplished on an expedited basis and a FEMA decision is rendered in a matter of hours. The grant program provides a 75 percent Federal cost share and the jurisdiction having authority pays the remaining 25 percent for actual costs.

Eligible firefighting costs may include expenses for field camps; equipment use, repair and replacement; tools, materials and supplies; and mobilization and demobilization activities.

Although the FMAG program is under the Stafford Act, the program works differently than an all-hazards "major disaster" declaration in the payment of volunteer fire fighters. Under an FMAG, a volunteer firefighter working

in his/her own jurisdiction may become a contractor of the federal government, if requested. In this case, the fire fighter would be eligible to request compensation for deployment on the incident. Under a Stafford Act “major disaster” declaration, unpaid workers (volunteers) are not eligible to be paid or reimbursed regardless of the hours worked on the incident because they are not compensated on a daily basis for the same duty. On a “major disaster” declaration, a jurisdiction will only be reimbursed with a 75% cost share for expenses they would normal incur regardless of the declaration.

Compensation Claims

All incident compensation claims will be filed and governed by processes established in the latest version of the Interagency Incident Business Management Handbook, Chapter 70 (home agency responsible for own liability and workers’ comp coverage; death and disability coverage).

Situations in Which Reimbursement May NOT Occur

If any of the following situations and circumstances exists, reimbursement may not occur:

1. Resource was not formally ordered by the Douglas EOC on behalf of a local incident.
2. Resource was available to the Authority Having Jurisdiction (AHJ) by signed mutual aid agreement.
3. The sending agency/organization specifically requests not to be reimbursed for personnel or equipment.
4. Sending agency/organization does not submit a timely request for reimbursement with required supporting documentation, generally within 30 days of the close of the incident.

For incidents with a federal disaster declaration, reimbursement will be limited to that allowed under FEMA Disaster Assistance Policy 9523.6.

Private Sector Resource Reimbursement

The reimbursement rate for equipment supplied by the private sector vendors will be the equipment rental rates agreed to on the Request for Assistance (RFA) Form or in preexisting contracts with the Douglas County, the state or within the Interagency Dispatch System. In the absence of a preexisting contract, the reimbursement rate will be the equipment rental rates published in the Equipment Watch, Rental Rate Blue Book plus fifty percent (50%). The reimbursement rate is the total reimbursement available for the cost of ownership, depreciation, maintenance, repair, transportation, fuel and oil. The reimbursement rate is exclusive of the equipment operator and support personnel component.

When equipment operators and support personnel are supplied by the private sector equipment vendor, their cost will be reimbursed at the prevailing Davis-Bacon Act Rate. This reimbursement shall be the only reimbursement for all labor costs associated with providing the personnel component to operate and support the provided equipment. Current state per diem rates will be used, unless there is another agreed upon rate. The resource management network is a primary responsibility of the EOC and should be effectively functional during an emergency situation. A listing of all available stores and supplies of foods, materials, and equipment is kept on file in the EOC.

XVII. PLAN DEVELOPMENT & MAINTENANCE

It is the responsibility of the Douglas County Office of Emergency Management to keep an accurate and updated list of all available sources that will supply resources during an emergency. Douglas OEM will handle the coordination and planning of these services and will update the Resource Mobilization Annex regularly to reflect any necessary changes.

Development

The EOP and the supporting Annexes are not necessarily developed and updated simultaneously. The EOP is adopted by the Douglas County Board of County Commissioners by resolution. This Annex is developed and implemented through coordination of the lead and support agencies, but it does not require Board of County Commissioners approval.

Development, revision, and implementation of this Annex are the responsibility of Douglas County OEM. Assistance and involvement should also be provided by the designated support agencies. This Annex may be updated as often as needed to reflect changes in procedures and improved emergency response capabilities identified from corrective action reports.

Douglas County OEM and support agencies will be responsible for preparing and maintaining any agency-specific standard operating procedures/guidelines necessary for implementation of all responsibilities assigned in this Annex

Maintenance

Ongoing acquisition of equipment and resources, addition of new partner agencies and disciplines make this plan dynamic and continuously evolving. Continuous monitoring of changes in addition or loss of resources must be maintained. The Douglas EOC Logistics Section will stay current with equipment and resource status. Logistics plans, resource inventories and response capability shall be continually monitored for changes and any necessary modification can be made to this plan with the approval of the Douglas County Emergency Management Director or his/her designee.

XVIII. APPENDICES

A – Acronyms

B – Definitions

C – Wildfire AOP Guidance Document

D – Delegation of Ordering Form

E – Resource Ordering Form ICS 213RR

F – Request for Assistance Form (RFA)?

G – Emergency and Disaster Finance Policy

H – All-Hazard Complexity Analysis Form

I - State and Federal Declaration Information

APPENDIX A: ACRONYMS

AHJ	Agency Having Jurisdiction
AOP	Annual Operating Plan
CAD	Computer Aided Dispatch
CDPHE	Colorado Department of Public Health and Environment
CDVMN	Colorado Donations and Volunteer Management Network
COG	Continuity of Government
COOP	Continuity of Operations
COVOAD	Colorado Voluntary Organizations Active in Disaster
CRFF	Colorado Resource Rate Form
CST	Civil Support Team
DAC	Disaster Assistance Center
DCSO	Douglas County Sheriff's Office
DCT	Donations Coordination Team
DFPC	Division of Fire Prevention and Control
DHS	U.S. Department of Homeland Security
DMORT	Disaster Mortuary Operational Response Team
DRC	Disaster Recovery Center
EFF	Emergency Fire Fund
EOC	Emergency Operations Center
FAC	Family Assistance Center
FACT	Family Assistance Center Team
FEMA	Federal Emergency Management Agency
FMAG	Fire Management Assistance Grant
FMO	Fire Management Officer
HSPD	Homeland Security Presidential Directive
IC/UC	Incident Command/Unified Command
IGA	Intergovernmental Agreement
IMT	Incident Management Team
JIC	Joint Information Center
JIS	Joint Information System
MOU	Memorandum of Understanding
OEM	Office of Emergency Management

PIO	Public Information Officer
PPD	Presidential Policy Directive
PPE	Personal Protective Equipment
RFA	Request for Assistance
RSF	Recovery Support Function
VCT	Volunteer Coordination Team
VOAD	Voluntary Organizations Active in Disaster
VRC	Volunteer Reception Center
WERF	Wildfire Emergency Response Fund

APPENDIX B: DEFINITIONS

The following are definitions of terms used in the Colorado State Emergency Resource Mobilization Annex.

Agency Having Jurisdiction (AHJ) –The agency having jurisdiction and responsibility for a specific geographical area or a mandated function.

Agency Representative – An individual assigned to an incident from an assisting or cooperating agency that has been delegated the authority to make decisions on matters affecting that agency’s participation at the incident. In ICS, Agency Representatives report to the Incident Liaison Officer.

Allocated Resources – Resources dispatched to an incident.

Annual Operating Plan – Sets forth standard operating procedures, agreed procedures, and responsibilities to implement cooperative wildland fire protection on all lands within a county. It is a working document compiled each year by wildland fire agencies participating in the Plan and shall be attached to and considered part of the Interagency Cooperative Fire Protection Agreement.

Appropriate Response – The planned strategy for action (in terms of the type, amount, and timing of resources) on an incident which most efficiently meets incident management objectives under current and expected conditions. The response may range from a strategy of prompt incident control to one of containment or confinement.

Assisting Agency – An agency directly contributing tactical or service resources to another agency.

Available Resources – Resources available to respond to incidents beyond their local mutual aid area for a specified extended duration of time.

Base – Staging and/or command center location for emergency operations.

Base Camp – Location for eating, sleeping, etc. near staging or command center.

Coordination Center – A facility that is used for the coordination of agency or jurisdictional resources in support of one or more incidents. For the purposes of the Colorado Emergency Resource Mobilization Annex this refers to the Rocky Mountain Interagency Coordination Center.

Director– Means the director of the Office of Emergency Management as identified in section 24-33.5-705 C.R.S.

Department Operations Center – A facility operated by a state department to coordinate departmental assets in support of an incident.

Emergency Management Assistance Compact (EMAC) – The adopted state-to-state process for ordering resources that will cross state lines during a governor declared emergency or disaster.

Emergency Manager– Is the director or coordinator of the local or interjurisdictional disaster agency as described in section 24-33.5-707 (4) C.R.S or other person identified pursuant to section 24-33.5-707 (6), responsible for local or interjurisdictional disaster preparedness and response.

Emergency Operations Center (EOC) – EOCs are facilities (physical or virtual) that are used in varying ways at all levels of government and within private industry to provide a location for coordination, direction, and support during emergencies.

Geographical Area Coordination Center (GACC)– The primary mission of the GACC is to serve federal and state wildland fire agencies through logistical coordination and mobilization of resources (people, aircraft, ground equipment) throughout the geographical area, and with other geographic areas, as necessary.

Host Jurisdiction–Is the jurisdiction having authority over the disaster or emergency until incident management authority is delegated to another agency.

Incident – An occurrence either human caused or by natural phenomena, that requires action by emergency service personnel to prevent or minimize loss of life or damage to property and/or natural resources.

Incident Commander – The individual responsible for the management of all incident operations at an incident site by delegation of authority from an AHJ.

Incident Command System (ICS) – A standardized on-scene emergency management concept specifically designed to allow its users to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. It has the same meaning set forth and established in section 29-22.5-102 (3) C.R.S

Incident Management Team (IMT) – An organization of overhead personnel operating within the Incident Command System with responsibility for the management of resources to effectively accomplish objectives determined for an incident, under the direction of the Incident Commander.

Interagency (IA) Dispatch Center – A facility from which resources are primarily assigned to wildland fire incidents. For the purposes of the Colorado State Emergency Resource Mobilization this refers to the Dispatch Centers located in Craig, Grand Junction, Montrose, Durango, Ft. Collins, Pueblo, and the Rocky Mountain Coordination Center (Lakewood).

Jurisdiction– Is the state and tribal authorities and county, city and county, town, special district, or other political subdivision of the State of Colorado.

Local Dispatch – Dispatch offices representing local city/county government emergency response resources and responds to local incident requests for resources. These are also referred to as Public Safety Access Points (PSAP).

Mobilization– Is the process of providing emergency resources beyond those available through existing inter-jurisdictional or mutual aid agreements. Resources sent in response to a request from a jurisdiction in which an emergency or disaster situation or local emergency incident has exceeded or will exceed the capabilities of the requesting jurisdiction. The Term also includes the redistribution of resources either to direct emergency incident assignments or to assignment in communities where resources are needed to provide backfill coverage when those communities' resources have been mobilized to assist other jurisdictions.

Mobilization Center – An off-incident location at which emergency service personnel and equipment are temporarily located pending assignment, release, or reassignment (see also Base and Staging Area).

Mobilization Plan– Means the Statewide All-Hazard Resource Mobilization Plan developed and utilized pursuant to section 24-33.5-705.4 C.R.S.

Mobilization System– Means the Statewide All-Hazards Resource Mobilization system and processes created under section 24-33.5-705.4 C.R.S. A system that includes the Mobilization Plan and the technology and personnel necessary to mobilize resources according to the Plan.

Multiagency Coordination (MAC) – A process that allows all levels of government and all disciplines to work together efficiently and effectively. Multiagency coordination occurs across the different incident management disciplines, across jurisdictional lines, and across all levels of government and the private sector. During an incident or incidents, multiagency coordination is used to support incident needs, set jurisdictional policies concerning the incident, set incident priorities, and allocate critical resources. The scope of a MAC group is defined by geography: local, region of a state, state, multi-state region, and national. The State of Colorado uses the Unified Coordination Process as the primary guideline for multiagency coordination at the local, regional, and state level. Further definition of specific MAC processes can be found in the emergency operations plans associated with a given MAC group.

Multiagency Coordination (MAC) Group – Personal that work together to perform multiagency coordination. Very often this group works out of an emergency operations center (EOC) or coordination center.

Multi-Agency Incident – An incident where one or more agencies assist a jurisdictional agency or agencies.

Multi-Jurisdictional Incident – An incident requiring action from multiple agencies that have a statutory responsibility for incident mitigation.

Mutual Aid– Is the emergency interagency assistance rendered pursuant to an agreement between the jurisdictions rendering and receiving assistance

Mutual Aid Agreement – A non-binding, mutually beneficial agreement between agencies and/or jurisdictions in which they agree to assist one another upon request, by furnishing personnel and equipment.

National Incident Management System (NIMS) – Developed by the U. S. Department of Homeland Security Secretary, NIMS establishes standardized incident management processes, protocols, and procedures that all responders at the federal, state, tribal, and local levels use to coordinate and conduct response and recovery actions.

National Interagency Dispatch System – The National Geographic Area Coordination centers include (Regional) Eastern, Southern, Southwest, Rocky Mountain, Northern Rockies, NICC, Northwest, West Basin, North CA Ops, South CA Ops, and Alaska centers for regional resource management through ROSS.

Non-Host Jurisdiction – Is a jurisdiction providing disaster or emergency response resources to a host jurisdiction, also known as a sending agency.

Operational Period – A defined time period (i.e. 0600 to 1800 hours) in which a specific set of objectives are established for managing incident activities and for which specific resources and personnel are assigned to those activities, as determined by the Incident Commander.

Preparedness Levels – Planned levels of readiness dependent on incident activity, weather, hazard threat, and resource availability.

Resource Kind – A classification of resources in the Incident Command System which refers to function; e.g. hand crew, helicopter, engine, and dozer.

Resource Mobilization Liaison – The Executive Director of the Department of Public Safety or his/her designee who is the Liaison to the Local Unified Coordination Group, Incident Commander, or Host /Requesting Agency.

Resource Request Order Number – A unique number assigned by the agency dispatching the resources to the incident. Every resource requested for an incident must have an Order Number assigned to it. The resource order number provides the legal authorization for the movement of incident requested resources and is the reference for all claims.

Resource Type – Refers to resource capability. A Type 1 resource provides a greater overall capability due to power, size, capacity, etc., than would be found in a Type 2 resource.

Resources – Personnel and major items of equipment available or potentially available to be assigned to incidents. Resources are described in the Incident Command System by kind and type.

Resource Ordering and Status System (ROSS) – National database for resource deployment, used at the National Interagency Dispatch, Rocky Mountain Area Coordination Group, wildland and all-hazard resources.

Rocky Mountain Area Coordination Center (RMACC) – One of 12 Geographic Area Coordination Centers (GACC) in the Nation. RMACC is located in Lakewood, Colorado and covers a 5 state Rocky Mountain Geographic Area (Colorado, Kansas, Nebraska, South Dakota, and Wyoming).

Single Resource – An individual, a piece of equipment and its personnel complement, or a crew or team of individuals with an identified work supervisor that can be used on an incident.

Staging Area – Locations set up at an incident where resources can be placed while awaiting a tactical assignment.

State Emergency Operations Center (SEOC) – A facility operated by the Colorado Office of Emergency Management to coordinate the overall response of state government agencies and assets in support of an incident.

State Emergency Operations Plan (SEOP) – The state level plan for actions to be taken by government and partner organizations 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.

Strike Team – Specified combinations of the same kind and type of resources, with common communications and a leader. For example, a Type 1 Engine Strike Team generally consists of 5, Type 1 Engines (meeting the minimum equipment and manning standards) under the control of a Strike Team Leader.

Task Force – A combination of single resources assembled for a particular tactical need with common communications and a leader.

Unified Command – As described in section 29-22.5-102 (8) C.R.S., Unified Command is an application of ICS used when there is more than one agency with jurisdiction. Agencies work together through their designated representative within the Unified Command at a single ICP to establish a common set of objectives and strategies, and a single IAP.

Unified Coordination (also known as Multi-Jurisdictional or Multi-Agency Coordination) – The involvement of multiple entities in the planning, coordination, recovery, and decision-making activities of an incident or event.

Unified Coordination Group – A Unified Coordination Group includes local, state, and federal partners, NGOs, volunteer organizations, the private sector, and other partners involved in response and recovery that have the policy making authority to make decisions, allocate resources, and commit funds. In some cases, it may be necessary for the UCG to function virtually such as via teleconference or video teleconferencing to accomplish its assigned tasks based on the size and scope of the event (i.e. blizzard activities across multiple jurisdictions).

Unified Coordination System – An activity or a formal system used to coordinate resources and support between agencies or jurisdictions useful for regional situations. This involves a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordination of assisting agency resources and support to agency emergency operations.

APPENDIX C: WILDFIRE ANNUAL OPERATING PLAN (AOP) GUIDANCE DOCUMENT

In wildfires, the Annual Operating Plan is a governance document that influences initial attack and extended attack resource mobilization. The current 2014 AOP highlights that are related to resource mobilization are defined below:

Resource Requests

The parties to this operating plan agree to coordinate all resource requests from cooperating agencies as follows:

- A. FEDERAL RESOURCES (ARF, BLM, NPS): Requests for federal resources, including all personnel and equipment, shall be coordinated through the Pueblo Interagency Dispatch Center (PIDC).
- B. Division of Fire Prevention and Control: Requests for state resources shall be coordinated through the DFPC FMO.
- C. COUNTY RESOURCES: Requests for county resources during *initial attack* shall be made through the Douglas Regional Dispatch Center and/or METCOM Dispatch Center. Requests for Douglas County wildland fire resources including County Aviation assets will be made by local cooperators through the appropriate county or local cooperators' dispatch center. All available mutual aid resources (specific equipment or personnel, wildland task forces, aviation etc.) will be utilized, prior to ordering resources from outside Douglas County.
- D. STATE AVIATION RESOURCES: Requests for state aviation resources will be made through PIDC or State Emergency Operations Line only for the Multi Mission Aircraft requests per the Rocky Mountain Area Mobilization Guide.
- E. FEDERAL AVIATION RESOURCES: Requests for Federal and Interagency aviation resources such as Air Tankers or Helicopters will be made through PIDC.

Reciprocal Fire Assistance Mutual Aid

In the AOP mutual aid is defined as assistance provided by a supporting agency or fire protection district at no cost to the jurisdictional (protecting) agency. Supporting agencies will voluntarily, or upon request, take initial attack action in support of the jurisdictional agency. It shall be the responsibility of the agency performing initial attack to notify jurisdictional agencies if those lands are involved or threatened. The jurisdictional agency will not be required to reimburse the supporting agency for costs incurred for the duration of the mutual aid period, unless other arrangements are agreed upon pursuant to § 29-5-105 C.R.S. through § 29-5-110, C.R.S. (Temporary fire fighter duty assignments).

- **Mutual Aid Period:** The extent of the Mutual Aid period shall be twelve (12) consecutive hours from the time of initial dispatch of the Emergency Incident, unless extended by an additional agreement between the Parties. The initial dispatch shall be the first notification of the Emergency Incident; a Requesting Party may not circumvent the limitation on Mutual Aid by re-toning when Mutual Aid is requested or by using the time of notification of an Assisting Party. **Initial attack activities are subject to all existing mutual aid, reciprocal aid, and automatic aid agreements between the involved Agencies, and unless otherwise covered under DFPC 2019 Wildland Fire Resource Funding Guidelines.**
- **Obligation Under Mutual Aid:** It is understood that no supporting Agency or Fire Protection District will be required to assist, or expected to commit resources to a jurisdictional Agency, if such assistance or resources may jeopardize the security of lands under protection of the supporting Agency or Fire Protection District.

Local DFPC and Federal agencies will respond as needed and available to wildfires on state and private lands when requested by Agency Having Jurisdiction. Such response costs should follow *DFPC 2019 Wildland Fire Resource Funding Guidelines*. Local Federal resources, during the mutual aid period, when a fire is determined to threaten Federal lands, will be at no cost to the jurisdictional agency. However, when fire is not threatening federal lands and / or beyond mutual aid, federal resource cost recovery may be requested to the ordering entity.

Wildfire AOP Reimbursement and Cost Sharing

For County managed fires, the Douglas County Sheriff's Office may identify a separate process and procedure for reimbursement of cooperators not identified in this agreement. On EFF-declared fires reimbursement requests from cooperating agencies will be made to the Division of Fire Prevention and Control (DFPC). Invoices are required to have proper documentation supporting those expenses before the process for payment can be completed.

Cost-share agreements shall be prepared when an incident burns across or threatens jurisdictional boundaries. The intent is to distribute the financial burden based on a method agreed upon by a representative from each affected jurisdiction. A cost-share agreement should be negotiated as soon as practical. For wildland urban interface (W/UI) fires involving structures, the distribution of costs should be commensurate with the values protected. During fires that threaten private lands and structures, cost of jurisdictional fire suppression and

support resources are borne whenever possible by the jurisdictional agency, department, or fire protection district in which the structures and/or fire is located. A cost-share agreement may be developed to allow for reimbursement if agreed upon by all authoritative parties.

Generally, agencies that elect to not fully suppress an ignition with the intent to manage the fire for other objectives are responsible for all cost associated with that fire after the 12 hour mutual aid period ends.

Interagency zone dispatching is used for EFF fires or if indicated by level of the incident. When the resource ordering is officially transferred, the EOC shall continue to support incident operations and resource management as needed or requested. If all resource needs are fulfilled a complete resource status inventory shall be provided by the EOC to the interagency dispatch center.

APPENDIX D: DELEGATION OF ORDERING FORM

**Douglas County
Delegation of Resource Ordering Responsibility**

Delegation Criteria

Activation of the EOC	Resource support for areas outside the incident foot print or under direct incident command control. Based upon a decision made between the EOC Manager, Incident Logistics Section Chief, and Dispatch Manager.
Dispatch Center workload increases beyond specified threshold	<p>The call load for communications rises as an incident expands. Dispatch Center may reach a point where it cannot provide services and/or cannot provide large-incident resource support.</p> <ul style="list-style-type: none"> ○ After the IC asks for strike teams or task forces (grouped resource ordering) and the Metro Chief’s Strike Team resources have been ordered and their capabilities are exhausted. ○ County coverage plans need to be developed and resources moved or ordered. ○ When CAD resources are exhausted. ○ When resources are needed beyond CAD’s capacity (such as out of county). ○ Ordering is occurring for multiple operational periods. <p>There will be a formal transfer of responsibility before the activity is assumed by the EOC.</p>
Delegation of Authority from Fire District to County	Delegation of authority from the local Fire District to the County will result in increased needs from resource management from EOC Logistics.
Establishment of a Unified Command or Area Command	Multiple agencies with shared responsibility for a response, or multiple incidents with separate Incident Command structures, will need resource management from EOC Logistics.
Normal mutual aid resources are exhausted	The resource needs draw from outside of the County or group ordering of resources is required.

- EOC Manager receives request to shift resource ordering from Incident Command or Communication Centers via general message or WebEOC.

Requested by: _____ Date: _____ Time: _____

Transfer of resource ordering responsibility: Date: _____ Time: _____

- The situation meets one of the criteria listed above. Yes () No ()
- EOC Logistics can absorb added responsibilities: Yes () No ()
- Dispatch and the EOC can be separately partitioned: Yes () No ()

(Page 1 of 2)

Specific resource ordering responsibilities clearly stated.

<input type="checkbox"/> Option 1: EOC will order all grouped resources and event support. Dispatch will continue ordering all CAD resources, to include Fire, EMS and Law Enforcement.
<input type="checkbox"/> Option 2: (please specify)

Identified resources currently in process and those needing immediate attention:

Update needs due to the transfer of resource ordering responsibilities.

Corrective actions to implement:

Notification and Information Sharing:

<input type="checkbox"/> Incident Command Notified: Name of the person who notified Incident Command of the changes: _____. Name of the person/s notified: _____. Time completed: _____.

➤ EOC Manager shall communicate the shift of responsibility to the EOC staff.

Time Completed: _____ EOC Manager: _____

➤ Communications Supervisor/Director shall communicate the shift of responsibility to the dispatchers.

Time Completed: _____ Supervisor/Director: _____

APPENDIX E: RESOURCE ORDERING FORM 213RR

1. Incident Name			2. Date/Time			3. Resource Request Number:		
Requestor	4. Order (Use additional forms when requesting different resource sources of supply)							
	Qty.	Kind	Type	Detailed Item Description: (Vital characteristics, brand, specs, experience, size, etc. Include special support needs as appropriate.)	Arrival & Demob Date and Time		Cost	
					Requested Arrival (Specific - not "ASAP")	Est. Length of Time Needed		
Logistics	5. Requested Delivery/Reporting Location and On-Site Contact (be specific):							
	6. Suitable Substitutes and/or Suggested Sources:							
	7. Initially Requested by Name/Position/Telephone Number:			8. Priority [] Life Safety <input type="checkbox"/> 2 – 4 hours <input type="checkbox"/> 4 – 6 hours <input type="checkbox"/> 6 – 12 hours <input type="checkbox"/> 12 – 24 hours <input type="checkbox"/> 24+ Hours			9. Originating 213RR ESF Approval Name/Position/Telephone Number /Date:	
	10. IMT LOGS Section Chief Approval (if 213RR originated by IMT LOGs):				11. Date/Time:			
12. EOC Operations Section Chief Approval: (if EOC Operations Position is Activated)				13: Date/Time				
14. Method of Payment: <input type="checkbox"/> Purchase Order # <input type="checkbox"/> P-Card Name <input type="checkbox"/> Direct Billing <input type="checkbox"/> Other						15. Supplier Phone/Fax/Email:		
16. Name of Supplier/POC:								

	17. Notes:	
	18. Approval Signature of Authorized Logistics Rep:	19. Date/Time:
	20. Order placed by:	21. Date/Time:
Finance	22. Reply/Comments from Finance:	
	23. Finance Section Approval:	24. Date/Time:
Plans	25. Comments from Plans Section:	
	26. Plans Section Acknowledgement:	27. Date/Time:
<i>Douglas County EOC ICS 213RR - Resource Request Form 8/7/17</i>		

APPENDIX F: REQUESTS FOR ASSISTANCE (RFA) FORM

AGENCY REQUEST FOR ASSISTANCE (RFA) FORM						
Event Name						
Requesting Agency		Assisting Agency				
Requesting Agency Mission Number		Assisting Agency Mission Number				
Date			Time			
SECTION 1						
COMPLETED BY REQUESTING AGENCY						
Contact Person			Telephone		Fax	
			Email		Other	
Description of Mission Assignment						
Description of Resources Needed:						
Date Needed:			Time Needed:			
Estimated Deployment Duration (specify days or hours):						
Special Deployment Consideration:						
Additional Details for equipment/safety/living conditions/working conditions:						
Resource Coordination Contact:				Telephone:		
Staging Area / Check-in Directions:						
Name of Government representative authorizing this request:						
Printed Name		Title		Signature		

SECTION 2

COMPLETED BY ASSISTING COUNTY, LOCAL GOVERNMENT, POLITICAL SUBDIVISION OR STATE OF COLORADO

Contact Person		Telephone			
		Email			
Type of Assistance / Resources Available					
Resource Point of Contact		Telephone:			
Resources Available from:	Date:		Time:		
Resources Available To:	Date:		Time:		
Estimated Costs for Deployment					
Name of Government representative authorizing this request:					
Printed Name	Title		Signature		

SECTION 3

TO BE COMPLETED BY REQUESTING AGENCY UPON ACCEPTANCE OF ASSISTANCE OFFER

Name of Government representative authorizing this request:					
Printed Name	Title		Signature		
SPECIAL CONSIDERATIONS / OR AMENDMENTS					
Agreement extension period:		Estimated Cost:			
Authorizing Signature:			Date:		
Assisting Agency Signature:			Date		

APPENDIX G: EMERGENCY AND DISASTER FINANCE POLICY**DOUGLAS COUNTY
ADMINISTRATIVE POLICIES AND PROCEDURES**

TITLE: Emergency and Disaster Finance Policy	
POLICY CUSTODIAN Finance	APPROVAL DATE: September 2011
	REVISION DATE: October 2018

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 situation 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 can not 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.

**Figure 1
Use of Emergency Funds Criteria**

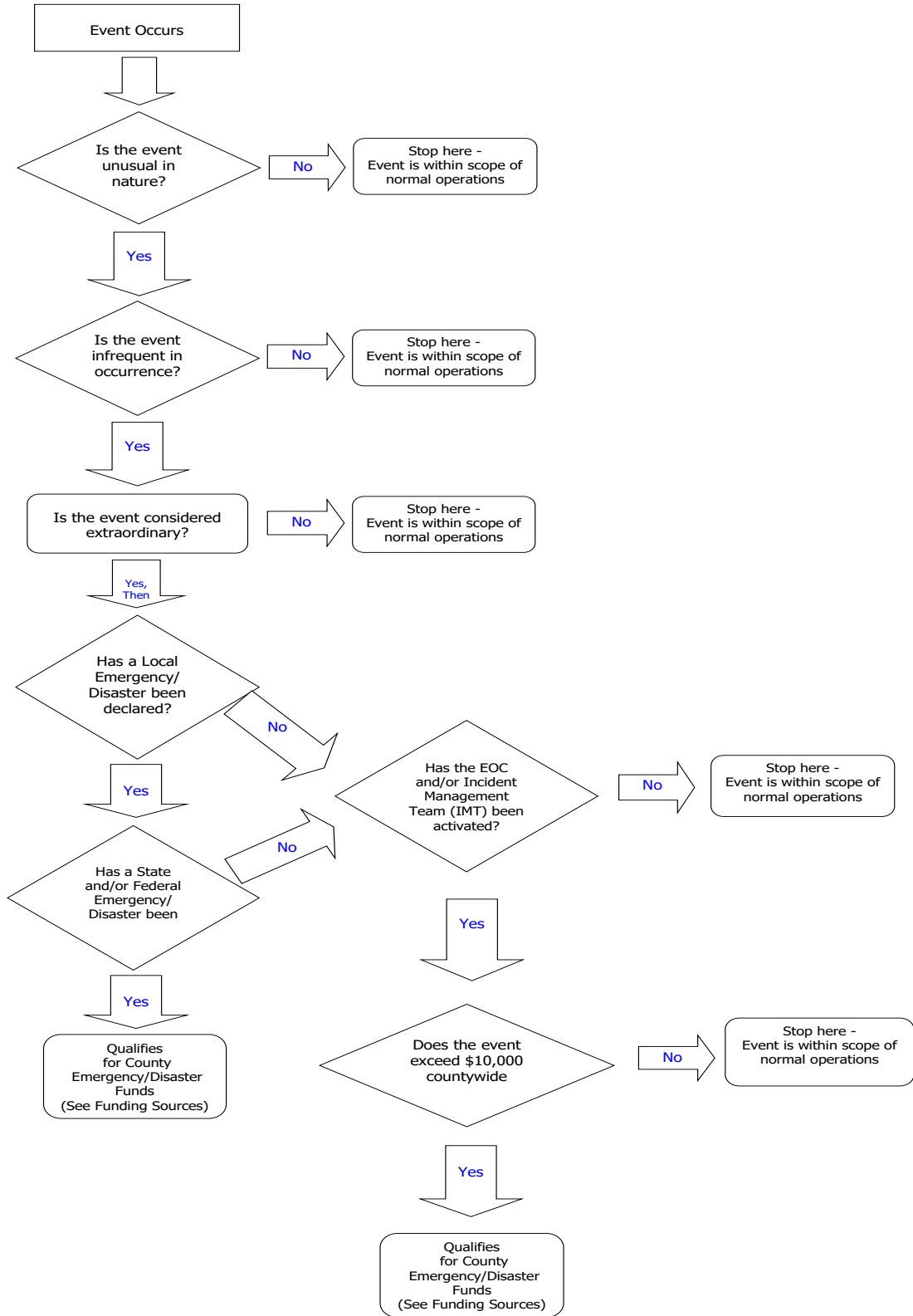
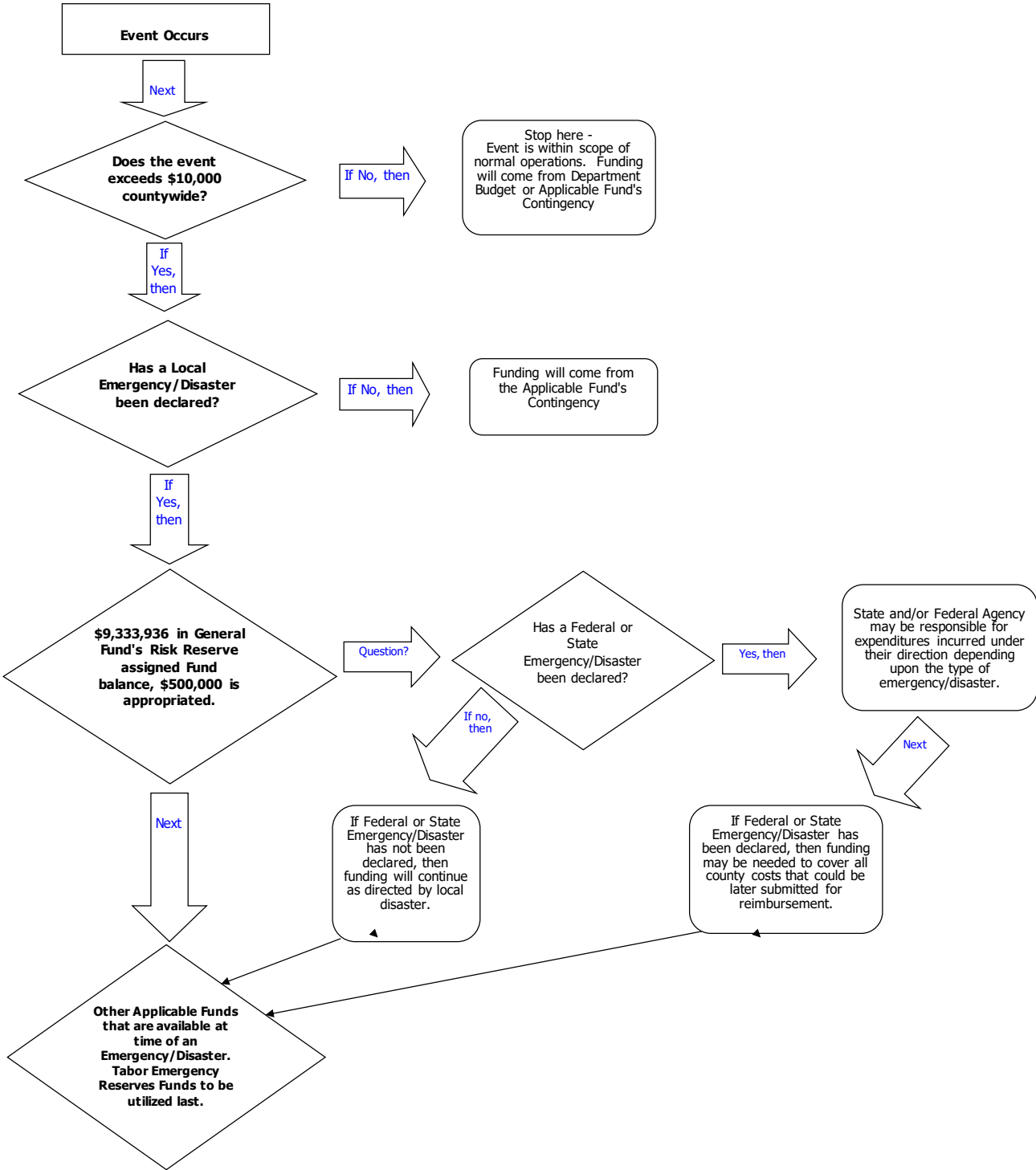



Figure 2
Sources of Funding - Emergency/Disaster



APPENDIX H: ALL-HAZARD COMPLEXITY ANALYSIS FORM

 State of Colorado Consequence Complexity Analysis (Appendix F)								
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 (ie.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 / EOC.	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, begining 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
POINT RANGES		0 to 92	Consider turning back to home unit	TOTAL			0
		93 to 138	Consider ordering Type 3 IMT				
		139 to 184	Consider ordering Type 2 IMT				
		185 to 230	Consider ordering Type 1 IMT				
Prepared by:			Signature:			Date / Time:	
Position:			EOC INCIDENT PRIORITIZATION RANKING				

APPENDIX I: STATE AND FEDERAL DECLARATION INFORMATION

State Declarations

A statewide resource mobilization plan is required under §24-33.5-704.5, C.R.S, which states: “The Office of Emergency Management shall prepare and administer a statewide mobilization plan to provide for the allocation and deployment of all-hazard firefighting, emergency medical, and urban search and rescue resources in the event of a disaster or local incident that requires more resources than those available under any existing inter-jurisdictional or mutual aid agreement.” In addition, the Mobilization Plan specifically supports the Colorado Disaster Emergency Act (§24-33.5-701, C.R.S) and the Colorado Emergency Operations Plan. The directors of the Colorado Division of Homeland Security and Emergency Management, Office of Emergency Management and the Division of Fire Prevention and Control administratively adopt the statewide resource mobilization plan.

C.R.S. §§24-33.5-701, et. seq. governs emergency and disaster procedure locally and the involvement of the state. If the emergency or disaster is beyond the capability of the affected jurisdiction to respond, the Governor, through an executive order or proclamation, can declare a state of emergency. To have the State Emergency Operations Plan (State EOP) activated a local disaster declaration is required to be submitted to the State of Colorado and approved by the Governor’s Office. Douglas EOC shall accumulate and prepare supporting documentation for the disaster declaration through damage assessment and emergency support function information.

Although a verbal disaster declaration is permitted, all disaster declarations should ultimately be made in writing to ensure proper documentation is maintained. Even though a county can declare a local state of emergency at any time, it should be declared prior to requesting response or recovery assistance from the state. Doing so informs state decision makers that an emergency situation exists beyond the response or recovery capabilities of the local jurisdiction.

Once the state declares a disaster, the State EOP will be activated, allowing the various state agencies authority and responsibility for emergency functions. The State Office of Emergency Management (State OEM) will present the Governor with information on the nature and amount of State and local resources that have been or will be committed to alleviating the results of the disaster, provide an estimate of the amount and severity of damage and the impact on the private and public sector, and provide an estimate of the type and amount of State assistance needed.

The state of disaster emergency shall continue until the Governor finds that the threat of danger has passed or that the disaster has been dealt with to the extent that emergency conditions no longer exist and the Governor terminates the state of disaster emergency by executive order or proclamation; provided, however, that no state of disaster emergency may continue for longer than thirty days unless renewed by the Governor. The executive order shall indicate:

- The nature of the disaster.
- The area threatened.
- The conditions that have brought it about or those that make termination of the state of disaster or emergency possible.

An executive order or proclamation shall be disseminated promptly by means calculated to bring its contents to the attention of the general public and, unless the circumstances attendant upon the disaster prevent or impede, shall be promptly filed with the State OEM, the Secretary of State, and the local jurisdiction in the area to which it applies.

Federal Declarations

When state and local resources are inadequate to effectively respond to an emergency or major disaster, the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121, et. seq., as amended, (Stafford Act) allows for federal assistance through a Presidential Disaster Declaration. The Stafford Act establishes a process for requesting and obtaining a Presidential disaster declaration, defines the type and scope of assistance available from the Federal government, and sets the conditions for obtaining that assistance.

To initiate Stafford Act assistance, the following steps must be taken:

1. Following a disaster an initial damage assessment must be performed by the local jurisdiction to assess the impact of the disaster. This assessment should provide a rough estimate of the extent and location of damages. Often this will require the coordination of the various municipal governments who will also perform their own damage assessments. When the information has been collected, it is provided to BOEM and then forwarded to the Colorado Office of Emergency management (COEM).
2. State and Federal officials then conduct a joint preliminary damage assessment (PDA) with local officials to estimate the extent of the disaster and its impact on individuals and public facilities. This information is included in the Governor's request to show that the disaster is of such

severity and magnitude that effective response is beyond the capabilities of the State and the local governments and that Federal assistance is necessary. The PDA is also useful at the local level to begin working on various recovery and mitigation activities.

3. The Governor must request assistance if the situation meets the criteria for a declaration. The Governor submits a written request to the President through the Federal Emergency Management Agency (FEMA), Region VIII, in Denver, Colorado.
4. FEMA uses information gained in the PDA to supplement the Governor's request and this is sent to the President, who determines the final disposition.
5. Based on the Governor's request, the President may declare that a major disaster or emergency exists, thus activating an array of federal programs to assist in the response and recovery effort. Not all programs, however, are activated for every disaster. The determination of which federal programs are activated is based on the needs found during the PDA and any subsequent information that may be discovered.
6. The disposition of the request is transmitted through FEMA Region VIII back to the Governor, then through the Governor to the local jurisdiction. In rare cases the President will exercise his/her authority to initiate Stafford Act assistance prior to a Governor's request.
7. Once a Stafford Act declaration has been made, FEMA, now part of the Emergency Preparedness and Response Directorate of the Department of Homeland Security, is tasked with coordinating the response of federal agencies with state and local governments.

There are many types of assistance through the Stafford Act. The most common to Douglas County are detailed here. Additional program definitions and policies can be found in the Stafford Act.

Common types of Stafford Act assistance in Douglas County:

- **Individual Assistance (IA)** – Federal assistance to individuals and households.
- **Public Assistance (PA)** – Federal assistance of up to 75% reimbursement of *eligible* costs to public (and certain private/non-profit) entities for certain emergency services and the repair or replacement of disaster-damaged public facilities.

- Assistance is divided into seven categories: A-Debris Removal; B-Emergency Protective Measures; C-Roads and Bridges; D-Water Control Facilities; E-Buildings and Equipment; F-Utilities; G-parks, Recreational Facilities and Other Items.
- Assistance may be granted in one category or any combination of multiple categories that is deemed appropriate by the President.
- **Hazard Mitigation Assistance** – The President may order a federal contribution of up to 75 percent of the cost of hazard mitigation measures which substantially reduce the risk of future damage, hardship, loss, or suffering in any area affected by a major disaster.
- **Fire Management Assistance Grant (FMAG)** – Funding for management and control of wildfires that threaten such destruction as would constitute a major disaster.

Some declarations will provide only individual assistance or only public assistance, or any combination of assistance programs offered under the Stafford Act. Hazard mitigation opportunities are assessed in most situations. Many other assistance programs are included in the Stafford Act. Additional information and guidance is available from FEMA if needed.