



STATE OF COLORADO

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Division of Emergency Management

# State Emergency Operations Plan

*October 2007*

Pursuant to the authority vested in the Office of the Governor of the State of Colorado, and pursuant to the relevant portions of the Colorado Disaster Emergency Act, 24-32-2100 *et seq.*, C.R.S., I Bill Ritter, Jr, Governor of the State of Colorado, hereby approved the revised State of Colorado Emergency Operations Plan.

GIVEN under my hand and  
Executive Seal of the State of  
Colorado, this 1st day of October  
2007.

A handwritten signature in black ink that reads "Bill Ritter, Jr." in a cursive style.

Bill Ritter, Jr.  
Governor

# Table of Contents

Record of Change .....	7
Introduction.....	9
I. Purpose.....	10
II. Authority.....	10
III. Special Definitions .....	10
IV Scope.....	12
V. Situation.....	12
A. Vulnerability Analysis .....	12
B. Hazards Analysis Summary.....	14
C. Technological Hazards in Colorado.....	15
D. Terrorism .....	16
VI. Planning Assumptions.....	18
VII. Concept of Operations.....	21
A. General .....	21
B. Phases of Incident Management .....	22
C. State Emergency Operations Plan Implementation .....	24
D. Emergency Operations Roles and Responsibilities .....	24
E. Emergency Operations Management and Organization .....	26
VIII. State Emergency Operations Organization .....	28
A. State Emergency Operations .....	29
B. State Emergency Operations Center Activation and Emergency Preparedness levels.....	29
C. Sequence of Emergency Operations.....	30
D. State Departments and Agencies Responsibilities.....	30
IX. Continuity of Government.....	41
A. General .....	41
B. State Line of Succession.....	42
C. Provision of Essential Services.....	42
D. Preservation of Essential Records.....	43
X. Administration, Logistics and Mutual Aid .....	43
A. Administration .....	43
B. Finance.....	43
C. Logistics.....	44
D. Mutual Aid Agreements.....	44
E. Compacts.....	46
F. Training .....	46
XI. Supporting Annexes .....	47
XII. Incident Annexes .....	47
XIII. Plan Development and Maintenance.....	49
XIV. Addendum .....	49
TAB 1: Glossary of Terms, Acronyms & Abbreviations	
TAB 2: Colorado Disaster Act of 1992	

# Emergency Support Function Annexes

- ESF 1**    Transportation
- ESF 2**    Communications
- ESF 3**    Public Works and Engineering
- ESF 4**    Fire Fighting
  - 4a Wildfire Suppression*
- ESF 5**    Emergency Management
- ESF 6**    Mass Care, Housing and Human Services
- ESF 7**    Resource Support
- ESF 8**    Public Health and Medical Services
  - 8a Mental Health and Substance Abuse*
- ESF 9**    Search & Rescue
- ESF 10**   Oil and Hazardous Materials Response
- ESF 11**   Agriculture and Natural Resources
- ESF 12**   Energy
- ESF 13**   Public Safety and Security
- ESF 14**   Long-Term Community Recovery and Mitigation
- ESF 15**   External Affairs

# Supporting Annexes

Financial Management

Geographic Information Systems

International Coordination

Private Sector Coordination

Public Affairs

Tribal Relations

Volunteer and Donations Management

Worker Safety and Health

# **Incident Annexes**

**Annex I** - Pandemic Incident

**Annex II** - Catastrophic Incident

**Annex III** - Cyber Incident

**Annex IV** – Terrorism Law Enforcement and Investigation

**Annex V** - Winter Storm

**Annex VI** - Flood

**Annex VII** – Landslide / Debris Flow

**Annex VII** - Earthquake

**Annex IX** - Tornado

**Annex X** - Drought

**Annex XI** – Utility Disruption

**Annex XII** - Chemical Stockpile Emergency Preparedness Plan

**Annex XIII** - Public Assistance Plan (Under separate cover)

**Annex XIV** - Continuity of State Government Plan (Under separate cover)

**Annex XV** - Resource Mobilization Plan (Under separate cover)

**Annex XVI** - Natural Hazards Mitigation Plan (Under separate cover)

## Record of Changes

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

<b>Date Posted</b>	<b>Change</b>	<b>Page/paragraph/line</b>	<b>Recommending Agency/Individual</b>
5/23/07	Updated Incident Annex I Pandemic Incident	All	CDPHE
6/3/07	Updated ESF #6	All	CDHS
10/19/07	Changes in some supporting responsibilities for the Department of Education	Table 3	CDE
10/23/07	Updated Supporting Annex – Public Affairs	All	DEM
2/6/08	Updated ESF #8 (less appendixes)	All	CDPHE
2/6/08	ESF #8 definition	Executive Summary p. 6	CDPHE
2/6/08	ESF #8 definition	Base Plan, p.38	CDPHE
2/13/08	Removal of CDPHE programs, revision of CCDPHE paragraph	ESF #10, p. 1 p. 7 item 3 & p. 16 item D	CDPHE
2/14/08	Revision of CDPHE paragraphs	ESF #11, p. 6 item P & p. 12 item G & page 13 item II.4	CDPHE
2/15/08	Removal of CDPHE as a Cooperating Agency and removal of CDPHE hosted volunteers	Volunteer & Donations Management Annex, p.1 & p. 4	CDPHE
2/15/08	Removal of CDPHE paragraphs F and B.	Worker Safety & Health Annex, p. 4	CDPHE



# Introduction

In Colorado each level of government is responsible by law for the safety and security of its residents. Coloradoans expect both state and local governments to keep them informed and provide ample assistance in the event of an emergency or disaster. The *State of Colorado Emergency Operations Plan* (SEOP) is a comprehensive all-hazards plan providing emergency response direction to state, local, tribal and volunteer agencies, as well as the private sector. It delineates emergency response procedures, responsibilities, lines of authority, and continuity of government.

The format aligns itself with the **National Response Plan** (NRP) by incorporating the **National Incident Management System** (NIMS) and employing a functional approach to providing assistance. Here, emergency functions are assigned to a lead state agency with other departments in supporting roles. The lead agency will work with the Colorado Division of Emergency Management (DEM) in the development, coordination, and maintenance of appropriate annex(es) and for ensuring tasks are completed during emergency operations.

The nation's domestic incident management landscape changed dramatically following the terrorist attacks of September 11, 2001. Today's threat environment includes not only the traditional spectrum of manmade and natural hazards, but also the deadly terrorist arsenal of chemical, biological, radiological, nuclear, and high explosive weapons. The U.S. Department of Homeland Security (DHS) has established objectives for a national effort to prevent terrorist attacks within the United States and reduce its vulnerability to terrorism, natural disasters, and other emergencies; and to minimize the damage, and recover from attacks, natural disasters, and other emergencies.

To meet these objectives DHS implemented the NRP. Based on NIMS, it aligns federal, state, and local special-purpose incident management and emergency response plans into an effective and efficient structure. NIMS is based on the Incident Command System. Consistent with the model provided in NIMS, the NRP can be partially or fully implemented in the context of a threat, in anticipation of a significant event, or in response to a significant event. Selective implementation through the activation of one or more of the system's components allows maximum flexibility in meeting the unique operational and information sharing requirements of the situation at hand and enabling effective interaction with various non-Federal entities. The NRP, using NIMS, is an all-hazards plan that provides the structure and mechanisms for national-level policy and operational direction for domestic incident management.

## I. PURPOSE

The purpose of the State of Colorado Emergency Operations Plan (SEOP) is to:

- A. Identify the roles, responsibilities and actions required of state departments and other agencies in preparing for and responding to major emergencies and disasters;
- B. Ensure a coordinated response by local, state and federal governments by the use of the NIMS in managing emergencies or disasters; to save lives, prevent injuries, protect property and the environment, and to return the affected area to a state of normalcy as quickly as possible;
- C. Provide a framework for coordinating, integrating, and administering the emergency operations plans and related programs of local, state, and federal governments;
- D. Provide for the integration and coordination of volunteer agencies and private organizations involved in emergency response and relief efforts.

## II. AUTHORITY

- A. State
  - 1. Title 24, Article 32, Part 2101 et. seq., Colorado Revised Statutes, as amended; entitled the *Colorado Disaster Emergency Act of 1992*.
  - 2. Title 25, Article 32, Part 101 et. seq., Colorado Revised Statutes; entitled the *Radiation Control Act*
  - 3. Article IV, Constitution of the State of Colorado; entitled the *Executive Department*
- B. Federal
  - 1. *Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §§ 5121-5207)*
  - 2. *The National Response Plan, December 2004, (Notice of change #1, May 25, 2006)*

## III. SPECIAL DEFINITIONS

Most definitions of terms, abbreviations, and acronyms used in this plan, and the definitions to several other commonly used emergency management acronyms and terms are found in the Glossary Section, Tab 1 to the Base Plan. The following terms are used throughout this document and have the following special meanings:

- A. **Federal departments and agencies.** Those executive departments enumerated in 5 U.S.C. 101, together with DHS; independent establishments as defined by 5 U.S.C. § 104(1); government corporations as defined by 5 U.S.C. § 103(1); and the U.S. Postal Service
- B. **State.** For the purposes of this Plan, when “the State” is referenced, it refers to the State of Colorado.
 

**Federal definition:** Any state of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States.
- C. **Local government.** The elected officials of each political subdivision (counties and municipalities) have responsibility for reducing the vulnerability of people and property to the effects of emergencies and disasters. They should ensure local governmental agencies are capable of efficient and responsive mobilization of resources in order to protect lives, minimize property loss, and expedite recovery efforts during an emergency or disaster. They should ensure that an Emergency Management Office serves the jurisdiction. The Local Emergency Operations Plan should be prepared based upon a valid hazards and risk analysis. (C.R.S. 24-32-2107)
- D. **Non-governmental organization.** Includes entities that associate based on the interests of their members, individuals, or institutions that are not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. May include the private sector.
- E. **Private sector.** Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations.
- F. **Incident of National Significance.** An actual or potential high-impact event that requires a coordinated and effective response by an appropriate combination of federal, state, local, tribal, nongovernmental and/or private sector entities in order to save lives and minimize damage.
- G. **Major disaster.** As defined by the *Robert T. Stafford Disaster Relief and Emergency Assistance Act*, as amended (42 U.S.C. §§ 5121-5206), a major disaster is “any natural catastrophe, including, among other things, hurricanes, tornadoes, storms, earthquakes, or, regardless of cause, any fire, flood, or explosion” determined by the President to have caused damage of sufficient severity and magnitude to warrant major disaster assistance under the Act.
- H. **Disaster.** As defined by State statute (C.R.S. 24-32-2103) means the occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural cause or cause of human origin, including but not limited to fire, flood, earthquake, wind, storm, wave action, hazardous substance incident, oil spill or other water contamination requiring emergency action to avert danger or damage, volcanic activity, epidemic, air pollution, blight,

drought, infestation, explosion, civil disturbance, or hostile military or paramilitary action.

- I. **Emergency.** As defined by the Stafford Act, an emergency is “any other occasion or instance for which the President determines that Federal assistance is needed to supplement state, local, and tribal efforts to save lives and to protect property and public health and safety or to lessen or avert the threat of a catastrophe in any part of the United States.”
- J. **Catastrophic incident.** Any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale and/or government functions. A catastrophic event could result in sustained national impacts over a prolonged period of time; almost immediately exceeds resources normally available to State, local, tribal and private sector authorities; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened. All catastrophic incidents are Incidents of National Significance.
- K. **Preparedness.** The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. In the context of the NRP, preparedness is operationally focused on actions taken in response to a threat or incident.
- L. **Prevention.** Involves actions taken to avoid an incident or to intervene to stop an incident from occurring. For the purposes of this plan, this includes applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing; and law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending perpetrators.
- M. **Response.** Involves activities that address the short-term, direct effects of an incident. These activities include immediate actions to preserve life, property, and the environment; meet basic human needs; and maintain the social, economic, and political structure of the affected community. Response also includes the execution of emergency operations plans and incident mitigation activities designed to limit loss of life, personal injury, property damage, and other unfavorable outcomes.
- N. **Recovery.** Involves actions and the implementation of programs necessary to help individuals, communities, and the environment directly impacted by an incident to return to normal where feasible. These actions assist victims and their families, restore institutions to regain economic stability and confidence, rebuild or replace destroyed property, address environmental contamination, and

reconstitute government operations and services. Recovery actions often extend long after the incident itself. Recovery programs may include hazard mitigation components designed to avoid damage from future incidents.

- O. **Mitigation.** Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. The NRP distinguishes between hazard mitigation and incident mitigation. Hazard mitigation includes any cost-effective measure which will reduce the potential for damage to a facility from a disaster event. Measures may include zoning and building codes, floodplain property acquisitions, home elevations or relocations, and analysis of hazard-related data. Incident mitigation involves actions taken during an incident designed to minimize impacts or contain the damages to property or the environment.
- P. **The Plan** - The term "the Plan" as used herein refers to the "State of Colorado Emergency Operations Plan."

#### IV. SCOPE

The SEOP uses the all-hazard approach addressing a full range of complex and constantly changing requirements in anticipation of or in response to threats or acts of major disasters (natural or technological), terrorism, and other emergencies. The SEOP does not specifically address long-term reconstruction, redevelopment and mitigation measures.

The SEOP details the specific incident management roles and responsibilities of State departments and agencies involved in emergency management. This plan also establishes coordination roles of the State departments and the State Coordinating Official (SCO) and Governor's Authorized Representative (GAR).

The SEOP is developed to provide a seamless link between local-State, State-State, and State-federal operations by following the premise outlined in the NRP.

#### V. SITUATION

This section of the Plan provides a synopsis of the States' at risk population and the major hazards to which the State is vulnerable.

- A. Vulnerability Analysis (Geography and Demographics)
  - 1. Geography
    - a. Colorado covers approximately 104,247 square miles and is geographically divided into four distinct regions: The Eastern Plains, the Front Range, the intra-mountain region, and the Western Slope. The State's prominent geological features are the

Rocky Mountains. Several mountain ranges run north to south through the middle of the State and account for two-fifths of the State's land surface area. Approximately thirty-nine (39) percent of Colorado's land mass is owned by the Federal government and managed by the United States Forest Service, Bureau of Land Management, and the National Park Service.

- b. The State's transportation infrastructure consists of five major interstate highways, and two major railway corridors which traverse the State north to south along the Front Range, and east to west across the central and southern portions of the State. The State has one international airport and 16 regional airports that provide commercial services. There are also 62 general aviation airports.

## 2. Demographics

- a. The State is divided into 64 counties and 276 incorporated municipalities, with a total population of 4,626,199<sup>1</sup>. County populations range from as few as 576 residents in San Juan County to more than 568,913 in Denver City/County. The majority of the State's population, industrial and commercial development, and the seat of State government, are located along the Front Range. The Front Range extends from Larimer County in the north to Pueblo County in the south, and includes the ten most populated counties in the State. Given the high population concentration, major industrial activities, and history of major disaster events, the Front Range represents the area of greatest vulnerability for repeated occurrences of disastrous events.
- b. Colorado saw a 30.6 percent growth from 1990 to 2000. Much of this growth occurred in areas with high vulnerability to hazards. The following statistical statements are provided relative to the State's vulnerable population:
  - (1) Approximately 81 percent of the state's population is concentrated in the counties of the Front Range<sup>2</sup>.
  - (2) Approximately 4 percent of the state's population is not fluent in the English language<sup>3</sup>.
  - (3) Approximately 9.7 percent of the state's population is 65 years of age and over<sup>4</sup>.

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<sup>1</sup> Population figures based on 2004 forecast figures released by the Colorado Demography Office, Department of Local Affairs.

<sup>2</sup> Ibid

<sup>3</sup> Ibid

<sup>4</sup> Ibid

(4) Approximately 7.4 percent of the state's population is persons identified with special needs<sup>5</sup>.

c. Hundreds of thousands of travelers from all over the world are attracted to the summer and winter outdoor recreational opportunities each year. The combination of high hazard areas and large numbers of out-of-State visitors, who are unfamiliar with local conditions and emergency response capabilities represent a unique emergency planning and response challenge to both State and local government.

## B. Hazards Analysis Summary

Colorado has experienced natural disasters such as floods, wildfires, tornadoes, winter storms, and technological emergencies, such as dam failures and hazardous material incidents. Colorado continues to be vulnerable to a multitude of hazards. Natural disasters frequent to Colorado include: **{NOTE: For in-depth information on these and other hazards see the Colorado State Mitigation Plan 2004 available online at (<http://dola.colorado.gov/dem/mitigation/excrevision04.pdf>)}**.

1. **Flooding.** Flooding (flash and riverine) is the single greatest potential hazard to property in Colorado. Colorado averages 20+ floods each year. Riverine flooding, caused by rapid snowmelt, usually occurs in May and June. The Western Slope region often experiences riverine flooding in fall months of September and October due to seasonal heavy thunderstorm activities. Flash flooding, usually caused by heavy, stationary thunderstorms, most often occurs in the spring and early summer months (the fall months for southwestern Colorado). Damage potential is greatest along the river basins in the inter-mountain areas and the floodplains along the Front Range. Areas in and below land burned by wildfire have an increased risk of flooding.
2. **Tornadoes.** Tornadoes are a common threat to those who live along the Front Range and on the Eastern plains of Colorado but tornadoes have occurred in nearly all counties of the State. The effect of damaging tornadoes is increasing as more people and businesses are locating in threatened areas. April through October is considered the tornado season, with May and June as the greatest risk months.
3. **Wildfires.** Wildfire, both natural and human-caused, is a risk to which the entire State is susceptible. The Colorado State Forest Service (CSFS) estimates approximately 1/4th of the State's current population resides within the Red Zone, an area characterized by over six million acres of forestland at high risk for large-scale wildland fire. A century of aggressive fire suppression, combined with cycles of drought and changing land management practices, has left many of Colorado's forests unnaturally dense and ready to burn. In 2002, there were more than 3,072 wildfires

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<sup>5</sup> Ibid

that burned more than 915,000 acres.

4. **Severe weather.** Winter storms in Colorado are occasionally severe enough to overwhelm snow removal efforts, transportation, utilities, livestock management, and business and commercial activities. All of Colorado is vulnerable to storms of disaster proportions. Urban areas, especially those along the Front Range with large populations, are more vulnerable because of larger, more complex, and interdependent services and utilities.
5. **Avalanche.** The winter snow pack presents the danger of avalanche, particularly in the backcountry mountainous areas. They present a significant threat around many of the State's popular ski resort areas. The increasingly heavy usage of the backcountry during the winter months has heightened this ever present winter danger.
6. **Landslide.** Landslides may occur by themselves or in conjunction with another natural event such as wildfire, severe winter snowmelt, or heavy rains. In recent years, losses from landslides and debris flows have been extremely high in areas already devastated by wildfires.
7. **Drought.** Even in high moisture years, Colorado rainfall does not provide a consistent, dependable water supply throughout the year. Severe drought results in devastating economic consequences for agriculture, forestry, wildlife management, the environment, and tourism. Drought recorded history includes severe drought in 1894, 1930-1937, and 1976-1977. The drought of 2002-2005 caused loss of crops and livestock throughout much of the State and reduced revenues from lowered tourist visits.
8. **Earthquake.** Colorado is rated in the United States Geologic Survey National Earthquake Hazard Maps as having low to moderate earthquake risk. However, several significant earthquakes have occurred within the State, including a magnitude 6.6 near Estes Park in 1882. Also, 90 potentially active faults have been identified to date, with potential, maximum credible earthquakes as high as M 7.5. HazardsUS (HAZUS-MR) deterministic analyses of earthquakes on a number of these faults yield potential economic losses in the billions of dollars. Insufficient human and monetary resources have been allocated to an adequate study of the actual earthquake hazard in Colorado. Therefore, the Colorado Geological Survey recommends that site-specific earthquake studies be conducted for any proposed critical facility in the State.

C. Technological Hazards Common to Colorado.

1. **Dam failure.** Dam failure is a technological threat facing many communities. In the last 100 years at least 130 of the more than 2,000 dams in the State have failed. The most recent major incident was the 1982 Lawn Lake disaster in Estes Park which caused more than \$30 million in damages and the loss of three lives. There are 303 Class I

(High Hazard) and 325 Class II (Moderate Hazard) dams located throughout the State, with the majority located along the Front Range and in the Grand Mesa areas. The failure of any of these dams has the potential of causing extensive property damage and possibly the loss of life. Many of these dams were constructed in the early 1900's making age a concern.

2. **Hazardous materials.** Hazardous materials used in agriculture, industry, and in the home pose a daily hazard to people and the environment. Coloradoans are vulnerable to the adverse effects of accidental leakage of hazardous materials or a deliberate act using these materials. During the 2002-2005 period, the Department of Public Health and Environment recorded 2,431 reported spills or releases; 993 were at fixed facilities. There are approximately 5,800 fixed facilities where reportable concentrations of hazardous materials are used and/or stored. The oil and gas production industry accounts for 4,200 of those facilities.<sup>6</sup> The steady growth in the use of chemicals has resulted in an increased need to transport these materials. Hazardous materials are transported over nearly every roadway throughout the State.

D. Terrorism.

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

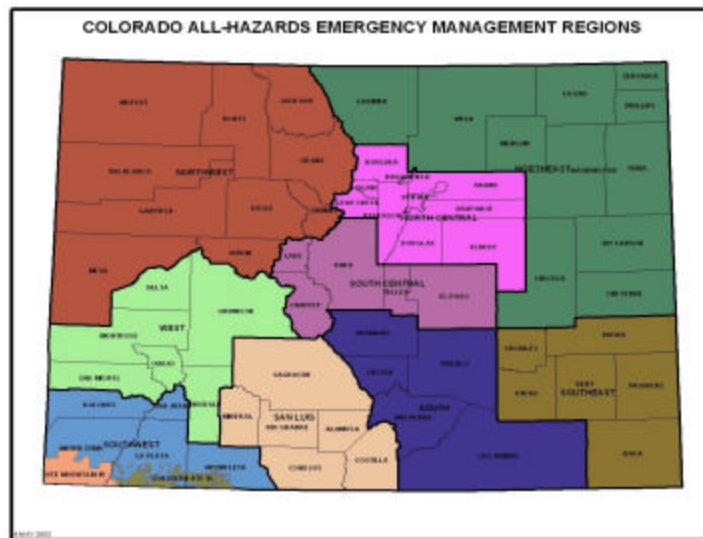


Figure 1

<sup>6</sup> NOTE: Seizures of methamphetamine (meth) labs are usually classified in the Colorado Spills Tracking Database as occurring within a fixed facility. Since seizures of meth labs have skyrocketed in recent years, the majority of the reported spills or releases that concern fixed facilities are meth lab seizures.

Figure 1 illustrates the nine All-Hazard Emergency Management Regions. Within these regions, Table 1, below, is a list of disaster event probabilities, based on historical data. The frequency time-frame is from an average of recorded occurrences of a given event and should not be considered as an absolute indicator of when the next occurrence of an emergency or disaster event will happen. Because of the geological diversity within the State it is difficult to establish a statewide probability of future occurrences.

**Table 1 - Hazard Probabilities**

	Avalanche	Drought	Earthquake	Flood	Landslide	Tornado	Wildfire	Winter storm	Civil Disorder*	Dam Failure	HazMat	Subsidence	Transportation	Utility Disruption	Urban Fire (Major)*	Terrorism*
<b>No. Central</b>	1	1	2	3	3	3	3	3		3	3	1	3	3		
<b>Northeast</b>	1	2	1	3		3	3			3	2	2	2	2		
<b>Northwest</b>	3	3	1	2	3	2	2	2		3	3	2	3	3		
<b>San Luis</b>	2	3	1	2	1	2	2	2		2	1	1	1	2		
<b>So. Central</b>	2	2	2	2	2	3	3	2		2	3	3	3	3		
<b>South</b>	1	3	1	2	1	2	2	3		1	2	2	2	3		
<b>Southeast</b>	1	3	1	2	1	3	2	2		1	1	1	2	2		
<b>Southwest</b>	2	3	1	2	1	1	3	2		2	1	2	1	2		
<b>West</b>	3	2	1	2	3	2	3	2		2	2	3	2	2		

\* Actual figures are unavailable.

Probabilities

- High - 3
- Moderate - 2
- Low - 1

There is a probability of the occurrence of major events striking simultaneously or within a close time frame. There is also the strong probability that the occurrence of one event will trigger one or more secondary events. Local and State emergency managers must plan for these secondary or cascading events. The correlation between the occurrence of a primary event and its secondary or cascading effect is shown graphically at Table 2.

**Table 2 - CASCADING OR SECONDARY EFFECTS OF DISASTERS**

<b>HAZARDS</b>																
<b>Primary Event</b>	<b>AVALANCHE</b>	<b>DROUGHT</b>	<b>EARTHQUAKE</b>	<b>FLOOD</b>	<b>LANDSLIDE</b>	<b>TORNADO</b>	<b>WILDLANDFIRE</b>	<b>WINTER STORM</b>	<b>CIVIL DISORDER</b>	<b>DAM FAILURE</b>	<b>HAZ MAT</b>	<b>UTILITY DISRUPTION</b>	<b>SUBSIDENCE</b>	<b>TRANSPORTATION</b>	<b>URBAN FIRE</b>	
Avalanche	■									?	?	?	?	?		
Drought		■					?						?			
Earthquake	?		■	?	?					?	?	?	?	?	?	?
Flood				■	?					?	?	?	?	?		
Landslide				?	■					?	?	?	?	?		
Tornado						■					?	?	?	?		
Wildfire				?	?		■				?	?	?	?		
Winter Storm	?			?	?			■		?	?	?	?	?		
Civil Disorder							?		■		?	?				?
Dam Failure				?						■	?	?	?	?		
HAZMAT									?		■					
Utility Disruption									?		?	■				
Subsidence													■	?		
Transportation							?				?		?	■		
Urban Fire											?				■	
Terrorism	?								?	?	?	?	?	?	?	?

? Types of secondary or cascading events that can be triggered by the primary event

**VI. PLANNING ASSUMPTIONS**

- A. Government at all levels must continue to function under all threat, emergency, and disaster conditions. Continuity of Government / Continuity of Operations (COG/COOP) plans must be developed in accordance with this Plan and the NRP.
- B. Incidents are typically managed at the local government level. Local jurisdictions should not plan on the arrival of State response assets until approximately 72 hours after the incident.

- C. If the Governor determines an emergency exists where the primary responsibility for response rests with the State because the emergency involves an area or facility for which the State government exercises exclusive preeminent primary responsibility for and authority over, the Governor may unilaterally direct the provision of assistance and will, if practicable, consult with the local jurisdiction.
- D. An emergency or disaster can occur at any time and any location. It may create significant degrees of human suffering, property damage and economic hardship to individuals, governments, the environment, and for the business community.
- E. Information sharing occurs across multiple levels of government, the response community, and the private sector.
- F. Citizens expect government to keep them informed and to provide guidance and assistance in the event of a threat, emergency or disaster.
- G. The premise of the NRP and this Plan is that all levels of government share the responsibility for working together in preventing, preparing for, responding to, and recovering from the effects of an emergency or disaster event.
- H. Each level of government will respond to an emergency or disaster to the extent of its available resources. Once these resources have been exhausted, mutual aid will be requested. If these are determined to be insufficient, then requests will be made from local to State and State to federal government.
- I. With the increased possibility of terrorism and employment of weapons of mass destruction (WMD), biological, any technological emergency must be approached as if it could be an act of terrorism.
- J. NIMS is based on the Incident Command System (ICS) and will be used as the incident management system for all levels of response.
- K. The priorities for incident management are to:
  1. Save lives and protect the health and safety of the public, responders, and recovery workers;
  2. Ensure security of the homeland;
  3. Protect and restore critical infrastructure;
  4. When appropriate, conduct law enforcement investigations to resolve the incident, apprehend the perpetrators, and collect and preserve evidence for prosecution;
  5. Protect property and mitigate damages and impacts to individuals, communities, and the environment; and
  6. Facilitate recovery of individuals, families, businesses, governments, and the environment.
- L. State government and professional organizations have resources and expertise available to assist with emergency or disaster related problems that are beyond the capability of the affected local government or region. The State will modify normal operations and redirect resources in order to save lives, relieve human suffering, sustain survivors, protect property, and assist in reestablishing essential services. Life-saving and life-protecting response activities have

precedence over other emergency response activities, except when national security implications are determined to be of a higher priority.

- M. Private and volunteer organizations, i.e., Red Cross, Salvation Army, Colorado Volunteer Organizations Active in Disasters (COVOAD), etc. will provide immediate life-sustaining relief to individuals and families, not normally available from government resources. Local and/or State governmental agencies will assist these organizations by providing information, guidance, and coordination of their relief efforts.
  
- N. The Governor may request the President declare a major disaster or emergency if the Governor finds that effective response to an event is beyond the combined response capabilities of the State and affected local governments. Based on the findings of a joint federal-State-local Preliminary Damage Assessment (PDA) indicating the damages are of sufficient severity and magnitude to warrant assistance under the Stafford Act, the President may grant a major disaster or emergency declaration. (Note: In a particularly fast-moving or clearly devastating disaster, the PDA process may be deferred until after the declaration.) Figure 2

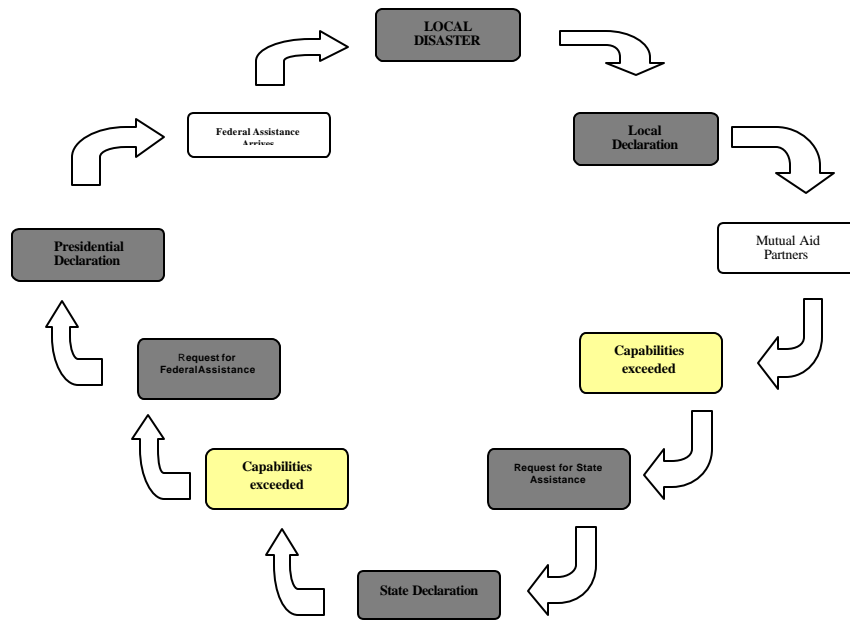


Figure 2

- O. Requesting federal assistance. Multiple programs exist within the federal government to assist States and local entities to respond to and recovery from disasters and emergencies. Each has their own unique processes, procedures, and routes of request. For example, the Division of Emergency Management is the point of contact for the Federal Emergency Management Agency; Colorado Department of Public Health and Environment – US Department of Health and Human Services; Colorado Department of Agriculture – US Department of Agriculture; Colorado Department of Transportation – US Department of Transportation, etc. As the designated lead during statewide disasters / emergencies, each state agency that is coordinating assistance through their

federal partners will keep DEM apprised of their activities and provide copies of their assistance documentation.

- P. Evacuation plans lend themselves to events that are predictable and have adequate warning time. All other events are impromptu and situation dependent requiring evacuation or shelter-in-place decisions based on hazard. Effective evacuation plans should be phased/tiered based on at risk population, and include trigger points, pre-designated routes and timelines. Many of Colorado's disaster emergencies are non-predictable with no warning time. Therefore, it is a local jurisdiction's responsibility to develop evacuation plans that address primary and alternate routes, special needs populations, and a supporting infrastructure. However, when a local evacuation order is given, the State shall provide assets to support that evacuation. This support assistance shall utilize assets from the Colorado Department of Local Affairs, the Colorado Department of Transportation, the Colorado Department of Public Health and Environment, the Colorado State Patrol, the National Guard (Department of Military and Veterans Affairs), and other state agencies along with the Salvation Army and Red Cross. Some mitigating factors of a mass evacuation include the physical location of the incident (the geographic layout of the state ranges between flatlands to rough mountain terrain); and the time-frame of the incident (during the winter months, eastern plains and mountain highways may be closed, thus preventing near-by community response and support).

## **VII. CONCEPT OF OPERATIONS**

### **A. General**

1. The concept of operations of this Plan is based on the premise that the capabilities and resources (including those of mutual aid) of the local jurisdiction are exceeded by an emergency or disaster event, thereby requiring the assistance of State government. Such assistance, when authorized, will be provided by State agencies operating as part of an effort coordinated by the Division of Emergency Management operating on behalf of the Governor. The Governor may request assistance from the Federal government if the capabilities and resources of both local and State governments are exceeded.
2. The SEOP is the primary and general plan for managing incidents and details the coordinating structures and processes used during emergencies in Colorado. Other supplemental agency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific situations (such as hazardous materials spills, wildland fires, health emergencies, etc.).
3. Continuity of operations from the local jurisdiction(s) through State level response is manifested through standardization. Standardized operational management concepts are based on ICS, NIMS, and the hierarchy of governmental responsibility and authority.
4. Incidents are handled at the local government level. In some instances, a State agency in the local area may act as a first responder and may provide direction or assistance consistent with its specific statutory authorities and responsibilities.

5. The SEOP is designed to integrate quickly and efficiently with the NRP.

## B. Phases of Incident Management

1. **Prevention.** Prevention involves actions to interdict, disrupt, pre-empt or avert a potential incident. This includes homeland security intelligence and law enforcement efforts to prevent terrorist attacks. Prevention includes actions to:
  - a. Collect, analyze, and apply intelligence and other information;
  - b. Conduct investigations to determine the full nature and source of the threat;
  - c. Implement countermeasures such as inspections, surveillance, security and infrastructure protection;
  - d. Conduct tactical operations to interdict, preempt, or disrupt illegal activity; and to apprehend and prosecute the perpetrators;
  - e. Conduct public health surveillance and testing processes, immunizations, and isolation or quarantine for biological and agricultural threats; and
  - f. Deter, defeat, detect, deny access or entry, and take decisive action to eliminate threats.
2. **Preparedness.** Under NIMS, Preparedness encompasses:
  - a. Development of plans and procedures, training, and exercising. Pre-deployment of response resources;
  - b. Pre-establishment of incident command posts, mobilization centers, staging areas and other facilities;
  - c. Evacuation and protective sheltering;
  - d. Implementation of structural and non-structural mitigation measures;
  - e. Use of remote sensing technology, risk assessment, predictive and plume modeling tools;
  - f. Private sector implementation of business and continuity of operations plans.
  - g. Mitigation activities which provide a critical foundation across the incident management spectrum from prevention through response and recovery. Examples of key mitigation activities include the following:

- (1) Ongoing public education and outreach activities designed to reduce loss of life and destruction of property;
- (2) Structural retrofitting to deter or lessen the impact of incidents and reduce loss of life, destruction of property, and impact on the environment;
- (3) Code enforcement through such activities as zoning regulation, land management, and building codes; and
- (4) Flood insurance and the buy-out of properties subjected to frequent flooding, etc.

**3. Response.** Response includes activities to address the immediate and short-term actions to preserve life, property, environment, and the social, economic, and political structure of the community. Response activities include:

- a. Search and rescue;
- b. Emergency shelter, housing, food, and water;
- c. Emergency medical and mortuary services;
- d. Public health and safety;
- e. Decontamination following a chemical, biological or radiological incident;
- f. Removal of threats to the environment;
- g. Emergency restoration of critical services (electric and gas services, water, sewer, telephone);
- h. Transportation, logistics, and other emergency services;
- i. Private sector provision of needed goods and services through contracts or donations; and
- j. Secure crime scene, investigate and collect evidence.

**4. Recovery.** Recovery involves actions and the implementation of programs needed to help individuals and communities return to normal. Recovery programs are designed to assist victims and their families, restore institutions to sustain economic growth and confidence, rebuild destroyed property, and reconstitute government operations and services. Recovery actions often extend long after the incident itself. *Recovery programs include mitigation components* designed to avoid damage from future incidents. Typical recovery actions may include:

- a. Repair and replacement of disaster damaged public facilities (roads, bridges, municipal buildings, schools, hospitals, qualified

non-profits);

- b. Debris cleanup and removal;
- c. Temporary housing and other assistance for disaster victims;
- d. Low-interest loans to help individuals and businesses with long-term rebuilding and mitigation measures;
- e. Restoration of public services (electric and gas services, water, sewer, telephone);
- f. Crisis counseling and mental health services;
- g. Disaster unemployment; and
- h. Planning and programs for long-term economic stabilization, community recovery and mitigation.

C. State Emergency Operations Plan (SEOP) Implementation

1. The Plan has the force and effect of law as promulgated by the Governor. Plan implementation, and the subsequent supporting actions taken by State government, are specific to the emergency or disaster situation. Implementation is influenced by the timely acquisition and assessment of reliable information gathered from affected jurisdiction(s). This Plan is in effect for preparedness activities, response, and initial relief activities when a major emergency or disaster occurs or is imminent.
2. Consistent with NIMS and ICS principles, this Plan can be partially or fully implemented. This allows maximum flexibility to meet the unique operational requirements of any situation.

D. Emergency Operations Roles and Responsibilities

1. **Governor:** The Governor, as the executive head of State, has the inherent responsibility and the constitutional and statutory authority to commit State and local resources (personnel, equipment, and financial) for the purpose of "...meeting the dangers to the State and its people presented by disasters."
2. **Governor's Disaster Emergency Council:** Consists of not fewer than six and not more than nine members. The Attorney General, the Adjutant General, and the Executive Directors of the following Departments shall be Members: Administration, Natural Resources, Public Safety, and Transportation. The additional members, if any, shall be appointed by the Governor from among the Executive Directors of the other Departments. The Governor shall serve as Chairman of the Council, and majority shall constitute a quorum. The Council shall meet at the call of the Governor and shall advise the Governor and the Director of the Division of Emergency Management on all matters pertaining to the declaration of disasters and the disaster response and recovery activities of the State Government: except that nothing in the duties of the Council shall be

construed to limit the authority of the Governor to act without the advice of the Council when the situation calls for prompt and timely action when disaster threatens or exists.

3. **Division of Emergency Management (DEM):** In accordance with C.R.S. 24-32-2102(1)(f), the Governor has delegated the DEM responsibility for the management and coordination of State emergency operations and, when necessary, Federal resources. It is responsible for the organization and operation of the State Emergency Operations Center (SEOC), daily and when activated for an emergency. The DEM is responsible for coordinating with State departments, assisting local government in all phases of all-hazard emergency management, and in developing and maintaining of emergency operations plans. In emergency or disaster situations, the DEM Director, will make recommendations to the Governor on State Declarations of a disaster/emergency, requests for federal assistance, and provide situation reports on ongoing activities.
4. **Office of Preparedness, Security, and Fire Safety (OPSFS):** The mission of the Office of Preparedness, Security, and Fire Safety is to ensure a safe and secure environment for the citizens of Colorado from intentional acts of terrorism, accidental harmful events, or natural disasters through the implementation of innovative prevention methods, coordinated response procedures, and effective recovery plans.
5. **State Coordinating Officer (SCO) and Governor's Authorized Representative (GAR):** The Director, Division of Emergency Management, operating on behalf of the Governor, provides the necessary coordination, direction and control, for State rendered emergency assistance to local jurisdiction(s) in those situations that do not warrant a gubernatorial Declaration of Disaster / Emergency. When an emergency or disaster situation is of such severity and magnitude as to warrant a gubernatorial or Presidential declaration, the Governor will appoint a State Coordinating Officer (SCO), a Governor's Authorized Representative (GAR). If needed, the SCO will appoint a Public Assistance Officer, a Mitigation Officer, and Individual Assistance Officer:
  - a. State Coordinating Officer (normally the Director, Division of Emergency Management) serves as the Governor's principal assistant in the coordination and supervision of all activities of State and local government in conducting emergency operations under a gubernatorial and/or Presidential emergency or disaster declaration. The State Coordinating Officer (SCO) will act in cooperation with the Federal Coordinating Officer (FCO) during a Presidential disaster declaration. A Principle Federal Official (PFO), as delegated by the NRP, will settle conflicts.
  - b. Governor's Authorized Representative (normally the Director, Division of Emergency Management or a senior member of the Division) serves as the State's representative for the execution of all necessary documents for disaster assistance following a gubernatorial or Presidential declaration of an emergency or disaster.

- c. Public Assistance (PA) Officer (depending upon the type of disaster) normally designated by the Director, DEM) serves as the State representative to the local, State, and federal Preliminary Damage Assessment (PDA) team assesses damage to public infrastructure; coordinates the project worksheets with the FEMA PA Officer; oversees project billing and disbursement of federal and State funds; provides for project closeouts; and executes all necessary documents when a Presidential declaration includes Public Assistance.
  - d. Mitigation Officer (normally the head of the DEM mitigation section) serves as the State's representative for all mitigation activities, technical and financial.
  - e. Individual Assistance (IA) Officer serves as the State representative for all necessary documents when an Individual Assistance declaration has been made.
6. **State Departments:** Within their statutory authorities, are responsible to provide assistance to local jurisdictions when local capabilities are overwhelmed by an emergency or disaster. Upon implementation of this Plan, State agencies are responsible for their assigned Emergency Support Function (ESF). The operational roles, responsibilities and intra-organizational relationships of State departments are described in the assigned ESF to this Plan. State Emergency Functions have been realigned to match the federal Emergency Support Functions in the NRP.
  7. **Local Government:** The elected officials of each political subdivision (counties and municipalities) have responsibility for reducing the vulnerability of people and property to the effects of emergencies and disasters. They should ensure that local governmental agencies are capable of efficient and responsive mobilization of resources in order to protect lives, minimize property loss, and expedite recovery efforts during an emergency or disaster. They should ensure that an Emergency Management Office serves the jurisdiction. The Local Emergency Operations Plan should be prepared based upon a valid hazards and risk analysis. (C.R.S. 24-32-2107)
  8. **Federal Government:** The Federal government has responsibilities to respond to national emergencies and to provide assistance to States when an emergency or disaster is beyond their capability to handle. The Department of Homeland Security has the overall responsibility for the coordination of Federal emergency/disaster relief programs and supporting local and State government capabilities with resources.
  9. **Volunteer and Private Organizations:** Several agencies exist within the State which are organized to provide assistance during a disaster or emergency to meet essential needs. Some organizations with existing Memorandums of Understanding/Agreements with the State have been assigned supporting roles to specific State Emergency Support Functions - see State Emergency Support Functions Assignment Matrix, Table 3.

## E. Emergency Operations Management and Organization

### 1. Management Concepts and Policies

- a. **Principle of Local Government Control:** Direction and control prior to, during, and following an emergency or disaster rests with the elected leadership of the legally recognized jurisdiction impacted by a given emergency or disaster. This authority continues throughout the stages of emergency operations or until conditions warrant a change in such authority.
- b. **Incident Level Management:** A local incident management system, incorporating the functions, principles, and components of the ICS and NIMS should be adopted and utilized by all response agencies. The Local Emergency Operations Plan (LEOP) should delineate the concept for on-scene incident management to be used by all local agencies involved in emergency operations. The flexibility and rapidly expandable organizational structure, and the use of a common terminology, make this system particularly useful when coordinating a multi-functional response, as well as, easily adaptable to supporting multiple agencies and/or multiple jurisdictional emergencies. The LEOPs should include details on the interface between the on-scene incident command system and local emergency operations center and the interface between local EOCs and the SEOC.
- c. **Local Level Management:** The counties or municipalities are responsible for emergency operations within the jurisdiction. The on-scene Incident Commander (IC) is responsible for the command and control of specific activities at the incident site.

Local government is generally responsible for coordination and control of all administrative and overhead functions. When an emergency situation threatens to escalate beyond the capabilities of on-scene responders, including mutual aid assistance, activation of the local emergency operations center may be required. The acquisition of additional resources and dissemination of disaster information functions move to the emergency operation center so that the management of these functions can be more easily controlled and coordinated by the responsible authority.

- d. **State Level Management:** In an emergency or disaster that overwhelms the resources and capability of a local jurisdiction, the Governor may exercise his/her authority to use the resources of State government. The management of the State's response is facilitated by the policies of the SEOP and its implementing procedures. The DEM is responsible for the coordination of the State response to an emergency or disaster. The SEOC's principal emergency management function is not that of an initial responder, but that of coordinator for the acquisition, prioritization, and distribution of State, private, and, if needed, Federal resources. Based upon the timely receipt and verification of the

emergency request of a local jurisdiction, DEM will task the appropriate State agency to provide requested resources, services or information. The State department receiving a tasking/mission will coordinate assistance with the incident management structure of the requesting jurisdiction. If the disaster situation is of such magnitude as to require federal assistance; the State, through the SEOC or a Joint Field Office (JFO) if one has been established, will function as the primary coordination agency for the rendering of federal assistance.

- e. **Federal Level Management:** If the emergency is of a magnitude that federal assistance is granted, the federal agencies, actions are in support of the State and locals. Coordination will take place from the appropriate Emergency Support Function to the Federal Emergency Support Function. Coordination will take place at the SEOC or a Joint Field Office, if one is established.
- f. **Volunteer organizations** may be called upon, as appropriate, to assist in disaster preparedness, response and recovery. Colorado Voluntary Organizations Active in Disasters (COVOAD) will coordinate these organizations.
- g. **The private sector** has significant responsibility for critical infrastructure protection and business restoration. Although the role of the private sector is not legislated, their responsibilities to the public make them an important partner at all levels of government.

## 2. **Emergency Operations Organization**

**Local Emergency Operations Organization:** ICS and the organization of the local emergency operations center must be closely integrated in order to adequately address the issues facing a community during emergencies and disasters. The criteria for EOC activation, its organizational structure, and the issue of the transfer of incident command functions and authority must be clearly delineated in Local Emergency Operations Plans and understood by all parties before an incident occurs. Local level EOCs should be organized to provide for the following functions: Management, Operations, Planning and Information, Logistic, and Finance and Administration. Based upon the staffing requirements, these functions can be combined. Figure 3 illustrates how the State's emergency operations organization has been organized to incorporate these functions.

## VIII. STATE EMERGENCY OPERATIONS ORGANIZATION

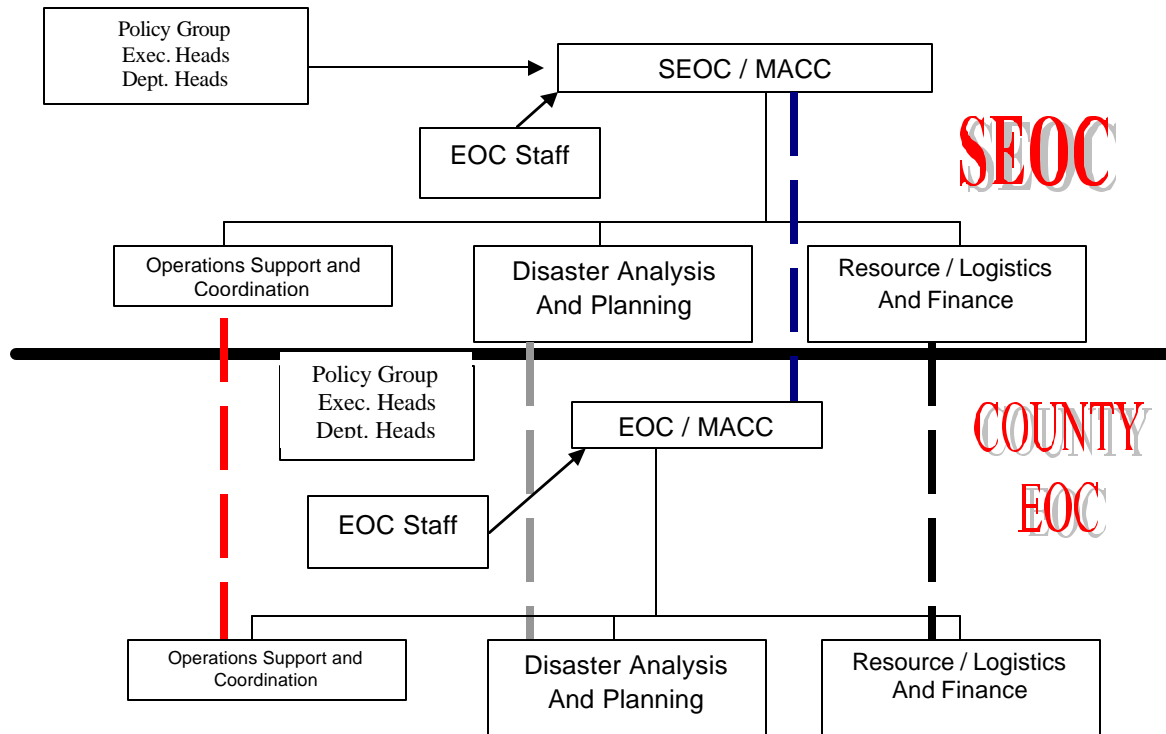


Figure 3

### A. State Emergency Operations

1. **General:** The State Emergency Operations Center (SEOC) provides the primary location through which the DEM Director (or the SCO during a declared disaster emergency) can coordinate support to local governments in disaster situations. The SEOC serves as the principal point for coordinating and tasking State departments and volunteer agencies in the delivery of emergency assistance to affected jurisdiction(s). The SEOC provides the Governor with a secure location to assemble and analyze critical disaster or Homeland Security information, facilitate the decision making process, coordinate the response activities of State government, and ensure interagency cooperation, coordination, and communications.
2. The State emergency operations organizational structure (Figure 3) is designed to be flexible, easily expandable, and proactive to the needs of local government. The State organization by functional elements provides for a uniform linkage between the State and federal systems.

### B. State Emergency Operations Center (SEOC) Activation and Emergency Preparedness Levels:

1. The SEOC or Alternate State Emergency Operations Center (AEOC) becomes operational and is staffed based upon the severity of an

emergency, disaster or planned event and the anticipated or actual level of involvement by State government in providing assistance to impacted jurisdiction(s). In a major event the SEOC transforms to a Multi-Agency Coordination Center (MACC) accommodating representatives of affected jurisdictions and other agencies as appropriate.

2. Emergency Preparedness Levels are issued to indicate what level of readiness the State should be in to adequately prepare for any pending threat or hazard. The SEOC will be activated at a level corresponding to threat level. A common color designation has been associated with each level for simple identification. This system has been developed to correspond with the National Security Threat Levels issued by the Department of Homeland Security.
3. The Emergency Preparedness level issued by Colorado will usually be the same as the Federal level, but may be changed if threat conditions differ in Colorado.
4. The following describes the five Emergency Preparedness Levels:
  - a. **Level V** – Day-to-day operations. The focus is on planning, training and exercising with an awareness of pending situations.
  - b. **Level IV** – Following an informational call from an impacted jurisdiction, this is typically a monitoring phase. Notification is made to those State agencies that may need to take action as part of their everyday responsibilities. The SEOC delegate assumes responsibility for fulfilling all of the functional responsibilities.
  - c. **Level III** – When a call is received from an impacted jurisdiction inquiring about possible State-level assistance, a limited activation or heightened awareness for all EOC staff will occur. The SEOC will be initially staffed (if activated) using available DEM personnel for business hours only. Selected State Department Emergency Response Coordinators (ERCs) will be called in, if necessary.
  - d. **Level II** – Dependent upon the scope of the incident, limited (or higher) activation of the SEOC will occur. (This may be reduced to heightened awareness after threat assessment.) All State departments and other agencies are alerted for possible staffing requirements. DEM personnel and other agency representatives, will staff the SEOC, as necessary. Activation of the State Resource Mobilization Plan could occur. Deployment of a Liaison Officer is likely if the incident is within the State or immediately adjacent to the Colorado border. Twenty four-hour SEOC activation is considered at this level.
  - e. **Level I** – Full activation of the SEOC with representatives from lead and supporting State departments and other agencies. (This may be reduced to a lower level activation after threat assessment.) Full 24-hour a day staffing may be required.

C. Sequence of Emergency Operations

With few exceptions, there are certain similarities in the procedures followed by each level of government in response to an emergency or disaster. Local requests for lifesaving emergency assistance may be acted upon verbally and subsequent local declaration and justification documentation should follow as soon as practical. The typical sequence is local, State, federal.

D. State Departments and Agencies Responsibilities

1. General

- a. All State departments are mandated under the authority of Colorado Disaster Emergency Act of 1992 and this Plan to carry out assigned activities related to mitigating the effects of a major emergency or disaster and to cooperate fully with each other, the DEM, and other political subdivisions in providing emergency assistance.
- b. Each State department will develop and maintain current its own internal emergency operations plan, specific procedures and checklists necessary for accomplishing assigned tasks. Department plans may delegate authority and assign responsibility to divisions, bureaus, offices, or other components of the department. Such agency plans and checklists should be written consistently with this Plan.
- c. State departments retain administrative control of their personnel and equipment when tasked to support other State departments or local jurisdictions.
- d. State departments will maintain detailed logs of personnel and other costs for possible reimbursement.
- e. All State departments and agencies, within their authority, will monitor and coordinate with their federal counterparts during the implementation of emergency assistance programs in Colorado. As this occurs, the SEOC will be kept informed of this coordination.
- f. State departments will notify DEM of any information regarding possible/pending incidents or disasters.
- g. In addition to assigned functional responsibilities, all State departments will take the following general actions, as appropriate and in accordance with the phases of emergency operations:
  - (1) Preparedness and Prevention Stages
    - (a) Appoint an Emergency Response Coordinator (ERC), and (at least) two alternates, to act on behalf of the department or agency and to provide representation at the SEOC during activations and

exercises. The ERC will be knowledgeable of and will represent all divisions and programs within the department. The ERC will be empowered to make decisions and expend resources in providing operational and technical support to local governments or other State agencies. The ERC will report all actions taken by their agency to the Planning Section of the SEOC. Names and 24-hour contact phone numbers will be furnished to the DEM.

- (b) Develop and maintain department/agency plans, standard operating procedures (SOPs), and checklists that prescribe in detail how the department will implement its assigned responsibilities. Instructions will be included for notification of key personnel, setting up 24-hour shifts and other appropriate measures. Plans and checklists will be written consistently with this Plan.
- (c) Departments that have a lead role in an Emergency Support Function will develop and maintain the appropriate attachments to this plan.
- (d) Maintain a current resource database of all departmental equipment, specialty personnel, and materials available to perform assigned functions.
- (e) Ensure all personnel assigned specific functional responsibilities in support of this Plan are adequately trained and prepared to assume those responsibilities.
- (f) Coordinate plans, procedures, and preparations with participating federal, state, local, and private and volunteer agencies. As appropriate, enter into working agreements with these agencies in order to promote effective and efficient emergency response and relief efforts.
- (g) Coordinate the release of departmental emergency public information through the Governor's Press Office, DEM, or the Joint Public Information Center, if one is activated.

(2) Response Stage

- (a) Implement departmental emergency plans and procedures, as appropriate and when requested by DEM.
- (b) Alert personnel and mobilize resources in affected and adjacent areas.

- (c) Upon request, provide ERC(s) to the SEOC.
- (d) Coordinate emergency response activities with local, State, federal and other agencies.
- (e) Coordinate the release of departmental emergency public information through the Governor's Press Office, DEM, or the Joint Public Information Center, through the Joint Information System (JIS) if one is activated.
- (f) Assist in assessing and reporting damages to any State-owned facility or property under departmental jurisdiction. Report this information to the SEOC (Damage Assessment Section) along with the Department of Personnel and Administration.
- (g) Record and report to DEM all costs incurred in carrying out emergency operations. Best practices must be followed on all financial/logistical record keeping.

(3) Initial Recovery Stage

Upon request, provide personnel, equipment and other required resources to support initial relief operations.

2. Emergency Support Functions

- a. When an emergency or disaster situation exceeds local capabilities, there are certain common types of assistance that are likely to be requested from the State. These common types of assistance have been grouped functionally into 15 areas, termed Emergency Support Functions (ESF).
- b. State departments have been assigned responsibilities for implementing these functions. Individual State department assignments are shown on the Emergency Support Functions Assignment Matrix, Table 3. Assignments are made based upon the department's statutory, programmatic, or regulatory authorities and responsibilities. Emergency Support Function Annexes contain detailed information associated with a specific ESF. In a Presidential declaration, State ESFs will work directly with the corresponding national Emergency Support Function (ESF). It is imperative that designated lead State departments understand the relationship between the State ESFs and the national ESFs.
- c. DEM is responsible for the coordination, development, validation, and maintenance of the SEOP.

- d. DEM is responsible for coordinating the integration of a multi-agency response although other agencies may act as Lead-Agency in certain hazard specific scenarios.
- e. State departments and private / volunteer organizations are assigned to lead, secondary lead or supporting roles as related to the Emergency Support Functions and the development of the corresponding annexes. The responsibilities of each of these positions are:
  - (1) **Lead** - Responsible for planning, coordinating and tasking support departments and agencies in the development of policies, procedures, roles, and responsibilities and requirements of the ESF and its operational requirements. Develops and maintains an ESF annex to this plan.
  - (2) **Secondary lead** - Certain principal components of some ESFs are clearly shared by State department(s) or organizations other than the designated Lead department. In such situations, the department / organization which would normally have primary responsibility for one or more of these major components will be designated as a Secondary Lead department / organization and will be responsible for the development and implementation of that specific portion of the corresponding functional attachment.
  - (3) **Supporting** - Those assigned a supporting role for a given ESF will cooperate with the lead department in carrying out the assigned missions and will participate in annex development, training, and exercising.
- f. Departments not assigned to specific Emergency Support Functions will serve as a reserve of material and personnel resources, which may be required to perform previously unassigned tasks or supplement other response agencies.
- g. Specific supporting role functions will be assigned to volunteer and private organizations who, by their State or national charter or through written Memorandums of Agreements (MOA) with the DEM, are committed to providing disaster response/relief assistance.

**Table 3 - STATE EMERGENCY SUPPORT FUNCTIONS ASSIGNMENT MATRIX**

<b>STATE AGENCIES</b>	<b>ESF 1 - Transportation</b>	<b>ESF 2 – Communications</b>	<b>ESF 3 - Public Works &amp; Engineering</b>	<b>ESF 4 - Firefighting</b>	<b>ESF 4a - Wildfire Suppression</b>	<b>ESF 5 – Emergency Management</b>	<b>ESF 6 – Mass Care, Housing and Human Services</b>	<b>ESF 7 - Resource Support</b>	<b>ESF 8 – Public Health and Medical Services</b>	<b>ESF 8a - Mental Health &amp; Substance Abuse</b>	<b>ESF 9 –Search and Rescue</b>	<b>ESF 10 – Oil and Hazardous Materials Response</b>	<b>ESF 11 – Agriculture and Natural Resources</b>	<b>ESF 12 - Energy</b>	<b>ESF 13 – Public Safety and Security</b>	<b>ESF 14 – Long Term Community Recovery and Mitigation</b>	<b>ESF 15 – External Affairs</b>
Governor's Office		S						S				S		S		S	L
Div of Emergency Management	S	S	S	S	S	L	S	L	S	S	L	S	S	S	S	L	S
Agriculture						S	S	S	S				L			S	S
Corrections	S		S	S	S	S		S							S	S	S
Education						S											
Health Care, Policy & Finance							S		S							S	S
Higher Education			S		L	S	S	S	S	S		S	S			S	S
Human Services						S	L		S	L			S			S	S
Labor & Employment	S		S			S		S			S					S	S
Law				S	S	S			S						S	S	S
Local Affairs								S					S	S	S	S	S
Military & Veteran	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S		S

STATE AGENCIES	ESF 1 - Transportation	ESF 2 – Communications	ESF 3 - Public Works & Engineering	ESF 4 - Firefighting	ESF 4a - Wildfire Suppression	ESF 5 – Emergency Management	ESF 6 – Mass Care, Housing and Human Services	ESF 7 - Resource Support	ESF 8 – Public Health and Medical Services	ESF 8a - Mental Health & Substance Abuse	ESF 9 –Search and Rescue	ESF 10 – Oil and Hazardous Materials Response	ESF 11 – Agriculture and Natural Resources	ESF 12 - Energy	ESF 13 – Public Safety and Security	ESF 14 – Long Term Community Recovery and Mitigation	ESF 15 – External Affairs
Affairs																	
Natural Resources			S		S	S		S	S		S	S	L	S	S	S	S
Personnel & Administration		L				S	S	S	S	S						S	S
Public Health & Environ		S	S			S	S		L			S	S		S	S	S
Public Safety	S	S		L		S		S	S		S	L			L	S	S
Regulatory Agencies	S					S			S	S				L		S	S
Revenue	S					S										S	S
Transportation	L		L	S	S	S	S	S	S		S	S		S		S	S
Treasury						S		S								S	S
Red Cross				S	S	S	S	S	S	S						S	S
Salvation Army				S	S	S	S	S	S	S						S	S
COVOAD		S		S		S	S	S	S	S						S	S
CSRB						S					S						S

STATE AGENCIES	ESF 1 - Transportation	ESF 2 – Communications	ESF 3 - Public Works & Engineering	ESF 4 - Firefighting	<i>ESF 4a - Wildfire Suppression</i>	ESF 5 – Emergency Management	ESF 6 – Mass Care, Housing and Human Services	ESF 7 - Resource Support	ESF 8 – Public Health and Medical Services	<i>ESF 8a - Mental Health &amp; Substance Abuse</i>	ESF 9 –Search and Rescue	ESF 10 – Oil and Hazardous Materials Response	ESF 11 – Agriculture and Natural Resources	ESF 12 - Energy	ESF 13 – Public Safety and Security	ESF 14 – Long Term Community Recovery and Mitigation	ESF 15 – External Affairs
Private Sector		S												S		S	S
Professional Associations	S					S	S	S	S	S	S	S	S		S	S	S

L= Lead; S=Supporting

### 3. Emergency Support Functions (ESF) Summary

The ESFs represent the types of assistance activities local governments may need regardless of the nature of the disaster or emergency. This plan provides details about emergency functions in its annexes. The following is a summary of the contents of the annexes to the Plan:

#### **ESF #1: Transportation - Department of Transportation**

ESF #1 is designed to provide transportation support to assist in domestic incident management. Activities within the scope of ESF #1 functions include: processing and coordinating requests for State, local, and civil transportation support as directed under the State Emergency Operations Plan (SEOP); reporting damage to transportation infrastructure as a result of the incident; coordinating alternate transportation services (air, maritime, surface, and rail); coordinating the restoration and recovery of the transportation infrastructure; and

coordinating and supporting prevention, preparedness, mitigation among transportation infrastructure stakeholders at the state and local levels.

**ESF #2: Communications** - Department of Personnel and Administration

ESF #2 coordinates State actions to provide the required temporary telecommunications and the restoration of the telecommunications infrastructure. ESF #2 supports all State departments and agencies in the procurement and coordination of all telecommunications services from the telecommunications and information technology (IT) industry during an incident response.

Communications is information transfer and involves the technology associated with the representation, transfer, interpretation, and processing of data among persons, places, and machines. It includes transmission, emission, or reception of signs, signals, writing, images, sounds or intelligence, and security of any nature by wire, radio, optical, or other electromagnetic systems.

**ESF #3: Public Works & Engineering** - Department of Transportation

ESF #3 is structured to provide public works and engineering-related support for the changing requirements of domestic incident management to include preparedness, prevention, response, recovery, and mitigation actions. Activities within the scope of this function include conducting pre and post-incident assessments of public works and infrastructure; executing emergency contract support for life-saving and life-sustaining services; providing technical assistance to include engineering expertise, construction management, and contracting and real estate services; providing emergency repair of damaged infrastructure and critical facilities; and other recovery programs.

**ESF #4: Fire Fighting** - Department of Public Safety

ESF #4 manages and coordinates firefighting activities, including the detection and suppression of fires on State and local lands, and provides personnel, equipment, and supplies in support of State, local, and tribal agencies involved in rural and urban firefighting operations.

**ESF #4a: Wildfire Suppression** - Department of Higher Education

Provides for and assists in the coordination and utilization of interagency fire fighting resources to combat wildland emergencies. Provides for incident management teams to assist on-scene incident command and control operations. Provides Governor's Authorized Representative (GAR) for FEMA Fire Assistance Declarations.

**ESF #5: Emergency Management** - Division of Emergency Management

ESF #5 serves as the support ESF for all State departments and agencies across the spectrum of domestic incident management from prevention to response and recovery. ESF #5 facilitates information flow in the pre-incident prevention phase in order to place assets on alert or to preposition assets for quick response. During the post incident response phase, ESF #5 transitions and is responsible for support and planning functions. ESF #5 activities include those

functions that are critical to support and facilitate multi-agency planning and coordination for operations. This includes alert and notification, deployment and staffing of designated emergency response teams, incident action planning, coordination of operations, logistics and material, direction and control, information management, facilitation of requests for Federal assistance, resource acquisition and management (to include allocation and tracking), worker safety and health, facilities management, financial management, and other support as required.

**ESF #6: Mass Care, Housing, and Human Services** - Department of Human Services

ESF #6 promotes the delivery of services and the implementation of programs to assist individuals, households, and families impacted by potential or actual disasters. This includes economic assistance and other services for individuals impacted by the incident.

ESF #6 includes three primary functions: Mass Care, Housing, and Human Services. Mass Care involves the coordination of non-medical mass care services to include sheltering of victims, organizing feeding operations, providing emergency first aid at designated sites, collecting and providing information on victims to family members, and coordinating bulk distribution of emergency relief items. Housing involves the provision of assistance for short- and long-term housing needs of victims. Human Services include providing victim related recovery efforts such as counseling, identifying support for persons with special needs, expediting processing of new benefits claims, assisting in collecting crime victim compensation for acts of terrorism, and expediting mail services in affected areas.

**ESF #7: Resource Support** - Division of Emergency Management

ESF #7 provides resource support to local, and tribal governments consisting of emergency relief supplies, facility space, office equipment, office supplies contracting services, transportation services (in coordination with ESF #1 – Transportation), security services, and personnel required to support immediate response activities. ESF #7 provides support for requirements not specifically identified in other ESFs including excess and surplus property. Resource support may continue until the disposition of excess and surplus property, if any, is completed.

**ESF #8: Public Health and Medical Services** - Department of Public Health and Environment

ESF #8 provides technical support to local and tribal governments for behavioral health (ESF #8a), public health and medical infrastructure. The areas of support are: behavioral health crisis counseling (see ESF #8a), disease surveillance and outbreak control measures; indoor and outdoor air quality monitoring; drinking water and waste water assessments and recommendations; food (except livestock) and dairy integrity evaluations and food safety guidelines; hazardous materials (including radiation materials) assessments and recommendations; waste management guidelines; hospital resources and medical supply (pharmaceuticals and biomedical equipment) monitoring; and, activation and deployment of the federal Strategic National Stockpile (SNS).

**ESF #8a: Mental Health and Substance Abuse:** - Department of Human Services

Provides crisis-counseling services to individuals and groups impacted by the disaster situation. Mental health professionals will be mobilized to offer home and community-based services. Substance abuse counselors may be mobilized to provide a source of education and outreach regarding unhealthy coping mechanisms that may include alcohol or drug use as a response to stress. Crisis counseling is a time-limited program designed to assist victims/survivors of a disaster in returning to their pre-disaster level of functioning. Coordinates and provides mental health services to victims and responders following a disaster.

**ESF #9: Search & Rescue** – Division of Emergency Management

ESF #9 integrates the Search and Rescue system around a core of task forces prepared to deploy immediately and initiate operations in support of ESF #9. These task forces are staffed primarily by local fire department and emergency services personnel who are highly trained and experienced in search and rescue operations and possess specialized expertise and equipment.

**ESF #10: Oil and Hazardous Materials Response** - Department of Public Safety

ESF #10 provides for a coordinated response to actual or potential oil and hazardous materials incidents. ESF #10 includes the appropriate response and recovery actions to prepare for, prevent, minimize, or mitigate a threat to public health, welfare, or the environment caused by actual or potential oil and hazardous materials incidents. Hazardous materials addressed under the SEOP include chemical, biological, and radiological substances whether accidentally or intentionally released. These include certain chemical, biological, and radiological substances considered weapons of mass destruction (WMD).

ESF #10 describes the lead coordination roles, the division and specification of responsibilities among various agencies, and the regional and onsite response organizations, personnel, and resources that may be used to support response actions.

Response to oil and hazardous materials incidents is carried out in accordance with the NCP (40 CFR part 300). The SEOP implements the response authorities and responsibilities created by the Comprehensive Environmental Response, Compensation, and Liability Act, and the authorities established by section 311 of the *Clean Water Act*, as amended by the *Oil Pollution Act*.

**ESF #11: Agriculture and Natural Resources** – Department of Agriculture and Department of Natural Resources

ESF #11 includes determining nutrition assistance needs, obtaining appropriate food supplies, arranging for delivery of the supplies, and authorizing disaster food stamps. Animal and plant disease and pest response includes implementing an integrated State, local, and tribal response to an outbreak of a highly contagious or economically devastating animal / zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating plant pest

infestation. ESF #11 ensures, in coordination with ESF #8 – Public Health and Medical Services, that animal/veterinary/wildlife issues in natural disasters are supported.

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

Protection of resources includes appropriate response actions to conserve, rehabilitate, recover, and restore resources.

**ESF #12: Energy** - Department of Regulatory Agencies

ESF #12 collects, evaluates, and shares information on energy system damage and estimates on the impact of energy system outages within affected areas. The term “energy” includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy systems and system components. Additionally, ESF #12 provides information concerning the energy restoration process such as projected schedules, percent completion of restoration, geographic information on the restoration, and other information as appropriate.

**ESF #13: Public Safety and Security** - Department of Public Safety

ESF #13 provides a mechanism for coordinating and providing Federal support to State and local authorities to include non-investigative/non-criminal law enforcement, public safety, and security capabilities and resources during potential or actual Incidents of National Significance.

ESF #13 capabilities support incident management requirements including force and critical infrastructure protection, security planning and technical assistance, technology support, and public safety in both pre-incident and post-incident situations. ESF13 generally is activated in situations requiring extensive assistance to provide public safety and security and where State and local government resources are overwhelmed or are inadequate, or in pre-incident or post-incident situations that require protective solutions or capabilities unique to the State government.

**ESF #14: Long-Term Community Recovery and Mitigation** – Division of Emergency Management

ESF #14 The policies and concepts in this annex apply to appropriate State departments and agencies following disaster that affects the long-term recovery of a community. Based on an assessment of incident impacts, ESF 14 support may vary depending on the magnitude and type of incident and the potential for long-term and severe consequences. ESF #14 will most likely be activated for large-scale or catastrophic incidents that require Federal assistance to address significant long-term impacts in the affected area (e.g., impacts on housing, businesses and employment, community infrastructure, and social services).

**ESF #15: External Affairs - Office of the Governor**

ESF #15 coordinates State actions to provide the required external affairs support to State, local, and tribal incident management elements. This annex details the establishment of support positions to coordinate communications to various audiences. ESF #15 applies to all State and local departments and agencies that may require public affairs support or whose public affairs assets may be employed during a disaster.

The provisions of this annex apply any response or other event designated by the Governor's Office where significant interagency coordination is required.

ESF #15 is organized into the following functional components: Public Affairs, Community Relations, Congressional Affairs, International Affairs, State and Local Coordination, and Tribal Affairs

ESF #15 provides the resources and structure for the implementation of the SEOP. Incident communications actions contained in the SEOP are consistent with the template established in the National Incident Management System (NIMS).

**IX. CONTINUITY OF GOVERNMENT**

**A. General**

1. The Continuity of State Government Plan is a freestanding annex to this plan (see Annex XVII).
  - a. Disasters can interrupt, paralyze, or destroy the ability of State or local government to carry out their executive, legislative and judicial functions. Therefore, it is important each level of government have the capability to preserve, maintain, and reconstitute its ability to carry out essential functions under the threat or actual occurrence of any disaster that could disrupt governmental operations and services.
  - b. Effective and responsive emergency operations are inseparable from the concept of Continuity of Government (COG). The Colorado program identifies two important factors for assuring continuity of government at the local and State level: First, well defined and understood lines of succession for key officials and authorities; second, preservation of records and critical facilities which are essential to the effective functioning of government and for the protection of rights and interests of the State and its residents.

**B. State Line of Succession**

1. Article IV of the State Constitution of Colorado, vests in the Governor the chief executive powers of the State. It establishes the emergency powers of the Governor and provides for the line of succession in the event the

Governor is absent and/or unable to exercise the powers and discharge the duties of office.

2. The legal successor to the Governor is the Lieutenant Governor. If the Office of Lieutenant Governor is vacant, the following members (in order of priority) of General Assembly affiliated with the same political party as the Governor follow the state line of succession:
  - a. President of the Senate
  - b. Speaker of the House of Representative
  - c. Minority leader of the Senate
  - d. Minority leader of the House of Representatives
3. The Governor will appoint, with consent of the Senate, all officers of duly established offices not otherwise requiring appointment by election, thus providing the means to fill vacancies.
4. If the elected offices of Treasurer, Secretary of State, or Attorney General become vacant, the Governor appoints a successor with consent of the Senate to serve until a successor can be qualified and elected. Lines of succession for political subdivisions of the State shall be in accordance with the Constitution and statutes of the State and will be described in the SEOP.
5. At a minimum, all State department heads shall designate primary and alternate emergency successors for key supervisory positions. This ensures the continuance of leadership, authority, and responsibilities of their departments. Each agency/office head shall further designate a primary and alternate emergency successor for key positions. In accordance with each agency's COOP, they will provide DEM with this information, including changes.
6. Designated interim emergency successors shall be instructed on their responsibilities and the conditions under which they will assume these positions. Generally, an interim emergency successor may assume leadership whenever the incumbent becomes unable to perform their functions or when requested to do so during periods of emergencies or disasters. They shall hold these positions until relieved by the incumbent or until the emergency or disaster has been brought to a successful conclusion. The criteria for succession of leadership will be delineated in the internal emergency operating procedures of each department.

C. Provision of Essential Services

Provision of those services that are determined to be life-saving/preserving and those critical to the immediate economy of the State need to be maintained or restored immediately should they be struck by a disaster and rendered unusable. In the event that a State facility is rendered unusable, a back-up facility should be designated that will allow for essential services to be provided.

D. Preservation of Essential Records

Protection of essential State (and local) records is vital if government and society are to resume functioning after a major catastrophe or national emergency.

1. Essential records and documents which require safeguarding fall into three (3) general types: (a) records that protect the rights and interests of individuals; vital statistics, State land and property records, financial and tax records, election records, license registers, articles of incorporation, etc.; (b) records required for effective emergency operations; plans, procedures, resource inventories, lists of succession, maps, memorandums of understanding, agreements, and lists of regular and auxiliary personnel; (c) records required to re-establish normal governmental functions and protect the rights and interests of government; federal and State laws, rules and regulations, official proceedings, financial and court records.
2. The selection of the records to be preserved rests with the official rendering the service involved or with the custodians of the records. These decisions should be made in concert with the organization's overall plan for determination of value, protection and disposal of records. The vital records should be duplicated and the duplicate copies maintained in an accessible format in the safest possible locations, at an appropriate distance from the office location. Vital records should constitute no more than 3-7% of all records.

## **X. ADMINISTRATION, LOGISTICS AND MUTUAL AID**

### **A. Administration**

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

### **B. Finance**

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

3. State departments designated as lead agencies for Emergency Support Functions (ESF) conducting emergency support activities will be responsible for organizing their functional activities to provide financial support for their operations. Each department is responsible for maintaining appropriate documentation to support requests for reimbursement, for submitting bills in a timely fashion, and for closing out assignments.
4. State and local government entities are responsible for documenting all emergency or disaster related expenditures using generally accepted accounting procedures. Care must be taken throughout the course of the emergency to maintain logs, records, receipts, invoices, purchase orders, rental agreements, etc. These documents will be necessary to support claims, purchases, reimbursements and disbursements. Record keeping is necessary to facilitate closeouts and to support post recovery audits.

C. Logistics

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

D. Mutual Aid Agreements

1. No single local jurisdiction will have all the personnel, equipment, and materials required to cope with a major emergency or disaster. Necessary additional assistance may be rendered through mutual aid agreements that provide for obtaining additional resources from non-impacted inter/intra-jurisdictional governmental agencies and other organizations. Mutual aid agreements are an essential component of emergency management planning, response, and recovery activities. These agreements can significantly increase the availability of critical resources and improve response and recovery efforts. According to C.R.S. 24-32-2133, as amended; it is the responsibility of local government to ensure that local emergency operations plans contain adequate provisions for the rendering and the receipt of mutual aid.

2. Over 200 counties, municipalities, special districts, and associations are signatory to the Intergovernmental Agreement for Emergency Management.

E. Compacts

Colorado is a member of the Emergency Management Assistance Compact (EMAC). The Governor signed into law Senate Bill 01-141 on March 28, 2001, officially adopting The Compact. EMAC is administered by the National Emergency Management Association (NEMA). Any Member State may request EMAC assistance when the Governor of the affected state has declared a state of emergency. When a state suffers or expects to suffer a major disaster and needs assistance from other states, the Authorized Representative for each state (identified in the EMAC SOP) will initiate the EMAC procedures for requesting assistance. (*Reference: Title 24, Article 60, Part 29 Colorado Revised Statutes, as amended*)

F. Training

1. Training of State (and local) emergency operations staff should be conducted on a continuing basis. In-house sessions, exercises, actual operations, or sponsored classes are sources for accomplishing this training. Various training courses are provided by DEM, Division of Fire Safety, Department of Public Health and Environment, Federal Emergency Management Agency, etc.
2. During increased readiness conditions, accelerated/refresher training for State emergency operations staff and emergency response coordinators may be conducted by the DEM.

## XI. SUPPORTING ANNEXES

The Supporting Annexes provide the framework that State agencies, volunteer organization, and the private sector coordinate and execute the common functional processes and administrative requirements necessary to support an efficient and effective incident operation. Table 4 illustrates the designation of Lead and Supporting Agencies.

**Table 4 - SUPPORTING ANNEX MATRIX**

State Agencies	Financial Management	Geographic Information System	International Coordination	Logistics Management	Private Sector Coordination	Public Affairs	Tribal Relations	Volunteer and Donations Management	Worker Safety
Governor's Office			L		L	L			
Div of Emergency Management			S	S		S	L	L	
Agriculture		S		S		S			
Corrections						S			
Education		S				S		S	
Health Care, Policy & Finance						S			
Higher Education						S		S	S
Human Services				S		S			
Labor & Employment				S	S	S			L
Law			S	S	S	S			S
Local Affairs	S	L	S	S		S			
Military & Veteran Affairs				S		S			
Natural Resources		S				S			
Personnel & Administration	L			L	S	S			S
Public Health & Environment		S		S	S	S			
Public Safety		S				S			S
Regulatory Agencies	S		S	S	S	S			S
Revenue	S					S			
Transportation		S		S		S			
Treasury						S			
Red Cross					S	S		S	S
Salvation Army					S	S		S	
COVOAD					S	S		S	S
CRSB						S			
Private Sector					S	S		S	S
Professional Associations					S	S		S	S

L= Lead; S=Supporting

## **XII. INCIDENT ANNEXES**

Numerous situations may occur within or near the State that will require specialized or incident specific implementation under the SEOP.

The incident annexes describe the policies, situation, concept of operations, and responsibilities pertinent to the type of incident in question. They outline: unique authorities pertinent to that incident, the special actions or declarations that may result, and any special policies that may apply; planning assumptions, and outlines the approach that will be used if key assumptions are not realized; the concept of operations appropriate to support the incident; coordination structures and positions of authority that are unique, the specialized response teams or unique resources needed, and other special considerations; and the coordinating and cooperating agencies involved. Table 5 illustrates the designation of Lead and Supporting Agencies.

**Table 5 - INCIDENT ANNEX MATRIX**

State Agencies	Biological	Catastrophic	Cyber	Food and Agriculture Incident	Nuclear/Radiological	Oil & Hazardous Material	Terrorism Law Enforcement & Investigation	Winter Storm	Flood	Landslide/Debris Flow	Earthquake	Tornado	Drought	Utility Disruption	Chemical Stockpile	Public Assistance	Continuity of Government	Resource Mobilization
Governor's Office			L										S				S	
Div of Emergency Management	S	L	S	S	S	S	S	L	L	L	L	L	S	S	L	S	S	S
Agriculture	S	S		L			S	S					L				S	
Corrections							S										S	
Education																	S	
Health Care, Policy & Finance																S	S	
Higher Education				S						S			S			S	S	
Human Services		S		S			S	S					S	S			S	
Labor & Employment						S			S		S		S				S	
Law			S			S	S									S	S	
Local Affairs		S	S													L	L	S
Military & Veteran Affairs	S	S		S	S		S	S	S	S	S	S	S	S	S		S	S
Natural Resources				S	S	S			S	S	S	S	S	S			S	
Personnel & Administration		S	L				S							S		S	S	
Public Health & Environment	L	S		L	L	S	S		S	S	S	S	S	S	S	S	S	S
Public Safety	S	S		S	S	L	L	S	S	S	S	S	S	S		S	S	L
Regulatory Agencies					S	S								L		S	S	
Revenue													S			S	S	
Transportation		S			S	S	S	S	S	S	S	S	S	S	S		S	S
Treasury																S	S	
Red Cross		S		S	S			S	S	S	S	S	S	S	S	S	S	
Salvation Army		S		S	S			S	S	S	S	S	S	S	S	S	S	
COVOAD		S						S	S	S	S	S	S	S		S	S	
CRSB		S									S							
Private Sector		S	S		S	S			S		S		S	S		S	S	S
Professional Associations		S	S	S		S	S				S		S	S			S	S

L= Lead; S=Supporting

### **XIII. PLAN DEVELOPMENT AND MAINTENANCE**

- A. SEOP Revision 8 and subsequent revisions, supersedes all previous editions and is effective immediately for planning, training and exercising, and preparedness and response operations.
- B. All plans, annexes, appendixes, implementing procedures and resource inventories shall be based on those potential hazards to which the State is subject, along with the support needed to assist local government before, during, and after any emergency or disaster incident. Plans, annexes, appendixes, and procedures will detail who (by title), what, when, where, and how emergency tasks and responsibilities will be conducted.
- C. This Plan, its annexes and appendixes, State department plans, checklists, and notification/recall lists shall be maintained and kept current by all parties on the following schedule:
  - 1. Review and update the Colorado State Emergency Operations Plan, annexes, and appendixes every three (3) years
  - 2. Resource inventories/database list and department internal plans and checklists yearly
  - 3. Verify notification/recall lists every six (6) months.
- D. Review and revise procedures following critiques of actual emergency or disaster operations and/or exercises where deficiencies were noted.
- E. All changes, revisions, and/or updates to the Plan its annexes and appendixes shall be forwarded to DEM for review, publication and distribution to all holders of the Plan following the efforts of the lead agency to coordinate with its supporting agencies. If no changes, revisions, and/or up-dates are required, DEM shall be notified in writing by the agency lead that respective plans, annexes, appendixes, etc., have been reviewed and are considered valid and current.

### **XIV. ADDENDUM**

- TAB 1: Glossary of Terms, Acronyms & Abbreviations
- TAB 2: Colorado Disaster Act of 1992