



## **STATE OF COLORADO EMERGENCY OPERATIONS PLAN - 2007 BASIC PLAN EXECUTIVE SUMMARY**

Each level of government is responsible, by law, for the safety of its citizens. Citizens expect that State and local governments will keep them informed and provide assistance in the event of an emergency or disaster. All levels of government share the responsibility for working together in preparing for, preventing, responding to, and recovering from the effects of an emergency or disaster event.

The purpose of the State of Colorado Emergency Operations Plan (SEOP) is to identify the roles, responsibilities and actions of State government in disasters. Emergency operations plans address the ability to direct, control, coordinate and manage emergency operations. Each level of government should respond to an incident using its available resources, to include the use of mutual aid, and may request assistance from the next higher level of government, if required (i.e., municipality to county; county to State, State to Federal government). When local government capabilities are taxed, state government has resources and expertise available to provide emergency or disaster assistance. The State will modify normal operations and redirect resources to assist and support local governments in saving lives, relieving human suffering, sustaining survivors, protecting property, and reestablishing essential services. Federal government resources and expertise can be mobilized to augment emergency or disaster efforts beyond the capabilities of state government.

The SEOP provides direction to State agencies and some volunteer agencies in responding to emergencies or disasters. It delineates emergency response procedures, responsibilities, lines of authority, and continuity of Government. The format is compatible to the National Response Plan (NRP) by using a functional approach to providing assistance. In this functional approach, emergency support functions, i.e., transportation, communications, information and planning, etc., have been assigned to a lead State agency with other departments in supporting roles. The lead department is responsible for developing and maintaining the appropriate annex and for seeing that tasks are completed during emergency operations.

The following summary of the SEOP should give an overview of emergency operations. For more detailed information please see the original document.

### **EMERGENCY OPERATIONS ROLES AND RESPONSIBILITIES**

1. **Governor:** The Governor, as the executive head of State, has the inherent responsibility, 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." This responsibility is exercised through the Director, Division of Emergency Management, Department of Local Affairs. The Governor's Disaster Emergency Council serves as an advisory council to the Governor and the Director, Division of Emergency Management on all matters pertaining to Declarations of State Disaster Emergencies, and on the response and recovery activities of state government.
2. **Division of Emergency Management (DEM):** The Governor has delegated DEM, through its director, the responsibility of managing and coordinating emergency operations which

involve state and when necessary, federal resources. DEM is charged with preparing and maintaining the SEOP and for the expeditious and efficient manner in which it is implemented. It is responsible for the organization and operations of the State Emergency Operations Center (SEOC) for both emergency and non-emergency operations. Further, DEM is responsible for assisting local government emergency management in the development and maintenance of emergency operations plans, procedures and checklists. In the event of a major emergency or disaster, or the threat thereof, the DEM Director, makes recommendations to the Governor and Disaster Emergency Council on matters pertaining to State Declarations of a Disaster Emergency, requests for federal assistance, and ongoing state disaster response and recovery activities.

3. Office of Preparedness, Security and Fire Safety (OPSFS), Department of Public Safety: 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.
4. State Departments: State departments are responsible, within their statutory authorities, to provide assistance and support to local jurisdictions when they are unable to cope with a disaster emergency situation. Upon implementation of the SEOP they are responsible for the implementation of assigned State Emergency Functions. The operational roles, responsibilities and intra-organizational relationships of state departments are described in detail in the assigned Emergency Support Function Annexes.
5. 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) Local Government retains command of an incident unless it is relinquished to another authority.
6. 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.
7. Volunteer and Private Organizations: There are several agencies within the State that are organized to provide assistance during a disaster or emergency to meet essential human needs. Organizations with existing Memorandums of Understanding/Agreements with the State have been assigned supporting roles to specific Emergency Support Functions. (See "Emergency Support Functions Assignment Matrix".)

The Matrix below indicates the Lead and Support organizations for each Emergency Support Function. Following the matrix is a brief description of the function.

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
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 Affairs	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S		S
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 & Environment		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

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Private Sector		S												S		S	S
Professional Associations	S					S	S	S	S	S	S	S	S		S	S	S

L= Lead; S=Supporting

## 8. Emergency Support Functions (ESF) Summary

The ESFs represent the types of assistance activities that local government 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

Activities 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

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.

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

Provide public works and engineering-related support for the changing requirements of domestic incident management. 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

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.

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

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, 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.

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

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.

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

Resources support to local, and tribal governments consists 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 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.

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

Integrates the Search and Rescue system around a core of task forces prepared to deploy immediately and initiate operations. 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

Provides for a coordinated response to actual or potential oil and hazardous materials incidents. 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.

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

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 12: Energy** - Department of Regulatory Agencies

Collects, evaluates, and shares information on energy system damage and estimations 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.

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

Provides a mechanism for coordinating and providing 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.

**ESF 14: Long Term Community Recovery and Mitigation** – Department of Local Affairs

The policies and concepts in this annex apply to appropriate State departments and agencies following a 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

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. It 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.

9. Additional attachments to this plan include:

- a. Supporting Annexes covers several broad areas: Financial Management, Geographic Information Systems, International Coordination, Logistics Management, Private Sector Coordination, Public Affairs, Science and Technology, Tribal Relations, Volunteer and Donations Management, and Worker Safety and Health. All provide general guidance for the execution of these types of operations.
- b. Incident specific Annexes that address those threats that occur within the State on a regular basis or have a high degree of probability. These include: Pandemic, Catastrophic incident, Cyber, Drought, Earthquake, Flood, Landslide/Debris Flow, Terrorism Law Enforcement and Investigation, Tornado, Utility Disruption, and Winter Storm.

## 10. STATE DEPARTMENTS AND AGENCIES RESPONSIBILITIES

All state departments are mandated under the authority of the SEOP to carry out assigned activities to mitigate the effects of a major emergency or disaster and to cooperate fully with each other, DEM, and other political subdivisions in providing emergency assistance. The following items provide an overview of all state departments' basic responsibilities.

Develop its own internal emergency operating plan, including specific procedures and checklists necessary for accomplishing assigned emergency support tasks.

Appoint a Departmental Emergency Response Coordinator (ERC), and one or more alternates, to participate in the SEOC to act on behalf of the department or agency during a major emergency or disaster (or exercise). The ERC shall be empowered to make decisions and expend resources in providing operational and technical support to local governments or other state agencies. Names and 24-hour contact phone numbers will be furnished to DEM.

State departments retain operational control of their personnel and equipment when tasked to support other state departments or local jurisdictions.

All departments and agencies, within their authority, shall monitor and coordinate with their federal and stakeholder group counterparts the implementation of emergency assistance programs in Colorado. State agencies are encouraged to enter into preliminary Memorandums of Agreement (MOA) with private and volunteer organizations involved in disaster relief and recovery activities as related to assigned functional responsibilities.

Maintain a current agency resource database of all departmental equipment, specialty personnel, and materials available to perform assigned functions. Coordinate plans, procedures, and preparations with participating federal, state, local, and private and volunteer agencies.

Ensure that all personnel assigned specific functional responsibilities in support of this plan are adequately trained and prepared to assume those responsibilities.

Name a public information representative to coordinate departmental emergency public information plans and procedures with DEM.

Upon request, provide an ERC to the SEOC, and as needed to the Joint Field Office, if one is established.

Coordinate emergency response activities with local, state, federal and other agencies, as appropriate.

Assist in reporting and assessing damages to any state-owned facility or property under departmental jurisdiction. Report this information to the Damage Assessment Section of the SEOC.

Record and report to DEM any costs incurred in carrying out emergency operations.

## Incident Response

The "National Incident Management System (NIMS)" has been adopted, through Governor's Executive Order D 011 04, for use in Colorado and is the operating system under which all state agencies will operate when in support of state directed emergency operations. The flexibility and rapidly expandable organizational structure, and the use of a common (readily understandable) terminology, makes this system particularly useful when coordinating a multi-functional response, as well as easily adaptable to supporting multi-agencies/ multi-jurisdictional emergencies.

When the SEOP is implemented, the supporting actions taken by state government will correspond to the disaster situation. Implementation is influenced by the accurate and timely receipt of reliable information from the affected jurisdiction. This plan is in effect for preparedness, response, and recovery actions for any emergency or disaster. Emergency operations involve more than responding to the immediate impact of an emergency or disaster. Planning, training and mitigation efforts are imperative to effective response and recovery activities.

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

The SEOC [or Alternate State Emergency Operations Center (AEOC)] becomes operational and is staffed based upon the severity of an emergency or disaster and the anticipated or actual level of involvement by state government in providing assistance to impacted local jurisdiction(s). Emergency Preparedness Levels are issued to indicate what state of readiness the state or region is in for any hazard. The SEOC will be activated at a level that corresponds to the 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.

The Homeland Security level issued by Colorado will usually be the same as the Federal level, but may be changed if threat conditions differ in Colorado.

It would be possible for multiple alerts to be issued for different areas in the state and different threats. For example, there could be a Level III – Yellow alert for Homeland Security reasons for the entire state and a Level II – Orange alert for northwest Colorado for wildfire danger.

The following describes the five Emergency Preparedness Levels:

**Level V** – Day-to-day operations. The focus is on planning, training and exercising with an awareness of pending situations.

**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.

**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, only if necessary.

**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, as necessary, will staff the SEOC. 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. 24 hour SEOC activation is considered at this level.

**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.