



COLORADO

Division of Homeland Security & Emergency Management

Department of Public Safety



COLORADO

Division of Fire Prevention & Control

Department of Public Safety

2018-2019 All-Hazards Resource Mobilization Annex to the State Emergency Operations Plan

Colorado Division of Homeland Security
& Emergency Management
9195 East Mineral Avenue, Suite 200
Centennial, CO 80112
(720) 852 – 6600

Colorado Division of Fire
Prevention & Control
690 Kipling St., Suite 2000
Lakewood, CO 80215
(303) 239-4600

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Executive Summary

I. Overview

Resource mobilization starts locally and progresses to the county, then to the state and, if required, the national level. Local jurisdictions first employ local resources in response to all-hazards incidents. When an incident exceeds local capacity in size and/or complexity, local jurisdictions may require additional resources. Neighboring jurisdictions, through mutual aid agreements, will normally provide this assistance. However, some incidents, due to size and/or complexity, may exceed both local and county capacity and require additional resources. Upon request from the local Authority Having Jurisdiction (AHJ), the State, through the State Emergency Operations Center (SEOC), will coordinate and support resource mobilization for all-hazards incidents. This all-hazards Annex to the State Emergency Operations Plan (also known as the *Colorado Hazard and Incident Response and Recovery Plan*) sets forth procedures for the mobilization, deployment, coordination, tracking, cost accounting, and demobilization of resources during all-hazards incidents that require resources beyond those available under any interjurisdictional or mutual aid agreement.

II. Key Provisions of Resource Mobilization

- A. Local, county, regional, tribal, state, and national resource mobilization plans/annexes should complement each other in order to build capability and capacity.
- B. Resource mobilization starts locally and progresses sequentially to the county, state, and, if required, national level. Local jurisdictions must implement local resource mobilization plans first.
- C. Active support of and participation in local resource mobilization planning enhances local government self-sufficiency and improves statewide disaster preparedness. All jurisdictions should conduct routine reviews and continuous refinement of existing plans and programs.
- D. To build resiliency and resource options, jurisdictions should utilize the Colorado Intergovernmental Agreement for Emergency Management, as authorized in Colorado Revised Statutes (C.R.S.) § 29-1-203.
- E. When an AHJ requests resource mobilization support, the responsibility to pay for all resource orders remains with the AHJ until a cost share agreement is reached with county, state, or federal agencies.
- F. If the costs of an all-hazards incident exceed the AHJ's capability, the AHJ must declare a disaster. In this declaration, the AHJ must clearly state how the incident has exceeded the capability of the AHJ to respond and must specifically list resources requested from the state.
- G. If a wildland fire incident exceeds the capability of the AHJ, the AHJ may transfer authorities for management to the county. If the wildland fire incident exceeds the capability of the county, then the county may transfer authorities to the State through the Division of Fire Prevention and Control (DFPC).

NOTE

THIS STATE RESOURCE MOBILIZATION ANNEX IS NOT A REPLACEMENT FOR LOCAL RESPONSE, AUTO/MUTUAL AID, REGIONAL RESPONSE PLANS, OR THE WILDFIRE ANNUAL OPERATING PLAN.

Introduction

I. Approval and Implementation

This is the 2018-2019 State of Colorado All-Hazards Resource Mobilization Annex to the State Emergency Operations Plan (also known as the Colorado Hazard and Incident Response and Recovery Plan (CHIRRP)). This Annex is an all-hazard system for the allocation, mobilization, and deployment of resources in the event of a disaster or incident that requires resources beyond those available under any existing inter-jurisdictional or mutual aid agreement. This Annex will only be activated after all local and mutual aid resources have been depleted or will be imminently depleted.

The Division of Homeland Security and Emergency Management (DHSEM) is the State of Colorado's Emergency Management Agency and is responsible for coordinating response to disaster emergencies declared by the Governor. The Division of Fire Prevention and Control (DFPC) is the State of Colorado's lead agency for fire management, training and fire inspection, and other fire related matters and is responsible for response for wildfire suppression. When complex and/or multiple large wildfire incidents trigger a Governor's disaster declaration, DFPC and other state agencies will coordinate through/with DHSEM consistent with applicable laws and plans.

DHSEM and DFPC Field Staff are critical during an incident. In addition to being the linkage between local and State emergency managers and responders, the Field Staff provides continuous communication, feedback, and information sharing between local and state agencies. This provides for a coordinated effort during incidents where State situational awareness and/or assistance may be necessary.

As agents of the State, our employees will always do what is in the best interest of the State, its residents, and its visitors.



Kevin Klein, Director

Colorado Division of Homeland
and Emergency Management



Michael Morgan, Director

Colorado Division of Fire Security
Prevention and Control

II. Change Summary

The 2018-2019 Annex has been completed revised from the 2016-2017 version. Changes between the 2016-17 version and the current version are detailed in the following table. Future revisions to the Annex will be noted in the “Record of Changes” in Section III.

2016-2017 Resource Mob Annex	Status in 2018-2019 Annex Revision
Annex Sections 1-7	Complete revision for clarity and organization.
Appendix E: Colorado Incident Management Teams (IMTs)	Removed. Information now resides in <i>State of Colorado Certified All-Hazard Incident Management Team (IMT) Administrative Plan</i> . https://www.colorado.gov/pacific/dhsem/incident-management-teams
Appendix F: State Incident Complexity Analysis	Hard copy form removed. Current form now available at: https://www.colorado.gov/pacific/dhsem/resource-mobilization
Appendix F-1: EOC Incident Complexity Analysis	Hard copy form removed. Current form now available at: https://www.colorado.gov/pacific/dhsem/resource-mobilization
Appendix F-2: DFPC Form 2 Complexity Analysis	Hard copy form removed. Current form now available at: https://www.colorado.gov/pacific/dhsem/resource-mobilization
Appendix G: Colorado Land Search and Rescue	Retained and rewritten.

<p>Appendix I: Emergency Management Assistance Compact (EMAC)</p>	<p>Removed. This section simply provided an information overview of the EMAC process. Comprehensive information and training on EMAC is available through EMAC’s webpage: https://www.emacweb.org/ Additional EMAC information may be found here: https://www.colorado.gov/pacific/dhsem/emergency-management-assistance-compact</p>
<p>Appendix J: Code of Conduct</p>	<p>Removed. Local agencies are responsible for the conduct of their personnel.</p>
<p>Appendix K: Statutory References</p>	<p>Appendix removed. Statutory References moved to Section IX. Statutes no longer quoted. Links to Colorado Revised Statutes provided to ensure most current version is accessed.</p>
<p>Appendix L: Colorado State Emergency Operations Center (SEOC)</p>	<p>Removed. Information is now contained in the State Emergency Operations Plan (also known as CHIRRP).</p>
<p>Appendix M: Roles and Responsibilities of Primary State Agencies</p>	<p>Removed. Though this provided a good overview of Colorado state government, it was not resource mobilization specific.</p>
<p>Appendix N: Colorado Contractors Association (CCA)</p>	<p>Removed. Though local agencies are encouraged to engage the private sector when developing resource mobilization and response plans, no endorsement of the CCA is specified or implied by the State of Colorado.</p>
<p>Appendix O: FEMA Public Assistance Programs</p>	<p>Removed. This very brief mention of a FEMA program/publication is not appropriate for this Annex.</p>
<p>Appendix P: Colorado State Unified Coordination System and Procedures</p>	<p>Removed for addition into State Emergency Operations Plan (also known as CHIRRP).</p>
<p>Appendix Q: Travel Kit and Deployment Recommendations</p>	<p>Removed. As each incident is unique, deploying resources should communicate with requesting agency prior to departure to ensure they bring proper support equipment and supplies.</p>

Appendix R: State of Colorado Financial Reimbursement Documents	Retained and rewritten.
2015 Cooperator Incident Reimbursement Guidelines	Removed and replaced with link to most current version. https://www.colorado.gov/pacific/dhsem/reimbursement-packet
Appendix S: Resource Mobilization Fund Request Form	Removed and replaced with link to most current version. https://www.colorado.gov/pacific/dhsem/reimbursement-packet
Appendix T: Sample State of Colorado Memorandum of Understanding with County Agencies	Retained. Now Appendix F.
Appendix U: Situation Report Template	Removed. Not unique to Resource Mobilization. Current version may be found in WebEOC.
Pages 141-152 (IMT Admin)	Removed. Information now resides in <i>State of Colorado Certified All-Hazard Incident Management Team (IMT) Administrative Plan</i> . https://www.colorado.gov/pacific/dhsem/incident-management-teams

III. Record of Changes

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

Date	Change	Page(s)

IV. Record of Distribution

The Resource Mobilization Annex is posted on the DHSEM website. It will also be distributed via email to members of the Resource Mobilization Working Group.

Date	Distribution
02 January 2018	Annex posted to DHSEM website
02 January 2018	Publication announcement posted on DHSEM social media accounts
02 January 2018	Annex distributed via email

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Purpose, Scope, Situation Overview, and Assumptions

- I. Purpose
 - A. In accordance with Colorado Revised Statutes (C.R.S.) § 24-33.5-705.4, this statewide all-hazards Resource Mobilization Annex sets forth procedures for the mobilization, deployment, coordination, tracking, cost accounting, and demobilization of resources during all-hazards incidents that require resources beyond those available under any interjurisdictional or mutual aid agreement.
 - B. This is an Annex to the State Emergency Operations Plan (SEOP).
- II. Scope
 - A. The Resource Mobilization Annex outlines the resource mobilization process necessary to support any all-hazard incident that exceeds local capabilities and is required to protect life, property, the environment, and cultural and economic resources. This Annex pertains to the resource request process and does not contain the protocols for a disaster declaration.
- III. Situation Overview and Planning Assumptions
 - A. Per the SEOP, Section VI.

Concept of Operations

- I. Annex Activation
 - A. The Resource Mobilization Annex can be activated by:
 - 1. The Executive Director of the Department of Public Safety for the State of Colorado, or their designee, for any incident that requires a state-level resource mobilization. Designees are
 - a) Director, Division of Homeland Security and Emergency Management (DHSEM)
 - b) Director, Division of Fire Prevention and Control (DFPC)
 - 2. Activation of the SEOP by the Governor or their designee.
 - B. Authority to request State Resource Mobilization is vested in the Authority Having Jurisdiction (AHJ) through:
 - 1. The County Emergency Manager, Tribal Emergency Manager, or their authorized designee
 - 2. The County Sheriff
 - 3. The County Executive or Tribal Council
 - 4. The Board of County Commissioners or Tribal Council
 - 5. The Emergency Manager of a municipality with a population greater than 400,000
 - 6. The Emergency Manager of a municipality with a population greater than 100,000 that encompasses multiple counties
 - 7. The Incident Commander acting under a direct delegation from any of the above authorities
 - C. Any State Department Executive Director (or their authorized designee) is also authorized to request State Resource Mobilization.

- II. Pre-Incident
 - A. Local, county, regional, tribal, state, and national agencies develop coordinated resource mobilization plans/annexes to build stronger response options should an incident exceed current capabilities or capacities.
 - B. All agencies regularly evaluate, maintain, revise, and exercise their plans and agreements. Identify lessons learned and implement corrective actions.
- III. During an Incident
 - A. Resource mobilization starts at the local level. Local jurisdictions implement their mutual aid plans first.
 - B. If an incident exceeds local capacity and all local, mutual, and regional aid resources have been depleted or will be imminently depleted, the AHJ requests assistance from the state. Note: State mobilization is not a replacement for local, mutual, or regional aid.
 - C. For all-hazards incidents, the State, through the State Emergency Operations Center (SEOC), coordinates with assisting local, regional, tribal, state, and/or federal agencies to fill resource orders.
 - D. For wildland fire incidents, the State, through interagency dispatch centers and/or the SEOC, coordinates with assisting local, regional, tribal, state, and/or federal agencies to fill resource orders.
 - E. Once coordinated through the interagency dispatch centers and/or the SEOC, assisting agencies deploy resources.
 - F. The requesting agency receives, stages, and employs supplied resources.
 - G. Mobilized resources support the requesting agency until directed to demobilize by the Incident Commander.
 - H. Requesting agencies shall maintain accountability of assisting resources at all times.
- IV. Post-incident
 - A. Once released from the incident, mobilized resources return to their home agency.
 - B. Mobilized resources complete their demobilization process through the SEOC and/or ordering interagency dispatch center.
 - C. Assisting agencies provide reimbursement claims (including all supporting documentation) to DHSEM for all-hazards incidents or to DFPC for wildland fire incidents.
 - D. Requesting agencies provide reimbursement claims (including all supporting documentation) to DHSEM for all-hazards incidents or to DFPC for wildland fire incidents.
 - E. DHSEM or DFPC receives and processes reimbursement claims and disburses funds, as appropriate.
 - F. Agencies at all levels conduct After Action Reviews, make necessary changes, and share lessons learned with other agencies

Organization and Assignment of Responsibilities

I. Local and Regional Requesting Agency Responsibilities

A. Pre-incident

1. Understand the processes and procedures set forth in this Annex.
2. Develop, implement, and maintain mutual aid plans, Local Intergovernmental Agreements for Emergency Management, and agreements with vendors, contractors, and local businesses. Seek assistance from DHSEM or DFPC, as needed.
3. Participating agencies should update points of contact, qualifications, and resource information (including current status) in WebEOC, IQSWeb, and the Resource Ordering and Status System (ROSS) (if using interagency systems) at least quarterly.
4. Local agencies are responsible for statusing personnel and equipment in WebEOC and ROSS.
5. Local jurisdictions are required to complete the Colorado Resource Rate Form (CRRF) in order to have equipment listed in WebEOC by DHSEM staff and/or ROSS by DFPC staff. Detailed CRRF information may be found at <https://www.colorado.gov/pacific/dhsem/reimbursement-packet> or <https://www.colorado.gov/pacific/dfpc/wildland-fire-billing>.
6. Conduct training and exercises on how to manage an incident that exceeds local resource capacity. Practice the processes and procedures in this Annex.

B. During an Incident

1. Manage the incident using National Incident Management System (NIMS) and Incident Command System (ICS) guidelines.
2. Conduct an initial analysis of resources required for the incident compared to resources available.
3. Implement mutual aid plans, Local Intergovernmental Agreements for Emergency Management, and agreements with vendors, contractors, and local businesses.
4. Conduct an incident complexity analysis. Though not required, DHSEM and DFPC strongly recommend that agencies at all levels conduct a complexity analysis prior to requesting resources. Incident complexity analysis forms are available at: <https://www.colorado.gov/pacific/dhsem/resource-mobilization>. Request DHSEM or DFPC assistance, if needed, by calling the State Emergency line at 303-279-8855.
5. If, following implementation of Local Resource Mobilization Plans, local resources are depleted or will be imminently depleted, request assistance from DHSEM or DFPC. Work with the appropriate Regional Field Manager (RFM) or Fire Management Officer (FMO) to complete the appropriate complexity analysis or fund request form.
6. For wildland fire incidents exceeding local capabilities, additional resources should be ordered following local protocols and the process contained in the local Annual Operating Plan (AOP).

7. Prepare disaster declaration(s) and appropriate supporting documentation, as required. NOTE: A local disaster declaration is not required to activate the Resource Mobilization Annex. An incident that requires specialized equipment or personnel not available within the AHJ, but is available elsewhere in the state, may not necessarily be a Disaster.
8. Following initial coordination with the SEOC, submit requests for specific kinds and types of resources through WebEOC.
NOTE: Resource requests may also be submitted through Interagency Dispatch Centers.
 - a) Resource requests should include, at a minimum:
 - (1) The date/time the resource is needed
 - (2) Appropriate kind and type of resources needed
 - (3) Types of vehicles authorized (private, agency, rental, off-road, etc)
 - (4) Requirements for resource self-sufficiency
 - (5) Backfill authorization
 - (6) Any additional information the requester deems appropriate to get the right resource to the right place at the right time

NOTE: To ensure accurate and timely order filling, contact the SEOC Logistics Section prior to submitting a WebEOC resource request. Though this initial coordination is sufficient to start the resource mobilization process, it is NOT a substitute for a completed Form 213 RR. Requesting agencies must follow-up verbal requests and coordination with a Form 213 RR
9. Once the resource request is coordinated, be prepared to receive, stage, and employ mobilized personnel and equipment.
10. During resource mobilization, the requesting agency or Incident Management Team (IMT) (if deployed) will submit a daily Incident Status Summary (ICS Form 209) to the State EOC any time this Annex is utilized, regardless of incident type or complexity. For wildland fire incidents that meet large fire criteria, an ICS Form 209 should also be submitted to the local Interagency Dispatch Center.
11. Maintain documentation necessary for reimbursable expenses. See Appendix C for reimbursement documentation requirements.

C. Following an Incident

1. Within 30 calendar days of demobilization, provide an overall after- action report, to include resource mobilization implications, to the DHSEM Logistics Section and the SEOC Exercise Officer via e-mail.
2. Coordinate with the SEOC to request state and/or federal reimbursement, as appropriate. See Appendix C for reimbursement procedures.

II. State Responsibilities

A. Pre-incident

1. Publish, maintain, evaluate, and, as required, revise the State Resource Mobilization Annex.
2. Provide planning, technical, and financial guidance to local agencies developing Local Resource Mobilization Plans and training on how to use WebEOC.
3. Upload IQSWeb updates to ROSS.

B. During an Incident

1. Activate the SEOC to the appropriate level.
2. Support and coordinate resource mobilization using NIMS and ICS guidelines.
3. Manage, coordinate, and support incident response per the SEOP.
4. Make recommendations to the Executive Director (or Designee) to activate this Annex and, if required, to make available state assistance funding.
5. Provide DHSEM RFMs and DFPC FMOs to assist the AHJ in conducting complexity analysis forms, resource ordering, and developing supporting incident documents.
6. Assign an Agency Administrator (AA) when the state has been delegated Assumption of Control.
7. Operate the SEOC.
 - a) Manage and coordinate State emergency operations and, when necessary, the Emergency Management Assistance Compact (EMAC) system and Federal resources.
 - b) Collect, process, and disseminate incident information for situational awareness.
 - c) Notify SEOC Command and General Staff members and Emergency Support Function (ESF)-7 (DHSEM Logistics Section) when this Annex is activated.
 - d) Coordinate with State ESF Representatives for state resource assignments.
 - e) Maintain awareness of resources requested for mobilization, available for mobilization, and already mobilized.
 - f) Coordinate with appropriate DHSEM RFM or DFPC FMO to identify potential resource requirements.
 - g) Receive, track, and processes resource requests received by the SEOC according to the following process: (See Appendix G for a flow chart depicting the following process.)
 - (1) Vet the request for completeness and accuracy.
 - (2) If clarification is required, seek additional information from requestor, RFM, or FMO.
 - (3) If the request is complete and accurate, assign request for sourcing.
 - (4) If a resource is available, confirm it meets requirements.

- (5) If the resource does not meet requirements, recommend alternatives to requestor.
 - (6) Once the requestor accepts resource, begin the DHSEM internal staff review process, routing the request via WebEOC through:
 - (a) Plans
 - (b) Logistics
 - (c) Finance
 - (d) Operations
 - (e) OEM Director
 - (7) For urgent requests, verbal approvals may be used in place of WebEOC. However, WebEOC documentation shall be completed as soon as possible.
 - (8) Once DHSEM has approved the resource, it may deploy to the incident.
 - h) Maintain documentation necessary for reimbursable expenses.
 - i) Assist other agencies as necessary.
- C. Following an Incident
- 1. Maintain accountability of demobilized resources until return to home agency.
 - 2. Coordinate and support resource demobilization and return to home Agency.
 - 3. Receive and process reimbursement requests for mobilized assets.

Direction, Control, and Coordination

- I. Command and Control of Assisting Resources
 - A. Upon mobilization, assisting resources will be under the operational control of the Incident Commander..
 - B. Assisting agencies shall retain administrative responsibility of mobilized resources, to include:
 - 1. Staffing
 - 2. Training
 - 3. Equipping
 - 4. Providing Workers Compensation Coverage
 - 5. Providing Liability Insurance
 - 6. Updating WebEOC and/or ROSS status
- II. Delegation of Authority
 - A. When the scope or complexity of an incident exceeds local capacity, local authorities may need to request a more qualified Incident Commander and/or Incident Management Team (IMT), to manage the incident. Without a delegation of authority, the assisting agency has no operational or legal basis to assume command.
 - B. Details of Delegation of Authority may be found in Appendix E.

Communications

- I. During an incident, Local Agencies may communicate with DHSEM, DFPC, and the SEOC by the most convenient and expeditious methods, to include (but not limited to) telephone, e-mail, WebEOC, and radio.
- II. To the maximum extent possible, resource requests should be submitted using Form 213 RR via WebEOC. Using WebEOC ensures maximum visibility of a request, proper tracking and allocation, and documentation for reimbursement purposes. However, lack of access to WebEOC should NOT deter authorized personnel from contacting the SEOC for assistance.
- III. Deployed resources shall maintain communications with the State EOC via MAC-21 on the DTR system (or via other designated communications method) during travel from home agency to the incident and, after demobilization, during return travel to home agency.

Finance

- I. Fiscal Responsibility
 - A. An AHJ may request local, county, or state resource mobilization support, but the responsibility to pay for all resource orders remains with the AHJ until a cost share agreement is executed.
 - B. Resource reimbursement procedures are contained in Appendix C.

Plan Evaluation, Maintenance, and Revision

- I. The Director of the Office of Emergency Management, Division of Homeland Security and Emergency Management, shall ensure that on a biennial basis the State Resource Mobilization Working Group evaluates, maintains, revises, and submits for signature an updated version of this Annex. The next scheduled review and revision shall be in 2019. This annex will be updated in accordance with current federal and state guidance documents, best practices, lessons learned, and applicable standards, such as the Emergency Management Accreditation Program (EMAP).
- II. The Planning Section of the Office of Emergency Management will maintain the master copy of this Annex and will publish approved updates. Comments, corrections, and proposed changes should be sent to:

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

Authorities and References

- I. The Resource Mobilization Annex is required under C.R.S. § 24-33.5-705.4. Specifically,

The director shall develop and maintain a statewide all-hazards resource mobilization plan that sets forth procedures for mobilization, allocation, deployment, coordination, tracking, cost accounting, and demobilization of resources during disasters and other large-scale emergencies and local incidents that require more resources than those available under any existing interjurisdictional or mutual aid agreement. In developing the mobilization plan, the director shall consult with and solicit recommendations from the homeland security and all-hazards senior advisory committee created in section 24-33.5-1614 and other appropriate representatives of state, tribal, and local governmental and private sector emergency management organizations. The director shall ensure that the mobilization plan is consistent with, and incorporated into, the Colorado state emergency operations plan. (C.R.S. § 24-33.5-705.4.3.A)

Note: “Director” is defined in this statute as the Director, Office of Emergency Management.

- II. Colorado Revised Statutes may be found at:
<https://leg.colorado.gov/agencies/office-legislative-legal-services/colorado-revised-statutes>

Definitions and Acronyms

Agency Administrator (AA) –An Agency Administrator (AA) is the official responsible for the management of a geographic unit or functional area. AAs are the managing officer of an agency, division thereof, or jurisdiction having statutory responsibility for incident mitigation and management. Some examples include a Fire Chief, Police Chief, County Sheriff, DHSEM RFM (all-hazards), or DFPC FMO (wildfire).

Authority Having Jurisdiction (AHJ) –The public agency or its designee that has legal responsibility and authority for responding to an incident, based on political, geographical, or functional range or sphere of authority.

Allocated Resources – Resources dispatched to an incident.

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

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

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

Colorado Hazard and Incident Response and Recovery Plan (CHIRRP) – See State Emergency Operations Plan (SEOP).

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

Director – Means the director of the Office of Emergency Management as identified in C.R.S. § 24-33.5-705. Director is also the title given to the head of the five divisions within the Colorado Department of Public Safety.

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

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

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

Executive Director (ED) – Is the Executive Director of the Department of Public Safety.

Geographical Area Coordination Center (GACC) – Provides logistical coordination and mobilization of resources (people, aircraft, ground equipment) throughout the geographical area, and with other geographic areas, as necessary. The ten (10) geographic areas are: Southern, Eastern, Rocky Mountain, Southwest, Great Basin, Northern Rockies, Southern California, Northern California, Northwest and Alaska.

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

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

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

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

Interagency (IA) Dispatch Center – A facility from which resources are primarily assigned to wildland fire incidents. For the purposes of this Annex, this refers to the Dispatch Centers located in Craig, Grand Junction, Montrose, Durango, Ft. Collins, and Pueblo.

Interstate Fire Compact – The statutorily adopted process for providing State to State assistance for the prevention and control of wildland fires. Colorado is a member of the Great Plains Interstate Fire Compact. C.R.S. § 24-60-3301 / Public Law 110-79

Jurisdiction – The extent or range of judicial, law enforcement, or other authority exercised by the State, Tribal, County, City and County, Town, Special District, or any other recognized political subdivision of the State of Colorado

Logistics – The Logistics Section provides for all the incident's support needs, such as ordering resources and providing facilities, transportation, supplies, equipment maintenance and fuel, communications, and food and medical services for incident personnel.

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

Mobilization System – Means the Statewide All-Hazards Resource Mobilization System and processes created under C.R.S. § 24-33.5-705.4, which includes this Annex and the technology and personnel necessary to mobilize resources according to this Annex.

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

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

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

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

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

National Interagency Dispatch and Coordination System – The system that is used by the National Interagency Coordination Center (NICC), the ten GACCs and the local interagency dispatch centers to serve federal, state and local wildland fire agencies through logistical coordination and mobilization of resources (people, aircraft, ground equipment, supplies and services). The system utilizes ROSS and the Incident Qualifications System (IQS) to support resource qualifications and availability management and resource ordering.

Resource Kind – A classification of resources in the incident command system which refers to function (e.g., hand crew, helicopter, engine, or dozer.)

Resource Mobilization Fund (RMF) - Per C.R.S. § 24-33.5-705.4.6, the Resource Mobilization Fund, which shall be administered by the CDPS executive director, provides reimbursement to state agencies and jurisdictions mobilized by the executive director pursuant to C.R.S. § 24-33.5-705.4. The fund consists of all moneys that may be appropriated thereto by the general assembly, moneys that may be transferred pursuant to C.R.S. § 24-33.5-706 (4.5), and all private and public funds received through gifts, grants, reimbursements, or donations that are transmitted to the state treasurer and credited to the fund. All interest earned from the investment of moneys in the fund shall be credited to the fund. The moneys in the fund are hereby continuously appropriated for the purposes indicated in this section. Any moneys not expended at the end of the fiscal year shall remain in the fund and shall not be transferred to or revert to the general fund. The Executive Director shall use the moneys in the resource mobilization fund to provide reimbursement to state agencies and jurisdictions for incidents in accordance with the terms of the mobilization plan.

Resource Type – Refers to resource capability. For example, a Type 1 resource provides a greater overall capability due to power, size, capacity, etc., than a Type 2 resource.

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

Resource Ordering and Status System (ROSS) – National database used by the national interagency dispatch and coordination system for resource mobilization and demobilization for wildland fires and interagency all-hazard incidents.

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

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

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

State Emergency Operations Plan (SEOP) – The state level plan for actions to be taken by government and partner organizations when disaster threatens or strikes. It consists of assignment of responsibilities to state agencies, coordinating instructions, staffing, essential

facilities, and general operations common to most major emergencies. Also known as the *Colorado Hazard and Incident Response and Recovery Plan (CHIRRP)*.

Appendix A: Important Contact Information

General Assistance:

- Colorado State Patrol Dispatch 24-Hour Emergency Line: **303-279-8855**

Search and Rescue:

- Colorado State SAR Coordinator: **800-593-2772**
- Air Force Rescue Coordination Center (AFRCC): **800-851-3051**

Appendix B: Requesting Resources Checklist

1. Determine if all resources identified in Local Resource Mobilization Plans (to include mutual/auto aid, Local Intergovernmental Agreements for Emergency Management, and agreements with vendors, contractors, and local businesses) are depleted or will imminently be depleted.
 - a. If YES, continue to Step 2.
 - b. If NO, continue employment of local resources.
2. If incident is a Search and Rescue, refer to Appendix D. If not a Search and Rescue, proceed to Step 3.
3. Contact the DHSEM RFM. If incident is a fire, contact the DFPC FMO. Be prepared to provide the following information:
 - a. Incident type and name
 - b. Your name
 - c. Your call back information
 - d. Your position
 - e. Your agency or jurisdiction
 - f. Best available location of the incident
 - g. Current situation
 - h. Current actions
 - i. Requested Assistance. If State assistance is requested, be prepared to provide the following information:
 - i. Number of casualties
 - ii. Number of impacted structures
 - iii. Activation level of local EOC and contact information
 - iv. Specific resources requested
4. If unable to contact the RFM or FMO, contact the Colorado State Emergency number (Colorado State Patrol Dispatch) on the 24-Hour Emergency Line at 303-279-8855. Be prepared to provide the following information:
 - a. Incident type and name
 - b. Your name
 - c. Your call back information
 - d. Your position
 - e. Your agency or jurisdiction
 - f. Best available location of the incident
 - g. Current situation
 - h. Current actions
 - i. Requested Assistance. If State assistance is requested, be prepared to provide the following information:
 - i. Number of casualties
 - ii. Number of impacted structures
 - iii. Activation level of local EOC and contact information

iv. Specific resources requested

5. The Dispatcher will contact the DHSEM Duty Officer or the DFPC Duty Officer, as appropriate.
6. A representative from DHSEM or DFPC will then contact the requestor. Be prepared to provide the following additional information:
 - a. Person/title making request
 - b. Incident Update
 - c. Resources depleted or soon to be depleted
 - d. Quantity, kind, and type of resources required
 - e. Specific assignment or job duties for requested resources
 - f. Specific reporting location and Point of Contact
 - g. Requested time of delivery
 - h. Specific authorizations (e.g., rental vehicles authorized, POV or AOV authorized, cell phone or laptops authorized, Off-road vehicle required and authorized, no backfill or backfill authorized, etc.)
7. Once the Local AHJ has established direct communications with DHSEM, DFPC, and/or the SEOC, it does NOT need to contact the CSP Dispatcher for additional resources. They may directly submit additional resource requests to the SEOC, preferably via WebEOC using Form 213 RR, or follow their AOP for wildland fire incidents.

Appendix C: Resource Mobilization Reimbursement Process

1. Resource Mobilization: During the Incident
 - a. During SEOC activations, resource requests are submitted to the SEOC via Form 213 RR in WebEOC or via ICS Form 213 General Message. After a resource has been recommended for deployment by all SEOC staff sections and approved by the SEOC Manager, the requesting agency and the assisting agency will receive the completed Form 213 RR or a Resource Order as notification of who is responding and as a mission order for the assisting agency. The returned Form 213 RR will contain the following information:
 - i. Mission name
 - ii. Detailed mission description
 - iii. Requesting agency information
 - iv. Deployment information
 - v. Estimated costs
2. Resource Mobilization: Recovery and Reimbursement
 - a. To request reimbursement for mobilized resources, assisting agencies shall submit a Reimbursement Packet to the DHSEM Logistics Section or DFPC Finance Section for wildfire within 30 days of resource demobilization and return to home agency. All reimbursement requests must follow the guidelines set forth in the current Colorado Department of Public Safety (CDPS) Cooperator Incident Reimbursement Guidelines, which may be found at:
<https://www.colorado.gov/pacific/dhsem/reimbursement-packet> or
<https://www.colorado.gov/pacific/dfpc/wildland-fire-billing>
 - b. The Reimbursement Packet shall include the following items, as applicable:
 - i. Department Invoice (Required)
 1. Should be as detailed as possible, to include copies of receipts (exception is full day Per-Diem costs).
 2. Overhead costs must include hourly costs, overtime costs, and benefits costs. (e.g., hourly rate is \$10.00, OT rate is \$14.00, and benefit cost \$6.00 = Hourly paid to the agency is \$16.00 per hour, OT rate paid to agency is \$20.00 per hour).
 3. Agency reimbursement to personnel may include tax amounts for expenses to the State, with the assumption that the Overhead will receive an IRS form 10-99.
 - ii. W-9 Document.
 1. Individuals: This document should be completed if the individual is seeking reimbursement for salary, per-diem, billeting, or costs NOT reimbursed by the Home agency. This document must include the individual's Social Security number.
 2. Agency: This document must be completed for any agency that is requesting reimbursement for equipment or services, administrative costs, and overhead costs.
 - iii. WebEOC Form 213 RR documentation showing resource order and SEOC approval

- iv. Personnel Resource List from WebEOC or ROSS
- v. Cooperator Incident Assignment Invoice
- vi. Personnel Expense Summary
- vii. Individual Salary Breakdown
- viii. Equipment Use Summary
- ix. Equipment Transport Summary
- x. Fuel Summary
- xi. Miscellaneous Expenses
- xii. CRRF Standard Rates
- xiii. State CRRF All-Hazards Resource Rate Contract Service Form
- xiv. Copy of the assisting agency's overtime policy (required if overtime cost reimbursement is requested)

Downloadable copies of these forms may be found at:

<https://www.colorado.gov/pacific/dhsem/reimbursement-packet> or
<https://www.colorado.gov/pacific/dfpc/wildland-fire-billing>

c. Reimbursement Packet Submissions.

For all-hazards incidents, submit packets to:

Colorado Division of Homeland Security and Emergency Management
 ATTN: SEOC Logistics Section Chief
 9195 E Mineral Avenue, Suite 200
 Centennial, CO 80112

or electronically directly to the DHSEM Logistics Section Chief.

For wildland fires, submit packets to:

CO Division of Fire Prevention & Control 5060 Campus Delivery
 Building 1049
 Fort Collins, CO 80523-5060

NOTES:

1. Resources not ordered through the State Resource Mobilization process are NOT eligible for state reimbursement.
2. Reimbursement Packets with complete documentation will be reviewed, approved, and paid in an expeditious manner. Incomplete or missing documents could result in significant delays or possible denial of reimbursement claims.
3. Any and all damage to property or injury to personnel for resources deployed through the State Emergency Operations Center must be reported to the Incident or Local Finance Section - Comp and Claims Unit and not submitted to the State for financial reimbursement.
4. Suspected price gouging by assisting agencies will be reported to the State Attorney General's Office for investigation.

Appendix D: Colorado Land Search and Rescue (SAR)

Important Contact Information

- Colorado State SAR Coordinator: **800-593-2772**
- Air Force Rescue Coordination Center (AFRCC)—Tyndall AFB, FL: **800-851-3051**

1. Background

- a. Per C.R.S. § 24-33.5-707 (Local and interjurisdictional disaster agencies and services), the County Sheriff has the statutory authority to manage ground searches within their jurisdiction. Calls for assistance must be from the Sheriff.
- b. DHSEM has a longstanding Memorandum of Agreement with the Colorado Search and Rescue Board (CSRB) that authorizes CSRB to act on DHSEM's behalf as the state point of contact for ground search and rescue requests for assistance.
- c. For consistency with the National SAR Plan, the position CSRB fills is referred to as the "State SAR Coordinator." By agreement, the State SAR Coordinator is required to notify DHSEM Duty Officer when they are managing SAR resources on behalf of DHSEM.
- d. State SAR Coordinators have extensive SAR experience and can often provide guidance and advice to assist local SAR coordinators, when asked. State SAR Coordinators are nominated by their individual SAR teams, endorsed by their respective County Sheriffs, appointed by CSRB, and credentialed by DHSEM. State SAR Coordinators each usually have in excess of 20 years of individual experience managing large land search and rescue incidents. Individual coordinators are on duty 24 hours a day for a 7-day period, starting at 1200 on Friday, and should respond to calls within 10-15 minutes. Each coordinator typically handles 1 or 2 mutual aid requests (and/or AFRCC coordination calls) during each weekly duty period.

2. SAR Resources Available

- a. Through the State SAR Coordinator, the Sheriff can request fixed and rotary wing aircraft, ground search and rescue personnel, search and rescue dogs, man-trackers, ATV's, snowmobiles, and other resources. The State SAR Coordinator will activate and dispatch these resources on DHSEM's behalf and notify the DHSEM Duty Officer.
- b. The Air Force Rescue Coordination Center (AFRCC), headquartered at Tyndall AFB, FL, can provide access to a wide range of federal resources, including helicopters or Civil Air Patrol (CAP) fixed wing aircraft. AFRCC is capable of providing helicopters from a variety of sources including the Colorado National Guard (CONG) at Buckley AFB and the High Altitude Aviation Training Site (HAATS) at Eagle, the U.S. Army at Fort Carson, and the U.S. Air Force at Kirtland AFB, NM, and Warren AFB, WY. Assuming that there are no local resources that can perform the mission, AFRCC will dispatch these air resources

promptly and directly under a federal mission number. Federal rules usually preclude federal mission aircraft from being authorized for body recoveries. Exceptions can be granted in certain situations, such as when the safety of the ground rescue personnel is at risk.

- c. In the rare event that it is necessary to mobilize the CONG under State Active Duty (SAD) authorization, the resources must be authorized through the Governor's office through an Executive Order. DHSEM, the Adjutant General, and the Colorado National Guard Joint Operations Center (JOC) will coordinate this authorization.

3. Request for SAR Assistance

- a. To request mutual aid for all types of ground/wilderness search and rescue missions, the Sheriff should directly contact the State SAR Coordinator at **800-593-2772**.
- b. To request DFPC assistance in Search and Rescue contact the State Emergency Line and ask for the DFPC Duty Officer at **303-279-8855**.
- c. Do not call DHSEM or the SEOC. Requesters will be referred to the State SAR Coordinator.
- d. If requesting federal assets (e.g., helicopters), the Sheriff should call the State SAR Coordinator, who will then coordinate with the Air Force Rescue Coordination Center (AFRCC). The Sheriff (or their designated representative) may also contact AFRCC directly at **800-851-3051**. The State SAR Coordinator is authorized to request federal assets on behalf of DHSEM or County Sheriffs. If the requester calls AFRCC directly, the agreement between Colorado and AFRCC requires AFRCC to notify the State SAR Coordinator that they are processing a SAR request.

Appendix E: Delegation of Authority

1. Authority Defined
 - a. Authority is a right or obligation to act on behalf of a department, agency, or jurisdiction.
 - b. In most jurisdictions, the responsibility for the protection of the citizens rests with the chief elected official. Elected officials have the authority to make decisions, commit resources, obligate funds, and command the resources necessary to protect the population, stop the spread of damage, and protect the environment.
2. Scope of Authority
 - a. An Incident Commander's scope of authority is derived:
 - i. From existing laws, agency policies, and procedures, and/or
 - ii. Through a delegation of authority from the agency administrator or elected official.
3. Delegation of Authority Explained
 - a. The process of granting authority to carry out specific functions is called the delegation of authority.
 - b. Delegation of authority:
 - i. Grants authority to carry out specific functions
 - ii. Is issued by the chief elected official, chief executive officer, or agency administrator in writing or verbally.
 - iii. Allows the Incident Commander to assume command.
 - iv. Does NOT relieve the granting authority of the ultimate responsibility for the incident.
 - v. Ideally, this authority will be granted in writing. Whether it is granted in writing or verbally, the authorities granted remain with the Incident Commander until such time as the incident is terminated, or a relief shift Incident Commander is appointed, or the Incident Commander is relieved for just cause.
4. Delegation of Authority: When Not Needed
 - a. A delegation of authority may not be required if the Incident Commander is acting within their existing authorities.
5. Delegation of Authority: When Needed
 - a. A delegation authority is needed:
 - i. If the incident is outside the Incident Commander's jurisdiction.
 - ii. When the incident scope is complex or beyond existing authorities.
 - iii. If required by law or practice.
6. Delegation of Authority: Elements
 - a. When issued, delegation of authority should include:
 - i. Legal authorities and restrictions
 - ii. Financial authorities and restrictions
 - iii. Reporting requirements
 - iv. Demographic issues
 - v. Political implications
 - vi. Agency or jurisdictional priorities

- vii. Plan for public information management
 - viii. Process for communications
 - ix. Plan for ongoing incident evaluation.
- b. The delegation should also specify which incident conditions will be achieved prior to a transfer of command or release.

Appendix F: Sample State of Colorado Memorandum of Understanding with County Agencies

**STATE OF COLORADO
MEMORANDUM OF UNDERSTANDING
WITH COUNTY AGENCIES**



THIS MEMORANDUM OF UNDERSTANDING (“MOU”) is made this ____ day of _____, 20____, by and between _____ County and The Division of Homeland Security and Emergency Management; Office of Emergency Management (hereinafter referred to as “Agency”).

WHEREAS, the Intergovernmental Agreement for Emergency Management for the state of Colorado provides for the sharing of costs of services or functions by and between political subdivisions per C.R.S. 29-1-203;

WHEREAS, it is in the best interests of _____ County that it may have access to services and equipment from AGENCY to assist in responding to the emergency disaster needs by supplementing their own resources and AGENCY is willing to assist and make available its resources to _____, County.

WHEREAS, it is agreed up both _____ County and the AGENCY that the cost for requested equipment shall be at the rate the day prior the disaster or request for equipment _____ County will provide for food, shelter, showers, and fuel for equipment.

Preservation of Immunity

Nothing in this MOU shall be construed as a waiver of immunity provided by common law or by statute, specifically the Colorado Governmental Immunity Act, Section 24-10-101, et. seq., C.R.S., or as an assumption of any duty.

Hold Harmless

Both _____ County and Agency waive all claims and causes of action against each other for compensation, damage, personal injury or death occurring as a consequence, direct or indirect, of the performance of this MOU, to the extent permitted by, and without waiving any protections or other provisions of the Colorado Governmental Immunity Act.

Employee Status

No performance under this MOU by personnel of either jurisdiction hereto, shall in any respect alter or modify the status of officers, agents, or employees of the respective jurisdictions for purposes of worker's compensation or their benefits or entitlements, pension, levels or types of training, internal discipline, certification, or rank procedures, methods, or categories, or for any purpose, or condition or requirement of employment.

JURISDICTION: _____

By: _____

Title: _____

Date: _____

Approves as to:

By: _____

Title: _____

Date: _____

State Approval:

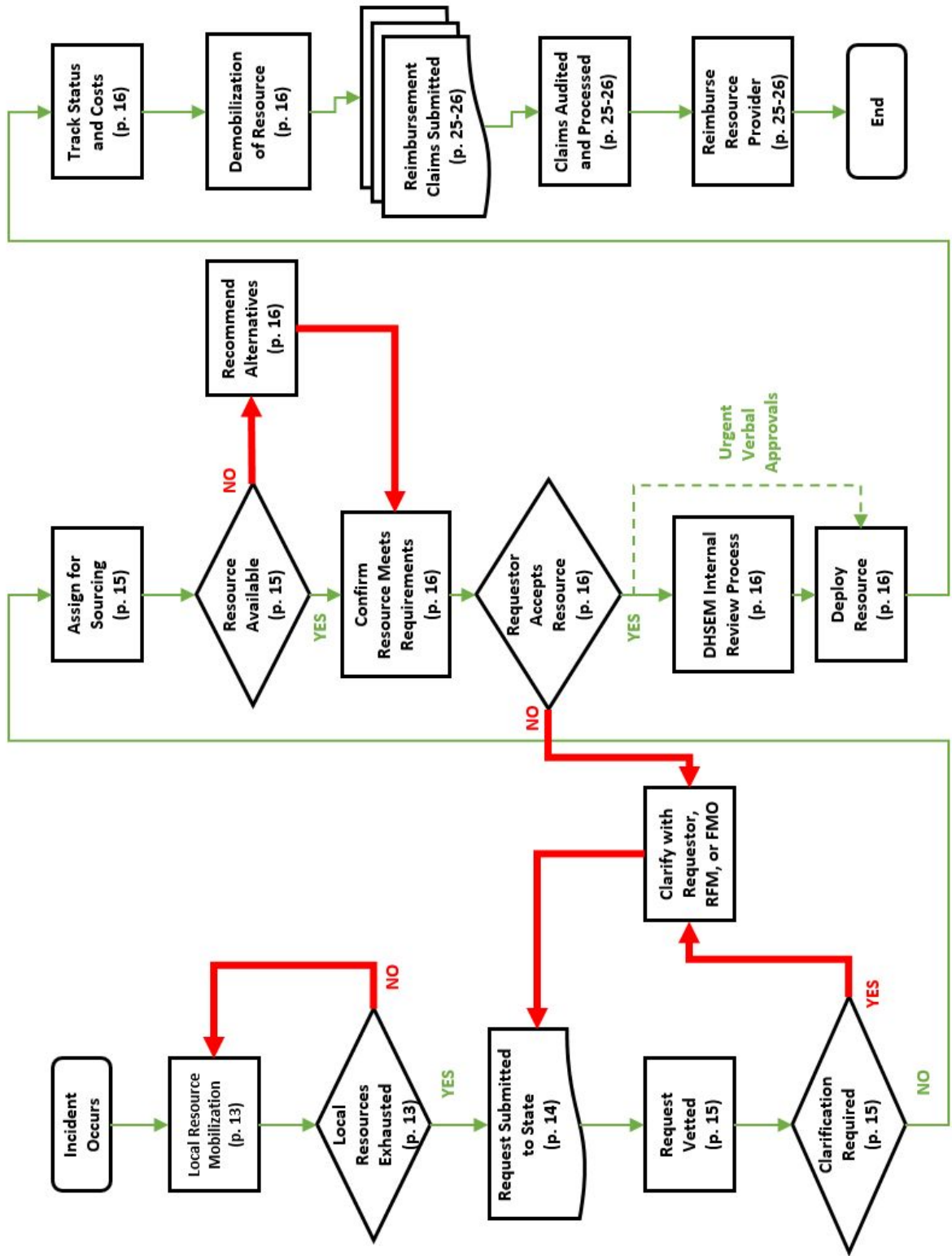
By: _____

Title: Director, Colorado Division of Homeland Security and Emergency Management;
Office of Emergency Management.

9195 E Mineral Ave #200, Centennial Colorado 80112

Date: _____

Appendix G: Overview - State Resource Mobilization Process



Green line indicates standard process flow
 Red line (heavier weight) indicates additional process time required to gather information

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