

COLORADO EMERGENCY MANAGEMENT PROGRAM GUIDE

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Colorado Office of Emergency Management

Department of Public Safety

Division of Homeland Security and Emergency Management

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EXECUTIVE SUMMARY

Disasters and other large-scale emergencies can occur at any moment, with or without notice, causing devastation and disorder. Recent events in Colorado demonstrate the destructive impact of these events. In 2006, the entire southern part of Colorado was buried in snow with blizzard conditions continuing throughout the winter. In 2008, a mile-wide tornado ripped through the Town of Windsor causing destruction and damage to multiple homes. Salmonella was discovered in the Town of Alamosa's municipal water supply during March of 2008. Most recently, wind-driven wildfires scorched homes and large sections of Colorado while the floods of 2013 demonstrated the power of a 100-year flood disaster. Disasters and other large-scale emergencies will continue to test emergency management programs designed to prepare for, mitigate, respond to, and recover from all-hazards events.

Incidents begin and end locally. Incidents are managed on a daily basis at the lowest possible geographical, organizational, and jurisdictional level. However, there are instances where successful response and recovery operations depend on the involvement of multiple jurisdictions, various levels of government, functional agencies, and disciplines. These instances require effective and efficient coordination across this broad spectrum of organizations and activities.

In Colorado, local government has the responsibility to mitigate the risk and provide for the safety of its citizens when facing any large-scale emergency or disaster. Colorado Revised Statute 24-33.5-700, C.R.S. states that each county shall establish and maintain a disaster agency. This commonly involves designating an emergency manager for the jurisdiction (through resolution and job description), with specific roles and responsibilities for the purpose of protecting the public during emergencies and disasters. The emergency manager coordinates and provides responder training, emergency planning, mitigation alternatives and actions, and recovery operations. The emergency manager is the link between the Incident Commander (IC) and the local/tribal government officials and is a critical resource to the community. In the absence of an emergency manager, an elected official holds this responsibility. It is imperative that the local elected officials and tribal governments understand the emergency management process and the roles of the emergency manager and the Emergency Operations Center (EOC) during an emergency.

The ability of local and tribal governments to know and understand the unique needs of their communities makes them ideal for emergency management programs. While counties and tribal governments are typically the setting of emergency management programs—no matter the location—the emergency management programs themselves must meet certain standards in order to ensure the effectiveness of the emergency management program, throughout the broad spectrum of responsibility.

This guide outlines responsibilities of emergency management personnel at the local, State, and tribal levels, specifically for disasters and large-scale emergencies in Colorado. The guide is organized into three key areas: before the emergency, during the emergency, and after the emergency. Each area will provide emergency managers with valuable information regarding their responsibilities, as well as provide references to laws, regulations, guidelines, and standards for the profession of emergency management.

This guide is a planning tool for those trying to develop or improve capabilities associated with their emergency management program. This guide may be critical when incidents occur, and provides valuable information for emergency management personnel who want to ensure that they are not missing any essential steps in supporting their communities. This guide is relevant to the following groups:

Counties: Colorado counties must comply with emergency management statutes outlined in this guide.

Tribes: The information contained in this guide will be useful to tribes that are within the borders of Colorado. Actions and authorities will depend upon the tribal decision as to their governmental structure and reporting requirements during an emergency. Tribes may elect to go through their all-hazards region for support, go straight to the State of Colorado for support, or work directly with their federal partners. Therefore, tribes are encouraged to determine which parts of this guide are most relevant and useful for their needs.

Municipalities: Municipalities can elect to have an emergency management agency. If this has occurred, the information in this guide is relevant. If the municipality does not have an emergency management agency, the county has ultimate responsibility to provide these services. Home Rule municipalities must have a system outlined in their charters for how they will manage emergencies and disasters in their respective jurisdictions.

Special Districts: Special Districts are considered a local government entity and, therefore, are considered the same as a municipality for the purposes of this document.

How to Use This Guide

This guide is designed to provide a comprehensive look at emergency management in Colorado and can be utilized in different ways. Primarily, the information allows new emergency managers to develop an emergency management program from the very first plan or procedure, and it allows existing emergency managers to evaluate gaps and build on their current programs. Additionally, this guide can be utilized as a reference document. It begins with the phases of emergency management, including everything that should occur before, during, and after a disaster. It also includes a comprehensive list of relevant statutes, rules, and standards in the field of emergency management, giving the reader a one-stop document for pertinent information.

It is important that the reader review this guide prior to an emergency or disaster in order to effectively utilize the information provided.

EMERGENCY MANAGEMENT OVERVIEW

Whether in a rural area or an urban center, the principles of emergency management are the same. To begin with, an effective emergency management program must meet a standard set of criteria. Emergency management programs are divided into a set of five stages: **prevention, protection, mitigation, response, and recovery.**

The Five Phases (or mission areas):

- Prevention:** Actions to avoid or to stop an incident from occurring
- Protection:** Activities to secure against acts of terrorism and human-caused or natural disasters
- Mitigation:** Activities designed to minimize the losses from disaster
- Response:** Actions taken during the disaster
- Recovery:** Activities that help to restore critical community infrastructure, functions and manage reconstruction

Key program elements cross jurisdictional boundaries during prevention, protection, mitigation, response, and recovery. Each element should be considered interrelated and concurrently. Effective emergency management involves cooperative planning with local partners, appropriate use of resources, and shared responsibilities among all levels of government. An effective emergency management program should have the following:

- A community hazard and vulnerability analysis
- A current tribal/local emergency operations plan (EOP)
- A functioning notification and warning system to alert citizens of disaster
- Evacuation plans and identified public shelters
- A public preparedness program to inform citizens of ways they can protect themselves--to include how to care for yourself and your family for 72 hours
- Trained personnel to handle specialized jobs, such as controlling hazardous materials
- A program to ensure personnel have the necessary training and resources to do the job
- An ongoing planning program for response and recovery operations to create sustainability, resiliency and increase local capability

Standards

While emergency management procedures have existed informally for centuries, the profession of emergency management is relatively new. Over the last decade there has been enormous growth in the emergency management field. Institutions of higher learning have also created emergency management curricula allowing students to graduate with emergency management degrees.

At one time, there were many areas within the profession where no standardization existed. Therefore local, State, and tribal governments relied upon previous experience, traditional outcomes, and other available information to manage emergency management programs. However, through the establishment of standards and clear definitions of emergency management practices, comprehensive and effective programs are rapidly developing. The two primary sets of standards include the National Fire Protection Administration (NFPA 1600) and the Emergency Management Accreditation Program (EMAP).

National Fire Protection Administration 1600

The National Fire Protection Administration (NFPA), in cooperation with the Federal Emergency Management Agency (FEMA), the National Emergency Management Association (NEMA), and the International Association of Emergency Managers (IAEM), developed a set of standards in emergency management called NFPA 1600: *Standard on Disaster/Emergency Management and Business Continuity Programs*. This standard provides criteria necessary to develop and assess programs that implement and maintain aspects for prevention, protection, mitigation, response, and recovery. The associated standards support public, not-for-profit, and private entities.

NFPA 1600's comprehensive framework is also applied to standards for hospitals. The 2005 revision to NFPA 99 (*Standard for Health Care Facilities*), Chapter 12: Health Care Emergency Management, incorporated the "program" emphasis of NFPA 1600--serving to differentiate an "emergency management program" for healthcare systems from the current emphasis by other hospital standards on an "emergency management plan."

Previous editions of the standard focused on four aspects: mitigation, preparedness, response, and recovery. The latest 2007 edition includes prevention as a distinct part of the program, which brings the standard into alignment with related disciplines and practices of risk management, security, and loss prevention.

Emergency Management Accreditation Program

The Emergency Management Accreditation Program (EMAP) is a voluntary national accreditation process for State, territorial, tribal, and local emergency management programs. Using collaboratively developed, recognized standards, and independent assessments, EMAP provides a means for strategic improvement of emergency management programs culminating in accreditation.

EMAP uses NFPA 1600 as the basis for guidelines that are used to accredit State, local, and tribal emergency management programs. Accreditation involves a disciplined and stringent review of program documentation, observations, and interviews with program officials (e.g., officials with the emergency management agency and from partner agencies, such as transportation, health, utilities, environmental, fire, and law enforcement).

EMAP is a scalable, yet rigorous, national standard for State/territorial, local, regional, and tribal government emergency management programs. EMAP was collaboratively developed in a series of working groups of emergency management stakeholders from government, business,

and other sectors, and continues to evolve to represent the best in emergency management for the public sector.

Program Measures

The following program measures are considered necessary components of a viable emergency management program, and are outlined in both NFPA 1600 and EMAP:

1. **Program Establishment and Maintenance:** A documented emergency management program shall be established to include executive policies, roles and responsibilities, program goals and objectives, plans and procedures, budget and schedule of activities, and records management procedures.
2. **Administration and Finance:** Fiscal and administrative procedures designed to support an emergency management program are important for day-to-day as well as disaster operations.
3. **Laws and Authorities:** Laws and authorities refer to the legal underpinning for the emergency management program. Federal, tribal, State, and local statutes and regulations establish legal authority for development and maintenance of the emergency management program and organization and define the emergency powers, authorities, and responsibilities of the chief executive and the program coordinator. These principles serve as the foundation for the program and its activities.
4. **Threat and Hazard Identification, Risk Assessment and Consequence Analysis:** Tribal, State/territorial, and local threat and hazard identification and risk assessment (THIRA) activities involve identification of threats and hazards as well as assessment of risks to persons, public and private property, and structures. The data collected at the community and local level provides much of the data the State or jurisdiction will use to produce its jurisdiction-wide assessment of risk. The information collected during the THIRA will also be used for more detailed data and loss estimation projections and post-event assessments.
5. **Hazard Mitigation:** The intent of a hazard mitigation program is to target resources and prioritize mitigation activities to lessen the effects of disasters to citizens, communities, businesses, and industries.
6. **Prevention and Security:** Prevention and security are those program areas dealing specifically with homeland security and terrorism, critical infrastructure and key resource (CIKR) protection, and epidemiological and public health initiatives. It includes intelligence fusion centers, interdiction, deterrence, and enforcement operations. It differs from mitigation in that it inherently focuses on those threats that can be feasibly prevented, such as intentional attacks or sabotage and identification and containment of disease outbreaks.

7. **Planning:** Emergency management involves the development of several kinds of plans. This core competency deals with strategic plans, which set the overall course and direction of the program; emergency operations/response plans, which focus on the mechanisms for activating the organization and its assets during an actual operation; mitigation plans, which focus on prevention and reduction of the impacts of hazards; continuity of operations plans, which provide for continuation of essential program functions during a disaster; and a recovery plan or strategy, which guides the jurisdiction through restoration of essential services, facilities and functions.
8. **Incident Management:** Incident management allows officials to 1) analyze the situation and decide how to quickly and effectively respond; 2) direct and coordinate response forces; 3) coordinate with other jurisdictions; and 4) use available resources efficiently and effectively.
9. **Resource Management and Logistics:** Resource management involves the pre-disaster, systematic identification of resource requirements; shortfalls and inventories; as well as the maintenance of a system to order, mobilize, track, manage, and demobilize resources during an incident.
10. **Mutual Aid / Assistance:** Mutual aid addresses the need for agreements and capabilities for sharing response and recovery assistance across jurisdictional lines.
11. **Communications and Warning (Pre-Disaster):** Communications involves establishing, using, maintaining, augmenting, and providing backup for communications devices required during day-to-day and emergency response operations. Warning and notification includes rapid dissemination of critical and actionable information to the public/communities and government officials.
12. **Operations and Procedures:** Development, coordination, and implementation of operational plans and procedures are fundamental to effective disaster response and recovery.
13. **Facilities:** Facilities are required to adequately support emergency management activities (e.g., shelters and emergency operation centers [EOC]).
14. **Training:** Training involves the assessment, development, and implementation of a documented training/educational program for public/private officials and emergency response personnel.
15. **Exercises, Evaluations, and Corrective Actions:** A program of regularly scheduled drills, exercises, and appropriate follow-through activities designed for assessment and evaluation of emergency plans and capabilities is critical to a tribal, State, or local emergency management program.

16. **Crisis Communications, Public Education, and Information:** Public education and information provides communities with education on the nature of hazards, protective measures, and an awareness of government and citizen responsibilities during a disaster. Crisis communication is also a priority with the focus of providing accurate, timely, and useful information and instructions to people at risk in the community throughout the emergency/ disaster period.

Each of these 16 program measures will be outlined in more detail in the subsequent sections of this guide.

Roles and Responsibilities

The emergency management community includes many different entities such as government at distinct levels including special districts, municipalities, statutory towns, counties, tribal, territorial, State, and federal; business and industry; nongovernmental organizations; and individual citizens and volunteers. Each of these entities have unique missions and responsibilities, varied resources and capabilities, and operating principles and procedures. Key governmental players include the designated emergency manager and the Policy Group, as detailed below.

Emergency Manager Roles and Responsibilities

The local Office of Emergency Management (OEM) is responsible for the development, coordination, and activation of jurisdiction-wide mutual aid and emergency management operations plans as well as the activation of the jurisdiction's resources.

The role of the emergency management agency is to develop and maintain an ongoing program of prevention, protection, mitigation, response, and recovery. It should not be separate from the normal functions of government--standing by to "save the day" in the event of an emergency. Rather, the emergency management agency serves the chief executive by integrating the jurisdiction's departments and integrating private and nongovernmental organizations in the development of plans and response capabilities when hazards threaten the jurisdiction. In a crisis, effective response is often a result of what has been accomplished prior to the emergency.

Common responsibilities of emergency managers include:

- Advising public officials on their duties and responsibilities before, during, and after a disaster or large-scale emergency
- Identifying hazards and assessing their potential risk to the community
- Determining the community's capability to prevent, protect and mitigate against, prepare for, respond to, and recover from major emergencies
- Developing strategies to address all hazards, threats, and vulnerabilities
- Supporting disaster response or crisis management activities, in collaboration with emergency response personnel, and under the direction of tribal/local laws and authorities

- Consulting with officials of tribal, local, and area governments, schools, hospitals, non-profits, businesses, institutions, and other nongovernmental organizations to determine their needs and capabilities in the event of a natural disaster or other emergency
- Coordinating activities to include ordering evacuations, activating shelters, and implementing plans and programs for populations with access and functional needs
- Preparing emergency situational reports that describe response and recovery efforts, needs, preliminary damage assessments, and injuries/fatalities
- Attending meetings, conferences, and workshops related to emergency management in order to obtain new information and develop working relationships with other emergency management personnel while capitalizing on accomplishments and lessons learned
- Preparing and maintaining an emergency operations plan and other emergency management plans that support the local program
- Providing training and exercise opportunities for departments and partner agencies

Most importantly, an emergency manager’s responsibilities involve convening the appropriate individuals to make needed decisions, facilitating meetings and briefings to ensure a common operating picture, and acting as a liaison to various groups and organizations for the safety of everyone involved in the emergency.

Policy Group Roles and Responsibilities

The Policy Group includes key senior and elected officials who establish community goals, make strategic policy decisions, identify spending authority, and set priorities while considering the economic, legal, political, and social implications of the incident that may impact the public’s trust.

The composition of the Policy Group depends upon the jurisdiction and is incident-specific. Elected or appointed leaders are ultimately responsible for protecting the citizens, local businesses, and surge populations.

Elected officials play a crucial role in public safety. Their understanding and support of emergency management is vital to the safety and well-being of the public and communities.

National Emergency Management Association (NEMA)

Public trust is often included in elected officials’ oaths of office, with phrases like “to maintain law and order” or “to protect lives and safeguard property.” Citizens expect that their government leaders will provide a reasonable level of protection, and the Policy Group is responsible for ensuring that its citizens’ needs are sufficiently met.

Public officials must understand their emergency authorities and responsibilities *before* a disaster occurs. This includes establishing a relationship with the emergency manager; requesting a briefing on tribal, State, and local preparedness efforts; learning about emergency plans and procedures; and visiting the emergency operations center and other critical facilities.

When the emergency occurs, the public relies on its elected leaders to make informed decisions and provide timely information and instruction. The same public that rarely thinks about planning for emergencies will demand effective leadership during a crisis. People need to know that someone is in charge. Additionally, public officials must realize the fiscal impact of an incident within their jurisdiction. Even if State and federal funding is available for the emergency or disaster, *the funding will not include all costs for response and recovery (and often only covers a fraction of the costs)*. The emergency manager should educate and collaborate with elected officials on community prevention, protection, mitigation, disaster response, and recovery to ensure success and to manage expectations.

Systems

National Incident Management System

Homeland Security Presidential Directive (HSPD)-5, *Management of Domestic Incidents*, directed the development and administration of the National Incident Management System (NIMS). Originally issued on March 1, 2004, by the Department of Homeland Security (DHS), NIMS provides a consistent nationwide template to enable federal, state, tribal, and local governments; nongovernmental organizations (NGOs); and the private sector to work together to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity.

HSPD-5 also requires all federal departments and agencies to adopt NIMS and to use it in their individual incident management programs and activities, as well as in support of all actions taken to assist state, tribal, and local governments. The directive requires federal departments and agencies to make adoption of NIMS by state, tribal, and local organizations a condition for federal preparedness assistance (through grants, contracts, and other activities). Colorado officially adopted NIMS on December 6, 2004, through Executive Order D 011 04, signed by Governor Bill Owens.

The DHS Secretary, through the National Integration Center (NIC), publishes the standards, guidelines, and compliance protocols for determining whether a federal, state, tribal, or local government has implemented NIMS. Additionally the Secretary, through the NIC, manages publication and collaborates with other departments and agencies to develop standards, guidelines, compliance procedures, and protocols for all aspects of NIMS.

Q. What does it mean to be NIMS compliant?

Many people believe that NIMS compliance is nothing more than having the governing body of the jurisdiction sign a resolution or ordinance stating they will utilize NIMS; this is just the first step. NIMS compliance involves all five steps of NIMS: preparedness, communications and information management, resource management, command and incident management, and ongoing management and maintenance. According to FEMA, it is the local jurisdiction's

responsibility to determine training requirements for its personnel and jurisdiction. This must be written in policies and procedures, or other governing documents, so that it is clear which training is required for all personnel involved in incident management and response. This policy should clearly outline course requirements at each level of responsibility. For example:

ABC County Sheriff's Office's NIMS policy states that office personnel are required to have Introduction to NIMS (IS-700) only. Sergeants and all patrol officers are required to have ICS 100 and 200, along with Introduction to NIMS. Lieutenants and captains are required to have ICS 300 in addition to all of the basic classes outlined for lower ranks. All higher ranks must have each of these as well as ICS 400 and the National Response Framework (IS-800) course.

In addition to training requirements, the program should outline how the jurisdiction will utilize the Incident Command System, how it will ensure interoperability with all response agencies, how it will manage and procure resources, and how it will continue to maintain the program long-term. An excellent tracking tool for NIMS compliance is the National Incident Management System Compliance Assistance Support Tool (NIMSCAST).

NIMS Components

The components of NIMS were not designed to stand alone but to work together in a flexible, systematic manner to provide a framework for incident management.

Adoption:

- Formally adopt NIMS within the jurisdiction/department/agency and encourage formal NIMS adoption, as appropriate, by external partners (e.g., professional associations, private sector partners, contractors, grantees, and vendors) with incident management responsibilities.
- Designate a single point of contact to serve as the principal coordinator for NIMS implementation.
- Promote or encourage other external partners and stakeholders, without formal or legal agreements, to adopt NIMS formally.
- Develop and maintain a NIMS Implementation Plan for each specific department/agency.
- Annually verify department/agency NIMS compliance.

The following is a detailed list of items under the five categories of NIMS that should be completed to ensure NIMS compliance:

- a. **Preparedness:** Effective emergency management and incident response activities begin with a host of preparedness activities conducted on an ongoing basis in advance of any potential incident. Preparedness involves an integrated combination of assessment; planning; procedures and protocols; training and exercises; personnel qualifications, licensure, and certification; equipment certification; and evaluation and revision.

- a. Revise and update department/agency incident management plans and standard operating procedures/standard operating guidelines to incorporate NIMS components, terminology, principles, and policies.
 - b. Promote the department/agency, non-governmental, and private sector use of cooperative agreements (e.g. Mutual Aid Agreements, Memorandums of Understanding/Agreement, Letters of Agreement, and Interagency Agreements).
 - c. Implement NIMS training to include appropriate personnel in accordance with their incident management responsibilities.
 - d. Incorporate NIMS into all applicable department/agency incident management exercises, evaluation, and corrective action programs.
 - e. Evaluate NIMS in all department/agency incident management exercises to identify implementation gaps.
 - f. Incorporate NIMS corrective actions into department/agency preparedness/response plans and procedures.
- b. **Communications and Information Management:** Emergency management and incident response activities rely on communications and information systems that provide a common operating picture to all command and coordination sites. NIMS describes the requirements necessary for a standardized framework for communications and emphasizes the need for a common operating picture. This component is based on the concepts of interoperability, reliability, scalability, and portability, as well as the resiliency and redundancy of communications and information systems.
- a. As appropriate, apply standardized and consistent terminology and plain language in all department/agency communication protocols and/or plans for incident management and planned events.
 - b. Develop systems, tools, and processes to ensure that incident managers, at all levels, share a common operating picture of an incident.
- c. **Resource Management:** Resources (e.g., personnel, equipment, or supplies) are needed to support critical incident objectives. The flow of resources must be fluid and adaptable to incident requirements. NIMS defines standardized mechanisms and establishes the resource management process to identify requirements, order and acquire, mobilize, track and report, recover and demobilize, reimburse, and inventory resources.
- a. Develop a department/agency inventory of incident management assets, and identify those assets that conform to NIMS Resource Typing standards and definitions.
 - b. Upload inventory into WebEOC and maintain the inventory as necessary.
 - c. Utilize response asset inventory for mutual aid/assistance requests, exercises, incident management, and planned events.
 - d. To the extent permissible by federal law, incorporate relevant State and national standards to achieve equipment, communication, and data interoperability into existing department/agency business practices and procedures.

- d. **Command and Management:** The Command and Management component of NIMS is designed to enable effective and efficient incident management and coordination by providing a flexible, standardized incident management structure. The structure is based on three key organizational constructs: the Incident Command System, Multi-agency Coordination Systems, and public information.
 - a. Manage all interagency emergency incidents and planned events in accordance with Incident Command System (ICS) organizational structures, doctrine, and procedures defined in NIMS.
 - b. Use ICS in department/agency Incident Action Plans (IAPs) and common communications plans.
 - c. Coordinate and support emergency incident and event management through Multi-agency Coordination Systems (MACS).
 - d. Establish a public information system within the department/agency to include Joint Information System (JIS) and Joint Information Center (JIC) components.
 - e. Ensure department/agency can gather, verify, coordinate, and disseminate critical public information during an incident.

- e. **Ongoing Management and Maintenance:** There are two components to ongoing management and maintenance: 1) the Secretary of Homeland Security, through the NIC, publishes the standards, guidelines, and compliance protocols for determining whether a local, state, tribal, or federal government has implemented NIMS; and, 2) the Secretary, through the NIC, manages the publication and collaborates with other departments and agencies to develop standards, guidelines, compliance procedures, and protocols for all aspects of NIMS.

Incident Command System

When an incident requires response from multiple emergency management and response agencies, effective cross-jurisdictional coordination using common processes and systems is critical. The Incident Command System (ICS) provides a flexible, yet standardized, core mechanism for coordinated and collaborative incident management. It may be implemented for incidents where additional resources are required or are provided from different organizations within a single jurisdiction or outside the jurisdiction, or for complex incidents with national implications.

ICS is used by all levels of government—federal, state, tribal, and local—as well as by many nongovernmental organizations and the private sector. ICS is also applicable across disciplines. It is typically structured to facilitate activities in five major functional areas (and one optional area):

1. Command
2. Operations
3. Planning
4. Logistics
5. Finance/Administration
6. Investigations (as applicable)

All of the functional areas may or may not be used based on the incident needs. ICS is very flexible, expanding and contracting with the incident. Intelligence/Investigations is an optional sixth functional area that is activated on a case-by-case basis. As a system, ICS is extremely useful; not only does it provide an organizational structure for incident management, but it also guides the process for planning, building, and adapting that structure. Using ICS for every incident or planned event helps hone and maintain incident management skills needed for large-scale incidents and keeps the system familiar to agency partners and personnel.

Unified Coordination System

A **Unified Coordination System** (UCS; commonly referred to as a Multi-Agency Coordination System) is a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordination of assisting agency resources and support to agency emergency operations. Unified Coordination Systems are comprised of EOCs and coordination entities or groups. This is an important component of a local emergency management system as well as the State system.

Unified Coordination System Functions:

- Prioritize incidents (i.e., life-threatening situation, real property threatened, high damage potential, incident complexity, etc.).
- Determine resource requirements and resource availability
- Allocate resources to incidents based on priorities and sound planning practices
- Anticipate future agency/regional resource needs
- Review policies/agreements for regional resource allocations

BEFORE THE EMERGENCY

Program Establishment and Maintenance

The first requirement of any emergency management program is the designation of an emergency manager. The emergency manager has the day-to-day responsibility for managing emergency management programs and activities. This role includes coordinating all aspects of a jurisdiction's prevention, protection, mitigation, response, and recovery efforts.

In Colorado, each county is required to have a designated emergency manager. In some cases, this consists of one person who has other duties along with the emergency management department, or a part-time employee. In other cases, this could include a large staff of full-time employees who carry out the various functions for the emergency management department. **If a county has not appointed an emergency manager, all of the responsibilities of the emergency manager are transferred to the chief elected official in the county (C.R.S. 24-33.5-700).**

Emergency managers may also be designated at the city, municipality, or district level. If a municipality does not have a designated emergency management program, the county bears ultimate responsibility for emergency management in that jurisdiction.

Once an emergency manager has been designated, documentation of the emergency management program is necessary. According to NFPA 1600, this should include the following:

1. Executive policy including vision, mission statement, roles and responsibilities, and enabling authority
2. Program goals, objectives, and method of program evaluation
3. Program plan and procedures
4. Applicable authorities, legislation, regulations, and/or industry codes of practice
5. Program budget and project schedule, including milestones
6. Records management practices

Q. What about tribal governments?

Tribal governments are unique in that they may choose to be considered similar to a local government entity, they may choose to work directly with the State of Colorado, or they can work with the federal government as an independent nation. This is determined by the Tribal Council and may change as their needs change. Tribes often contact local partners before asking for assistance from the State or federal government, as they have good working relationships with local government in Colorado.

Legal Basis for Emergency Management

The legal basis for emergency management comes from several sources. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) is a federal law designed to bring an orderly and systematic approach for federal disaster assistance for state and local governments in carrying out their responsibilities to aid citizens. Congress's intention was to

encourage states and local jurisdictions to develop comprehensive disaster preparedness plans, prepare for better intergovernmental coordination in the face of a disaster, encourage the use of insurance coverage, and provide federal assistance programs for losses due to a disaster.

The local jurisdiction must be aware of the local, state, and federal laws and policies surrounding incident response during localized events as well as declared disasters.

Colorado Disaster Emergency Act

The Colorado Disaster Emergency Act (recently revised under 24.33.5-700, *et seq.*, C.R.S.) outlines State and local government responsibilities in addition to the Governor's authority during a disaster. The Act gives specific instruction to local governments regarding emergency management. The Act includes:

- The responsibilities and authority of the Governor with respect to emergency management, including the creation of the Governor's Disaster Emergency Council and the disaster declaration process
- The creation of the State Office of Emergency Management and describes the duties and responsibilities of this Office to assist in the protection of Colorado citizens
- The local and interjurisdictional duties and responsibilities for disaster agencies and services. Specifically, this section of the Act states that each county shall maintain a disaster agency or participate in a local or interjurisdictional disaster agency. Specific municipalities may also be required to have a disaster agency as outlined by this statute. All counties shall cooperate with the disaster agencies of municipalities situated within its borders but shall not have jurisdiction within a municipality having its own disaster agency. Each political subdivision that does not have a disaster agency and has not made arrangements to secure or participate in the services of an agency shall have an elected official designated as liaison officer to facilitate the cooperation and protection of that political subdivision for disaster prevention, protection, mitigation, response, and recovery.
- The provisions for local disaster emergencies--specifically designating the authority to declare, the timelines to follow, and the reporting requirements

Ordinances/Resolutions/Jurisdictional Policies

To ensure the emergency program and plan function, officials must first provide the foundation for the program's authority through a set of ordinances, resolutions, or codes. This foundation provides the key to a successful program. These laws provide the officials with the authority to implement the emergency operations plan. They not only develop the hierarchical rankings for officials and their duties, but provide the emergency management officials the power to develop mutual aid agreements. These laws also provide the public with rules and guidelines to be followed in the event of an emergency.

More information about the Colorado Disaster Emergency Act can be found in the Colorado Revised Statutes.

Hazard Identification and Mitigation

The first stage of any emergency management program is mitigation. All-hazard mitigation involves any sustained action taken to reduce long term risk to life and property from natural, technological, and/or human-caused hazards such as flooding, storms, high winds, wildfires, tornadoes, hazardous material releases, acts of terrorism, and health emergencies. After disasters, repairs and reconstruction are often completed in such a way as to simply restore damaged property to pre-disaster conditions. These efforts may expedite a return to normalcy but also replicate the pre-disaster condition that often results in a repetitive cycle of damage, reconstruction, and repeated damage. This recurring reconstruction is often more expensive as the years go by, as recurrent damage and increasing reconstruction costs exceed the cost of taking a long-term view of rebuilding and recovery following a disaster. An “All-Hazard Mitigation” approach is needed to break this cycle by producing less vulnerable conditions through post-disaster repairs and reconstruction. The implementation of such mitigation actions now--by tribal, state, and local governments as well as other public and private entities--will reduce future injuries and damages. The benefits of an “All-Hazard Mitigation” approach include the following:

- Reduction in the potential of loss of life, property, essential services, and critical facilities
- Reduction of adverse economic impacts
- Reduction in short-term and long-term recovery and reconstruction costs
- Increased cooperation and communication with the community through the planning process
- Increased potential for State and federal funding for recovery and reconstruction projects

Threat and Hazard Identification and Risk Analysis (THIRA)

Every emergency management plan and procedure created for a jurisdiction will be based on the threats and hazards in the area and the risks to the citizens. Knowledge of these risks allows a community to make informed decisions about how to manage risk and develop needed capabilities. Risk is commonly thought of as a product of a threat or hazard, the vulnerability of a community or facility to a threat or hazard, and the resulting consequences that may impact the community

Q. What about Home Rule Municipalities? Are they required to have an emergency management program?

At a minimum, Home Rule municipalities must outline in their Home Rule Charter how they will handle emergency management for their citizens. It should never be assumed that another outside entity will take care of the citizens within a jurisdiction. A plan must always be in place for the management of large-scale emergencies and disasters. When outlining how emergency management will be handled within a Home Rule municipality, it should be clear about the involvement or dependence upon a county or the State. It is recommended that the Charter is written in coordination with the county with which the municipality resides. Even though a Home Rule municipality can go directly from the city to the State for assistance, the State Office of Emergency Management recommends that Home Rule municipalities utilize all local resources and equipment, including coordinating with the county, before utilizing the State system for assistance. This streamlined approach is utilized for all other entities within the State of Colorado.

or facility. By considering changes to these elements, a jurisdiction can understand how to best manage risk exposure.

Having this analysis in place allows the jurisdiction to:

- Better understand local hazards and risks;
- Build support for mitigation and preparedness activities;
- Develop more effective community hazard-reduction policies and integrate mitigation and preparedness concepts into other community processes; and
- Incorporate mitigation into post-disaster recovery activities.

Therefore, when starting any emergency management program, a Threat and Hazard Identification and Risk Analysis (THIRA) is critical. The THIRA includes the following process:

- Assessing the various threats and hazards facing a community of any size
- Assessing the vulnerability of the community to those hazards using varying time, season, location, and community factors
- Estimating the consequences of those threats and hazards impacting the community, through the lens of core capabilities and established capability targets
- Capturing the results of the THIRA process to set an informed foundation for planning and preparedness activities across prevention, protection, mitigation, response, and recovery

More information can be found in the Threat and Hazard Identification and Risk Assessment Guide through FEMA (CPG 201).

Mitigation Strategy

Once the THIRA is complete, the information needed to develop a strategy to prevent, protect against, or mitigate those hazards is available. This strategy is often detailed in a Pre-Disaster Mitigation Plan through the jurisdiction with specific measurable action items for mitigation of community-specific hazards.

State and local governments are required to develop a hazard mitigation plan as a condition for receiving certain types of non-emergency disaster assistance, including funding for mitigation projects. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended by the Disaster Mitigation Act of 2000, provides the legal basis for state and local governments to undertake a risk-based approach to reducing risks from natural hazards through mitigation planning. Additionally, local governments have the responsibility to identify vulnerabilities and take action to prevent or mitigate disasters as outlined in the Colorado Disaster Emergency Act (24-33.5-700, *et. seq.*, C.R.S.).

To help local governments better understand mitigation planning requirements, FEMA prepared the *Local Multi-Hazard Mitigation Planning* Guidance document with two major objectives. First, the guidance is intended to help local jurisdictions develop new mitigation plans or modify existing ones in accordance with the requirements of the regulation. Second,

the guidance is designed to help federal and state reviewers evaluate mitigation plans from local jurisdictions in a fair and consistent manner.

Pre-disaster mitigation programs have shown that communities can significantly lessen the effects of major emergencies or disasters by implementing mitigation measures. If communities cannot prevent disasters, they can at least reduce the damaging impact. A national study of the cost effectiveness of pre-disaster mitigation spending determined that for every \$1 spent on mitigation measures, \$4 savings are realized due to the damage reduction.

Community Wildfire Protection Planning

Another mitigation planning document that is required in the State of Colorado is the *Community Wildfire Protection Plan* (CWPP). According to 23-31-312, C.R.S., counties, with the assistance of the State forester, are required to identify fire hazard areas in unincorporated areas and a CWPP must be developed that considers the guidelines for each fire hazard area. This includes the following steps:

1. Determining values at risk
2. Creating a fuels model utilizing data such as vegetation, fire history, topography, and population
3. Determining priority areas for mitigation goals, objectives, and actions
4. Following the Healthy Forest Restoration Act guidelines for Community Wildfire Protection Planning
5. Regular updates, as required, to ensure the plan is current

Healthy Forest Restoration Act, 2003

The Healthy Restoration Act requires the following items of a CWPP:

- Collaboration between private landowners, emergency services personnel, and federal and state land managers
- Identification and prioritization of fuel-reduction strategies and treatments with recommendations for the future
- Recommendation of measures that homeowners and communities can take to reduce ignitability of structures

Prevention and Long Term Protection

After a jurisdiction performs a THIRA including a vulnerability assessment, officials can take measures to prevent certain disasters from occurring. This includes two phases: prevention and long-term protection.

Prevention

Prevention means to avoid an incident or emergency. The prevention and protection measures taken while building dams and spillways, as well as the proper use of development plans serve as examples of how officials may prevent possible disasters.

Incidents and emergencies can be avoided by:

- Developing a prevention strategy
- Establishing prevention programs
- Implementing preventive systems
- Preparing prevention plans
- Performing preventive actions
- Taking preventive measures

Long-Term Protection

Prevention, however, is not always possible. Some events cannot be stopped. For example, tornadoes will always occur. Because of this, protective measures are necessary to keep people safe, such as tornado shelters. Due to these spontaneous events, assessing an area's vulnerability is useful in developing long-term protection plans. Jurisdictions develop these plans in advance in order to protect their residents. If officials do not have a plan in place, they cannot be expected to act effectively in an emergency. Once officials recognize vulnerable areas within their jurisdictions, they will be better equipped to develop plans to protect the public and their properties, no matter what emergency they face.

Preparedness

No matter how much work is put into reducing risks and hazards, emergencies and disasters cannot be eliminated. Therefore, it is important to have a robust preparedness program. The mitigation stage of the emergency management program limits the effects of a disaster and the preparedness stage readies those involved. This includes adequate planning, establishment of authorities and financial documents, warning programs, resource management and logistics, training programs, intergovernmental relationships, crisis communications and public education, and exercises.

At this stage in the program, policies developed in the mitigation stage are implemented and expanded. For example, funding for mitigation can be obtained to prepare for a disaster.

Establishment of Authorities and Financial Systems

A key to any effective emergency management program is the definition of clear authorities and systems. As stated previously, the jurisdiction must clearly define who is responsible for emergency management. This can be done through resolution, charter, ordinance, or codes. For example, the charter for any home rule municipality should clearly define the emergency management process within the jurisdiction, including how the municipality will handle disasters in its area and how it will work with the county in which it resides.

Policies should be in place prior to an emergency occurring to ensure adequate reimbursement and resource management. These include, but are not limited to:

- Standing contracts with local resource suppliers for supplies, food, equipment, fuel, etc., to ensure a pre-incident cost agreement between the requestor and provider during an emergency

- Resolutions/ordinances establishing emergency actions such as evacuations, false reporting of emergencies, etc.
- Jurisdictional policies outlining how employees will be paid during emergency situations. For example, will salaried employees receive overtime during disaster declarations? If this is not outlined in advance of an emergency, FEMA will not pay the jurisdiction for employee time outside of normal work hours.
- Emergency waivers including emergency purchasing procedures, the ability to waive certain fees, changes to building codes or zoning, etc.

Intergovernmental Relationships

One of the most important functions of any emergency management program is fostering relationships with various public and private partners and jurisdictions. Most incidents can be handled through local resources and/or mutual aid agreements with surrounding jurisdictions. However, there are often incidents that cross jurisdictional boundaries or become so large that they cannot be handled through local agreements.

These relationships occur, both horizontally and vertically, with collaboration among local partners and agencies as well as varying levels of government (i.e. special districts, municipalities, counties, states, tribes, and federal agencies).

Authority is an issue that continues to come up in discussion among emergency managers. The fact is that no one entity will ever have total authority over a cross-jurisdictional emergency scene. Jurisdictions must learn to work together, exercise together, and respond together in order to work out jurisdictional concerns. One of the best and most challenging aspects of emergency management is that jurisdictions must develop plans and procedures that include local, state, tribal, and federal entities, all working toward a common goal. This is not easy and must be constantly evaluated to ensure relationships remain strong.

Partners in Emergency Management

A comprehensive emergency management program facilitates the development and maintenance of a network of relationships among officials and various public and private partners. Many incidents can be handled through local resources; however, there are occasionally incidents that cross jurisdictional boundaries or depend on mutual aid assistance from neighboring jurisdictions. For these instances, having pre-existing relationships with various partners is essential.

Public officials have an obligation to protect the lives and property of their constituents. Ultimate responsibility for how effectively their community mitigates against, prepares for, protects against, responds to, and recovers from a disaster rests with these officials.

The emergency manager is responsible for developing, organizing, exercising, training, and executing the community's emergency operations plan. The emergency manager coordinates preparedness, response, and recovery actions among a multitude of agencies including local, State, federal, and tribal governments; special districts; school districts; volunteer and non-profit organizations; civic groups; faith-based organizations; and the private sector.

Tribal and local government personnel are responsible for assisting in planning and ensuring the best use of the community's resources. When a disaster occurs, tribal/local government personnel should be prepared to temporarily support overall relief and recovery efforts. Their training and skills in working together are vital to effective community response and recovery efforts.

Volunteer groups assist emergency personnel in a variety of ways including opening and managing emergency shelters, assisting with search and rescue efforts, and cleanup operations in the aftermath of a disaster.

Volunteer Organizations Active in Disasters (VOADs): The Colorado Volunteer Organizations Active in Disaster (COVOAD) acts as a clearinghouse for volunteer organizations that help provide people, services, equipment, and coordination to jurisdictions affected by disasters. This clearinghouse includes volunteers from faith-based organizations, non-profits, private sector partners, and other non-governmental organizations. Understanding how to activate and utilize these various volunteer organizations is a critical piece of the work that must be done before a disaster. The Colorado Volunteer Center Network (CVCN) has established protocols to assist with building volunteer management systems in time of disaster for spontaneous volunteers. Donations management is also an integral part of the volunteer coordination.

Citizen Corps Volunteer Programs: Citizen Corps was created after the disaster of September 11, 2001, when America witnessed an outpouring of people wanting to get involved. It was developed to help Americans through public education and outreach, training, and volunteer service. Citizen Corps Councils help drive citizen participation by coordinating Citizen Corps programs, developing community action plans, assessing possible threats, and identifying resources. Programs that fall under the banner of the Citizen Corps include Community Emergency Response Teams (CERT), FireCorps, USA on Watch, Medical Reserve Corps (MRC), and Volunteers in Police Service (VIPS). More information on each of these programs can be found at <http://www.citizencorps.gov/>.

Communications Support Volunteers: The Amateur Radio Emergency Service (ARES) consists of licensed amateur radio operators who voluntarily register their qualifications and equipment with their local ARES leadership for communications duties when disaster strikes. The Radio Amateur Civil Emergency Service (RACES) is another public service provided by a reserve (volunteer) communications group within government agencies in times of extraordinary need. During periods of RACES activation, certified unpaid personnel are called upon to perform many tasks for the government agencies they serve. Although the exact nature of each activation is different, the common thread is communications.

The private sector holds includes many partners in jurisdictions that can provide an enormous amount of support before, during, and after emergencies and disasters. This could include the local Wal-Mart donating goods and services or a local hardware store providing supplies during recovery. Knowing the private sector businesses that can assist the community, before a disaster occurs, can save both time and money. Additionally, a large part of recovery is ensuring economic recovery. Involving private businesses in the planning and preparedness of the

community will also ensure there are plans in place for business continuity and economic recovery after a disaster. Businesses and governments alike understand the value of planning for continuity of operations. Too often, however, that planning is done in isolation— within a company, by industry sector, or by government alone. The very best business continuity planning by an individual company is fruitless if the community around that business cannot function after a disaster. The goal of a public-private partnership is to strengthen capacity to prevent, protect and mitigate against, respond to, and recover from natural and human-caused disasters through effective public-private collaboration.

Agreements and Contracts

As relationships are established, the need for a clear understanding about roles and responsibilities during emergencies and disasters is necessary. Formal agreements help develop clear understandings and expectations of participating personnel and agencies.

The governing body or elected board of a jurisdiction has the authority to sign an agreement for anything it is required to do by Colorado law. For example, if the jurisdiction has the statutory responsibility to provide incident management capabilities during a disaster, that jurisdiction can sign a delegation of authority agreement with an Incident Management Team (IMT) to provide the incident management on behalf of the jurisdiction, or the jurisdiction may sign an intergovernmental agreement with another governing entity to provide support services during the emergency or disaster (including resources and personnel).

The following section outlines some of the key agreements and contracts that are part of an effective emergency management program.

- **Mutual Aid Agreement (MAA):** Mutual aid agreements are day-to-day, long-standing agreements that are utilized most frequently in emergency management. They are maintained among two or more jurisdictions, are used when incidents exceed routine local resource availability, and can be used for special circumstances such as automatic mutual aid to specific areas or where one jurisdiction has a specialized team (i.e., a hazardous materials response team or to backfill when resources become limited). Emergency managers should be familiar with MAAs within their jurisdiction and know which are formal and implied through historical precedent. Many times, formalizing implied MAAs is needed.
- **Memorandum of Understanding (MOU):** An MOU is a document that outlines an agreement between two parties for services or support. For example, a group of emergency response organizations may sign an MOU stating that they all agree to use the same radio systems and frequencies for emergency response. It is understood by all that coordination is needed for the safety of the community. MOUs do not typically involve a financial component. MOUs are more formal than a gentlemen's agreement, but generally lack the binding power of a contract.

- **Memorandum of Agreement (MOA):** An MOA is a document written between two parties to cooperatively work together on an agreed upon project or meet an agreed objective. The purpose of an MOA is to have a written understanding of the agreement between parties. It can be used between agencies, the public and the federal or state governments, communities, and individuals. An MOA lays out the ground rules of a positive cooperative effort. MOAs can be binding, holding the parties to their commitments.
- **Intergovernmental Agreement (IGA):** An IGA is a binding contract between two or more governmental entities for support or services. The State Intergovernmental Agreement (IGA) for Emergency Management—signed by 56 counties and various municipalities, special districts, and hospitals throughout the state—gives each jurisdiction the ability to assist other jurisdictions during an emergency or disaster by whatever means they have available. No disaster declaration is needed at either the State or the local level to use this agreement.
- **Contractual Agreements:** During an incident, it is often necessary to obtain outside commercial resources, such as food or sanitation services, through a contractual agreement. The purchasing/procurement department should initiate the agreement well in advance of an emergency or disaster to ensure the best price for the service or equipment.
- **Land Use Agreements:** It is often necessary to obtain the use of land that is not owned by the tribal/local government during emergencies. During wildfires, private lakes may provide water for fire suppression while a park may provide camping facilities for emergency responders. Some of these agreements can be predetermined while others may need to be developed at the time of the disaster. Determining where land or water exists that can be utilized for an emergency can assist planning efforts before an emergency occurs. For example, when activating a donations operation, three separate facilities may be needed: a warehouse, a collection point and a distribution center. Knowing what buildings can support these operations will save time and money when activation is necessary.

When possible, the development of these agreements should be done prior to an emergency or disaster affecting the community but can also be implemented by the governmental body (Policy Group) based on the circumstances of the disaster. It is vitally important for jurisdictions to understand what agreements have been signed, what agreements are required or requested, and the process for developing the appropriate agreement for emergency use.

Pre-Disaster Financial Obligations and Considerations

The jurisdiction should develop financial and administrative procedures to support the emergency management program before, during, and after an emergency or a disaster. Prior to an emergency occurring, several steps can be taken to ensure the jurisdiction is adequately

prepared.

- Jurisdictions should meet with their Regional Field Manager prior to any emergency and know how to contact him/her for questions, assistance, and support.
- The establishment of an emergency fund can benefit the jurisdiction greatly during times of an emergency or disaster. It is very rare that a jurisdiction will be given funding to replace funding utilized during an emergency. Instead, disaster assistance routinely comes in the form of resources, equipment, and overhead to help respond and recover from the event. Therefore, a plan for financing a disaster is a key consideration.
- As stated above, pre-disaster contracting can save the jurisdiction time and money when a disaster occurs. These contracts should be utilized with all local vendors, as well as neighboring jurisdictions, private partners, and non-governmental organizations.
- Financial systems must also be in place to ensure the accurate tracking and management of expenses incurred during an emergency or disaster—especially if seeking State and/or federal reimbursement or assistance. Financial documents, including IGAs and contracts, should be part of these systems to ensure efficient and effective use of local resources.
- Track all expenses including direct costs (personnel and equipment) and any indirect costs associated with the disaster.
- Continue tracking expenses after the response and throughout the recovery phase of the disaster.
- Know overtime policies for the jurisdiction and ensure they are applied routinely regardless of state/federal disaster declarations. Policy must be written and historically used prior to a disaster for any overtime costs to be eligible for reimbursement.
- Know and understand procurement processes. If there is currently no “emergency waiver” process in place, consider adding one to allow for streamlined purchasing during a disaster/emergency. Without a waiver in place, normal procedures must be followed to be eligible for any reimbursements. Procedures should be created and maintained for expediting fiscal decisions in accordance with established authorization levels and fiscal policy. For example, a jurisdiction will not have time to wait for a formal bid process during a declared emergency or disaster. Therefore, emergency waivers should be in place to allow for changes to routine fiscal policies in the event of a disaster.
- Be familiar with the threshold requirements for federal declarations.
- Be familiar with local disaster declarations to access Taxpayer Bill of Rights (TABOR) funds. (Note: TABOR Funds must be restored unless otherwise decided by voters.)

Planning

Emergency management plans allow governments to protect the lives, health, critical infrastructure, and property of their respective communities. If plans are inadequate or not utilized, the jurisdiction cannot perform its duties. Therefore, it is critical that each jurisdiction understands its planning requirements and engages in the planning process. Once complete, plans should be reviewed and revised regularly to ensure they remain effective.

The planning process is part of a larger preparedness process that provides for the identification of specific procedures to prevent, mitigate, protect against, respond to, and recover from large-scale emergencies and disasters. At minimum, the program should include the following plans: strategic, emergency operations/response, prevention, mitigation, recovery, and continuity. These plans can be stand-alone documents or integrated into a single planning document or any combination of the two. Successful plans are USER friendly:

- U** – Understood by all stakeholders
- S** – Stakeholder involvement in the planning process – No silos
- E** – Exercised (every part)
- R** – Reviewed, revised, rehearsed, and maintained

The planning process is as important as the plan itself in building relationships, understanding roles during events and preparing involved agencies. Below is a review of the most common emergency management plans:

Emergency Management Strategic Plan

The words that define a strategic plan are “broad” and “conceptual.” The strategic plan defines the vision, mission, goals, and objectives of the program. It also identifies the long-term goals, using broad general statements of desired accomplishments. The objectives developed from these goals include measurable activities that should be accomplished within identified time frames to meet those objectives. This plan should outline the activities and actions for the future of the program.

Comprehensive Emergency Operations Plan (EOP)

The EOP covers all types of disasters and describes the duties and roles of first responders, lines of succession, and authorities. The EOP comprehensively describes the organization’s approach to responding to emergencies within the jurisdiction that would suddenly and significantly affect the need for action and the ability to use all available resources, both public and private. The EOP will also detail purpose, scope, assumptions, roles and responsibilities of stakeholders, administrative and finance functions, and the plan maintenance process. The EOP should also include annexes (which are hazard-specific) and Emergency Support Functions (ESFs; which are based on functional roles and responsibilities). CPG 101, version 2, Appendix B, page 121, provides comprehensive information about the development of an EOP.

Prevention Plan

The prevention plan establishes interim and long-term actions to eliminate hazards that impact the jurisdiction. This plan is often included as part of the Pre-Disaster Hazard Mitigation Plan.

Pre-Disaster Hazard Mitigation (PDM) Plan

The PDM plan establishes interim and long-term actions to reduce the impact of hazards that cannot be eliminated. This plan involves a detailed hazard analysis, community profile, and specific and measurable steps that can be taken to reduce the impacts of disasters and emergencies in the area. Funding is often available through the Colorado Division of Homeland Security and Emergency Management for the development of this plan.

Recovery Plan

The recovery plan provides short-term and long-term priorities for restoration of functions, services, resources, facilities, programs, and infrastructure. The recovery plan may include Recovery Support Functions (RSF; outlined in this guide under the Recovery Section). The recovery plan involves a wider range of stakeholders—public and private—than typical response operations.

Continuity of Operations (COOP)/Continuity of Government (COG) Planning

A Continuity of Operations Plan (COOP) details how essential functions of a jurisdiction will be handled during any emergency or situation that may disrupt normal operations, leaving office facilities damaged or inaccessible. The purpose of COOP planning is to assure that the capability exists to continue essential agency functions across a variety of potential emergencies. A COOP plan should be written with the following objectives in mind:

- Ensuring the continuous performance of an entity's essential functions/operations during an emergency
- Protecting essential facilities, equipment, records, and other assets
- Reducing or mitigating disruptions to operations
- Reducing loss of life, and minimizing damage and losses
- Achieving a timely and orderly recovery from an emergency and resumption of full service to customers

The Continuity of Government (COG) Plan establishes the policies, plans, guidelines and procedures that will allow for the preservation, maintenance, or reconstitution of the jurisdiction's ability to carry out its governing responsibilities under all circumstances that may disrupt normal operations.

COOP/COG plans should exist for all of the departments within a jurisdiction. When it appears that the locations housing these departments will not be available for some length of time, plans for alternative locations should be implemented.

The continuity plan identifies critical and non-critical stakeholders and how each group will be notified. It should also identify the critical and time-sensitive applications, alternative work sites, vital records, orders of succession, delegations of authority, contact lists, processes, and functions that shall be maintained, as well as the personnel, procedures, and resources that are needed while the entity is reconstituting/recovering.

Other plans include, but are not limited to pandemic flu plans, Strategic National Stockpile plans, Public Health Emergency Operations Plans (PHEOP), energy assurance plans, animals in disaster plans, school safety plans, mass care, site-specific emergency plans, fatality management plans, mass casualty incident (MCI) plans, and special populations plans for disasters and emergencies.

Common Plan Elements

Critical elements of plans include:

- Clearly stated objectives

- Identification of functional roles and responsibilities of internal and external agencies, organizations, departments, and positions
- Identification of lines of authority for these agencies, organizations, departments, and positions
- Identification of logistics support and resource requirements
- Identification of the process for managing an incident
- Identification of the process for managing the communication and flow of information, both internally and externally
- Identification of the plan development and maintenance process

Planning Review

Plans should be reviewed annually and updated as necessary. They should also be re-evaluated when any of the following occur:

- Regulatory changes
- New hazards are identified or existing hazards change
- Resources or organizational structures change
- After tests, drills, or exercises or after emergency responses
- Infrastructure, economic, and geopolitical changes
- Funding or budget-level changes

Emergency Operations Center (EOC) Planning

An EOC is the physical location where an organization comes together during an emergency to coordinate response and recovery actions and resources. The EOC is not an incident command post (ICP); rather, it is the operations center where coordination and management decisions are facilitated.

A critical part of the emergency management process involves managing an EOC. A well-designed and staffed EOC can greatly benefit the coordination of response and recovery activities. Clear operating procedures, staff roles, and personnel responsibilities are required as is an effective workspace and a safe location. EOC activation protocols, policies, and procedures should be developed for EOC operations within the jurisdiction including clear roles for all jurisdictional members and supporting agencies. The layout of any EOC will depend greatly on the jurisdiction and facility size. There will be decisions about technology, systems, coordination activities, and processes. Each of these should be outlined in the EOC Policies and Procedures document.

More detailed information is available in the “During the Emergency” section of this guide regarding operating the EOC and coordinating with other local, state, tribal, and federal jurisdictions.

Planning for Populations with Access and Functional Needs (AFN)

It is important that each jurisdiction understand the unique needs of all individuals in the community—the *whole community*. Each plan and procedure must take into account people with access and functional needs. Plans should anticipate what might make emergency services or products difficult or impossible to use. Individuals with varying degrees of sight, hearing,

language, cultural, cognitive abilities or physical fitness, as well as financial status may not be able to use typical emergency services and/or products, or even know they exist. Planning for populations with access and functional needs must occur across all plans and procedures, not just in one annex or stand-alone document. This will ensure a whole community approach to the planning process.

Examples include, but are not limited to:

- Response processes: This may include sheltering and evacuation. Can an individual using a wheelchair or scooter get into a shelter? One step can stop a wheelchair. Once in the shelter, can the individual get from room to room or use the bathroom and shower? How many individuals cannot self-evacuate? How many residents require transportation? Will they need a van, wheelchair van, or ambulance? Are medical personnel needed at the shelter? Can shelter staff care for individuals with access and functional needs? Will the shelter require an interpreter?
- Information: Can everyone in the community receive the emergency messages that are sent out? Will language or literacy prohibit them from reading the messages? Are the messages in media suitable for the hearing and visually impaired?
- Training: Can everyone in the community access training facilities? How can they learn about training opportunities? Can they understand the training material or the instructors?
- Service organizations: Will individuals that rely on specialty services to maintain their quality of life have the same access to services during different types of emergencies? For example, can they get medications and oxygen delivered, or can they get accessible transportation?
- Equipment: What equipment is available? Wider and higher-set cots are necessary for many types of individuals with AFN. What other type of equipment may citizens bring with them to the shelter? Can the shelter support oxygen concentrators, CPAPs and other specialty equipment?

Further guidelines on considerations for populations with access and functional needs can be found through the Americans with Disabilities Act (ADA) at <http://www.ada.gov/>. Additionally, FEMA has released shelter and evacuation guidance for populations with access and functional needs. This guidance can be found at http://www.fema.gov/pdf/about/odc/fnss_guidance.pdf.

School Emergency Planning

Colorado schools are required to have emergency response plans and teams. The support and expertise of the local emergency manager in assisting schools with their emergency planning is invaluable. Local emergency managers should reach out to school districts to assist them with their emergency response plans, training, and exercises. The local emergency manager should ensure those plans coincide with the jurisdiction's Emergency Operations Plan and that local first responders are part of the planning process, understanding the roles and authorities of the school district.

Evacuation and Shelter Planning

Emergency or disaster situations may require a partial or total evacuation of any given community. The characteristics and scope of the emergency will determine where and when evacuations occur, the number of people affected, and the measures needed to ensure safety. Mass evacuations may be required in the event of a hazardous materials incident, terrorist threat, or major natural disaster.

Evacuation plans should address high-vulnerability areas within the community including the elderly, schools, high-density areas, areas downstream from a dam, or historically high-risk areas with previous evacuations. Transportation, supplies, and equipment needed (e.g., cots, blankets, etc.) should be listed in a resource database located in a readily accessible location and known by all disciplines. Alternate methods of transportation and alternative facilities and supply chains should be identified in case multiple communities are affected and need to utilize the same transportation, facilities, and supplies. Transfer/pick-up points should also be established to transport individuals with access and functional needs to available shelters.

Depending on the event, several types of evacuations can occur:

- **Voluntary:** A precautionary (voluntary) evacuation may be appropriate when there is a natural or human-caused critical incident within a community. This may be limited to a specific area or the entire community. Time permitting, this may be a staggered/timed release procedure to help alleviate traffic gridlock.
- **Mandatory:** An emergency (mandatory) evacuation will be necessary if there is an imminent danger or if a sudden event has occurred that requires the evacuation of all persons from the affected area as quickly as possible. In the State of Colorado, the decision to order a mandatory evacuation rests with the Governor, county sheriff, or his/her designee.
- **Self-Evacuation:** Self-evacuation occurs when no evacuation order is given but individuals decide to self-evacuate as a result of media reports or information-sharing processes during an emergency. Anticipating these types of evacuations and setting up proper traffic flows and checkpoints can greatly assist in alleviating spontaneous traffic jams that hinder response personnel.
- **Shelter-In-Place:** An alternative protective action is shelter-in-place. In some situations, especially certain chemical spills, it may be safer to remain inside until the danger has passed. The ability to notify people within the community about shelter-in-place directions is critical to their safety and the safety of emergency responders.

Communicating an evacuation or shelter-in-place order to citizens can take many forms depending on the disaster type and community layout. Planning for various types of evacuation or shelter-in-place notifications should be done before the event. Notification types include, but are not limited to: door to door, Emergency Alert System (EAS), automatic notification systems, automatic cell phone/texting technology, social media, reverse 9-1-1, and calling trees.

Shelter locations should be located a safe distance from the impacted area and should be easily accessible from major roadways that will allow access to transportation. These locations should have back-up power, food, and sanitary facilities and should never be located in a flood zone.

Volunteers are a tremendous resource to assist with planning and operation of a mass care shelter. The American Red Cross (ARC) is a non-governmental organization (NGO) that specializes in a host of tasks including disaster sheltering. However, if ARC has not certified a facility, it may not open or manage that shelter. Sheltering is the responsibility of the local jurisdiction or government. Jurisdictions are encouraged to work with the ARC for shelter planning and operations, but must have a plan and facilities to manage shelter operations.

Weather can be a factor deterring volunteers from getting to certain locations. Or, if the disaster is large enough, trained shelter managers may be in high demand. Again, it is important for the jurisdiction to recognize its responsibility for evacuation and shelter duties and to develop contingency plans.

Large and small animals require evacuation and sheltering and must be taken into consideration when planning for shelters. Numerous disasters have shown that people are less likely to evacuate if it means abandoning their animals. Several different animal response teams are available in Colorado that may be able to assist. In addition, the Colorado Medical Veterinary Foundation has services and resources available to assist with planning and evacuation considerations for companion animals. Animal shelters should be located in proximity to human shelters whenever possible.

The emergency manager needs to work with local law enforcement, fire service, EMS, and other allied professionals to identify sites within their community that are critical for continuity of government, jurisdiction operations (COOP/COG) and general government, or economic stability. The emergency manager should also encourage facilities to have multiple evacuation destinations in case the primary evacuation destination is unable to accept evacuees.

Evacuation/Shelter Authority

Following several large-scale natural disasters, a common concern for emergency managers is the issue of who can determine mandatory evacuations. The debate continues at the national level with no definitive answer. In Colorado, the authority to issue a mandatory evacuation order lies with the Governor, county sheriff, or chief official of the affected jurisdiction. Evacuation orders of the Governor, local authorities, and sheriffs are enforced by criminal sanctions, and a person disobeys an evacuation order at his or her peril. A person commits the crime of obstructing government operations if, by using or threatening to use violence, force, or physical interference or obstacle, he or she intentionally obstructs, impairs, or hinders the performance of the governmental function by a public servant [§ 18-8-102(1), C.R.S.]. A person commits the crime of obstructing a police officer, firefighter, or other rescuer if the person uses or threatens violence, force, physical interference, or an obstacle and knowingly obstructs, impairs, or hinders the enforcement of a penal law or the preservation of the peace by a peace officer or the prevention, control, or abatement of fire by a firefighter [§ 18-8-104(1)(a), C.R.S.].

Additionally, the question of what buildings or properties may be temporarily taken over by emergency management personnel during a crisis (such as for the establishment of a shelter) remains a tribal/local issue. Currently, this is most easily done with facilities owned by or under the control of the jurisdiction. Critical planning steps are to pre-identify potential shelter locations, request American Red Cross surveys of the facilities, and create MOUs—regardless of whether the property is privately or publically owned. The American Red Cross can assist with this process.

Evacuation Security

Law enforcement agencies will maintain security within an evacuated area and along the evacuation perimeter, based on safety and other circumstances. To encourage evacuation, public and private property must be protected against fire, looting, other hazards, or willful and/or malicious destruction of property. The public must be kept informed of these efforts.

Re-entry Planning

Once a community has been evacuated, certain procedures are necessary for safe re-entry into the area once the threat has been mitigated. This may include restoration of utilities, public health considerations, ongoing security, and debris removal. A Re-entry Plan can assist the jurisdiction in ensuring each of these areas are adequately addressed before an emergency occurs.

Local Emergency Planning Commission (LEPC)

The local/regional emergency planning committee (LEPC/REPC) can provide detailed information regarding hazardous materials facilities and preparedness activities in the community. It has four basic functions by Colorado Revised Statute (24-33.5-822):

1. To develop a comprehensive emergency plan for the community and keep the plan up-to-date;
2. To receive information about accidental releases;
3. To collect, manage, and provide public access to information on hazardous chemicals in the community; and
4. To educate the public about risks from accidental and routine releases of chemicals and work with facilities to minimize the risks.

All emergency plans should be compatible with each other to avoid potential conflicts during an emergency. Communicating with other planning entities, such as LEPCs, is a critical component in ensuring compatibility with other plans.

Resource Management and Logistics

One of the key requirements for an emergency management agency is the ability to quickly and efficiently obtain needed resources in support of incident operations. No matter the size of the emergency management office, systems must be in place to activate local resources, procure outside resources through contracts, or notify the Colorado Office of Emergency Management when the jurisdiction has exceeded its resource needs. If a robust resource management system is not implemented and utilized, the jurisdiction will ultimately fail to provide for its citizens. Key ingredients of any successful resource management system include:

- Establishing resource management objectives consistent with the overall program goals and objectives for the hazards identified in the EOP
- Establishing processes for classifying, inventorying, requesting, and tracking resources
- This includes understanding the process for requesting resources from Colorado OEM
- Establishing procedures to locate, acquire, store, distribute, maintain, test, and account for services, personnel, resources, materials, and facilities procured or donated to support the program
- Identifying personnel, equipment, training, facilities, funding, expert knowledge, materials, technology, information, intelligence, and the time frames within which they will be needed (these resources should be identified for each of the primary hazards identified by the THIRA)
- Identifying quantity, response time, capability, limitations, cost, and liability connected with using involved resources
- Identifying any needed partnership arrangements essential to the program
- Addressing donations of goods, services, personnel, and facilities (solicited and unsolicited) and the management thereof
- Maintaining a current inventory of internal and external resources
- Activating these processes prior to and during an incident
- Anticipating resource needs and ordering them in a timely manner during an incident
- Dispatching resources prior to and during an incident
- Deactivating/demobilizing or recalling resources during or after incidents
- Contingency planning for shortfalls of resources

State Resource Mobilization Plan

The Colorado Emergency Resource Mobilization Plan (Mobilization Plan) is an all-hazard based plan used to provide resources to any incident beyond local capabilities, which are necessary to protect life, property, the environment, cultural and economic resources, and continuity of government. The Mobilization Plan provides guidelines to quickly identify, allocate, mobilize, and deploy all-risk resources to any Colorado jurisdiction, in the event an incident requires resources beyond those available under any existing inter-jurisdictional or mutual aid agreement. The Mobilization Plan is a critical component of the overall State Emergency Operations Plan.

The Colorado OEM inventories resources in two online systems. One is called Connect Colorado, where tribal/local jurisdictions, private industry, and non-profits can list their resources and equipment. This system can be found at the following website: <https://connect.state.co.us/csermp/login>. The other is within WebEOC under the Resource Status Boards. All local jurisdictions with access to WebEOC are encouraged to update their information in this system on a regular basis.

Warning Programs

Warning systems are an integral part of preparedness. Advanced warning systems help save lives and reduce risk by providing relevant information to the public and policymakers. Communities must develop and utilize warning systems that are best suited for relevant

demographics, geography, and anticipated hazards. This could be on a small-scale, such as a law enforcement incident asking residents to stay inside; Or, it could be on a broad-scale notifying the community about an oncoming storm. These warning systems vary greatly depending on jurisdiction. Some examples include:

- Warning sirens that send a signal to residents living below a dam to seek high ground, or tornado sirens warning people to seek shelter
- Emergency dispatch center notifications (commonly referred to as Reverse 9-1-1) where the dispatch center calls landline and cellular phones to warn the public or give instructions during an emergency
- National Oceanic and Atmospheric Administration weather radios that send an alert notification of weather events in affected areas
- Internet-based or cellular phone-based applications that send messages and alerts from the National Weather Service, the news media, or other sources

Recognizing that no single warning system will ever reach everyone, a plan should be in place to utilize multiple systems. Whatever systems are chosen, they should include provisions for people with access and functional needs, the ability to reach a large percentage of the population and have a redundancy built-in.

Part of a jurisdiction's preparedness program should include public education regarding any warning systems that are utilized. If a siren goes off but people do not know whether it means to seek high ground or to shelter-in-place, the siren could do more harm than good. Therefore, with any warning system, a public education program should be developed to ensure the messages are correctly received.

Crisis Communications and Public Education

Each community should develop a system for notifying citizens of impending threats and how to respond during emergency incidents. Emergency managers should include all disciplines in their plans for emergency notifications for all hazards. The Emergency Operations Plan should include notification plans for use during emergencies. For the public, these systems provide an opportunity to avoid the path of a disaster and to make the proper arrangements to ensure that their property and belongings will be protected as much as possible.

Emergency public information capabilities include the following:

- A central contact facility for the media
- A system for gathering, monitoring, and disseminating emergency information
- Pre-scripted information bulletins
- A method to coordinate and vet information for release
- The capability to communicate with populations who have access and functional needs
- Protective action guidelines/recommendations (e.g., shelter-in-place or evacuation)

Activations for emergency notifications/early warnings should be exercised regularly to ensure all staff understand the process. Activation of the emergency management team and other disciplines (fire, police, water, highway, sewer, board of health, and/or other town

administration) shall be done as soon as possible based on the complexity and type of incident. Activation can range from courtesy notification to full activation of agencies with call-back of off-duty personnel.

Public education campaigns should include ways in which the public can decrease its own risk and assist the community in times of disaster. For example, wildfire mitigation programs such as the Firewise Program, teach residents key mitigation techniques to utilize when living in wildland areas. Firefighters in these areas should assist homeowners with information and resources for the safety of the entire neighborhood.

Public preparedness campaigns typically belong to the emergency management agency, with assistance from multiple public and private entities. They may involve preparedness materials, public messaging, radio and TV addresses, media briefings, and involving the public in trainings and exercises.

Training and Exercise Programs

To ensure the investment in emergency management personnel and resources can be relied upon when needed, a program of training and exercises that involves all levels of government from elected officials to line-level staff is necessary..

Training, education, and exercises are all part of the preparedness phase. First, assess training and exercise needs and requirements, and ensure they complement the hazard analysis. Based on the findings from these inquiries, develop a training plan. The training plan includes operating procedures, equipment, conducting exercises to test the response to the plan or knowledge of the equipment. Finally, follow up training on the gaps discovered by the exercise.

Plans, training, and equipment (and their capabilities) are validated through exercises. Exercises are the primary tool for assessing preparedness and identifying areas for improvement while demonstrating community resolve to prepare for major incidents. Exercises aim to help entities within the community gain objective assessments of their capabilities so that gaps, deficiencies, and vulnerabilities are addressed or recognized prior to a real incident. Exercises provide opportunities for federal, state, local, and tribal leaders; department and agency officials; private sector partners; and emergency responders to practice and test capabilities that have been built through a coordinated process of planning, training, and equipment purchases.

At the end of each exercise, an After Action Review (AAR) should be conducted to document the event. The AAR should describe the exercise scenario, what happened and when, what worked well, and what needs improvement. The key element of the AAR should be an improvement plan that identifies the event, the outcome, who is responsible for developing and implementing changes, and a date those changes should be completed. Finally, a method should be established for follow up on all corrective actions to verify that changes are implemented.

Training

Training for a disaster prepares for an effective response to an emergency. The objective of the training should be to enhance knowledge, abilities, and skills required to develop, implement, maintain, and execute the program. According to NFPA 1600, the following areas should be identified in a training program:

- Frequency and scope of training shall be identified.
- Personnel shall be trained in the entity's incident management system.
- Training records shall be maintained.
- The training and education curriculum shall comply with all applicable regulatory requirements.

The Colorado Office of Emergency Management (COEM) offers a training program that is available to anyone involved in emergency management and is designed to help communities prepare for, protect against, respond to, recover from, and mitigate the effects of disasters and emergency events. COEM also outlined NIMS training standards in the 2012 Colorado NIMS Five-Year Training Plan, assisting jurisdictions in establishing minimum criteria for all personnel involved in emergency operations. This plan is located online at www.coemergency.com.

Additional training opportunities are available through FEMA at www.training.fema.gov. These online, self-paced courses are designed for people who have emergency management responsibilities and include courses designed specifically for public officials. Other training opportunities or workshops are available (as identified) in the training plan, the FEMA Emergency Management Institute (EMI), and from other federal programs.

Exercises

Once a plan is complete and personnel have been trained, the plan must be tested. This is done through exercises, where portions or entire plans are tested to ensure they are functional and accurate for various scenarios. Exercises allow personnel—from first responders to senior officials—to validate training and practice strategic and tactical prevention, protection, response, and recovery capabilities in a risk-reduced environment.

Exercises are critical to:

- Test and evaluate plans, policies, and procedures
- Identify planning weaknesses
- Identify resource gaps
- Improve interagency coordination and communication

Exercises help determine whether what appears to work on paper actually *does* work in practice. Exercises can be run in accordance with the criteria set forth in the Homeland Security Exercise and Evaluation Program (HSEEP). HSEEP is a capabilities and performance-based exercise program that provides a standardized policy, methodology, and terminology for exercise design, development, conduct, evaluation, and improvement planning. HSEEP reflects the principles of the National Incident Management System, where exercises should test and evaluate NIMS and the Incident Command System. There are seven types of exercises defined within HSEEP, each of which is either discussions-based or operations-based.

Discussions-based exercises familiarize participants with current plans, policies, agreements, and procedures, or may be used to develop new plans, policies, agreements, and procedures.

- Seminar: A seminar is an informal discussion designed to orient participants to new or updated plans, policies, or procedures (e.g., a seminar to review a new Evacuation Standard Operating Procedure).
- Workshop: A workshop resembles a seminar but is employed to build specific products, such as a draft plan or policy (e.g., a Training and Exercise Plan Workshop is used to develop a Multi-year Training and Exercise Plan).
- Tabletop Exercise (TTX): A tabletop exercise involves key personnel discussing simulated scenarios in an informal setting. TTXs can be used to assess plans, policies, and procedures.
- Game: A game is a simulation of operations that often involves two or more teams (usually in a competitive environment) using rules, data, and procedures designed to depict an actual or assumed real-life situation.

Operations-based exercises validate plans, policies, agreements, and procedures; clarify roles and responsibilities; and identify resource gaps in an operational environment.

- Drill: A drill is a coordinated, supervised activity usually employed to test a single, specific operation or function within a single entity (e.g., a fire department conducts a decontamination drill).
- Functional Exercise (FE): A functional exercise examines and/or validates the coordination, command, and control between various multi-agency coordination centers (e.g., emergency operation center, joint field office, etc.). A functional exercise does not involve any “boots on the ground” (i.e. first responders or emergency officials responding to an incident in real time).
- Full-Scale Exercise (FSE): A full-scale exercise is a multi-agency, multi-jurisdictional, multi-discipline exercise involving functional response (i.e. joint field office, emergency operations centers, etc.)

Evaluation and Corrective Actions

With each exercise, procedures should be established to evaluate plans and take corrective action on any deficiency or gaps identified. This is typically done through an After Action Report and an Improvement Plan. These documents outline the exercise scenario, objectives, goals, and capabilities to be tested, as well as the results of each area. Strengths of the exercise will be noted as well as areas for improvement. Finally, the improvement plan identifies specific actions to be taken to strengthen any improvement areas and assign individual responsibility to carry out those actions. This is a valuable tool for an emergency management agency as it sets the stage for future planning, training, and exercises.

DURING THE EMERGENCY

Through the development of a useful mitigation strategy, as well as planning and training utilized in the preparedness stage, emergency personnel know they can begin preparation for the next stage of the emergency program: the response stage. The response phase of emergency management includes mobilization of the necessary emergency services and first responders in the disaster area. This is likely to include a first wave of core emergency services, such as firefighters, police, emergency medical services, public health, and public works. They may be supported by a number of secondary responders, such as other government agencies, specialized rescue teams, volunteers, and NGOs.

One of the most important factors that each and every jurisdiction with an emergency management program must possess is first response capabilities. When a disaster or an emergency occurs, they are the closest resource and need to be able to respond quickly and efficiently in order to protect as many lives and as much property as possible. The major burden of response and recovery falls on local authorities and their resources. While State and possibly federal aid may eventually become available to emergency areas, their resources may not be available until after the event. In the meantime, the jurisdiction has to maintain stability and protection of the public. Jurisdictions must also be able to coordinate efforts among police, fire and rescue, and emergency medical service. Any jurisdiction with the desire to develop an emergency management program must first be sure that its first response capabilities are intact.

Operational Considerations

When an incident occurs, emergency first responders and incident commanders take action to begin to mitigate the problem. They do this at the operational level every day and are trained in the tactical decisions that are necessary for adequate response. The Incident Commander (IC) is in charge of all on-scene operations.

In minor emergencies, incident management functions might be handled by one person: the IC or equivalent designation. The Incident Command Post (ICP) is located at or in the immediate vicinity of an incident site. Although primarily focused on the tactical on-scene response, the ICP can perform an EOC-like function in smaller-scale incidents or during the initial phase of the response to larger, more complex events.

The emergency manager coordinates activities to ensure that the IC has the support that is needed to manage the incident. Several considerations must be made about the effects of the disaster. For example, the incident may require emergency evacuations, but once those residents have been evacuated, support is needed from the emergency management agency to provide temporary evacuation site or shelter management, as well as potential long-term housing. Therefore, while the emergency management agency supports the incident response, it also has to support the consequences of the disaster and the overall needs of the community.

Delegation to Manage

When an incident overwhelms the jurisdiction, additional personnel and resources are called in to assist through the duration of response and recovery. If the incident continues over an extended period of time, ordering an Incident Management Team (IMT) to assist may be necessary. It is important for the agency having authority to understand that it must delegate authority to the IMT for long-term, incident management activities. However, the agency still responsible for all costs incurred during the incident. Therefore, a Delegation to Manage or Delegation of Authority agreement should be written and signed to outline exactly what areas are being delegated as well as financial restrictions. The policy group should work closely with the IMT to ensure its needs are being met and that the jurisdiction is aware of its ongoing financial responsibilities.

EOC Operations and Management

As incidents grow and/or persist, parts of the surrounding community will also become affected. There may be a need to begin evacuations and establish shelters, set up donations management systems, establish assistance centers, and etc. These responsibilities typically fall outside the command footprint and require specialized management through the emergency manager and the EOC.

EOCs are the physical location where coordination of information and resources to support incident management activities normally take place. Standing EOCs (or those activated to support larger, more complex events) are typically established in a central or permanently established facility. The EOC is a central point of coordination during an incident. Many departments or agencies within a jurisdiction offer capabilities (skilled personnel and resources) to help with an emergency or disaster. The EOC is a good place to coordinate and synchronize those assets. The focus of an EOC is the coordination of information and resources to support incident management activities.

EOC Functions

The functions of the EOC are to:

- Conduct situation assessments
- Coordinate information sharing and management
- Acquire and allocate critical resources to incidents
- Conduct multi-agency coordination
- Provide summary information, by function
- Coordinate, support, and assist with policy-level decisions
- Coordinate with elected and appointed officials
- Coordinate with Joint Information Centers or a Joint Information System
- Coordinate with the elected and appointed officials through the Policy Group
- Coordinate with other EOCs or Multi-agency Coordination Centers

To adequately support incident management and coordinate the actions of multiple agencies and jurisdictions during larger events, the establishment of an EOC (physical or virtual) is necessary. The EOC should involve jurisdictional staff, emergency responders, emergency

management personnel, and a policy group including elected officials, county/city officials, and legal support.

Some EOCs are configured in a way that mirrors the on-scene incident command (with a command and general staff), some have established Emergency Support Functions (ESFs), and others utilize a hybrid of the two. Below is a list of the fifteen most common ESFs. Many jurisdictions have adopted these as their model, or expanded the list, as needed, for their jurisdictions.

ESF 1 – Transportation	ESF 9 – Search and Rescue
ESF 2 – Communications	ESF 10 – Oil and Hazardous Materials Response
ESF 3 – Public Works and Engineering	ESF 11 – Agriculture and Natural Resources
ESF 4 – Firefighting	ESF 12 – Energy
ESF 5 – Emergency Management	ESF 13 – Public Safety and Security (Law Enforcement)
ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services	ESF 14 – Long-Term Community Recovery
ESF 6a – Small Animal Care	ESF 15 – External Affairs (Public Information)
ESF 7 – Resource Support / Management	
ESF 8 – Public Health and Medical Services	
ESF 8a – Behavioral Health	

The EOC’s operational structure should meet the needs and capabilities of the incident, available resources, and to follow local jurisdictional laws, regulations, and policies. The EOC should be able to communicate with State and federal ESFs, as needed, and also communicate with the ICP. This provides a buffer for the Incident Commander so he/she can focus directly on the incident and not deal with State or federal agency interruptions. Additionally, Department Operations Centers (DOCs) may be formed at the department-level to focus on internal agency incident management and response, and are linked to and, in most cases, are physically represented in a higher-level EOC.

The physical size, staffing, and equipping of an EOC will depend on the size of the jurisdiction, available resources, and anticipated incident management workload. EOCs can be organized and staffed in a variety of ways. Regardless of the specific organizational structure used, EOCs should include the following core functions: communication (ESF 2); coordination (ESF 5); information collection, analysis, and dissemination (ESF 5 and 15); and resource management (ESF 7).

Communications

ICS field organizations must establish communications with the activated tribal/local EOC, either directly or through their parent organizations. Additionally, EOCs at all levels of government and across functional agencies have to be capable of communicating appropriately with other EOCs during incidents—including those maintained by private organizations. Communications between EOCs has to be reliable and contain built-in redundancies. The flow of information during any event is critical to effective response. If the IC does not know what is

happening within the EOC, or vice versa, resources may be duplicated and the safety of all personnel may be at risk. One procedure that should be exercised often is how information will flow from on-scene personnel, through to IC, and up to the EOC and State/federal partners without leaving departmental command structures out of the loop. The efficient functioning of the EOCs most frequently depends on the existence of mutual aid/assistance agreements and joint communications protocols among participating agencies.

Coordination

On activation of a tribal/local EOC, coordination has to be established between the IC or Unified Command (UC) and the EOC, when they are not co-located. Facilities should be capable of accommodating any combination of essential representatives who are identified in the entity's plan. Facilities should have adequate workspace, communications, and back-up utilities and should meet other basic human needs for each representative.

Information Collection, Analysis, and Dissemination

Procedures should be in place to conduct a situation analysis that includes a needs assessment, damage assessment, and the identification of resources needed to support response and recovery operations. The key to effective incident support is to ensure all entities have a common operating picture about the situation, the needs, and the priorities.

In the State of Colorado, the primary situation assessment tool is WebEOC, a web-based program that allows multiple jurisdictions to communicate. It includes boards that can be divided by jurisdiction, region, highway corridors, and sometimes function (e.g., PIO board). Every jurisdiction in the State of Colorado has access to this system at no cost. Access to, and training on, WebEOC can be arranged through the Colorado Office of Emergency Management regional field managers. All Colorado jurisdictions are highly encouraged to utilize WebEOC.

Information Technology (IT) Management

No EOC can function without systems in place to support current technology and equipment. When determining the location or space for an EOC, available technology must be a consideration. A comprehensive plan must exist for how the EOC will function with and without certain technologies such as phone lines, computers, television, internet, radios, etc. IT considerations might include:

- Will the space be able to handle multiple phone lines and computer access sites?
- Is there adequate cellular service from multiple providers? If not, is there a way to enhance or expand current service during an emergency (i.e. cellular boosters)?
- Can personnel coming from outside the jurisdiction access computers and the internet from both internal and external sources (i.e. can outside personnel access the server or will they be provided internet connections outside the local network)?
- Are there projector screens to project data such as maps, WebEOC posts, situational awareness reports, or televised media reports?
- Are there televisions with local news outlets available for situational awareness?

Resource Management

One of the key tasks during a large-scale emergency or disaster will be to determine priority areas and understand the process for requesting additional assistance when resources have been depleted or are unavailable. The EOC should have policies and procedures in place to ensure it can adequately request, allocate, manage, and track resources. It must also have a system for documenting all costs associated with those resources. When supporting another jurisdiction, procedures should be in place to collect and process requests for support, including the development of necessary agreements for those resources. All policies and procedures should complement the existing State system for resource acquisition and support. This will allow for an easy transition from local resource ordering to the State resource ordering system.

Request for Assistance Process

The resource management plan should identify assets that will potentially be in short supply based on the hazard analysis and capabilities assessment. Logically, first use resources (government-owned or private sector) in the local area. Upon recognition of a gap in resource availability (identified either by incident command for incident specific resources or through the EOC for community-wide resources) the EOC should take the following actions:

- Incident-specific resources should be requested through the ICP to the relevant tribal/local government's emergency manager/EOC for resource requests. The EOC may also be filling resource requests for the community as a whole (i.e. donations center, shelter, evacuation point, etc.).
- Local commercial resources should be exhausted before requesting outside assistance unless there is an immediate threat to life and property. Pre-established contracts ensure the best possible pricing during emergency situations.
- The EOC should then request resources through the State EOC for resources that are outside the tribal/local EOC capability.

What Kind and Type of Assistance is Available?

- Almost any resource can be provided to include personnel, equipment, facilities, supplies, and land.
- It is generally preferable to focus on identifying the need, rather than identifying specific equipment that is needed (e.g., "Need to transport 10 personnel from X to Y" rather than "Need 1 Blackhawk helicopter"). This allows COEM staff to order resources based upon capability through standardized resource typing or order based upon capability needed.
- It is important to recognize that unique/special equipment requests may take longer to process than those for more standard kinds of equipment. If multiple requests are made from several jurisdictions, priority areas will need to be established.
- Distance and weather conditions may also affect resource availability.
- Effective planning procedures will be needed to ensure resource needs are identified early in the incident.
- Resource ordering procedures between IC and the EOC have to be worked out in advance to provide for efficient resource allocation.

Mutual Aid

Mutual Aid is an agreement among emergency responders to lend assistance across jurisdictional boundaries. This may occur due to an emergency response that exceeds local/tribal resources, such as a disaster or catastrophic event. Mutual aid may be *ad hoc*, requested only when such an emergency occurs. It may also be a formal standing agreement for cooperative emergency management on a continuing basis, such as ensuring that resources are dispatched from the nearest response entity, regardless of which side of the jurisdictional boundary the incident is on. Agreements that send closest resources are regularly referred to as “automatic aid agreements.”

The advantage of a mutual aid agreement is that the resources are typically cost-free during the first operational period or mutual aid timeframe. This timeframe is designated in written agreements, such as a wildfire Annual Operating Plan (AOP), a Mass Casualty Plan, Resource Mobilization Plan, or an Intergovernmental Agreement, and is typically valid for 12 to 24 hours.

- The tribal or local agency/government is responsible for maintaining mutual aid agreements for obtaining resources for other nearby units of government.
- The hazard analysis and capabilities assessment will provide the kinds and types (what and how big) of resources that are likely needed. This is done in advance of the incident as part of the emergency planning process.
- Mutual aid agreements need to be maintained on a regular basis.
- The agreement should provide for:
 - Kind of resource (what it is)
 - Type of resource (what is the resource’s capability)
 - Any associated costs, either during the mutual aid period (which is usually no cost), or after the mutual aid period expires

Authority to Request Resource Mobilization

The authority to request State resource mobilization is vested in the following:

- Jurisdictional emergency manager or designee, per tribal or local policy
- County sheriff
- Jurisdictional fire or police chief
- Jurisdictional executives, board of county commissioners, city council, town board, or tribal council (as appropriate)
- Incident commander acting under a **direct delegation of authority** from any of the above. The IC is responsible for incident management using NIMS and coordination of resources assigned to the incident.

Only these positions have been vested with the authority to request regional resource mobilization.

State and Federal Roles and Assistance During a Disaster

The State of Colorado’s role in pre-disaster resource management is to assist in providing planning technical assistance, identifying resource needs, and developing mutual aid agreements. During an incident, the Colorado Office of Emergency Management can provide

operational assistance through its regional field managers to obtain critical resources and manage resource allocations. This is done through State agencies, local governments, the private sector, non-governmental organizations, volunteer groups, and other states through the Emergency Management Assistance Compact. COEM will also attempt to secure State funding, as available and applicable, for disaster response and recovery; and if thresholds are met, COEM will attempt to secure federal disaster funding. The federal government has several programs that can assist both pre-disaster and post-disaster. They are able to obtain critical resources via other federal agencies and the private sector. They also can provide funding via Stafford Act Emergency or Major Disaster Declaration. More detailed information about these programs can be found in the Disaster Declaration Section of this guide.

The State Mobilization Plan

The process for resource management begins at the local level. The Mobilization Plan can be implemented by an authorized individual once it is determined that resources are needed beyond what are available locally or by existing agreements. The subsequent sections detail this process in more depth.

Request for Assistance Documents

To begin the process of requesting resources through the State of Colorado, one of two forms should be used:

- **Request for Assistance Form:** A Request for Assistance (RFA) form is completed by the requesting agency via the emergency manager or ICP by delegated authority. When completing the RFA form, provide mission and resource needs, special considerations, point of contact information, and staging area information definitions with specific job assignments for responding resources.
- **A Resource Order Form (commonly referred to as the ICS 213rr):** The State 213rr form is completed by the requesting agency via the emergency manager or ICP, if that authority has been delegated. When completing the ICS-213rr form, use resource typing definitions with specific job assignments for responding resources, travel radio channel, authority having jurisdiction (AHJ) point of contact and contact numbers, and staging area location and address.

Mobilization can be initiated by any of the above authorities through the respective COEM regional field manager or the State Emergency Operations Center (SEOC) at 303-279-8855 (24-hour emergency number). **The SEOC will assist any political subdivision in implementing the Mobilization Plan at any time.**

Policy Group Functions In Support of the EOC

The policy group consists of tribal or local public officials, key decision-makers, and legal staff. Some key tasks of the policy group include:

- Support the EOC manager in providing jurisdictional coordination among all government departments
- Make policy decisions related to the emergency or disaster
- Make financial decisions and determine budgetary constraints and opportunities to fund the disaster response and recovery

- Make strategic decisions as needed or requested by the emergency manager and/or the IC
- Determine jurisdictional priorities to ensure they are included in the long-term incident planning
- Provide legal guidance to the incident and EOC managers
- Consider cultural, economic, political, and social implications of the incident and communicate needs to the incident and EOC managers
- Create Delegations of Authority (also known as Delegations of Responsibility), Declarations of Emergency/Disaster, and any other documents needed to ensure the safety of the population and the ability for the community to recover
- Coordinate with policy level representatives and senior officials from other affected jurisdictions to ensure policy and strategy coordination

The emergency manager often acts as principal advisor or aide to the community's chief executive/elected official on tribal/local government emergency operations. The policy group should be integrated into the planning for the EOC as it will be needed to make legal, financial, and policy decisions regarding the disaster. These policy makers should be well aware of their roles and responsibilities and should be involved in the training and exercise program. It is also recommended that a liaison officer position be established between the policy group and the EOC to help coordinate the flow of information and interactions between these two elements.

Decisions

The emergency manager must be able to make difficult decisions in compressed timeframes. Therefore, the more the jurisdiction has planned for the hazards in their area, and the more they have exercised their roles, the better able they will be to coordinate with the wide array of responders, organizations, department head, and policy group officials when an incident occurs in the area.

When making decisions for the community, start with a few basic questions:

- What do you already know?
- What do you need to know?
- Who has the answers you need?
- What key tasks need to be accomplished?
- What are your priorities?

By answering these questions, the emergency manager will be better prepared to ensure the safety of the citizens, coordinate and cooperate with supporting agencies and stakeholders, and obtain situational awareness to solve future problems. The emergency manager and the policy group may often have to make unpopular decisions for the greater good of the community. By knowing which questions to ask, they can better inform and educate the public about why decisions were made and what citizens can do to assist in mitigating the event.

Public Information Management

An indispensable asset to the emergency manager is the designation of trained and skilled public information officers (PIOs). PIOs interact primarily with the media the public and should ensure that all public releases are approved by both the EOC manager and the IC, and that all communications are coordinated between PIOs representing various agencies.

PIOs also inform the EOC manager of what the television, print, and internet media are reporting about an incident and the ongoing response. The decision of what is shared with the media for release to the public can be a critical factor in what separates an orderly and managed situation from one which is chaotic. The basic components of clear communications (who, what, where, why, when, and how) do not change, but there are infinite variations on how to properly address these components. The complexity of receiving, reviewing, and processing information is so massive that the emergency manager should structure his or her organization to support all aspects of communications. This structure should expand or contract to fit the incident size and scope from routine to complex emergency operations.

Social media is a key component in public information management as well. PIOs should be well-versed on the various social media outlets and have the ability to utilize these tools, as needed, to support the incident. This is where rumor control becomes paramount. Information is transmitted so fast with today's technology that a keen eye trained on incident information can turn a false rumor around before damage or risk to life is created.

Financial Considerations during a Disaster

The jurisdiction having authority over the incident (typically local government) is financially responsible for the costs of responding to and recovering from that incident. In large disasters that meet certain thresholds, State or federal assistance may be available to reimburse a portion of these costs. The following section provides key considerations to ensure costs are kept to a minimum and reimbursement is an option if thresholds are met.

Financial Actions during a Disaster Response

- Contact accounting to implement the expense-tracking system immediately after notification of the disaster. Even if there is uncertainty whether State or federal disaster thresholds will be met, the expense tracking should begin immediately to ensure all costs associated with the response and recovery are recorded.
- Contact the executive team and/or backups immediately for financial impact of the disaster. This is where the policy group can be utilized to ensure tribal/local laws and policies are followed.
- Contact the respective COEM regional field manager as a resource for questions and processes. The field manager can provide the jurisdiction technical assistance regarding resources, financial considerations, and agreements.
- Begin an analysis for a local disaster declaration and options for funding the response.
- Begin considering the need to request a State declaration based on anticipated costs to respond and recover from the disaster. The COEM regional field manager will assist

with this process as well. This will involve bringing in partner agencies and the Recovery Team to determine available programs and thresholds.

- Maintain open dialogue with mutual aid partners.

Declaration of Emergency / Disaster

Local Declaration of Emergency / Disaster

A local state of emergency declaration can be initiated by the principal executive officer of a political subdivision (24-33.5-709). Doing so informs State decision makers that an emergency situation exists beyond the response or recovery capabilities of the local jurisdiction. A local declaration of a state of emergency may only be declared by the principal executive officer of a political subdivision and shall expire within seven days except by consent of the governing board of the political subdivision. An emergency declaration may extend to all or any part of the geographical area under the jurisdiction of the municipality/county/tribe/special district. Although a verbal declaration of emergency is permitted, all declarations should ultimately be made in writing to ensure proper documentation is maintained. Initially, the declaration of a local state of emergency should be communicated to the Colorado Office of Emergency Management by contacting the regional field manager or the on-call Duty Officer at (303) 472-4046. Written documentation of the declaration must follow as soon as possible. Any order or proclamation declaring, continuing, or terminating a local disaster emergency shall be given prompt and general publicity and shall be filed promptly with the county clerk and recorder, city clerk, or other authorized record-keeping agency and with the Colorado Office of Emergency Management.

The effect of a declaration of a local disaster / emergency is to activate the response and recovery aspects of any and all applicable local and inter-jurisdictional disaster emergency plans and to authorize the furnishing of aid and assistance under such plans.

The biggest benefit to the local/tribal government for declaring an emergency or disaster is to activate the **Local Emergency Operations Plan (LEOP)**. By activating the local plan, the jurisdiction will have access to policies, procedures, and agreements that are not necessarily available during day-to-day operations. These measures pertain to:

- The performance of public works
- Entering into contracts
- Incurring obligations
- Hiring permanent/temporary workers
- Using volunteers
- Securing rental equipment
- The acquisition and distribution of supplies
- The appropriation and expenditure of public funds
- Price gouging
- Waiving fees or adjusting permitting regulations
- Transportation regulations
- Resource management

Before implementing any emergency policy, carefully consider the trigger point to return to normal business practices.

State Declaration of Emergency / Disaster

If a jurisdiction determines the emergency or disaster is beyond its ability to effectively respond, a state of emergency can be declared by the Governor through an executive order or proclamation (24-33.5-704). If a State declaration of disaster is made, it allows certain emergency procedures to be implemented while also asking for federal assistance. This assistance could be in the form of personnel, resources, or financial support depending upon the incident. Assistance on many levels and from many places is available to private, commercial, and municipal entities during and after emergencies. It might come from State or federal agencies or non-governmental agencies like the American Red Cross. Knowledge of what is available and how to initiate the assistance is an important part of the emergency manager's job.

The local jurisdiction must provide information and ultimately should provide documentation in support of a declaration request. Additionally, specific thresholds must be met to activate certain State or federal programs. The action of the Governor will be in support of the local jurisdiction's expressed needs. The declaration of a state of disaster emergency by the Governor serves to:

- Activate the emergency response, recovery and mitigation phases of the State and local emergency management plans; and
- Provide authority for the mobilization and deployment of all resources or any other provision of law relating to emergencies.

Once the State declares, the State Emergency Operations Plan will be activated, allowing the various State agencies authority and responsibility for emergency functions. COEM will present the Governor with information on the nature and amount of State and local resources that have been or will be committed to alleviate the results of the disaster, provide an estimate of the amount and severity of damage and the impact on the private and public sector, and provide an estimate of the type and amount of State assistance needed.

The executive order shall indicate:

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

The state of disaster emergency shall continue until the Governor finds that the threat of danger has passed or that the disaster has been dealt with to the extent that emergency conditions no longer exist and the Governor terminates the state of disaster emergency by executive order or proclamation. However, no state of disaster emergency may continue for longer than 30 days unless renewed by the Governor. Other programs and services may be available at the time of the state disaster declaration. **Note:** Indian Tribes may choose to

declare directly to FEMA, or through the State process. The reimbursement process will still go through the State of Colorado as pass through money to the tribes.

Q. How do emergency orders and executive orders differ?

Emergency orders are any orders that are implemented by the jurisdiction having authority during a disaster or emergency. This may include an emergency order for evacuation given by the sheriff who has authority per Colorado Revised Statutes. It could also be an emergency order to boil water, given by local and State public health officials under their existing authorities.

Executive orders may be issued by the Governor under the Disaster Emergency Act to activate, authorize, rearrange, and direct State forces; suspend or implement statutes dealing with how the State conducts its business operations; activate the SEOP; commandeer and utilize private property; suspend or limit the sale of certain items; authorize temporary housing; redirect State funds; and certain other limited purposes. The executive orders may have the force and effect of law. The Governor's legal counsel has a library of draft EOs that can be used to quickly compile such orders. The EOs can be issued verbally or in writing by the Governor or Acting Governor.

Federal Declaration of Emergency / Disaster

Local and State governments share the responsibility for protecting their citizens from disasters and for helping them to recover when a disaster strikes. In some cases, a disaster is beyond the capabilities of the State and local government to respond. In 1988, the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 100-707) was enacted to support state and local governments and their citizens when disasters exceeded their capabilities. As amended, this law establishes a process for requesting and obtaining a presidential disaster declaration, defines the type and scope of assistance available from the federal government, and sets the conditions for obtaining that assistance.

When State and local resources are inadequate to effectively respond to an emergency or major disaster, the Stafford Act allows for federal assistance through a Presidential Disaster Declaration. This assistance is requested by the Governor if the situation meets the criteria for a declaration. The Governor submits a written request to the president through the Federal Emergency Management Agency (FEMA) Region VIII (in Denver, Colorado). As part of the request, the Governor must take appropriate action under State law and direct execution of the State's emergency plan. The Governor shall furnish information on the nature and amount of State and local resources that have been or will be committed to alleviating the results of the disaster, provide an estimate of the amount and severity of damage and the impact on the private and public sector, and provide an estimate of the type and amount of assistance needed under the Stafford Act. In addition, the Governor will need to certify that, for the current disaster, State and local government obligations and expenditures (of which state commitments must be a significant proportion) will comply with all applicable cost-sharing

requirements. FEMA gathers information to supplement the Governor's request and this is sent to the president who determines the final disposition. The disposition of the request is transmitted through FEMA Region VIII back to the Governor. Based on the Governor's request, the president may declare that a major disaster or emergency exists, thus activating an array of federal programs to assist in the response and recovery effort. However, not all programs are activated for every disaster. The determination of which programs are activated is based on the needs found during the damage assessment and any subsequent information that may be discovered.

Q. What is the threshold for a Federal Disaster Declaration?

The State Office of Emergency Management is asked this question on a regular basis, but the answer typically leads to more questions. The short answer is that there is no one answer. The thresholds vary depending upon the program under the Stafford Act that the local jurisdiction wishes to utilize, and they depend upon the type of disaster. For example, a snow emergency has very different standards than a flood event or wildfire. The most common factors involved in determining if disaster thresholds have been met depending upon the type of disaster include: size of the disaster area, number of damaged or destroyed homes, insured vs. uninsured buildings and infrastructure, and the size of the population of the affected jurisdiction and the state.

Therefore, the best course of action is to notify the regional field manager through the Office of Emergency Management, who will assist with this process. This will often include bringing in the Recovery Team to assess the situation and determine eligible programs and thresholds.

Sequence of Events leading to a Presidential Disaster Declaration

Following a disaster, an initial damage assessment must be performed by the jurisdiction to determine the impact of the disaster. This assessment should provide a rough estimate of the extent and location of damages. Often this will require the coordination of the various municipal governments who will also perform their own damage assessments. When the information has been collected, it is provided to DHSEM.

State and federal officials then conduct a joint preliminary damage assessment (PDA) with local officials to estimate the extent of the disaster and its impact on individuals and public facilities. This information is included in the Governor's request to show that the disaster is of such severity and magnitude that 1) effective response is beyond the capabilities of the State and the local governments, and 2) that federal assistance is necessary. The PDA is also useful at the tribal/local level to begin working on various recovery and mitigation activities.

Types of Federal Assistance Available

FEMA disaster assistance falls into three general categories:

- Individual Assistance: Aid to individuals and households

- Public Assistance: Aid to public (and certain private non-profits) entities for certain emergency services and the repair or replacement of disaster-damaged public facilities
- Hazard Mitigation Assistance: Funding for measures designed to reduce future losses to public and private property

Although recovery is primarily a responsibility of tribal or local governments, if the emergency or disaster receives a Presidential Declaration, a number of assistance programs may be available under the Stafford Act. Some declarations will provide only individual assistance or only public assistance. Hazard mitigation opportunities are assessed in most situations. Additionally, FEMA will only reimburse a portion of total allowable costs (typically 75%).

There are two major categories of federal aid: Individual Assistance and Public Assistance.

Individual Assistance

The Individuals and Households Program (IHP) is a combined FEMA/EPR and State grant program. The objective of the FEMA's IHP is to provide provisional assistance to homeowners and renters that will assist with home repair, housing, rental assistance, personal property, and more. When a major disaster occurs, this program provides money and services to people in the declared area whose property has been damaged or destroyed and whose losses are not covered by insurance. Other programs are also activated with a declaration for Individual Assistance (IA). These include crisis counseling, disaster legal assistance, disaster unemployment benefits, and the Small Business Administration Loan Program. In every case, the disaster victim must register for assistance and establish eligibility. The toll-free telephone registration number is 1-800-621-FEMA (or TTY 1-800-462-7585 for the hearing or speech impaired). FEMA/EPR (or the providing agency) will verify eligibility and need before assistance is offered.

What Types of Assistance are Provided?

The IHP - Housing Assistance assures that people whose homes have been damaged by disaster have a safe place to live. The IHP - Other Needs Assistance (ONA) provides financial assistance to individuals and households who have other disaster-related necessary expenses or serious needs and do not qualify for a low-interest loan from the Small Business Administration (SBA). These programs are designed to provide funds for expenses that are not covered by insurance. They are available only to homeowners and renters who are United States citizens, non-citizen nationals, or qualified aliens affected by the disaster. The following is a list of the types of assistance available through this program and what each provides.

- **Temporary Housing:** Homeowners and renters receive funds to rent a different place to live or a temporary housing unit, when rental properties are not available.
- **Repair:** Homeowners receive grants to repair damage from the disaster that is not covered by insurance. The goal is to make the damaged home safe and sanitary.
- **Replacement:** Under rare conditions, homeowners receive limited funds to replace their disaster-damaged home.

- **Permanent housing construction:** Homeowners and renters may receive direct assistance or a grant for the construction of a new home. This type of assistance occurs only in very unusual situations, in insular areas, or remote locations specified by FEMA/EPR where no other type of housing is possible.
- **Other needs assistance (ONA):** Applicants receive grants for necessary and serious needs caused by the disaster. This includes medical, dental, funeral, personal property, transportation, moving and storage, and other expenses that FEMA/EPR approves. The homeowner may need to apply for a SBA loan before receiving assistance.
- **Small Business Administration (SBA) disaster loans:** This program is designed to assist homeowners, renters, businesses, and not-for-profit organizations with low-interest loans that can be used for disaster-related expenses. The program will automatically be activated with a major declaration for Individual Assistance. Some disasters that do not meet the thresholds for a major disaster declaration might still meet the thresholds for a Small Business Administration declaration. The U.S. Small Business Administration can make federally subsidized loans to repair or replace homes, personal property or businesses that sustained damages not covered by insurance. The SBA can provide three types of disaster loans to qualified homeowners and businesses:
 - Home disaster loans to homeowners and renters to repair or replace disaster-related damages to home or personal property;
 - Business physical disaster loans to business owners to repair or replace disaster-damaged property, including inventory, and supplies; and
 - Economic injury disaster loans, which provide capital to small businesses and to small agricultural cooperatives to assist them through the disaster recovery period.

For many individuals the SBA disaster loan program is the primary form of disaster assistance.

- **Disaster unemployment assistance:** The program provides unemployment benefits and re-employment services to individuals who have become unemployed because of major disasters. Benefits begin with the date the individual was unemployed due to the disaster incident and can extend up to 26 weeks after the presidential declaration date. These benefits are made available to individuals not covered by other unemployment compensation programs, such as self-employed, farmers, migrant and seasonal workers, and those who have insufficient quarters to qualify for other unemployment compensation. All unemployed individuals must register with the State's employment services office before they can receive DUA benefits.
- **Legal services:** When the president declares a disaster, FEMA/EPR, through an agreement with the Young Lawyers Division of the American Bar Association, provides free legal assistance to disaster victims. Legal advice is limited to cases that will not produce a fee (i.e., these attorneys work without payment). Cases that may generate a

fee are turned over to the local lawyer referral service. The assistance that participating lawyers provide typically includes:

- Assistance with insurance claims (life, medical, property, etc.)
- Counseling on landlord/tenant problems
- Assisting in consumer protection matters, remedies, and procedures
- Replacement of wills and other important legal documents destroyed in a major disaster

Disaster legal services are provided to low-income individuals who, prior to or because of the disaster, are unable to secure legal services adequate to meet their needs as a consequence of a major disaster. Other legal services may be available based on the jurisdiction.

- **Special tax considerations:** Taxpayers who have sustained a casualty loss from a presidentially declared disaster may deduct that loss on the federal income tax return for the year in which the casualty actually occurred, or elect to deduct the loss on the tax return for the preceding tax year. In order to deduct a casualty loss, the amount of the loss must exceed 10 percent of the adjusted gross income for the tax year by at least \$100. If the loss was sustained from a federally declared disaster, the taxpayer may choose which of those two tax years provides the better tax advantage.

The Internal Revenue Service (IRS) can expedite refunds due to taxpayers in a federally declared disaster area. An expedited refund can be a relatively quick source of cash, does not need to be repaid, and does not need an Individual Assistance declaration. It is available to any taxpayer in a federally declared disaster area.

- **Crisis counseling:** The Crisis Counseling Assistance and Training Program (CCP), authorized by §416 of the Stafford Act, is designed to provide supplemental funding to states for short-term crisis counseling services to people affected in presidentially declared disasters. There are two separate portions of the CCP that can be funded: immediate services and regular services. A state may request either or both types of funding.

The **immediate services** program is intended to enable the State or local agency to respond to the immediate mental health needs with screening, diagnostic, and counseling techniques, as well as outreach services such as public information and community networking.

The **regular services** program is designed to provide up to nine months of crisis counseling, community outreach, and consultation and education services to people affected by a presidentially declared disaster. Funding for this program is separate from the immediate services grant.

To be eligible for crisis counseling services funded by this program, the person must be a resident of the designated area or must have been located in the area at the time the

disaster occurred. The person must also have a mental health condition that was caused by, or aggravated by, the disaster or its aftermath, or he or she must benefit from services provided by the program.

Public Assistance

The objective of the FEMA's Public Assistance (PA) grant program is to provide reimbursement assistance to State, tribal, local governments, and certain types of private non-profit organizations so that communities can quickly respond to, and recover from, major disasters or emergencies declared by the president.

Through the PA program, FEMA provides supplemental federal disaster grant assistance for debris removal, emergency protective measures, as well as the repair, replacement, or restoration of disaster damaged, publicly owned facilities and the facilities of certain private non-profit (PNP) organizations. The PA program also encourages protection of these damaged facilities from future events by providing assistance for hazard mitigation measures during the recovery process.

Certain PNP organizations may also receive assistance. Eligible PNPs include educational, utility, irrigation, emergency, medical, rehabilitation, temporary or permanent custodial care facilities (including those for the aged and disabled), and other PNP facilities that provide essential services of a governmental nature to the general public. PNPs that provide "critical services" (e.g., power; water—including water provided by an irrigation organization or facility; sewer; wastewater treatment; communications; and emergency medical care) may apply directly to FEMA/EPR for a disaster grant. All other PNPs must first apply to the SBA for a disaster loan. If the PNP is declined for a SBA loan or the loan does not cover all eligible damages, the applicant may re-apply for FEMA/EPR assistance.

As soon as practicable after the declaration, the Colorado Office of Emergency Management, assisted by FEMA, conducts the applicant briefings for State, local, and PNP officials to inform them of the assistance available and how to apply for it. A Request for Public Assistance must be filed with the State within 30 days after the area is designated eligible for assistance. Following the applicant's briefing, a kickoff meeting is conducted where damages will be discussed, needs assessed, and a plan of action put in place. A combined federal/tribal/State/local team proceeds with project formulation, which is the process of documenting the eligible facility, work, and cost for fixing the damages to every public or PNP facility identified by State or tribal/local representatives. The team prepares a project worksheet (PW) for each project. Projects fall into the following categories:

- Category A: Debris removal
- Category B: Emergency protective measures
- Category C: Road systems and bridges
- Category D: Water control facilities
- Category E: Public buildings and contents
- Category F: Public utilities
- Category G: Parks, recreational, and other

For insurable structures within special flood hazard areas (SFHA; primarily buildings), assistance from FEMA/EPR is reduced by the amount of insurance settlement that could have been obtained under a standard NFIP policy. For structures located outside of an SFHA, FEMA/EPR will reduce the amount of eligible assistance by any available insurance proceeds. FEMA/EPR reviews and approves the project worksheets and obligates the federal share of the costs (typically 75%) to the State. The State then disburses funds to applicants.

Projects falling below a certain threshold are considered “small,” With the threshold adjusted annually for inflation. For small projects, payment of the federal share of the estimate is made upon approval of the project and no further accounting to FEMA/EPR is required. For large projects, payment is made on the basis of actual costs determined after the project is completed; although, interim payments may be made as necessary. Once FEMA/EPR obligates funds to the State, further management of the assistance, including disbursement to sub-grantees, is the responsibility of the State. FEMA/EPR will continue to monitor the recovery progress to ensure the timely delivery of eligible assistance and compliance with the law and regulations.

Post-Disaster Hazard Mitigation Assistance

Hazard mitigation refers to sustained measures enacted to reduce or eliminate long-term risk to people and property from natural hazards and their effects. In the long term, mitigation measures reduce personal loss, save lives, and reduce the national response and recovery cost for disasters. Two sections of the Stafford Act (§404 and §406) can provide hazard mitigation funds when a federal disaster has been declared. In each case, the federal government can provide up to 75 percent of the cost, with some restrictions.

Through the Hazard Mitigation Grant Program (HMGP; authorized by §404 of the Act), communities can apply for mitigation funds through the State Office of Emergency Management. The State, as grantee, is responsible for notifying potential applicants of the availability of funding, defining a project selection process, ranking and prioritizing projects, and forwarding projects to FEMA for funding. The applicant, or sub-grantee, carries out approved projects. The State or local government must provide a 25 percent match, which can be fashioned from a combination of cash and in-kind sources. Federal funding from other sources cannot be used for the 25 percent, non-federal share with one exception. Funding provided to states under the Community Development Block Grant program from the Department of Housing and Urban Development can be used for the non-federal share. The Community Development Block Grant is managed through the Division of Local Government, Department of Local Affairs.

The amount of funding available for the HMGP under a disaster declaration is finite and is limited to 7.5 percent of FEMA/EPR’s estimated total disaster costs for all other categories of assistance (less administrative costs). Section 322 of the Disaster Mitigation Act of 2000 emphasizes the importance of planning in reducing disaster losses.

States are required to develop a State Mitigation Plan that provides a summary of their hazards, an assessment of the risks and vulnerabilities to those hazards, and a strategy for reducing

those impacts. These plans will be required as a condition of non-emergency assistance under the Stafford Act, and must be reviewed and updated every three years. Jurisdictions must also develop mitigation plans to be eligible for project grant funding under the HMGP. In addition, states may use a set-aside of up to five percent of the total HMGP funds available for mitigation measures at their discretion. To be eligible, a set-aside project must be identified in a state's hazard mitigation plan and fulfill the goal of the HMGP—that is, to reduce or prevent future damage to property or prevent loss of life or injury.

Eligible mitigation measures under the HMGP include acquisition or relocation of property located in high hazard areas; elevation of floodprone structures; seismic rehabilitation of existing structures; strengthening of existing structures against wildfire; dry floodproofing activities that bring a structure into compliance with minimum NFIP requirements and State or local code. Up to seven percent of the HMGP funds may be used to develop State and/or local mitigation plans.

All HMGP projects, including set-aside projects, must comply with the National Environmental Policy Act and all relevant executive orders. HMGP grants cannot be given for acquisition, elevation, or construction purposes if the site is located in a designated SFHA and the community is not participating in the NFIP.

FEMA/EPR's primary emphasis for HMGP funds, where appropriate, is the acquisition and demolition, relocation, and elevation or floodproofing of flood damaged or floodprone properties (non-structural measures).

- **Acquisition and demolition:** Under this approach, the community purchases the flood-damaged property and demolishes the structure. The property owner uses the proceeds of the sale to purchase replacement housing on the open market. The local government assumes title to the acquired property and maintains the land as open space in perpetuity.
- **Relocation:** In some cases, it may be viable to physically move a structure to a new location. Relocated structures must be placed on a site located outside of the 100-year floodplain, outside of any regulatory erosion zones, and in conformance with any other applicable State or local land-use regulations.
- **Elevation/floodproofing:** Depending upon the nature of the flood threat, elevating a structure or incorporating other floodproofing techniques to meet NFIP criteria may be the most practical approach to flood damage reduction. Floodproofing techniques may be applied to commercial properties only; residential structures must be elevated. Communities can apply for funding to provide grants to property owners to cover the increased construction costs incurred in elevating or floodproofing the structure.

Funding under §406 that is used for the repair or replacement of damaged public facilities or infrastructure may be used to upgrade the facilities to meet current codes and standards. It is possible for mitigation measures to be eligible for funding under both the HMGP and §406 programs; however, if the proposed measure is funded through §406, the project is not eligible for funds under the HMGP as well.

Q. If you have an approved pre-disaster mitigation plan, does your jurisdiction qualify for a higher reimbursement rate from the federal government post-disaster?

The PDM does not affect the public assistance reimbursement rate. The mitigation plan is an eligibility criteria for FEMA mitigation funds; no recovery funds are affected. The mitigation programs are a match of a minimum of 25 percent local. If the State has an approved "enhanced" mitigation plan, then the State might be eligible to receive the usual 15 percent in the post-disaster HMGP plus an additional 5 percent for having the enhanced plan. For the tornadoes of 2008, this would have translated from approximately \$180K to \$240K in HMGP.

Other Federal Program Assistance Available

FEMA Fire Management Assistance Grant (FMAG)

Fire Management Assistance is available to local, State, and tribal governments for the mitigation, management, and control of fires on publicly or privately owned forests or grasslands, which threaten such destruction as would constitute a major disaster. The Fire Management Assistance declaration process is initiated when the Colorado Division of Fire Prevention and Control submits a request for assistance to the FEMA regional director at the time a "threat of major disaster" exists. The entire process is accomplished on an expedited basis and a FEMA decision is rendered in a matter of hours. The grant program provides a 75 percent federal cost share and the jurisdiction having authority pays the remaining 25 percent for actual costs. Eligible firefighting costs may include expenses for field camps; equipment use, repair, and replacement; tools, materials and supplies; and mobilization and demobilization activities.

The State of Colorado also has the Emergency Fire Fund (EFF), which is a voluntary fund that communities can contribute to for financial assistance during wildfires. This fund is managed through the Colorado Division of Fire Prevention and Control.

Agricultural Emergency Disaster Designation and Declaration Process

Agriculture-related disasters are quite common. One-half-to-two-thirds of the counties in the United States have been designated as disaster areas in each of the past several years. Producers may apply for low-interest emergency (EM) loans in counties/tribes named as primary or contiguous under a disaster designation. Four types of disaster designations are possible:

1. Presidential major disaster declaration
2. USDA Secretarial disaster designation
3. Farm Service Agency (FSA) Administrator's Physical Loss Notification
4. Quarantine designation

The first three types of disaster declarations are authorized under 7 CFR 1945-A. The fourth is the result of a statutory requirement (Section 5201 of the Agricultural Assistance Act of 2003, P.L. 108-07), which authorizes emergency (EM) loans for losses resulting from quarantines

imposed by the Secretary under the Plant Protection Act or animal quarantine laws as defined in section 2509 of the Food, Agriculture, Conservation, and Trade Act of 1990.

Presidential major disaster declarations, which must be requested by a governor to the president, are administered through the FEMA. A presidential major disaster declaration can be made within days or hours of the initial request. FEMA immediately notifies FSA of the primary counties named in a presidential declaration.

USDA secretarial disaster designations must be requested of the Secretary of Agriculture by a governor or the governor's authorized representative, or by an Indian Tribal Council leader. The secretarial disaster designation is the most widely used, and its process is the most complicated of the four. It is described in further detail under "Secretarial Disaster Designation Process" Section below.

An FSA Administrator's Physical Loss Notification (APLN) is for physical losses only, such as a building destroyed by a tornado. Livestock-related losses are considered physical losses. An APLN is requested of FSA's Administrator by an FSA State Executive Director (SED).

A quarantine designation is requested of the FSA Deputy Administrator for Farm Programs by an FSA SED. A quarantine designation authorizes EM loans for production and physical losses resulting from a quarantine.

Secretarial Disaster Designation Process

Damages and losses prompting disaster designations must be due to a natural disaster, and a minimum 30-percent production loss of at least one crop in the county must have occurred.

- **Step 1:** The Governor or Indian Tribal Council leader makes a request in writing to the Secretary of Agriculture within three months of the ending date of the disaster.
- **Step 2:** FSA county offices assemble required agricultural loss information for the Loss Assessment Report (LAR).
- **Step 3:** FSA's national headquarters notifies the SED of the request. The SED instructs county offices named in the request to complete the LAR, conduct County Emergency Board (CEB) meetings, and approve or disapprove the LAR.
- **Step 4:** The LAR is submitted to the State Emergency Board (SEB) for review and processing.
- **Step 5:** The SED prepares comments and recommendations. The SEB reviews the LAR. Upon approval, the LAR is submitted to FSA's National Headquarters (NHQ) through the Systematic Tracking for Optimal Risk Management (STORM) tool. (STORM is a web-based application that allows the county office to enter the LAR in an automated environment.)
- **Step 6:** FSA's Disaster Assistance Branch, Emergencies Section (DAB/ES) reviews the loss information on the LAR, determines eligibility, and prepares a package including the letter of approval or disapproval to be signed by the Secretary.

The information required to process a secretarial disaster request includes:

- LAR signed by the CEB and SEB chairpersons

- CEB and SEB meeting minutes
- SED comments and recommendations

Eligible Natural Disasters under the Agriculture Declaration Process

Natural disaster conditions include a blizzard, cyclone, earthquake, hurricane, tornado, severe hail, excessive rain, heavy snow, ice and/or high wind, an electrical storm, several weather patterns sustained over a period of time, including low or high temperatures, and related pests, epidemics, or fires.

There are various circumstances affecting secretarial disaster designations, which offer flexibility. Example circumstances include:

- Continuing adverse weather: When a natural disaster continues beyond the date on which a secretarial determination is made, and continuing losses or damages are occurring, the incidence period and termination date may be extended up to 60 days.
- Insufficient data: When the data is determined insufficient to make a designation, the request remains active, but is deferred until sufficient information is received to make a determination.

FSA Programs Initiated by Designations and/or Declarations

All four types of designations (secretarial disaster designations, presidential disaster declarations, APLNs, and quarantine designations) immediately trigger the availability of low-interest FSA EM loans to eligible producers in all primary and contiguous counties. Other programs use secretarial designations as an eligibility requirement trigger. These programs include the Supplemental Revenue Assistance Payments (SURE) Program.

Disaster Debt Set-Aside Program. FSA borrowers located in designated disaster areas or contiguous counties who are unable to make their scheduled payments on any debt, may be authorized to have certain set asides. Under Section 331A of the Consolidated Farm and Rural Development Act, FSA is authorized to consider setting aside certain payments owed by FSA borrowers to allow the operation to continue.

Farm operators in the primary designated counties, and in the contiguous counties, can apply and may be approved for low-interest FSA EM loans, provided eligibility requirements are met. Eligible producers may borrow up to 100 percent of actual production or physical losses, not to exceed a total amount of \$500,000. EM loans are further limited to a maximum, cumulative principal of \$500,000 at any time.

Applicants must meet all standard loan eligibility requirements including:

- Have eight months from the date of the designation approval to apply for the loans to help cover their actual losses
- Must meet the agency definition of an established farmer, be citizens or permanent residents of the United States, and have suffered at least a 30-percent loss in crop production; and/or sustained a physical loss to livestock, livestock products, real estate, or chattel property

- Must have an acceptable credit history, yet be unable to receive credit from commercial sources
- Must have collateral to secure the loan and ability to repay the loan

The EM loan program is subject to an annual appropriation of discretionary funding.

For more information on these types of declarations, their declaration processes, and what is available, refer to www.fsa.usda.gov "USDA Farm Service Agency Emergency Disaster Designation and Declaration Process."

AFTER THE EMERGENCY

The final stage in the emergency management program cycle is recovery. Recovery begins with the response phase and extends well beyond the end of the immediate response. The goal of recovery is to return the community's systems and activities to an equal or better state than existed prior to the event. The recovery stage is a period that can last for months or even years after a disaster, depending on the size and impact of the emergency incident. It might be the clean up after a fire, or the clean up after major incident like the Joplin tornado. The recovery period is a window of opportunity for a community to determine values and sustainable goals and to implement hazard mitigation measures. Pre-disaster planning improves the speed and quality of post disaster decisions and processes. Recovery includes humanitarian care for survivors, rebuilding critical infrastructure, resuming government services, restoring community tax base, retaining businesses and employers, identifying opportunities for improved long-term resilience, and ensuring community-wide, collaborative participation in recovery policies and decisions. Recovery requires the support, involvement, and continued effort of stakeholders across the government, non-profit, and private sector. Successful recovery leverages those available local, State, tribal, and federal partnerships, programs, and assistance to support and achieve recovery goals.

Recovery Phases

Recovery spans a continuum that starts with activities to restore vital life-support systems to at least minimum operating standards and extends through the rebuilding and redevelopment process, which can take years. Longer-term activities focus on efforts to return communities to normal, or pre-disaster, conditions or to a new and improved condition that incorporates principles of hazard mitigation, energy efficiency, smart growth, or other design concepts adopted by affected communities to guide redevelopment. The National Disaster Recovery Framework (NDRF) identifies three phases of recovery: short-term, intermediate, and long-term. The timing and length of each phase will vary widely based on the type and severity of the incident; as such, the time periods listed below should be viewed as general guidelines only.

Short-Term Recovery (Days-to-Weeks Following Disaster Event)

Short-term recovery activities are initiated during the response phase as the major impacts of the event are managed and stabilized. This phase is characterized by more detailed assessments of incident consequences, formulation of recovery strategies, restoration of critical services and lifelines, and a gradual return to normal as services are restored and re-entry into impacted areas is allowed. Examples of short-term recovery activities include:

- Providing mass care including shelter, food, water, and other essential commodities for those displaced by the incident; helping citizens find interim housing
- Providing disability related assistance/functional needs support services
- Conducting damage assessment of homes, businesses, critical infrastructure, and essential services
- Clearance of debris from emergency transportation routes; debris removal and general clean up

- Repairing major transportation systems and restoring interrupted utilities, communication systems, and other essential services
- Dissemination of emergency instructions, incident and recovery information, and information regarding available resources to the public
- Provision of initial case management and behavioral health services to address individual needs of disaster survivors and responders
- Implementation of a process for coordinating spontaneous unaffiliated volunteers
- Implementation of a process for managing unsolicited and undesigned donations, possibly including collection and distribution facilities and a multi-agency warehouse
- Rescue, emergency care, and sheltering for pets and companion animals
- Staffing and management of Disaster Assistance Centers (DACs) to provide a one-stop information and assistance center for survivors
- Establishment of a Joint Field Office (JFO) in cooperation with FEMA during federally declared disasters
- Activation of Continuity of Operations / Continuity of Government plans

Intermediate Recovery (Weeks-to-Months Following a Disaster)

Intermediate recovery activities involve returning individuals and families, critical infrastructure, and essential government or commercial services back to a functional, if not pre-disaster state, including temporary actions that provide a bridge to permanent measures. Examples of intermediate recovery activities include:

- Establishing a post-disaster recovery prioritization and planning process, including formation of a long-term recovery and mitigation task force and preparation of a recovery strategy
- Continuing to provide case management and behavioral health services to survivors and responders
- Providing accessible interim housing and developing a long-term housing strategy
- Ensuring that critical infrastructure priorities are identified and incorporated into recovery planning
- Coordinating with local leadership and the private sector to support economic and community recovery
- Reconnecting displaced persons with essential health and social services
- Providing support to local long-term recovery groups, including assisting on the formation and implementation of case management and unmet needs committees
- Developing an initial hazard mitigation strategy responsive to needs created by the disaster; where necessary, assessing any secondary hazards created by or related to the disaster event (e.g., post-wildfire flooding)
- Completing assessments of natural and cultural resources and developing plans for long-term environmental and cultural resource recovery
- Identifying unmet needs

Long-Term Recovery (Months-to-Years Following a Disaster)

Long-term recovery may continue for months-to-years before redevelopment and revitalization of the damaged area is completed and the area is restored to the “new normal.” It is the process of rebuilding or relocating damaged or destroyed social, economic, natural, and built environments in a community to conditions set in a long-term recovery plan or strategy.

Examples of long-term recovery activities include:

- Developing and implementing disaster recovery processes with clear goals and strategies; reflecting recovery and mitigation measures in the community’s land use planning and management (e.g., comprehensive plans, master plans, and zoning regulations)
- Addressing recovery needs across all sectors of the economy and community
- Addressing individual and family recovery activities and unmet needs
- Rebuilding to appropriate resilience standards in recognition of hazards and threats
- Rebuilding educational, social, and other human services and facilities according to standards for accessible design
- Reestablishing medical, public health, behavioral health, and human services systems
- Identifying and implementing mitigation strategies, plans, and projects
- Maintaining consumer protection activities throughout the recovery process
- Implementing permanent housing strategies
- Implementing economic and business revitalization strategies

Role of the Emergency Manager and EOC in Recovery

The emergency manager provides local/tribal response assistance to the affected areas while also coordinating or supporting recovery activities. For most jurisdictions, these recovery activities begin at the EOC. From the time that response begins, the EOC should have personnel focusing on both short- and long-term recovery considerations. Once the response phase stabilizes, recovery functions transfer from the EOC to a multi-jurisdictional, multi-agency group, often led by community executive leadership, called a Recovery Task Force or Recovery Coordinating Group. Finally, recovery functions will move back to the local/tribal jurisdiction through regular departments and local/tribal organizations for long-term needs.

State Recovery Plan

The *Colorado Disaster Recovery Plan* is one part of the larger statewide emergency management program and establishes a coordinated process for supporting community recovery efforts. The plan defines State agency roles and responsibilities, provides guidelines for carrying out essential recovery functions, and outlines the process for delivering assistance from federal, nonprofit, and private sector partners. The plan respects the principles of local primacy and tribal sovereignty, recognizing that local and tribal governments have authority and primary responsibility for directing and managing all aspects of community recovery. This plan is a great tool for local and tribal governments to use in their recovery planning process.

Emergency Support Functions in Recovery

Recovery actions are generally initiated in the tribal/local EOC as **Emergency Support Functions (ESFs)** and are activated to support emergency response operations. The focal point for initial recovery activities includes documenting rapid damage assessment information, anticipating possible needs for local, State, and tribal resources, and convening the Recovery Task Force to provide updates and set protocols for Task Force communications.

Although most ESFs have a recovery element to their mission, some ESFs will stand down or dissolve at the time the EOC demobilizes or as soon as all tasks are accomplished. During interim and long-term recovery, many efforts initiated through the ESF organizational structure will be assumed by department heads or interagency working groups organized according to Recovery Support Functions.

Recovery Support Functions

At the State level, ESFs may transition to **Recovery Support Functions (RSFs)**, which have a longer duration than ESFs and are focused on more specialized tasks requiring technical expertise, such as economic redevelopment, environmental rehabilitation, and housing development. These functions often involve a wide range of stakeholders, agencies and departments, depending upon the tasks necessary for recovery. RSFs are outlined in detail in the *Colorado State Recovery Plan*.

The table on the top of the next page from the State Recovery Plan outlines the State's RSFs, the corresponding ESF, and the lead State agency for both the RSF and the ESF.

Community Recovery Checklist

The Community Recovery Checklist is an outline of some of the key items that the emergency manager will have to deal with during the recovery stage. These areas should be considered when developing a recovery plan, as well as any post-disaster mitigation plans. The Community Recovery Checklist can be found in Appendix D of this document.

Key Recovery Considerations

A few of the key considerations for emergency managers in recovery include:

1. Convening a Recovery Task Force or Coordination Group
2. Establishing and managing the Disaster Assistance Center
3. Managing and leveraging volunteers and donations
4. Conducting damage assessments
5. Behavioral health considerations
6. Debris management
7. Planning and considerations for re-entry
8. Housing (interim and long-term disaster housing)
9. Hazard mitigation
10. Documentation and finance
11. Planning for and executing long-term recovery activities (months-to-years)

12. Capturing lessons learned

ESF & RSF State Agency Roles

Recovery Support Function	Initiated through the ESF Process	Lead State Agency for the ESF Process	Initiated through the RSF Process	Lead State Agency for the RSF Process
Assistance Centers			X	CDOLA DLG
Behavioral Health	8-Health and Medical Services	CDPHE		CDPHE
Consumer Protection			X	CDORA
Damage Assessment			X	CDPS OEM
Debris Management	8-Health and Medical Services	CDPHE		CDPHE
Donations Management	6-Mass Care, Housing, and Human Services	CDHS		CDPS OEM
Economic and Community Recovery			X	CDOLA DLG
Environmental Rehabilitation/Restoration			X	CDNR
Hazard Mitigation			X	CDPS OEM
Historic and Cultural Resources			X	CDHE
Housing	6-Mass Care, Housing, and Human Services	CDHS		CDOLA DOH
Infrastructure Systems	1-Transportation 2-Communications 3-Public Works	Infrastructure Branch Chief		Infrastructure Branch Chief

	and Engineering 8-Health and Medical Services 12-Energy			
Public Health and Safety	8-Health and Medical Services	CDPHE		CDPHE
Volunteer Coordination	6-Mass Care, Housing, and Human Services	CDHS		CDPS OEM

Recovery Task Force / Recovery Coordination Group

A main requirement of the recovery stage in the emergency management program is obtaining good leaders—individuals who are well-qualified to handle the situations that may arise and have the authority to make critical decisions. Effective leaders can create a recovery phase that runs more successfully. Leaders should know what they need from the recovery phase and strive to achieve those goals. Communities must also rely on leaders who have the knowledge of the resources, finances, and supplies necessary for a recovery.

The formation of a Recovery Task Force or Recovery Coordination Group for the affected jurisdiction will ensure that subject-matter experts, community leaders, and key officials contribute to the development of a recovery strategy that meets current and future needs of the community. This task force will be in place long past the time when the responders go home and the EOC deactivates. Community leaders play an essential role by establishing the organization that will guide recovery efforts and by providing financial and other resources to support recovery goals.

The first step in the development of a Recovery Task Force is for the chief elected official to appoint a **local recovery manager**. This person typically works directly for the executive/administrative leadership of the jurisdiction affected by the disaster. The recovery manager serves as the chief liaison to impacted citizens; the chief coordinator between local agencies, non-profits, the private sector and others; and the primary liaison to State and federal officials involved in the recovery process. Likewise, the recovery manager coordinates the process of developing a comprehensive local recovery strategy. Recovery, especially with large events, is an expensive endeavor. As such, the recovery manager coordinates local efforts to identify funding sources from State, federal, and non-governmental agencies to support local recovery efforts. The important thing is that the recovery manager has a direct relationship with the affected jurisdiction to ensure the support that is needed for recovery activities and decisions. Once a recovery manager is chosen, the task force should be built upon community needs such as housing, debris, behavioral health, environment, and public health considerations.

State of Colorado Recovery and Mitigation Task Force

Upon declaration of a disaster by the Governor, the State Office of Emergency Management will convene a **State Long-Term Recovery and Mitigation Task Force** to guide and coordinate State-level recovery actions, including:

- Establishment of a communication process with recovery officials from affected jurisdictions to ensure task force members remain informed about community impacts and needs for State assistance
- Preparation of a state-level strategy for applying technical and financial assistance to support local/tribal recovery goals and priorities using a collaborative, consensus-based process
- Coordination with federal stakeholders; coordination of federal and other funding streams for recovery efforts; and facilitation of solutions to identified gaps and overlaps in assistance
- Establishment of State recovery goals, priorities, and milestones including relevant recovery progress measures, and a process for communicating needed adjustments and improvements to State leadership and stakeholders throughout the long-term recovery process.

Disaster Assistance Center (DAC)

When a disaster strikes a community, the people affected will have many questions and concerns that must be answered. Tribal/local jurisdictions will typically begin by setting up a call center for citizens to call to get answers to their questions. As recovery progresses, however, the questions will become more complex and will require subject-matter experts from a wide range of governmental and non-governmental entities.

The establishment of a Disaster Assistance Center involves setting up a fixed, one-stop location for community members to go to meet with agencies and organizations to obtain information and assistance related to insurance, housing, behavioral health, land rehabilitation, clean up, grants, loans, and other types of assistance. The State OEM regional field manager and the Division of Local Government field representative will assist in establishing the DAC and inviting key State agencies and non-governmental organizations to participate.

Common agencies / departments involved in a DAC may include:

- Colorado Department of Local Affairs
- Colorado Office of Emergency Management
- Local housing department or authority and the Colorado Division of Housing
- Local or regional Council of Governments (COG)
- Local and/or State mental health professionals
- Local and/or State human services
- Colorado Division of Insurance, Insurance carriers, and the Rocky Mountain Insurance Information Association
- Department of Agriculture
- County extension agent
- Local and/or State public health officials and community health centers

- Local building department
- Veteran Services
- Local Small Business Development Center
- American Red Cross, United Way, and other non-profit/non-governmental agencies
- Utilities agencies
- Family Resource Centers
- Colorado Department of Labor and Employment
- Federal partners such as FEMA, Small Business Administration, and USDA

Volunteer and Donations Management

Volunteer coordination involves a process for matching spontaneous, unaffiliated volunteers with identified needs through a registration process. Donations management involves a process for effectively matching unsolicited, undesignated in-kind donations with credible voluntary organizations. Inevitably, in any large-scale emergency or disaster, volunteers can come from all around the area to assist and unsolicited donations will begin to pour in. It is recommended that all tribal/local jurisdictions have a plan in place for the management of both donations and spontaneous volunteers.

The state Donations and Volunteer Coordination Team (DVCT) is tasked with coordinating and facilitating the effective management and allocation of unsolicited, undesignated in-kind donations offered from the general public and private sector in the response and recovery efforts following a disaster. The DVCT is also tasked with coordinating and facilitating a process for effectively matching spontaneous volunteers with identified needs and addresses issues related to liability and worker's compensation. The DVCT works closely together and utilizes the *Donations and Volunteer Management Guidelines* as a guide for effective execution and coordination of DVCT activities. The State, along with the DVCT, encourages individuals to contribute donations to a COVOAD member agency, or other credible organization. The State also encourages donations in the form of financial contributions whenever possible, but local/tribal jurisdictions should expect to receive both financial and unsolicited donations, and should therefore have a plan for acceptance of these items.

Tribal/local emergency managers may contact the State EOC to request assistance from the DVCT. Alternatively, emergency managers may choose to partner with local voluntary agencies to coordinate spontaneous volunteers and in-kind donations—an approach that may be more appropriate with smaller events. This can be done through pre-approved written memoranda of understanding or during the event by contacting the agency for assistance.

The State may choose to activate the Colorado Donations and Volunteer Management Network (CDVMN) to support donation and volunteer management efforts. CDVMN is comprised of potential donors (i.e., citizens, businesses, civic groups, etc.), credible relief groups/organizations, and government emergency management agencies. This would include the local volunteer center in the region, if there is one. The purpose of CDVMN is to effectively connect potential donors/volunteers with relief agencies through the CDVMN portal (a web-based tool, also known as Aidmatrix) so that response and recovery agencies are better able to

support communities following a disaster. The CDVMN portal is designed so that voluntary agencies needing volunteer assistance and/or in-kind donations can view/accept offers entered into the system and submit requests for assistance directly into the portal. The portal also allows the public to enter donations or volunteer offers into the system via the website (www.helpcoloradonow.org). If activated, the CDVMN will operate under the umbrella of the DVCT, who serves as the administrator of the CDVMN portal.

Many times the information is taken via phone call by utilizing the 2-1-1 information and referral system. The 2-1-1 collaborative supports the process by collecting information about potential volunteers and donors. It can also give out information about volunteer and in-kind donations needs.

Damage Assessments

There are several different types of assessments that occur after a disaster. These assessments are critical even if the disaster does not meet any State or federal thresholds for assistance, as they give the local/tribal jurisdiction valuable information about infrastructure and recovery actions. The most common assessments include the rapid needs assessment and the local, State, or joint Preliminary Damage Assessment (PDA).

Rapid Needs Assessment

The rapid needs assessment begins almost immediately after the event. This is often called the “Windshield Assessment,” as it involves first responders and key officials reporting in about what they observe as they move through the damaged areas. It is essentially a community-level sizeup that identifies immediate life-safety and response priorities as soon as possible, preferably within the first operational period.

Tips for conducting an effective rapid needs assessment include:

- Good preparation and training of local staff before an event can often make this process much more efficient.
- Immediately after an incident, begin keeping a record of all reports of damage and update them as more information comes in.
- Most damage assessment information will be obtained from other departments, including public works, police, fire, and other agencies that have information about costs/damages associated with any incident. All departments and agencies should keep good records and take pictures of damages, as appropriate.
- Develop a method for collecting and analyzing rapid needs assessment data.
- Monitoring social media and keeping in contact with the local dispatch center can help prioritize where to send rapid assessment teams.
- The window for pulling this information together after a disaster is usually only 24-72 hours. Making sure that all departments are aware before a disaster occurs that they will need to provide information will make the emergency manager’s job much easier.

Preliminary Damage Assessment

Local jurisdictions are encouraged to conduct damage assessments as soon as access into the disaster area is possible in order to better understand the disaster's impact on private property, infrastructure, and public assets, as well as to understand the disaster's overall impact on the community. Conducting a local damage assessment, whether through the rapid needs assessment process or separately, provides the local government with important information that will drive short-term recovery decisions (e.g., Do we need to identify housing resources? What infrastructure repairs do we need to prioritize? Will businesses be able to operate normally?). Additionally, detailed damage information helps State and federal officials determine whether a damage assessment is necessary for eligibility for federal assistance. The State OEM can provide support during the local process as requested by the local emergency manager or other officials.

If a disaster is large enough, federal financial assistance may be available through a federal disaster declaration. When disaster-related impacts approach established federal disaster thresholds, the emergency manager may request a FEMA Preliminary Damage Assessment (PDA) through the State. If the event does not meet FEMA disaster program indicators, but could possibly meet SBA indicators, the jurisdiction can request an independent SBA PDA.

The emergency manager (or designee) would escort federal and State teams to assist in verification of the damages. If impacts meet the thresholds, a federal declaration may be obtained for FEMA Public Assistance, FEMA Individual Assistance (or both) or possibly for a declaration for disaster loan assistance from the SBA or the United States Department of Agriculture (USDA).

Local coordination includes, but is not limited to, activities involving contacting partners, setting up teams, determining and assigning supporting activities, deploying teams, collecting and assimilating the information, and demobilizing teams. Local participation includes performing as an active member on the team and forwarding a request through the Colorado Office of Emergency Management for federal assistance when impacts are beyond the capabilities of State, tribal, and local governments to manage.

Tips for conducting an effective preliminary damage assessment include:

- Develop a method for collecting and analyzing PDA information
- Utilizing mapping resources during this process is extremely valuable to the jurisdiction, the affected citizens, and the State and federal teams; having detailed mapping available to Damage Assessment Teams will increase the speed and accuracy of the assessment process
- Close coordination with Colorado Volunteer Organizations Active in Disasters and/or non-profit agencies, such as Red Cross and Salvation Army, is the best means for obtaining information about impacts to people.
- Creating a multi-jurisdictional team will save resources and provide for the most efficient use of time. The team should consist of local, State, and federal partners, as

well as key damage assessment personnel from non-governmental and private sector agencies.

Other Assessments

Safety Assessments

Safety assessments should begin during the response phase but will continue during the recovery phase. Damage to utilities should be noted, and the utility company should be notified as quickly as possible. Electrical, phone, and cable services are critical to safety and communications; while gas, water, propane, and oil are critical to the return to normal life allowing for heat, cooking, and transportation. Information on the condition of infrastructure will come from a variety of sources including all emergency responders. New damage may be discovered, and changing safety concerns will dictate what areas must be evacuated. During recovery, these assessments will be a factor in determining when it is safe for residents and workers to return to an impacted area. Safety hazards can be classified in one or more of the following categories:

- **Environmental conditions:** Water quality, air quality, and other environmental conditions will dictate whether residents can return to an affected area or if protective gear is required. Dangerous conditions can result from heavy smoke, hazardous material release, contamination of drinking water, etc.
- **Roads and bridges:** What roads and bridges are passable, damaged but passable, and closed? Are dams, levies, and retaining walls safe or in danger of collapse? These and other factors will support decisions about what areas must be evacuated, and when an evacuated area is safe for return of residents.
- **Public buildings:** Decisions about the safety of public buildings will dictate whether the building can be safely entered and, if not, whether to initiate Continuity of Operations or Continuity of Government plans.
- **Private homes and places of business:** Inspections by local building officials will determine whether or not citizens can be allowed to go home, which in turn will also affect whether or not shelters are still required. Depending on local codes, public health or environmental inspectors may also be needed or advisable.

Security Needs Assessments

At times during emergencies, certain areas must be restricted from public access either to prevent injury or to stop looting or other illegal activity. It is important to conduct a security needs assessment and arrange for sufficient personnel to keep both citizens and property safe.

Establishing Priority Areas

Once damage assessments are completed it will be necessary to determine the order in which clean up or repair is done, on at least an emergency basis. Many factors will have to be taken into account, but it is important to place businesses that supply critical items like food, fuel, hardware, and paper products (like toilet paper) high on the list of priorities. Businesses that have the capability of refrigerated storage may also be a high priority.

Behavioral Health Considerations

Behavioral health disaster response is defined as all psychosocial activities that serve to support the individual, group, and/or community in dealing with the cognitive and emotional impacts of a disaster including emergency responders, EOC personnel, and emergency support staff. This includes mental health, substance abuse assessment/referral, victim assistance, and spiritual or pastoral care interventions.

Tribal and local jurisdictions typically have a behavioral health agency that either works directly for the jurisdiction or acts as a partner to the community. For example, many sheriff's offices have a Victim Services Department that works with people affected by emergencies or disasters in the immediate aftermath of the event. These groups have contacts to other agencies around the area and to State-supported behavioral health organizations. Most communities are served by a local mental health center.

The Colorado Crisis Education and Response Network (CoCERN) is a statewide asset based in community partnerships formed to deliver effective, efficient, and professional disaster behavioral health services. CoCERN is a coordinated response network of trained resources whose mission is to address the immediate behavioral health needs of communities affected by an incident. These services incorporate a variety of resources within the human service field including mental health services, victim assistance, substance abuse treatment services, pastoral care, school-based crisis services, and debriefings. CoCERN is an inclusive, organized, collaborative, and cooperative network for disaster behavioral health response. The network will be activated if the local disaster behavioral health response resources are depleted or overwhelmed. When requested, the member organizations will provide support and services to the lead local responding behavioral health agency, survivors, responders, responder families, and the public following any large-scale event.

CoCERN is primarily responsible for the notification and coordination of its member agencies, organization, and groups. It then becomes the responsibility of those entities to activate their individual resources. An administrator for CoCERN will have access to the Colorado Volunteer Mobilizer (CVM) to activate individual assets. CoCERN partners may be requested or invited to provide disaster behavioral health services to victims, survivors, and/or responders in affected communities following a traumatic event or disaster. Response notification channels include emergency dispatch, local or State emergency management, schools (primary, secondary, and college/university), sheriff/police departments, district attorney's office, a private business entity, local or State departments of public health, or other response agencies. When an event strikes the community that overwhelms initial behavioral health response resources, CoCERN will be invited to provide response support.

During State-declared disasters, the Colorado Office of Emergency Management will activate the State EOC and run a Unified Coordination Center (UCC). While several partner agencies are invited to the UCC during a disaster response, the CDPHE Office of Emergency Preparedness and Response (OEPR) has the responsibility of coordinating the behavioral health aspect of any response including workers under ESF #8. Therefore, the CDPHE Disaster Behavioral Health

Services Manager (or designee) will be the liaison between CoCERN and the UCC and will coordinate CoCERN activities between the CoCERN coordinator and the UCC.

Debris Management

Preparation of a debris management plan that addresses debris removal, recycling, reduction, contracting, and public messaging is advised. Debris management is an important part of recovery and might require anything from a shovel to cranes and excavators. The management part will deal with what is needed to pick it up, where it can be placed, and how to get it there. As part of debris management, suitable locations for both temporary and permanent storage and disposal sites may need to be identified for all types of debris. Temporary storage is often required when permanent locations are not accessible or take too much time to reach during or immediately after an emergency. Timely information to the public regarding sorting household debris and the dates that different types of debris will be picked up can facilitate debris removal efforts.

- **Natural debris:** This might refer to dirt, rocks, trees, limbs/branches, and other natural substances that have moved and are blocking roads or creating other hazards. It may also refer to snow which in many circumstances must be removed from an area.
- **Building demolition debris:** This might be the remains of buildings that have either burned, fallen, been inundated by water, rendered structurally unsound from a tornado, or have been demolished for any other reason. This type of debris may contain hazardous material such as asbestos, white goods (such as refrigerators), and other household hazardous waste products. CDPHE has developed guidelines for disposing of debris containing hazardous waste types listed above.
- **Hazardous materials:** In some cases, known large amounts of toxic or hazardous materials will be present during debris removal. In this case, it is critical that trained hazardous materials teams remain on scene during this part of the project. The presence of contaminated or hazardous debris can greatly complicate disposal.

Re-Entry Considerations

In some instances, re-entry into the emergency or disaster area will involve nothing more than opening the roads to let people back in. But in most cases, a re-entry plan is needed to ensure the safety and security of the public. Re-entry planning involves the quick evaluation and assessment of the immediate human needs (food, water, health/medical, and housing) and the operational status of vital community infrastructure (transportation, communications, and utility systems).

Each jurisdiction is responsible for conducting its own immediate needs assessment to determine re-entry restrictions. This assessment will determine if the locality is safe to permit re-entry of property owners. However, State and federal assistance may also be available to assist or to conduct such an assessment. State participation will be coordinated by State OEM.

Following large-scale events, decisions about when to permit residents to return to the affected area will be made cooperatively between the State EOC and all jurisdictions in the impacted

areas. The decision to allow re-entry will be based on an overall evaluation of the situation including the following major factors:

- **Access:** An aerial survey of the impacted areas should be conducted as soon as practical following a major event to identify and prioritize the most seriously damaged areas of the locality. This can determine the level of damage to major routes into the area and help to determine the time needed for debris clearance from those routes.
- **Essential Emergency Services:** Emergency services agencies that have been moved to a safe haven shelter prior to an evacuation need to return back to their service areas.
- **Communications:** Systems need to be in place in the affected areas to ensure emergency services agencies can reach citizens in distress (9-1-1 communications is working).
- **Public Health:** Water and sewer services, in most cases, will need to be operational.
- **Subsistence - Food** should be available or made available in the impacted area.
- **Utilities:** Electricity, potable water, sewer services, telephone, and natural gas services will need to be restored before re-entry.
- Existing services must be able to support the people already in the impacted area as well as an additional influx of people.

Once the decision to permit re-entry has been made, law enforcement personnel should set up checkpoints and roadblocks, as needed, based upon the level of damage that has occurred. Re-entry can proceed as recommended based upon a phased re-entry. This can limit primary access to essential personnel and help to manage the number of people entering the disaster area. An example of a phased approach in a re-entry plan includes:

- **Phase A:** Allows the re-entry of agencies and groups that play key roles in restoring normal operations in the impacted area following a disaster. Law enforcement personnel should restrict access during this phase to provide for area safety and security, and teams should have escorts and personal protective gear as appropriate to maintain personal safety. Phase A agencies and groups may include, but are not limited to, the following: 1) law enforcement and security agencies (including private security for facilities and residential communities); 2) search and rescue responders; 3) facility/industry emergency response teams; 4) debris clearing and removal crews; 5) infrastructure and utilities repair personnel; 6) official damage assessment teams; 7) insurance adjusters; and 8) other personnel at the direction of the EOC.
- **Phase B:** Allows for the limited re-entry of other critical groups as well as residents and business owners. The EOC in coordination with public safety personnel should determine when it is safe to begin Phase B entry. These groups may include, but are not limited to, the following: 1) relief workers; 2) points of distribution (POD) teams; 3) health agencies; 4) large box store management and staff (e.g., Lowes, Home Depot, and etc.); and 5) hotel/motel staff (to prepare for receiving of State and federal relief agencies).
- **Phase C:** Allows for the limited re-entry of only those residents who can prove they live, own, rent, lease, or otherwise have a need to be allowed into the restricted areas. This will lead to the re-opening of the entire area to the general public.

Security is a primary concern in re-entry and should be addressed in all re-entry planning documents. Tribal or local law enforcement officers should be primarily responsible for establishing and staffing checkpoints for re-entry into their locality. Local check points may be supplemented by mutual aid assistance. Secondary checkpoints may be established by jurisdictions, where required.

Housing (Interim and Long-Term Housing)

The affected jurisdiction will often need to develop a plan to assist in restoration of destroyed and damaged housing and development or identification of other accessible, permanent housing options. Most importantly, it must have a plan to provide shelter to its citizens immediately following evacuation from a disaster site, or after the disaster has passed and homes have been damaged and destroyed.

The American Red Cross is a lead supporting agency in providing short-term shelter to people affected by an emergency or disaster. It can also identify opportunities for people to obtain short-term housing solutions. There may also be other local agencies and organizations that will assist with housing after disasters. The emergency manager should investigate local programs to fully utilize those services.

The State Disaster Housing Task Force is also available to provide a central forum for comprehensive assessment of transitional and long-term housing recovery needs across all socioeconomic groups in the affected communities; to develop coordinated strategies to bridge the gap between short-term emergency shelter and permanent housing needs for individuals and families displaced by disaster; to provide responsive policy, advocacy, and administrative support for financing and implementation of the disaster housing recovery strategy; and to provide ongoing support to local non-profit led Long-Term Recovery Groups throughout the long-term recovery process. The Department of Local Affairs, Division of Housing is the lead agency for this effort.

Hazard Mitigation

One of the goals of an effective recovery should include fully integrating long-term mitigation measures that reduce risk to people, property, and infrastructure into post-disaster recovery plans and initiatives. The State can support tribal/local efforts to identify a comprehensive range of measures that could be funded and implemented when funds become available from private and non-profit, local, tribal, State, or federal resources.

When requested by a tribal/local government, the COEM Mitigation and Recovery Team (along with partners from other State agencies) can provide technical assistance and when feasible, financial assistance to communities. Assistance could be related to local hazard mitigation and recovery planning, hazard identification and risk assessment, and the identification and implementation of viable mitigation and recovery measures. Mitigation measures should address the current disaster. Likewise, current disasters often raise awareness of other risks and catalyze action to prevent future events. As such, communities are encouraged to take advantage of the window of opportunity presented by increased awareness and address ways to reduce risk to all potential hazards. Potential mitigation measures could include planning,

zoning, and building code assessment and enforcement; critical infrastructure identification, assessment, and protection; property protection and/or acquisition and demolition; environmental restoration and protection; public education; and the implementation of other preparedness and early warning actions.

Documentation and Finance

A main concern of any recovery effort is financing. After a disaster, a community's financial resources can be severely limited. Financial impacts may include loss of tax base, particularly in the terms of property taxes, or loss of sales tax as businesses remain closed (meaning residents in many cases have lost their primary source of income). This loss, in turn, affects how much money can be put back into the community's economy. The federal government may provide assistance in some cases, but federal aid is only available if the area has been designated as a disaster area, and even then, it only covers 75 percent of the eligible costs to repair and replace infrastructure. While all disasters seem devastating in one way or another, only a very few result in major disaster declarations. Most relief to individuals and families is provided by community-based and non-profit organizations. Tribal and local governments need to understand the importance of financing alternatives.

TABOR Reserves

In 1992, Colorado voters approved the Taxpayer's Bill of Rights, a constitutional amendment designed to restrain growth in government. In the TABOR amendment, local governments are allowed to use TABOR funds during a local emergency declaration. It is important to note, however, that all funds used must be paid back into the fund within one year.

The recovery phase is another time when close relationships with other governments and agencies are beneficial. For county governments, a close relationship with the State may open the door to financial aid opportunities. It takes money to recover, so officials need to be aware of programs available to them in order to provide the best recovery to the community. Disasters can destroy an area, but with an influx of finances, that area can come back to life.

Documentation is another critical task during every aspect of response and recovery. There are many forms available that cover everything from preliminary damage assessments through costs incurred during cleanup and restoration. Documentation, both in writing and photographically, will be used to determine which costs will be reimbursed from State and federal sources. It will also provide a record of what has been done and in what order; this record is especially critical if the incident results in lawsuits being filed against the jurisdiction. In some cases, especially large-scale events alter the local budgeting process; creating separate accounts and budget line items can help to more closely monitor recovery costs for an extended period of time.

Capturing Lessons Learned

When disaster strikes problems will occur, and plans and strategies for recovery must be continually revisited and updated. To maintain a well-organized and capable emergency management program, its participants must learn from the mistakes and problems that arise during every emergency event. Disasters show communities where they are lacking, which

areas need improvement, and what situations need further planning. If communities continue to use the same problematic plans or make the same mistakes discovered in the recovery phase of the program, future disasters could produce the same easily preventable problems. Plans constantly evolve, utilizing new information and abilities to provide better protection of people and property. During the recovery phase, the program can utilize mitigation strategies and vulnerability assessments. During the rebuilding of a community, protection can be augmented, buildings strengthened, and improvements made. The recovery phase may be the best time to enact measures and complete projects that make the community more disaster-resilient.

Recovery from disaster is unique to each community depending on the amount and kind of damage caused by the disaster and the existing organizations (public, private, and non-profit), government structures, and resources that the community already has or can obtain. In the short term, recovery is an extension of the response phase in which basic services and functions are restored. In the long term, recovery is a restoration of both the personal lives of citizens and the livelihood of the community.

KEY STATE AND FEDERAL LAWS AND REQUIREMENTS INVOLVING EMERGENCY MANAGEMENT

Below is a detailed review of State and federal rules and legislation regarding emergency management activities. The Colorado Disaster Emergency Act of 1992 was recently revised through legislation on July 1, 2012. Links are provided for reference, where available.

Colorado Disaster Emergency Act

House Bill 1283, transferring responsibilities from the Division of Emergency Management and Colorado State Forest Service wildfire functions to the Department of Public Safety, was passed into law on June 4, 2012, upon signature by the Governor. This change changed the Colorado Disaster Emergency Act of 1992, which has historically been C.R.S. 24-32-2101 – 2116, to just the Colorado Disaster Emergency Act, C.R.S. 24-33.5-700 series.

The purposes of the Act include:

- Outlining the duties and responsibilities of the Office of Emergency Management within the Division of Homeland Security and Emergency Management
- Reducing vulnerability to damage, injury, and loss of life and property resulting from natural catastrophes or catastrophes of human origin, civil disturbance, or hostile military or paramilitary action for people and communities of this state
- Preparing for prompt and efficient search, rescue, recovery, care, and treatment of persons lost, entrapped, victimized, or threatened by disasters or emergencies
- Providing a setting conducive to the rapid and orderly start of restoration and rehabilitation of persons and property affected by disasters
- Clarifying and strengthening the roles of the Governor, State agencies, and local governments in prevention of, protection and mitigation against, response to, and recovery from disasters
- Authorizing and providing for cooperation in disaster prevention, protection, mitigation, response, and recovery
- Authorizing and providing for coordination of activities relating to disaster prevention, protection, mitigation, response, and recovery by agencies and officers of this state and similar state-local, interstate, federal-state, and foreign activities in which the state and its political subdivisions may participate
- Providing a disaster and emergency management system embodying all aspects of pre-disaster and pre-emergency preparedness and post-disaster and post-emergency response
- Assisting in prevention of disasters caused or aggravated by inadequate planning for regulation of public and private facilities and land use

The Disaster Act also outlines the roles and responsibilities of local governments to include the following:

- Each political subdivision shall be within the jurisdiction of and served by the division and by a local or interjurisdictional agency responsible for disaster preparedness and coordination of response.
- Each county shall maintain a disaster agency or participate in a local or interjurisdictional disaster agency that, except as otherwise provided under this statute, has jurisdiction over and serves the entire county.
- The Governor shall determine which municipal corporations need disaster agencies of their own and require that they be established and maintained. The Governor shall make such determination on the basis of the municipality's disaster vulnerability and capability of response related to population size and concentration. The disaster agency of a county shall cooperate with the disaster agencies of municipalities situated within its borders but shall not have jurisdiction within a municipality having its own disaster agency.
- The minimum composition of a disaster agency shall be a director or coordinator appointed and governed by the chief executive officer or governing body of the appointing jurisdiction. The director or coordinator shall be responsible for the planning and coordination of the local disaster services.
- The Governor may require a political subdivision to establish and maintain a disaster agency jointly with one or more contiguous political subdivisions if the Governor finds that the establishment and maintenance of an agency or participation therein is made necessary by circumstances or conditions that make it unusually difficult to provide disaster prevention, protection, mitigation, response, or recovery services.
- Each political subdivision that does not have a disaster agency and has not made arrangements to secure or participate in the services of an agency shall have an elected official designated as liaison officer to facilitate the cooperation and protection of that subdivision in the work of disaster prevention, protection, mitigation, response, and recovery.
- The mayor, chairman of the board of county commissioners, or other principal executive officer of each political subdivision in the state shall notify the office of the manner in which the political subdivision is providing or securing disaster planning and emergency services, identify the person who heads the agency from which the services are obtained, and furnish additional information relating thereto as the division requires.
- Each local and interjurisdictional disaster agency shall prepare and keep current a local or interjurisdictional disaster emergency plan for its area.
- The local or interjurisdictional disaster agency, as the case may be, shall prepare and distribute to all appropriate officials in written form a clear and complete statement of the emergency responsibilities of all local agencies and officials and of the disaster chain of command.

The Disaster Act also outlines duties and responsibilities of the sheriff with regard to emergencies or disasters.

- The sheriff of each county shall be the official responsible for coordination of all search and rescue operations within the sheriff's jurisdiction.
- The sheriff shall make use of the search and rescue capability and resources available within the county and request assistance from the office only when and if, the sheriff determines such additional assistance is required.
- When authorized by the Governor and executive director and approved by the director, expenses incurred in meeting contingencies and emergencies arising from search and rescue operations may be reimbursed from the disaster emergency fund.
- Any person providing information to a local or interjurisdictional disaster agency may request, in writing, that such information be disseminated only to persons connected with or involved in the preparation, update, or implementation of any disaster emergency plan; said information shall thereafter not be released to any person without the expressed written consent of the person providing the information.

Local Disaster Declaration information provided in the Disaster Act:

- A local disaster may be declared only by the principal executive officer of a political subdivision. It shall not be continued or renewed for a period in excess of seven days except by or with the consent of the governing board of the political subdivision. Any order or proclamation declaring, continuing, or terminating a local disaster emergency shall be given prompt and general publicity and shall be filed promptly with the county clerk and recorder, city clerk, or other authorized record-keeping agency and with the division.
- The effect of a declaration of a local disaster emergency is to activate the response and recovery aspects of any and all applicable local and interjurisdictional disaster emergency plans and to authorize the furnishing of aid and assistance under such plans.
- No interjurisdictional disaster agency or official thereof may declare a local disaster emergency unless expressly authorized by the agreement pursuant to which the agency functions. An interjurisdictional disaster agency shall provide aid and services in accordance with the agreement pursuant to which it functions.

Other Emergency Management Statutes

The following provides information of Colorado Revised Statutes regarding general emergency management topics.

2-3-1501. Legislative declaration: This statute states that in the event of an emergency epidemic or disaster in the state, the general assembly must be prepared to respond to the emergency epidemic or disaster and have a plan for ensuring the continuation of its operations in order to assist in the protection of the health, safety, and welfare of the public.

2-3-1503. Legislative emergency preparedness, response, and recovery committee - creation - membership - duties: This statute created a legislative emergency preparedness, response, and recovery committee. The legislative committee was tasked with developing a plan for the

response by, and continuation of operations of, the general assembly and the legislative service agencies in the event of an emergency epidemic or disaster. The legislative committee may recommend legislation pertaining to the preparedness, response, and recovery by, and continuation of operations of, the general assembly and the legislative service agencies in the event of an emergency epidemic or disaster. In the event of an emergency epidemic or disaster that the Governor declares to be a disaster emergency, the legislative committee shall convene as rapidly and as often as necessary to advise the speaker of the house of representatives, the president of the senate, and the legislative service agencies regarding reasonable and appropriate measures to be taken by the general assembly and the legislative service agencies to respond to the emergency epidemic or disaster and protect the public health, safety, and welfare. The legislative committee shall communicate, cooperate, and seek advice and assistance from the council, the division, the department, and the GEEERC in responding to the emergency epidemic or disaster.

8-40-202. Employee: This statute defines an employee in the context of an emergency or disaster and outlines the liability and worker's compensation requirements. This includes the definition of a volunteer acting in the service of an emergency services agency, including special districts and Civil Air Patrol volunteers.

13-21-108.3. Architects, building code officials, professional engineers, and professional land surveyors rendering assistance during emergency or disaster - qualified immunity from civil liability: This statute describes that a licensed architect, a building code official, a professional licensed engineer, or a professional licensed land surveyor who voluntarily and without compensation provides architectural, damage assessment, engineering, or surveying services, respectively, at the scene of an emergency shall not be liable for any personal injury, wrongful death, property damage, or other loss caused by an act or omission of the architect, building code official, engineer, or surveyor in performing such services.

15-10-106.5. Petition to determine cause and date of death resulting from disaster - body unidentifiable or missing: This statute states that if the occurrence of a disaster has been declared by proclamation of the Governor, and it appears that a person has died as a direct result, but the remains have not been located or are unidentifiable, the coroner, sheriff, or district attorney for the county in which any part of such disaster occurred, the spouse, next of kin, or public administrator for such county, or, 30 days after the disaster was declared, any other person, may apply to the coroner of such county asking that the coroner determine the cause, manner, and date of death of the alleged decedent. The statute further outlines the details of such application and the information needed in an affidavit that is attached to the application.

17-24-124. Inmate disaster relief program - legislative declaration: This statute outlines the establishment of the inmate disaster relief program. The program created inmate disaster relief crews composed of inmates from minimum restrictive or minimum security facilities, who can be utilized during disasters and emergencies, including fighting forest fires, helping with flood relief, and assisting in the prevention of or clean up after other natural or human-caused

disasters. An inmate disaster relief crew may be utilized by the State, local, or federal governmental agencies that apply to the division for assistance.

24-32-2303. State Liability: This statute outlines the legal liabilities for the State of Colorado. All legal liabilities for damages, not only to property under the provisions of the constitution of the State of Colorado but also for death or injury to any person, except a civil defense worker regularly enrolled and acting as such, caused by acts done or attempted under the color of the "Colorado Disaster Emergency Act," in a bona fide attempt to comply therewith, shall be the obligation of the State of Colorado. Permission is given for suits against the State for recovery of compensation in that behalf, and for the indemnification of any person appointed and regularly enrolled as a civilian defense worker while actually engaged in civil defense duties or as a member of any agency of the State or political subdivision thereof engaged in civilian defense activity, or such person's dependents, as an aspect of damage done to such person's private property, or judgment against such person for acts done in good faith attempts. The foregoing shall not be construed to result in indemnification in any case of willful misconduct, gross negligence, or bad faith on the part of any agent of civilian defense. Should the United States government or any agency thereof, in accordance with any federal statute, rule, or regulation, provide for the payment of damages to property or for death or injury as provided for in this section, then and in that event, there shall be no liability or obligation whatsoever upon the part of the State of Colorado for any such damage, death, or injury for which the United States government assumes liability.

24-32-2304. Recovery for personal injury: This statute states that the recovery for the injury or death of persons appointed and regularly enrolled in a civil defense organization as contemplated by the "Colorado Disaster Emergency Act," while actually engaged in civil defense duties shall be limited to the provisions of the "Workers' Compensation Act of Colorado," articles 40 to 47 of title 8, C.R.S. If such persons are regularly employed by the State of Colorado or its political subdivisions, and, if such persons are volunteer civil defense workers, shall be limited as otherwise provided by statute. The provisions in this statute shall not affect the right of any person to receive benefits or compensation to which such person might be entitled under any workers' compensation or pension law or any act of congress

24-32-2605. Immunity: This statute explains that no State commission or agency or county or municipal agency, including local emergency planning committees, citizen corps councils, fire protection districts, and volunteer fire, ambulance, or emergency service and rescue groups, nor their officers, officials, directors, employees, or volunteers, when engaged in emergency planning, service, or response activities regarding a hazardous material release, threat of release, or act of terrorism, shall be liable for the death of or injury to any person or for the loss of or damage to property or the environment resulting from the hazardous material release, threat of release, or act of terrorism, except for willful and wanton acts or omissions. The statute outlines specifics for this immunity.

24.33.5-1102 Emergency Relief: This statute states that in the event of an emergency, the Governor may provide assistance to save lives and to protect property and public health and

safety. He/she may direct State agencies to provide technical assistance and advisory personnel to the affected State and local governments in giving:

- Aid in the performance of essential community services
- Warning of further risks and hazards
- Public information and assistance in health and safety measures
- Technical advice on management and control, and reduction of immediate threats to public health and safety
- Assistance in the distribution of medicine, food, and other consumable supplies or emergency assistance.

24-32-2504. Temporary housing for disaster victims: This statute states that whenever the Governor has proclaimed a disaster emergency under the laws of this state or the president of the United States has declared an emergency or a major disaster to exist in this state, the Governor is authorized:

- a) To enter into purchase, lease, or other arrangements with any agency of the United States for temporary housing units to be occupied by disaster victims and to make such units available to any political subdivision of the state;
- b) To assist any political subdivision of the state, which is the locus of temporary housing for disaster victims to acquire sites necessary for such temporary housing and to do all things required to prepare such sites to receive and utilize temporary housing units.

24-33.5-1105. Debris removal: This statute outlines the provisions for debris removal after a disaster and what the Governor's office and State government is allowed to do for the disaster area.

24-33.5-1106. Grants to individuals: This statute states that whenever the president of the United States, at the request of the Governor, has declared a major disaster to exist in this state, the Governor is authorized to accept a grant from the federal government to fund such financial assistance, subject to such terms and conditions as may be imposed upon the grant. The Governor is also authorized to make financial grants to meet disaster-related necessary expenses or serious needs of individuals or families adversely affected by a major disaster, which cannot otherwise adequately be met from other means of assistance, which grants shall not exceed \$5,000 in the aggregate to an individual or family in any single major disaster declared by the president.

24-33.5-1107. Community Loans: This statute is similar to the one above, but it gives provisions for federal loans for disasters instead of grants.

24-77-104. State Emergency Reserve – Creation – Declaration of Emergency: This statute requires the State to establish a State emergency reserve for declared emergencies. The State emergency reserve shall be no less than three percent of State fiscal year spending minus annual bonded debt service. The State emergency reserve shall consist of such monies as are annually designated by the general assembly in the general appropriation bill or by separate bill

to constitute said emergency reserve. Provisions for the expenditure of the monies in this fund are outlined in this statute.

28-3-104. Commander in Chief – Staff: This statute outlines that the Governor shall be the commander in chief of the military forces except so much thereof as may be in the actual service of the United States and may employ the same for the defense or relief of the state, the enforcement of its laws, the protection of life and property therein, and the implementation of the Emergency Management Assistance Compact; for service in a national special security event or in situations involving imminent danger of emergency or disaster; and for the training of the military forces for all appropriate state missions.

Wildfire Statutes

13-21-105. Damages from fire set in woods or prairie - treble damages during drought conditions: This statute outlines that if any person sets fire to any woods or prairie so as to damage any other person, such person shall make satisfaction for the damage to the party injured, to be recovered in an action before any court of competent jurisdiction. If a state of emergency or disaster due to drought has been declared by the Governor at the time a person knowingly sets fire to any woods or prairie such person may be held liable for damages to any injured party. This statute does not apply to any open burning conducted in the course of agricultural operations or to any State, municipal, or county fire management operations. Additionally, this does not apply to any other person seeking to conduct other prescribed or controlled fires such as grassland, forest, or habitat management activities, if such person has first obtained written authority from the State forester.

24-33.5-1220. Emergency Fire Fund: This statute outlines the creation and management of the Emergency Fire Fund (EFF), which can be used for the purpose of preventing and suppressing forest and wildland fires. The fund is administered by the Division of Fire Prevention and Control.

24-33.5-1221. State Responsibility Determined: This statute outlines the state's financial responsibilities for managing forest and wildland fires in specific geographic areas of the state. The management of fires in all other areas is primarily the responsibility of local and federal agencies, as appropriate.

24-33.5-1222. Cooperation by Counties: This statute states that the board of county commissioners, in their discretion, cooperate and coordinate with the governing bodies of organized fire districts, fire departments, and municipal corporations; with private parties; with other counties; with the Director, with the United States secretary of the interior; with the US secretary of agriculture; and with an agency of the United States Government in the management and prevention of forest fires.

24-33.5.1223. Sheriffs to Enforce: This statute outlines the sheriff's authorization to enforce all State forest fire laws.

24-33.5-1226. Wildfire Emergency Response Fund (WERF) - creation - wildfire preparedness

fund - creation: This statute created the Wildfire Emergency Response Fund, which is administered by the Division of Fire Prevention and Control (DFPC). The DFPC shall use the monies in the wildfire emergency response fund to provide funding or reimbursement for:

- a) The first aerial tanker flight or the first hour of a firefighting helicopter to a wildfire at the request of any county sheriff, municipal fire department, or fire protection district; and
- b) The employment of wildfire hand crews to fight a wildfire for the first two days of a wildfire at the request of any county sheriff, municipal fire department, or fire protection district, with a preference for the use of wildfire hand crews from the inmate disaster relief program created in section 17-24-124, C.R.S.

The DFPC may also use the monies in the wildfire preparedness fund to provide funding or reimbursement for the purchase of fire shelters by volunteer fire departments in order to comply with applicable federal requirements. The statute further outlines that to effectively implement the provisions of this section and to provide recommendations to the Governor related to use of the disaster emergency fund, the State forester, a representative of the county sheriffs of Colorado, a representative of the Colorado State Fire Chiefs' Association, the director of the Office of Emergency Management, and the adjutant general or his or her designee shall collaborate to develop a wildfire preparedness plan designed to address the following:

- The amount of aerial firefighting resources necessary for the State of Colorado at times of high and low wildfire risk;
- The availability of appropriate aerial firefighting equipment and personnel at times of high fire risk to respond to a wildfire;
- The availability of State wildfire engines and staffing of the engines at different levels of wildfire risk;
- The availability of State inmate wildfire hand crews at different levels of wildfire risk; and
- A process for ordering and dispatching aerial firefighting equipment and personnel that is consistent with, and supportive of, the statewide mobilization plan prepared pursuant to section 24-33.5-1210, C.R.S.

Procedures governing the development, adoption, or implementation of community wildfire protection plans by county governments are specified in section 30-15-401.7, C.R.S. Nothing in this section shall be construed to affect the provisions of section 30-15-401.7, C.R.S.

29-20-105.5. Intergovernmental cooperation - intergovernmental agreements to address wildland fire mitigation - legislative declaration: This statute was enacted for the purpose of authorizing and requiring intergovernmental cooperation between a county and any local governments that own land areas located within the county to mitigate the harm caused by forest land or wildland fires affecting such contiguous land areas in the interest of protecting the public health and safety. Because of the likely threat that wildland fires may cross territorial boundaries, particularly if cooperative fire mitigation policies are not established and maintained, protecting the public from the dangers of such fires, especially fires occurring in wildland-urban interface areas, is a matter of statewide concern.

29-22.5-103. Wildland fires - general authority and responsibilities: This statute outlines the responsibilities of the chief of the fire department in each fire protection district and his/her responsibilities for the management of wildland fires that occur within the boundaries of his/her district and that are within the capability of the fire district to control or extinguish. Specifically, the statute outlines when a fire protection district may transfer duties or responsibilities to the county sheriff, and the financial considerations for such a transfer. Additionally, this statute states that the sheriff is the fire warden of the county and is responsible for the planning for, and the coordination of, efforts to suppress wildfires occurring in the unincorporated area of the county outside the boundaries of a fire protection district or that exceed the capabilities of the fire protection district to control or extinguish in accordance with the provisions of section 30-10-513, C.R.S.

29-22.5-104. County Wildfire Preparedness Plan: This statute states that the sheriff of each county may develop, and update as necessary, a wildfire preparedness plan for the unincorporated area of the county in cooperation with any fire district with jurisdiction over such unincorporated area. The statute outlines the details of each section of the plan.

Colorado Healthy Forests and Vibrant Communities Act of 2009

23-31-312. Community wildfire protection plans - county governments - guidelines and criteria - legislative declaration – definitions: Community wildfire protection plans, or CWPPs, are authorized and defined in section 101 of Title I of the federal "Healthy Forests Restoration Act of 2003," Pub.L. 108-148, referred to in this section as "HFRA." Title I of HFRA authorizes the secretaries of agriculture and the interior to expedite the development and implementation of hazardous fuel reduction projects on federal lands managed by the United States forest service and the bureau of land management when these agencies meet certain conditions. HFRA emphasizes the need for federal agencies to work collaboratively with local communities in developing hazardous fuel reduction projects, placing priority on treatment areas identified by the local communities themselves in a CWPP. The wildland-urban interface area is one of the identified property areas that qualify under HFRA for the use of this expedited environmental review process.

This act describes the development of CWPPs, assisting local communities in clarifying and refining their priorities for the protection of life, property, and critical infrastructure in its wildland-urban interface area. By enacting this section, the general assembly intends to facilitate and encourage the development of CWPPs in counties with fire hazard areas in their territorial boundaries and to provide more statewide uniformity and consistency with respect to the content of CWPPs in counties needing protection against wildfires.

23-31-313. Healthy forests - vibrant communities - funds created: This statute outlines the duties of the Colorado State Forest Service in the development and implementation of Community Wildfire Protection Plans (CWPPs). Additionally, this statute outlines how the CSFS will help communities address the urgent need to reduce wildfire risks by supporting implementation of risk mitigation treatments that focus on protecting lives, homes, and essential community infrastructure, and by improving inventory and monitoring of forest conditions, including watershed restoration and economic recovery. As part of this statute, the

Healthy Forests and Vibrant Communities Fund was created in the State treasury. By executive order or proclamation, the Governor may access and designate monies in the healthy forests and vibrant communities fund for healthy forests and vibrant communities activities.

32-18-109. Wildfire mitigation measures - private land – reimbursement: This statute states that any landowner who performs wildfire mitigation measures on his or her land in a district in any year may request reimbursement from the district, in an amount not to exceed 50 percent of the landowner's direct costs of performing the wildfire mitigation measures in that year or \$10,000, whichever is less. The statute outlines the provisions for these requests for reimbursement.

Flood Response Fund

37-60-123.2. Flood Response Fund – Created: This statute outlines the creation of the flood response fund established in the State treasury. The board is authorized to provide funding for flood preparedness and for response and recovery activities following flood events and disasters. The monies in the response fund are hereby continuously appropriated to the board for flood response purposes, including, but not limited to, the immediate availability of funds for aerial photography of flooded areas, flood documentation and identification of specific hazards, evaluations and revisions of floodplain designations, flood forecasting and preparation, and development of disaster and recovery mitigation plans. All interest derived from the investment of monies in the response fund shall be credited to the Colorado Water Conservation Board construction fund. Any balance remaining in the response fund at the end of any fiscal year shall remain in the fund.

Drought Mitigation Planning

37-60-126.5. Drought mitigation planning - programs - relationship to state assistance: As used in this section, unless the context otherwise requires, "drought mitigation" means the planning and implementation of actions and programs used in periods of unusual water scarcity, with a combination of actions and programs taken before a drought to reduce the occurrence and severity of water supply shortages, and actions and programs taken during a drought to manage water supplies and water demand appropriately. This statute states that programs shall be developed to provide technical assistance to covered entities and other State or local governmental entities in the development of drought mitigation plans.

Volunteers

13-21-113.7. Immunity of volunteer firefighters, incident management teams, and their employers or organizations - definitions - legislative declaration: This statute states that a volunteer firefighter who, in good faith, takes part in firefighting efforts or provides emergency care, rescue, assistance, or recovery services at the scene of an emergency, any incident management team, and any person who, in good faith, commands, directs, employs, sponsors, or represents any such volunteer firefighter or incident management team shall not be liable for civil damages as a result of an act or omission by such volunteer firefighter, incident management team, or other person in connection with the emergency; except that this exemption shall not apply to grossly negligent, willful, wanton, or reckless acts or omissions.

24-33.5-822. County Sheriff – local government – local emergency planning committee – memorandum of understanding with volunteer organizations: This statute states that any county sheriff, the director of any local government, any local emergency planning committee, or any State agency may develop and enter into a memorandum of understanding with one or more volunteer organizations to assist the county sheriff, local government, local emergency planning committee, or State agency in providing services in the event of a disaster. The statute further outlines the information that should be included in such memoranda of understanding, the duration of the agreement and the provision for amending the agreement.

24-33.5-823. Qualified Volunteer Organization List – Creation – Nomination of Organizations: This statute states that any volunteer who is associated with a qualified volunteer organization pursuant to this section may be eligible to receive the protections and benefits specified in this part 22 and in article 10 of this title. The executive director of the department or the executive director's designee shall create and maintain a list of volunteer organizations that shall be known as the "qualified volunteer organization list." Any county sheriff, local government, local emergency planning committee, or State agency may nominate a volunteer organization with which it enters into a memorandum of understanding pursuant to section 24-32-2222 to be included on the qualified volunteer organization list created.

24-33.5-824. Volunteers - provision of emergency services - protections - benefits: This statute outlines the provisions for volunteer protections. A volunteer is deemed to be a qualified volunteer if:

- a) The volunteer is a member of a volunteer organization that enters into a memorandum of understanding with a county sheriff, local government, local emergency planning committee, or State agency pursuant to section 24-32-2222;
- b) The volunteer organization of which the volunteer is a member is included on the qualified volunteer organization list created and maintained by the department pursuant to section 24-32-2223;
- c) The volunteer is called to service through the volunteer organization under the authority of the county sheriff, local government, local emergency planning committee, or State agency to volunteer in a disaster.

24-33.5-825. Qualified volunteers - leave of absence - private employees: This statute outlines provisions for volunteers employed by private employers who are called into service by a volunteer organization for a disaster. The statute entitles volunteers to a leave of absence from the qualified volunteer's employment, other than employment of a temporary nature, for the time when the qualified volunteer is serving. The leave shall not exceed a total of 15 work days in any calendar year, and the leave shall be allowed only if the volunteer is called into service for a disaster and provides proof that he or she is a qualified volunteer pursuant to section 24-32-2224 (2). This will be a leave without pay and shall not affect the qualified volunteer's rights to vacation, sick leave, bonus, advancement, or other employment benefits or advantages relating to and normally to be expected for the qualified volunteer's particular employment. An employer shall not be required to provide leave pursuant to this section to more than 20 percent of the employer's employees on any work day. Additionally, the employer shall not be

required to allow leave pursuant to this section for any employee designated as an essential employee. An "essential employee" means an employee who the employer deems to be essential to the operation of the employer's daily enterprise, whose absence would likely cause the employer to suffer economic injury, or whose duties include assisting in disaster recovery for the employer.

Resource Management

24-33.5-705.3. Statewide All-Hazards Resource Database: This statute outlines the duties and responsibilities of the Office of Emergency Management for the development and the maintenance of a centralized computer database that includes a comprehensive listing of all-hazards response resources located within Colorado.

24-33.5-705.4. All-Hazards Resource Mobilization System – creation: This statute states that the Office of Emergency Management shall prepare a statewide mobilization plan to provide for the allocation and deployment of firefighting, emergency medical, and urban search and rescue resources in the event of a disaster or local incident that requires more resources than those available under any existing inter-jurisdictional or mutual aid agreement. The mobilization plan created pursuant to this section shall be developed in coordination with appropriate federal, State, and local government agencies. The plan shall include mobilization procedures and may include provisions for reimbursement of costs and shall address liability issues.

Emergency Management Assistance Compact

24-60-2902. Compact approved and ratified: This statute outlines the Governor's authorization to enter into the Emergency Management Assistance Compact (EMAC). The purpose of this compact is to provide for mutual assistance among states entering into this compact in managing any emergency disaster that is duly declared by the Governor of the affected state, whether arising from natural disaster, technological hazard, human-caused disaster, civil emergency aspects of resource shortages, community disorders, insurgency, or enemy attack. This compact shall also provide for mutual cooperation in emergency-related exercises, testing, or other training activities using equipment and personnel simulating performance of any aspect of the giving and receiving of aid by party states or subdivisions of party states during emergencies, such actions occurring outside actual declared emergency periods. Mutual assistance in this compact may include the use of the states' National Guard forces, either in accordance with the National Guard Mutual Assistance Compact or by mutual agreement between or among states. The articles within this compact outline the implementation of the compact, utilization of resources, state responsibilities, required plans and reviews, requests for assistance, interstate evacuation and reception of citizens, liability, limitations of aid, compensation, reimbursement, and supplementary agreements.

Public Health and Medical Services

25-1-108. Powers and Duties of State Board of Health: This statute outlines the duties of the State Board of Health. Specifically related to emergency management, the statute outlines orders, rules, and regulations the board of health may issue or enforce for public health emergencies and disasters, including the following entities:

- Hospitals
- Other acute care facilities
- County, district, and municipal public health agencies
- Trauma centers
- Area trauma advisory councils, managed care organizations

25-1.5-107. Pandemic Influenza – Purchase of Antiviral Therapy – Definitions: This statute allows the Department of Public Health and Environment to enter into partnerships with one or more authorized purchasers to purchase antiviral therapy in order to acquire a ready supply or stockpile of antiviral drugs in the event of an epidemic emergency, including pandemic influenza. If an entity wishes to purchase antiviral therapy through the department, the entity shall notify the department of its intent and shall demonstrate to the department, in a form and manner determined by the department, that the entity satisfies the criteria of an authorized purchaser. Upon a determination that an entity is an authorized purchaser, the department shall seek approval from the United States Department of Health and Human Services for the purchase of antiviral therapy by the authorized purchaser. Any purchase of antiviral therapy shall be approved by the United States Department of Health and Human Services, and antiviral therapy shall be stored and used in accordance with State and federal requirements.

25-3.5-704. Statewide Emergency Medical and Trauma Care System – Development and Implementation – Duties of Department – Rules Adopted by Board: This statute outlines the provisions for the development, implementation, and monitoring of the statewide emergency medical and trauma care system in accordance with the provisions of this statute and with rules adopted by the State board. The board shall adopt rules for the statewide emergency medical and trauma care system, including, but not limited to the following:

- a) **Minimum services in rendering patient care:** These rules ensure the appropriate access through designated centers to the following minimum services:
 - I. Prehospital care;
 - II. Hospital care;
 - III. Rehabilitative care;
 - IV. Injury prevention;
 - V. Disaster medical care;
 - VI. Education and research; and
 - VII. Trauma communications.
- b) **Transport protocols:** The board shall set forth trauma transport protocols, which include but are not limited to a requirement that a facility that receives an injured person provide the appropriate available care, which may include stabilizing an injured person before transferring that person to the appropriate facility based on the person's injury. These rules ensure that when the most appropriate trauma facility for an injured person is not easily accessible in an area, that person will be transferred as soon as medically feasible to the nearest appropriate facility, which may be in or out of the state.

- c) **Regional emergency medical and trauma advisory councils:** These rules provide for the implementation of regional emergency medical and trauma system plans that describe methods for providing the appropriate service and care to persons who are ill or injured in areas included under a regional emergency medical and trauma system plan. The statute outlines various provisions for these plans.
- d) **Designation of facilities:** The designation rules provide that every facility in this state required to be licensed in accordance with article 3 of this title and that receives ambulance patients shall participate in the statewide emergency medical and trauma care system. Each such facility shall submit an application to the department requesting designation as a specific level trauma facility or requesting non-designation status. A facility that is given non-designated status shall not represent that it is a designated facility, as prohibited in section 25-3.5-707.
- e) **Communications system:** The communications system rules require that a regional emergency medical and trauma system plan ensure citizen access to emergency medical and trauma services through the 9-1-1 telephone system or its local equivalent and that the plan include adequate provisions for care.
- f) **Statewide trauma registry:** The registry rules require the department (CDPHE) to establish and oversee the operation of a statewide trauma registry. The rules shall allow for the provision of technical assistance and training to designated facilities within the various trauma areas in connection with requirements to collect, compile, and maintain information for the statewide central registry.
- g) **Public information, education, and injury prevention:** The department and county, district, and municipal public health agencies may operate injury prevention programs, but the public information, education, and injury prevention rules shall require the department and county, district, and municipal public health agencies to consult with the State and regional emergency medical and trauma advisory councils in developing and implementing area and state-based injury prevention and public information and education programs including, but not limited to, a pediatric injury prevention and public awareness component. In addition, the rules shall require that regional emergency medical and trauma system plans include a description of public information and education programs to be provided for the area.
- h) **Continuing quality improvement system (CQI):** These rules require the department to oversee a continuing quality improvement system for the statewide emergency medical and trauma care system.
- (i) **Trauma care for pediatric patients:** The trauma care for pediatric patient rules shall provide for the improvement of the quality of care for pediatric patients.

Duties of the Sheriff with Regard to Emergency Management

24-32-2222. County sheriff - local government - local emergency planning committee - memorandum of understanding with volunteer organizations: This statute states that any county sheriff, the director of any local government, any local emergency planning committee, or any State agency may develop and enter into a memorandum of understanding with one or more volunteer organizations to assist the county sheriff, local government, local emergency

planning committee, or State agency in providing services in the event of a disaster. It outlines the various items that should be included in any MOU.

30-10-516. Sheriffs to preserve peace - command aid: This statute states that it is the duty of the sheriffs, undersheriffs, and deputies to keep and preserve the peace in their respective counties, and to quiet and suppress all affrays, riots, and unlawful assemblies and insurrections. For that purpose, and for the service of process in civil or criminal cases, and in apprehending or securing any person for felony or breach of the peace, they, and every coroner, may call to their aid such person of their county as they may deem necessary.

Hazardous Substances – Designated Emergency Response Authority

29-22-102. Hazardous Substance Incidents – Response Authorities – Designation: This statute provides for the designation of emergency response authorities (DERA) for hazardous substance incidents. Once designated, a DERA is responsible for providing and maintaining the capability for emergency response to a hazardous materials incident occurring within its jurisdiction. A DERA may provide and maintain that capability directly, or through mutual aid and other agreements. Though circumstances may arise where the identification of a DERA may be difficult, those circumstances should be few and unique. The identification of a DERA can normally be determined by relying on the following general principles:

1. Where a spill/discharge actually occurs will determine the DERA. Where the events leading to the spill/discharge began is not relevant.
2. The Colorado State Patrol is the DERA for spills/discharges that occur within the boundaries of any publicly maintained highway not within a municipality's corporate limits.
3. For spills/discharges that occur within the limits of a town, city, or city and county, the fire department is ordinarily the DERA. That designation should be done by ordinance or resolution. In the absence of such action the fire department is the DERA by default. However, another entity may be designated the DERA by ordinance or resolution.
4. Except for those spills/discharges that occur within the boundaries of any publicly maintained highway or within the limits of a municipality, the sheriff is ordinarily the DERA. That designation should be done by ordinance or resolution. In the absence of such action the county sheriff is the DERA by default. However, another entity may be designated the DERA by ordinance or resolution.

Note: By agreement, the Colorado State Patrol is not the DERA for spills/discharges occurring within the boundaries of publicly maintained highways in Arapahoe, Larimer, and Mesa counties.

5. Spills/discharges occurring on private property are the responsibility of the property owner, who must either notify the pertinent DERA (municipal or county) and coordinate a response or effect a response independently.

Full statute references for all statutes in this guide can be found at:

<http://www.michie.com/colorado/lpext.dll?f=templates&fn=main-h.htm&cp=>

These statutes are subject to change each year with legislative changes. Therefore, it is important to keep up to date with proposed legislation and new laws governing emergency management activities.

Governor's Executive Order 2011-005

Establishing a Policy to Enhance the Relationship between State and Local Government

For many years State government has imposed an ever-increasing number of legal requirements on local governments without regard to the costs such requirements impose on already-strained local budgets, and without providing additional funding to enable local governments to comply. Local governments continue to face difficulties such as funding, complexity, and delay in securing flexibility and approvals regarding State requirements. Local governments should have more flexibility to design solutions to problems without excessive interference or oversight or unnecessary regulation, from State government. In addition, local governments should not be expected to implement laws and regulations without the funding necessary to do so. In order to assist local governments in effectively complying with such requirements, this executive order gives direction to State agencies on consulting and working with local governments before imposing new regulations or other obligations.

Federal Legislation

Executive Order 12127

President Carter's 1979 executive order merged many of the separate disaster-related responsibilities into FEMA. Among other agencies, FEMA absorbed the Federal Insurance Administration, the National Fire Prevention and Control Administration, the National Weather Service Community Preparedness Program, the Federal Preparedness Agency of the General Services Administration, and the Federal Disaster Assistance Administration activities from HUD. Civil defense responsibilities were also transferred to the new agency from the Defense Department's Defense Civil Preparedness Agency. FEMA began development of an Integrated Emergency Management System with an all-hazards approach that included "direction, control and warning systems which are common to the full range of emergencies from small isolated events to the ultimate emergency - war."

In 1993, President Clinton nominated James L. Witt as the new FEMA director. Witt became the first agency director with experience as a State emergency manager. He initiated sweeping reforms that streamlined disaster relief and recovery operations, insisted on a new emphasis regarding preparedness and mitigation, and focused agency employees on customer service.

In 2001, President George W. Bush appointed Joe M. Allbaugh as the director of FEMA. Within months, the terrorist attacks of Sept. 11 focused the agency on issues of national preparedness and homeland security, and tested the agency in unprecedented ways. The agency coordinated its activities with the newly formed Office of Homeland Security, and FEMA's Office of National Preparedness was given responsibility for helping to ensure that the nation's first responders were trained and equipped to deal with weapons of mass destruction.

Billions of dollars of new funding were directed to FEMA to help communities face the threat of terrorism. Just a few years past its 20th anniversary, FEMA was actively directing its "all-hazards" approach to disasters toward homeland security issues. In March 2003, FEMA joined 22 other federal agencies, programs, and offices in becoming the Department of Homeland Security. The new department, headed by Secretary Tom Ridge, brought a coordinated approach to national security from emergencies and disasters—both natural and man-made.

On October 4, 2006, President George W. Bush signed into law the Post-Katrina Emergency Reform Act. The act significantly reorganized FEMA, provided it substantial new authority to remedy gaps that became apparent in the response to Hurricane Katrina in August 2005 (the most devastating natural disaster in U.S. history), and included a more robust preparedness mission for FEMA.

As it has for almost 30 years, FEMA's mission remains to lead America to prepare for, prevent and mitigate against, respond to, and recover from disasters with a vision of "A Nation Prepared."

Presidential Policy Directive 8 (PPD 8)

This directive, signed on March 30, 2011, is aimed at strengthening the security and resilience of the United States through systematic preparation for the threats that pose the greatest risk to the security of the Nation including acts of terrorism, cyber attacks, pandemics, and catastrophic natural disasters. It is also aimed at facilitating an integrated, all-of-Nation, capabilities-based approach to preparedness. PPD 8 outlines the development of a national preparedness goal that identifies the core capabilities necessary for preparedness and a national preparedness system to guide activities that will enable the Nation to achieve the goal. The system will allow the Nation to track the progress of our ability to build and improve the capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover from those threats that pose the greatest risk to the security of the Nation.

PPD 8 outlines the development of a National Preparedness System, building and sustaining partnerships, the development of a National Preparedness Report, and the roles and responsibilities of the heads of all executive departments with regard to national preparedness.

Homeland Security Presidential Directive 5 (HSPD 5)

Homeland Security Presidential Directive 5 was signed on February 28, 2003, to enhance the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system (NIMS).

Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288) (As Amended)

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707, signed into law November 23, 1988; amended the Disaster Relief Act of 1974, PL 93-288. This Act constitutes the statutory authority for most federal disaster response activities, especially as they pertain to FEMA and FEMA programs. The Stafford Act is designed to bring an orderly and systemic means of federal natural disaster assistance for state and local governments in

carrying out their responsibilities to aid citizens. Congress's intention was to encourage states and localities to develop comprehensive disaster preparedness plans, prepare for better intergovernmental coordination in the face of a disaster, encourage the use of insurance coverage, and provide federal assistance programs for losses due to a disaster.

Congress amended the Stafford Act by passing the Disaster Mitigation Act of 2000, and again in 2006 with the Pets Evacuation and Transportation Standards Act.

For more information: http://www.fema.gov/pdf/about/stafford_act.pdf

Disaster Mitigation Act of 2000 (DMA 2000)

The Disaster Mitigation Act of 2000 (Public Law 106-390) provides the legal basis for FEMA mitigation planning requirements for state, local, and Indian Tribal governments as a condition of mitigation grant assistance. DMA 2000 amended the Robert T. Stafford Disaster Relief and Emergency Assistance Act by repealing the previous mitigation planning provisions and replacing them with a new set of requirements that emphasize the need for state, local, and Indian Tribal entities to closely coordinate mitigation planning and implementation efforts. The requirement for a state mitigation plan is continued as a condition of disaster assistance, adding incentives for increased coordination and integration of mitigation activities at the state level through the establishment of requirements for two different levels of state plans. DMA 2000 also established a new requirement for local mitigation plans and authorized up to 7 percent of HMGP funds available to a state for development of state, local, and Indian Tribal mitigation plans.

Pets Evacuation and Transportation Standards Act

On October 6, 2006, the PETS Act was signed into law, amending Section 403 of the Stafford Act. Section 403, as amended by the PETS Act, authorizes FEMA to provide rescue, care, shelter, and essential needs for individuals with household pets and service animals, and to the household pets and animals themselves following a major disaster or emergency. In order to qualify for FEMA funding, a city or state is required to submit a plan detailing its disaster preparedness program. The PETS Act requires that the state and local emergency preparedness authorities include how they will accommodate households with pets or service animals when presenting these plans to the FEMA.

Environmental Protection Agency Laws and Regulations

Local Emergency Planning Commission (EPCRA Sections 301-303)

Emergency Planning and Community Right-to-Know Act (EPCRA) establishes requirements for federal, state, and local governments; Indian Tribes; and industry regarding emergency planning and "Community Right-to-Know" reporting on hazardous and toxic chemicals. The Community Right-to-Know provisions help increase the public's knowledge and access to information on chemicals at individual facilities, their uses, and releases into the environment. Working with facilities, states and communities can use the information to improve chemical safety and protect public health and the environment.

EPCRA was passed in response to concerns regarding the environmental and safety hazards posed by the storage and handling of toxic chemicals. These concerns were triggered by the disaster in Bhopal, India, in which more than 2,000 people suffered death or serious injury from the accidental release of methyl isocyanate. To reduce the likelihood of such a disaster in the United States, Congress imposed requirements on both states and regulated facilities.

- **Sections 301 to 303. Emergency Planning:** Local governments are required to prepare chemical emergency response plans and to review plans at least annually. State governments are required to oversee and coordinate local planning efforts. Facilities that maintain Extremely Hazardous Substances (EHSs) on-site in quantities greater than corresponding Threshold Planning Quantities (TPQs) must cooperate in emergency plan preparation.
- **Section 304. Emergency Notification:** Facilities must immediately report accidental releases of EHS chemicals and "hazardous substances" in quantities greater than corresponding Reportable Quantities (RQs) defined under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) to State and local officials. Information about accidental chemical releases must be available to the public.
- **Sections 311 and 312. Community Right-to-Know Requirements:** Facilities manufacturing, processing, or storing designated hazardous chemicals must make Material Safety Data Sheets (MSDSs) describing the properties and health effects of these chemicals available to State and local officials and local fire departments. Facilities must also report, to State and local officials and local fire departments, inventories of all on-site chemicals for which MSDSs exist. Information about chemical inventories at facilities and MSDSs must be available to the public.
- **Section 313. Toxics Release Inventory:** Facilities must complete and submit a Toxic Chemical Release Inventory Form annually for each of the more than 600 Toxic Release Inventory (TRI) chemicals that are manufactured or otherwise used above the applicable threshold quantities.
- **Section 322 Trade Secrets:** Facilities are allowed to withhold the specific chemical identity from the reports filed under sections 303, 311, 312 and 313 of EPCRA if the facilities submit a claim with substantiation to EPA.

More Information can be found at: <http://www.epa.gov/osweroe1/lawsregs.htm>

Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA)

The Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), commonly known as Superfund, was enacted by Congress on December 11, 1980. This law created a tax on the chemical and petroleum industries and provided broad federal authority to respond directly to releases or threatened releases of hazardous substances that may endanger public health or the environment. Over five years, \$1.6 billion was collected and the tax went to a trust fund for cleaning up abandoned or uncontrolled hazardous waste sites. CERCLA:

- Established prohibitions and requirements concerning closed and abandoned hazardous waste sites
- Provided for liability of persons responsible for releases of hazardous waste at these sites

- Established a trust fund to provide for cleanup when no responsible party could be identified.

The law authorizes two kinds of response actions:

- Short-term removals, where actions may be taken to address releases or threatened releases requiring prompt response.
- Long-term remedial response actions that permanently and significantly reduce the dangers associated with releases or threats of releases of hazardous substances that are serious but not immediately life-threatening. These actions can be conducted only at sites listed on EPA's National Priorities List (NPL).

More Information can be found at: <http://www.epa.gov/osweroe1/lawsregs.htm>

Superfund Amendments and Reauthorization Act (SARA)

The Superfund Amendments and Reauthorization Act (SARA) amended CERCLA on October 17, 1986. SARA reflected EPA's experience in administering the complex Superfund program during its first six years and made several important changes and additions to the program. SARA:

- Stressed the importance of permanent remedies and innovative treatment technologies in cleaning up hazardous waste sites
- Required Superfund actions to consider the standards and requirements found in other state and federal environmental laws and regulations
- Provided new enforcement authorities and settlement tools
- Increased state involvement in every phase of the Superfund program
- Increased the focus on human health problems posed by hazardous waste sites
- Encouraged greater citizen participation in making decisions on how sites should be cleaned up
- Increased the size of the trust fund to \$8.5 billion

SARA also required EPA to revise the Hazard Ranking System (HRS) to ensure that it accurately assessed the relative degree of risk to human health and the environment posed by uncontrolled hazardous waste sites that may be placed on the National Priorities List (NPL).

Title III of this act, known as the Emergency Planning and Community Right to Know Act, establishes a community's right to information on what hazardous chemicals are used, stored, produced, or released from local industries. It also provides a framework for emergency planning in the event of the release of chemicals including:

- Emergency planning and training
- Emergency release notification
- Hazardous chemical inventory
- Toxic chemical release inventory
- Hazardous materials management plans.

More Information can be found at: <http://www.epa.gov/osweroe1/lawsregs.htm>

Reimbursement to Local Governments for Emergency Response to Hazardous Substance Releases

The Local Governments Reimbursement (LGR) program operates under the authority of 40 CFR Part 310—Reimbursement to Local Governments for Emergency Response to Hazardous Substance Releases. The purpose of the LGR program is to provide funds, in the form of reimbursements for expenses, to local, county, and tribal governments that respond to a hazardous substance release in their jurisdictions. These funds are limited to \$25,000 per incident and are only available if the applying government is not at fault for the release. EPA's goal is to give financial assistance to government entities that do not have a budget allocated for emergency response and cannot otherwise provide adequate response measures.

Emergency Planning and Notification

The Emergency Planning and Notification Requirements establish a list of extremely hazardous substances, their threshold planning quantities, and the facility notification responsibilities necessary for the development and implementation of state and local emergency response plans. The requirements obligate any facility at which there is an amount of the extremely hazardous substance equal to or in excess of its threshold planning quantity present to notify its State Emergency Response Commission (SERC) that it is subject to the emergency planning requirement.

Any facility at which a hazardous chemical is produced, used, or stored and at which there is release of a reportable quantity of any extremely hazardous substance or CERCLA hazardous substance shall notify the community emergency coordinator for the LEPC of any area likely to be affected by the release and the SERC of any state likely to be affected by the release. The details concerning the nature of the release, the proper precautions to be taken, and actions taken to respond to the release are examples of other information that shall also be provided.

APPENDIX A: EMERGENCY MANAGEMENT PROGRAM FUNCTIONS

Function	Description
1. Program Management	Coordination of emergency prevention, protection, mitigation, response, and recovery activities across multiple agencies and organizations
2. Laws and Authorities	The legal authorities for the development, implementation, and maintenance of an emergency management program
3. Hazard Identification and Risk Assessment	The identification of the hazards with the greatest potential to affect lives and property and an assessment of the likelihood, vulnerability, and magnitude of incidents that could result from exposure to hazards
4. Hazard Mitigation	A systematic management approach to eliminate hazards or reduce the effects of hazards through mitigation
5. Resource Management	The availability of critical human and physical resources required in disaster management
6. Mutual Aid	The adoption of formal mutual aid agreements to establish the capability for sharing response and recovery resources across jurisdictional lines, including participation in the statewide intergovernmental agreement for emergency management
7. Planning	The collection, analysis, and use of information; and the development, promulgation, and maintenance of a comprehensive emergency management plan, action plan, mitigation plan, and administrative plan
8. Direction, Control, and Coordination	The capability to monitor for emergencies and disasters; quickly and accurately assess their magnitude; and direct, control, and coordinate response and recovery
9. Communication and Warning	The ability to alert and warn response organizations and the general public of pending and spontaneous disaster events
10. Operations and Procedures	The implementation of policies, plans, and procedures in exercises and disaster events
11. Logistics and Facilities	Essential facilities and services that support response and recovery operations

12. Training	Assessments, development and implementation of a training/education program for public officials, emergency response personnel, and mitigation personnel
13. Exercises, Evaluations, and Corrective Actions	The evaluation of plans and capabilities based on a program of tests and exercises
14. Public Education and Information	The provision of public education and information to protect lives and minimize property loss
15. Finance and Administration	Financial and administrative procedures in place before, during, and after disaster events.

Reference: Emergency Management Accreditation Program and FEMA's Emergency Management Performance Grant

APPENDIX B: COMPREHENSIVE PREPAREDNESS GUIDE 101, VERSION 2 – EMERGENCY OPERATIONS PLAN

Comprehensive Preparedness Guide 101, Version 2 (CPG 101)

The Comprehensive Preparedness Guide (CPG) 101 provides FEMA guidance on the fundamentals of planning and developing emergency operations plans (EOP). CPG 101 shows that EOPs are connected to planning efforts in the areas of prevention, protection, response, recovery, and mitigation. Version 2.0 of this guide expands on these fundamentals and encourages emergency and homeland security managers to engage the whole community in addressing all risks that might impact their jurisdictions.

Emergency Operations Plan Content

The Basic Plan

The basic plan provides an overview of the jurisdiction's approach to emergency operations. It identifies emergency response policies, describes the response organization, and assigns tasks. Although the basic plan guides the development of the more operationally oriented annexes, its primary audience consists of the jurisdiction's senior official, his or her staff, agency heads, and the community (as appropriate). The elements listed in this section should meet the needs of this audience while providing a solid foundation for the development of supporting annexes.

Introductory Material

Certain items that enhance accountability and ease of use should preface an EOP. Typical introductory material includes the following components:

- **Cover Page:** The cover page has the title of the plan. It should include a date and identify the jurisdiction(s) covered by the plan.
- **Promulgation Document:** Promulgation is the process that officially announces/declares a plan (or law). The promulgation document gives the plan official status. It gives both the authority and the responsibility to organizations to perform their tasks. It should also mention the responsibilities of tasked organizations with regard to preparing and maintaining their own procedures/guidelines and commit those organizations to carrying out the training, exercises, and plan maintenance needed to support the plan. In addition, the promulgation document allows senior officials to affirm their support for emergency management.
- **Approval and Implementation Page:** The approval and implementation page introduces the plan, outlines its applicability, and indicates that it supersedes all previous plans. It should include a delegation of authority for specific modifications that can be made to the plan and by whom they can be made without the senior official's signature. It should also include a date and should be signed by the senior official(s) (e.g., Governor, tribal leader[s], mayor, county judge, commissioner[s]).
- **Record of Changes:** Each update or change to the plan should be tracked. The record of changes, usually in table format, contains at a minimum, a change number, the date of

the change, the name of the person who made the change, and a summary of the change. Other relevant information could be considered.

- **Record of Distribution:** The record of distribution, usually in table format, indicates the title and the name of the person receiving the plan, the agency to which the recipient belongs, the date of delivery, and the number of copies delivered. Other relevant information could be considered. The record of distribution can be used to prove that tasked individuals and organizations have acknowledged their receipt, review, and/or acceptance of the plan. Copies of the plan can be made available to the public and media without SOPs/SOGs, call-down lists, or other sensitive information.
- **Table of Contents:** The table of contents should be a logically ordered and clearly identified layout of the major sections and subsections of the plan that will make finding information within the plan easier.

Purpose, Scope, Situation Overview, and Planning Assumptions

The purpose, scope, situation overview, and planning assumptions section includes the following components:

- **Purpose:** The purpose sets the foundation for the rest of the EOP. The basic plan's purpose is a general statement of what the EOP is meant to do. The statement should be supported by a brief synopsis of the basic plan and annexes.
- **Scope:** The EOP should also explicitly state the scope of emergency and disaster response and the entities (e.g., departments, agencies, private sector, citizens) and geographic areas to which the plan applies.
- **Situation Overview:** The situation section characterizes the "planning environment," making it clear why an EOP is necessary. The level of detail is a matter of judgment; some information may be limited to a few specific annexes and presented there. At a minimum, the situation section should summarize hazards faced by the jurisdiction and discuss how the jurisdiction expects to receive (or provide) assistance within its regional response structures. The situation section covers a general discussion of:
 - Relative probability and impact of the hazards
 - Geographic areas likely to be affected by particular hazards
 - Vulnerable critical facilities (e.g., nursing homes, schools, hospitals, infrastructure)
 - Population distribution and locations, including any concentrated populations of individuals with disabilities, others with access and functional needs, or individuals with limited English proficiency, as well as unaccompanied minors and children in daycare and school settings
 - Dependencies on other jurisdictions for critical resources
 - The process used by the jurisdiction to determine its capabilities and limits in order to prepare for and respond to the defined hazards
 - The actions taken in advance to minimize an incident's impacts, including short- and long-term strategies.
- **Planning Assumptions:** These identify what the planning team assumes to be facts for planning purposes in order to make it possible to execute the EOP. During operations, the assumptions indicate areas where adjustments to the plan have to be made as the

facts of the incident become known. These also provide the opportunity to communicate the intent of senior officials regarding emergency operations priorities.

Concept of Operations (CONOPS)

The audience for the basic plan needs to be able to visualize the sequence and scope of the planned emergency response. The CONOPS section is a written or graphic statement that explains in broad terms the decision maker's or leader's intent with regard to an operation. The CONOPS should describe how the response organization accomplishes a mission or set of objectives in order to reach a desired end-state. Ideally, it offers clear methodology to realize the goals and objectives to execute the plan. This may include a brief discussion of the activation levels identified by the jurisdiction for its operations center. The CONOPS should briefly address direction and control, alert and warning, and continuity matters that may be dealt with more fully in annexes.

Organization and Assignment of Responsibilities

The basic plan establishes the operational organization that will be relied on to respond to an emergency situation. It includes a list of the kinds of tasks to be performed, by position and organization, without all of the procedural details included in functional annexes. When two or more organizations perform the same kind of task, one should be given primary responsibility, with the other(s) providing a supporting role. For the sake of clarity, a matrix of organizations and areas of responsibility (including functions) should be included to summarize the primary and supporting roles. Shared general responsibilities, such as developing SOPs/SOGs, should not be neglected, and the matrix might include organizations not under jurisdictional control, if they have defined responsibilities for responding to emergencies that might occur in the jurisdiction. Organization charts, especially those depicting how a jurisdiction is implementing the ICS or Multiagency Coordination System structure, are helpful. This section should also outline agency and departmental roles related to prevention and protection activities.

In addition, this section is where a jurisdiction discusses the option that it uses for organizing emergency management—ESF, agency and department, functional areas of ICS/NIMS, or a hybrid. The selected management structure determines what types of annexes are included in the EOP and should be carried through to any hazard annexes.

Direction, Control, and Coordination

This section describes the framework for all direction, control, and coordination activities. It identifies who has tactical and operational control of response assets. Additionally, Direction, Control, and Coordination explains how multijurisdictional coordination systems support the efforts of organizations to coordinate efforts across jurisdictions while allowing each jurisdiction to retain its own authorities. This section also provides information on how department and agency plans nest into the EOP (horizontal integration) and how higher-level plans are expected to layer on the EOP (vertical integration).

Information Collection, Analysis, and Dissemination

This section describes the critical or essential information common to all operations identified during the planning process. It identifies the type of information needed, the source of the

information, who uses the information, how the information is shared, the format for providing the information, and any specific times the information is needed. State and local prevention and protection assets must develop the Information Collection, Analysis, and Dissemination section in close cooperation with each other. The contents of this section are best provided in a tabular format. This section may be expanded as an annex.

Communications

This section describes the communication protocols and coordination procedures used between response organizations during emergencies and disasters. It discusses the framework for delivering communications support and how the jurisdiction's communications integrate into the regional or national disaster communications network. It does not describe communications hardware or specific procedures found in departmental SOPs/SOGs. Planners should identify and summarize separate interoperable communications plans. This section may be expanded as an annex and is usually supplemented by communications SOPs/SOGs and field guides.

Administration, Finance, and Logistics

This section covers general support requirements and the availability of services and support for all types of emergencies, as well as general policies for managing resources. Planners should address the following in this section of the plan:

- References to intrastate and interstate MAAs, including the Emergency Management Assistance Compact
- Authorities for and policies on augmenting staff by reassigning public employees and soliciting volunteers, along with relevant liability provisions
- General policies on keeping financial records, reporting, tracking resource needs, tracking the source and use of resources, acquiring ownership of resources, and compensating the owners of private property used by the jurisdiction.

If this section is expanded, it should be broken into individual functional annexes—one for each element.

Plan Development and Maintenance

This section discusses the overall approach to planning and the assignment of plan development and maintenance responsibilities. This section should:

- Describe the planning process, participants in that process, and how development and revision of different "levels" of the EOP (basic plan, annexes, and SOPs/SOGs) are coordinated during the preparedness phase
- Assign responsibility for the overall planning and coordination to a specific position
- Provide for a regular cycle of training, evaluating, reviewing, and updating of the EOP.

Authorities and References

This section provides the legal basis for emergency operations and activities. This section of the plan includes:

- Lists of laws, statutes, ordinances, executive orders, regulations, and formal agreements relevant to emergencies (e.g., MAAs)

- Specification of the extent and limits of the emergency authorities granted to the senior official, including the conditions under which these authorities become effective and when they would be terminated
- Pre-delegation of emergency authorities (i.e., enabling measures sufficient to ensure that specific emergency-related authorities can be exercised by the elected or appointed leadership or their designated successors)
- Provisions for COOP and COG (e.g., the succession of decision-making authority and operational control) to ensure that critical emergency functions can be performed

Supporting Annexes

What follows is a discussion of the purpose and potential content of supporting annexes to the basic plan. For consistency, the recommended structure for all annexes is the same as that of the basic plan.

Functional, Support, Emergency Phase, or Agency-Focused Annex Content

Functional, support, emergency phase, or agency-focused annexes add specific information and direction to the EOP. These annexes are variations of functional annexes tailored to the EOP format used by the jurisdiction. They focus on critical operational functions and who is responsible for carrying them out. These annexes clearly describe the policies, processes, roles, and responsibilities that agencies and departments carry out before, during, and after any emergency. While the basic plan provides broad, overarching information relevant to the EOP as a whole, these annexes focus on specific responsibilities, tasks, and operational actions that pertain to the performance of a particular emergency operations function. These annexes also establish preparedness targets (e.g., training, exercises, equipment checks and maintenance) that facilitate achieving function-related goals and objectives during emergencies and disasters.

An early and very important planning task is to identify the functions that are critical to successful emergency response. These core functions become the subjects of the separate functional, support, emergency phase, or agency-focused annexes. The constitutional and organizational structures of a jurisdiction's government, the capabilities of its emergency services agencies, and established policy and intended outcome of emergency operations influence the choice of core functions. While no single list of functions applies to all jurisdictions, the following list of core functions warrants special attention because they may require specific actions during emergency response operations:

- Direction, control, and coordination
- Information collection, analysis, and dissemination
- Communications
- Population warning
- Emergency public information
- Public protection
- Mass care and emergency assistance
- Health and medical services
- Resource management

This list of core functions is not comprehensive. Each jurisdiction must assess its own needs, and additional or different annexes should be prepared at the planning team's discretion. States should encourage their jurisdictions to use a consistent set of core emergency functions to facilitate coordination and interoperability.

Some jurisdictions may want to modify their functional annex structure to use the 15 ESFs identified in the NRF. Some communities that have adopted the ESF approach have also added additional ESFs to meet local needs. The ESF structure facilitates the orderly flow of local requests for governmental support to the State and federal levels and the provision of resources back down to local government during an emergency. State and local jurisdictions that choose not to adopt the ESF structure should cross-reference their functional annexes with the ESFs.

Planners should ensure that specific concerns of population segments, such as children and individuals with access and functional needs, are addressed in specific functional, support, emergency phase, or agency-focused annexes. For example:

- Incorporating specific sheltering considerations for individuals with access and functional needs
- Incorporating means and methods by which transportation requests from schools are received and processed
- Incorporating mechanisms for disseminating accessible emergency public information using multiple methods to reach individuals with sensory and cognitive disabilities, as well as individuals with limited English proficiency

APPENDIX C: DISASTER DECLARATION PROCESS

Local Disaster Declaration

Who Can Declare a Disaster:

A local disaster may be declared only by the principal executive officer of a political subdivision and shall expire within seven (7) days except by consent of the governing board of the political subdivision.

When to Declare a Disaster:

When the resources needed for an emergency are at or beyond the capability of the local government agency.

Why Declare a Disaster:

- To gain access to local TABOR reserves
- To activate the response and recovery aspects of disaster emergency plans which can include implementation of protective measures
- To help lay the groundwork for federal and State disaster assistance

Local Government Responsibilities

Once a declaration has been issued the following requirements must be met when requesting assistance from the State:

- Conduct a preliminary damage assessment to be provided to CDHSEM
- Keep track of disaster related expenditures to include:
 - Contracts for emergency repairs
 - Purchase orders
 - Records of employee overtime compensation
 - Receipts for rented or leased equipment

These records will be required in the event of any disaster financial assistance is provided. Additionally, evidence is needed that local resources were exhausted (to include mutual aid and TABOR).

State Disaster Declaration

The State may declare a disaster or emergency by Executive Order or Proclamation of the Governor. The effect of the declaration serves to free up State TABOR reserves and Disaster Emergency funds, enables the Governor to temporarily enact or suspend State restrictions, and directs State agencies to use available resources to assist the local communities.

When a disaster of such severity and magnitude occurs that a request for federal assistance is anticipated, CDHSEM may immediately request a Joint Preliminary Damage Assessment (PDA) with FEMA Region VIII in lieu of the initial state inspection. If a Federal Disaster Declaration is declared, FEMA and the State will work jointly to coordinate the provision of assistance to the

local governments which may include:

- Public Assistance—aid to public entities (and certain private non-profits)
- Individual Assistance—aid to individuals and households

Local Level

- Exhaust all resources including mutual aid & TABOR reserves
- Declare a disaster declaration
- Request assistance from the State and submit a damage assessment

State Level

- State disaster declaration issued
- Provide and coordinate the response of State agency resources (personnel, equipment, etc.). This may include National Guard resources.
- Coordinate PDA with FEMA and local government
- Request federal assistance if required thresholds are met



APPENDIX D: COMMUNITY RECOVERY CHECKLIST

The Community Recovery Checklist is an outline of some of the key items that the emergency manager will have to deal with during the recovery stage. These areas should be considered when developing a recovery plan, as well as any post-disaster mitigation plans.

Pre-Event:

Establish a Recovery Planning Committee

- ✓ Include government, private sector, non-profits, academia, religious organizations, NGOs, and other stakeholders.
- ✓ Make it consensus-based and identify short/long-term goals.
- ✓ Coordinate public, private, non-profit, and faith-based recovery forces.
- ✓ Identify potential interim and permanent housing strategies and rebuilding options.
- ✓ Address long-term recovery and unmet needs.
- ✓ Develop community recovery strategies.
- ✓ Develop, update, and exercise a Disaster Recovery Plan.

Post Event:

Establish a Disaster Recovery Center (DRC)

- ✓ “One Stop” for disaster assistance programs and assistance information.
- ✓ DOLA can provide technical assistance when a local jurisdiction is considering setting up a DRC.
- ✓ Expectation management is a critical component of disaster assistance.
- ✓ Develop an Unmet Needs Committee.

Appoint Recovery Manager

- ✓ Provide central coordination point for all recovery support functions.
- ✓ Facilitate community and neighborhood meetings.
- ✓ Seek support from philanthropic community.
- ✓ Provide liaison with State and federal agencies and coordinate administration of Stafford Act (when available) and other assistance programs.

Public Messaging

- ✓ Establish a coordinated public information process, as soon as possible, representative of the various impacted jurisdictions and agencies. Multiple partners and organizations will be coming to assist so a coordinated effort to streamline public messages is crucial.

Establish a Recovery Task Force

- ✓ Make it a collaborative/consensus-based group of elected/appointed officials and community, business, and non-profit leaders who can provide resources and expertise.
- ✓ Establish a recovery “vision” and identify opportunities to improve the community.
- ✓ Proactively manage recovery and redevelopment to consider competing interests.

- ✓ Review/revise the Disaster Recovery Plan, determine recovery strategies, develop actions, establish goals and milestones, and engage and inform the general public.
- ✓ Implement appropriate sections of the Disaster Recovery Plan.
- ✓ Recovery Task Force provides policy and resource support to Recovery Support Functions (RSFs).
- ✓ RSFs are longer-term than Emergency Support Functions (ESFs), and may require research, analysis, and detailed planning to complete.
- ✓ Designate a recovery manager who is capable of guiding the recovery process.

Damage Assessment

- ✓ Estimate impacts and losses, mitigation needs, and preparedness issues.
- ✓ Identify facilities with risk pool and insurance coverage, FEMA Public Assistance (PA), and Individual Assistance (IA) thresholds.
- ✓ Perform a Rapid Needs Assessment (first 24 hours).
- ✓ Perform a Preliminary Damage Assessment (PDA) - Joint effort among FEMA, SBA, State, and local staff.
- ✓ Conduct building inspections and issue permits.

Debris Management

- ✓ Determine emergency debris clearance – designated priority routes.
- ✓ Develop a debris management strategy – should include sorting, recycling, reducing, and strategies for removal, management, and disposition.
- ✓ Determine hazardous materials guidelines for handling and disposal.
- ✓ Understand roles and responsibilities with respect to compliance with State and federal laws.

Repair/Replace/Restore Public Infrastructure and Services

- ✓ Determine level of insurance coverage for damaged public facilities.
- ✓ Identify alternate facilities to continue government operations during repairs/restoration.
- ✓ Develop strategy and priorities for emergency and permanent restoration of utilities, health and medical facilities, transportation systems, communications, and water/wastewater systems.
- ✓ Coordinate with utility providers to determine restoration priorities.
- ✓ Administer FEMA Public Assistance grants in federally declared disasters.

Establish System for Managing Donations and Volunteers

- ✓ Determine adequacy of local resources and whether outside assistance is needed to establish a volunteer reception center or to manage donations facilities.
- ✓ Obtain technical assistance from state Donations-Volunteer Coordination team.
- ✓ Establish policy and process for accepting and dispensing cash donations.

Support Mass Care Activities

- ✓ Ensure coordination between Human Services and nonprofit/voluntary agencies providing mass care (American Red Cross, Salvation Army, Colorado Baptists, etc.).

- ✓ Provide logistical support for sheltering, feeding, bulk distribution, animal care, and other mass care activities.
- ✓ Establish call center or request assistance from Colorado 2-1-1 to provide call center, information and referral services.

Provide Behavioral Health Services to Survivors

- ✓ Identify resources to meet immediate needs for crisis counseling (victim advocates, behavioral health specialists).
- ✓ Determine need for long-term behavioral health services.
- ✓ Obtain technical assistance through Colorado Crisis Education and Response Network (COCERN), coordinated by Colorado Department of Public Health and Environment (CDPHE).

Provide Case Management Services

- ✓ Ensure trained case managers are available to support unmet needs of individuals and families (application completion, housing, employment, business support, legal services, clothing, furniture, transportation, medical and behavioral health services, and referral/transition to other public services).

Provide Coordinated and Timely Public Information

- ✓ Prepare and release coordinated public messaging regarding health and safety risks, debris removal, donations/volunteers, availability of assistance, and other recovery issues.
- ✓ Establish a webpage and utilize social media to create interactive, culturally-competent dialogue with residents on recovery matters.

Re-Entry: Public & Environmental Health Considerations

- ✓ Perform search and rescue.
- ✓ Determine secondary hazards / imminent threats.
- ✓ Determine hazardous materials risks to citizens and responders.
- ✓ Communicate risks to responders/relief workers.
- ✓ Establish public messaging systems.
- ✓ Determine pandemic / epidemic and sanitation considerations.

Identify Sources of Outside Assistance

- ✓ Identify assistance programs available from federal government, State government, nonprofit organizations, and the private sector to assist individuals and families.
- ✓ Support delivery of FEMA Individual Assistance grants and loans in federally declared disasters.

Determine Need for Disaster Declaration

- ✓ Request State and or federal disaster assistance (as needed, based on damage assessment and levels of insurance coverage).

- ✓ Prepare ordinance/resolution declaring a local disaster and providing legal basis for instituting social controls, enabling access to TABOR emergency reserves, or other extraordinary legal measures.

Identify Technical Assistance Needs

- ✓ Contact Department of Local Affairs (DOLA; Divisions of Local Government, Housing, Emergency Management) for legal, budgetary, housing, planning and economic development assistance.

Identify Hazard Mitigation Opportunities

- ✓ Develop hazard mitigation strategy and seek funding to support mitigation projects and initiatives.
- ✓ Evaluate adequacy of building and zoning codes and land use plans based on disaster impacts.
- ✓ Coordinate with State and federal agencies with hazard mitigation programs and resources.

Establish Disaster-Related Policies

- ✓ Modify codes and regulations, as needed, to facilitate recovery for residents, businesses, and public entities.

APPENDIX E: RECOMMENDED PROGRESSION IN EMERGENCY MANAGEMENT

Recommended Progression in Emergency Management				
	Basic Education	Core FEMA Coursework	Other Relevant Courses	Experience / Certification
Beginning	Associates Degree in Emergency Management, Homeland Security, Political Science or Public Policy	IS-1 Emergency Manager: An Orientation	IS-139 Exercise Design	Internship or entry-level employment with an emergency management / homeland security agency
		IS-100.b Introduction to Incident Command System	IS-700.a National Incident Management System (NIMS)	
		IS-200.b ICS for Single Resources and Initial Action Incidents	IS-800.b National Response Framework, An Introduction	
		FEMA Professional Development Series (PDS)	G-402 Emergency and Disaster Considerations for Executives	
Intermediate	Bachelors Degree in Emergency Management, Homeland Security, Political Science or Public Policy, or 3 years equivalent experience	IS-701.a NIMS Multi-Agency Coordination System (MACS) Course	IS-706 NIMS Interstate Mutual Aid, An Introduction	Mid-level position in emergency management / homeland security
		IS-702.a NIMS Public Information Systems	G-197 Access and Functional Needs	Certification as Associate Emergency Manager (AEM) through either the International Association of Emergency Managers of the State of Colorado
		IS-703.a NIMS Resource Management	G-250.7 Rapid Assessment Workshop	
		IS-704 NIMS Communications and Information Management	G-270.4 Recovery from Disaster, the Local Government Role	Participation in the CO Emergency Management Academy
		IS-775 EOC Management and Operations or G-775 EOC Management and Operations	G-393 Mitigation for Emergency Managers	
		G-191 ICS/EOC Interface	G-358 Evacuation and Re-Entry Planning	
		I-300 Intermediate ICS	EMI Integrated Emergency Management Curriculum (IEMC)	
Advanced	Master's Degree in Emergency Management, Homeland Security, Public Policy or Political Science, or 5 years equivalent experience	FEMA Advanced Professional Series	Leadership training: L-480 or equivalent	Upper-level / Director position with an emergency management / homeland security agency
		I-400 Advanced ICS		Certified as Certified Emergency Manager (CEM) through CO and IAEM

APPENDIX F: COLORADO STATE AGENCIES ASSISTING IN EMERGENCY MANAGEMENT

Within their statutory authorities, State agencies are responsible to provide assistance to local jurisdictions when local capabilities are overwhelmed by an emergency or disaster. 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 each assigned ESF in the State Emergency Operations Plan. Below are some basic bullet points of support that can be provided to local jurisdictions during disasters and emergencies.

Department of Agriculture

The Department of Agriculture and the Department of Natural Resources are responsible for ESF #11 of the State Emergency Operations Plan:

- 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.

Primary divisions responsible for ESF #11 roles include the following:

- **Markets Division:** Lead division for provision of nutritional assistance.
- **Animal Industry Division:** Lead division for animal disease and pest response. Oversight to and assist with protection of companion animals and non-commercial livestock.
- **Plants Division:** Lead division for plant disease and pest response.
- **Inspection and Consumer Services Division:** Lead division in assuring the safety and security of the commercial food supply.
- **Conservation Division:** Lead division addressing protection of natural, cultural and historic resources in conjunction with Colorado Department of Natural Resources.
- **Colorado Veterinary Medical Foundation / State Animal Response Team:** Lead NGO for protection of companion animals and non-commercial livestock.

Department of Corrections

- Provide assistance to wildfire agencies through prisoner hand crews specially trained in wildfire operations.
- Provide assistance in plowing and heavy equipment operations through prisoner programs.

Department of Natural Resources

As part of ESF #2, Colorado Department of Natural Resources (DNR) utilizes the state DTR system for Division of Wildlife (DOW) and Parks and Recreation. A large number of mobiles from DOW are available in all areas of the state.

- Monitors stream gauges across the state
- Coordinates with water districts and commissioners across the state

Department of Personnel and Administration

The Department of Personnel and Admin, Division of Information Technologies, is responsible for ESF #2 in the State Emergency Operations Plan:

- Procurement and coordination of all telecommunications services from the telecommunications and information technology (IT) industry during an incident response.
- Provide the required temporary telecommunications and the restoration of the telecommunications infrastructure.
- Provide for the receipt and dissemination of emergency notifications include, but are not limited to Homeland Security Alert Levels, enemy attack, natural and technological disasters, hazardous materials incidents, nuclear fallout and any other large-scale emergencies or alerts affecting the State and local governments of Colorado, and hence, the populace and private organizations in potentially affected areas in keeping with all existing references, laws, and guidelines
- Provide all telecommunications engineering and service facilities and staffing for the State with the exception the Colorado National Guard facilities
- Maintain radio systems, frequency management duties, and maintenance of all assets such as the State repeater and microwave system.

Department of Public Health and Environment (CDPHE)

CDPHE is responsible for ESF 8 in the State Emergency Operations Plan:

- 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).

Supplemental assistance occurs for:

- Emergency epidemics or the threat of an emergency epidemic
- Disease surveillance, intervention, or control
- Chemical, biological, and radiological analysis with technical support for the control of exposure to hazardous materials related to water quality, air pollution, or food
- Medical care surge support for personnel, medical equipment and supplies (via the Strategic National Stockpile), and mass casualty response planning

CDPHE will consult with the appropriate organizations to determine the need for support in the following areas:

- Assessment of public health and medical needs associated with disease outbreaks, environmental contaminants, and healthcare system infrastructure
- Health surveillance of exposures, disease cases, or injuries
- Medical care personnel capacity and capabilities
- Health/medical equipment and supplies requests, and reception and distribution of the Strategic National Stockpile (SNS)
- Technical assistance patient evacuation coordination planning
- Patient care support planning for inpatient hospital care and outpatient services to victims who are seriously ill or injured
- Safety and security of human drugs, biologics, medical devices, veterinary drugs, etc. that are regulated by CDPHE
- Blood and blood products availability monitoring
- Safety and security of food products intended for human consumption, including integrity of packaging and temperature
- Coordinate and collaborate with agriculture safety and security activity as related to animals, animal feed, and therapeutics intended for human consumption
- Guidance to responder safety related to exposures to infectious diseases, or chemical or radiologic agents
- Assess exposures of the general population and high-risk populations
- Coordinate with the Department of Human Services, Mental Health Services as the lead agency for behavioral health care during emergency events
- Provide public health, disease, and injury prevention information for the general public who are located in or near areas affected
- Assist in the assessment of the threat for vector-borne diseases
- Coordinate with ESF #3 – Public Works and Engineering, and ESF #10 – Oil and Hazardous Materials Response, in assessing potable water, waste water, solid waste disposal, and other environmental health situations
- Provide technical support for mass fatality and the death certificate process
- Maintain support of the Disaster Field Office during recovery for the following:

- Disease Surveillance: Monitor for vector-borne and zoonotic diseases; water borne, airborne, and human-to-human disease transmission; and provide technical support for intervention and control measures (which may include public information)
- Food Safety: Technical support and regulatory monitoring of food intended for human consumption. This includes food preparation facilities, food storage and warehousing facilities and dairy farms
- Health Facility and EMS Care: Monitoring the status of bed capacity; facility capabilities and supplies; and providing technical support for re-establishing standard operations
- Water Quality: Technical support and laboratory diagnostics for re-establishing safe drinking water and proper waste water disposal
- Waste Disposal: Technical support and regulatory monitoring for the assessment and proper disposal of solid and hazardous waste

Department of Public Safety

Division of Homeland Security and Emergency Management, Office of Emergency Management (OEM)

In accordance with C.R.S. 24-32-2102(1)(f), the Governor has delegated the OEM responsibility for the management and coordination of State emergency operations and, when necessary, federal resources. OEM is responsible for ESF # 5, ESF # 7, ESF #9 and ESF #14

- Responsible for the organization and operation of the State Emergency Operations Center (SEOC): daily and when activated for an emergency.
- 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 State OEM 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.
- Responsible for establishing the State presence in the impacted jurisdiction in anticipation of immediate and longer-term State assistance. This presence is established first by the State OEM regional field manager or other Division-level regional coordinator and may be followed by a larger contingent of State representatives, a Disaster Recovery Center, or Joint Field Office.
- Maintains contact with the impacted jurisdiction(s) and reviews their capabilities and shortfalls as a means of determining initial State response requirements.
- Activates the required State ESFs, issues initial activation mission assignments, and establishes reporting and communications protocols with the activated agencies.
- 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.

- Implement the Colorado Emergency Resource Mobilization Plan. Identify and dispatch appropriate emergency resources through ROSS and the State Resource Inventory Report.
- 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. Support which cannot be provided through State resources will be obtained through commercial sources. Resources outside disaster areas will be directed to fulfill unmet needs of State or local governments. Logistical support necessary to save lives will receive first priority. Massive acquisitions of resources will be accomplished in accordance with an executive order, which would exempt normal procedures for purchasing.
- Buildings will be leased for staging area warehouses or to replace damaged or destroyed facilities.
- Make available technical advisors in the areas of procurement, storage, and transportation.
- Make the necessary arrangements for “rapid turnaround” for printing, photographic reproduction, layouts, blueprints, forms and formats, and other graphic needs as required.
- Communication resources will be provided in coordination with ESF #2.
- Transportation needs will be provided in coordination with ESF #1.
- Coordinate with Corporate Emergency and Disaster Response Teams to avoid duplication of support.
- Food and fuel will be provided with cooperation of ESFs #1, #11, and #12.
- Security for staging areas and facilities will be provided by ESF #13.
- 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). Long-term recovery efforts focus on redeveloping communities and restoring the economic viability of disaster areas, including:
 - Coordinating and integrating the resources and assistance programs of voluntary agencies and other community-based organizations
 - Restoring and making permanent repairs to public infrastructure damaged in the disaster
 - Reestablishing an adequate supply of housing, including affordable housing, to replace housing stock destroyed by the disaster
 - Restoring the economic base of disaster-impacted communities, including lost jobs and employment opportunities
 - Identifying hazard mitigation opportunities and implementing long-term hazard mitigation plans, projects and measures (e.g., land use plans, hazard-zone restrictions and building codes).

Colorado State Patrol

CSP is responsible for ESF #10 and ESF #13 in the State Emergency Operations Plan. Unless there is a delegation of authority by the chief or sheriff, or a Governor's emergency declaration and the Governor chooses to take command of local resources, law enforcement activities remain under the control of the jurisdictions' chief law enforcement official, generally the Chief of Police or the County Sheriff.

- Support local law enforcement departments with appropriate resources to include mobilizing, prioritizing, and deploying law enforcement teams and resources as needed.
- Coordinate with other ESFs for use of State law enforcement assets to support law enforcement operations when indicated.
- Coordinate with ESF #1 for use of Colorado Department of Transportation assets to support law enforcement operations when indicated.
- Maintain adequate resources to support local operations and plan for a reduction of resources.

CSP, as a Designated Emergency Response Authority (DERA), is the primary response authority for incidents on federal, State, or county highways, outside of municipal city limits. As a DERA, the CSP is authorized by statute to provide support to local government at the request of another DERA, or under established mutual aid.

- Provides for a coordinated response to actual or potential oil and hazardous materials incidents.
 - On federal, State, and county highways outside of municipal city limits, except where they have delegated their authority.
 - At the boundary between two jurisdictions, one of which is the CSP's, or where the responsible jurisdiction is not readily ascertainable.
 - When the incident initiates within the CSP's jurisdiction but spreads to another.
- Utilizes twelve (two-person) technician-level hazmat teams located in strategic locations throughout the state.
 - Locations: Alamosa, Adams County, Castle Rock, Cortez, Glenwood Springs, Grand Junction, Greeley, La Junta, Limon, Pueblo, Sterling.
- Provides technical assistance when requested by local jurisdictions or the incident command authority.
- Provides personnel to support technical/safety requirements during hazardous material/terrorist incidents, including but not limited to, traffic control, perimeter security, evacuation, etc.
- Provides Incident Command (IC) at hazardous material/terrorist incidents that occur within the CSP's jurisdictional authority as a DERA.

General support functions of CSP:

- Through its dispatch centers and communications van, CSP supports the communications effort by the use of its statewide repeaters and channels, the DTR system, and its interface with the DEM local government system (45.24 MHz) and VHF radios

Division of Fire Prevention and Control

The Division of Fire Prevention and Control (DFPC) is responsible for ESF #4 and ESF 4a in the State Emergency Operations Plan

- Manages and coordinates firefighting activities, including the detection and suppression of fires on State and local lands
- Provides for and assists in the coordination and utilization of interagency firefighting 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.
- Receives fire information, fire response, or other appropriate fire information that relates to potential for fire response.
- Provides personnel, equipment, and supplies in support of State, local, and tribal agencies involved in rural and urban firefighting operations
- Supports local fire departments with appropriate resources to include mobilizing and deploying firefighting teams and resources as needed.
- State and other local resources from outside the disaster area are committed through coordination with other agencies that have firefighting resources.
- Facilitates the determination to accept incident as an EFF incident.
- Coordinates with federal, State, local government agencies and Dispatch Centers including Rocky Mountain Coordination Center on all appropriate issues and information related to fire restrictions or closures as situation warrants.
- Takes requests for Single Engine Air Tanker (SEAT) prepositioning and relays to SEAT Coordinator.
- Pursues requests and brings to closure any issue pertaining to pre-positioning or safety issues concerning SEAT.
- Implements alert/activation procedures for Colorado Task Force 1. Coordinates with federal ESF #9 to obtain federal assistance as required for Colorado Task Force 1.
- Coordinates with ESF #1 for use of Colorado Department of Transportation assets to support firefighting operations, when indicated.
- Plans for and establishes relief resources to replace or rotate with committed resources for extended operations.
- Obtains and submits situation and damage assessment reports and provides information to the SEOC.
- Provides for participation on Rocky Mountain Area Multi-agency Coordination Group (MAC) to set suppression priorities; designates the use of potential suppression resources; and coordinates and represents in the absence of other local governments their suppression resources.
- Coordinates with the State Office of Emergency Management to access resources through the Emergency Management Assistance Compact, FEMA, and other interstate and federal entities for response beyond the State's capability.

- Requests supporting agencies maintain appropriate records of costs incurred during an event. Requests supporting agencies document any lost or damaged equipment and personnel or equipment accidents.
- Anticipates and plans for arrival of, and coordination with, FEMA ESF #4 and ESF#9 personnel in the SEOC and the Joint Field Office.
- Provides for the turn-back of incident to local authorities as complexity levels fall within local capabilities to manage the incident.
- Provides for notification of Fire Management Officers all matters pertaining to potential fire incidents and information pertaining to all fire related activities as appropriate.
- Provides for notification of State OEM and FEMA of all information concerning the reported incident based on potential of incident to exceed county capabilities to manage. Notification of ESF #4 supporting agencies as needed.
- Tracks the number of and the potential need of additional DFPC personnel being assigned to incidents on a scheduled basis and or coverage needs statewide.
- Assesses the need for support to Area Dispatch centers during suppression efforts.

Department of Regulatory Agencies

The Colorado Public Utilities Commission with MOU from Office of Energy Management and Conservation collects, evaluates, and shares information on energy system damage and estimates on the impact of energy system outages within affected areas.

- Serves as liaison regulated and unregulated utility companies and State agencies to facilitate critical electric infrastructure protection and restoration.
- Develops contact list and calling tree of State agency personnel for use to facilitate restoration and protection efforts during emergencies as requested by the electric utility sector.
- Participates in planning for short-term and long-term emergency management, restoration and protection operations, and the development of supporting operational plans, SOPs, checklists, or other job aids in concert with existing first-responder standards.
- Provides available personnel, equipment, or other resource support as requested by State OEM or the ESF primary agency and provide representation in the SEOC.

Department of Human Services

The Department of Human Services is responsible for ESF #6 in the State Emergency Operations Plan. 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. Overall coordination, shelter, feeding, and other activities to support emergency needs of victims as described below:
 - The provision of emergency shelter for disaster victims, including the use of pre-identified shelter sites in existing structures; creation of temporary facilities

such as tent cities; and use of similar facilities outside the disaster-affected area, should evacuation be necessary. Temporary housing programs may be made available.

- The provision of feeding disaster victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk food distribution. Such operations will be based on sound nutritional standards and will include provisions for meeting requirements of disaster victims with special dietary needs. Emergency donated food will be made available. Food Stamp programs may be made available.
- Providing first aid services to disaster victims and workers at mass care facilities. This emergency first aid service will be supplemental to the traditional emergency medical system (EMS) coordinated by ESF #8.
- Disaster Welfare Information: DWI provides a system to aid in the reunification of family members within the affected area who were separated at the time of the disaster and inform about the status of victims.
- Distribution of emergency relief items at shelter sites or established sites within the affected area. The bulk distribution of relief items will be determined by the requirement to meet urgent needs of disaster victims for essential items.
- Gathering of information from local jurisdictions, State agencies, and volunteer and private organizations with regard to mass care efforts. Accurate and timely information will be disseminated through situation reports, briefings, public information, etc. in coordination with ESF #5.
- Housing involves the provision of assistance for short- and long-term housing needs of victims, and is accomplished through the implementation of programs and services designed to:
 - Provide assistance for the short-term and long-term housing needs of victims.
 - Identify the various factors that could impact the incident-related housing needs and help develop a plan of action to provide housing assistance in the most effective, expedited, and efficient manner available at the time.
 - Identify solutions for short-term and long-term housing for victims, as appropriate. Housing assistance provided to victims may include rental assistance, temporary housing, loans for the repair and/or replacement of primary residences, etc.
- Human Services will coordinate housing assistance with the DOLA who is responsible for administering and dispersing State and federal housing funds.
 - Human Services include providing victim related recovery efforts such as counseling, identifying support for persons with access and functional needs, expediting processing of new benefits claims, assisting in collecting crime victim compensation for acts of terrorism, and expediting mail services in affected areas.
 - Assessing human services needs in the disaster area, coordinating victim-related recovery efforts, and implementing an appropriate plan based on the resources available to assist all victims.

- Supporting various services assisting individuals and households, including a coordinated system to address victims' incident-related recovery needs through crisis counseling and other supportive services.
- Coordinating and identifying individuals with access and functional needs within the impacted area, to include the elderly, people with disabilities, and people communicating in languages other than English (including sign language).
- Supporting immediate, short-term assistance for individuals, households, and groups dealing with the anxieties, stress, and trauma associated with a disaster, act of terrorism, and/or an incident of mass criminal violence.

Mental Health Division

The Mental Health Division is responsible for ESF 8a in the State Emergency operations Plan.

- 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.
- The goal of planning for disaster response is to improve the public and private mental health systems' ability to respond to victims/survivors of major disasters who need services. This is accomplished by building collaborative relationships and through training.

Department of Transportation (CDOT)

CDOT is in charge of ESF 1 and ESF #3 in the State Emergency Operations Plan

- Directing Regional Transportation Directors and Maintenance Superintendents to allocate personnel, equipment, and other resources for the support of response activities on a statewide level.
- 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
- Coordinating and supporting prevention, protection, and mitigation among transportation infrastructure stakeholders at the state and local levels.
- Providing or redirecting State or federal funding for transportation damage recovery
- Securing and obtaining federal emergency replacement funding as may be available for infrastructure.
- Creating expanded work force through emergency contracts.

- Directing the transportation regions' allocation of resources, personnel, and other required support for the response activities.
- Maintaining a communications network with local, city, and county officials within the region to provide a communication link to the ESF #1 and ESF #3 Emergency Response Coordinator.
- Designating disaster field office and management of the field office.
- Managing coordination between CDOT's functional areas.
- Managing CDOT regional emergency response office.
- Providing 24-hour transportation system information including road closures, detours, delays, alternate routes, etc.
- Controlling Variable Message Signs at key locations along transportation corridors.
- Providing structure damage assessment, structure flow capabilities, structure repair recommendations, and weight restrictions on bridges.
- Conducting pre and post-incident assessments of public works and infrastructure
- Providing technical assistance to include engineering expertise, construction management, and contracting and real estate services
- Providing debris clearance; roads, highways, and bridge repairs; engineering, construction, repair, and restoration of essential public works systems and services; and the safety inspection of damaged buildings.
- Providing personnel and heavy equipment to assist with diking operations and other scene-control measures during a hazardous material/terrorist incident.
- Providing personnel and equipment to assist with traffic control and scene access and egress.

Department of Local Affairs

Division of Local Government (DLG)

The Division of Local Government is a key partner in emergency management and will assist local jurisdictions throughout the duration of the incident and throughout recovery. DLG is responsible for coordinating with elected officials and for assisting with the establishment of the Disaster Recovery Center, when stood up.

Division of Housing (DOH)

The Division of Housing is responsible for assisting local and tribal governments with short and long-term housing needs after an emergency. They will often be part of the Disaster Recovery Center to answer questions and provide assistance to citizens.

Colorado Search and Rescue Board

CSRB is a component of ESF #9 in the State Emergency Operations Plan. Search and rescue responsibility is granted by statute to the sheriff of each county in Colorado. The State can assist the Sheriff with the use of State resources or by coordination, through CSRB, of other local resources. SAR activities may include:

- Searches and rescues in the mountains or plains for lost, missing, or endangered persons.

- Dragging of or underwater searches in lakes, ponds, or rivers.
- Searching for downed or missing aircraft

Department of Military and Veterans Affairs

Army National Guard

- Provide transportation resources to move emergency response personnel and equipment resources to declared disasters or major incidents
- Provide personnel and equipment resources to assist with on-scene operations during a disaster or major incident
- Provide communications capability
- Provide aviation resources
- Provide CBRNE detection and evaluation capability (CST)
- Provide extraction, mass decontamination, and mass medical capability (CERFP)
- Provide area and point security

Air National Guard

- Provide transportation resources and personnel
- Provide security personnel

Civil Air Patrol

The Civil Air Patrol assists in conducting and coordinating all lost, missing, and overdue aircraft searches in cooperation with the county sheriff in whose jurisdictions such searches may take place. The Civil Air Patrol is responsible for Emergency Locator Transmitter (ELT) searches. Since the non-distress (false alarm) rate of ELTs is nearly 99%, the Civil Air Patrol will coordinate with the county sheriff on searches that may be a distress situation.

- Provide aerial reconnaissance
- Provide communications relays

APPENDIX G: SAMPLE DOCUMENTS

Sample Document #1: Situation Report

The following information is needed whenever an incident of significance occurs in the local jurisdiction. This information is often compiled by the Colorado Office of Emergency Management regional field manager for the local region. It can also be compiled by local emergency management staff to provide situational awareness to neighboring jurisdictions, and State and federal partners.

SITUATION REPORT:

EVENT NAME:

EVENT SUMMARY:

1. REPORT DATE/TIME:
2. LOCATION:
3. EVENT START DATE/TIME:
4. AGENCIES INVOLVED/ RESOURCES COMMITTED:
5. ASSISTANCE ANTICIPATED:
6. DEATHS/INJURIES:
7. DAMAGE:
8. EVACUATION STATUS/#:
9. CURRENT SITUATION:
10. FUTURE THREATS:
11. INCIDENT COMMAND JURISDICTION/LOCATION:
12. IC NAME/CONTACT #: At EOC:
13. DEM POC/ CONTACT #:

Sample Document #2: Disaster Declaration

BEFORE THE BOARD OF COMMISSIONERS

OF SAMPLE COUNTY, COLORADO

Resolution no. _____

A RESOLUTION DECLARING A DISASTER AND EMERGENCY IN SAMPLE COUNTY

WHEREAS, Sample County suffered serious damage to roads, and other public and private facilities caused by excessive and unreasonably heavy rains, which occurred starting July 16, 2006; and

WHEREAS, The County experienced rainfall amount over a three day period starting on July 16, 2006 that were between 3" to 5" (total) causing washouts on County Road #88 and closing County Rd #11 due to flood conditions in Neighboring County. In addition the main road in Turkey Creek Subdivision was severely damaged due to 7 dams that overtopped or were breached due to the flooding. Power and phone service was lost. Other roads were temporarily closed during Friday were County Rd #1, County Rd #3, County Rd #4 and County Rd #5; and

WHEREAS, the cost and magnitude of responding to and recovering from the impact of the ensuing event is far in excess of the county's available resources; and

WHEREAS, the Board of County Commissioners hereby finds, determines and declares that adoption of this resolution is necessary for the preservation and protection of the public health, safety and welfare of the inhabitants of _____ County, Colorado.

NOW THEREFORE BE IT RESOLVED, that the Board of County Commissioners declare _____ County, Colorado to be a disaster area.

ADOPTED AT AN EMERGENCY MEETING OF THE BOARD OF COMMISSIONERS THIS 17TH DAY OF JULY, 2006, AT 111 SOUTH MAIN STREET IN ANYTOWN, COLORADO.

By: _____

Attest: _____

Name, Clerk and Recorder

Sample Document #3: Delegation of Authority

DELEGATION OF AUTHORITY

Date: _____

Emergency Declaration: Sample County, Colorado

Delegation From: Sample County Board of Commissioners

Delegation To: Sample County Incident Management Team

The Sample County Board of Commissioners has declared an emergency for this day due to severe snow and wind conditions. There is a clear need to establish a response to the numerous entrapped people who have called the county for help.

The Sample County Board of County Commissioners delegates, through _____, Sample County Emergency Manager, authority to the Incident Management Team established for this incident the following:

The IMT, through the Incident Commander, has authority to make necessary decisions as needed to safely manage this emergency.

The IMT is authorized to expend funds as needed to mitigate this incident. The total expenditure amount authorized for this incident is \$_____.00.

This delegation is set to expire on _____ at _____ hours. This delegation may also be revised upon mutual agreement of both parties.

The delegation is needed for the immediate and necessary preservation for the health, safety, and welfare of our citizens of Sample County.

Done and signed this _____ day of _____, 2016.

Name

Chairperson, Board of Commissioners

Name

Incident Commander

APPENDIX H: GLOSSARY OF TERMS AND ACRONYMS

Authority Having Jurisdiction (AHJ). Where public safety is primary, the authority having jurisdiction may be a federal, State, local, or other regional department or individual such as a fire chief; fire marshal; chief of a fire prevention bureau, labor department, or health department; building official; electrical inspector; or others having statutory authority. For insurance purposes, an insurance inspection department, rating bureau, or other insurance company representative may be the authority having jurisdiction. In many circumstances, the property owner or his or her designated agent assumes the role of the authority having jurisdiction; at government installations, the commanding officer or departmental official may be the authority having jurisdiction.

BOCC. Board of County Commissioners

Business Continuity. In the public sector, this phrase is also known as *continuity of operations (COOP)* or *continuity of government (COG)*. Mission, vision, and strategic goals and objectives are used to focus the program.

Civil Defense Service. All activities authorized by and carried on pursuant to the provisions of the "Colorado Disaster Emergency Act of 1992," including training necessary or proper to engage in such activities.

Civil Defense Worker. Any natural person who is registered with the State Office of Emergency Management or with a local organization for civil defense for the purpose of engaging in civil defense service without pay or other consideration or is a physician, health care provider, public health worker, or emergency medical service provider who is ordered by the Governor or a member of the disaster emergency forces of this state to provide specific medical or public health services during and related to an emergency epidemic and who complies with such an order without pay or other consideration.

COEM. Colorado Office of Emergency Management, through the Department of Public Safety, Division of Homeland Security and Emergency Management

Continuity of Government. Capability to ensure survivability of constitutional and democratic government and the continuity of essential government functions.

Continuity of Operations. Capability to continue essential program functions and to preserve essential facilities, equipment, and records across a broad range of potential emergencies.

CRS. Colorado Revised Statutes

Disaster. A severe or prolonged incident which threatens life, property, environment, or critical systems.

DOLA. Department of Local Affairs

DRC. Disaster Recovery Center

EMAC. Emergency Management Assistance Compact

Emergency. An incident, natural or human-caused, that requires responsive actions to protect life, property, environment, or critical systems.

Emergency Management Program. A jurisdiction-wide system that provides for management and coordination of prevention, protection, mitigation, response, and recovery activities for all hazards. The system encompasses all organizations, agencies, departments, entities, and individuals responsible for emergency management and homeland security functions.

Emergency Volunteer Service. All activities authorized and carried out by a volunteer who is a member of a qualified volunteer organization as directed by a county sheriff, local government, local emergency planning committee, or State agency in the event of disaster.

EOC. Emergency Operations Center

EOP. Emergency Operations Plan

Essential Program Functions. Activities that enable an agency, department, or organization, on behalf of the jurisdiction, to carry out emergency response actions, provide vital services, protect the safety and well-being of the community/jurisdiction, and maintain the economic base of the community/jurisdiction.

FEMA. Federal Emergency Management Agency

GAR. Governor's Authorizing Representative

Hazard. Something that has the potential to be the primary cause of an incident.

Human-caused. Incidents caused by human activity, which include but are not limited to chemical, biological, radiological, nuclear, explosive; and technological, including cyber, hazards, whether accidental or intentional.

IAP. Incident Action Plan

IC. Incident Command or Incident Commander

IC/UC. Incident Command / Unified Command

ICP. Incident Command Post

ICS. Incident Command System

IGA. Inter-Governmental Agreement

IMS. Incident Management System

IMT. Incident Management Team

Incident. An occurrence, natural or human-caused, that requires action by the emergency management program.

Incident Management System. An incident management system is formalized and institutionalized and addresses the principles of command and basic functions of planning, operations, logistics, finance, and administration. An incident management system is modular, scalable, interactive, and flexible; it includes common terminology, manageable span of control, unified command, consolidated action plans, multi-agency coordination, and integrated communications. Examples include the National Incident Management System, Incident Command System (ICS), or a multi-agency coordination system.

Intelligence. The results of the process by which specific types of information are requested, collected, and analyzed.

ISP. Incident Support Plan

Jurisdiction. A state, territory, region, tribal government, county, parish or municipality. For accreditation purposes, this is the entity for which the applicant program is responsible for providing emergency management functions.

Local Emergency Planning Committee. A committee that meets the criteria specified in section 24-32-2604 of the Colorado Revised Statutes.

Local Organization for Civil Defense. A public agency which is empowered to register and direct the activities of civil defense workers within the area of the county or city or any part thereof and is thus, because of such registration and direction, acting as an instrumentality of the State in aid of the carrying out of the general governmental functions and policy of the State and includes a local organization for civil defense established by ordinance.

MAA. Mutual Aid Agreement

MAC. Multi-Agency Coordination

Mitigation. The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of a disaster. Mitigation measures may be implemented prior to, during, or after a disaster. Mitigation measures are often informed by lessons learned from prior disasters. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards.

MOA. Memorandum of Agreement

MOU. Memorandum of Understanding

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

Mutual Aid/Assistance Agreement. The term *mutual aid/assistance agreement* as used herein includes cooperative agreements, partnership agreements, memoranda of understanding, intergovernmental compacts, or other terms commonly used for the sharing of resources.

NGO. Non-Governmental Organization

NIMS. National Incident Management System

NPO. Non-Profit Organization

PIO. Public Information Officer

Policy Group. Elected and key officials in the jurisdiction having authority

Preparedness. The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, mitigate against, respond to, and recover from disasters. Preparedness is a continuous process.

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

Procedures. Detailed description of activities that support implementation of a plan(s).

Program stakeholder(s). Program stakeholders are, at a minimum, public, private, and non-governmental agencies, departments, organizations, entities, and individuals that have functional roles in the emergency management program.

Qualified volunteer. A volunteer who meets the criteria specified in section 24-32-2224 (1) of the Colorado Revised Statutes.

Recovery. Recovery programs are designed to assist victims and their families, restore institutions to suitable 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.

Response. The response of an entity to a disaster or other significant event that might impact the entity. Activities, tasks, programs, and systems can include the preservation of life, meeting basic human needs, preserving business operations, and protecting property and the environment. An incident response can include evacuating a facility, initiating a disaster recovery plan, performing damage assessment, and any other measures necessary to bring an entity to a more stable status.

RSF. Recovery Support Functions

SBA. Small Business Administration

Shall. Indicates a mandatory requirement to meet compliance with standards.

Standard. An EMAP standard is a criterion used to determine qualification for accreditation. Each standard states and/or describes qualities or facts that must be present for accreditation.

UCS. Unified Coordination System

Volunteer. A volunteer who is a member of a volunteer organization and provides volunteer services through the organization in the event of a disaster.

Volunteer organization. An organization that provides emergency services on a State or local level pursuant to part 22 of the Colorado Revised Statutes.

APPENDIX I: EMERGENCY MANAGEMENT REFERENCES

American Red Cross

<http://www.redcross.org/>

Citizen Corps

<http://www.citizencorps.gov/>

Colorado Office of Emergency Management

www.coemergency.com

Colorado State WebEOC

<http://webeoc.colorado.gov/eoc7>

Colorado Voluntary Organizations Active in Disasters (COVOAD)

<http://coloradovoad.org/>

Comprehensive Preparedness Guide (CPG 101)

http://www.fema.gov/pdf/about/divisions/npd/CPG_101_V2.pdf

Connect Colorado

<https://connect.state.co.us/csermp/login>

Federal Emergency Management Agency (FEMA)

www.fema.gov

Department of Public Safety

<http://cdpsweb.state.co.us/>

National Fire Protection Association

<http://www.nfpa.org/>

NIMSCAST

www.fema.gov/nimscast

Ready Colorado

<http://www.readycolorado.com/>

Resource Ordering Status System (through NWCG)

<http://ross.nwcg.gov/>

Salvation Army

http://www.salvationarmyusa.org/usn/www_usn_2.nsf