



# Town of Castle Rock Emergency Operations Plan

Adopted by the Castle Rock Town Council

May 21, 2019

by Resolution 2019-055

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# **BASIC PLAN**

## **1.0 Introduction**

The Town of Castle Rock (ToCR) Emergency Operations Plan (Plan or EOP) provides an overview of how the Town of Castle Rock and Douglas County public safety partners collaborate, plan and prepare for a hazardous incident that threatens lives, property, and natural resources. The Plan describes the policies, planning assumptions, concept of operations, and responsibilities when a disaster or emergency challenges local government's ability to respond or maintain existing levels of service. While there are some responsibilities for recovery that occur during the response phase, the Recovery Plan is a more detailed plan, separate from the Emergency Operations Plan. Until such time the Town develops a Town of Castle Rock Recovery Plan, the Town shall default to the Douglas County Recovery Plan (Attachment 1). The Recovery Plan details responsibilities of the Town of Castle Rock, Douglas County Government, and other agencies that have significant responsibilities associated with recovery from a disaster.

The Plan is a document that will evolve as it is tested during exercises, planned events and emergency incidents. The Plan will be reviewed by Emergency Management partners and updated periodically. The Plan will serve as one of many tools meant to improve coordination among all Emergency Management partners including those at the Federal, State, Regional and Local government levels, voluntary disaster relief organizations, and the private sector. The mission of the collaborating agencies is to enhance public safety, protect lives, property, the environment, and restore affected communities quickly and efficiently following a disaster.

### **1.1 Emergency Management as a Function in Homeland Security**

The discipline of Homeland Security includes two major components: Prevention/Deterrence and Emergency Management. Emergency Management provides a lead role in the traditional preparedness, response, recovery, and mitigation components. These components collectively are known as consequence management. Emergency Management also plays a supporting role in prevention (information sharing) and protection (critical infrastructure protection). Prevention and protection are primarily led by law enforcement agencies; however, Emergency Management is part of the information sharing network through the Colorado Information Analysis Center (CIAC).

## **2.0 Purpose and Scope**

The purpose of the Plan is to provide a consistent, familiar framework for response by the Town of Castle Rock to disasters and other incidents which overwhelm normal operational resources. The Plan uses the principles of the National Incident Management System (NIMS) as the foundation and aligns with the National Response Framework (NRF) at the Federal level, with the State of Colorado's Emergency Operations Plan (SEOP), and Douglas County's Emergency Operations Plan (DCEOP). This provides a consistency in response and recovery for all levels of government to easily assimilate and work collaboratively for the benefit of the citizens it serves.

The Emergency Operations Plan (EOP) consists of the Basic Plan, Appendices, incident-specific Annexes, and Attachments. The Basic Plan includes the purpose, scope, situations, assumptions, and concept of operations. It also includes a description of the organization and assignment of responsibilities, with direction, control, and coordination elements. It describes how communications, administration, finance, and logistics work within the Plan.

The Appendices include Authorities, Policies and References, Acronyms and Key Terms, Emergency Support Function Overview, and a Summary of Major ICS Positions.

The Attachments include pertinent emergency-disaster resolutions, Intergovernmental Agreements, Finance Policy, Delegation of Authority, Sample Verbiage for State of Emergency & Local Disaster Declaration, and maps the Town of Castle Rock, the Castle Rock Fire Protection District, and Douglas County.

The Incident-specific Annexes describe considerations and responses for possible hazards including: Animal Response, Cyber-Security, Hazardous Materials, Mass Fatality, Public Health Emergencies, Severe Weather, Terrorism or Man-made Emergencies, Transportation Emergencies, and Wildland Fire.

Incidents can quickly escalate into disasters requiring resources that are not usually available within individual agencies and standard Mutual Aid Agreements. **The Plan is always activated and in use in one sense or another, but escalation due to a large-scale event may occur at any time and can be accommodated due to the flexible nature of the Plan.**

## 3.0 Town of Castle Rock Description

### 3.1 Geography

The Town of Castle Rock encompasses an area of approximately 34 square miles and is located in central Colorado on Interstate 25, roughly 28 miles south of Denver and 37 miles north of Colorado Springs. The elevation of Castle Rock is 6,224 feet. This area lies in the Colorado Piedmont on the western edge of the Great Plains. The front range of the Rocky Mountains lay a few miles to the west. East Plum Creek, a stream within the South Platte River drainage basin, runs north then northwest through Castle Rock.

Common topographical features for the Town consist of rock outcroppings, steep hillsides, cliffs, canyons, mesas, plateaus, and riparian areas. Castle Rock, the castle-shaped butte that is the town's namesake, sits near the town's center, immediately north of downtown. The area is covered with

large meadows of grass, small plants, scattered juniper trees, and open Ponderosa Pine woodlands. Other trees common to the area include Gambel Oak, Pinyon, and Pinyon Pine.

The Town’s wildlife includes deer, elk, coyote, mountain lion, fox, hawk, black bear, the Preble’s meadow jumping mouse (a threatened species), porcupine, rattlesnakes, and prairie dogs.

The Town’s natural amenities accommodate a wide variety of residential categories ranging from agricultural and pastoral to remote settings to urban living.

### 3.2 Demographics

The Town of Castle Rock’s land area covers 34 square miles with a population of roughly 70,000, resulting in a population density of 2,059 residents per square mile. Overall, Castle Rock is a young, affluent community with Forbes ranking Douglas County the 8<sup>th</sup> richest county in the United States (Forbes, 2015). The median age is 33.8 which is younger than the Douglas County, State of Colorado and National medians of 36.6, 36.1 and 37.2 respectively with 49.6% male and 50.4% female. Further analysis shows that the senior population, 65 years and older, is 6.2% and lower than Douglas County, State of Colorado and National averages of 7.1%, 10.9%, and 13% respectively. The youth populations, under 5 years (9.2%) and 18 years (32.4%), are higher than the County, State and National averages (U.S. Census n.d.).

**Table 1 - 2016 Town of Castle Rock Age Demographics**

	Castle Rock	Douglas County	Colorado	United States
Median Age (years)	33.8	36.6	36.1	37.2
Under 5	9.2%	7.7%	6.8%	6.5%
Under 18	32.4%	30.5%	24.4%	24%
18 – 64 years	52.2%	54.7%	57.9%	56.5%
65 Years and Older	6.2%	7.1%	10.9%	13.0%
Male	49.6%	49.5%	50.1%	49.2%
Female	50.4%	50.5%	49.9%	50.8%

When compared to State and National statistics, Castle Rock has a relatively homogeneous demographic, with 84.7% percent of the population identifying as White, 10.0% as Hispanic or Latino, 2.8% Two or More Races, 1.7% Asian, 1.1% as Black/African American, 0.6% American Indian/Native Alaskan and .01% as Native Hawaiian/Pacific Islander (U.S. Census n.d.).

**Table 2 - 2016 Town of Castle Rock Ethnic Demographics**

	Castle Rock	Douglas County	Colorado	Unites States
White	84.7%	85.2%	70.0%	63.7%
Hispanic or Latino	10.0%	7.5%	20.7%	16.3%
Two or More Races	2.8%	2.6%	3.4%	2.9%
Asian alone	1.7%	3.8%	2.8%	4.8%
Black or African American	1.1%	1.2%	4.0%	12.6%
American Indian and Alaskan Native	0.6%	0.4%	1.1%	0.9%
Native Hawaiian and Other Pacific Islander	0.1%	0.1%	0.1%	0.2%

The Town of Castle Rock exceeds the state and national averages in the education demographic as well.

**Table 3 - 2016 Town of Castle Rock Educational Demographics**

25 years and Older	Castle Rock	Douglas County	Colorado	United States
Less than High School	4.52%	2.45%	10.08%	14.28%
High School Graduate	16.76%	13.69%	22.36%	28.24%
Some College or Associate Degree	33.62%	29.04%	30.89%	28.99%
Bachelor Degree	31.33%	37.09%	23.45%	17.88%
Master, Doctorate, or Professional Degree	14.71%	17.73%	14.08%	13.47%

Castle Rock's median income from 2010-2014 was \$86,563 and was significantly higher than both the Colorado and National medians of \$59,448 and \$53,482 respectively, but lower than the Douglas County median of \$102,626 (U.S. Census, n.d.). The median home value in Castle Rock from 2010-2014 was \$283,700 which was higher than the Colorado and National medians of \$239,400 and \$175,700 respectively, but lower than the Douglas County median value of \$340,300 (U.S. Census, n.d.).

In addition to the Town of Castle Rock, there are 57 special districts, metro districts, or authorities that provide a variety of public services. The Town of Castle Rock is the primary provider water and sewer services. However, there are three other water purveyors within the Castle Rock Fire and Rescue jurisdiction, Bell Mountain Water District, Castleton Water District, and Silver Heights Water District.

## **4.0 Public Safety Services**

### **4.1 Law Enforcement**

Law enforcement services are provided by the Town of Castle Rock Police Department (CRPD). Castle Rock Police Department employs or participates in several special teams including Douglas County Regional SWAT, Critical Incident Team (CIT) and Canine Units. Additional law enforcement agencies located immediately adjacent to The Town of Castle Rock include Douglas County Sheriff's Office (DCSO) and Colorado State Patrol (CSP).

### **4.2 Fire and Emergency Services**

Fire and emergency services for the Town of Castle Rock are provided by the Castle Rock Fire and Rescue Department (CRFD). Castle Rock Fire and Rescue Department is a full-service, all-hazard, career fire and rescue department that maintains a minimum daily staffing of 22 firefighters and officers responding from five fire stations. Castle Rock Fire and Rescue Department staffs five suppression apparatus (three fire engines and two quints), three advanced life support ambulances (medic units), and one battalion chief on a daily basis. Additionally, each fire station houses a cross-staffed brush truck. CRFD also maintains and cross-staffs a hazardous materials unit (HAZMAT), a tracked rescue vehicle (TRV), and technical rescue vehicle (Squad). Cross-staffed units do not have personnel dedicated to that apparatus. Instead, the staff assigned to the primary apparatus (fire truck) respond to emergencies in the specialized apparatus leaving the primary vehicle in the station.

### **4.3 Utility Services**

Water, stormwater, and wastewater services are essential utility services provided by the Town of Castle Rock that may be disrupted during a disaster. These services are critical to the support of modern life, continuity health and welfare for the citizens of Castle Rock. Service disruptions of more than a few hours often result in emergency conditions. Long-term disruptions can lead to disaster-emergency conditions in and of themselves. Natural and human-made disaster incidents

also typically disrupt utility services. The restoration of essential public utilities is often a key incident response and recovery priority.

Water service in the Town is provided by the Castle Rock Water. There are five private water purveyors adjacent to the Town: Castle Pines Metropolitan District, Pinery Water and Wastewater District, Bell Mountain Ranch Metropolitan District, Castleton Water and Sanitation District, and Silver Heights Water and Sanitation District. Individual domestic wells typically provide water service within surrounding unincorporated Douglas County rural areas. The Town residents depend on pumped groundwater and treated surface water for their water supply. A disruption in electrical power service will affect water availability across the Town within several hours to several days' time. Several of the well sites have backup power supplies that may support a point-of-distribution approach during a disaster. All of the Treatment Facilities have emergency backup power.

Wastewater treatment services are provided at a large regional treatment facility known as Plum Creek Water Reclamation Authority (PCWRA) for most of the Town and an adjacent water and sanitation district (the Pinery) for some eastern parts of the Town located in the Cherry Creek watershed. The PCWRA facility is somewhat resilient in that large portions of the wastewater collection system are gravity-fed, and the treatment plant has a backup power system for key components. The Wastewater Collection system, while largely gravity fed, has components that require electric power. All of the Town's lift stations have a backup generator and adequate overflow storage except one temporary lift station. The Utility does have some portable pumping and vacuum truck capabilities (2 vac trucks).

Castle Rock Water provides stormwater services. Castle Rock Water has an experienced and trained engineering staff and maintenance staff with various pieces of large equipment that can be mobilized during an emergency event. The equipment includes a front-end loader, a backhoe, a mini-excavator, and two skid steers. This equipment can be used to remove debris, reroute water channels, and limit damage to property.

Castle Rock Water maintains detailed mapping in a geographic information system (GIS) of all Town infrastructure related to Water, Wastewater, and Stormwater. Additional GIS data is maintained by the Division of Innovation and Technology (DoIT). These databases can be very useful in pinpointing and isolating problem areas, limiting disruption to localized areas.

For more details on emergency response equipment, supplies and issues related to Castle Rock Water see Castle Rock Water's Emergency Response Plan, 2016.

## **5.0 Hazard Vulnerability**

The Town of Castle Rock is vulnerable to many natural hazards and technological events that may cause a disaster. These hazards and vulnerabilities are described in detail in the Hazard Vulnerability

Analysis (Table 4). For further detail on the profile for each Hazard or Threat, please refer to Chapter 4 – Douglas County Local Hazard Mitigation Plan (Attachment 2), adopted by Town Council via resolution 2016-12.

**Table 4 - Hazard Vulnerability Analysis**

<b>Hazard Threat</b>	<b>Description / Frequency</b>	<b>Threatened Areas</b>	<b>Notes</b>
<b>Aircraft Accident</b>	<ul style="list-style-type: none"> <li>• There is a high volume of air traffic over the Town of Castle Rock</li> <li>• Various types of aircraft fly over, including small planes, jetliners, helicopters, and military aircraft.</li> <li>• Populations within flight paths and close to or adjacent to airports have an increased risk due to a higher probability for an accident during take-off and landing.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile:               <ul style="list-style-type: none"> <li>• Spatial Extent – Limited</li> <li>• Likelihood of Future Occurrences – Medium</li> <li>• Magnitude/Severity – Low</li> <li>• Significance - Low</li> </ul> </li> <li>• Centennial Airport is one of the busiest general aviation airports in the United States, and is directly north of the Town</li> <li>• Denver International Airport has holding-patterns over Douglas County airspace.</li> <li>• The Town has one Heli-pad within Town limits.</li> </ul>
<b>Cyber Threat</b>	<ul style="list-style-type: none"> <li>• The Town network must remain connected to the Internet to function normally and the Internet is the most likely origination point of likely threats.</li> <li>• The Town is dependent on computational (computer-based) systems to effectively provide services, including water and emergency services.</li> <li>• Many other types of cyber-attacks performed through gaining local access at Town facilities are possible, but much less likely to occur.</li> </ul>	<ul style="list-style-type: none"> <li>• All Areas</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile:               <ul style="list-style-type: none"> <li>• Spatial Extent – Medium</li> <li>• Likelihood of Future Occurrences – Medium</li> <li>• Magnitude/Severity – Substantial</li> <li>• Significance - Medium</li> </ul> </li> <li>• Cyber attacks can cause a denial of service (DOS) to use systems, access data, and/or destruction of data.</li> <li>• Many emergency and water services require connection to networked systems and the Internet for normal operations.</li> <li>• Cyber attacks can cause great reductions in ability to respond to and report on incidents caused by other threats, potentially magnifying the severity and significance of the other threat.</li> <li>• Hackers gaining unauthorized access and control of key systems, malware causing a disruption to Town services and/or deletion of critical data, and denial of service are the most likely threats to be realized.</li> </ul>

<b>Hazard Threat</b>	<b>Description / Frequency</b>	<b>Threatened Areas</b>	<b>Notes</b>
<b>Drought</b>	<ul style="list-style-type: none"> <li>• Can occur year-round, typically worsening during hot summer months with low relative humidity levels.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Significant</li> <li>• Likelihood of Future Occurrences – High</li> <li>• Magnitude/Severity – High</li> <li>• Significance - High</li> </ul> </li> <li>• During dry periods, there is an increase in ignition fuel, creating greater fire danger.</li> <li>• Drought also causes stress to wildlife populations, reducing them in numbers from normal water years due to starvation, encroaching into residential neighborhoods seeking food, etc.</li> <li>• Can lead to water rationing for the human population.</li> <li>• See Castle Rock Water’s current Drought Management Plan.</li> </ul>
<b>Earthquake</b>	<ul style="list-style-type: none"> <li>• At least 4 major faults exist within Douglas County.</li> <li>• The frequency is unpredictable and will not be anticipated by the majority of the population.</li> <li>• No major earthquakes have historically occurred in the County.</li> <li>• The projected maximum quake is 5.5.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Significant</li> <li>• Likelihood of Future Occurrences – Low</li> <li>• Magnitude/Severity – Low</li> <li>• Significance – Low</li> </ul> </li> <li>• It is possible for any area in the County to feel an earthquake even if the epicenter is not located within Douglas County. The major earthquake faults are located west of Interstate 25.</li> </ul>

<b>Hazard Threat</b>	<b>Description / Frequency</b>	<b>Threatened Areas</b>	<b>Notes</b>
<b>Economic Collapse</b>	<ul style="list-style-type: none"> <li>• Economic Collapse is defined as: Failure of economic, banking, or monetary system or a combination thereof.</li> <li>• The most recent US economic collapse was in 1930, “The great Depression”.</li> <li>• There have been a number of recessions that have stressed the US economy               <ul style="list-style-type: none"> <li>• 2007 – 2009</li> <li>• 2001</li> <li>• 1990 – 1991</li> <li>• 1980 – 1982</li> <li>• 1973 - 1975</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• All Areas</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: It is impractical to forecast all hazards (locally, regionally, State-wide or Nation-wide) associated with economic collapse. Below are some likely effects:               <ul style="list-style-type: none"> <li>• Hyperinflation due to U.S. Dollar rapidly losing value</li> <li>• Closure of banks could severely impact the ability of the Town to continue to provide services</li> <li>• Civil unrest and violence</li> <li>• Lack of supplies (food, fuel, etc.)</li> </ul> </li> </ul>
<b>Hazardous Materials Release, Fixed Facility</b>	<ul style="list-style-type: none"> <li>• Businesses can operate 24 hours a day and may expose a risk at any time.</li> <li>• Over one hundreds businesses have reported hazardous chemical inventories to the DC Local Emergency Planning Committee.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile:               <ul style="list-style-type: none"> <li>• Spatial Extent – Significant</li> <li>• Likelihood of Future Occurrences – Low</li> <li>• Magnitude/Severity – Medium</li> <li>• Significance - Medium</li> </ul> </li> <li>Types of Fixed Facility Businesses Using Hazardous Materials:               <ul style="list-style-type: none"> <li>• R&amp;D Facilities</li> <li>• Water Treatment Plants</li> <li>• Gasoline Stations</li> <li>• Dry Cleaners</li> <li>• Manufacturing</li> <li>• Health Care Facilities</li> <li>• Automotive Repair Facilities</li> </ul> </li> </ul>

Hazard Threat	Description / Frequency	Threatened Areas	Notes
<b>Hazardous Materials Release, Highway &amp; Rail</b>	<ul style="list-style-type: none"> <li>• Hazardous and toxic chemicals are transported daily through the Town of Castle Rock.</li> <li>• Waste Isolation Pilot Plant (WIPP) radioactive material shipments are transported through the Town of Castle Rock regularly.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Significant</li> <li>• Likelihood of Future Occurrences – Medium</li> <li>• Magnitude/Severity – High</li> <li>• Significance - High</li> </ul> </li> <li>• I-25 is designated as a transport route for hazardous and radioactive materials, and nuclear weapons.</li> <li>• Hazardous materials may be transported on any road while being delivered to a local business.</li> </ul>
<b>Flash Flood</b>	<ul style="list-style-type: none"> <li>• During periods of heavy rain, dry waterways and gulches can flood and pose critical danger.</li> <li>• Residences close to the major drainage basins are especially vulnerable.</li> <li>• Heavy soil saturation by repetitive storms or storms with high precipitation can add to the timing and severity of the flash flooding.</li> <li>• Generally there is little advanced notice for flash flooding.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas the Town, especially in the Plum Creek and Cherry Creek watersheds.</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Significant</li> <li>• Likelihood of Future Occurrences – Medium</li> <li>• Magnitude/Severity – High</li> <li>• Significance – Medium</li> </ul> </li> <li>Major Drainage Basins include: <ul style="list-style-type: none"> <li>• Cherry Creek</li> <li>• East Plum Creek</li> <li>• West Plum Creek</li> </ul> </li> </ul>

Hazard Threat	Description / Frequency	Threatened Areas	Notes
<b>Landslide and/or Rockslide</b>	<ul style="list-style-type: none"> <li>• Typically occurring during the Spring, Summer, and Fall due to severe weather with high precipitation.</li> <li>• Can also occur as a result of an earthquake or a human-caused activity.</li> </ul>	<ul style="list-style-type: none"> <li>• Primarily in areas near steep river banks and denuded areas resulting from wildland fire</li> <li>• Rock Park</li> <li>• Local Buttes</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Limited</li> <li>• Likelihood of Future Occurrences – High</li> <li>• Magnitude/Severity – Low</li> <li>• Significance - Medium</li> </ul> </li> <li>• Can disrupt and close transportation routes.</li> <li>• Can cause injury or death to vehicle occupants in the slide area.</li> </ul>
<b>Mass Casualty Incident</b>	<ul style="list-style-type: none"> <li>• The greatest potential for an MCI is along the roadways. <ul style="list-style-type: none"> <li>○ High speeds, poor visibility, inclement weather and the high volume of vehicles contribute to the potential for an accident causing injury to many people.</li> </ul> </li> <li>• Shopping centers, schools, and other areas where many people congregate have the potential to injure a high number of people should an incident occur</li> <li>• Special events pose a relatively dynamic risk based on the event type and location</li> </ul>	<ul style="list-style-type: none"> <li>• Interstate 25</li> <li>• Highway 85</li> <li>• Highway 86</li> <li>• Schools</li> <li>• Shopping centers</li> <li>• Special Events</li> <li>• Theaters</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Limited</li> <li>• Likelihood of Future Occurrences – Medium</li> <li>• Magnitude/Severity – Low</li> <li>• Significance – Low</li> </ul> </li> <li>• Large scale events held regularly in the Town include: <ul style="list-style-type: none"> <li>○ Elephant Rock Ride</li> <li>○ ArtFest</li> <li>○ Fourth of July celebrations</li> <li>○ Douglas County Fair and Rodeo</li> <li>○ Castle Rock Star Lighting</li> <li>○ Turkey Rock Trot</li> <li>○ Other limited term events</li> </ul> </li> </ul>

<b>Hazard Threat</b>	<b>Description / Frequency</b>	<b>Threatened Areas</b>	<b>Notes</b>
<b>Public Health Emergency</b>	<ul style="list-style-type: none"> <li>• Pandemic</li> <li>• Foodborne Illness Outbreak</li> <li>• Waterborne Contamination</li> <li>• Bio-Terrorism</li> </ul>	<ul style="list-style-type: none"> <li>• All areas</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Significant</li> <li>• Likelihood of Future Occurrences – Low</li> <li>• Magnitude/Severity – Medium</li> <li>• Significance - Medium</li> </ul> </li> <li>• This has the potential to impact great numbers of people, especially if the disease is contagious.</li> </ul>
<b>Riverine Flood</b>	<ul style="list-style-type: none"> <li>• Property and improvements along the Plum Creek susceptible to high running water due to snowmelt or heavy rain upstream as well as locally.</li> </ul>	<ul style="list-style-type: none"> <li>• Plum Creek</li> <li>• Sellers Creek</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Significant</li> <li>• Likelihood of Future Occurrences – Low</li> <li>• Magnitude/Severity – Medium</li> <li>• Significance - Medium</li> </ul> </li> </ul>
<b>Severe Weather</b>	<ul style="list-style-type: none"> <li>• Typically can occur April through September.</li> <li>• Severe weather includes thunderstorms, hailstorms &amp; rains that can produce flooding.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Extensive</li> <li>• Likelihood of Future Occurrences – High</li> <li>• Magnitude/Severity – Medium</li> <li>• Significance - Medium</li> </ul> </li> <li>• Severe weather moves quickly and can precede tornadoes.</li> <li>• Excessive rain totals can lead to flooding &amp; mudslides.</li> <li>• Hailstorms have caused millions of dollars’ worth of damage to structures, vehicles, and crops.</li> </ul>

Hazard Threat	Description / Frequency	Threatened Areas	Notes
<b>Terrorist Attack</b>	<ul style="list-style-type: none"> <li>• Although warfare is not something we actively plan for in the Town, due to the increasing threats, the potential for an attack exists in Colorado.</li> <li>• Several military installations and the North American Aero-space Defense Command are active and located close to the Town.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas</li> <li>• Government Buildings</li> <li>• Special Events</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Significant</li> <li>• Likelihood of Future Occurrences – Low</li> <li>• Magnitude/Severity – Medium</li> <li>• Significance - Medium</li> </ul> </li> <li>• Terrorists are willing to use chemical, biological, radiological, and nuclear weapons on populations.</li> <li>• While the risk of a nuclear attack from another nation has decreased, the risk of an isolated attack by a terrorist group has grown.</li> </ul>
<b>Tornado</b>	<ul style="list-style-type: none"> <li>• While tornadoes may occur anytime, the majority occur April through June.</li> </ul>	<ul style="list-style-type: none"> <li>• Higher probability in the areas east of I-25</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Limited</li> <li>• Likelihood of Future Occurrences – High</li> <li>• Magnitude/Severity – Low</li> <li>• Significance – Low</li> </ul> </li> <li>• The Town has averaged less than 1 confirmed tornado each year since 1950.</li> <li>• Most tornadoes are classified in intensity as F0-F1.</li> <li>• Continued development will increase probability that damage, injuries, and fatalities will occur</li> </ul>

Hazard Threat	Description / Frequency	Threatened Areas	Notes
<b>Utility Service Failure</b>	<ul style="list-style-type: none"> <li>• Disruption of services includes electricity, natural gas, telephone, and water.</li> <li>• There is a strong reliance upon utilities that has increased life/ safety threats during outages.</li> <li>• Extended blackouts cause problems with food storage, communications, comfort, and travel.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Significant</li> <li>• Likelihood of Future Occurrences – High</li> <li>• Magnitude/Severity – Medium</li> <li>• Significance - Medium</li> </ul> </li> <li>• The loss of television, telephone, and radio communication seriously degrade the ability to warn the public of hazards and/ or pass along vital information.</li> <li>• Loss of water impacts fire safety, hygiene, and consumption on a widespread basis.</li> <li>• Loss of electricity impacts all services.</li> </ul>
<b>Wildland Fire</b>	<ul style="list-style-type: none"> <li>• The Town experiences 10-20 wildland fire incidents per year</li> <li>• Most are contained and extinguished during the initial attack by first responders.</li> <li>• Long periods of low humidity, lack of precipitation, and high winds provide an ideal condition for ignition and rapid fire growth.</li> <li>• Structures close to wooded or grassy areas are vulnerable.</li> </ul>	<ul style="list-style-type: none"> <li>• Forested, prairie and residential areas.</li> <li>• Populated areas within the wildland urban fire interface include are found throughout the Town.</li> <li>• Open Space and Parks</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Extensive</li> <li>• Likelihood of Future Occurrences – High</li> <li>• Magnitude/Severity – High</li> <li>• Significance - High</li> </ul> </li> <li>• The philosophy of suppression (versus allowing the fire to burn), has increased the amount of fuel available for ignition.</li> <li>• Development in the Wildland Urban Interface has also increased the chances for loss.</li> </ul>

Hazard Threat	Description / Frequency	Threatened Areas	Notes
<b>Winter Storm</b>	<ul style="list-style-type: none"> <li>• Typically can occur September through April.</li> <li>• Heavy snowfall totals seriously disrupt transportation, communications, and complicate emergency response.</li> <li>• Serious winter storms occur most years.</li> <li>• Blizzards are probable occurrences every year.</li> </ul>	<ul style="list-style-type: none"> <li>• All areas</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard Profile: <ul style="list-style-type: none"> <li>• Spatial Extent – Extensive</li> <li>• Likelihood of Future Occurrences – High</li> <li>• Magnitude/Severity – Low</li> <li>• Significance - Medium</li> </ul> </li> <li>• The Town is susceptible to heavy snowfalls.</li> <li>• A single storm has produced over 48”.</li> <li>• There is a long history of very heavy snowfall totals.</li> </ul>

## 6.0 Assumptions

The potential disaster and emergency conditions that may occur have been considered in the development of this Plan and are as follows:

1. A major disaster or emergency may cause numerous injuries and fatalities, property losses, and disrupt normal life-support systems. It may have an impact on regional economic, governmental, and the physical environment, and social infrastructure in the Town and County.
2. The extent of casualties and damage will reflect factors such as the time of occurrence, severity of impact, weather conditions, population density, building construction, and the possible triggering of secondary events such as fires and floods.
3. The large number of casualties, heavy damage to buildings and basic infrastructure, and disruption of essential public services will overwhelm the capabilities of Town-wide response and recovery agencies. In such incidents, the Town of Castle Rock Town Council may declare an emergency or disaster and seek assistance from Douglas County and/or the State of Colorado. The County, depending upon the size of the event, may also be overwhelmed and may seek assistance from other counties or the State and the Federal government. The President of the United States may approve a major disaster declaration making available public and individual assistance.
4. Departments and agencies throughout the Town will need to respond on short notice to provide timely and effective assistance.
5. The Town recognizes that it is vulnerable to human-caused and natural disasters. The potential damage that may be caused by a disaster increases proportionately with increased population levels.
6. A major emergency or disaster will quickly overwhelm the capabilities of the Town to provide prompt and effective emergency response and recovery. Resources in the Town will be occupied, unavailable or in short supply.
7. Douglas County government, cities and towns, and special districts may provide assistance and support to each other, within their ability, and will cooperate to ensure coordinated emergency operations are maintained. This is further detailed in the Intergovernmental Agreement for Disaster – Emergency Mutual Aid and Disaster – Emergent Resource Assistance (IGA), found in Attachment 3.
8. In the event of an emergency/disaster in or near the Town, all Town employees are expected to make every effort to be available to assist the Town Manager, Elected/Appointed Officials and Department Directors to ensure the continued operation of any and all necessary Town functions. This may mean being available to perform additional duties and hours beyond what is normally required.

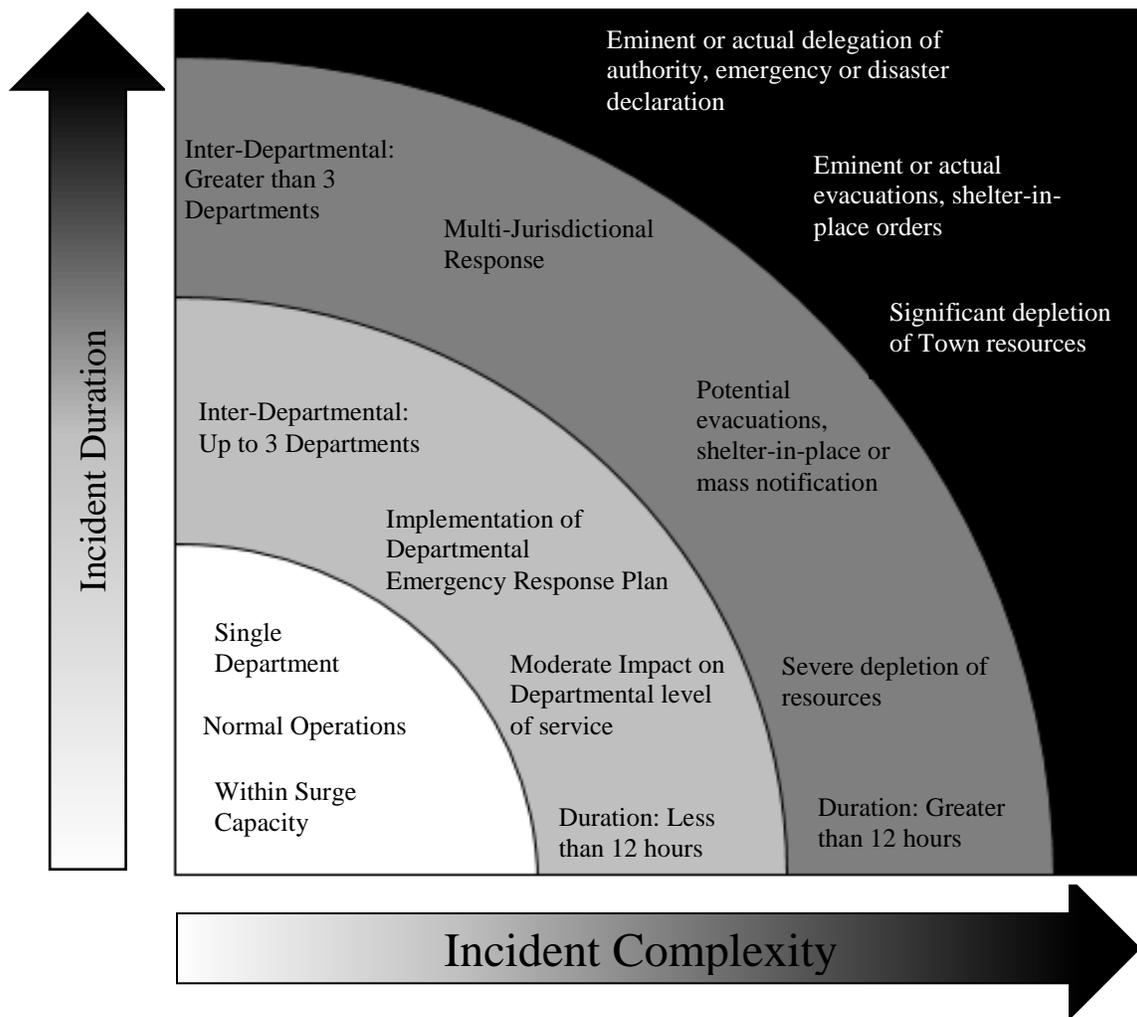
9. Transportation infrastructure may be damaged and transportation disrupted. Emergency responders may have difficulty reaching victims and evacuation routes may cause traffic backups slowing access to and egress from damaged areas. The movement of emergency supplies may be impeded.
10. Damage to commercial telecommunications facilities may occur, slowing dissemination of information and reporting of persons needing help.
11. Public safety and general public (including cellular service, internet and land-line telephone access) communications may be limited or not available. It is expected that emergency radio communications including responder emergency communications, the Federal Emergency Alert System and ham radio communications may be limited.
12. Homes, businesses, public buildings, antenna sites, and other critical facilities may be damaged or destroyed. Public utilities may be damaged and either completely or partially inoperable.
13. Emergency response personnel may be victims of the emergency preventing them from performing their assigned emergency duties.
14. Many victims may be forced from their homes and large numbers of dead and injured may exist. Emergency medical services and transport ambulances may be in short supply. Medical and health care facilities that do remain open may be overwhelmed with medical care requests.
15. Vital utility services such as electrical power, water service and petroleum fuels may be severely restricted or may not be available.
16. Damage to fixed facilities that generate or use hazardous or toxic chemicals could result in the release of these hazardous materials into the environment.
17. Restaurants and grocery stores may not be able to supply food. Additionally, basic necessities, such as medicines, may be in short supply.
18. Volunteers may come from other areas to help, causing problems with accountability. Donated goods not presently needed may be dropped off and accumulate in large quantities.
19. Businesses in and around the affected area may have difficulty remaining open or providing paychecks to their employees.
20. Effective emergency operations requires periodic training and exercising of all potentially involved personnel and agencies.

# 7.0 Concept of Operations

## 7.1 Incident Escalation Process

Most incidents can be managed with standard operations guidelines, processes, resources and staffing. However, when an incident increases in complexity, duration, affects multiple department, and/or requires a multi-jurisdictional response, additional resources may be needed to mitigate the incident while ensuring the safety of the responders, community and provide for a continuation of other core services. The following is a guideline that identifies some, but not all, conditions, benchmarks, or triggers when an incident may require additional resources, incident or overhead support, and notification of Town leadership.

Each escalation level includes a *recommended* EOC activation level defines within Section 7.2 of this document. Given that no incident is identical and not all variables can be anticipated, EOC activation is at the discretion of the Town Emergency Manager with consultation of the Town Manager.



Normal Operations: Notifications incident dependent or if there is potential for escalation
Notification: Town Manager’s Office, Town Emergency Manager: <i>EOC Remote/Monitoring</i>
Notification Town Manager’s Office, Emergency Manager: <i>EOC Remote/Monitoring, Level 3</i>
Notification: Town Manager’s Offices, Department Heads, Town Council: <b>EOC Level 2 minimum</b>

## 7.2 Consequence Management

Consequence management is the goal of all aspects of the Emergency Management and Homeland Security process as illustrated below.

**Figure 1 - Emergency Management & Homeland Security Structure**



The principle of Preparedness, Response, Recovery, Mitigation & Prevention and Protection and is an all-hazards approach that builds on the common features of these elements of Emergency Management. This Plan is intended to apply during all-hazards events that occur in the Town of Castle Rock and those occurring in a surrounding area that may affect citizens of Castle Rock. These events are dynamic and demand a flexible, coordinated response and recovery effort tailored to the actual type of hazard. Response and recovery will apply the principles of “scalability” embodied within the Incident Command System, the National Incident Management System and this Plan. This Plan provides a framework for the coordinated efforts of the Town of Castle Rock, Douglas County and our response partners at the State and Federal level to address the consequences of all-hazards incidents.

These consequences have been identified as:

<ul style="list-style-type: none"> <li>• Displaced people</li> <li>• Injured/ill people</li> <li>• Fatalities</li> <li>• Damaged or destroyed property</li> <li>• Loss or reduction of emergency and essential services</li> </ul>	<ul style="list-style-type: none"> <li>• Loss of critical infrastructure</li> <li>• Economic damage</li> <li>• Environmental damage/ increase health and safety hazards</li> <li>• Psychological damage</li> <li>• Competition for resources</li> </ul>	<ul style="list-style-type: none"> <li>• Livestock and wildlife issues</li> <li>• Litigation</li> <li>• Loss of confidence in public and private institutions</li> <li>• Increase in criminal activity</li> <li>• Companion animal issues</li> </ul>
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### 7.3 Town of Castle Rock Emergency Management Assets

#### Incident Management Team

The Town of Castle Rock does not maintain its own Incident Management Team (IMT). However, several members of the Castle Rock Fire and Rescue Department actively participate in the Douglas County Type 4 Incident Management Team (DCIMT). As an incident escalates, or as soon as the Incident Commander (IC) determines the incident exceeds, or will likely exceed, the capabilities of the Town’s resources, they may request the Town to activate the DCIMT. The DCIMT will act in support of the Agency Having Jurisdiction (AHJ) during an incident unless a formal Delegation of Authority is conveyed from the Town to the DCIMT.

Additional Incident Management Teams may be requested. These teams may relieve the DCIMT for incidents requiring multiple operational periods, or they may be requested because the incident has grown beyond the capability of the local team. Each of the transitions will occur only with the concurrence of the AHJ. As an incident escalates and evolves beyond the resource capability of the AHJ or the DCIMT, a Type III, II or I team may be requested. A Type III team is a State-qualified IMT, dispatched through the State Division of Homeland Security & Emergency Management. Types II and I teams are highly trained Federal assets that may be requested for extremely complex incidents.

#### Search and Rescue

Search and rescue services within the Town of Castle Rock are provided through both the Castle Rock Fire and Rescue and Castle Rock Police departments. If additional resources are needed, the Incident Commander (IC) or Unified Command (UC) can request the Douglas County Search & Rescue Team, Inc. (DCSAR). As a non-profit organization, it is sponsored through an agreement with the Douglas County Sheriff’s Office (DCSO). DCSAR volunteers are skilled individuals with wilderness, back-country and mechanized backcountry search and rescue, technical rope rescue, search for missing persons, public evacuation assistance, evidence search teams, and disaster assistance. Downed and

missing aircraft are located using the U. S. Air Force civilian auxiliary, the Civil Air Patrol (CAP), in close cooperation with the DCSAR.

## **Emergency Operations Center**

The Town of Castle Rock maintains the capability to deploy an Emergency Operations Center (EOC) to provide resource support to field command during an incident. Many incidents can be managed in the field. However, complex incidents may require additional support and coordination from the EOC. Issues which increase the complexity of an incident include: multiple incident command posts, large geographic areas, and incidents that involve terrorism. Examples of such incidents may occur include, but are not limited to, wildland fires which extend beyond one operational period or are complex in nature, HAZMAT spills, blizzards or pre-planned public events.

The primary EOC for the Town of Castle Rock is located in the secured facilities of the Fire and Rescue Department at 300 Perry St in Castle Rock. If the primary EOC is not adequate to support the incident or has suffered damage rendering it unusable, the EOC Manager, Fire Chief, Deputy Chief or on-duty Division Chief will determine the alternate EOC location most suitable for the given conditions. Pre-arranged alternate EOC facilities include:

- Douglas County Sheriff Office: 4000 Justice Way, Castle Rock, CO 80104
- State of Colorado Division of Homeland Security and Emergency Management (DHSEM): 9195 E Mineral Drive, Centennial, CO 80112

The EOC is directed by the EOC Manager / Town Emergency Manager (TEM). The EOC is organized by Sections: Operations, Planning, Logistics, and Finance & Administration. The organization of the EOC also includes some or all of the necessary Emergency Support Functions (ESF) defined in Appendix D. The EOC organization is further discussed in Section 8.4 of this document. Each Emergency Support Function is described in detail in the Functional Annex of this Plan.

The EOC provides a vital link in coordinating complex incidents, or incidents involving multiple governmental, departments, agencies and/or jurisdictions. To activate the EOC, the Town Manager, Department Directors, Deputy Directors, or Incident Command must contact the TEM (CRFD Assistant Chief, Emergency Management) to discuss the current situation, immediate and forecasted needs, as well as incident potential. Based on that discussion the TEM will determine the appropriate activation level, notify the Town Manager and appropriate Town staff to support the incident. In the event the TEM is unavailable, the responsibility for EOC activation and operation rests with the Fire Chief or their designee.

- **Remote/Monitoring:** The TEM is in contact with Incident Command and monitoring progress of the incident. This may include notifying other key EOC staff of the situation and alerting them of a potential EOC Activation.
- **Level 3 Activation:** This is a limited EOC activation. The EOC is opened and staff assumes basic roles in the EOC. This level of activation is used in the early phases of

an incident that has the potential to grow into something large enough to require EOC coordination capability but does not currently require it. The EOC is in a “leaning forward” mode, ready to call in additional staff if the situation escalates.

- **Level 2 Activation:** The incident has grown, requiring EOC coordination and support. However, not all Emergency Support Functions (ESF) are required to manage the particular incident. The TEM will determine which ESFs will be activated depending upon the incident.
- **Level 1 Activation:** The incident has grown to a level of complexity requiring support from many or all ESFs.

### **Emergency Operations Center (EOC) Team**

The Town of Castle Rock Emergency Operations Center (EOC) is the central point of coordination and support to Incident Command in the field during a large-scale emergency or disaster. The capabilities of the EOC are supported by a team of Town employees identified in Appendix C: Continuity of Government: Lines of Succession.

## **7.4 Coordination with Other Agencies**

### **Amateur Radio Emergency Service**

Should the Town of Castle Rock require amateur radio services, those services would be coordinated through the DCOEM, DCIMT or DCEOC. Amateur Radio communication services are provided by the ARES Region 1 District 5/AuxComm. ARES is a non-profit organization that is sponsored through an agreement with the Douglas County Sheriff’s Office (DCSO). ARES/AuxComm volunteers are highly skilled professionals who may coordinate communication actions during an incident. ARES/AuxComm assists with the dissemination of information to and from first responders, the general public, and other governmental entities. The team also can assist with weather spotting and observe potential severe weather threats. It is coordinated through the Office of Emergency Management and provides a redundant backup communications platform in the EOC should other communication means be unavailable.

### **Douglas County Animal Response Team**

The Douglas County Animal Response Team (DCART) responds to incidents that involve animals. The DCART is responsible for setting up an animal shelter at different designated locations around the County and consists of a group of volunteers that can provide emergency animal sheltering support. DCART can also act as an EOC liaison for citizens who need assistance with their animals. DCART may be coordinated through the Douglas County Regional Communication Center, DCOEM, DCIMT or DCEOC.

### **Coordination with Local Agencies**

The Town of Castle Rock Emergency Manager will coordinate with Douglas County and other municipalities through the EOC. As an incident grows, the EOC works with Douglas County

Regional Communications Center (Dispatch) and Castle Rock Police Department Dispatch (CRPD Dispatch) to coordinate and track resources that are brought in from other governments or non-governmental agencies (NGO). In multi-County events, the EOC Manager may also request liaison representatives from other counties to report to the EOC for enhanced coordination.

### **Coordination with State and Federal Agencies**

Should an incident require State or Federal resources, the Town Emergency Manager shall coordinate with Douglas County OEM, per the State of Colorado Emergency Operations Plan All-Hazard Resource Mobilization Annex 2016 - 2017, the request must be made through the County Emergency Manager or Sheriff's office. Complex incidents which cross County lines may require activation of the State Emergency Operations Center (SEOC). The Colorado Division of Homeland Security & Emergency Management may request Federal level assets on behalf of OEM. These resources may be ordered to fill resource requirements for OEM.

## **8.0 Organization & Responsibilities**

### **8.1 General Organization**

All incidents will be organized using the National Incident Management System (NIMS) and the Incident Command Structure (ICS). This includes both activities that occur at the incident scene and those that occur in the EOC. In all likelihood, the incident will start in the field and an Incident Command Post (ICP) will be established. As the incident expands and resource requirements escalate, the EOC will open and provide support to the ICP. Depending upon the type, location, and duration of the incident, the Town may transfer authority for the incident under a Delegation of Authority. In many instances, the Town of Castle Rock, as the AHJ will be supported by Douglas County via the Douglas County EOC.

### **8.2 Field Organization**

ICS will be established by the first arriving units in the field. An Incident Commander (IC) assumes command of the scene and assigns positions within the ICS as the incident evolves. The basic Command and General staff structure is as follows:

**Figure 2 - Basic Incident Command & General Staff Structure**



The ICS structure may be expanded to include Branches and Divisions, as needed. An Intelligence Officer may also be added to the Command Staff. Depending upon the complexity of the incident, a written Incident Action Plan may be necessary.

The IC is in charge of overall management of the incident and must be fully qualified to manage the incident. The Incident Commander:

- Takes policy direction from the Agency Administrator.
- Designates additional ICS positions to cover specific responsibilities as the incident structure expands.
- Ensures the safety of incident responders and the public.
- Provides incident and public safety information to internal and external stakeholders.
- Establishes and maintains liaison agencies participating in the incident.
- Establishes incident objectives.
- Coordinates resource requests through the EOC when the center is activated.
- If needed, directs the development of the Incident Action Plan.

### **8.3 Unified Command (Preferred Structure)**

An ICS may be expanded to include Unified Command (UC) for complex responses, which often require multi-agency resources. When it becomes necessary to establish a UC, the UC replaces the

Incident Commander function and becomes an essential component of an ICS. The UC provides the organizational management tool to facilitate and coordinate the effective involvement of the various agencies; it creates the link between the organizations responding to the incident, and provides a forum for these agencies to make decisions collaboratively. The UC is responsible for filling each of the major management responsibilities of the ICS referenced above. The Unified Command Structure is referenced in Figure 3.

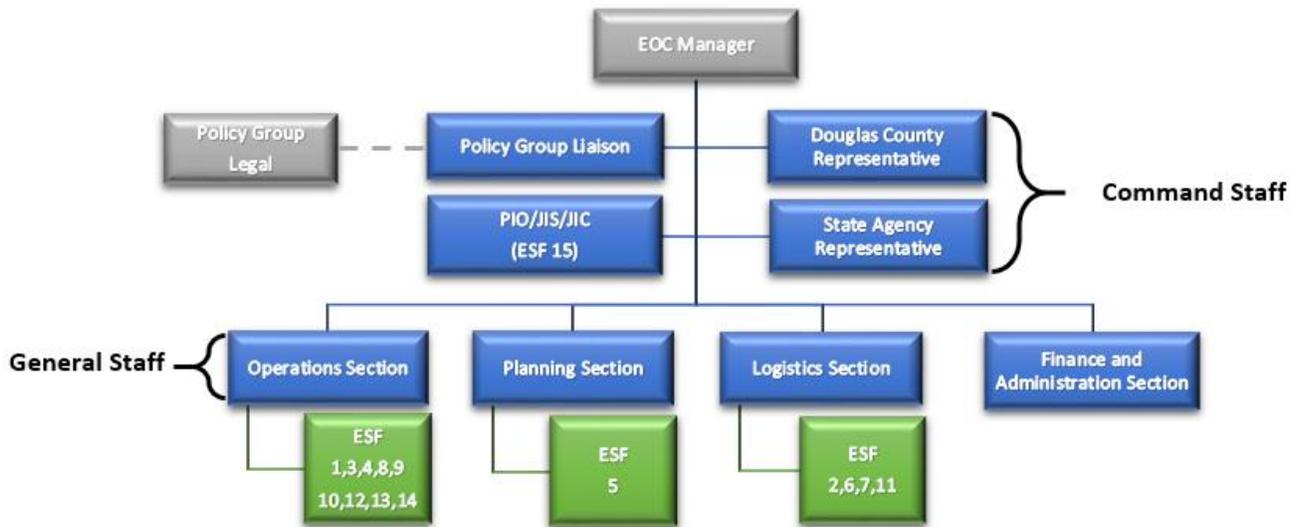
**Figure 3 - Unified Command Structure**



**8.4 Emergency Operations Center (EOC) Organization**

The EOC Manager has wide authority to establish and maintain a structure within the EOC that best meets the needs for assistance and resource management support for Incident Command. In addition to supporting the IC/UC, another role of the EOC Manager is providing information to the Agency Having Jurisdiction via the Agency Administrator and/or the Policy Group.

**Figure 4 - EOC Management Structure**



- ESF 1: Transportation**
- ESF 2: Telecommunications & Information Technology**
- ESF 3: Road & Bridge and Engineering**
- ESF 4: Firefighting**
- ESF 5: Emergency Management**
- ESF 6: Mass Care (Tri-County Health Department)**
- ESF 7: Resources & Logistics**
- ESF 8: Public Health**
- ESF 9: Search & Rescue**
- ESF 10: Hazardous Materials**
- ESF 11: Animal Issues**
- ESF 12: Public Services Restoration**
- ESF 13: Law Enforcement**
- ESF 14: Recovery**
- ESF 15: Public Information**

## **9.0 Incident Direction, Control & Coordination**

### **9.1 Coordination between the ICP and EOC**

The ICP coordinates activities at the scene of the incident. The EOC acts in support of the ICP, multiple ICPs, or UC during a large or complex incident. The EOC receives and fulfills requests for resources and information from the ICP. The EOC staff does not make tactical decisions for the ICP. Tactical decisions are made by the staff at the ICP. The EOC must maintain broad situational awareness for the event and provide information to the ICP so that optimal decisions can be made in the field. The EOC coordinates with other EOCs that may be involved in the incident as well as Federal, State, and local partners. This allows the ICP to focus attention on the tactical and strategic requirements needed to suppress and/or mitigate the incident.

Coordination will occur between the ICP and EOC through the EOC Manager and the Branch Chiefs with their counterparts at the ICP. Depending upon the circumstances of the incident, OEM may send a Liaison to the ICP to assist with coordination.

### **9.2 Disaster Intelligence**

Information-sharing is a critical component during a disaster. This includes both intelligence and other information. Information is shared internally through the EOC at regular briefings. Information is shared with external agencies through communication from the EOC staff. When an incident requires the sharing of intelligence, the EOC should staff the Intelligence/Information Officer position. The Intelligence/Information Officer will serve as the point of contact and distribution mechanism for intelligence that is received from the ICP to the appropriate agencies at the direction of the ICP, including the Colorado Information Analysis Center (CIAC).

### **9.3 Communications Systems**

During a disaster, multiple communication systems will be used to communicate amongst the various agencies involved in the event.

- Radios: 700/800 MHZ and VHF radios will be used. The choice between 700/800 MHZ and VHF is a tactical decision made at the ICP and is based upon which system functions the best within a particular geographical/topographical area. There are areas within the Town and County that 700/800 MHZ radios have poor coverage and VHF is the better option. In other areas of the County, 700/800 MHZ radios provide better coverage. Channels and frequencies will be chosen based on the incident and responding jurisdictions.
- Landlines, cell phones, satellite phones & pagers: Phones and pagers are used routinely to communicate both in the field and in the EOC.
- Amateur Radio Emergency Services (ARES)/Auxiliary Communications (AuxComm): ARES/AuxComm may be used as a backup communication system both in the field and in the EOC. The Douglas County EOC has a permanent workstation set up for ARES/AuxComm personnel to facilitate this capability.

- Incident Dispatch Team (IDT): Facilitates incident communication in the field in coordination with the ICP.
- Mobile Command Post (MCP): Douglas County has an MCP which is equipped to facilitate communication and incident command.

## 9.4 Joint Information System and Center

In large scale, multi-jurisdictional events, coordination of public information and media interaction is critical and is a function of a Joint Information System (JIS). The JIS may be a virtual organization in which the Public Information Officers (PIOs) of various organizations collaborate via telephone, e-mail or other electronic modes. If a physical location is established for the JIS, it is denoted as the Joint Information Center (JIC). If needed the EOC Manager, in coordination with the ICP will activate the JIS/JIC, which can be a physical location or virtual depending upon the incident. Essential elements of JIS/JIC operation are the delivery of uniform and timely emergency and public safety messages. The IC-PIO is responsible for all PIOs for the approval of all information releases from the field under the direction of the IC.

## 10.0 Incident Administration and Authority

### 10.1 Policy Group

The ultimate responsibility for the response to and recovery from an emergency or disaster rests with elected officials. FEMA guidance states that:

*The Executive/Senior Official (elected official, city/County manager, agency administrator, etc.) is responsible for the incident. In most jurisdictions, responsibility for the protection of the citizens rests with the chief elected official. Along with this responsibility, by virtue of their office, these people have the authority to make decisions, commit resources, obligate funds, and command the resources necessary to protect the population, stop the spread of damage, and protect the environment.*

**It is important to note that the term “responsibility” from the FEMA reference above, does not translate into a command role that oversees on-scene incident operation by the Agency Administrator or Elected Official.**

Complex, inter-jurisdictional incidents may require activation of the Policy Group, which consists of elected and appointed officials, as well as executives from the AHJ, mutual response agencies, affected local governments, districts, and infrastructure providers. The Town of Castle Rock Town Council leads this group on behalf of the Town entities when the Town of Castle Rock is the AHJ. The AHJ Elected Official(s) maintains responsibility for the incident.

Other members of the Town Policy Group may include the Police Chief, Fire Chief, Town Attorney, and Finance Director, or their approved designee. At any time during an event, this group can expand to include additional agency administrators and elected officials appropriate for inclusion in decisions made relating to policy and fiscal needs for the incident.

Given that the lowest level of government that FEMA recognizes is at the county level, the Policy Group must coordinate with the Douglas County OEM and its Policy Group to issue formal requests to the Governor's Office via the Department of Public Safety, Division of Homeland Security & Emergency Management (DHSEM). The Division of Homeland Security & Emergency Management may assist the Policy Group during the process of declaring a Local Disaster to obtain State and/or Federal assistance.

During a wildland fire incident, the Colorado Division of Fire Prevention and Control (DFPC) may be delegated oversight for the incident. Further, the DFPC will coordinate with the Division of Homeland Security & Emergency Management on behalf of the County for the Local Disaster declaration and procedural assistance with the FEMA Fire Management Assistance Grant, if the incident qualifies for this funding. Additionally, procedures for accessing the Emergency Fire Fund (EFF), if the incident qualifies for this funding, will be followed and coordinated per the guidelines outlined in the Douglas County Annual Operating Plan (AOP), adopted each year by the Board of County Commissioners.

The Policy Group and the EOC closely coordinate and share situational information for briefings and situational reports. The coordination between the Policy Group and EOC may be facilitated by the Policy Group Liaison, in the absence of a Policy Group Liaison, this role shall be filled by the EOC Manager.

The Policy Group:

- Provides strategic guidance on priorities and objectives based on situational needs, this Plan, and the Recovery Plan.
- Ensures that adequate financial resources are available to support the response to the incident and recovery from a disaster.
- Maintains accurate records of all correspondence and decisions within the Policy Group.

During a complex, extended incident, the Policy Group becomes a key element in the formation of a Multi-Agency Coordination System (MACS). The formation of a MACS implies an incident with a growing scope and complexity that necessitates a larger network for coordination of numerous agencies and entities and their elected officials and Agency Administrators.

## **10.2 Agency Administrator**

The Agency Administrator (AA) is an ICS term for the person within an agency or jurisdiction that has responsibility for an incident or planned event. Other terms that have been used but which are not as common in ICS include Agency Official or Executive. For the Town of Castle Rock, the Agency Administrator is the Town Manager and has full authority to act on behalf of the Town Council during a declared State of Emergency and/or Local Disaster. The authority provided for the Town Manager is through the Emergency Delegation of Authority Resolution (Attachment 4). As the Agency Administrator cannot be available at all times, the Town Manager may assign a key staff officer or representative to perform as the conduit between the IC and the AA. An AA Representative may receive a Delegation of Authority to clarify their role during the incident.

### **The Agency Administrator provides the Incident Commander with:**

- Policy
- Mission
- Direction
- Authority

### **Duties during an incident that the Agency Administrator is responsible for include:**

- Determining Incident Complexity
- Assigning Qualified Personnel
- Clarifying Authority
- Establishing Management Objectives
- Brief the incoming Incident Commander, Area Commander or Incident Management Team
- Complete an Incident Situation Analysis
- Assign an Area Commander, if needed
- Supervise the Incident Commander and Monitor Performance
- Ensure EOC functions and MACS are properly staffed

The Agency Administrator is generally not at the incident and operates from their primary office of the agency, at the jurisdictional EOC, or at a multi-agency coordination group location as a functional agency representative or representing a political subdivision in a regional situation.

## **10.3 The Partnership of Douglas County Governments**

The Partnership of Douglas County Governments (PDCG) includes elected officials and representatives from the following entities: Town of Castle Rock, Town of Parker, Town of

Larkspur, City of Lone Tree, City of Castle Pines, Highlands Ranch Metropolitan District, Douglas County School District, Douglas County Public Library District, and Douglas County (represented by the BOCC and the Sheriff). In August 2011, the PDCG adopted the “Intergovernmental Agreement for Disaster-Emergency Mutual Aid and Disaster Emergency Resources Assistance” (Attachment 3).

In August 2011, the PDCG adopted the Disaster-Emergency Mutual Aid and Disaster-Emergency Resources Assistance Intergovernmental Agreement. Each member agency affiliated with the PDCG has adopted the IGA. This IGA provides a roadmap for mutual aid and response assistance during an emergency incident. While mutual aid has always been a standard for operations within our local government agencies, this IGA solidified and clarified roles and responsibilities of each agency when responding collectively to an incident that is growing beyond normal day to day operations.

The Douglas County Emergency Operations Center (EOC) and the Douglas County Incident Management Team (IMT) may be activated depending upon the size, complexity, and duration of the incident. The EOC and the IMT are Emergency Management assets within Douglas County that are activated by the DCOEM with coordination the Incident Commander (IC). The EOC and the IMT are referred to within the PDCG IGA as “County-wide assets that may be utilized to assist a [Partnership] Party experiencing a disaster-emergency.”

Additionally, the IGA established the Emergency Management Coordinating Group (EMCG) that ensures all parties within Douglas County coordinate preparedness, response, recovery and mitigation activities.

#### **10.4 Incident Response Finance**

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

Expenditures are tracked from the onset of an incident. The proper ICS forms will be used at the ICP and at the EOC to track expenditures to optimize the full potential reimbursements from any applicable funding source.

Town expenditures will be routed through the Town of Castle Rock Finance Department. Receipts will be maintained for reimbursement and audit purposes. If a disaster is declared, Finance will pursue all potential sources for funding reimbursement. Wildland fire incidents that may qualify for funding through the Wildfire Emergency Response Fund (WERF) and/or the Emergency Fire Fund (EFF) will be managed by the Colorado Division of Fire Prevention and Control (DFPC). The DFPC will assist with completing the appropriate paperwork for reimbursement purposes. It is

important to recognize that both County and State damage thresholds must be met before Federal disaster assistance is available.

The Town of Castle Rock Finance Department has created the *Emergency and Disaster Finance Policy* (Attachment 5) to ensure the proper and efficient process of specific governmental functions relating to procurement transactions, contracts, purchasing card limits and approval authority of the allocation of funds when required during emergency conditions, a State of Emergency and/or a Local Disaster declaration.

## **10.6 Delegation of Authority for Transfer of Incident**

The transfer of management authority for actions during an incident is done through the execution of a written Delegation of Authority from the Agency (Town) to the County/Sherriff and from the County/Sheriff to an Incident Commander of an Incident Management Team or another agency. This procedure facilitates the transition between incident management levels. The delegation of authority is a part of the briefing package provided to an incoming management team. It should contain both the delegation of authority and specific limitations to that authority. A Delegation of Authority shall include:

- Specific directions for the incident
- Financial Authorities & Restrictions

Other factors that should be considered as part of the delegation of authority include:

- Legal Authorities & Restrictions
- Reporting requirements
- Demographic overview & potential issues
- Political implications
- Agency or jurisdictional priorities
- Plan for public information management
- Process for communications
- Plan for ongoing incident evaluation

The Town of Castle Rock delegation of authority template is located in Attachment 5: *Town of Castle Rock Emergency Delegation of Authority Resolution*. For the Town of Castle Rock, the authority to delegate the command of an incident to an IMT, Agency, or to receive authority for oversight and financial obligation of an incident requires the approval of the current Incident Commander and Agency Administrator.

It is important to note that the Douglas County Annual Operating Plan (AOP) for wildland fires allows for certain delegations to State and Federal officials under certain circumstances. A Delegation of Authority may be made by the County to and from the Colorado Division of Fire Prevention and Control, for active fires being considered for the Colorado Emergency Fire Fund (EFF).

## **10.7 State of Emergency and Local Disaster Declaration**

### **10.7.1 State of Emergency**

State of Emergency: A government or division of government (i.e., municipal/county/state level) may declare that their area is in a state of emergency. This means the government can suspend and/or change some functions of the executive, the legislative and/or judiciary branch during this period of time. It alerts citizens to change their normal behavior and orders government agencies to implement emergency plans. A government can declare a state of emergency during a time of natural or human-made disaster, period of civil unrest, or in anticipation of a potentially dangerous, forecasted weather event (blizzard, flooding rains, etc.).

Consistent with the Town of Castle Rock municipal code 2.30 - Local Disaster Emergency, a state of emergency may only be declared by the Town Manager, or Acting Town Manager in the event of the unavailability of the Town Manager, it shall not be continued or renewed for a period in excess of seven (7) days except by or with the consent of the Town Council. Any order or proclamation declaring, continuing, or terminating a state of emergency shall be given prompt and general publicity and shall be filed promptly with the Town Clerk

The authority to issue a State of Emergency may be electronically submitted by any of the above-authorized individuals via email, phone or facsimile. This is a condition that provides for the notification of all elected officials, appointed officials, department heads, and municipal officials that an emergency event is in progress.

A State of Emergency is a means of communicating to the public, media, Town personnel, and other potentially affected local governments that there is a serious situation that extends significantly beyond normal day to day operations.

Issuing a State of Emergency is specific to the Town of Castle Rock and does not affect or initiate emergency assistance from Douglas County, the State of Colorado or Federal government. Emergency response agencies will initiate requests for mutual aid under their standard operating procedures. A State of Emergency may be a prelude to a Local Disaster declaration, however it is not required. It is a subjective point between normal routine operations and a declared Local Disaster. Per the Town of Castle Rock Emergency and Disaster Finance Policy, issuing a State of Emergency allows the appropriate authority to access the Emergency Reserve Funds set aside by the Town of Castle Rock as defined in the most current years approved budget.

A sample of a State of Emergency can be found in Attachment 6: Town of Castle Rock State of Emergency – Sample verbiage.

### **10.7.2 Local Disaster Declaration**

In the Town of Castle Rock, a Local Disaster may be declared only by the Town Manager or Acting Town Manager in the event of unavailability of the Town Manager and may not exceed 7 days except when an extension is granted through consent of the Town Council (2.30.020).

The purpose of a Local Disaster declaration is to activate the response and recovery aspects of applicable local and inter-jurisdictional disaster plans and to authorize the furnishing and funding of assistance (2.30.030). A Local Disaster declaration should be issued when resources are expected to be seriously depleted and there is potential danger to people due to an emergency incident. Official notification and declaration of the event by the Town Manager or the Town Council is crucial to effective mutual-aid response from local, County, State and, Federal governmental agencies. A Local Disaster declaration may trigger future administrative policies and financial mechanisms.

Local Disaster declaration is necessary for extensive State or Federal assistance. It is not necessary for limited resources, but it is necessary for more than what a single Federal or State agency may be able to provide through their local office.

A Local Disaster Declaration can be varied and the criteria that FEMA has provided with input from Federal Disaster Law “*restricts the use of arithmetical formulas or other objective standards as the sole basis for determining the need for Federal supplemental aid.*”

FEMA assesses numerous factors which assist in determining severity, magnitude, and impact of a disaster event, and include, but are not limited to:

- Amount and type of damage (e.g. number of homes destroyed)
- Impact on the infrastructure of affected areas or critical facilities
- Imminent threats to public health and safety
- Impacts to essential government services and functions
- Unique capability of the Federal government
- Dispersion or concentration of damage
- Level of insurance coverage in place for homeowners and public facilities
- Assistance available from other sources (Federal, State, Local, Voluntary Organizations)

- State and Local resource commitments from previous, undeclared events
- Frequency of disaster events over recent time period

The nature of disasters and their unique circumstances, the unexpected timing, and varied impacts makes the complete listing of factors to include in a Local Disaster declaration limitless. The above list is inclusive of the most primary considerations. A sample of a Local Disaster declaration can be found in Attachment 7: Town of Castle Rock Disaster Declaration – Sample Verbiage.

# Appendices

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## Appendix A: Authorities, Policies and References

### Law and Ordinances

This Plan is published under the authority and direction of the following local, State and Federal laws and regulations.

#### Local

Town of Castle Rock Municipal Code 2.30: Local Disaster Emergency

Resolution 2019-XX: A Resolution Adopting the 2019 Emergency Operations Plan (DATE TBD)

Resolution 2016-012: A Resolution Approving the 2015 Douglas County Local Hazard Mitigation Plan. February 16<sup>th</sup> 2016

Resolution 2011-51: Resolution Approving An Intergovernmental Agreement For Disaster-Emergency Mutual Aid And Disaster-Emergency Resources Assistance In And Among The Town of Castle Rock, the Town of Parker, The City of Lone Tree, The City of Castle Pines, The Town of Larkspur, The Douglas County School District, The Highlands Ranch Metropolitan District, The Douglas County Public Library District and Douglas County, Colorado. September 6<sup>th</sup> 2011

Resolution 2005-079: Resolution Adopting The Town of Castle Rock Incident Management Guidelines and Standards (IMGS). August 23rd, 2005

AND

Resolution 2004-183: A Resolution Adopting the National Incident Management System December 14<sup>th</sup>, 2004

#### State Authorities

Title 24, Article 32, Part 2101 et. Seq., Colorado Revised Statues, as amended; entitles the “Colorado Disaster Emergency Act of 1992,”

Title 25, Article 32, Part 101 et. Seq., Colorado Revised Statues; entitles “Poison Control Act,”

Article IV, Constitution of the State of Colorado; entitled the “Executive Department,”

AND

C.R.S. 24-33.5-701-175 – Colorado State Emergency Operations Plan (SEOP), March 2015

C.R.S. 24-33.5-701.4 – All Hazard Resource Mobilization Annex 2016 - 2017

#### Federal Laws and Authorities

Title VI pf PL 93-288, as amended by Public Law 100-707, The Robert T. Stafford Relief and Emergency Assistance Act,

National Incident Management System, Homeland Security Presidential Directive – 5, Homeland Security Act of 2001, 6 U.S.C. 101,

AND

Comprehensive Preparedness Guide 101 v2, Federal Emergency Management Agency, November 2010.

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## **Appendix B: Key Terms and Acronyms**

AA	Agency Administrator
AFN	Access and Functional Needs
AOP	Annual Fire Operating Plan (Douglas County)
ARES	Amateur Radio Emergency Services
AHJ	Agency Having Jurisdiction
AuxComm	Auxiliary Communications
BOCC	Board of County Commissioners
CAP	Civil Air Patrol
CDOT	Colorado Department of Transportation
CDHSEM	Colorado Division of Homeland Security and Emergency Management
CDPHE	Colorado Division of Public Health and Environment
CIAC	Colorado Information and Analysis Center
CRFD	Castle Rock Fire and Rescue Department
CRPD	Castle Rock Police Department
DCART	Douglas County Animal Response Team
DCEOC	Douglas County Emergency Operations Center
DCOEM	Douglas County Office of Emergency Management
DRCC	Douglas County Regional Communications Center
DCSO	Douglas County Sheriff's Office
CDFPC	Colorado Division of Fire Prevention and Control
DERA	Designated Emergency Response Authority
DPS	Department of Public Safety
EDAR	Emergency Delegation of Authority
EMAC	Emergency Management Assistance Compact
EM	Emergency Management
EMCGS	Emergency Management Coordinating Group
EOC	Emergency Operations Center
EPA	Environmental Protection Agency
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
GIS	Geographic Information Systems

GPS..... Global Positioning System  
 HAZMAT..... Hazardous Materials  
 HS..... Homeland Security  
 IAP..... Incident Action Plan  
 IC..... Incident Commander  
 ICP..... Incident Command Post  
 ICS..... Incident Command System  
 IMT..... Incident Management Team  
 JIC..... Joint Information Center  
 LEPC..... Local Emergency Planning Committee  
 MACS..... Multi Agency Coordination System  
 MCI..... Mass Casualty Incident  
 MCP..... Mobile Command Post  
 NGO..... Non-governmental Organization  
 NIMS..... National Incident Management System  
 NRF..... National Response Framework  
 OEM..... Office of Emergency Management  
 PDCG..... Partnership of Douglas County Governments  
 PIO..... Public Information Officer  
 R&B..... Road and Bridge  
 SAR..... Search and Rescue  
 SEOC..... State Emergency Operations Center  
 SEOP..... State Emergency Operations Plan  
 TCHD..... Tri-County Health Department  
 UC..... Unified Command  
 USFS..... United States Forest Service

**Access and Functional Needs (AFN) Populations**

Populations whose needs are not fully addressed by traditional service providers or who feel they cannot comfortably or safely access and use the standard resources offered in disaster preparedness, relief and recovery. They include but are not limited to those who are physically or mentally disabled (blind, deaf, hard-of hearing, cognitive disorders, or mobility limitations), limited or non-English speaking, geographically or culturally isolated, medically or chemically dependent, homeless, frail/elderly, children, economically disadvantaged, and incarcerated.

**Agency**

A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as a jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

**Agency Administrator (AA)**

A person assigned by a primary, assisting or cooperating Federal, State, local or tribal government agency or private entity that has been delegated authority to make decision affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

**Civil Air Patrol (CAP)**

An auxiliary of the U.S. Air Force that has volunteered to conduct various emergency service missions. These mission are mainly the use of light air craft in the Search and Rescue (SAR), Civil Defense (CD) and disaster relief operations.

**Colorado Voluntary Organization Active in Disaster (COVOAD)**

A group of organizations providing voluntary assistance following an emergency or disaster

**Command Staff**

In an Incident Management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Liaison Officer, and other positions are required, who report directly to the Incident Commander. They may have an assistant or assistants as needed.

**Damage Assessment**

The appraisal or determination of the actual effects resulting from technology or natural disaster.

**Emergency Delegation of Authority**

Resolution 2017-XX adopted on Month, Day, Year establishes authorizations during emergency conditions, declared State of Emergency and/or a declared Local Disaster. The approval of the Town of Castle Rock Emergency Operations Plan was also adopted by this resolution.

**Emergency Operations Center**

The physical location at which the coordination of information and resources to support incident management normally takes place.

## **Emergency Support Function (ESF)**

Common types of emergency assistance that are likely to be requested by the EOC Manager. These common types of assistance have been grouped functionally into 15 areas.

## **Federal Emergency Management Agency (FEMA)**

The Federal agency responsible for the U.S. government's portion of the comprehensive Emergency management program. It consists of a national office in Washington D.C and then ten regional offices, one of which (Region VIII) Is located in the Denver Federal Center in Lakewood, Colorado.

## **Incident**

An occurrence of event, natural or human-caused that requires and emergency response to protect life or property. Incidents can, for example, include major disaster, emergencies, terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

## **Incident Command Post (ICP)**

The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be co-located with the incident base or other incident facilities.

## **Incident Command System (ICS)**

A standardized on-scene Emergency management systems specifically designed to provide for the adaptation of integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries, ICS is the combinations of facilities, equipment, personnel, procedures and communications operations within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents, or pre-planned events. ICS is used by various jurisdictions and functional agencies, both public and private to organize field-level incident management operations.

## **Incident Commander (IC)**

The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources, The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

## **Incident Management Team (IMT)**

The IC and appropriate Command and General Staff personnel assigned to an incident.

## **Incident Objectives**

Statements of guidance and directing necessary for selecting appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

## **Joint Information Center (JIC)**

A facility established to coordinate all incident-related public information activities. It is the central point of all contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

## **Joint Information System (JIS)**

Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide structure and system of developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

## **Jurisdiction**

A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, State, Federal boundaries) or functional (e.g., law enforcement, public health).

## **Mitigation**

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

### **Multi-agency Coordination System (MACS)**

System that provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of Multi-agency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of NIMS.

### **Multi-jurisdictional Incident**

An incident requiring action from multiple agencies that have jurisdiction to manage individual aspects of an incident. In ICS, these incidents are managed under a Unified Command.

### **Mutual Aid Agreement**

A written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specific manner.

### **National Weather Service (NWS)**

The Federal government agencies charged with weather related reporting and projections.

### **Non-governmental Organization (NGO)**

An entity with an association that is based on interests of its members, individuals or institutions and that is not created by a government, but may work cooperatively with the government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based organizations and the American Red Cross

### **Preparedness**

The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capabilities to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private sector and NGOs to identify threats, determine vulnerabilities, and identify required resources. In the context of the NRF, preparedness is the operationally focused on actions taken in response to a threat to incident.

### **Prevention**

Involves actions taken to avoid an incident or to intervene to stop an incident from occurring. For the purpose of this plan, this includes applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing; and law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending perpetrators

## **Public Information Officer (PIO)**

A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

## **Response**

Involves activities that address the short-term, direct efforts of an incident. These activities include immediate actions to preserve life, property, and the environment; meet basic human needs; and maintain the social, economic, and political structure of the affect community. Response also includes the implementation of Emergency Operations Plans and incident mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incidents; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

## **Recovery**

Involves actions and the implementation of programs necessary to help individuals, communities, and the environment directly impacted by an incident to return to normal where feasible. These actions assist victims and their families, restore institutions to regain economic stability and confidence, rebuild or replace destroyed property, address environmental contaminations, and reconstitute government operations and services. Recover actions often extended long after the incident itself. Recovery programs may include hazard mitigation components designed to avoid damage from future incidents.

## **Recovery Plan**

A plan developed by a State, local or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area. For the purpose of the EOP, the Town will use the Douglas County Recovery Plan.

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## Appendix C: Town of Castle Rock Continuity of Government: Line of Succession

<p><b>Town Council</b></p> <ol style="list-style-type: none"> <li>1. Mayor</li> <li>2. Mayor Pro Tem</li> <li>3. Senior Council Member</li> </ol> <p><b>Fire and Rescue Department</b></p> <ol style="list-style-type: none"> <li>1. Fire Chief*</li> <li>2. Deputy Chief</li> <li>3. Division Chief, Training</li> <li>4. Division Chief, Life Safety</li> <li>5. Battalion Chief (on-duty)</li> <li>6. Assistant Chief</li> </ol> <p><b>Town Clerk's Office</b></p> <ol style="list-style-type: none"> <li>1. Town Clerk</li> <li>2. Assistant Town Clerk</li> </ol> <p><b>Police Department</b></p> <ol style="list-style-type: none"> <li>1. Chief of Police*</li> <li>2. Commander: Support Services</li> <li>3. Commander: Patrol</li> </ol> <p><b>Public Works</b></p> <ol style="list-style-type: none"> <li>1. Public Works Director*</li> <li>2. Assistant Director</li> <li>3. Street Operations</li> </ol> <p><b>Community Relations</b></p> <ol style="list-style-type: none"> <li>1. Community Relations Manager</li> <li>2. Senior Community Relations Specialist</li> <li>3. Community Relations Specialist</li> </ol> <p><b>Human Resources</b></p> <ol style="list-style-type: none"> <li>1. Human Resources Director</li> <li>2. Human Resources Analyst</li> <li>3. Human Resources Generalist</li> </ol> <p><b>Division of Innovation and Technology</b></p> <ol style="list-style-type: none"> <li>1. Chief Technology Officer</li> <li>2. Infrastructure Manager</li> <li>3. Technology Operations Manager</li> </ol>	<p><b>Town Manager's Office</b></p> <ol style="list-style-type: none"> <li>1. Town Manager</li> <li>2. Assistant Town Manager</li> <li>3. Appointed Department Director*</li> </ol> <p><b>Town Attorney Office's</b></p> <ol style="list-style-type: none"> <li>1. Town Attorney</li> <li>2. Deputy Town Attorney</li> <li>3. Legal Assistant</li> </ol> <p><b>Finance Division</b></p> <ol style="list-style-type: none"> <li>1. Finance Director*</li> <li>2. Assistant Finance Director</li> <li>3. Revenue Manager</li> </ol> <p><b>Development Services Division</b></p> <ol style="list-style-type: none"> <li>1. Development Services Director*</li> <li>2. Assistant Director</li> <li>3. Chief Building Official</li> </ol> <p><b>Municipal Court</b></p> <ol style="list-style-type: none"> <li>1. Court Administrator</li> <li>2. Municipal Judge</li> </ol> <p><b>Parks, Recreation and Golf</b></p> <ol style="list-style-type: none"> <li>1. Parks &amp; Recreation Director*</li> <li>2. Assistant Director</li> <li>3. Recreation Manager</li> </ol> <p><b>Facilities</b></p> <ol style="list-style-type: none"> <li>1. Assistant Town Manager</li> <li>2. Facilities Administrator</li> </ol> <p><b>Water Department</b></p> <ol style="list-style-type: none"> <li>1. Director of Castle Rock Water*</li> <li>2. Assistant Director of Castle Rock Water</li> <li>3. Operations Manager</li> </ol>
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## Appendix D: Emergency Support Functions

### Overview of Emergency Support Functions (ESF)

Emergency Support Functions (ESF) provide a common framework for all-hazard response and recovery. The 15 ESF categories correlate with those in the [National Response Framework](#). To better suit the needs of the Town, the ESF definitions have been tailored to support the functions needed within the Town EOC. The ESF structure and matrix is intended to provide an overview of the responsibilities for agencies and entities requested for support. Although several of the ESFs are primarily focused on response, other ESFs provide a range of supports functions during both the response and recovery phases. The overall coordination of the Emergency Support Functions is provided by ESF 5 – Emergency Management.

Many of these functions are utilized in the field using the ICS incident management procedures. The EOC activities in these areas should be undertaken in support of ICS measures in place and in response to specific resource requests from Incident Command (IC). All of the functions described in this section are potentially active in EOC operations in the event of a large disaster or protracted government relief effort.

The Town's Emergency Manager may direct the activation of an ESF depending upon the activation level of the EOC. Upon activation, an ESF will coordinate with the EOC Manager in the EOC and collaborate with other ESFs in the EOC.

Primary and support agencies have been identified for each ESF. It is the responsibility of the Primary (P) agency to coordinate the efforts of Support agencies (S) to meet the roles and responsibilities assigned to each ESF. In many cases, the lead agency is dependent upon the specific circumstances of the emergency or disaster. In these cases, the possible lead agencies are identified as having a Unified (U) responsibility. Although the Town Emergency Manager may initially designate the lead agency, this role may be shifted to meet the operational need or response and initial recovery efforts. All designated ESF stakeholders will remain involved in support roles as needed. Agencies that do not have designated roles within a given ESF may be integrated as the event evolves and their support has been identified as a needed function. The ESFs are interdependent, for example, ESF 1 – Transportation will be called upon by other ESF coordinators to assist with transportation support for the movement of personnel, equipment, supplies, evacuees, and animals. Another example is how ESF 13b – Evacuation, may need to coordinate with ESF 1 – Transportation, and ESF 15 – Public Information and Warning. Although some ESFs, are subdivided (i.e. a and b) to clarify roles, when activated, these subcomponents would work together under one ESF. The structure, roles, responsibilities, and planning assumptions are intended to provide a flexible foundation that can be adapted as needed. The Matrix that follows provide a reference aid showing the relationships between various internal and external agencies.

## Understanding the ESF Matrix

P = Primary Responsibilities

U = Unified Responsibilities

S = Supporting Responsibilities

The letter “P” indicates the agency that is the designated primary lead for all activities related to the specific ESF. These agencies have statutory or functional responsibility to coordinate the activities for all agencies have responsibility under that ESF.

The letter “U” indicates the lead for that ESF may be shared by more than one agency, or the lead may be situation dependent.

The letter “S” indicated other internal or external agencies may have resources that could be used in support of the ESF. An agency designated as “P” or “U” is responsible for coordinated the efforts of support agencies to accomplish the goals and responsivities on an ESF.

This matrix is a guideline for agencies with pre-designated roles and maintains flexibility to adapt quickly and efficiently during a disaster response and initial recovery. This first matrix list internal (Town of Castle Rock) stakeholders. The second matrix list several external stakeholders, however, this is not intended to be an all-encompassing list.

Stakeholder: Internal	ESF 1	ESF 2	ESF 3a	ESF 3b	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13a	ESF13b	ESF 14	ESF 15
	Transportation	Telecommunications & IT	Road & Bridge and Engineering	Debris Management	Fire Fighting	Emergency Management	Mass Care/Housing & Human Services	Resource & Logistics	Public Health & Environment	Search & Rescue	Hazardous Materials	Animal Issues	Public Service Restoration	Law Enforcement	Evacuation & Traffic Management	Recovery	Public Information & Warning
Town Council	S	S	S	S	S	U	S	S	S	S	S	S	S	S	S	U	U
Town Manager	S	S	S	S	S	U	S	S	S	S	S	S	S	S	S	U	U
Castle Rock Water	S	S	S	S	S	S	S	S	S		S		U		S	S	S
Community Relations				S		S			S	S			S			S	P
Deputy Town Manager		S				S	S	S								S	S
Development Services			S			S				S			S		S	U	
DoIT		P				S							S			S	S
Emergency Management (Managed by CRFD)	S				S	P	S	U					U		S	P	U
Facilities		S				S	S	U	S							U	
Finance				S		S		S								U	
Fire	S				P	S	S	S	S	U	P	S	S	S	S	S	S
Human Resources						S										S	
Municipal Court						S											
Parks & Recreation				S	S	S	S	U		S					S	S	
Police	S			S	S	S	S	S	S	U	S	U	S	P	P	S	S
Public Works	P		P	P	S	S				S	S		U		U	S	
Town Attorney						S											
Town Clerk						S											

Stakeholder: External	ESF 1	ESF 2	ESF 3a	ESF 3b	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13a	ESF13b	ESF 14	ESF 15
	Transportation	Telecommunications & IT	Road & Bridge and Engineering	Debris Management	Fire Fighting	Emergency Management	Mass Care/Housing & Human Services	Resource & Logistics	Public Health & Environment	Search & Rescue	Hazardous Materials	Animal Issues	Public Service Restoration	Law Enforcement	Evacuation & Traffic Management	Recovery	Public Information & Warning
Douglas County Sheriff's Office						S		S		S	S			S	S	S	S
Douglas County Office of Emergency Management	S	S				S					S	P				S	S
Douglas County Coroner						S			U					S			
Douglas County Search & Rescue						S			S	U		S		S	S		
Douglas County Public Works	S		S												S	S	
Douglas County Animal Response Team												S					
Douglas County School District	S					S	S		S					S	S	S	S
AllHealth Network									U								
American Red Cross						S	S	S	S								S
Automatic / Mutual Aid Partners (Fire & EMS)					U	S		S	S	U	S					S	S
Bell Mountain Water and Sanitation District					S	S			S		S		S			S	
Castle Rock Adventist Hospital							U		S								
Castleton Water and Sanitation District					S	S			S		S		S			S	
Colorado Department of Transportation	U			S		S											
Colorado Volunteer Organizations Active in Disaster				S				S									
Private Sector / Critical Infrastructure	S	U	S				S	S	S				U			S	S
Salvation Army						S	U	S	S								
Silver Heights Water and Sanitation District					S	S			S		S		S			S	
Tri-County Health Department						S	P	S	P		S	S			S	S	U
State Agencies	S	S	S	S	S	U	S	S	S	S	S	S	U	U	S	S	U
Federal Agencies	S	S	S	S	S	U	S	S	S	S	S	S	U	U	S	S	U

## 1.0 ESF-1 Transportation

**Scope:** Support the movement and restoration of traffic along and across the Town's transportation network through the use of barriers, signage, vehicles while ensuring access for emergency operations.

**Definition:** Provide for coordination, control and allocation of transportation assets in support of the movement of emergency resources, including the evacuation of people and the redistribution of food and fuel supplies.

**Activation Criteria:** Emergency Manager or EOC Manager will activate this ESF, as needed, to meet established or anticipated transportation system needs during disaster response and recovery operations.

**Lead Agency:** Town of Castle Rock Public Works: Transportation Planning & Traffic Engineering Division

**Supporting Agencies:** Town of Castle Rock Town Council, Town Manager, Fire Department, Police Department, Parks and Recreation Department, Castle Rock Water, Douglas County Sheriff's Office, Douglas County Public Works, Colorado Department of Transportation, State and Federal agencies.

### Planning Assumptions:

1. The transportation infrastructure in some areas or sectors will sustain damage and/or contamination from hazardous chemicals, explosives, fire, radiological materials, or biological hazards.
2. Natural hazards such as snow, ice, floods, tornados, can cause significant damage to the transportation infrastructure or render it unusable for substantial periods of time. The damage and/or contamination will influence the accessibility of relief services.
3. Disaster response will require effective transportation system coordination.
4. Priority for the clearing of access routes will be determined in order to permit sustained flow of emergency relief.
5. The requirement for street capacity will exceed the availability of local assets.

**Roles and Responsibilities:** Source, track, document, and provide assistance in mobilizing transportation resources in support of emergency and disaster response and recovery operations. Coordinate with other ESFs as needed.

1. Determine current and anticipated transportation system resource needs based on information provided by the Incident Command staff.
2. Contact supporting agencies to determine the availability of transportation resources to meet current and anticipated needs.
3. Assess and report the availability of transportation resources.
4. Develop a Transportation Plan to support EOC Operations and coordinate with the Infrastructure Branch Director and the Situation Analysis Unit (if established).
5. Arrange for the acquisition or use of required traffic control resources.
6. If Town of Castle Rock Parks and Recreation is involved, arrange to place large signs at entrances, turn off irrigation systems, monitor gates, segregate auto/pedestrian areas through use of barricades or flagging.
7. Coordinate with the Situation Analysis Unit to determine the status of transportation routes in and around the affected area.
8. Develop a Transportation Plan which identifies routes of ingress and egress, need for temporary flight restrictions or halt of rail line to facilitating the movement of response personnel, the affected population, and shipment of resources and material.
9. Establish contact with local transportation agencies to establish availability of equipment and traffic control resources for use in evacuations and other operations as needed.
10. Coordinate the delivery of transportation resources with the Incident Command staff.
11. Identify and report unmet needs to the ESF 5-Emergency Management coordinator who will coordinate and request State and Federal assistance through Division of Homeland Security & Emergency Management.

## **2.0 ESF-2 Telecommunications and Information Technology**

**Scope:** Restoration and repair of telecommunication infrastructure; Protection, restoration and sustainment of information technology resources; Coordinate with telecommunications and information technology partners and resources.

**Definition:** Provide communications, IT, data and GIS support to response and recovery efforts in the event of disaster and emergency operations.

**Activation Criteria:** The Emergency Manager or EOC Manager will request the Division of Innovation and Technology (DoIT) to activate this ESF, as needed, to meet established or anticipated needs for communication, information technology, geographic information systems, and computer support needs during disaster response and recovery operations.

**Lead Agency-Primary:** Division of Innovation and Technology

**Supporting Town Agencies:** Town of Castle Rock Town Council, Town Manager, Deputy Town Manager, Facilities, and Castle Rock Water.

**Supporting External Agencies:** Private sector partners, State and Federal Agencies, and through the assistance of the Douglas County Office of Emergency Management, Amateur Radio Emergency Services (ARES) and Douglas County Information Technology Services Division..

### **Planning Assumptions:**

6. The coordination of communications and IT assets during an emergency situation is essential to facilitate timely response activities during an emergency incident.
7. A significant portion of the emergency communications systems in the affected area may be overwhelmed or inoperable during an emergency situation or in the aftermath of a disaster.
8. In a disaster or emergency, all available telecommunications and IT assets will be used to the extent necessary to achieve a coordinated response.

**Roles and Responsibilities:** Provide radio, telephone, geographic information systems (GIS), GPS and computer support services. Coordinate with other ESFs as needed.

1. Install, activate and maintain telephone, radio and GIS systems for the EOC.
2. Establish contact/coordination with the EOC staff, Incident Command (IC) staff(s) as appropriate.
3. Determine current and anticipated telecommunications and IT needs based on information provided by the IC and EOC staff.
4. Contact supporting agencies to determine the availability of telecommunication and IT resources to meet current and anticipated needs.
5. In cooperation with DCOEM, assign Amateur Radio operators (ARES) as necessary to facilitate operations.
6. Continually monitor and test the activated radio, telephone, audio-visual and computer systems. Keep EOC management informed of system failures and restoration activities.
7. Assess and report the availability of resources.
8. Coordinate the delivery of telecommunication and IT support with the EOC and IC staff.
9. Assist EM in the development of a Town-wide situation assessment.
10. Develop instructional guidance for use of radios, telephones, audio-visual and computer systems and conduct training sessions for EOC Staff as necessary.
11. Coordinate with the telephone company(s) to obtain portable telephone banks as necessary.
12. Identify un-met needs to the ESF 5-Emergency Management Coordinator who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management.

### **3.0 ESF-3a Road, Bridge and Engineering**

**Scope:** Infrastructure protection, emergency repair and restoration, construction management, emergency support for life-saving and life-sustaining services.

**Definition:** Evaluate, maintain and restore public roads, bridges and drainage. Support private sector access in support of the restoration of critical private infrastructure (i.e., electrical, gas, communications and water lines).

**Activation Criteria:** The Emergency Manager or EOC Manager will request the Public Works Engineering Division to activate this ESF as needed to meet established or anticipated needs for road & bridge and engineering support during disaster response and recovery operations.

**Lead Agency-Primary:** Public Works Engineering Division

**Supporting Town Agencies:** Town of Castle Rock Town Council, Town Manager, Development Services, Parks and Recreation Department, Castle Rock Water.

Supporting External Agencies: CDOT, Urban Drainage & Flood Control District (UDFCD), Society of American Military Engineers (SAME), Municipal, State and Federal agencies, Douglas County Public Works, Intermountain Rural Electric Association (IREA), Black Hills Energy, State and Federal agencies

#### **Planning Assumptions:**

9. Assistance may be needed to perform damage assessment, structural evaluations, make emergency repairs to essential public facilities, reduce hazards by stabilizing or demolishing structures, and provide emergency water for human health needs.
10. Access to the disaster area will be dependent upon the re-establishment of ground routes. In many locations emergency road repairs will be given top priority to support immediate life-saving emergency response activities.
11. Rapid damage assessment of the disaster area will be required to determine potential workload.
12. Significant numbers on personnel with engineering and construction skills along with construction equipment and materials will be required from the outside area.

**Roles and Responsibilities:** Provide road & bridge and engineering expertise, staff, equipment and materials in support of emergency and disaster response and recovery operations. Coordinate with other ESFs as needed.

13. Establish contact/coordination with the EOC staff, Incident Command staff(s) as appropriate.
14. Determine current and anticipated Road & Bridge and engineering needs based on information provided by the Incident Command staff.
15. Contact supporting agencies to determine the availability to Road & Bridge and engineering resources to meet current and anticipated needs.
16. Assess and report the availability of resources.
17. Coordinate the delivery of Road & Bridge and engineering support with the Incident Command staff, EOC staff, or appropriate jurisdiction.
18. Identify un-met needs to ESF 5-Emergency Management Coordinator who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management.
19. Assist the Emergency Manager or Incident Command in the development of a Town-wide situation assessment.
20. Maintain current status on all construction/engineering activities being conducted.

### **ESF 3a- Road & Bridge and Engineering Checklist**

1. Open a Road & Bridge and Engineering tracking log.
2. Establish contact/coordination with the EOC staff, Incident Command staff(s) as appropriate.
3. Determine current and anticipated Road & Bridge and engineering needs based on information provided by the Incident Command staff.
4. Contact supporting agencies to determine the availability to Road & Bridge and engineering resources to meet current and anticipated needs.
5. Assess and report the availability of resources.
6. Coordinate the delivery of Road & Bridge and engineering support with the Incident Command staff, EOC staff, or appropriate jurisdiction.
7. Identify un-met needs to ESF 5-Emergency Management Coordinator who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management.
8. Document Road & Bridge and engineering support in the log.
9. Assist Incident Command in the development of a Town-wide situation assessment.
10. Provide updates for Situation Reports and Briefings.

## 4.0 ESF-3b Debris Management

**Scope:** Support the maintenance and restoration of traffic through the removal of debris.

**Definition:** Provide for debris clearance, any temporary stockpiling, and final disposal.

**Activation Criteria:** The Emergency manager or EOC Manager will request the Street Operations & Maintenance Division within Public Works to activate this ESF to support and coordinate the management of current or anticipated debris on public property resulting from a disaster event.

**Lead Agency-Primary:** Public Works Street Operations & Maintenance Division

**Supporting Town Agencies:** Town of Castle Rock Town Council, Town Manager, Police Department, Parks and Recreation Department, Castle Rock Water, and Community Relations Department.

**Supporting External Agencies:** Douglas County Public Works, Tri-County Health Department, Colorado Department of Transportation, Property Management Agencies/Associations, Private Sector/ Critical Infrastructure State and Federal resources.

### Planning Assumptions:

13. Assistance may be needed to perform debris assessment and to clear debris.
14. Access to the disaster area will be dependent upon the re-establishment of ground routes. In many locations debris clearance will be given top priority to support immediate life-saving emergency response activities.
15. Rapid debris assessment of the disaster area will be required to determine potential workload.
16. Emergency environmental and legal clearances will be needed for handling and storage/disposal of materials from debris clearance and demolition activities.
17. Significant numbers of personnel with engineering and demolition skills along with construction and debris removal equipment may be required from the outside area.

**Roles and Responsibilities:** Support and coordinate the assessment, prioritization, removal and disposal of debris from public property resulting from an emergency/disaster event.

21. Establish contact/coordination with the EOC staff, Incident Command staff(s) as appropriate.
22. Determine current and anticipated debris management needs based on information provided by Incident Command or EOC Manager.
23. Coordinate an assessment of public health and environment issues with ESF8 led by Tri-County Health Department.
24. Contact supporting agencies to determine the availability to debris management resources to meet current and anticipated needs.
25. Assess and report the availability of resources.
26. Coordinate the delivery of debris management support with the Incident Command staff, EOC staff, or appropriate jurisdiction.
27. Identify un-met needs to ESF 5 Emergency Management Coordinator, who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management.
28. Assist Emergency Manager or EOC Manager in the development of a Town-wide debris situation assessment and removal plan.
29. Maintain current status on all debris removal activities being conducted.

## 5.0 ESF-4 Fire Fighting

**Scope:** Support wildland, rural and urban firefighting operations; Coordinate with automatic and mutual aid agencies.

**Definition:** Provide for the mobilization and deployment, and coordination of all firefighting resources to combat wildland, rural and urban fire incidents.

**Activation Criteria:** The Emergency Manager or EOC Manager will request the activation of this ESF, as needed, to meet established or anticipated needs for firefighting support during disaster response and recovery operations.

**Lead Town Agency:** Town of Castle Rock Fire and Rescue Department (CRFD).

**Supporting Town Agencies:** Town of Castle Rock Town Council, Town Manager, Police Department, Park and Recreation Department, Public Works, Community Relations, Castle Rock Water, and the Emergency Manager.

**Supporting External Agencies:** Douglas County Sheriff's Office, Douglas County Hazmat, Amateur Radio Emergency Services, automatic and mutual aid partners, State and Federal agencies, private sector, DC SAR.

### Planning Assumptions:

18. Major fires, multiple fires and other emergencies that exceed local capabilities will occur.
19. Responders may face added difficulties or hindrances after a disaster because of extensive damage to the local infrastructure. Such damage may then create environmental safety and health hazards such as downed power lines, unstable foundations or structures, exposure to biohazards, toxins, and bloodborne pathogens.
20. Terrorism events may result in major structural fires, structural collapse, mass casualties, and the need for mass decontamination.
21. Access to damaged areas will be restricted.
22. Successful operations require organized, interagency cooperation at all levels of government.
23. Efficient and effective mutual aid among the various local jurisdictions, State, and Federal fire agencies requires the use of the ICS together with compatible firefighting equipment and communications.

**Roles and Responsibilities:** Support structural and wildland fire field operations through close coordination with other Local, State and the private sector. Coordinate firefighting support to disaster response and recovery operations that may not be directly fire related.

30. Establish contact/coordination with the EOC staff, Incident Command staff(s) or as appropriate.
31. Coordinate fire, emergency medical with all impacted jurisdictions.
32. Determine current and anticipated firefighting needs based on information provided by the IC staff(s).
33. Contact supporting agencies to determine the availability of telecommunication and IT resources/support to meet current and anticipated needs.
34. Assess and report the availability of resources.
35. Coordinate the delivery of firefighting support with the IC staff, EOC staff, or appropriate jurisdiction.
36. Identify un-met needs to the ESF 5-Emergency Management, who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management.
37. Assist the Emergency Manager or EOC Manager in the development of an incident-wide situation assessment.

## 6.0 ESF-5 Emergency Management

**Scope:** Coordination of incident management and response efforts, Issuance of mission assignments, Resource and human capital, Incident action planning, financial management.

**Definition:** Provide for the overall management and coordination of the Town’s emergency operations in support of local response agencies and jurisdictions. Maintain and activate the Town of Castle Rock Emergency Operations Center as needed. Collect, analyze and disseminate critical information on emergency operations for decision-making purposes. Identify the roles and responsibilities of Town government in coordinating mutual aid, State and Federal assistance. ESF 5 responsibilities are generally assumed by the EOC Manager. Depending on the size and complexity of the incident, there may also be an additional person staffing the ESF 5 position.

**Activation Criteria:** The Emergency Manager will activate this ESF, as required, to meet current and anticipated special event, response and recovery operations. The Emergency manager may also activate the EOC as requested by any Town agency or in support of regional, State or National disaster management activities. Town GIS (ESF#2) will likely be activated in support of this ESF.

**Lead Town Agency – Primary / Unified (as needed):** Emergency Management (Fire Department)

**Supporting Town Agencies:** Town of Castle Rock Town Council, Town Manager, Deputy Town Manager, Castle Rock Water, Community Relations, Development Services, Division of Innovation and Technology, Facilities, Human Resources, Municipal Court, Parks and Recreation, Police Department, Public Works, Town Attorney, Town Clerk

**Supporting External Agencies:** Douglas County Office of Emergency Management, Assessor, Coroner, Sheriff’s Office, Douglas County Schools, Tri-County Health Department, American Red Cross, Salvation Army, local water and sanitation agencies other County, State, or Federal resources, and others as appropriate for EOC activation and operations (determined by the Emergency Manager or EOC Manager).

### Planning Assumptions:

24. ESF 5 supports and coordinates all other ESFs and the overall execution of the Town of Castle Rock Emergency Operations Plan.

**Roles and Responsibilities:** Provide rapid activation and sustained operations of the Emergency Operations Center (EOC), for the effective coordination and integration with private, regional, State and Federal response and recovery operations.

38. Initial notification and recall EOC/ESF representatives as appropriate.
39. Assess the situation to determine the level of EOC activation, priorities and immediate actions required for the coordination of joint response efforts and mitigation/recovery planning.
40. Implement the Town's EOP in support of ICS field operations. Activate or request the activation of specific ESFs as appropriate.
41. Establish direct communications with the Incident Command staff(s).
42. Request status reports as appropriate from affected town department/divisions.
43. With support from DoIT, compile and display incident status information, including maps, within the EOC.
44. Notify the Douglas County Office of Emergency Management (DCOEM) of initial situation assessment. Provide periodic updated situation reports as needed.
45. Conduct periodic internal briefings for all EOC personnel and Policy Group.
46. Coordinate response and recovery resources beyond normal mutual aid, based on requests by the Incident Command staff(s) through Dispatch.
47. With support and coordination from Community Relations, collect, evaluate and disseminate emergency information.
48. Support/coordinate essential public safety actions such as public warning and evacuation.
49. As needed, coordinate and prepare delegation of authority documentation to approve the use of County resources and for releasing emergency information to the public and news media.
50. Manage/coordinate resources, including allocation of facilities, services, personnel, equipment, materials and other critical resources as requested by the IC.
51. Coordinate with DCOEM for regional, State and Federal assistance.
52. Determine 24-hour EOC staffing requirements and provide for shift changes when extended EOC operations and additional support staff are required.
53. Implement financial record keeping procedures to track resources and to document all disaster-related costs and financial commitments.
54. Coordinate functions, such as resource management and public information that are being performed both in the field using ICS and in the EOC to minimize misinformation and duplication of effort.
55. Assess and document damages. Provide results to DCOEM and the Division of Homeland Security & Emergency Management.
56. Determine the need to declare a Local disaster or State of emergency and/or the need to enact other orders such as evacuation orders, curfews, or orders to control prices.

57. Involve elected officials whenever possible, to make formal requests for public and private resources on behalf of the Town of Castle Rock.
58. Coordinate public information activities and news media releases with IC and lead PIO.
59. Coordinate disaster recovery activities, including decisions about re-entry into disaster areas, reconstruction of damaged services and facilities, and identification of long-term hazard mitigation issues and plans. (EM)
60. In large events involving multiple EOC activations, coordinate information flow using appropriate situational awareness tools such as WEBEOC and EMSsystems.
61. Implement EOC deactivation procedures when the emergency/disaster situation is over.
62. Provide updates for Situation Reports and briefings.

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## 7.0 ESF-6 Mass Care, Housing and Human Services

**Scope:** Mass care, Emergency assistance, Disaster housing, Human services

**Definition:** Manage and coordinate sheltering, feeding and first aid for disaster victims. Provide temporary housing, food, clothing, and special human needs in situations that do not warrant mass care systems. This assistance may continue well after the emergency phase of the response. Assist in coordinating and managing volunteer resources.

**Activation Criteria:** In the event that residents of the Town of Castle Rock are displaced from their homes by floods, wildfires or other natural disasters, or are forced to leave their homes due to a power failure or accident involving hazardous materials, the Town, with the assistance of the American Red Cross, will open and manage temporary shelters and provide for the immediate needs of shelter residents for lodging, food, clothing and personal items.

**Lead Agencies:** Town of Castle Rock Emergency Management with the support of Tri-County Health, American Red Cross and Salvation Army.

**Supporting Town Agencies:** Town of Castle Rock Town Council, Town Manager, Deputy Town Manager, Community Relations, Facilities, Fire Department, Castle Rock Water, Parks and Recreation Department, Police Department (including Victim Advocates).

**Supporting Agencies:** Douglas County Office of Emergency Management, Sheriff's Office (Victim's Advocate), Castle Rock Adventist Hospital, Tri-County Health Department, American Red Cross, Salvation Army, Douglas County Schools, private sector, State and Federal agencies

### **Planning Assumptions:**

25. Town of Castle Rock assets will provide initial set up and support for evacuation sheltering needs. Private and volunteer organizations, i.e., American Red Cross, The Salvation Army, member agencies of COVOAD, etc., will support ongoing ESF#6 activities through the provision of shelter volunteers, feeding, and emergency first aid relief to individuals and families, not normally available from government resources. These local organizations will work in cooperation with Douglas County in responding to, and recovering from the effects of an emergency or disaster event.
26. Each level of government, private and volunteer organizations will respond to an incident within the limits of its available resources, including prearranged mutual aid, and subsequently may request assistance from its next highest level of support if required; e.g., municipality to county to state to federal government.

27. Not all disaster victims will require mass care services. Some victims will go to mass shelters, others will find shelter with friends and relatives; many victims will remain with or near their damaged homes.
28. Mass care shelter facilities will receive priority consideration for structural inspections to ensure safety of occupants; and for restoration of utilities or support by temporary means, i.e. portable generators, portable toilets and potable water.
29. Inquiries regarding individuals residing within the affected area will begin immediately after the general public is made aware of the emergency or disaster by the media or other means. An initial moratorium may be issued to activate the system and determining the boundaries of the affected area.
30. The Town of Castle Rock Emergency Manager, through the Castle Rock Fire and Rescue Department is the primary support agency for mass care operations under ESF6.
31. Tri-County Health Department can coordinate and assist ESF8 for long-term shelter operations (roughly 7 or more continuous days) with shelter inspections, disease surveillance, Access and Functional Needs (AFN), and other health needs.

**Roles and Responsibilities:** Provide safe, clean, secure temporary housing and basic needs for citizens displaced by disasters. Law enforcement personnel and other emergency responders are encouraged to consider the American Red Cross designated shelters as relocation sites for evacuees. The Local American Red Cross office should be contacted to arrange for shelter opening, preparation and management. American Red Cross can be contacted for long term shelter support and management. Castle Rock Police personnel or law enforcement personnel from other jurisdictions in the County are responsible for providing security for designated shelters, if available.

63. Assess the situation to determine the need for mass care, sheltering and human services.
64. Notify the American Red Cross, or shelter coordinators to initiate the establishment of shelters.
65. Coordinate shelter locations and anticipated opening times.
66. Identify logistical needs to ESF 7 representative.
67. Coordinate potable water, food, restroom facilities & solid waste disposal needs.
68. Request status reports as appropriate from shelter coordinators.
69. Coordinate volunteer support to sheltering and Human Services needs.
70. Coordinate emergency and recovery welfare services including registration and inquiry and Human Services Programs.
71. Identify un-met mass care, sheltering and human services needs to ESF 5-Emergency Management Coordinator who will coordinate and request State and Federal assistance through CDEM.

## **8.0 ESF-7 Logistics Management and Resource Support**

**Scope:** Comprehensive incident logistics planning, management, and sustainment; Resource support (facility space, supplies, contract services, etc).

**Definition:** Secure resources through mutual aid agreements, volunteer organizations, and procurement procedures for all ESFs, as needed. Provide coordination and documentation of personnel, equipment, supplies, facilities and services used during disaster response and initial relief and recovery operations. Support effective reception and integration of augmentation resources.

**Activation Criteria:** The Emergency Manager or EOC Manager will activate this ESF, as required, to meet current and anticipated special event, response and recovery operations. The coordination of resources and logistical support to response and recovery operations is a core function of the Emergency Operations Center.

**Lead Town Agency:** Town of Castle Rock Emergency Management

**Support Town Agencies:** Town of Castle Rock Town Council, Town Manager, Deputy Town Manager, Emergency Management, Facilities, Finance, Fire Department, Castle Rock Water, Parks and Recreation, Police Department.

**Supporting External Agencies:** Douglas County Sheriff's Office, Douglas County Office of Emergency Management, Tri-County Health Department, Douglas County Road & Bridge, American Red Cross, Colorado Volunteer Organizations Active in Disasters, Fire Districts/Departments, Douglas County Schools, Salvation Army, State and Federal agencies, ARES, and the private sector.

### **Planning Assumptions:**

32. Successful sustained emergency and disaster operations are contingent upon an efficient and effective resource support function.
33. Logistical support necessary to save lives will receive first priority.
34. Transport of resources may require staging areas and support from ESF-1 (Transportation). In the case of a large scale event, county, state and federally agreed upon decisions should be made in the identification of location and legal arrangement for staging areas.

35. The primary source of equipment, supplies and personnel shall be made from Town resources then local sources outside the impacted area. Support resources outside of the disaster area(s) will be directed to fulfill unmet needs.
36. Acquisitions of resources will be accomplished in accordance with the Emergency and Disaster Finance Policy (Attachment 5), which would exempt existing procurement requirements.

**Roles and Responsibilities:** Effective coordination of resources (within Douglas County and adjacent mutual aid partners) in support of response and recovery operations; rapid notification of ESF 5 of un-met resource needs; and effective delivery and documentation of resource actions.

72. In partnership with Town Emergency Management, develop and maintain an up-to-date directory of key contacts for goods, supplies, facilities and services.
73. Coordinate resource request and acquisition with Douglas County Regional Communications and Castle Rock Police Dispatch in the EOC and the Incident Dispatch Team at the ICP.
74. Develop and maintain master Emergency Resource List.
75. Secure mutual aid agreements with other agencies and jurisdictions.
76. Identify resource shortfalls and determine methods for acquisition, if needed, during an emergency or disaster.
77. Prioritize requests for emergency supplies, equipment and services, and coordinate actions in response to requests.
78. Authorize the acquisition, distribution, use and maintenance of essential emergency resources and personnel.
79. Identify un-met needs to the ESF 5 Emergency Management Coordinator who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management.
80. Pre-arrange for contracts for equipment, supplies and services during disaster.
81. Coordinate with Town of Castle Rock Finance Department to ensure emergency purchase authorization procedures are in place and identify authorized vendors.
82. Develop and maintain detailed logs of resource requests and disbursements and records of expenditures.

## 9.0 ESF-8 Public Health and Medical

**Scope:** Public Health, Medical, Mental health services, Mass fatality management

**Definition:** ESF #8 is designed to provide a flexible organizational structure capable of meeting the requirements of many emergency scenarios. ESF#8 provides the mechanism for a coordinated response to the public health and medical component of any pre-planned event, potential incident, or actual incident. This ESF includes those needs associated with public health, environmental health, hospitals, fatalities management, behavioral health, and some components of veterinary care. This also includes coordination with pre-hospital partners such as emergency medical services (EMS). ESF #8 should be looked at as supporting the entire public health and medical system and has strong coordination with emergency management, EMS/Fire, and other key partners/disciplines depending on the nature of the response to an incident.

**Activation Criteria:** The Emergency Manager or EOC Manager may activate this ESF through DCOEM as needed to support a wide range of coordinated/directed activities to support public safety, public health and human services. When a mass casualty or complex incident occurs in the Town of Castle Rock, multiple disciplines may be called into action to provide this support and resources. Activation of ESF #8 to respond to medical surge or other health and medical components of the incident or event will establish the necessary coordination to integrate field-level response strategies with jurisdictional response. Field-level response refers to those decisions and activities directed at the incident to minimize the effects on health, life-safety and property. In some instances, responses usually assigned to ESF #8 may warrant more specific attention within the command structure. When this occurs and personnel are available, the appropriate discipline or ESF #8 will assign an appropriate liaison to the area to create an efficient system.

**Lead Agency – Unified:** Castle Rock Emergency Management, Tri-County Health Department (TCHD), Douglas County Coroner.

**Note:** Tri-County Health Department will supply staffing for this ESF desk, when available. If there is a County-wide, or multiple County incident TCHD, would staff the ESF #8 desk at the County EOC.

**Supporting Town Agencies:** Town of Castle Rock Town Council, Town Manager, Castle Rock Water, Community Relations, Facilities Department, Fire Department, Police Department, Town of Castle Rock Victim Advocates, Douglas County Sheriff Victim Advocates

**Supporting External Agencies:** Coroner, EMS, Behavioral Healthcare, Hospitals/Private Physicians/Medical Practices, DC OEM, Bonfils Douglas County Search and Rescue, Douglas County Schools. American Red Cross, Local water purveyors, State and Federal agencies

### Planning Assumptions:

37. The ESF #8 component of a response will be organized through the system described in the Mass Fatality Annex and Public Health Emergency Annex (see Incident Specific Annexes).

**Roles & Responsibilities:** Public Health, Mass Fatality Management, Medical Services, Veterinary Medical Support, Behavioral Healthcare, Agricultural Safety & Security

1. Provide local public health services support and operations, as deemed critical to the incident, for disaster response and recovery may include:
  - Identify public health needs in affected areas and develop response strategies
  - Provide assistance with recommendations on the disposal of hazardous and radiological materials
  - Provide disease control, surveillance and investigation

- Provide mass prophylaxis
- Provide guidance to healthcare providers
- Issue quarantine and isolation orders
- Provide medical surge care planning, coordination, and logistics support
- Provide for environmental health
- Inspect food and water supplies and evaluate and recommend methods for disposal of contaminated foods
- Conduct animal bite response and investigation activities for rabies
- Conduct vector surveillance
- In cooperation with State and Federal officials as well as the food industry, conduct trace-backs or recalls of adulterated products
- Request appropriate ESF #8 organizations to activate and deploy public health, medical, behavioral health and veterinary medical personnel (in coordination with ESF #11), equipment, and supplies in response to requests for local public health and medical assistance, as appropriate.
- Make requests to the Colorado Department of Public Health and Environment (CDPHE) for activation of additional ESF #8 resources, as necessary, to support response operations.
- Evaluate requests for assets, which may include Strategic National Stockpile (SNS) assets, based upon relevant threat information and submits the requests to CDPHE, or other designated partners, as appropriate.
- Assist with family reunification
- Assist with patient tracking
- Assist with hospital surge operations
- Assist with hospital evacuation
- Assist with outpatient diagnosis and treatment
- Assist with hospital triage
- Assist with patient education
- Assist in surge staffing at triage centers, surge hospitals
- Establish and facilitate Alternate Care Facilities
- Support behavioral health response/crisis counseling
- Support mass fatalities management

- Support with death investigation
- Coordinate with other ESFs for operational support
- Coordinate all health and medical messaging/risk communications to the public in conjunction with the County PIO(s) and provide subject matter expertise for any health and medical information released.
- Coordinate ESF #8 activities between impacted and supporting jurisdictions.
- Coordinates with Bonfils Blood Center which collects, tests, manufactures and distributes blood and blood products to maintain a safe and adequate community blood supply using the Blood Availability and Safety Information System as baseline data for ESF #8 activation.
- Liaises with Bonfils Blood Center to coordinate local public announcements around blood supply needs and donation logistics.

TCHD, serving as the lead agency for ESF #8 will be responsible for:

- Provide public health services and operations within the jurisdiction, as deemed critical to the incident, for disaster response and recovery, which may include:
  - Identify public health needs in affected areas and develop response strategies
  - Provide assistance with recommendations on the disposal of hazardous and radiological materials
  - Provide disease control, surveillance and investigation
  - Provide mass prophylaxis
  - Provide guidance to healthcare providers, coroners, schools, first responders, and other key stakeholders
  - Issue quarantine and isolation orders
  - Provide medical surge care planning, coordination, and logistics support
  - Provide for environmental health
  - Inspect food and water supplies and evaluate and recommend methods for disposal of contaminated foods
  - Conduct animal bite response and investigation activities for rabies
  - Conduct vector surveillance
  - In cooperation with State and Federal officials as well as the food industry, conduct trace-backs or recalls of adulterated products
- Serve as ESF #8 lead, coordinating activities as requested. Actions that may be supported by TCHD, if possible, may include:
  - Coordinate staffing of the County Emergency Operations Centers' ESF #8 chairs as requested and able during response to support the operation.
  - Request appropriate ESF #8 organizations to activate and deploy public health, medical, behavioral health and veterinary medical personnel (in coordination with ESF #11), equipment, and supplies in response to requests for local public health and medical assistance, as appropriate.

- Make requests through county offices of emergency management (OEMs) or activated emergency operations centers (EOCs) for activation of additional ESF #8 resources, as necessary, to support response operations.
- Evaluate requests for assets based upon relevant threat information and submits the requests to county OEM to be funneled to the State Emergency Operations Center (SEOC) to be filled as appropriate. The requests may ultimately result in receipt of assets from the Strategic National Stockpile (SNS) but the determination to formally request assets from the SNS will come from the State level only.
- Assist with family reunification
- Assist with patient tracking
- Assist with hospital surge operations
- Assist with hospital evacuation
- Assist with outpatient diagnosis and treatment
- Assist with hospital triage
- Assist with patient education
- Assist in surge staffing at triage centers, surge hospitals
- Establish and facilitate Alternate Care Facilities
- Support behavioral health response/crisis counseling
- Support mass fatalities management
- Support with death investigation
- Coordinate with other ESFs for operational support
- Coordinate all health and medical messaging/risk communications to the public in conjunction with the County PIO(s) and provide subject matter expertise for any health and medical information released.
- Coordinate ESF #8 activities between impacted and supporting jurisdictions.
- Coordinates with Bonfils Blood Center which collects, tests, manufactures and distributes blood and blood products to maintain a safe and adequate community blood supply using the Blood Availability and Safety Information System as baseline data for ESF #8 activation.
- Liaises with Bonfils Blood Center to coordinate local public announcements around blood supply needs and donation logistics.

## 10.0 ESF-9 Search and Rescue

**Scope:** Life-saving assistance, Search and rescue operations.

**Definition:** Provide resources for ground, water and airborne activities to locate, identify and remove from a stricken area, persons lost or trapped in buildings and other structures. Provide for specialized emergencies and rescue operations.

**Activation Criteria:** The Emergency Manager or EOC Manager may activate this ESF as needed to meet current and anticipated search and rescue operations. The department functioning as Incident Command will request the activation of a SAR team (either land or urban) through the DCSO.

Note: If the capabilities or resource of Colorado Task Force 1 (COTF1) are needed, a delegation of authority should be considered do to the scope or complexity of the incident.

**Lead Town Agencies-Unified:** Castle Rock Fire and Rescue Department, Castle Rock Police Department

**Supporting Town Agencies:** Town of Castle Rock Town Council, Town Manager, Community Relations, Development Services, Parks and Recreation, Public Works

**Supporting External Agencies:** Douglas County Sherriff's Office, Douglas County Search and Rescue, other Local, State and Federal Agencies.

### Planning Assumptions:

- The safety of the rescue personnel is foremost in any operation.
- A major disaster or civil emergency may generate conditions that vary widely in scope, urgency, and degree of devastation. Substantial numbers of people could be in life threatening situations requiring prompt rescue and medical care. Because the mortality rate will dramatically increase beyond 72 hours, search and rescue efforts must begin immediately.
- People may become lost, trapped or otherwise isolated: government must be prepared to seek out, locate, and rescue such persons.

- Missing persons may be injured or deceased. Search and rescue activities must be prepared to provide aid to injured persons.
- A missing or lost person is always considered to be alive and in need of rescue until such time that a person of authority (Police Chief, Fire Chief or their designee) concludes that there is not chance of survival or support, including rescue, and is no longer required.
- Inclement weather may be a factor in any wilderness, urban/technical search and rescue activity – restricting the types of resources to be used, the length of time they can be used and even the locations to be searched.
- Under some circumstances, the incident scene is also a crime scene and care must be taken to protect evidence.

**Roles and Responsibilities:** Depending on the type of incident either Town of Castle Rock Police Department or Castle Rock Fire and Rescue Department will be the lead agency for search and rescue activities. The Town relies upon the Castle Rock Fire and Rescue department for urban search and rescue in such cases as a structural collapse.

1. Liaise with the Incident Command staff(s) to determine specific SAR/USAR support needs (i.e. capabilities, where, when, and anticipated duration).
2. Identify and contact mutual aid and regional SAR/USAR resources in support of current and anticipated needs.
3. Identify SAR/USAR resource short-falls to the ESF-5 coordinator who will request local, regional, State and Federal assistance through the Division of Homeland Security & Emergency Management.
4. Coordinate reception of State and Federal SAR/USAR resources with Incident Command staff(s).
5. Coordinate logistical support if needed.
6. Track and document SAR/USAR activities and support until no longer needed for field operations.
7. Update SAR/USAR activities during the periodic EOC situation briefing and for the Situation Report.
8. Identify un-met needs to the ESF 5 Emergency Management Coordinator who will coordinate and request State and Federal assistance through the Division of Homeland Security & Emergency Management.
9. Track and document search and rescue related activities.

## 11.0 ESF-10 Hazardous Materials

**Scope:** Oil and hazardous materials (chemical, biological, radiological, etc.) response; Environmental short- and long-term clean-up

**Definition:** Respond to potential or actual hazardous materials incidents. Provide for inspection, containment and oversight of cleanup of hazardous materials accidents or releases.

**Activation Criteria:** The Castle Rock Fire and Rescue Department will request activation of this ESF in support of response to significant hazardous material situations. This ESF may also be activated by the Emergency Manager or EOC Manager when hazardous materials expertise and/or resources are needed in support other emergencies/disasters.

**Lead Town Agency:** Castle Rock Fire and Rescue Department

**Supporting Town Agencies:** Town of Castle Rock Town Council, Town Manager, Community Relations, Police Department, Parks and Recreation, Public Works, and Castle Rock Water.

**Supporting External Agencies:** Douglas County Hazmat, Douglas County Office of Emergency Management, Tri-County Health Department, Local Emergency Planning Committee (LEPC), Arapahoe/Douglas HAZMAT Team, local water purveyors, Municipal, State and Federal agencies

### Planning Assumptions:

38. Large quantities of hazardous Substance are transported via highway, rail, air and pipeline within and through the Town on a daily basis. Therefore, there is a probability of an actual or potential release occurring on any given day as a result of transportation accident and/or incident.
39. Hazardous Substances are manufactured, stored, distributed utilized and disposed of at numerous fixed facilities located throughout the Town. Therefore, there is a significant probability of an actual or potential release occurring on any given day.
40. Hazardous chemical or biologic agents could be used either as a causative agent or byproduct (debris and human remains/bio-hazard) at any large-scale suspected or actual terrorist events.
41. A hazardous Substance incidents may occur simultaneously following a major disaster such as a flood or terrorist attack.
42. Exceptions to current disposal practices may be necessary during major disasters.

**Roles and Responsibilities:** As the Designated Emergency Response Authority (DERA) (Town municipal code 8.02.010) the Castle Rock Fire Department is the lead hazardous material response agency in The Town of Castle Rock. This ESF is responsible for coordinating Local, State and Federal response in support of current and anticipated hazardous material operations in the field. This ESF will also work closely with other ESF representatives (ESF 5, ESF 8, and ESF 15) to ensure the integration of the in-field situation assessment is clearly communicated to agencies that may not be directly involved in the tactical/technical response but have a role in the potential broader impacts of a hazardous materials event. This ESF may also be called upon to support the personal protection, decontamination, surveillance and sampling needs of ESF 3, 4, 8, 11, and 13 during response and recovery operations related to human or animal health disasters.

1. Liaise with the Incident Command staff(s) to determine specific hazardous materials response and recovery support needs (i.e., capabilities, where, when, and anticipated duration).
2. Ensure downwind/downstream actions have been taken into consideration.
3. Ensure Tri-County Health Department and LEPC have been notified.
4. Coordinate with EPA, as appropriate.
5. Identify and contact mutual aid and regional hazmat response (Arapahoe/Douglas HAZMAT Team) and recovery resources in support of current and anticipated needs.
6. Identify hazmat response and recovery resource shortfalls to the ESF 5-Emergency Management Coordinator who will request State and Federal assistance through the Division of Homeland Security & Emergency Management.
7. Coordinate reception of State and Federal hazmat response and recovery resources with Incident Command staff(s).
8. Coordinate logistical support, if needed from the IC.
9. Track and document hazmat response and recovery activities and support until no longer needed for field operations.

## 12.0 ESF-11 Animal Issues, Response and Recovery

**Scope:** Safety and well-being of household pets, Coordination assistance for non-commercial livestock.

**Definition:** Provide for the shelter, care, and treatment of household pets, assist in the coordination for non-commercial livestock impacted by disasters.

**Activation Criteria:** The Emergency Manager or EOC Manager will activate this ESF, as required, in response to current or anticipated needs of evacuated or displaced citizens with companion animals and non-commercial livestock support needs. This ESF should be strongly considered whenever residents are evacuated to local shelters.

**Lead Agency-Unified:** Castle Rock Police: Animal Control, Town of Castle Rock Emergency Manager

**Supporting Town Agencies:** Town of Castle Rock Town Council, Town Manager, Parks and Recreation

**Supporting External Agencies:** Douglas County Office of Emergency Management, Douglas County Animal Response Team (DCART), Douglas County Facilities, Douglas County Open Space & Parks, CSU Cooperative Extension, Tri-County Health Department, Douglas/Elbert County Horse Council, Denver Dumb Friends League: Disaster Emergency Services), Humane Society of Pikes Peak Region, Veterinary Medical Assistance Team (VMAT), State, and Federal agencies.

### Planning Assumptions:

1. Non-commercial livestock includes: personal use horses and Livestock as well as 4H animals.
2. Non-commercial livestock does not include: Commercial boarding facilities, riding/training facilities, or production cattle ranches (beef cattle, livestock for sale (animals for sale or reproductive purposes).
3. DCART is a group of volunteers and will not be immediately available, deployment times could be several hours.
4. Pet ownership is one of the biggest risk factors for evacuation failure prior to, and during, natural disasters. Evacuation failures occur when people do not have clearly communicated options for the evacuation and sheltering of their pets during a disaster incident.

5. The Town in providing emergency management services, shall, at a minimum, include provisions for the care of household pets as denoted in the Pets Evacuation and Standards Act of 2006. Animal care planning beyond that mandated by the PETS Act of 2006 shall be determined at the discretion of the Town and resources to provide such care may be acquire by the emergency service provider or be acquired via mutual aid agreements with other agencies, non-governmental organizations or private entities and may constitute non-reimbursable expense within disaster declaration.
6. In emergencies resulting in the need to shelter both people and animals, efforts shall be made to co-locate such facilities.
7. Support may include mass care as well as sheltering, resource coordination and ordering, veterinary care and surge capacity, provisions for the protection of public health and safety, animal evacuation and transportation, emergency public information; risk reduction and public outreach programs addressing companion and service animal issues and long-term recovery issues related to these specific animal population.

**Roles and Responsibilities:** Rapid and safe evacuation, decontamination, care, shelter, treatment and/or disposal and documentation of animals impacted by disaster.

In the event of the introduction of a foreign animal disease, the Town of Castle Rock will work closely with DCOEM, Tri-County Health Department, the State departments of Agriculture and Natural resources, the Division of Wildlife's Animal and Plant Health Inspection Service (APHIS), and Federal resources to ensure an integrated response.

1. Liaise with the Incident Command Staff(s) to determine specific animal control issues.
2. Identify the needs and means of animal evacuation, sheltering, care, collection care, depopulation, and disposal as needed.
3. Activate the DCART, through DCOEM, if needed.
4. Support and coordinate the animal related activities of displaced persons brought into shelters and of field activities/staffs.
5. Coordinate mutual aid support with local / regional agencies.
6. Identify animal related response and recovery resource short-falls to the ESF 5- Emergency Management Coordinator who will request State and Federal assistance through the Division of Homeland Security & Emergency Management.
7. Coordinate reception of State and Federal animal response and recovery resources VMAT with Incident Command Staff.
8. Coordinate documentation, shelter and care of animals as needed.

9. Coordinate with State and Local agencies to ensure a coordinated response to animal health/disease issues, ensure DCOEM, Tri-County Health, and APHIS is notified of any Foreign Animal Disease (FAD).
10. Track and document animal response and recovery activities and support until no longer needed for field operations.

*For Additional information and resource refer to the Animal Annex*

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## 13.0 ESF-12 Public Service Restoration and Recovery

### Scope:

**Definition:** Provide for the rapid restoration of emergency services, government services, and publicly held critical facilities. Support the restoration of private sector critical infrastructure. Coordinate the rationing and distribution of emergency power, fuel, and water.

**Activation Criteria:** This ESF will be activated at the direction of the Emergency Manager in response to current or anticipated disruptions of public services.

Disasters often damage critical infrastructures, such as power and communications lines and water and wastewater infrastructure. Restoration of these assets is critical to community response and recovery efforts.

**Lead Town Agency - Unified:** Town of Castle Rock Emergency Management, Castle Rock Water, Town of Castle Rock Public Works, and private sector partners

**Supporting Town Agencies:** Town of Castle Rock Town Council, Town Manager, Development Services, Division of Innovation and Technology (DoIT), Community Relations, Fire and Rescue Department, and Police Department.

**Supporting External Agencies:** Private sector partners i.e. Intermountain Rural Electric Association (IREA), Black Hills Energy and CenturyLink, water and sanitation (Bell Mountain Water District, Castleton Water and Sanitation District, Plum Creek Water Reclamation Authority, and Silver Heights Water & Sanitation, and), County, State, and Federal agencies

### Planning Assumptions:

8. An emergency or disaster, either natural or manmade, may disable key electric and liquid fuels generation/production, distribution and delivery facilities resulting in local, statewide and possibly regional (e.g., Western United States) blackouts and/or brownouts. Additionally the fuel supply system used for generation may be interrupted.
9. The utility and telecommunications infrastructures may be affected.
10. Water and wastewater services may be impacted or interrupted due to infrastructure damage.

11. Sudden, widespread blackouts or fuel shortages could result in public alarm and anxiety given the timing of the event (i.e., winter / summer) and potential duration (i.e., days/weeks/months).
12. Delays in the production, refining, and delivery of petroleum-based products may occur as a result of loss of commercial electric power.
13. Deployment of first-responders (e.g., law enforcement or health officials) to various locations may be required.
14. Notification of public could result in mass gatherings, anxiety and possibly civil unrest, requiring crowd control.
15. Limited access to transportation fuels could impact businesses, the provision of health services, and consumer mobility.

**Roles and Responsibilities:** Restoring public service is primarily the responsibility of the private sector. The accomplishment of this shared responsibility requires close coordination with the Town, County, and private sector partners to provide access and security for these critical activities. Emergency Management (ESF-5) will act as the coordinator for these activities and may delegate this role as appropriate to the situation (i.e. Road & Bridge may need to coordinate clearing access to damaged power lines, while FD and DCSO may need to coordinate access to areas that have been closed to the public after a fire or other disaster).

11. Gather status information from Local providers of critical public services (power, communications, fuel, and water).
12. Develop an overall situation assessment of the status of critical public services.
13. Work with public service providers to determine needs and priorities for security and access to critical infrastructure.
14. Support and coordinate the public service restoration activities with the incident command staff(s).
15. Identify public service restoration related response and recovery resource shortfalls and request State and Federal assistance through the EOC.
16. Track and document public service restoration and estimated costs.

## 14.0 ESF-13a Law Enforcement

**Definition:** Provide for the protection of life and property by enforcing laws, orders and regulations including the movement of persons from threatened or hazardous areas. Provides force and critical infrastructure protection, security planning and general law enforcement assistance, security, traffic and access control, in both pre-incident and post-incident situations.

**Activation Criteria:** The Emergency Manager or EOC Manager will activate this ESF in response to current and/or anticipated threats to public safety, order and the security of lives and property.

**Lead Agency - Primary:** Town of Castle Rock Police Department

**Supporting Town Agencies:** Town of Castle Rock Utilities, Town of Castle Rock Public Works, Town of Castle Rock Parks & Recreation, Town of Castle Rock Community Relations, Town of Castle Rock Department of Innovation and Technology.

**Supporting External Agencies:** Douglas County Sheriff's Office, Douglas County Coroner, Douglas County Schools, Douglas County Search and Rescue (DC SAR), State and Federal agencies.

### Planning Assumptions:

16. Major disasters and other emergencies which exceed local capabilities have and will continue to occur in Colorado.
17. Local law enforcement departments will be the primary response agency
18. The potential for local law enforcement resources to become depleted can happen at any time; this is especially true during and after a major disaster or terrorism event. Natural disasters and other emergencies in Colorado have shown that normally available law enforcement resources may be difficult to obtain and utilize because of massive disruptions of communications, transportation, and utility systems.
19. Natural hazard, technological, and / or human - caused events may result in mass casualties and damage. Because of the potential that crime scenes may occur, there will be the need for additional law enforcement resources for security and investigations.
20. Successful law enforcement operations during an emergency will require organized, interagency cooperation at all levels of government.

**Roles and Responsibilities:** Preserve and rapidly restore public order and security is essential to response and recovery operations. The CRPD will perform under its statutory authority to ensure the preservation of public order, the prevention of criminal activity, the preservation and collection of evidence, criminal investigations and prosecution.

17. Liaise with the Incident Command staff(s) to determine the need for support from and to law enforcement agencies in support of current and anticipated needs.
18. Coordinate with the Town's Emergency Manager to activate the EOC or Douglas County Incident Management Team, if needed/requested.
19. Coordinate the staffing in support of the EOC, dispatch and field operations.
20. Develop an overall situation assessment of law enforcement needs with the applicable law enforcement partners.
21. Liaise with County and State law enforcement agencies to determine mutual aid/assistance needs.
22. Support and coordinate the law enforcement activities with the incident command staff(s).
23. Liaise with other Municipal, County, State, and Federal law enforcement agencies, as needed, in support of law enforcement operations.
24. Identify law enforcement resource short-falls to the ESF 5 Emergency Management Coordinator who will coordinate and request County, State and Federal assistance through IC and the Division of Homeland Security & Emergency Management.
25. Track and document law enforcement related activities, costs, and support until no longer needed for field operations.

## 15.0 ESF-13b Evacuation and Traffic Management

**Definition:** Provide for the timely and appropriate decision to evacuate or shelter in place at-risk populations. Coordinate the designation and implementation of effective traffic management to ensure the expedient access of response resources and the evacuation of the public as needed.

**Activation Criteria:** The Emergency Manager or EOC Manager will activate this ESF in support of the Incident Command staff's decision to order an evacuation of at-risk populations.

**Lead Agency-Primary:** Town of Castle Rock Police Department

**Supporting Town Agencies:** Town of Castle Rock Fire and Rescue Department, Castle Rock Water, Town of Castle Rock Public Works, Town of Castle Rock Parks & Recreation, Town of Castle Rock Community Relations, Town of Castle Rock Department of Innovation and Technology.

**Supporting External Agencies:** Douglas County Sheriff's Office, Douglas County Schools, Douglas County Search and Rescue (DC SAR), American Red Cross, Tri-County Health Department (TCHD), State and Federal agencies.

### Planning Assumptions:

21. Evacuations can range from a short - distance movement caused by a relatively concentrated threat (i.e. wildfire) to a catastrophic incident requiring a large - scale evacuation covering a widespread area (i.e. non - dissipating slow moving hazardous materials plume).
22. Town officials, Executive Staff and the Emergency Operations Center (if activated) must be well informed and prepared to initiate evacuation operations once an evacuation has been deemed necessary by Incident Command. Public Information releases and extensive coordination are required to ensure a safe and efficient relocation of people, vital equipment, and essential supplies from threatened areas. Public officials are also expected to:
  - a. Provide security and access control for evacuated areas.
  - b. Provide temporary shelter and services for evacuees.
  - c. Coordinate the return of people to their homes, as safety permits.
  - d. Manage recovery operations.
  - e. Return to normal operations.

23. The location and severity of the incident will determine whether a "Voluntary" or "Mandatory" evacuation will be issued. Under a **VOLUNTARY** Evacuation Order: Government officials strongly urge and recommend persons in designated evacuation areas to relocate to safer locations for their own safety. Personal discretion allowed, but not advised.
24. Under a **MANDATORY** Evacuation Order: Government officials order all persons in designated evacuation areas to relocate to safer locations for their own safety. Personal discretion is not to be a deciding factor. A mandatory evacuation order will apply to the public in general. Exceptions would include public safety officials, disaster response personnel and organizational / agency / business employees designated as "critical workforce" or "essential". However, all of these individuals will be expected to eventually seek adequate shelter prior to the onset of dangerous conditions. Persons who refuse to comply with a mandatory evacuation order will not be arrested nor forcibly removed from their homes. However they should not expect rescue or other lifesaving assistance after the onset of dangerous conditions. (The same will hold true for persons ignoring a voluntary evacuation order.)
25. Evacuation notification will take place through the Code Red System, through other available Emergency Alert Systems, internet postings on websites and social media and through media broadcast.
26. There will be people who are unable to self-evacuate who may require assistance:
  - a. People unable to self-evacuate include children in schools or day care centers, nursing home residents, homebound individuals or those currently incarcerated. The majority of individuals in assisted living facilities, those afflicted with disabilities or currently hospitalized would likewise probably lack the ability to self-evacuate.
  - b. Special notification and possible further assistance might also need to be provided to non - English speaking persons. Transient populations such as tourists or the homeless as well as individuals at or below poverty levels and any individuals(s) lacking adequate transportation would most likely require consideration and assistance.

**Roles and Responsibilities:** Safety of the public often depends on two options: (1) sheltering in place or (2) evacuation. Evacuation is highly dependent on the circumstances and the hazard. The determination to direct the public to evacuate must be made quickly, based on facts, provide clear guidance, identify effective traffic management and routing, and be clearly and effectively transmitted to the public and those agencies responsible for its execution.

Under the Colorado Disaster Emergency Act of 1992, the principle executive officer of a Local government (Town Manager or Acting Town Manager per Castle Rock Municipal Code 2.30.030) is empowered to declare a "Local disaster." Upon that declaration, the response and recovery aspects of any and all Local and inter-jurisdictional disaster emergency plans are activated 24-32-2109 (1-2) C.R.S. A plan that authorizes evacuations furnishes the legal power to the Local

jurisdiction to issue evacuation orders. The sheriff may also order an evacuation under his authority to keep the peace 30-10-516, C.R.S. Evacuation orders are enforced by criminal sanctions, and a person disobeys an evacuation order at his or her peril.

The need to order an evacuation is a consideration the Incident Commander makes during his initial scene assessment. The evacuation order will also be passed to both the American Red Cross and Douglas County Emergency Management so that reception and shelter activities can be coordinated. The evacuation order will be conveyed to the appropriate Public Safety Answering Point (PSAP) for rapid multi-media dissemination to the impacted communities. Not all citizens may be able to comply with this order. Specific instructions must be provided to this population so that they can be rapidly identified, contacted and assisted as needed.

1. Quickly assess the situation and identify appropriate evacuation routes and means of transportation.
2. Coordinate an evacuation point and sheltering with ESF 6-Mass Care and Sheltering.
3. Issue the formal evacuation order under the appropriate authority.
4. Develop and deliver clear directions to the public.
5. Provide clear guidance to populations that may be unable to comply with the evacuation order.
6. Establish efficient evacuation routing and traffic management that fully utilize all available means.
7. Direct special needs populations to request assistance, if needed.
8. Ensure the evacuation/transportation needs of schools, hospitals and nursing homes are communicated to field personnel.
9. Assist in coordinating outside transportation for special needs groups.
10. Monitor evacuation activities and quickly act to resolve any issues (i.e., fuel, accidents, breakdowns) that may impede the speedy completion.
11. Provide updated information to evacuees by all available means (i.e., radio, television, and signage).
12. Provide access for emergency vehicles to the evacuation area.
13. Designate shelters for the evacuating public.
14. Provide a data collection/sharing capability to enable evacuees to register their evacuation status and re-connect them with their families.
15. If the situation requires shelter-in-place actions instead of evacuation, provide specific instructions to the public through all available means

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## 16.0 ESF-14 Recovery

### Recovery Plan

Reference Douglas County, Disaster Recovery Plan

### Damage Assessment

**Definition:** Ensure that procedures and experts are available to provide preliminary estimates and descriptions. Estimates of the extent of damage should be based on observations by engineers and assessment teams. Assessments provide a basis for determining the need for a Local, County, State or Presidential disaster declaration.

**Activation Criteria:** This ESF will be activated by the Emergency Manager when the situation assessment indicates significant potential damage has occurred in the Town.

**Lead Town Agency - Unified:** Town of Castle Rock Emergency Management, Facilities, Finance, and Development Services.

**Supporting Town Agencies:** Town of Castle Rock Town Council, Town Manager, Castle Rock Water, Community Relations, Deputy Town Manager, Division of Innovation and Technology, Fire and Rescue, Human Resources, Parks & Recreation, Police and Public Works departments.

**Supporting External Agencies:** Douglas County Sheriff's Office: Assessor, Open Space, Road & Bridge. Local Metro Districts, CSU Cooperative Extension, Tri-County Health Department, American Red Cross, Douglas County Schools, Society of American Military Engineers, Urban Drainage and Flood Control District, private sector (i.e., property owners, insurers), Municipal, State and Federal agencies.

### Planning Assumptions

1. A major disaster or emergency will cause numerous fatalities and injuries, property losses, and disrupt normal life-support systems. It will have an impact on regional economic, governmental, and the physical environment, and social infrastructure in the Town.
2. The extent of casualties and damage will reflect factors such as the time of occurrence, severity of impact, weather conditions, population density, building construction, and the possible triggering of secondary events such as fires and floods.
3. Departments and agencies throughout the Town will need to respond on short notice to provide timely and effective assistance.

4. The Town of Castle Rock recognizes that it is vulnerable to human-caused and natural disasters. The potential damage that may be caused by as disaster increases proportionately with increased population levels.
5. A major emergency or disaster will overwhelm the capabilities of the Town and possibly Douglas County government's ability to provide prompt and effective emergency response and recovery. Additional resources (automatic or mutual aid) in the County may be unavailable or in short supply.
6. Until the Town has a Town specific recovery plan, the Douglas County Disaster Recovery Plan will be activated at the discretion of Town leaders, based on the Town's capability to manage disaster-recovery based on the current situational analysis.
7. Douglas County government, cities and towns, and special districts will provide assistance and support to each other, within their ability, and will cooperate to ensure coordinated emergency and recovery operations are maintained.
8. Transportation infrastructure will be damaged and transportation disrupted. Emergency responders may have difficulty reaching victims and evacuation routes may cause traffic backups slowing egress from damaged areas. The movement of emergency supplies may be impeded.
9. Damage to commercial telecommunications facilities may occur, slowing dissemination of information and reporting of persons needing help.
10. Public safety and general public (including cellular service, internet and land-line telephone access) communications may be limited or not available. It is expected that emergency radio communications including responder emergency communications, the Federal Emergency Alert System and ham radio communications may be limited.
11. Homes, businesses, public buildings, antenna sites, and other critical facilities may be damaged or destroyed. Public utilities will be damaged and either completely or partially inoperable.
12. Emergency response personnel may be victims of the emergency preventing them from performing their assigned emergency duties.
13. Many victims may be forced from their homes and large numbers of dead and injured may exist. Emergency medical services and transport ambulances may be in short supply. Medical and health care facilities that do remain open may be overwhelmed with medical care requests.
14. Vital utility services such as electrical power, water service and petroleum fuels will be severely restricted or may not be available.
15. Damage to fixed facilities that generate or use hazardous or toxic chemicals could result in the release of these hazardous materials into the environment.
16. Restaurants and grocery stores may not be able to supply food. Additionally, basic necessities, such as medicines, may be in short supply.
17. Volunteers may come from other areas to help, causing problems with accountability. Donated goods not presently needed may be dropped off.
18. Businesses in the Town may have difficulty remaining open or providing paychecks to their employees.
19. Effective emergency and recovery operations require periodic training and exercising of all potentially involved personnel and agencies.

**Roles and Responsibilities:** Although the immediate pressures to respond to a major disaster are overwhelming, the need to begin to document disaster impacts early on in the response effort should not be overlooked. In addition to providing justification for County, State and Federal assistance, accurate damage assessment figures provide information for situation, public information and media reports and can help response officials to focus resources where they are most needed. A systematic damage assessment process will help to ensure timely recovery assistance as well as maximum State and Federal financial disaster assistance in State-declared and presidential-declared disasters. The following are the fiscal impact thresholds for a Presidential Disaster Declaration as of Fiscal Year 2017:

-Presidential Declaration Public Assistance for Infrastructure Repair thresholds:

--\$1.43 per capita Statewide x 5,029,196 million people= \$7,191,750 million

--\$3.61 per capita Countywide x 285,465 people = \$1,030,529

An interdepartmental team (see Lead and Supporting Agencies above) will be convened at the EOC, under the direction of the Town Emergency Manager, for the purposes of collecting and documenting disaster-caused damages and related impacts. In multi-jurisdictional incidents, damage assessment reports from all jurisdictions should be obtained and incorporated into County-wide totals. Damage assessment personnel at the EOC can either use hard-copy damage assessment forms or the damage assessment program software available through the Colorado Department of Public Safety, Division of Homeland Security & Emergency Management (DHSEM).

Forms for the initial damage assessment are available from the Town Emergency Manager or Douglas County Office of Emergency Management.

### **Emergency and Disaster-Emergency Declarations**

Local emergency or disaster declarations may be necessary in order to fully mobilize County resources or to enact temporary restrictions such as curfews. A Local declaration is a precondition for State emergency assistance in most cases. Requests for State and Federal disaster assistance should be directed to Colorado Department of Public Safety, Division of Homeland Security & Emergency Management.

### **References**

- Colorado Damage Assessment Handbook, 1992, Colorado Office of Emergency Management.
- Disaster Emergency Procedures for Colorado Local Governments, 1993, Colorado Office of Emergency Management.
- Douglas County Disaster Recovery Plan, 2014, Douglas County Colorado

## **Roles and Responsibilities**

1. Assemble Rapid Assessment and a Damage Assessment teams comprised of representatives from the following divisions: Development Services, Facilities, Fire, Police, Public Works, and Castle Rock Water. The EM shall serve as the lead agency followed by Building Inspection for damage assessments in Douglas County.
2. Assemble a damage assessment team composed of the support agencies and relevant community representatives. (Building Inspection, EM).
3. Identify immediate and long-term impacts to essential public services, including water and sewer services, telephones, transportation systems, public safety facilities and services, and Road & Bridge facilities. (Building Inspection and Assessment Team)
4. Establish contacts with representatives of public utilities that have been impacted to obtain damage assessment information. (Building Inspection and Assessment Team)
5. Maintain contact with other affected jurisdictions in order to incorporate damage estimates into a County-wide summary. (Building Inspection and Assessment Team)
6. Assign personnel to conduct a windshield survey and provide a preliminary damage assessment. (EM and Building Inspection)
7. Coordinate the damage assessment resources of other organizations when needed/requested (including damage assessment personnel from the State Division of HS & Emergency Management and the American Red Cross). (Building Inspection and Assessment Team)
8. Maintain contact with County legal advisors with respect to preparation of legal documents, such as formal disaster declarations, curfew orders, etc. (Building Inspection, EM)
9. Develop and maintain a County-wide damage assessment. (Building Inspection, EM)
10. Assess the County-wide impact and provide recommendations to the Board of County Commissioners regarding a County Disaster Declaration and possible requests for State and Presidential disaster declarations. (Building Inspection, EM)
11. Provide Finance with county-wide damage assessment report with details of the financial and cost analysis as well as funding recommendations for the BOCC. (Building Inspection, EM, Finance)
12. Provide an updated damage assessment during periodic EOC situation briefings and for the Situation Report. (Building Inspection)
13. Provide the Division of Homeland Security & Emergency Management with damage assessment information as early as possible. Follow-up with periodic updates as needed. (EM)

## 17.0 ESF-15 Public Information and Warning

**Scope:** Emergency Public information and protective action guidance, Media and community relations.

**Definition:** Provide for effective collection, control, and dissemination of public information to inform the general public and media of emergency conditions, warnings, and available assistance. Coordinate efforts to minimize rumors, conflicting information, and misinformation during an emergency and/or recovery operations.

**Activation Criteria:** This ESF will be activated Emergency Manager or EOC Manager in response to current or anticipated public information needs. Activation of this ESF should be activated anytime an imminent threat is identified and considered whenever the EOC is activated. Disaster and preparedness public information is an ongoing responsibility prior to, during and after a disaster occurs.

**Lead Town Agency-Unified:** Town of Castle Rock Community Relations, Town Council, Town Manager, Emergency Management.

**Supporting Town Agencies:** Town of Castle Rock Deputy Town Manager, Division of Innovation and Technology, Fire Department, Police Department, and Castle Rock Water.

**Supporting External Agencies:** Douglas County Sheriff's Office, Douglas County Office of Emergency Management, Douglas County Schools District, Non-Governmental Organizations (NGO) and private sector agencies, Tri-County Health Department, and State and Federal agencies.

Planning Assumptions: Public Information

- Emergency public information actions before, during, and following any emergency will be determined by the severity of the emergency as declared by the Town agencies involved or as perceived by the public. A significant emergency public information response will involve many State, county, NGO, and private sector agencies. Public Information identifies those agencies and their responsibilities.
- This annex provides for public information, education, and media relations functions incorporating a joint information system (JIS) as the information source and joint information center (JIC) operations, either from the Town EOC or a media center set up near the incident site.
- The public needs timely and accurate information for protection of life and property during response to, and recovery from, a disaster or emergency situation.

- It is anticipated that a variety of local and State agencies, as well as private sector and non-governmental organizations, may potentially become involved in any incident. Each organization should use internal public information/affairs plans which should include the application of the JIS and, as the situation warrants, a JIC.
- It is also assumed that individuals charged with PIO responsibilities may also be responsible for a variety of aspects of incident management, as determined by resources and staffing available.
- While a JIC is a central, physical location where the informational needs and demands of the public, media and incident commanders can be supported, the overriding concept of the JIC recognizes that each individual will continue to bring expertise from his/her own department, will continue to represent the needs of his/her own department as assigned by that agency, while receiving the benefits derived from coordinated information. Under the JIS/JIC concept, each agency representative has a commitment to share and coordinate information with all other participating agencies prior to its release to incident command, the media and the public. At no time should any department determine or approve information outside their purview of responsibility or assignment within JIS or JIC.
- The JIC is designed only as a coordination, analysis and dissemination point; department information must be approved within relative command structures prior to reaching the JIC. The primary benefit of this concept is that incident command, the media and the public receive accurate, timely and coordinated emergency information. It is essential that the JIS concept determine communication strategies throughout the emergency and activation of the JIC, as these concepts work simultaneously.

#### Planning Assumptions: Warnings

- The communication infrastructure may or may not be damaged during a disaster, but diminished capacity is likely to occur.
- Established modes of communication will continue to be utilized to the degree they survive the disaster. Alternative means of communications may be required.
- Most disaster forecasting resources are located within the federal government.
- Notification of a threatening situation may come through multiple sources.
- Initial reports of damage will provide an incomplete picture of the extent of damage to telecommunication facilities.
- Weather, damage to roads and bridges, and other factors will restrict the entry of emergency communications into the area.
- Media responsibilities will be FCC compliant regarding information dissemination for the visual impaired, hard of hearing and DEAF.
- In the event that the public instructions need to be translated, the provision of interpreters will be coordinated through the EOC.

**Roles and Responsibilities Public Information:** The objective of emergency public information is to provide timely, accurate and comprehensive information about an emergency situation to the public and to the news media. Emergency public information can include general information about the incident, including a summary of government response actions and the projected duration of emergency conditions, as well as specific information and instructions regarding evacuation, street closures, shelter locations, hazardous areas to avoid, or where to call for additional information.

The Incident Commander in the field and Local elected officials and other officials at the EOC should be prepared to respond to media inquiries through the designated public information officer. In order to reduce confusion, control rumors and promote public confidence in emergency response efforts, a single point of contact will be established for the direct release of Town-wide disaster-related information to the public and to the news media.

In smaller incidents, a single spokesperson from the primary response agency at the scene should be designated to release information about the incident. In large and protracted disaster events, a single spokesperson should be designated at the EOC to give media briefings and to approve coordinated news and public information releases. A Joint Information Center (JIC) may be established in order to coordinate information when there are a large number of agencies involved in the incident.

1. Contact Public Information Officers at command posts in the field and establish procedures for releasing coordinated information to the public and news media.
2. Maintain a list of print and broadcast media contacts for public information uses at the EOC.
3. Request a summary of Emergency Alert System (EAS) and Emergency Preparedness Network (EPN) releases from CRPF Dispatch and/or Douglas County Regional Communication Center (Fire dispatch).
4. Ensure information releases are consistent, accurate and timely.
5. Coordinate with Lead PIO to arrange on-site interviews for news media with appropriate officials and at locations in the field for opportunities to videotape damages or activities at the disaster scene.
6. Update websites with current information about the disaster. Include information about evacuated areas, shelter sites, the current situation status and time of the next official briefing.
7. Establish Joint Information Center (JIC) to coordinate information releases from multiple agencies and jurisdictions when needed or requested by IC.
8. Notify news media and conduct scheduled media briefings (a media center or some other location for media briefings can be designated at a site outside of the EOC facility).

9. Establish telephone bank to handle citizen inquiries and to provide/verify information and control rumors if needed.
10. Maintain file copies of all public information releases, news releases and citizen inquiries.
11. Monitor media broadcasts and social media to ensure accuracy of reports and establish methods for correcting erroneous information and controlling the spread of rumors.
12. Provide an update on public information activities during the periodic EOC situation briefings and for the Situation Report.
13. Prepare final news releases and advise media representatives of points-of-contact for follow-up information about the incident.

**Roles and Responsibilities Warning:** In a rapid on-set disaster, such as a flash flood or major hazardous materials incident, the Town of Castle Rock will alert appropriate response agencies, municipalities and communities utilizing telephones, day-to-day communications networks and tone-alert radio systems. The Town of Castle Rock Police Dispatch Center and Douglas Regional 911 Dispatch Center are 24/7 facilities that can receive notifications of actual or imminent emergency situations from a variety of sources, including:

- National and State Warning Systems messages over radio and Colorado Crime Information Center (CCIC) terminal;
- National Weather Service (NWS) flood warnings and severe weather advisory information provided by telephone and radio from NWS offices;
- Alerts provided by Skyview Weather
- Town of Castle Rock Police and Fire Departments
- Private Citizens' calls to 911 and other reports received at area communications and dispatch facilities
- The Incident Command Staff

The Emergency Alert System (EAS) provides the principal means of disseminating warnings and other emergency information to the most people in the general area, limited by the number of people that are not tuned to Local radio and television broadcasts. The National Weather Service issues "watch" and "warning" information about flash floods and severe winter or summer storms. The Town of Castle Rock contracts with Skyview Weather to receive tailored weather alerts. The Town also may deploy the CodeRed Alert System to notify residents of certain types of emergencies.

1. Alert threatened and affected areas and communities of emergency situation.

2. Activate the Emergency Alert System (EAS) by contacting the control room operator at designated television and radio stations and issue warning information or other recommended public safety instructions.
3. Activate CodeRed Alert System, if appropriate and with the approved message and information.
4. Establish communications between The Town of Castle Rock and affected municipalities and communities, neighboring jurisdictions, regional, State and Federal agencies, as appropriate.
5. Establish communications between the Incident Command staff(s), other government managers, EOCs and decision-makers as appropriate.
6. Provide a summary of warning and communications activities during the periodic EOC situation briefings and for the Situation Report.

**ESF 15 may be a support PIO in the EOC with the Lead PIO in the field at the ICP. All of these functions need to be coordinated with the Lead PIO.**

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## **Appendix E: Summary of Major ICS Positions**

### **Incident Commander or Unified Command**

- Have a clear authority and know agency policy
- Ensure incident safety
- Establish the ICP
- Establish a staging area, as needed
- Set priorities and determine incident objectives and strategies to be followed
- Establish ICS organization needed to manage the incident
- Develop/approve the IAP
- Coordinate Command and General Staff activities
- Approve resource requests and use of volunteers and auxiliary personnel
- Order demobilization as needed
- Ensure after-action reports are completed
- Authorize information release to the media

### **Public Information Officer**

- Determine, according to the direction of the IC, any limits on information release
- Develop accurate, accessible, and timely information for use in press/media briefings
- Obtain the IC's approval of news releases
- Arrange for tours and other interviews or briefings that may be required
- Monitor and forward media information that may be useful to incident planning
- Maintain current information summaries and/or displays on the incident
- Make information about the incident available to incident personnel
- Participate in planning meetings
- Implement methods to monitor rumor control

### **Safety Officer**

- Identify and mitigate hazardous situations
- Create a Safety Plan
- Ensure safety messages and briefings are completed
- Exercise emergency authority to stop and prevent unsafe acts
- Review the IAP for safety implications
- Assign assistants qualified to evaluate special hazards
- Initiate preliminary investigation of accidents within the incident area
- Review and approve the Medical Plan
- Participate in planning meetings to address anticipated hazards associated with future operations

### Liaison Officer

- Act as a point of contact for Agency Representatives
- Maintain a list of assisting and cooperating agencies and Agency Representatives
- Assist in setting up and coordinating interagency contacts
- Monitor incidents operations to identify current or potential inter-organizational problems
- Participate in planning meetings, providing current resource status, including limitations and capabilities of agency resources
- Provide agency specific demobilization information and requirements

### Operations Section Chief

- Ensure safety of tactical operations
- Manage tactical operations which include:
  1. Establishing perimeters
  2. Conducting evacuations
  3. Maintaining command post & scene security
  4. Provide for detainee transportation, processing and confinement
  5. Directing and controlling traffic
  6. Conducting post-incident investigation
- Develop operations portions of the IAP
- Supervise execution of operations portions of the IAP
- Request additional resources to support tactical operations
- Approve release of resources from active operational assignments
- Make or approve expedient changes to the IAP
- Maintain close contact with the IC, subordinate Operations personnel, and other agencies involved in the incident

### Planning Section Chief

- Collect and manage all incident-relevant operational data
- Supervise preparation of the IAP
- Provide input to the IC and Operations Section Chief in preparing the IAP
- Incorporate Traffic, Medical, and Communications Plans and other supporting material into the IAP
- Conduct/facilitate planning meetings
- Reassign out-of-service personnel within the ICS organization already on-scene, as appropriate
- Compile and display incident status information
- Establish information requirements and reporting schedules for Units (e.g., Resources Unit, Situation Units, etc.)
- Determine the need for specialized resources
- Assemble and disassemble Task Forces and Strike Teams not assigned to the Operations Branch
- Establish specialized data collection systems and necessary (e.g. weather, GIS, etc.)

- Assemble information on alternative strategies
- Provide periodic predictions and incident potential
- Report significant changes in incident status
- Oversee preparation of the Demobilization Plan

#### Logistics Section Chief

- Provide all facilities, transportation, communications, supplies, equipment maintenance and fueling, food, and medical services for incident personnel, and all off-incident resources
- Manage all incident logistics
- Provide logistics input on the IAP
- Brief logistics staff as needed
- Identify anticipated and known incident service and support requirements
- Request additional resources as needed
- Ensure and oversee development of traffic, Medical and Communications Plans as required
- Oversee demobilization of Logistics Section and associated resources

#### Finance/Administration Section Chief

- Manage all financial aspects of an incident
- Provide financial and cost analysis information as requested
- Ensure compensation and claims functions are being addressed relative to the incident
- Gather pertinent information from briefings with responsible agencies
- Develop an operational plan for the Finance/Administrative Section and fill Section Supply and support needs
- Determine the need to set up and operate an incident commissary
- Meet with assisting and cooperating Agency Representative as needed
- Maintain daily contact with agency(s) headquarters on finance matters
- Ensure that personnel time records are completed accurately and transmitted to home agencies
- Ensure that all Worker Compensation Claim documents are properly prepared, collected and filed
- Manages and collects all contracts, land-use and dip-site agreements and ensures they are properly stored
- Ensure that all obligation documents initiated at the incident are properly prepared and completed
- Brief agency administrative personnel on all incident-related financial issues needing attention or follow-up
- Provide input to the IAP

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# **Attachments**

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## **Attachment 1: Douglas County Recovery Plan**

<http://www.douglas.co.us/documents/douglas-county-recovery-plan.pdf>

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**Attachment 2: Douglas County Local Hazard Mitigation Plan**

<http://www.douglas.co.us/documents/local-hazard-mitigation-plan.pdf>

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### **Attachment 3: Intergovernmental Agreement for Disaster-Emergency Mutual Aid and Disaster Emergency Resources Assistance**

#### **RESOLUTION NO. 2011- 51**

#### **A RESOLUTION APPROVING AN INTERGOVERNMENTAL AGREEMENT FOR DISASTER-EMERGENCY MUTUAL AID AND DISASTER- EMERGENCY RESOURCES ASSISTANCE IN AND AMONG THE TOWN OF CASTLE ROCK, THE TOWN OF PARKER, THE CITY OF LONE TREE, THE CITY OF CASTLE PINES, THE TOWN OF LARKSPUR, THE DOUGLAS COUNTY SCHOOL DISTRICT, THE HIGHLANDS RANCH METROPOLITAN DISTRICT, THE DOUGLAS COUNTY PUBLIC LIBRARY DISTRICT AND DOUGLAS COUNTY, COLORADO**

**WHEREAS**, the Town of Castle Rock, the Board of County Commissioners of the County of Douglas, the Town of Parker, the City of Lone Tree, the City of Castle Pines, the Town of Larkspur, the Douglas County School District, the Highlands Ranch Metropolitan District, and the Douglas County Public Library District, desire to enter into an intergovernmental agreement to facilitate the support of emergency management cooperation and the provision for Disaster-Emergency Mutual Aid and Assistance including Town funding during declared emergencies or disasters; and

**WHEREAS**, the Town is willing to enter into such an agreement with the Douglas County, the Town of Parker, the City of Lone Tree, the City of Castle Pines, the Town of Larkspur, the Douglas County School District, the Highlands Ranch Metropolitan District, the Douglas County Public Library District in accordance with the terms and conditions set forth in the intergovernmental agreement attached hereto; and

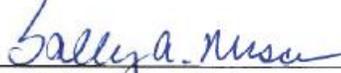
**WHEREAS**, governmental entities are authorized to enter into intergovernmental agreements pursuant to the provisions of Article XIV, Section 18(2)(a) of the Colorado Constitution, and section 29-1-203, C.R.S.

**NOW, THEREFORE, BE IT RESOLVED BY THE TOWN COUNCIL OF THE TOWN OF CASTLE ROCK AS FOLLOWS:**

**Section 1. Approval.** The Intergovernmental Agreement between the Town of Castle Rock, Board of County Commissioners of the County of Douglas, the Town of Parker, the City of Lone Tree, the City of Castle Pines, the Town of Larkspur, the Douglas County School District, the Highlands Ranch Metropolitan District, and the Douglas County Public Library District, in the form attached as *Exhibit 1*, is hereby approved. The Mayor and other proper Town officials are hereby authorized to execute the agreement by and on behalf of the Town of Castle Rock, Colorado.

**PASSED, APPROVED AND ADOPTED** this 6th day of September, 2011, by the Town Council of the Town of Castle Rock, Colorado, on first and final reading by a vote of 7 for and 0 against.

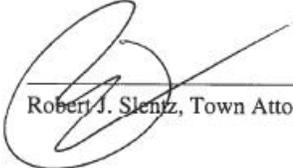
**ATTEST:**

  
\_\_\_\_\_  
Sally A. Misare, Town Clerk

**TOWN OF CASTLE ROCK**

  
\_\_\_\_\_  
Paul Donahue, Mayor

**Approved as to form:**

  
\_\_\_\_\_  
Robert J. Slentz, Town Attorney

**Approved as to content:**

  
\_\_\_\_\_  
Mark Stevens, Town Manager

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**INTERGOVERNMENTAL AGREEMENT  
FOR DISASTER-EMERGENCY MUTUAL AID  
AND  
DISASTER- EMERGENCY RESOURCES ASSISTANCE  
IN AND AMONG**

**the TOWN OF CASTLE ROCK, the TOWN OF PARKER, the CITY OF  
LONE TREE, the CITY of CASTLE PINES, the TOWN OF LARKSPUR, the  
DOUGLAS COUNTY SCHOOL DISTRICT, the HIGHLANDS RANCH  
METROPOLITAN DISTRICT, the DOUGLAS COUNTY PUBLIC  
LIBRARY DISTRICT and DOUGLAS COUNTY, COLORADO by the Board  
of County Commissioners and the Douglas County Sheriff**

This Intergovernmental Agreement (herein "IGA"), dated for reference this 15<sup>th</sup> day of August, 2011, is made by and among the Town of Castle Rock, the Town of Parker, the Town of Larkspur, the City of Lone Tree, each a Colorado home rule city and town and municipal corporation, the City of Castle Pines, a municipal corporation (herein "Cities"), the Highlands Ranch Metropolitan District, a special district and quasi municipal corporation, the Douglas County School District, the Douglas Public Library District (herein "Districts") and Douglas County, Colorado (herein "County"), all being local governments lying wholly within or serving the whole of Douglas County, Colorado each a Party and inclusively denoted as the Parties. The municipal government Parties are the Towns of Parker, Larkspur and Castle Rock and the Cities of Lone Tree and Castle Pines.

**The Parties hereby agree as follows:**

**Paragraph 1: PURPOSE:** The purpose of this IGA is to set the terms for emergency management cooperation and the provision for Disaster-Emergency Mutual Aid and Assistance, including County Disaster-Emergency Assistance funding, during declared emergencies or disasters.

**Paragraph 2: AUTHORITY:** The authority for this IGA is Section 18 of Article XIV of the Colorado Constitution; Section 6 of Article XX of the Colorado Constitution, Section 29-1-203 C.R.S. and the provisions of the Colorado Disaster Emergency Act of 1992, Section 24-32-2107 C.R.S.

**Paragraph 3: TERM:** As to each Party, the term of this IGA shall run from the date of execution through September 30, 2016. This IGA shall be renewed by the Parties with each update of the Douglas County Emergency Operations Plan or shall be automatically renewed in continuing five year increments unless terminated by a Party pursuant to the provisions of Paragraph 7 or Paragraph 11.

**Paragraph 4: DISASTER ASSISTANCE AND MUTUAL AID:**

- A. In the event of a Declared Emergency or Declared Disaster, as provided in a city or town charter, the organic law of a municipal corporation or the County, the Colorado Disaster Act of 1992, as amended, or a federal disaster declaration, any Party to this IGA may request from the other Parties that assistance be provided anywhere within the requesting Party's jurisdiction. A request for assistance may be for any type of assistance or aid whatsoever reflecting the nature or the assigning Parties missions and capabilities, which the requesting Party may deem necessary to respond to the requesting Party's emergency or disaster situation. Upon receipt of a request for assistance from the requesting Party, the Party receiving the request (the assigning Party) may dispatch any personnel, equipment, or other assistance which the assigning Party deems in the assigning Party's sole determination and discretion, available for mutual aid assistance. Dispatch of equipment or personnel is voluntary and is not required. In the event assistance is provided, any provision of equipment and personnel pursuant to this mutual aid paragraph is subject to the conditions of sub paragraphs B through F below. The Parties agree to conform to the standards of practice of the National Incident Management System (NIMS) and the Incident Command System (ICS).
- B. Any request for aid hereunder shall include a statement of the amount and type of equipment and personnel requested, contact information, and shall specify the location to which the equipment and personnel are to be dispatched, but the amount and type of equipment and the number of personnel to be furnished shall be determined by a representative of the assigning organization. The mutual aid period shall begin and continue for twelve (12) hours from the time of dispatch.
- C. The assigning organization's unit leader shall report to a designated staging area unless otherwise assigned by the Incident Commander.
- D. The assigning organization personnel and equipment shall be released by the Incident Commander when the assistance of the assigning organization is no longer required or when the assigning organization's equipment or personnel are needed by the assigning organization.
- E. The assigning organization's personnel and equipment shall be and remain under the command and control of the assigning organization's company, battalion, or commanding officer in accord with NIMS procedures. In addition, the assigning organization's personnel are responsible to continue to follow their own agency's policies and procedures. If the assigning agency's policies and procedures conflict with orders from the Incident Commander, the assigning agency must notify the Incident Commander and may not violate its policies. It will be the responsibility of the Incident Commander to resolve these discrepancies without asking the assigning agency to violate its policies.
- F. Any Party may seek reimbursement or other cost recovery from state or federal sources as provided under the Colorado Disaster Emergency Act of 1992, as amended, the federal Stafford Act, as amended, and other applicable state or federal laws, regulations, or policies for assistance provided under this Mutual Aid section.

**Paragraph 5. EMERGENCY PLANS AND INTERAGENCY COOPERATION:**

In order to enhance public safety, the protection of life, property and the environment, the Parties are strongly encouraged to:

- A. Prepare and keep current various emergency planning documents including various jurisdictional disaster response plan(s), continuity of operations plan(s), and disaster recovery plan(s). The Parties herewith agree to cooperate in the development of the Douglas County Emergency Operations Plan (DC-EOP) as demonstrated by participation in plan development and review. Each Party agrees to participate as a signatory to the DC-EOP as evidenced by the signature of an authorized executive officer of that Party.
- B. Participate in an ongoing process of disaster risk and hazard assessment including the identification and prioritization of risks and development of risk management plans within their jurisdiction.
- C. Participate as a member of the Douglas County Local Emergency Planning Committee, pursuant to the federal SARA Title III - Community Right to Know Act.
- D. Support and participate in the Douglas County Emergency Management Coordinating Group (EMCG) comprised of the Douglas County Sheriff, the Chief of Police of another law enforcement agency located wholly within Douglas County, a representative of the Douglas County Fire Chief's Association, the Chief or a Board Member of another Douglas County Fire service agency, a Douglas County Commissioner, an elected official of a Party, and a citizen of Douglas County knowledgeable in emergency management services. The Director of Emergency Management of Douglas County shall serve as an *ex-officio* member as well as the coordinator/facilitator of the EMCG. Representatives to the EMCG shall be jointly appointed by the Board of Douglas County Commissioners and the Douglas County Sheriff.

The purpose of the EMCG is to ensure that the Parties coordinate preparedness, response, recovery, and mitigation activities. These activities include planning, training, and exercise opportunities. The EMCG shall also serve as the Douglas County IMT Selection Committee in consideration of recommendations of the Incident Commander(s) and the Douglas County Emergency Manager for candidates applying to be members of the IMT. The EMCG shall annually provide policy and/or operational recommendations regarding the effectiveness of the joint programmatic emergency management efforts of the Parties. The EMCG shall meet twice a year or more frequently as determined by the EMCG.

- E. Support disaster planning, training and education within their jurisdiction and among the Parties to further develop mutual aid and the coordination of disaster-emergency response.
- F. Reasonably participate and provide staff support for the Douglas County Incident Management Team (DC-IMT) and Douglas County Emergency Operations Center (DC-EOC) staffing to the extent allowed by the local disaster-emergency plans, staffing and budgetary conditions of the Party. Both the DC-IMT and the DC-EOC are countywide assets that may be utilized to assist a Party experiencing a disaster-emergency.



- d. The Party requesting financial assistance for the response to a disaster-emergency shall provide substantiating documentation for reimbursement of uninsured expenditures.

The County may, at the discretion of the Board of County Commissioners, make funding from the Douglas County Emergency/Disaster Fund available to a Party that is not a municipal government upon request of that Party and the submittal of appropriate documentation. The County may also make funding in excess of the County Emergency/Disaster Fund balance available to a Party at the discretion of the Board of Douglas County Commissioners.

**Paragraph 7. TERMINATION:** A Party to this IGA may terminate its participation in the IGA for convenience upon ninety (90) days prior written notice without compensation to the other Parties. Any notice of the termination shall state the effective date of termination.

**Paragraph 8. NON-LIABILITY:** This IGA shall not be construed to create a duty as a matter of law or contract for the provision of any service or assistance, the Parties recognizing and intending to exercise rights for mutual convenience which they may exercise independently, nor shall this IGA be construed as creating a benefit or enforceable right for any person. Except as otherwise specifically provided herein, this IGA shall not be construed to create a duty as a matter of law or contract for any of the Parties to assume any liability for injury, property damage, or any other damage that may occur by any action or non-action taken, or service provided to the public or any person, as a result of this IGA.

**Paragraph 9. AMENDMENTS:** The Parties agree that this IGA may only be amended or altered by written agreement signed by the Parties' governing bodies.

**Paragraph 10. TRANSFER:** No Party shall assign or otherwise transfer this IGA or any right or obligation hereunder without prior written consent of the other Parties.

**Paragraph 11. NOTICE OF TERMINATION:** Any Notice of Termination correspondence to each Party shall be addressed to the following persons:

Mayor  
Town of Castle Rock  
100 N. Wilcox Street  
Castle Rock, CO 80104

Manager  
Town of Castle Rock  
100 N. Wilcox Street  
Castle Rock, CO 80104

Mayor  
City of Lone Tree  
9220 Kimmer Dr.  
Suite 100  
Lone Tree, CO 80124

Manager  
City of Lone Tree  
9220 Kimmer Dr.  
Suite 100  
Lone Tree, CO 80124

Mayor  
City of Castle Pines  
7501 Village Square Dr.  
Suite 100  
Castle Pines, CO 80108

Manager  
City of Castle Pines  
7501 Village Square Dr.  
Suite 100  
Castle Pines, CO 80108

Mayor  
Town of Parker

Administrator  
Town of Parker

20120 E. Mainstreet  
Parker, CO 80138

20120 E. Mainstreet  
Parker, CO 80138

Chair  
Board of County Commissioners  
Douglas County  
100 Third Street  
Castle Rock, CO 80104

Manager  
Douglas County  
100 Third Street  
Castle Rock, CO 80104

Sheriff  
Douglas County  
4000 Justice Way  
Castle Rock, CO 80109

President  
Board of Trustees  
Douglas County Libraries  
100 S. Wilcox St.  
Castle Rock, CO 80104

Executive Director  
Douglas County Libraries  
100 S. Wilcox St.  
Castle Rock, CO 80104

President  
Board of Education  
Douglas County School District  
620 Wilcox St.  
Castle Rock, CO 80104

Superintendent  
Douglas County School District  
620 Wilcox St.  
Castle Rock, CO 80104

Chair  
Board of Directors  
Highlands Ranch  
Metropolitan District  
62 W. Plaza Dr.  
Highlands Ranch, CO 80129

General Manager  
Highlands Ranch Metropolitan District  
62 W. Plaza Drive  
Highlands Ranch, CO 80129

Mayor  
Town of Larkspur  
9524 S. Spruce Mountain Rd.  
P. O. Box 310  
Larkspur, CO 80118

Manager  
Town of Larkspur  
9524 S. Spruce Mountain Rd.  
P. O. Box 310  
Larkspur, CO 80118

The addresses and persons above may be changed from time to time by written notice to the Parties, and any written notice of change shall be attached to this IGA.

**Paragraph 12. COMPENSATION / EMPLOYMENT:** Except as otherwise stated in this IGA, no Party to this IGA shall be required to pay any compensation to any other Party or any other Party's personnel for any services rendered hereunder. Nothing in this IGA shall be construed to place the personnel of any Party under the control or employment of another Party. Each Party remains responsible for all pay, entitlement, benefits, employment decisions, and worker's compensation liabilities, for its own personnel. Nothing in this IGA is intended to create or grant to any third party or person any right or claim for damages or the right to bring or maintain any action at law, nor does any Party waive its immunities at law, including immunity granted under the Colorado Governmental Immunity Act. However, nothing in this paragraph shall be construed to prevent the distribution of any benefit or funds recovered by either Party on

behalf of the other pursuant to reimbursement or other cost recovery from state or federal sources as provided under the Colorado Disaster Emergency Act of 1992, as amended, the federal Stafford Act, as amended, and other applicable state or federal laws, regulations, or policies.

**Paragraph 13. EXPENDITURES AND FEES OF EACH PARTY DEEMED**

**EXPENDITURES OF THAT PARTY:** The Parties to this IGA agree that the purpose of this IGA is to jointly accomplish, pursuant to C.R.S. Section 29-1-203, activities which could be performed separately by each Party. Accordingly, it is agreed and understood for purposes of the Colorado Constitution, Article X, Section 20 that any fees contributed or paid, or otherwise provided by any Party to this IGA to another Party to this IGA are and remain an expenditure of the contributing, paying, or otherwise providing Party, and are not revenue or expenditures of the receiving Party. However, upon the conclusion of a disaster or emergency situation, the governing bodies of the Parties, by separate written IGA, may elect to agree to reimburse or otherwise compensate each other for various costs or expenses incurred, or to assume various liabilities, resulting from the performance of activities under this IGA.

**Paragraph 14. APPROPRIATION AND AVAILABILITY OF FUNDS:** In accord with the Colorado Constitution, Article X., Section 20, performance of a Party's obligations under this IGA is expressly subject to appropriation of funds by the governing body of the Party. Further, in the event that funds are not appropriated in whole or in part sufficient for performance of the Party's obligations under this IGA, or appropriated funds may not be expended due to Constitutional, Charter or statutory spending limitations, then the Party may terminate this IGA without compensation to the other Parties.

**Paragraph 15. LOCAL CONCERN:** The Parties agree and acknowledge that the activities contained in this IGA are matters of local concern only and for the benefit of each Party's inhabitants, and that the Parties have mutually joined together for the performance of the matters of local concern, and that nothing in this IGA shall or be construed as making any of the local concerns covered herein matters of mixed concern or statewide concern.

**Paragraph 16. ENTIRE AGREEMENT:** This IGA, together with all example exhibits attached hereto, constitutes the entire agreement among the parties hereto, and all other representations or statements heretofore made, verbal or written, are merged herein, and this IGA may be amended only in writing, and executed by duly authorized representative of the Parties hereto.

**Paragraph 17. NO THIRD PARTY BENEFICIARY:** It is expressly understood and agreed that enforcement of the terms and conditions of this IGA, and all rights of action relating to such enforcement, shall be strictly reserved to the Parties hereto, and nothing contained in this IGA shall give or allow any such claim or right of action by any other or third person or entity on such IGA. It is the express intention of the Parties hereto that any person or entity, other than the Parties to this IGA receiving services or benefits under this IGA, shall be deemed to be incidental beneficiaries only.

**Paragraph 18. HEADINGS:** The headings of the several articles and sections of this IGA are inserted only as a matter of convenience and for reference and do not define or limit the scope or intent of any provisions of this IGA and shall not be construed to affect in any manner the terms and provisions hereof or the interpretation or construction thereof.

**Paragraph 19. PARTNERS:** The Parties to this IGA are not partners or joint venturers as a result of this IGA.

**Paragraph 20. WAIVER:** The provision of services under this IGA is for the benefit of the Parties in times of emergency or disaster. Accordingly, the Parties do hereby waive, remise, and release any claim, right, or cause of action which either may have, or which may accrue in the future, against the other arising in whole or in part from this IGA.

**Paragraph 21. EXECUTION:** This IGA shall be executed by each Party on a separate signature page. Original pages shall be recorded and held by the Douglas County Clerk and Recorder.

<b>INCIDENT COMPLEXITY ANALYSIS (All Hazards)</b>		
	<b>Date:</b>	
<b>Type of Incident:</b>	<b>Time:</b>	
<b>Name of Incident</b>		
This Complexity Analysis is based on the relevance to Life and Public Safety, Incident Stabilization, and Property Conservation to be considered in requesting the next level of incident management support		
<b>COMPLEXITY FACTORS TO BE CONSIDERED</b>	<b>YES</b>	<b>NO</b>
<b>Incident Behavior and Impacts to Life, Property and Public Health and Safety</b>		
Current or predicted incident behavior dictates indirect control strategy		
Current or predicted incident impacts loss of life or property and public health and safety		
<b>Community and Responder Safety</b>		
Performance of public safety resources affected by cumulative fatigue		
Overhead overextended mentally and/or physically		
Communication ineffective with tactical resources or dispatch		
Resources unfamiliar with local conditions and tactics		
Incident action plans, briefings, etc., missing or poorly prepared		
Variety of specialized operations, support personnel or equipment		
<b>Potential Hazardous Materials</b>		
Potential of Hazardous Materials		
<b>Weather Conditions</b>		
Weather forecast indicating no significant relief or worsening conditions		
<b>Values To Be Protected, Area Involved, Jurisdictional Boundaries</b>		
Urban interface, structures, developments, recreational facilities, etc.		
Potential for evacuation		
Incident threatening more than one jurisdiction and potential for unified command with different or conflicting management objectives		
Unique natural resources, special-designation areas, critical municipal watershed, protected species habitat, cultural value sites		
<b>Availability of Resources</b>		
Operations are at the limit of span of control		
Limited local resources available for initial attack/response		
Heavy commitment of local resources to logistical support		
Existing forces worked 12 hours without success		
Unable to properly staff air operations		
<b>Prepared By:</b>		
(name and title)		

7/15/2011

Form ICA-AH v1.

<b>INCIDENT COMPLEXITY ANALYSIS (Wildland Fire)</b>		
	<b>Date:</b>	
<b>Type of Incident:</b>	<b>Time:</b>	
<b>Name of Incident</b>		
This Complexity Analysis is based on the relevance to Life and Public Safety, Incident Stabilization, and Property Conservation to be considered in requesting the next level of incident management support		
<b>COMPLEXITY FACTORS TO BE CONSIDERED</b>	<b>YES</b>	<b>NO</b>
<b>Fire Behavior</b>		
Fuels extremely dry and susceptible to long-range spotting or you are currently experiencing extreme fire behavior		
Weather forecast indicating no significant relief or worsening conditions		
Current or predicted fire behavior dictates indirect control strategy with large amounts of fuel within planned perimeter		
<b>Firefighter Safety</b>		
Performance of firefighting resources affected by cumulative fatigue		
Overhead overextended mentally and/or physically		
Communication ineffective with tactical resources or dispatch		
<b>Organization and Availability of Resources</b>		
Operations are at the limit of span control		
Incident action plans, briefings, etc., missing or poorly prepared		
Variety of specialized operations, support personnel or equipment		
Unable to properly staff air operations		
Limited local resources available for initial attack		
Heavy commitment of local resources to logistical support		
Existing forces worked 24 hours without success		
Resources unfamiliar with local conditions and tactics		
<b>Values To Be Protected, Area Involved, Jurisdictional Boundaries</b>		
Urban interface, structures, developments, recreational facilities, etc.		
Potential for evacuation		
Fire burning or threatening more than one jurisdiction and potential for unified command with different or conflicting management objectives		
Unique natural resources, special-designation areas, critical municipal watershed, T&E protected species habitat, cultural value sites		
<b>Prepared By:</b>		
(name and title)		

7/15/2011

Form ICA-WF v1.



## **AGENDA MEMORANDUM**

**To:** Honorable Mayor and Members of Town Council

**From:** Art Morales, Fire Chief

**Title:** Resolution Approving an Intergovernmental Agreement for Disaster-Emergency Mutual Aid and Disaster-Emergency Resources Assistance In and Among the Town of Castle Rock, the Town of Parker, the City of Lone Tree, the City of Castle Pines, the Town of Larkspur, the Douglas County School District, the Highlands Ranch Metropolitan District, the Douglas County Public Library District, and Douglas County, Colorado

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### **Executive Summary**

This IGA is the culmination of the efforts of the Partnership of Douglas County Government's 2011 Subcommittee for Disaster-Emergency Mutual Aid and Disaster-Emergency Resources Assistance and includes participation by all Partnership entities, namely the Town of Castle Rock, the Town of Parker, the City of Lone Tree, the City of Castle Pines, the Town of Larkspur, the Douglas County School District, the Highlands Ranch Metro District, the Douglas County Public Library District and Douglas County Colorado by the Board of County Commissioners and the Douglas County Sheriff.

The IGA sets the terms for emergency management cooperation and the provisions for mutual aid and assistance, as well as County funding during a declared emergency.

### **History of Past Town Council, Boards & Commissions, or Other Discussions**

The IGA is a culmination of the unified efforts of the Partnership of Douglas County Government's 2011 Subcommittee charged with unifying County-wide disaster management efforts and resources. Chief Morales served as the Town's representative to the Subcommittee.

### **Discussion**

Citizens place a high importance upon Public Safety and have high expectations for their government to respond rapidly and with coordination to a Disaster-Emergency. This initiative enhances the ability to improve life safety, property, and natural resources preservation by providing access to an array of important resources, including personnel, equipment, structures, land, and financial support. The elements of the IGA focus on mutual aid and collaboration, disaster-emergency funding, and County disaster-emergency resource activation and allocation.

Through the agreement, each Partnership member is strongly encouraged to prepare and maintain local emergency plans, cooperate and continue as signatories to the Douglas County Emergency Operations Plan, and maintain familiarity with National Incident Management System (NIMS) policies and procedures. Additionally, in pursuit of enhanced working relationships, participants are invited to participate in training exercises, Local Emergency Planning Committee (LEPC) efforts, Incident Management Team (IMT) staffing, use of Multi-Agency Coordination System (MACS) protocols, and participation in the Emergency Management Coordinating Group. The Town of Castle Rock, through the Fire and Police Departments has been complying with the recommendations for years, and is an active leader in County-wide emergency management efforts.

The agreement also makes County emergency management resources such as the Emergency Operations Center, the Incident Management Team, the County Policy Center, County Public Works equipment, and training and exercise activities available to the Town.

Access criteria for the County Disaster Emergency Assistance Fund is defined in the agreement. The agreement requires that participants provide a local disaster-emergency declaration, an incident complexity analysis, and reimbursement cost documentation. Each participant is also required to maintain a Disaster-Emergency Spending Base, or financial reserve equal to .02% of the current assessed value for municipalities. Spending of the reserve is required before the County Disaster Emergency Assistance Fund can be accessed. Per County estimates, the 2010 Assessed Valuation of the Town is \$665,651,820; therefore the Disaster Emergency Spending Base required to be maintained for the Town is \$133,130. Town reserves exceed the agreement criterion.

The agreement in no way usurps Town autonomy or control in the event of a disaster, and serves to enhance the Town's ability to function and provide the needed services to the citizens of the Town.

Participants, through their respective boards, commissions, and councils, are approving the Emergency and Disaster Management IGA throughout the month of August and September, with a formal County signing ceremony planned at the September 21<sup>st</sup>, Partnership of Douglas County meeting.

Staff strongly believes that this IGA is beneficial to the Town, and will enhance our capability to effectively manage local emergencies and disasters.

Staff recommends approval of the resolution supporting the Partnership of Douglas County Government Multi-Jurisdictional Emergency and Disaster Management IGA.

**Proposed Motion**

I move to approve Resolution No. 2011- : Resolution Approving an Intergovernmental Agreement for Disaster-Emergency Mutual Aid and Disaster-Emergency Resources Assistance In and Among the Town of Castle Rock, the Town of Parker, the City of Lone Tree, the City of Castle Pines, the Town of Larkspur, the Douglas County School District, the Highlands Ranch Metropolitan District, the Douglas County Public Library District, and Douglas County, Colorado.

**Attachments**

Attachment A: Resolution Approving an Intergovernmental Agreement for Disaster-Emergency Mutual Aid and Disaster-Emergency Resources Assistance In and Among the Town of Castle Rock, the Town of Parker, the City of Lone Tree, the City of Castle Pines, the Town of Larkspur, the Douglas County School District, the Highlands Ranch Metropolitan District, the Douglas County Public Library District, and Douglas County, Colorado

# Attachment A

A Resolution Approving An Intergovernmental Agreement For Disaster-Emergency Mutual Aid And Disaster- Emergency Resources Assistance In And Among The Town Of Castle Rock, The Town Of Parker, The City Of Lone Tree, The City Of Castle Pines, The Town Of Larkspur, The Douglas County School District, The Highlands Ranch Metropolitan District, The Douglas County Public Library District And Douglas County, Colorado



# Attachment 4: Town of Castle Rock Delegation of Authority Resolution

## Town of Castle Rock Delegation of Authority and Addenda

### Town of Castle Rock Delegation of Authority

Agency authority and responsibility for managing and controlling the \_\_\_\_\_ incident(s) impacting the Town of Castle Rock, is hereby transferred to \_\_\_\_\_ as the Incident Commander.

As Incident Commander, you are accountable to the Agency Administration for the overall management of this incident, including its control and return to local Agency Control. You are expected to adhere to the standards of the National Incident Management System and Incident Command System, relevant and applicable laws, policies, professional standards and policy direction from the Agency Administrator.

The protection of the emergency responders and citizens is your highest priority task. The protection of public and private property including key economic infrastructure is your next highest priority. Priorities of the Agency also include the protection of the economic, cultural, social and environmental assets in the affected area. Suppression of this incident is your primary assignment and you are expected to do so to the best of your ability in a manner that provides for the safety and well-being of involved personnel.

Specific direction for this incident is as follows:

1. Transition with existing forces will be handled smoothly and as rapidly as possible.
2. Ensure coordination, cooperation and communication with Agency Administrator, the Douglas County Emergency Operations Center (DC-EOC) Manager, Agency Representatives, and the Local, State and Federal agencies involved.
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_

This delegation includes the authority to obligate agency (Town) funds necessary to pay for controlling this incident up to \$\_\_\_\_\_ for the first operational period, ending \_\_/\_\_/20\_\_, subject to the following limitations:

1. Coordination with Town of Castle Rock Finance Department staff and adherence to Agency procedures regarding use of the Emergency-Disaster Fund.
2. Reasonable cost-effective and cost containment practices will be used at all times with keen attention to avoid duplicate resource ordering.
3. \_\_\_\_\_

This Delegation of Authority becomes effective at \_\_\_\_\_ (time) on \_\_\_\_\_, 20\_\_, and may be changed or updated by written addendums should the incident extend into additional operational periods. Any transfer of command shall be done only with the written approval of the Agency Administrators of the Town of Castle Rock.

_____	_____
Transferring Incident Commander	Date & Time
_____	_____
Receiving Incident Commander	Date & Time
_____	_____
Agency Administrator	Date & Time

## Addenda for the Town of Castle Rock Delegation of Authority

Addendum 1 to the Delegation of Authority becomes effective at \_\_\_\_\_ (time) on \_\_\_\_\_, 20\_\_, for the Operational Period # \_\_\_\_\_. This includes the authority to obligate agency funds necessary to pay for controlling this incident up to \$\_\_\_\_\_ for this operational period. This addenda may be changed or updated by written addendums should the incident extend into additional operational periods. Any transfer of command shall be done with the written approval of the Agency Administrators for the Town of Castle Rock.

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Receiving Incident Commander	Date & Time
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Agency Administrator	Date & Time
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Addendum 2 to the Delegation of Authority becomes effective at \_\_\_\_\_ (time) on \_\_\_\_\_, 20\_\_, for the Operational Period # \_\_\_\_\_. This includes the authority to obligate agency funds necessary to pay for controlling this incident up to \$\_\_\_\_\_ for this operational period. This addenda may be changed or updated by written addendums should the incident extend into additional operational periods. Any transfer of command shall be done with the written approval of the Agency Administrators for the Town of Castle Rock.

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Receiving Incident Commander	Date & Time
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Agency Administrator	Date & Time
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Addendum 3 to the Delegation of Authority becomes effective at \_\_\_\_\_ (time) on \_\_\_\_\_, 20\_\_, for the Operational Period # \_\_\_\_\_. This includes the authority to obligate agency funds necessary to pay for controlling this incident up to \$\_\_\_\_\_ for this operational period. This addenda may be changed or updated by written addendums should the incident extend into additional operational periods. Any transfer of command shall be done with the written approval of the Agency Administrators for the Town of Castle Rock.

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Receiving Incident Commander	Date & Time
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Agency Administrator	Date & Time
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## Attachment 5: Town of Castle Rock Emergency and Disaster Finance Policy

The Town of Castle Rock Purchasing and Contracting Policy included in this document is for reference use only. The most current version of this purchasing and contract policy is accessible on the Town's shared or "T drive" T:\2018 Purchasing\Purchasing & Contracting Policy-Existing. Every attempt will be made to update this appendix as soon as possible when the purchasing and contract policy is update, but there may be some instance when the Emergency Operations Plan is activated prior to an update occurring.

### TOWN OF CASTLE ROCK PURCHASING AND CONTRACTING POLICY

#### 1. GENERAL PURPOSE:

These policies shall apply to all expenditures of public funds irrespective of their source, including federal and state assistance and bond proceeds. The purpose of this policy is to standardize the Town's procurement procedures for the orderly, efficient and effective administration of purchasing and contracting for goods and services.

The Town Purchasing Agent is available to assist in all purchases and contracts. Departments and employees are encouraged to use this resource.

This purchasing policy is strictly reserved for the use of the Town. It does not create any rights or benefits upon any prospective contractor or bidder. Nothing contained herein shall give or allow any claim or right of action by any prospective contractor or bidder.

#### 2. CONFLICT OF INTEREST:

Town employees shall not be allowed to bid when the Town is purchasing or contracting for supplies, services, and construction items. Relatives of Town employees will be allowed to bid on purchases or contracts with the Town only in those situations where the employee that is related to the bidder has no involvement or decision authority in the process of awarding the bid. If there is a question of potential conflict the supervisor related to the bid should be notified in writing.

#### 3. BID AND AUTHORIZATION REQUIREMENTS:

A bid is a formal invitation to present pricing or a proposal for goods or services. Proper authorization is required prior to making a purchase or obligating the Town financially. The Town Attorney's Department must sign off on all contracts.

##### Terms:

RFQ = Request for Quote  
RFP = Request for Proposal  
IFB = Invitation for Bid

Requirements are:

##### a. Less than \$1000

1. Authorization requirement at Department Director's discretion.
2. RFQ may be required but subject to the Department Director's discretion.
3. Town staff is encouraged to obtain two verbal bids whenever possible.

##### b. \$1,000-\$4,999

1. Authorization required by Department Director.
2. RFQ is required.
3. Must obtain three quotes either *verbal* or *written* unless approved by the Town Manager on the basis of sole source, emergency or unresponsive bidders.
4. Department Director and Town Attorney to sign contract.

##### c. \$5,000-\$24,999

1. Authorization required by Department Director.
2. RFQ is required.
3. Must obtain three *written* quotes unless approved by the Town Manager on the basis of sole source, emergency or unresponsive bidders. RFP is required when the awarded bid is not based solely on price.

## TOWN OF CASTLE ROCK PURCHASING AND CONTRACTING POLICY

4. Department Director and Town Attorney to sign contract.

**d. \$25,000-\$249,000**

1. Authorization required by Department Director, Director of Finance and Town Manager.
2. RFP or IFB (if over \$75,000 – typically for contractors or equipment suppliers) is required and must be posted on BidNet unless approved by the Town Manager on the basis of sole source, emergency or unresponsive bidders.
3. A minimum of three proposals in response to the RFP is required.
4. Town Manager, Town Clerk and Town Attorney to sign contract.

**e. Over \$250,000 and Open Ended Contracts**

1. Must be authorized by Department Director, Director of Finance, Town Manager and Town Council.
2. RFP or IFB is required and must be posted on BidNet unless waived by the Town Council on the basis of sole source, emergency or unresponsive bidders.
3. A minimum of three proposals in response to an RFP or IFB is required.
4. Mayor, Town Manager, Town Clerk and Town Attorney to sign contract.

**f. Overriding Authority**

If it is in the best interest of the Town, the Town Manager has the authority to override the requirements of this policy.

Note: The Town Manager may require formal written sealed bids on any purchase costing less than seventy-five thousand dollars (\$75,000.00) when such requirement is considered in the best interests of the Town.

***To view purchase requirements at a glance, please see the "Purchasing Policy Cheat Sheet" on the Page 7.***

#### **4. METHODS FOR PURCHASING:**

- a. Invoice Approval/Check Request** - Proper authorization as detailed above is required **prior** to ordering or obtaining goods or services. An invoice approval/check request form is required for all approved purchases when a purchasing card is not used. Support documentation such as invoices and receipts must accompany the form. Per authorization requirements stated above, signatures are based on total dollar amount.
- b. Purchasing Cards** - Purchasing cards will be issued per the request of the Department Directors and approved by the Director of Finance. These cards should be used in lieu of payment by check whenever possible. The same authorization requirements must be followed as with any other purchase. No personal charges are allowed for any reason. Additional information may be obtained by referring to the *Town's Purchasing Card Policy*. Copies of the policy may be obtained through the Finance Department.

## TOWN OF CASTLE ROCK PURCHASING AND CONTRACTING POLICY

- c. **Petty Cash Advances/Reimbursements** - The Town maintains petty cash funds in several departments. These are designed to address purchases of \$100 or less and can be disbursed as an advance or reimbursement. In both cases a *Petty Cash Receipt and Acknowledgement Form* must be filled out and signed by the employee. The petty cash policy document outlining proper procedures as well as the *Petty Cash Receipt and Acknowledgement Form* can be obtained through the Finance Department.
5. **PROCEDURES FOR PURCHASING:**
- a. **Requests For Quote (RFQ)** - An RFQ is an informal quote obtained from a supplier or contractor in an informal manner (verbally or electronic communication). These are allowed if the total dollar amount does not exceed \$25,000. Three quotes are required for purchases over \$1,000 and up to \$5,000. For purchases less than \$1,000, an RFQ may be required, per the department Director's Discretion. Purchases over \$5,000 but less than \$25,000 are required to have three written quotes. **Note:** For repetitive purchases, it is not necessary to obtain bids with each purchase. However, a bid process must be conducted at least once every 12 months.
- b. **Invitation For Bid (IFB)** - An IFB is an invitation to contractors or equipment suppliers to submit a proposal on a specific project to be realized or product or service to be furnished. An IFB is required when the cost of the project or service is likely to exceed \$75,000. The Department Director or designee is responsible for the bid package and vendor eligibility. The specifications, delivery requirements, plans, drawings, and other items must be determined and finalized prior to the bid package being provided. Eligibility may be determined from a pre-qualification process, general advertising of project, or any other method deemed appropriate. Advertising through BidNet is required. Bid responses must be sealed. Sealed bids received up to the deadline date are generally opened at a stated time and place and evaluated for award of a contract. For the purpose of accuracy and proper protocol a member of the Finance Department should be present for bid openings.
- c. **Requests For Proposal (RFP)** - An RFP is a solicitation for goods or services designed for an award based upon criteria other than price alone. It is most often used for items or services that are hard to quantify or describe because it allows the proposer to suggest the item or service that might best suit the agency's needs. Examples where a RFP may be appropriate include design services, engineering services, janitorial services, and specialized equipment purchases. As with IFB's, RFP's need to be advertised and sealed. A member of the Finance Department should be present for bid openings. The RFP should contain the following as a minimum:
1. A scope of services and/or detailed specifications
  2. The required time schedule
  3. General requirements
  4. Conditions and provisions
  5. Location, date and time for submittal of the proposal
  6. Evaluation criteria to be used for selection and award

## TOWN OF CASTLE ROCK PURCHASING AND CONTRACTING POLICY

If you wish to use a Master RFP as a guideline in putting together an RFP, please contact the Finance Department.

- d. Sole Source Procurement** - Sole source procurement is permissible if a requirement is available from only a single source. A *Sole Source Justification Form* must be submitted with the contract, purchase order, purchasing card action form or purchasing card statement and is subject to the authorization requirements within this policy. To determine the validity of sole source procurement, at least one of the following criteria must apply:
1. The required goods or services are proprietary to the Contractor.
    - a. Goods or services may be copyrighted, proprietary, registered, trademarked, patented, licensed, or exclusive.
    - b. In the case of goods, proprietary conditions include but are not limited to specified item(s) is required:
      - ii. To be compatible or interchangeable with existing hardware
      - iii. Under the conditions specified by the warranty
      - iv. For the repair or modification of existing hardware
  2. The recommended company is the manufacturer.
    - a. The manufacturer may not always provide the best price and service. If the item(s) are sold through distributors can they provide pricing and a level of service that will exceed the manufacturer's guarantee?
  3. There is only one contractor who is capable of providing the goods or services required.
    - a. The contractor is the solely authorized regional distributor/provider for proposed product and/or service. Note - Geographic location may not always be a limiting factor.
    - b. A product or service has exclusive capabilities that only one contractor can provide.
    - c. Other sources were identified and were not able to meet the requirements.
  4. Required goods or services must be procured in an emergency. Please refer to *Emergency Purchases* below for applicable guidelines.

### 6. PROPOSAL GUIDELINES:

- a. **Successful bids** - Awards of bid provisions are solely for the fiscal responsibility and benefit of the Town, and confer no rights, duties or entitlements to any bidder. Bids shall be awarded to the lowest, best and responsive, responsible bidder as determined by the Town.
- b. **Local Vendors** - The Town encourages employees to obtain bids from Castle Rock vendors who are qualified to provide the requested goods or services. Where all award factors are equal the bid will be awarded to a Castle Rock vendor. A Castle Rock vendor is defined as having a permanent physical location within the corporate Town limits.
- c. **Exceptions** - The following items are exempted from competitive bidding:
  1. Purchases made cooperatively with other units of government
  2. Professional services where the Town Council has approved a retainer agreement
  3. Purchases from federal, state or other local government units

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4. Magazines, books or periodicals
5. Travel and training expenditures

- d. Unresponsive Bidders** - There may be situations where vendors do not respond or responds with a "no bid" to the bid request. Based on the circumstances, when three quotes are required but not obtained, a reasonable effort should be made to obtain additional quotes.

An unresponsive bidder form must be submitted with the contract, purchase order, purchasing card action form or purchasing card statement (whichever is applicable), or voucher (standard form) and is subject to the authorization requirements within this policy.

- e. Pre-Qualification** - The Department Director or designee, with the assistance of the purchasing agent, may determine if a pre-qualification process is appropriate and determine the criteria. Criteria may include but is not limited to construction experience, experience specific to the work specified, construction track record, government experience, and financial stability. The Department Director, Purchasing Agent and Project Manager will review the qualifications and information to determine the acceptability of responding bidders.

- f. Professional Services** - Professional services means the furnishing of labor, time, or effort by a contractor with specialized knowledge, which may include intensive preparation or education and the furnishing of a report or written or oral advice and information.

Professional services obtained by the Town shall be subject to the authorization and signature requirements within this policy. RFP's shall be the preferred method of selecting the service provider for all professional services where cumulative cost is estimated at \$25,000 and above in any 12-month period.

A minimum of three proposals shall be sought for professional services. Fewer proposals are permissible only if the Town Manager has approved on the basis of sole source, emergency or unresponsive bidders. Ongoing or open-ended arrangements with service providers shall be subject to annual review to determine the appropriateness of continuing such relationship.

- g. Negotiating Price** - Unless specifically stated otherwise within a bid or RFP document, the Department Director or designee may negotiate the price for any given product or service.
- h. Change Orders/Amendments To Contracts** - Department Directors shall request change orders and amendments to contracts. If a purchase order was issued, change orders must be presented to the Finance Department as an "Add-on" to the original purchase order. Use the combined total to determine the approval requirements for the amendment (Section 3).

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- i. Emergency Financial Obligations** - An emergency is any occurrence or set of circumstances involving actual or imminent physical trauma, property damage or service interruption which demands immediate action.

In an emergency, verbal or written approval must be obtained before any financial commitment can be made. Authorization requirements are:

1. **Less than \$25,000** – Department Director
2. **\$75,000 - \$250,000** – Department Director, Director of Finance and Town Manager
3. **Over \$250,000** – Department Director, Director of Finance, Town Manager and Town Council

Based on the nature of the emergency, reasonable efforts should be made to obtain the proper authorization. Emergency purchases shall be made with such competition as is practical under the circumstances. Purchases are limited to those goods and services necessary to satisfy the emergency need.

The Department Director shall provide written description of the emergency and the basis for selection of the particular vendor or contractor to the Director of Finance and/or the Town Manager within two working days after the conclusion of the emergency.

- j. Year-End** - New purchase orders and purchasing card action forms for a given year must be initiated by December 15th. Unless approved in advance by the Director of Finance Director and/or Town Manager, purchases for the following year cannot be initiated, ordered or received prior to January 1.

Prepared by: Finance Department

Approved by: \_\_\_\_\_  
Town Manager

Date: \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_

**PURCHASING POLICY CHEAT SHEET**

**PROCEDURES**

Amount	Bid Procurement	Approval	Contract Signature	RFP	Change Orders/Add-On
Under \$1,000	RFQ may be required per Department Director's discretion	Department Director's discretion	Not applicable	Not applicable	Not applicable
\$1,000-\$5,000	RFQ - 3 quotes; verbal or written; no advertising required	Department Director	Department Director Town Attorney	Not required in most cases	Same authorizations as original order or contract unless it exceeds the original authorized amount.
\$5,000-\$24,999	RFQ - 3 written quotes; no advertising required	Department Director	Department Director Town Attorney	When the award may not be based solely on price.	Same as above.
\$25,000-\$249,999	RFQ or RFP, advertising required; bonds, sealed bids.	Department Director	Town Manager	Same as above.	Town Manager approval.
Over \$75,000	IFB; may require advertising; bonds, and sealed bids. Typically for services and construction projects.	Director of Finance Town Manager	Town Clerk Town Attorney	Same as above.	Council approval, unless it is less than 10% of original order than Department Director can approve.
Over \$250,000 and open-ended contracts	Same as above	Department Director Director of Finance Town Manager Town Council	Town Manager Town Clerk Town Attorney Mayor	Same as above.	Same as above.
Professional Services	See RFP	Standard authorization requirements	Standard signature requirements	Preferred method with minimum of three proposals	Same authorization as original order or contract unless it exceeds the original authorized amount.
Emergency Purchases	The ability to obtain competitive bids will depend on circumstances. Purchases are limited to those goods and services necessary to satisfy the emergency need.	Under \$25K – Department Director \$25-250K - Department Director, Director of Finance and Town Manager Over \$250K – Department Director, Director of Finance, Town Manager and Town Council	Standard signature requirements	Not required in most cases	Not applicable

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**Attachment 6: Town of Castle Rock State of Emergency - *Sample Verbiage***

**State of Emergency Declaration**

Whereas, the Town of Castle Rock has suffered serious damages to \_\_\_\_\_ as a  
result of \_\_\_\_\_  
which occurred \_\_\_\_\_

and,

Whereas, the magnitude of the incident and the response and recovery costs exceed normal operational  
resources available to the Town of Castle Rock;

It is therefore Resolved the Town of Castle Rock, Colorado declares this to be a State of Emergency.

DATED at Castle Rock Colorado, this

\_\_\_ day of \_\_\_\_\_, 20\_\_.

\_\_\_\_\_  
Town Manager

**Attachment 7: Town of Castle Rock Disaster Declaration – *Sample Verbiage***

**Declaration of Local**

Whereas, the Town of Castle Rock has suffered serious damages to \_\_\_\_\_ as a result of \_\_\_\_\_

which occurred on the \_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_

and,

Whereas, the cost and magnitude of responding to and recovering from the impact of is in excess of the Town’s available resources.

It is therefore resolved the Town of Castle Rock, Colorado declares this to be a Local Disaster Emergency.

It is understood that, according to Town of Castle Rock Municipal Code 2.30.020 – Declaration of local disaster emergencies, this disaster declaration will expire seven days from the date below, unless approved by the Town Council

DATED at Castle Rock Colorado, this  
\_\_\_\_ day of \_\_\_\_\_, 20\_\_.

\_\_\_\_\_  
Town Manager

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# Incident Specific Annexes

## Animal Response Annex

Given the Town of Castle Rock does not maintain resources or capabilities for animal emergencies or evacuations, the Douglas County Office of Emergency Management (DCOEM) will serve as the lead Emergency Animal Response agency. DCOEM should be contacted through the Town of Castle Rock Police Department dispatch center (303) 660-1000 or through the Douglas County Regional Communications Center (303) 660-7500.

### Lead & Support Agencies

DCOEM is the lead agency for Emergency Animal Response in Douglas County. The lead position for animal assistance is the Douglas County Animal Response Team Coordinator. During an emergency that requires animal response, the coordinator will report to the Emergency Operations Center (if activated) or will support virtually. In Douglas County the shelter location will typically be the Douglas County Fairgrounds, although others have been identified as alternate sheltering facilities.

Support agencies include:

- DCSO Animal Control (Humane Society of the Pikes Peak Region, HSPPR)
- Denver Dumb Friends League
- Douglas County Facilities, Fleet & Emergency Support Services (FFESS)
- Douglas County Fairgrounds
- Douglas County Open Space
- Douglas-Elbert County Animal Response Team
- Douglas-Elbert County Horse Council

Local Planning Matrix for Animal Issues					
	Large Animal Sheltering/ Veterinary Care	Small Animal Sheltering/ Veterinary Care	Animal Evacuation	Intermediary Transportation	Animal Search & Rescue
DCOEM	U	U			
Denver Dumb Friends League		L		S	S
Douglas Elbert County Horse Council	L			S	
Douglas-Elbert County Animal Response Team	S	S			
Douglas County Sheriff's Office Animal Control (HSPPR)	S	S	L	L	L
	Lead (L)	Unified Lead (U)	Support (S)		

## **Purpose & Scope**

The purpose of this annex is to provide an ongoing, coordinated framework for the prevention, protection, preparedness, response and recovery efforts as they relate to management of companion, service and large domestic animals (non-commercial livestock) during an emergency event.

The Animal Emergency Response annex will be activated when an emergency situation dictates the evacuation of residents and visitors and their associated companion, service and large domestic animals (non-commercial livestock). This annex addresses the response and coordination of animal rescue due to natural or technological emergencies such as a wildland fire or a hazardous materials incident.

Emergency Incidents with an animal evacuation component can be a challenge for first responders, citizens and their respective animals. Communicating the importance of pet owners to prepare for emergencies will aid significantly when the evacuation of animals becomes necessary.

## **Planning Assumptions**

- Prioritized concerns for emergency management include life safety for people; protection of property (which includes companion, service and large domestic animals); and protection of the environment.
- Animals are often considered by many families and individuals to be their highest property priority.
- Animal evacuations will occur if the DCSO deems conditions for animal rescue to be safe and appropriate, and there is a known rate of spread that provides enough time for animal rescue responders to enter the threatened area, rescue the animals and evacuate the animals and themselves safely.
- Failure to evacuate may both endanger citizens who attempt to rescue their animals and the emergency responders who attempt to protect those citizens.
- Service animals must be treated as an extension of a disabled person and must receive all needed services per the American's Disabilities Act.
- While many owners of companion, service and large domestic animals will take reasonable steps to evacuate, shelter, and provide for their animals, others cannot or will not take adequate actions. In some cases the protection of their animals is challenged by limitations to their access & functional need. This would include those with limited mobility, the elderly, the number of animals in their possession, language and/or cultural barriers.
- Some state agencies such as the Colorado Division of Wildlife or the Colorado Department of Agriculture may have certain statutory responsibilities. Local emergency annexes are designed in cooperation with these agencies.
- Douglas County is a traditionally rural area with livestock making up a large component of the animal population housed in the area. Additional populations include equids (horses, ponies, mules and donkeys), Camelids (llamas, alpacas and vicunas), poultry, and "backyard/non-commercial" livestock.
- Commercial livestock is not included in this Animal Annex. If a disaster is declared, commercial livestock owners may receive governmental assistance during an emergency

incident, but are ultimately responsible for their herds including evacuation, transportation and sheltering.

### **Authorities**

- Colorado Disaster Emergency Act, 24-32-21 creates the Colorado Division of Emergency Management and 24-32-2107 charges each political subdivision with creation of a local emergency management agency.
- The Colorado Department of Agriculture, Division of Animal Industry has statutory authority related to animal health (State Veterinarian 35-50), in the prevention of animal cruelty and neglect (Colorado Bureau of Animal Protection, 35-42), the regulation of companion animal industry (Pet Animal Care Facilities Act, 35-80) and the supervision of branded livestock identification, movement and ownership issues (Colorado Brand Board, 35-41).
- The Colorado Department of Public Health and Environment (multiple sections under Title 25, CRS) has authorities related to public health that will intersect with animal health and local jurisdictional public health authorities.

### **Activation**

- DCOEM will serve as the lead agency in the development and supervision of the Douglas County Animal Response Team (CART) program. The CART Coordinator serves as the primary contact for the CART network resources.
- This annex will be activated by DCOEM.
- The CART Roster is maintained and updated annually by the CART Coordinator based upon the annual CART meeting participation and related activities for training and live incidents requiring animal response and rescue assistance.
- Once activated, the CART Coordinator is duly authorized to manage and coordinate the animal response during an incident. This includes call-out and coordination of the responders for animal evacuation, search and rescue, management of the volunteers at the primary animal evacuation point, and management of the animal volunteers at the Douglas County Fairgrounds, or other designated facilities, should animal sheltering become necessary during the incident.
- For incidents requiring sheltering, the Denver Dumb Friends League (DDFL) will be activated to manage sheltering for companion animals. The Douglas-Elbert County Horse Council (DECHC) will be activated to manage sheltering for large animals.
- For incidents requiring the transportation of animals and Search & Rescue components during an evacuation, animal rescue and animal sheltering in place, the DCSO Animal Control Unit (HSPPR) will be alerted and will coordinate with DCSO Patrol Division. The Patrol Division will determine if it is safe to conduct such missions.

### **Concept of Operations**

- The Douglas Elbert County Animal Response Team (CART) is a network of community animal agencies, organizations, businesses and volunteers organized to assist Douglas County in addressing animal issues during emergencies.

- The CART Coordinator is the lead organizer for animal resources deployment. The CART Coordinator will assist with the following:
  - Preparedness through Community Outreach & Training
  - Participation during Exercises & Live Incidents
  - Recommending necessary Equipment and Supplies needed for the Douglas CART Trailer
  - Response, including assistance with evacuation, sheltering, and animal search and rescue (DDFL, DECHC, DCSO, HSPPR, DCOEM Mutual Aid, Colorado Veterinary Medical Reserve Corps, State, National Animal Rescue & Shelter Coalition, EMAG, etc.)
  - Recovery
  
- Command and management:
  - The activation and deployment of any resources will follow the Incident Command System (ICS) structure.
  - ***Self-deployment of unauthorized resources is not allowed under any circumstances.***
  - Emergency animal response and resources will be coordinated through the CART Coordinator, assigned to the DCEOC or located virtually during an incident.
  
- Communications:
  - Telephone, Internet, or direct communications with CART support groups (animal sheltering, search & rescue, etc.) and the CART volunteers will be coordinated through the CART Coordinator. This includes radios for the volunteers to use in the field and at shelters.
  - CART affiliated organizations and volunteers will maintain appropriate contact with the Emergency Support Functions Animal Issues (ESF 11) and Mass Care (ESF 6) in the EOC if and when these positions are established. Until ESF 11 is activated in the EOC, the Logistics Branch in the EOC is the contact for coordination purposes.
  
- Public information and warnings pertaining to animal issues:
  - All incident information will be communicated to the public through the Public Information Officer in coordination with Incident Command and the DCEOC. Once an incident expands beyond normal resource capabilities, the Joint Information Center (JIC) will be established and tasked with this responsibility.
  - Individual organizations may communicate organizational information to the public directly (contact, mission, etc.), however, information concerning public instructions, incident updates and public resource requests must be managed through the PIO/JIC.
  - Communication distribution will include the Douglas County Website, the Douglas County Sheriff's Office website, traditional television and radio media, and social media.
  
- Animal-related Donations management during an emergency event:
  - In the event that donations are needed for animal support, cash/check donations for animal-related issues are preferred.
  - Animal-related donations such as hay, dog and cat food, etc., will be processed through the Animal Issues Desk at the Douglas County EOC. Offers for this type of donation may be declined.

- All public information releases requesting financial donations only will be routed through the Joint Information Center and coordinated with Incident Command, Douglas County Finance, and the Douglas County EOC.

## **Organization and Responsibility**

1. Animal Evacuation, Transportation – During an evacuation, evacuee transport will allow for service animals to be transported with their owners. Should evacuee transport be necessary for those with companion animals, all efforts will be made to evacuate the animals to the same evacuation point as their owners.
2. Animal Search & Rescue and Animal Sheltering In Place – Animal Search & Rescue will be activated for assistance with “requests for rescue” by evacuees who wish to retrieve animals left behind or provide care for those animals if the animals are sheltered in place. The HSPPR Animal Control Officers will coordinate with the DCSO Patrol Division. If conditions are determined to be safe by the Patrol Division, the HSPPR or their designees will conduct the missions. Animal retrieval and/or care will be provided only by HSPPR Animal Control Officers or their qualified designees.
3. Animal sheltering - In Douglas County, the Douglas County Fairgrounds is the primary evacuation point and can accommodate sheltering services for humans and their small companion & service animals, as well as large animals. The Animal Response Team volunteers will assist the DC Fairgrounds staff during activation by staffing the check-in/check-out process, identification of animals associated with their owners and care for those animals that are brought without identification until they can be reunited with their owners. Animals will be well-cared for by the qualified partner volunteers from the Denver Dumb Friends League and Douglas-Elbert County Horse Council. Owners are encouraged to visit their animals as their time allows, but are not required to do so. Should there be a period of time that an animal is unidentified, the animal in question will be cared for. Additionally, partners may be asked to help provide appropriate food and/or veterinarian care during this period. The lead agency for animal sheltering is DCOEM. During an evacuation affecting large animals, a Brand Inspector will be included in the call-up.
4. Animal control/stray management - Basic animal control functions should be maintained during disasters to the extent possible. Such functions include responding to public reports related to stray animals or animal problems, animal bites, and collection of stray animals. The lead agency for this is the DCSO Animal Control (HSPPR).
5. Veterinary medical care and services – During an emergency event, there may be a need to care for injured or ill animals, administer infection control programs and coordinate with public health relating to zoonotic disease and animal disease management, especially at shelter sites. The lead agency for coordination of this is DCOEM.
6. Animal/owner reunion and recovery – Animal/owner reunification can be a difficult task following an evacuation. Lost & Found management procedures will be documented through the check-in sheets completed by transporters. During an evacuation of many large animals, the Brand Inspector will be activated for identification purposes. DCOEM will be the lead agency for coordination and management of this process.

## **Animal Shelter Locations**

The primary animal shelter location for large and small animals is the Douglas County Fairgrounds (500 Fairgrounds Drive in Castle Rock, CO 80104). Iron Horse Open Space (I-25 and Tomah

Road) may be utilized as an initial gathering point for large animals until the Douglas County Fairgrounds is readied. Other large animal shelter locations include but are not limited to:

- Elbert County Fairgrounds (95 Ute Avenue in Kiowa, CO 80117)
- Adjoining and Available County Fairgrounds

### **Douglas County Animal Response Trailer**

The Douglas County Animal Response Trailer is a resource trailer stocked with animal support gear such as wire cages, halters and lead ropes, and other non-perishable items needed during an incident requiring animal evacuation and sheltering. The trailer is housed at the Douglas County Fairgrounds. In addition to the DC cache trailer, there are 9 cache trailers, 2 panel trailers and 1 mobile shelter available for support and located throughout the North Central Region (NCR).

# Mass Fatality Annex

## 1.0 Introduction

### 1.1 Purpose

The Mass Fatality Annex to the Douglas County Emergency Operations Plan (EOP) is designed to provide management objectives for response and mass fatality coordination guidance for the Emergency Operations Center (EOC) in the event of a natural or man-made disaster, to include pandemic and mass fatality mutual aid, in Douglas County and establishes the **Fatalities Management Unit** of the EOC. It also provides agency roles and responsibilities and overall responsibilities of the County EOC during an emergency event involving mass fatalities in the County or in nearby jurisdictions when mutual aid has been requested. This annex outlines how Douglas County will endeavor to manage the coordination before, during and after the emergency and addresses only general strategies used for any emergency. Specific Tactical actions are described in individual agency procedural guidance. *(Please Note: This Annex is not designed to provide management objectives specific to law enforcement mass casualty events such as an active shooter/active knife attack, etc. While many aspects of the mass fatality management noted in this Annex may be applied in the aftermath of a law enforcement event resulting in mass fatalities, mass fatality management and objectives in a law enforcement event will always be driven by the applicable law enforcement standard operating procedures and those procedures can and will supersede the mass fatality objectives as outlined in this Annex.)*

This annex is not intended to provide specific guidance to field fatality management personnel, the Douglas County Coroner's Office (DCCO) or Family Assistance Center (FAC) staff members. Rather, this annex is intended to provide mass fatality management guidance for the County and the Emergency Operations Center (EOC) generally, and the Coroner/Fatalities Management Unit of the EOC specifically, so that EOC staff can support:

- field operations
- resource mobilization, management and tracking
- update resource ordering and tracking at the EOC
- provide accurate information to the Public Information Officer (PIO)/Joint Information Center (JIC)
- update situation status at the EOC
- appropriately support staffing of mass fatality response functions
- request mutual aid as needed

Fatality management is a core capability of the Department of Homeland Security (DHS) Target Capability List. The Capability is defined as follows: Provide fatality management services, including body recovery and victim identification, working with state and local authorities to provide temporary mortuary solutions, sharing information with mass care

services for the purpose of reunifying family members and caregivers with missing persons/remains, and providing counseling to the bereaved.

The overall intent of this annex is to support the provision of an acceptable standard of services for mass fatality management during a natural or man-made disaster.

## **1.2 Scope**

This annex is intended to address the need to coordinate and manage mass fatality services following a disaster, to include pandemic and mass fatality mutual aid. A mass fatality disaster is an event that results in a number of fatalities which overwhelms the normal capacity of the coroner's office of jurisdiction. A disaster may include but is not limited to the following: major motor vehicle accident, passenger rail accident, natural disaster, industrial accident, act of terrorism, etc.

Specific requirements of effective mass fatality response include functions at the EOC, the incident site, the examination center operations (to include a temporary examination center if necessary) and the FAC. It should be noted that multiple departments and agencies in addition to the DCCO will have responsibility across these functions. (Example: Law Enforcement is responsible for collection and recovery of items of evidence while the DCCO is responsible for personal property actions.)

EOC:

- Resource ordering, management and tracking
- Information coordination
- Consequence management

Incident Site:

- Scene documentation
- Collection and recovery of the dead
- Collection and recovery of victim's personal effects
- Collection and recovery of items of evidence

Examination Center Operations

- Decontamination of remains and personal effects (if required)
- Storage, documentation, recovery and transportation of forensic and physical evidence
- Determination of the nature and extent of injuries
- Identification of fatalities using scientific means
- Certification of the cause and manner of death

- Processing, identification and returning human remains and personal effects of the victims to the legally authorized person(s) (if possible)

#### Family Assistance Center

- Interaction with and provision of legal, customary, compassionate and culturally competent services to the families of the deceased
- Provision of mental health support services and referrals to the victims and the disaster workers.

This annex is not intended to provide specific guidance to field fatality management personnel, DCCO or FAC staff members. Rather, this annex is intended to provide mass fatality management guidance for the County and the Emergency Operations Center (EOC) generally, and the Coroner/Fatalities Management Unit of the EOC specifically, so that EOC staff can support the field operations, provide accurate information to the PIO/JIC, update situation status at the EOC, mobilize, track and manage resources at the EOC and appropriately support staffing of mass fatality response functions and request mutual aid as needed.

This annex provides the following information:

- Authorities and References for implementation of mass fatality services in the County
- Assumptions and considerations that were made in developing this annex and that are valid when activating the mass fatality management function
- Roles and responsibilities of agencies and organizations in preparing for and conducting mass fatality operations
- Concept of operations to coordinate mass fatality activities as a function of the County EOC.

Tasks identified in this annex are to be addressed as needed and are not necessarily contingent on the EOC being activated. When the EOC is activated, the responsibilities for mass fatality coordination fall to the Coroner and the EOC Fatalities Management Unit.

This annex has been developed in alignment with several other regional, State and Federal plans, including mass fatality specific procedures and operations. Several of the plans included in the development of this annex are listed below.

**Tri-County Public Health Emergency Operations Plan - Annex A: Emergency Support Function #8 Annex.** Under this Tri-County Health Department (TCHD) ESF #8 annex Coroners have responsibility for mass fatalities management, death investigation and participation with the ESF#8 as appropriate with an informal relationship to TCHD in the EOC. This annex notes that the Office of County Coroner is an elected position with the statutory responsibility to provide guidance and expertise in a number of mass fatality management areas and that it is the role of TCHD not to dictate how coroner's office will perform their functions during response efforts, but rather, to detail how TCHD may support coroners' offices in an

effort to allow them the capacity to fulfill their responsibilities in a more efficient and effective manner.

TCHD as the local public health agency is responsible for the monitoring of any potential disease outbreaks including those that may be the cause of the increased number of fatalities. In the event that the fatalities are disease or infection related, TCHD will coordinate and maintain communications with the County OEM and CDPHE.

**Colorado North Central Region (NCR) Mass Fatality Incident Response Plan.** The revised 2015 NCR Mass Fatality Incident Response Plan notes that the county Coroner's office is the agency vested with the primary jurisdiction for coordinating mass fatality operations within their jurisdiction and has the authority and responsibility to determine the cause and manner of death of any fatalities, victim identification, and notification of next of kin from incidents which occur within the county jurisdiction.

The NCR Mass Fatality Incident Response Plan also notes that resource mobilization is coordinated to effectively manage, order, and supply mass fatality response resources with operational coordination for local, regional, and statewide support. Resource mobilization for mass fatality response will work to benefit the respective Coroner's offices, the Incident Command System (ICS), Financial Tracking and Documentation Activities, and will be facilitated through local, county, and state Emergency Operations Centers (EOC).

**Colorado State Emergency Operations Plan (SEOP) Emergency Support Function (ESF) 8** This Douglas County functional annex aligns with the ESF 8 of the 2015 Colorado SEOP. State mutual aid aligns with this function.

The Colorado SEOP assigns the lead for Public Health and Medical Services coordination to the Colorado Department of Public Health and Environment (CDPHE). Their role is to coordinate activities and services statewide in support of local jurisdiction resource needs for preparedness, response and recovery from emergencies and disasters.

**Mass Casualty Incident – Annex XI – Colorado State Emergency Operations Plan (SEOP)** The 2015 revision of the Colorado SEOP notes as its purpose the coordinated, effective, and timely State level response to a mass casualty incident in the state of Colorado and to facilitate a coordinated response by state agencies in their response to requests from local jurisdictions.

**National Response Framework (NRF) Emergency Support Function (ESF) #8.** This Douglas County functional annex aligns with the ESF #8 of the National Response Framework for Public Health and Medical Services. Federal Mutual Aid aligns with this function.

### **1.3 Policy**

It is the policy of the County to develop plans and procedures to address the coordination of mass fatality services for citizens and visitors to the County who have been impacted by a disaster, both in the support of the recovery of fatalities and in support of providing services to families of victims. The County will also support the collection and dissemination of forensic data, as needed.

Local resources in support of a mass fatality incident are ordered, managed and tracked the Coroner/Fatalities Management Unit of the EOC. If local resources are not sufficient, the County will access additional resources via mutual aid in the NCR Mass Fatality Incident Response Plan, from the state from the Colorado State Emergency Operations Plan (SEOP) and from Federal sources as needed, according to the National Incident Management System (NIMS).

## **2.0 Authorities and References**

### **Federal**

- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288, as amended – Authorizes federal resources to supplement state and local efforts; defines the intent of federal disaster aid; establishes federal assistance programs and procedures; establishes federal and state disaster preparedness programs.
- National Incident Management System (NIMS)
- National Response Framework, 2008 – Sets forth roles and responsibilities of federal and certain non-federal entities after catastrophes overwhelm state and local government.
- Presidential Policy Directive / PPD-8: National Preparedness
- Homeland Security Act of 2002
- Post-Katrina Emergency Management Reform Act of 2006
- Government Code Title 1, Div. 4, Ch. 8, Sec. 3100-3101 – Public Employees as Disaster Service Workers) (This ensures implementation of the federally funded crisis counseling provisions, especially in support of FACs)

### **Colorado**

- C.R.S 30-10-606 – The Coroner’s Office has authority over the care and handling of the deceased. This outlines the authority of county coroners and gives them jurisdiction over any and all deaths in their county.
- C.R.S 15-10-106.5 – Petition to determine the cause and date of death directly resulting from a disaster.
- C.R.S. 15-10-107 – Evidence of Death
- Colorado Disaster Emergency Act of 1992, C.R.S. 24 -33-.5-704 - “The governor is responsible for meeting the dangers to the state and people presented by disasters. Under

this par 7, the governor may issue executive orders, proclamations, and regulations and amend or rescind them. Executive orders, proclamations, and regulations have the force and effect of law.”

- C.R.S. 24-32-2101 – Colorado Disaster Emergency Act of 1992
- G.E.E.E.R.C – C.R.S. 24-33.5-704(8) – “There is hereby created a governor’s expert emergency epidemic response committee. The duties of the committee shall be to develop by July 1, 2001, a new supplement to the state disaster plan that is concerned with the public health response to acts of bioterrorism, pandemic influenza, and epidemics caused by novel and highly fatal infectious agents and to provide expert public health advice to the governor in the event of an emergency epidemic. The committee shall meet at least annually to review and amend the supplement as necessary. The committee shall provide information to and fully cooperate with the council.”
- C.R.S 25-2-103 – designates the state registrar as responsible for maintaining and administering vital statistics, including death certificates.
- C.R.S. 25-2-110 – promulgates timelines and procedures regarding the filing of death certificates.
- C.R.S 25-2-111(1) – defines burial practices, and requires that any person requested to act as a funeral director for a dead body or otherwise whoever first assumes custody of a dead body shall obtain authorization for disposition of the dead body from either the local health department or the county coroner, as may be applicable, before burial.
- C.R.S. 24-33.5-701-176 – Colorado State Emergency Operations Plan (SEOP), March 2015 – The plan defines the roles and responsibilities of state agencies during a disaster, assigned in the form of Emergency Support Functions (ESF). CDPHE is responsible for state ESF #8: Public Health and Medical Services. ESF #8 provides supplemental assistance to local governments in identifying and meeting the public health and medical needs of victims of a disaster. CDPHE coordinates Colorado health, medical and mortuary resources that may be needed to supplement depleted county and municipal assets in response to emergency public health, medical care and mortuary needs of a significant natural or manmade disaster.

## **Local**

- County Resolution No. R004-036 Establishing the Douglas County Incident Management Team. March 23, 2004,
- County Resolution No. R005-175 Creating the Office of Emergency Management and authorize the preparation of a Local or Inter-jurisdictional Disaster Emergency Plan. December 13, 2005,
- County Resolution No. R-011-114, approving Disaster-Emergency Mutual Aid and Disaster-Emergency Resources Assistance in and among the Town of Castle Rock, The Town of Parker,

The City of Lone Tree, The City of Castle Pines, The Town of Larkspur, The Douglas County School District, The Highlands Ranch Metro District, The Douglas County Public Library District and Douglas County, Colorado by the Board of County Commissioners and the Sheriff, August 23, 2011.

- County Resolution No. R012-092, approving Intergovernmental Agreement for Emergency Management State-wide, September 11, 2012,

AND

- County Resolution No. R016-\_\_\_, defining Emergency and Disaster Authorizations and approving the Douglas County Emergency Operations Plan, September\_\_\_, 2016.

### **3.0 Assumptions and Considerations**

- This Mass Fatality Annex is developed to support the County EOC and to provide guidance to those responsible for coordination services for field/response teams.
- Hospitals and medical centers may have their own plan for mass fatality management.
- This annex is designed to support public safety in coordinating their mass fatality response to a natural or man-made disaster. Coordination and operations for mass fatality management that arises out of a criminal event (i.e. mass shooter/mass knife attack, etc.) will be managed according to applicable law enforcement policies and standard operating procedures. Public safety and local hospitals will communicate to coordinate family assistance, reporting, crisis information and other sensitive data.
- The Coroner is ultimately responsible for mass fatality management in Douglas County resulting from a disaster. Under Colorado law, the county Coroner's office is the agency vested with the authority and responsibility to determine the cause and manner of death of any fatalities, victim identification, and notification of next of kin from incidents which occur within the county jurisdiction.
- The Coroner may or may not be deployed to the EOC, having responsibilities at the fatalities incident site, at examination center operations and/or at the FAC. If not deployed to the EOC the Coroner will appoint a representative to the EOC as the Fatalities Management Unit Leader to coordinate County resources and request and respond to mutual aid services. The Coroner or Fatalities Management Unit Leader will respond to the EOC when activated in support of a mass fatalities event. The Fatalities Management Unit will co-locate with the ESF 8 Lead if ESF 8 is activated.
- The Coroner/Fatalities Management Unit will be in charge of coordinating local and regional mass fatality operations utilizing this annex.
- The Coroner/Fatalities Management Unit will support other local, state and federal agencies that may have jurisdiction for the event including, but not limited to, the Sheriff's Office, National Transportation and Safety Board (NTSB), etc.

- Depending on the capabilities of the county facilities and personnel, and the number of fatalities, the Coroner’s Office resources may be quickly overwhelmed.
- For incidents resulting in mass fatalities which overwhelm local resources, mutual aid (written or unwritten) may be requested from those agencies which make up the North Central Region (NCR).
- In a localized mass fatality incident, not all bodies may require an exam. The need for exams to be performed will be incident-specific, and will be determined by the Coroner’s Office who has primary jurisdictional authority.
- The Coroner will adhere to the principles of the Incident Command System (ICS) when used in managing operations.
- Resource mobilization is coordinated to effectively manage, order, and supply mass fatality response resources with operational coordination for local, regional, and statewide support. Resource mobilization will work to benefit the respective Coroner’s offices, the Incident Command System, Financial Tracking and Documentation activities, and will be facilitated through local, county, and state Emergency Operations Centers (EOC).

#### **4.0 Roles and Responsibilities**

##### **4.1 Overview**

Providing mass fatality services during a natural or man-made disaster in the county is a responsibility of the Douglas County Coroner. However, there are many situations that would exceed the County’s capabilities to conduct all phases of a mass fatality response (the three phases being field incident management, examination center operations and the FAC). Regional, State and/or Federal government services will likely be needed to augment County services. Requests for assistance would be initiated through the NCR Fatality Response Team (see the NCR Mass Fatality Incident Response Plan), then to the State EOC or Federal Coordination centers.

In the case of a transportation accident on State or Federal highways, or due to an aircraft crash, both the Colorado State Emergency Operations Plan and the National Response Framework are activated to meet their respective responsibilities for mass fatality management under their jurisdictional plans. (For aircraft, train and commercial common carrier crashes, the National Transportation Safety Board (NTSB) will assign staff to field investigations, examination center detail and FACs.)

The Coroner’s Office or its’ designee is assigned to the Douglas County EOC Fatalities Management Unit, and is responsible for designating staff and training representatives of their agency, ensuring that appropriate Standard Operating Procedures (SOP’s) for field activities are developed and maintained. The Coroner’s office must also identify staff and maintain notification procedures to ensure appropriately trained staff are available for extended

emergency duty in the County EOC, field disaster sites, examination center operations, and FAC.

#### 4.2 Roles and Responsibilities Reference Matrix

The matrix table below shows the primary entities that will be involved with Mass Fatalities Management during a disaster situation in the County; it is not inclusive of all the possible entities that could be involved. For example, in a large regional disaster, other county and regional entities, as well as the State and Federal Government may also be responsible for providing response and fatality management services.

County personnel that are trained to provide services during mass fatality incidents may also be requested to provide mutual aid regionally during an event in a nearby county. Mass fatality events require a significant number of trained personnel to effectively complete the functions.

Roles and Responsibilities Table In support of Non-Crime Scene* Mass Fatality Management Operations								
L – Lead S – Support	Fatalities Management Unit - EOC	Field Incident Management	Temporary Field Examination center	FAC	Designated Memorial Site	Mass Fatality Field Support/Logistics	Security	Public Information
Cooperating Agency								
<b>Douglas County</b>								
Coroner	L	L*	L	S		S	S	S
Tri-County Public Health		S	S	S				S
Douglas County Sheriff's Office		S	S	S	U		L	
Victim's Assistance					S			
FFESS				L	U			
Red Cross				S				S

AllHealth Network				S	S			
OEM	S	S		S		S		S
JIC/PIO		S		S				L
<b>North Central Region</b>								
NCR Fatality Response Team	S	S	S	S		S		S
<b>State of Colorado</b>								
	S	S		S		S		S

\* The DCCO has lead for body disposition in the field for natural and man-made disasters but operates in a support role with the Douglas County Sheriff’s Office or the NTSB as the Lead entity if the scene is deemed a crime scene.

### 4.3 Local Government Entities

The following local government entities have a role in preparedness and implementation during a disaster requiring mass fatality services. Some have a primary role and are always activated, and some provide support as needed and are called upon by their emergency managers.

#### 4.3.1 Douglas County Office of Emergency Management/EOC/ESF 8

The Douglas County Office of Emergency Management (OEM) will support the Coroner with preparing staff during County training and exercise programs. Training and exercises, especially those that involve the activation and use of the Douglas County EOC, greatly enhance the ability of all participants to operate in the case of an actual event.

During a disaster event, OEM will provide leadership in the EOC and support the decision making, coordination and situation status development for the Coroner/Fatalities Management Unit., as it will for all staff. If there is a need for mass fatality site operations, examination center operations or a FAC, OEM will support the coordination of the multiple EOC functions that will be needed to provide appropriate services for the County.

OEM will ensure that the Coroner’s needs for carrying out its responsibilities in a mass fatality event are met by supporting the Coroner/Fatalities Management Unit’s lead role in managing the mobilization, management and tracking of the resources needed to successfully manage all phases of the mass fatality event.

OEM will ensure that the PIO position is established at the EOC, and will establish a Joint Information Center (JIC), or liaise with a regional, state or Federal JIC, if required.

#### **4.3.2 Douglas County Coroner/ESF 8 -Mass Fatality Unit**

On a day-to-day basis, the county Coroner is responsible for conducting investigations to determine the manner of death, notifying the next of kin, managing the proper movement of human remains and operates the central examination center where remains are housed and exams take place.

In a mass fatality disaster, these same skills are needed, but expanded in scope to deal appropriately with the scale of the disaster and numbers of fatalities. The Coroner is the lead in managing all phases of the mass fatality operations.

There are numerous scenarios when State or Federal agencies will also assume authority for mass fatality incidents and in these cases the county Coroner will work in a Unified Command with their colleagues. Examples include mass fatality incidents occurring on State or Federal highways, incidents involving crashes of commercial airliners, incidents recognized as initiated by terrorists or incidents which are federally declared disasters.

The Coroner/Fatalities Management Unit of the County EOC will activate in any incident involving multiple disaster related fatalities. The Coroner/Fatalities Management Unit will coordinate in the EOC to request skilled staff and volunteers. If the disaster-related mass fatality operations needs are beyond the resource capacity of the Coroner, Sheriff's Office and county, they will call up trained staff and medical professionals via the NCR Mass Fatality Incident Response Plan and will assure that these resources are tracked through the County EOC resource mobilization, management and tracking system.

#### **4.3.3 Tri-County Health Department/ESF 8 -Public Health Unit**

Tri-County Public Health Department (TCHD) may serve in two roles during a mass fatality incident: ESF #8 Lead and as the local public health department. In the roles as ESF #8 Lead, TCHD will coordinate with the county coroner and other external partners for the provision of trained workers and staff to support survivors and mass fatality response staff, including trained medical personnel, and other staff as requested through the EOC. TCHD may also serve to support in the acquisition of additional supplies required in response to the incident such as PPE, body bags, etc. In its primary role as the local public health department, TCHD will provide incident specific guidance regarding infectious diseases to include but not limited to A TCHD representative is the ESF 8 Public Health Lead for the Douglas County EOC during a

disaster and is either located in the county EOC or in the TCHD Departmental Operations Center (DOC). Regardless of location, the TCHD ESF 8 Lead works in concert with the Coroner/Fatalities Management Unit of the EOC in providing support to the Coroner's Office in their capacity as Lead for a Mass Fatality disaster.

If the mass fatality is related to an infectious disease, TCHD will be serving as either incident command or in a unified command in response to the incident. TCHD will coordinate with emergency management to obtain a disaster declaration in order to access additional resources and alleviate certain rules and restrictions as related to the health and medical response to the incident.–

#### **4.3.4 Douglas County Victim Assistance Unit**

The Douglas County Victim Assistance Unit responds to victims of crimes and family survivors in cases of violent and/or sudden death. Advocates address emotional issues, confusion and trauma. Advocates also make long-term referrals to help victims get on the path of recovery. They also act as liaison between the criminal justice system and the victim. The program is supported by a coordinator, three advocates, one part-time advocate and dedicated victim assistance volunteers. An advocate is always available for crisis response.

In a large scale mass fatality disaster the Victim Assistance Unit will coordinate with the Behavioral Health component of the ESF 8 Annex. An activation of the Behavioral Health component of the ESF 8 Annex would usually include assurance that mental health resource are deployed to appropriate locations, including the FAC and any designated memorial site.

#### **4.3.5 AllHealth Network/ESF 8 – Behavioral Health Unit**

The AllHealth Network (AHN) (formerly Arapahoe/Douglas Mental Health Network) is the network of mental and behavioral health providing services to Douglas County. In a mass fatality incident AHN would have responsibility for activating and providing trained staff to the FAC, especially for crisis and grief counseling, and family support services. The AllHealth Network may also be activated to respond to a designated memorial site to assist with crisis and grief counseling and referrals not only for family members and friends at that site but also for affected members of the public who may benefit from support and mental health referrals.

In a large scale mass fatality disaster TCHD, as the ESF Co-Lead, will coordinate with the Behavioral Health component of the response under the provisions of the ESF 8 Annex. This coordination includes assurance that: behavioral health response related messaging need will be provided to the PIO, resource needs will be communicated to

partners, and all situation status data will be provided to the ESF 8 Co-Leads and the EOC Situation Unit.

#### **4.4 State of Colorado**

##### **4.4.1 Colorado Department of Homeland Security and Emergency Management**

The Colorado Department of Homeland Security and Emergency Management (DSHEM) is responsible for standing up the State Emergency Operations Center to support the operational areas with coordination of mutual aid requests, gathering situation status information, providing public information support, and for providing technical expertise as needed. DSHEM also provides updates to the Governor and requesting resources as needed.

##### **4.4.2 Colorado Department of Public Health and Environment**

The Colorado Department of Public Health and Environment (CDPHE) provides technical assistance to the county as requested during any mass fatality incident. During a mass fatality incident that is caused by a pandemic or other influenza, CDPHE will have additional responsibilities for decision making, data collection, laboratory services, healthcare facility readiness and action steps regarding the control of the outbreak and the number of fatalities. They will also be available for support to incident sites (field operations, examination center, and FACs) and provide support regarding the control of an outbreak. Such authorities are outlined in the Colorado State Emergency Operations Plan and all coordination will be funneled through TCHD as the ESF 8 Lead and local public health lead.

#### **4.5 Federal Partners**

##### **4.5.1 National Transportation Safety Board**

In the event of an aviation or passenger rail accident, the National Transportation and Safety Board (NTSB) will be the lead agency in establishing and operating a FAC. NTSB will coordinate assistance efforts with local and state authorities, including the coroner, local/County/State law enforcement, an emergency management agency, hospitals and other emergency support personnel.

During incidents in which NTSB does not have a legislated role to coordinate FAC services, the NTSB may serve as a technical advisor to assist local jurisdictions with FAC Operations.

##### **4.5.2 Department of Health and Human Services National Disaster Medical System, Disaster Mortuary Operations Response Team**

A Disaster Mortuary Operations Response Team (DMORT) may be activated in the event of a mass-fatality incident if Douglas County Coroner and NCR Regional Mass Fatality Incident Response Plan resources are overwhelmed to assist with victim

identification and mortuary services. DMORT may provide the complete suite of mortuary operations resources and staff members to an incident. They can also establish and provide support staff to the incident FAC. The DMORT would need to be requested by the Colorado SEOC once all local and state resources were overwhelmed. A Presidential disaster declaration is required before DMORT can be activated.

#### **4.5.3 Federal Bureau of Investigation**

After an incident, the Federal Bureau of Investigation (FBI), a member of the US Department of Justice (DOJ), may be able to aid in fingerprint collection and supplementing laboratory assets. In the event that an incident is officially classified as a criminal act the FBI assumes a leadership role in unified command and may coordinate communications with families and friends to gain and provide information about the incident. The FBI will also be the lead agency on coordinating Crime Victim Assistance for families.

#### **4.5.4 Non-Profit Organization – American Red Cross**

In the event of a legislated aviation or passenger rail accident the American Red Cross (ARC) is the lead agency of family care and crisis intervention after the accident. ARC may also be requested by the county to support a non-legislated Mass Fatality event. They will coordinate and manage the numerous organizations and personnel offering counseling, religious and other support services to the operation. If necessary, they will also deploy a Critical Response Childcare Team to coordinate on-site childcare services.

In other mass casualty or mass fatality incidents, the ARC may be called on to help to provide Mental Health and Spiritual Care support to the FAC or provide other assistance depending on local resources and local plans.

### **5.0 Concept of Operations**

The Coroner and staff respond in a coordinated fashion to a mass fatality incident in the County. In an incident involving only a few individuals, the County Coroner may have the capacity to manage the situation. However, in an incident involving numerous individuals, the County may need the support of other local, regional, state and federal staff to support the operations, including supporting the FAC, examination center operations site, field site management and public information.

#### **5.1 Pre-Response/Initial Actions**

The Douglas County Coroner, the Douglas County Sheriff's Office and the Douglas County OEM work with County agencies, non-governmental partners, contracted resources and stakeholders to determine the disaster services support needed for mass fatality incidents.

## **5.2 Activation**

This annex will be implemented under any of the following circumstances:

- The Coroner determines it is appropriate to implement the plan
- OEM requests that the plan be implemented
- The County has declared a disaster that involve mass fatalities
- Mutual Aid requests from other local jurisdictions in the NCR have requested support.

The Coroner/Fatalities Management Unit of the EOC is activated during any mass fatality incident. Additional law enforcement personnel can be contacted via internal communications or dispatch as needed.

## **5.3 Mass Fatality Response Functions**

The key response functions for mass fatality management include:

- EOC coordination via the Coroner/Fatalities Management Unit
- Management of the mass fatality incident scene
- Establishing secondary sites for examination center operations (if the DCCO is at capacity)
- Establishing a mass fatality FAC
- Providing media with accurate messaging
- Provide mutual aid, as needed.

### **5.3.1 Activate the Fatalities Management Unit in the EOC**

The Coroner or members of the Coroner's Office staff will fill the duties of the Coroner/Mass Fatalities Unit in the ESF 8 of the EOC. The staff members will follow the ESF 8 Policies and Procedures and ensure both staff and resources are coordinated for maximum support of disaster victims and their families. Assuming the Coroner will likely be in the field, the Coroner can delegate a Coroner's Office staff member to the County EOC.

### **5.3.2 Management of the Mass Fatality Incident Scene**

Incident Command is used to manage all field tactical components of the mass fatality emergency. Coroners will assume the appropriate positions within the Operations Section as designated by the Incident Commander. The Operation Section is responsible for developing key branches, including an incident site recovery branch, a security branch, a mortuary branch (that manages the admitting, processing and disposition of remains at examination center operations), and the FAC Branch.

### **5.3.3 Examination Center Operations**

Douglas County's body storage capacity is 78 deceased, and could be quickly exceeded during a mass fatality event. As a planning number, 10 or more deaths that occur as part of a mass fatality situation will trigger the activation of the Mass Fatality Annex.

When the Douglas County Coroner determines that county resources will not be sufficient to handle a mass fatality incident the Coroner will activate the NCR Mass Fatality Incident Response Plan and call upon partners in the NCR to provide personnel and resources to meet the needs of the incident. For planning purposes the NCR will utilize all NCR resources, and then seek assistance from the state to activate the State Resource Mobilization plan.

A temporary examination center will be considered only if all other options are utilized and/or are not feasible.

### **5.3.4 Establishing a Mass Fatality Family Assistance Center**

A FAC will be established for the family members of missing, unaccounted for and deceased persons, in order for them to obtain necessary information, resources and amenities following the incident. It also provides a central location for public officials to have access to the families to gather information in support of remains identification. Douglas County Fleet, Facilities and Emergency Services Support (FFESS) will establish and manage a FAC upon request by the Incident Commander or local OEM/EOC. Incident Command will coordinate with local law enforcement to secure the area around the FAC in order to create a safe place for the victims' families to gather. Victims Assistance will be available to provide support to the FAC and mental health referrals to victim's families.

The FAC will be established at an appropriate distance from the incident scene and in facilities that can accommodate any and all persons needing to access the services provided. Examples of appropriate facilities include a hotel, school or other public building. This facility will have areas available for large gatherings, if possible, as well as private areas for individual families.

A Victim Identification Center is a sub-set of the FAC designed to provide a space and resources for public officials to meet with families to gather information in support of remains identification and to distribute information to the families of the deceased. The Victim Identification Center is established at a distance from the larger FAC in order to protect the privacy of victims' families.

The American Red Cross can be invited by the county to manage a FAC on a longer term basis and has established and trained resources to provide FAC supporting personnel and resources.

### **5.3.5 Establishing a Designated Memorial Site**

When individuals have died in a sudden or shocking manner it has become common in the United States for spontaneous shrines to appear. These ad hoc memorials allow relatives, friends and the general public to acknowledge the circumstances of the death by leaving objects, notes or other remembrances as a public form of grieving. These temporary memorials sites often spring up at or near the location of the mass fatality event – creating issues in crowd control, scene security and management due to the influx of people and objects not related to the event itself.

In order to avoid issues it is advisable to formally designate a nearby area as the designated memorial site. This Designated Memorial Site will be established at an appropriate distance from the incident scene and in locations that can accommodate any and all persons wishing access to the site. This location will be an area available where people can come to express their grief, leave objects or hold faith based activities. Selection, set up and demobilization of a designated memorial site is the responsibility of Douglas County FFECS. Physical management of the site is the responsibility of the DCSO, the Sheriff's Office Community Support Volunteers (CSV's) as directed, or by any agency that the DCSO designates as the site manager. Victim support at the site is the responsibility of the Douglas County Victims Assistance Unit and can be supported by community based behavioral health responders such as AllHealth Network.

## **5.4 Post-Disaster Services**

### **5.4.1 Releasing the Scene and the Closure of Facilities**

The incident site will need to be confirmed safe for public reentry. If a temporary examination center was instituted, it will need to be cleaned, disinfected, and certified safe for public reentry. The FAC will need to be eventually closed, but will likely need to be kept open until all next of kin have been notified, the deceased have been properly interred, and family members no longer require the service of disaster counseling.

## **5.5 Public Relations**

During a mass fatality incident, the Incident Commander will coordinate with the Public Information Officer (PIO) at the scene to handle any media or public information needs.

**The PIO may not release any information regarding victim identification, number of fatalities, personal information, cause of death, etc., without consent from the Coroner.**

Public information will be coordinated by the jurisdiction’s PIO and will include all agencies, organizations, and jurisdictions involved in the incident through the Joint Information Center (JIC). This will ensure information and messaging is coordinated and agreed to among all responding entities prior to dissemination. The incident PIO will release information to the public. Once family members are notified of the deceased, the Coroner’s Office will wait 1 hour before providing victim names to the JIC. Names will be released through the incident PIO.

## Appendix A: Acronyms

AHN	AllHealth Network
ARC	American Red Cross
CDPHE	Colorado Department of Public Health and Environment
CRS	Colorado Revised Statutes
CSV	Community Service Volunteer
DHSEM	Department of Homeland Security and Emergency Management
DMORT	Disaster Mortuary Operational Response Team
DOC	Departmental Operations Center
DOJ	Department of Justice
EOC	Emergency Operations Center
ESF	Emergency Support Function
FAC	Family Assistance Center
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
ICS	Incident Command System
JIC	Joint Information Center
NCR	North Central Region
NIMS	National Incident Management System
NRF	National Response Framework
NTSB	National Transportation Security Board
OEM	Office of Emergency Management
PIO	Public Information Officer
PPE	Personal Protective Equipment
SEOC	State Emergency Operations Center
SEOP	State Emergency Operations Plan
TCHD	Tri-County Health Department
VAU	Victims Assistance Unit

# Public Health Emergency Annex

## Introduction

### Purpose

The purpose of this annex is to identify the ESF #8 agencies and partners within Adams, Arapahoe, Douglas, and Elbert Counties and the City of Aurora and to facilitate Tri-County Health Department's (TCHD) role as lead for these jurisdictions and municipalities in creating a comprehensive ESF #8 coordination system. This document will describe TCHD's capacity or method for response to the ESF #8 component of any event or incident as requested by the affected jurisdiction(s).

### Regional Setting

The Tri-County Health Department is the largest local health department in Colorado. Covering Adams, Arapahoe, and Douglas Counties, including the City of Aurora, and supporting Elbert County TCHD serves approximately 1.3 million people. Within these four counties there are twelve hospitals with emergency departments and an additional five specialty hospitals. Many of these facilities are part of wider healthcare systems both providing expanded capacity and services as well as potentially complicating a fully integrated response to disasters. Additionally, there are twenty five ambulatory surgical centers located in these counties as well as a number of nursing homes, home healthcare agencies, long term care facilities and other types of medical businesses.

Each of these four counties has an elected coroner and a staffed coroner's office with TCHD providing vital statistics records. Mental and behavioral health issues are handled at the county level by Adams County Community Reach Center and Arapahoe Douglas Mental Health Network. The City of Aurora, extending into all three counties, houses the Aurora Mental Health Center to address these concerns at the city level. Additionally, jurisdictional victim's assistance programs serve as the lead for behavioral health issues during a law enforcement led incident.

Colorado has been divided into nine All-Hazards Regions, the purpose of these being to improve Regional preparedness through effective planning, training, and exercising. TCHD is an active participant in the North Central Region (NCR), comprising the ten counties in the Denver Metro area. Through the Regional Board of Directors and committee structure, TCHD has developed working partnerships with other local health departments, hospitals and other stakeholders within the region.

### Scope

This ESF #8 Annex provides planning in the response areas defined in the National Response Framework and include:

- Assessment of public health/ medical needs;
- Health surveillance;
- Medical care personnel;
- Health/medical/veterinary equipment and supplies;

- Patient evacuation;
- Patient care;
- Safety and security of drugs, biologics, and medical devices;
- Agriculture safety and security;
- All hazards public health and medical consultation, technical assistance, and support;
- Behavioral healthcare;
- Public health and medical information;
- Vector control;
- Potable water/wastewater and solid waste disposal;
- Mass fatality management, victim identification, and decontaminating remains; and
- Veterinary medical support.

In instances where TCHD is not directly responsible for the above listed capabilities or resources the responsible agencies may directly access the appropriate resources or request that TCHD serve as a conduit to access those agencies or departments that provide those resources and ensure their coordination into the response. This includes coordinating with state level departments, such as the Department of Agriculture, when appropriate.

The ESF #8 system within the TCHD jurisdiction and Elbert County does not include EMS and their role in Pre-Hospital Triage. These functions are covered by other ESFs or systems.

ESF #8 is designed to provide a flexible organizational structure capable of meeting the requirements of many emergency scenarios. This structure is meant to streamline access to resources and information and effectively incorporate ESF #8 partners into an operation while allowing for a more efficient use of limited staffing capabilities during a response.

This document is a functional annex to the TCHD Public Health Emergency Operations Plan (PHEOP) and is intended to function as such for the Adams, Arapahoe, Douglas, and Elbert County Emergency Operations Plans (EOPs) and the City of Aurora EOP. To the extent possible, information contained in other sections of these EOPs will not be repeated in this ESF Annex.

Most of the agencies involved in public health and medical services activities have existing emergency plans and procedures. This ESF #8 plan is not designed to replace those plans. Rather it is designed to complement and support existing plans and procedures.

TCHD is authorized to act as the ESF #8 lead in accordance with this annex insofar as this annex has been adopted for use by Adams, Arapahoe, Douglas, and Elbert Counties and the City of Aurora for the management and coordination of ESF #8 activities and partners within their jurisdictions.

### **Assumptions**

- Each jurisdiction organizes its emergency operations center in response to events and incidents differently, but the ESF #8 component of a response will be organized through the system described in this document.

- ESF #8 is designed for organization of public health and medical preparedness and response at the federal level. This system is specific to the existing federal structure and not always appropriate for local planning or response. It has been adapted in this annex to meet identified needs.

## **Concept of Operations**

### **Roles and Responsibilities**

#### **Tri-County Health Department (TCHD)**

- Provide county public health services and operations, as deemed critical to the incident, for disaster response and recovery may include:
  - Identify public health needs in affected areas and develop response strategies
  - Provide assistance with recommendations on the disposal of hazardous and radiological materials
  - Provide disease control, surveillance and investigation
  - Provide mass prophylaxis
  - Provide guidance to healthcare providers
  - Issue quarantine and isolation orders
  - Provide medical surge care planning, coordination, and logistics support
  - Provide for environmental health
  - Inspect food and water supplies and evaluate and recommend methods for disposal of contaminated foods
  - Conduct animal bite response and investigation activities for rabies
  - Conduct vector surveillance
  - In cooperation with State and Federal officials as well as the food industry, conduct trace-backs or recalls of adulterated products
- Serve as ESF #8 lead, coordinating activities as requested. Actions that may be supported by TCHD, if possible, include:
  - Coordinate staffing of the County Emergency Operations Centers' ESF #8 chairs as requested and able during response to support the operation.
  - Request appropriate ESF #8 organizations to activate and deploy public health, medical, behavioral health and veterinary medical personnel (in coordination with ESF #11), equipment, and supplies in response to requests for local public health and medical assistance, as appropriate.
  - Make requests to the Colorado Department of Public Health and Environment (CDPHE) for activation of additional ESF #8 resources, as necessary, to support response operations.
  - Evaluate requests for assets, which may include Strategic National Stockpile (SNS) assets, based upon relevant threat information and submits the requests to CDPHE, or other designated partners, as appropriate.
  - Assist with family reunification
  - Assist with patient tracking
  - Assist with hospital surge operations
  - Assist with hospital evacuation
  - Assist with outpatient diagnosis and treatment
  - Assist with hospital triage

- Assist with patient education
- Assist in surge staffing at triage centers, surge hospitals
- Establish and facilitate Alternate Care Facilities
- Support behavioral health response/crisis counseling
- Support mass fatalities management
- Support with death investigation
- Coordinate with other ESFs for operational support
- Coordinate all health and medical messaging/risk communications to the public in conjunction with the County PIO(s) and provide subject matter expertise for any health and medical information released.
- Coordinate ESF #8 activities between impacted and supporting jurisdictions.
- Coordinates with Bonfils Blood Center which collects, tests, manufactures and distributes blood and blood products to maintain a safe and adequate community blood supply using the Blood Availability and Safety Information System as baseline data for ESF #8 activation.
- Liaises with Bonfils Blood Center to coordinate local public announcements around blood supply needs and donation logistics.

**Offices of Emergency Management (OEMs)**

- Provide support (to include what is described in county EOPs)
  - Communications between Emergency Operations Center (EOC) and any local Department Operations Center (DOC)
  - Information sharing between the field, the EOC and the DOC
- Coordination between ESFs
- Coordination between impacted and supporting jurisdictions
- Request activation of ESF #8, as appropriate

**Hospitals, Private Physicians/Medical Practices**

(Clinics, ambulatory surgical centers, etc.)

- Inpatient care
- Emergency Department triage
- Surge hospital management staffing
- Alternate Care Facility
- Medical branch staffing in the EOC or DOC
- Outpatient diagnosis and treatment
- Patient education
- Patient hazardous materials decontamination
- Participate in ESF #8 coordination as appropriate

**Emergency Medical Services**

Provide technical assistance and coordination for identifying and meeting medical transportation needs

- Operational coordination and administration of assigned and attached medical response assets

- Patient reception during a National Disaster Medical System or like event
- Medical surge or alternate care facility staffing support when available
- Share pertinent transport and symptomatic data/trends with ESF #8 representatives as deemed appropriate
- Participate in ESF #8 coordination as appropriate

### **Coroners**

- Mass fatalities management
- Death investigation
- Participate in ESF #8 coordination as appropriate

### **Mental/Behavioral Health**

- Respond in coordination with other agencies to behavioral health needs of responders, victims, survivors, and collaterals
- Behavioral Health support including Psychological First Aid
- On-going crisis counseling
- Assist in creating trauma-informed public messaging
- Provide referrals and resources to responders, victims, survivors, and collaterals
- Participate in ESF #8 coordination as appropriate

### **Bonfils**

- Monitors blood and blood product supplies throughout the year using the Blood Availability and Safety Information System as baseline data for ESF #8 activation.
- Monitor blood and blood product shortages and reserves, including the safety and availability of the blood supply.
- Liaises with TCHD for logistical requirements.
- Liaises with TCHD and any established Joint Information Center (JIC) to coordinate a local public blood announcement message for the need to donate.
- Participate in ESF #8 coordination as appropriate

### **Command and Control**

When a mass casualty or complex incident occurs in Adams, Arapahoe, Douglas, and Elbert Counties and the City of Aurora, multiple disciplines may be called into action, including public safety, public health, human services, emergency management, and others as appropriate. Incident management refers to the structure put in place to direct all components of the response to a specific incident or event. Activation of ESF #8 and this Annex to respond to medical surge or other health, and medical components of the incident or event will establish the necessary coordination to integrate field-level response strategies with jurisdictional response. Field-level response refers to those decisions and activities directed at the incident to minimize the effects on health, life-safety and property. In some instances responses usually assigned to ESF #8 may warrant more specific attention within the command structure. When this occurs and personnel are available, ESF #8 will assign an appropriate liaison to the area to create an efficient system of coordination.

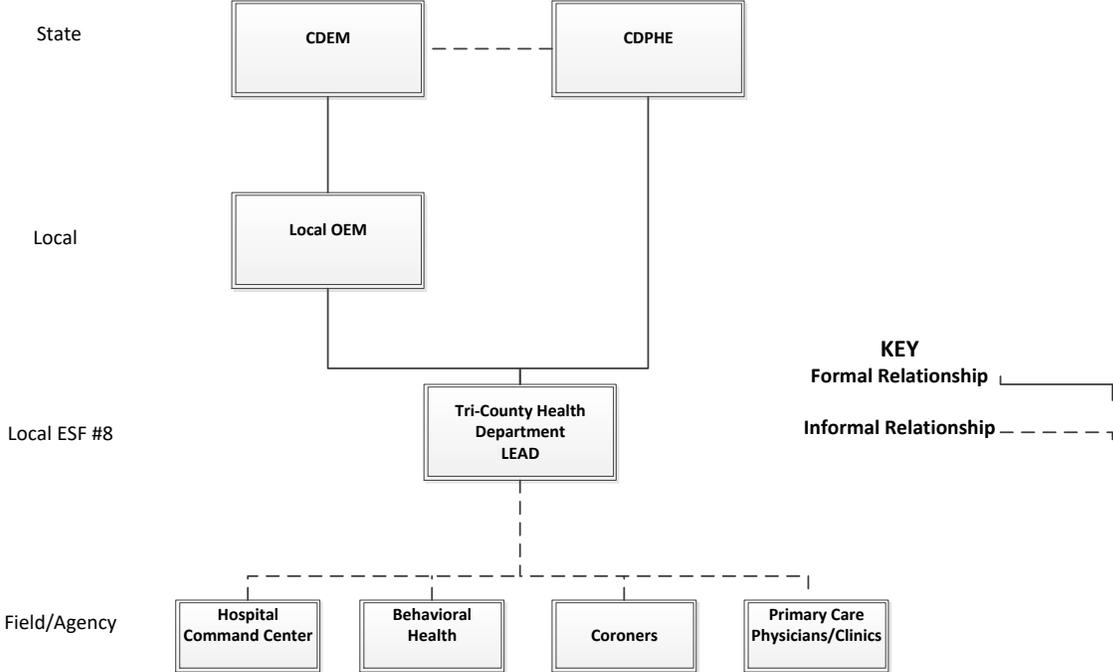
## Organization

Incident organization can be broken down into four scenarios to best determine the appropriate structure for incident management and ESF #8 coordination. Coordination of the ESF #8 role during emergencies will be determined during the incident, consistent with the County or Municipal EOP, using the principles for response and coordination described in this plan.

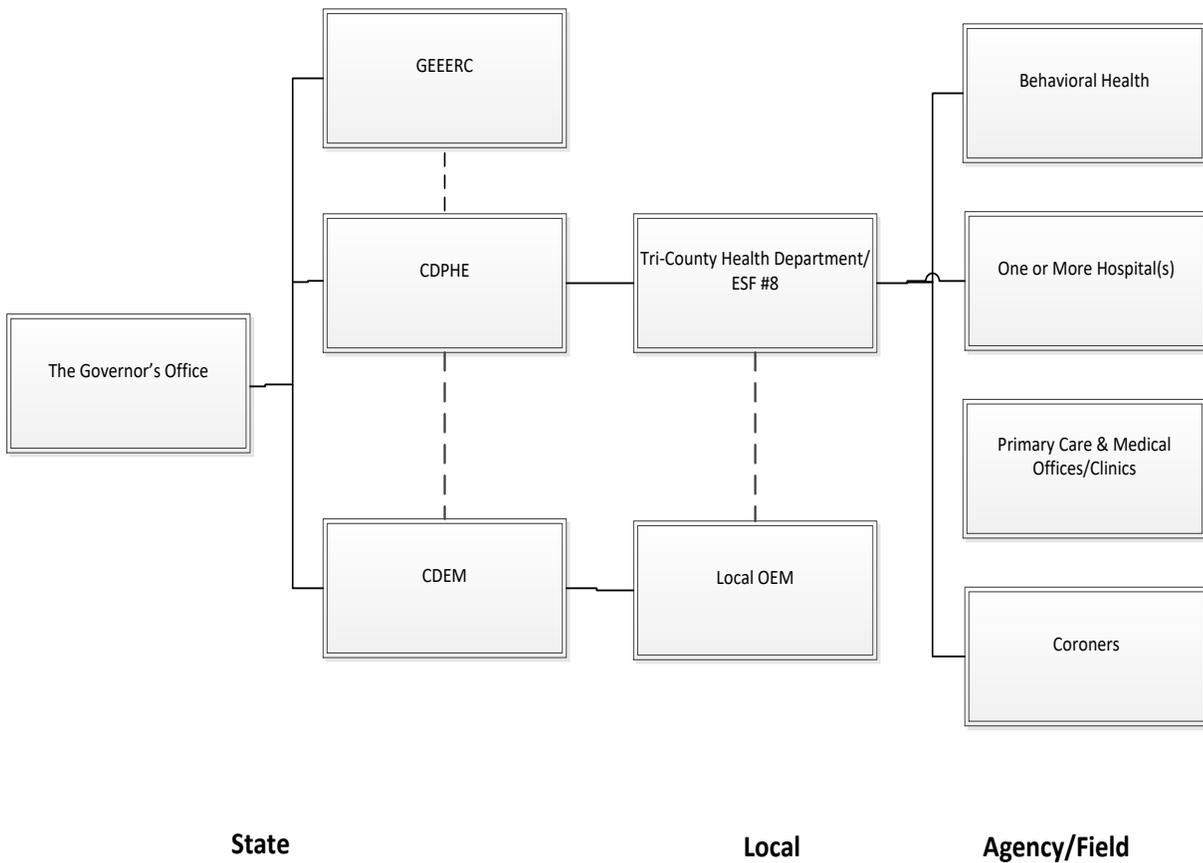
TABLE 1: ESF #8 COORDINATION BY INCIDENT SCENARIO

<b>Incident Scenario</b>	<b>Incident Management</b>	<b>ESF #8 Coordination</b>
Scenario 1. Public Health led incident with limited partner involvement (ex. Hepatitis A Outbreak)	Public Health Incident Management Team (PHIMT)	Partner interaction occurs through Liaison Officer
Scenario 2. Public Health led incident with strong need for ESF #8 Coordination (ex. Pandemic), EOC not activated	PHIMT	Formalized coordination through TCHD with EOC activation anticipated
Scenario 3. Public Health led incident or incident with major public health response (ex. intentional hazmat spill), EOC activated	PHIMT or other agency as appropriate	Formalized coordination through EOC with appropriate staff liaising between EOCs and TCHD DOC as needed
Scenario 4. Incident with little or no Public Health response required, but with significant ESF #8 response required (ex. active shooter incident)	Other agency as appropriate	Formalized coordination through EOCs as requested

**ORGANIZATIONAL CHART 1: ORGANIZATION DURING A PUBLIC HEALTH INCIDENT**



**ORGANIZATIONAL CHART 2: ORGANIZATION DURING AN INCIDENT WHERE PUBLIC HEALTH IS NOT THE LEAD**



**Response**

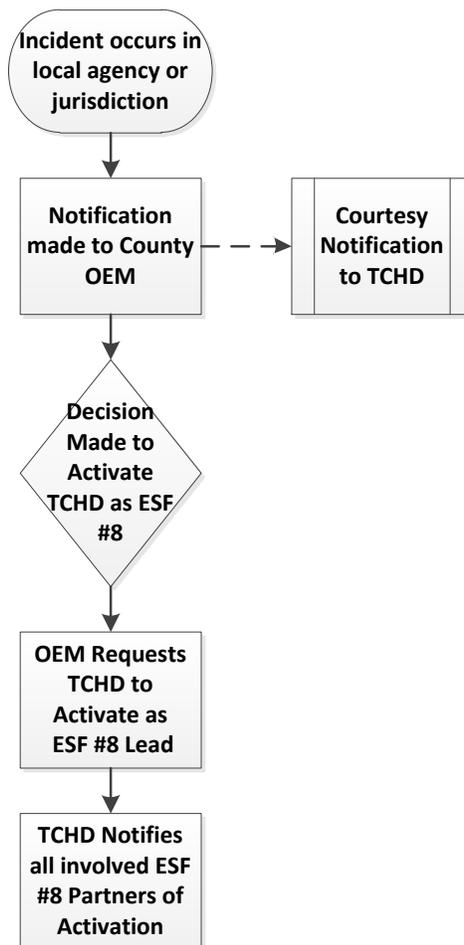
**Notification**

For an incident in which public health is not the lead agency, notification and requests for assistance should go to the county or municipal emergency manager for the jurisdiction where the incident has occurred or is occurring. Courtesy notification should be made to TCHD from the County or City of Aurora Office of Emergency Management once they determine that they may need ESF #8 support. The initial call will either put TCHD Office of Emergency Preparedness and Response (EPR) staff on standby or activate them in their role as public health lead and ESF #8 lead depending on the types of response needed.

If TCHD is activated as the ESF #8 lead, EPR staff or activated Public Health Incident Management Team (PHIMT) members will make any other health and medical notifications made necessary by the incident.

For incidents in which public health events are reported through standard public health reporting systems, TCHD will evaluate and determine the need to notify County or Municipality OEMs and other ESF #8 partners.

FLOWCHART 1: NOTIFICATION AND ACTIVATION PROCESS



### Assessment

The Initial Incident Assessment or the "Incident Size-Up," as described in ICS, is a formal process for reviewing and evaluating an emergent incident and determining the need to activate and the appropriate level of activation. For the purposes of this Annex, the assessment is used to review the situation, determine the need to activate an ESF #8 lead, to identify what additional stakeholders need to be activated in response to the incident, and to document the decision. This process should be facilitated by

the emergency manager for the affected jurisdiction(s) or the incident commander, depending on the incident and necessary response. TCHD should be included in all discussions pertaining to the activation of the ESF #8 Annex.

### **Activation**

A request for support from the affected county or City of Aurora emergency manager will activate the ESF #8 Annex and TCHD. TCHD may activate this annex during a public health incident. Examples of situations that could trigger activation of ESF #8 include the following:

- Any mass casualty incident within or outside of the TCHD jurisdiction that requires the transport of patients to local hospitals.
- Any hospital in Adams, Arapahoe, or Douglas Counties having too few resources to manage the surge at their facility.
- The number of patients at any hospital exceeds the hospital's licensed capacity.
- The number of fatalities in any jurisdiction exceeds the abilities of the coroner's office.
- Any event that requires a large coordinated behavioral health response.

### **Staffing**

When staffing is available, TCHD will send a representative to the affected Emergency Operations Center in Adams, Arapahoe, Douglas, or Elbert County or the City of Aurora, when requested by the appropriate emergency manager. If a municipality, with the exception of the City of Aurora, would like TCHD staff to fill the ESF #8 role within their activated EOC, they must make this request through their county's Office of Emergency Management. This person will serve as ESF #8 lead for that jurisdiction or as the liaison to the TCHD Department Operations Center (DOC) if activated. If no staffing is available to staff the EOC, ESF#8 activities will be coordinated through the TCHD DOC or other designated site.

### ESF #8 resource requests

For the purposes of this Annex, resources required during incident response can be classified as either ESF #8 specific or other. TCHD will serve as the point of contact for ESF #8 resources housed within Adams, Arapahoe, Douglas, and Elbert Counties and the City of Aurora following the procedures as established in Section 10 of the TCHD Public Health Emergency Operations Plan (PHEOP). Additionally, TCHD will be responsible for identifying and facilitating the acquisition of ESF #8 resources from outside of these counties. All other resources will be accessed through the Office of Emergency Management or Emergency Operations Center (EOC) in the affected jurisdiction if activated. TCHD will track all ESF #8 resource requests utilizing local EOC resource ordering protocol.

As per the mutual aid provisions in the CO North Central Region's Health and Medical MOU, agencies receiving resource support during an incident will reimburse the originating agency or jurisdiction for the cost of supplies following the first full operational period or the first 12 hours of an incident or will return items in the condition that were provided. For this purpose, documentation is vital when providing support during an incident.

## **Initial Actions**

ESF #8 will focus on coordination between healthcare facilities and/or health and medical partners so that incident management can focus their attention on internal objectives, strategies and tactics. ESF #8 will set priorities between facilities, agencies and jurisdictions to ensure efficient resource use. Critical resources will be allocated between facilities, agencies and jurisdictions by overall priorities established by incident management and the ESF #8 Lead.

Activities of ESF #8 after activation will be organized into Planning, Logistics, and Risk Communications. The activities listed in the Roles and Responsibilities section of this document are not all inclusive but are helpful in considering the appropriate software, technology and staff skills needed when activated. As ESF #8 Lead, TCHD will compile real-time status information from each involved ESF #8 agency. TCHD and the emergency manager will convene a conference call or meeting/briefing to present the compiled data for discussion prior to issuing recommendations for coordination.

## **Interface with CDPHE**

TCHD serves ESF #8 partners as the direct link to state and federal resources through the Colorado Department of Public Health and Environment (CDPHE). In all incidents led by public health, TCHD maintains an open line of communication with CDPHE, both in making resource requests for the local response efforts and in receiving information and guidance from state and federal subject matter experts. This standard operating procedure is the same during daily operations and larger scale incidents requiring emergency response activities. See Organizational Chart 1 for a schematic representation of this relationship.

During all other incidents and events where public health is not the lead but TCHD has been activated as the ESF #8 lead, the interface between the local response and state and federal partners occurs through TCHD. TCHD staff will work with local ESF #8 partners to identify ways to fill resource and staffing requests. When TCHD is unable to fill specific needs, resources and staffing, requests will be passed to CDPHE for assistance/support. In turn, CDPHE will pass along key information, subject matter expertise and resource requests to local partners through TCHD to be utilized and filled at the local level. If necessary, CDPHE will also be directly responsible for filling resource and information requests made by other state agencies or partners operating at the statewide level. When appropriate, CDPHE will redirect requests for resources and or assistance to the local ESF #8 lead (TCHD) to be filled. This streamlined process is intended to avoid duplication of efforts and assist in the identification of response gaps. See Organizational Chart 2 for a schematic representation of this relationship.

When TCHD has been activated as ESF #8 lead, they will schedule an initial and ongoing situational awareness conference calls with CDPHE ESF #8 staff. During these calls, information will be shared between both agencies to create a common operating picture. Additionally, any initial resource requests will be assigned to the appropriate agency and a conference call schedule for the exchange of information and resource needs will be established.

## **Mass Medical Care Exceeding Hospital Bed Capacity**

ESF #8, facilitated by TCHD working with hospital representation, will assist in the provision of healthcare coordination in Adams, Arapahoe, Douglas, and Elbert Counties and the City of Aurora using the care guidelines<sup>1</sup> developed by CDPHE with the goal of providing ethical, reasonable, transparent and flexible guidance to achieve the following:

- Provide clearly understood and widely accepted guidance that is fair and clinically sound to the healthcare providers, systems and facilities for consistent and equitable triaging during a disease outbreak, pandemic, or other public health incident so that all persons seeking guidance or care are addressed in the same manner.
- Maximize appropriate care for the largest number of patients presenting to an overwhelmed critical care system.
- Minimize serious illness and death by prioritizing a finite pool of resources to those who have the greatest opportunity to benefit from them.
- Maximize self-triage and self-care by the general public using a variety of media to deliver public health messages.
- Delineate which healthcare facilities should provide what type of care based on the capacities and capabilities of the facility.
- Communicate a legal framework, as provided by CDPHE, for developing triage decisions and utilizing nonstandard healthcare facilities in an emergency.

## **Alternate Care Facilities (ACF's)**

ACF planning provides the framework for opening and operations of temporary healthcare facilities to provide surge capacity for mass care of patients during public health and medical emergencies. Each hospital is responsible for having an internal medical surge plan to accommodate an increase in patient load. Once hospital surge plans have been overwhelmed, these facilities will look to their local offices of emergency management and ESF #8 to provide additional resources to continue care of affected individuals. ACFs share critical functional planning components, and in Adams Arapahoe, and Douglas Counties are aligned into a single plan (Annex L to the Public Health Emergency Operations Plan (PHEOP)) maintained by TCHD EPR staff. This document outlines triggers that must be met prior to opening an ACF and a framework for the operation of such a facility. Elbert County does not have a hospital within its jurisdiction and therefore does not require this detailed medical surge capability.

## **Emergency Medical Assets**

Emergency medical supplies are pre-positioned locally in each of these four counties and the City of Aurora as well as regionally throughout the NCR for rapid deployment (Appendix A-1). These and any additional medical supplies required for the response to or recovery from an incident should be requested through TCHD when activated as ESF #8 lead. TCHD will coordinate with the agency(ies) hosting these regional assets. Exceptions to this statement include the forward deployed portion of the Strategic National Stockpile (SNS) identified as the Chempack. These caches can be accessed using the protocol established by the Colorado Department of Public Health and Environment (CDPHE). The Colorado

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<sup>1</sup> Colorado Department of Public Health and Environment, *Guidance for Alterations in the Healthcare System During a Moderate to Severe Influenza Pandemic ver.7, Sept. 2009.*

State Patrol (CSP) is charged with the security and transportation of the Chempack should they be requested by a non-hosting entity.

TCHD may work with other local partners or the State to identify the most appropriate way to address identified needs. During large scale incidents some medical supplies may be accessed through The Strategic National Stockpile (SNS). The plan for obtaining these resources is the responsibility of TCHD. The SNS Plan for distribution is included in the TCHD PHEOP in Annex J.

### **Behavioral Health**

The population of Adams, Arapahoe, Douglas, and Elbert Counties and the City of Aurora are served by Community Reach Center, Arapahoe Douglas Mental Health Network, Elbert County Health and Human Services, and Aurora Mental Health Center. Each of these agencies has and maintains a written Behavioral/Mental Health Disaster Response plan. The purpose of these plans is to ensure an efficient, coordinated, effective response to the behavioral/mental health needs of those affected by a disaster in any of these jurisdictions. This includes addressing needs of survivors/victims, families, rescue personnel, and others in the community to assist them in the immediate aftermath of a disaster.

The scope of operations within these four counties and municipalities within these counties is to provide psychological first aid as needed to all survivors of disaster and to emergency personnel responding to a disaster in order to maintain and improve adaptive functioning.

Each of these agencies along with TCHD has recognized that an emergency, disaster or terrorist event will raise the stress level in survivors and responders, often impacting their cognitive functioning, as well as their emotional well-being. This impact decreases individuals' ability to adaptively maintain functioning within work and life spheres on an ongoing basis. These agencies will provide mutual aid to other jurisdictions within the NCR, the state and other regions when requested through the county emergency manager or other appropriate processes, including ESF #8 when activated.

Should any of these agencies find the response overwhelms their immediate resources, they can request mutual aid support from other local response partners, including other local mental health centers, the American Red Cross, The Salvation Army, Victim Advocates or a host of other agencies or organizations. This request will be placed through ESF #8 and ICS mechanisms. Should the local jurisdiction be overwhelmed, any of these organizations or TCHD can request the activation of the Colorado Crisis Education and Response Network (CoCERN) through the State Emergency Operations Center and through CDPHE OEPR. CoCERN is a statewide asset based in community partnerships formed to deliver effective, efficient and professional disaster behavioral health services. CoCERN is a Multi-Agency Coordination Entity used to coordinate the provision of disaster behavioral health services during an emergency. The purpose of the CoCERN document is to establish the terms and serve as the framework for partner agencies to coordinate and integrate their efforts to offer comprehensive and professional behavioral health services to survivors of and responders to man-made or natural disasters. This document also serves as the Behavioral Health Annex to the TCHD PHEOP.

These behavioral health agencies have developed knowledge of the resources for referral to ongoing

services and will be able to provide this information to individuals throughout the emergency situation. The professionals responding to an incident will provide triage of behavioral health needs and be able to direct persons involved to the appropriate resource.

General information regarding behavioral health will be provided to appropriate public information officers for use with various media outlets.

Each of these agencies provide for ongoing training and exercises of behavioral health responders, keep a communication network in place, update the response plan on a regular basis and maintain a database of responders. This database is maintained individually by Community Reach Center of Adams County, Arapahoe Douglas Mental Health Network, and Aurora Mental Health Center.

### **Mass Fatalities**

The Office of the County Coroner is an elected position with the statutory responsibility to provide guidance and expertise on planning for and handling of the dead, including the identification, cause of death, manner of death, disposition of bodies, notification of family members, and reporting to public health.

- In cases of mass fatalities, the Coroner's Office takes the lead in processing the scene and managing all of the bodies. In these situations, the Coroner's office will coordinate with other response agencies involved in the incident, such as law enforcement, fire, or hospitals.
- In cases of infectious disease, such as a pandemic, the Coroner will determine which, if any, cases will be considered Coroner's (medical examiner's) cases. This information will be communicated to TCHD and the appropriate Office(s) of Emergency Management

The NCR Mass Fatalities Plan was originally adopted by the Adams, Arapahoe, Douglas, and Elbert Counties in 2007 and is currently under revision by participating county coroners' offices along with TCHD representation.

TCHD maintains a Mass Fatality Annex. This document details the roles and responsibilities as well as capabilities for supporting fatalities management operations. The TCHD Mass Fatality Annex is designated as Annex H to the TCHD PHEOP.

### **Demobilization**

Arrangements for the demobilization of equipment or unused supplies from a partnering agency or jurisdiction should be made between the requestor and the originating entity. Documentation signed by both parties including a description of the condition of the returned items should be sent to TCHD to be stored with incident records. Equipment acquired through the support of ESF #8 should be returned in a similar condition to when it was deployed. Each mutual aid response agency will assume responsibility for its own expenses during the first full operational period, if established, or for the first 12 hours of an incident. Thereafter, the requesting agency/jurisdiction agrees to reimburse providing agency/jurisdiction at actual cost based on rated ten days prior to the onset of the incident.

Recovery

Recovery involves the interventions and activities within a community to attempt to return a community to its pre-incident state. Recovery occurs over relatively long periods, from weeks to years after response operations. Activities related to recovery are incident-specific and will involve appropriate ESF #8 partners coordinated by TCHD as needed.

In order to address the specific environmental health needs associated with most incidents, TCHD has written and continues to maintain the Environmental Health (EH) Response and Recovery Manual.

TCHD participates in ongoing county and municipal recovery planning efforts as requested by the jurisdiction and is incorporated into recovery plans.

#### **ESF #8 EVALUATION AND IMPROVEMENT**

Following any incident where ESF #8 has been activated, an ESF #8 specific After Action Report (AAR) will be written by TCHD with input from other ESF #8 partners and reviewed by any activated stakeholders. This AAR will include an evaluation of response efforts and any needed improvements and the partner responsible for making those changes. This document may be a section of the incident AAR.

#### **Referenced Documents**

1. Local behavioral health plans
2. COCERN
3. NCR Mass Fatality Plan
4. TCHD Mass Fatality Annex
5. TCHD ESF #8 Resource guide
6. North Central Region's Health and Medical MOU
7. EH Response and Recovery Manual
8. Guidance for Alterations in the Healthcare System During a Moderate to Severe Influenza Pandemic ver.7,Sept. 2009.
9. Hospital Status Reporting Summary (see example in appendix 2, may move to resource guide)

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# Hazardous Materials Annex

## Introduction and Background

HAZMAT incidents occur on a regular basis in the Town. This annex will focus on HAZMAT incidents that can occur in a variety of ways including but not limited to from transportation, pipeline incidents and facility/property releases into the environment.

Per the Town of Castle Rock Municipal Code 8.02.010 Emergency Response Authority, The Fire Chief is the designated emergency response authority for hazardous materials incidents with the Town of Castle Rock, and shall take necessary initial action to minimize the effects of an incident, provide continued supervision, and authority over all efforts to eliminate the threat of immediate and irreparable harm the environment or public health and safety.

Define “Hazardous Materials” in accordance with the Environmental Protection Agency (EPA).

The Town has one major transportation route (I-25) that is part of the State’s HAZMAT routing system. The Statute, however, provides for the HAZMAT to travel on undesignated roads to the final destination. The Burlington Northern Santa-Fe and Union Pacific railroad also traverses the town from North to South carrying millions of tons of HAZMAT each year.

There are many locations in the Town that use, transport and store large quantities of HAZMAT. Many of these facilities are covered by Section 302 of the Emergency Planning and Community Right to Know Act (“EPCRA”), 42 USC Section 11001 *et seq.*, otherwise known as Title III of the Superfund Amendment and Reauthorization Act (“SARA Title III”) Pub. L. 99-499.

There are approximately 140 facilities that meet the thresholds for Tier II reporting under SARA Title III Section 302. (The Douglas County LEPC was established as the planning committee charged with meeting the requirements of SARA Title III Section 302 for Douglas County). Tier II and other reportable hazardous material sites can be accessed utilizing our Geographical Information System and their personnel.

The Town of Castle Rock is a participatory partner in the **Arapahoe-Douglas HAZMAT Team through an Intergovernmental Agreement (IGA)**. Each of the Douglas County Fire Departments that participates (Castle Rock, Littleton, South Metro Fire Rescue Authority) and the two Sheriff’s Offices (Douglas and Arapahoe) owns a portion of the response capability, resources and or equipment. The Team is governed by the Regional Hazardous Materials Board of Arapahoe/Douglas Counties (RHMBADC).

The Town of Castle Rock works very closely with Douglas County and Tri-County Health Department (TCHD) with respect to releases and spills. As the public health agency serving Douglas County, TCHD provides guidance and emergency response preparedness expertise. This expertise includes guidance to responders in the field for mitigation and recovery efforts and to our medical community and the general public when an exposure has occurred due to a release.

The Town works closely with the Colorado Department of Public Health and Environment (CDPHE) on HAZMAT related issues.

## **Purpose and Scope**

The purpose of the HAZMAT annex is to provide a basic overview of roles, responsibilities and actions that may be taken in response to HAZMAT incidents.

## **Assumptions**

1. HAZMAT incidents can occur through transportation incidents (rail or highway), at a fixed facility, into the atmosphere, or on property/land.
2. A large HAZMAT spill could lead to many injuries and or casualties, and severe damage to the environment.
3. Random dumping (orphan wastes) can occur on public or private property.
4. Every effort will be made to locate a responsible party; however, there are times when this will not be possible.
5. Recovery from a large release may take months or years and in some cases complete recovery may not be possible.

## **Concept of Operations**

When a HAZMAT incident occurs, the Castle Rock Fire and Rescue Department (CRFD) will respond based upon pre-establish response plans and Standard Operations Guidelines. Upon arrival CRFD will determine the need for additional resources, specialized equipment, and evaluated the need for evacuations or shelter-in-place notifications. Components of the team from other departments will be added as necessary depending upon the size and complexity of the incident. The Douglas County Office of Emergency Management (DCOEM) will receive a page about the incident and will monitor the situation. If warranted or requested by the Incident Commander, DCOEM will respond to the scene to provide support for the incident. Depending upon the size and complexity of the incident, DCOEM may open the Emergency Operation Center (EOC) and may page the Incident Management Team (IMT) for assistance.

## Transportation Incidents:

1. Roadway incidents: Current State statutes limit the transportation of HAZMAT to designated routes. In the Town, the only designated HAZMAT route is I-25. The Statute, however, provides for the HAZMAT to travel on undesignated roads to the final destination. In Douglas County, oil and gas deliveries are exempted from this statute. The Castle Rock Fire and Rescue Department will respond to Hazmat incidents within Town limits and as the Authority Having Jurisdiction (AHJ) will take control of the incident. Any state owned highway is the responsibility of the Colorado State Patrol. The Incident Commander will decide on isolation distances and evacuations (if necessary). Generally, responding units will attempt to stabilize the scene and will then contact a contractor to complete the clean-up. If a responsible party is determined, the Town will issue a cleanup order on behalf of the Designated Emergency Response Authority (DERA) and or will bill the responsible party for the clean-up expenses as delineated in the **IGA** and By Laws for the Arapahoe Douglas HAZMAT Team. The Town will notify the National Response Center for all reportable spills. With regard to I-25 specifically, the Colorado Department of Transportation has an I-25 incident management plan that may be implemented during incidents along that corridor.

2. Railroad Incidents: If a railcar carrying HAZMAT is breached releasing HAZMAT, CRFD and Castle Rock Police will respond. In coordination with Douglas County Regional Communication Center (DRCC) and Castle Rock Police Department will notify the railroad 24 hr Dispatch Line for the responsible Railroad (either BNSF or Union Pacific). The responsible railroad will notify their response team to respond to the incident. The Incident Commander will decide what actions will be taken on personal protective equipment, isolation distances and evacuations (if necessary). Generally, responding units will attempt to stabilize the scene until the Railroad Response Team arrives. The Railroads will also deploy a Risk Management Team to assist with damage created by the incident. The AHJ will notify the National Response Center for all reportable spills.
3. Pipeline Incidents: If a major pipeline is breached releasing HAZMAT, Dispatch will notify the responsible pipeline owner. The Incident Commander will communicate with the pipeline owner or their designee to determine the most appropriate actions to be taken to mitigate the situation until the pipeline Emergency Response Team arrives on scene.
4. Fixed Facilities: If a release occurs at a fixed facility, Dispatch will coordinate with the Facility owner to determine where on the property the release is occurring and the identity and quantity of the chemical involved in the release. This information will be provided to CCRFD and Castle Rock Police so that they can be prepared to take appropriate actions once they are on scene. The Incident Commander will decide on isolation distances, personal protective equipment and evacuations (if necessary). Generally, responding units will attempt to stabilize the scene and will then contact a contractor to complete the clean-up. If a responsible party is determined, the AHJ will issue a cleanup order on behalf of the Designated Emergency Response Authority (DERA) and or will bill the responsible party for the clean-up expenses as delineated in the IGA and By Laws for the Arapahoe Douglas HAZMAT Team. The AHJ will notify the National Response Center for all reportable spills.
5. Releases on property (orphan wastes): If an orphan waste is reported through Dispatch, the appropriate response agency will respond. If the container is not breached, the HAZMAT responders will attempt to identify the waste and then call a contractor to dispose of the waste. If the container has been breached, the Incident Commander will decide what actions to be taken to mitigate the situation. Generally, responding units will attempt to stabilize the scene and will then contact a contractor to complete the clean-up. If a responsible party is determined, the AHJ will issue a cleanup order on behalf of the Designated Emergency Response Authority (DERA) and or will bill the responsible party for the clean-up expenses as delineated in the IGA and By Laws for the Arapahoe Douglas HAZMAT Team. The AHJ will notify the National Response Center for all reportable spills.

### **Organization & Responsibilities**

As with all incidents, the National Incident Management System (NIMS) and ICS will be used to organize HAZMAT incidents. Depending upon the severity of the HAZMAT incident the EOC and or the IMT may or may not be activated.

Responders in the field will determine the ICS organizational structure that will be followed (Single ICP, Unified Command, Area Command). The field ICS component will then coordinate with the EOC.

In the event of a shelter in place is ordered there are a few things the general public and business need to accomplish:

- Close all exterior doors and windows.

- Turn off all heating and air-conditioning systems.

- Turn/close off all ventilation systems.

- Do not open any exterior doors or windows until advised.

Various agencies may have jurisdictional responsibilities at the local, state and federal level. In the event that multiple agencies with jurisdictional authorities are on scene and of needed a unified command will be established.

### **Incident Direction, Control & Coordination**

HAZMAT incidents generally have an ICP in the field. If the EOC is activated, the ICP will coordinate with the EOC. The EOC will also coordinate with neighboring jurisdictions.

In the event that the damage is widespread from the chemical release a Rapid Assessment will be completed. A Policy Group will be activated and the EOC will coordinate information through the Policy Group Liaison. The EOC may be open for multiple operational periods until the Town or County transitions into Recovery. In this case the Town should consider a delegation of Authority to the County

# Wildland Fire Annex

## Introduction

Each year, the Town of Castle Rock experiences numerous wildland fires with the potential to threaten lives and property. Although most are contained and extinguished on initial attack, Castle Rock has experienced serious wildfires that have threatened lives and property.

The Town of Castle Rock is the Authority Having Jurisdiction (AHJ) for any wildland incident originating within Town limits. The Castle Rock Fire and Rescue Department (CRFD) is responsible for providing initial attack and incident command resources as well as determining the size, scope and complexity of the incident. The Douglas County Sheriff is the AHJ for wildland fire incidents that originate outside of Town limits. For incidents that cross jurisdictional boundaries, members from all affected agencies should convene and form a Unified Command as needed.

The Douglas County Wildland Fire Management Plan (WFMP) has been reviewed and adopted by the Town of Castle Rock (Resolution 2002-110). The WFMP is intended to identify common practices throughout Douglas County to improve cooperation, coordination, and wildland fire management. Annually, Douglas County submits an Annual Operating Plan (AOP) to the State of Colorado's Division of Fire Prevention and Control (DFPC) for review and approval. DFPC is responsible for the oversight of the Emergency Fire Fund (EFF) and Wildland Fire Emergency Response Fund (WERF).

Fires occurring in the Pike National Forest are within the jurisdiction of the U.S.D.A. Forest Service; however local fire districts may also respond to the fire as initial attack and assist as needed until relieved by the forest service.

## Purpose and Scope

The purpose of the Wildland Fire annex is to provide a basic overview of roles, responsibilities and actions that may be taken in response to Wildland Fire incidents.

## Assumptions

1. Wildland fires can occur anytime during the year.
2. The Wildland Urban Interface (WUI) areas are often overgrown and in need of mitigation, further increasing the risk.
3. Communication may be hampered by the terrain in our WUI, increasing the firefighting risk in these areas.
4. Fast moving wildfires will require an immediate surge of firefighting resources during initial attack; these resources will initially come from mutual aid partners. Air resources may be required as well. If the fire continues to grow, the Town will work with the County and DFPC. Furthermore, the Town may delegate authority for the fire to either the County or DFPC.
5. Douglas County maintains a Call-When-Needed agreement with a local private helicopter company. This air resource may be called upon before or at the same time as resources that may be ordered through the Pueblo Interagency Dispatch Center.
6. Wildfires may lead to evacuations which may occur immediately; this may present challenges to notify and move large numbers of citizens from the impacted area.
7. Wildfires often cross over jurisdictional boundaries. When this occurs, a Unified Command may be required and cost share agreements amongst the involved jurisdictions may need to be developed.
8. Douglas County works cooperatively with the USFS and DFPC and annually signs an agreement with these partners delineating roles and responsibilities for wildfire response. This document is titled the Annual Operating Plan (AOP). The AOP is a requirement for participating in the Emergency Fire Fund (EFF) and the Wildland Emergency Response Fund (WERF).
9. Annually, Douglas County contributes to the Emergency Fire Fund (EFF), which is managed by DFPC. Through a complexity analysis, DFPC will determine if the criteria are met for the County to be eligible for this funding.

10. While there are no Denver Water Board, State, or Federal lands within the Town limits, Town resources may be requested for initial or extended attack through automatic/mutual aid agreements.

## Concept of Operations

When a wildfire occurs, Douglas Regional Communications Center (DRCC) will assign the initial units for the response based upon their protocols and department response plans. If the wildfire grows beyond the capability of the CRFD, mutual aid resources will be ordered through the proper Dispatch Centers. The Douglas County Office of Emergency Management (DC OEM) will monitor wildfires within Douglas County and if the incident is rapidly escalating, DC OEM will send a representative to the scene. Additional DC OEM staff will prepare to open Douglas County's EOC, call the Colorado Emergency Line at 303-279-8855 to request a Fire Management Officer (FMO) from DFPC, and contact the Colorado Division of Homeland Security and Emergency Management (DHSEM) Regional Field Representative.

The Incident Commander, or their designee, will work collaboratively with Law Enforcement (Town of Castle Rock Police, Douglas County Sheriff's Office and/or Colorado State Patrol) to determine if an evacuation is necessary and potential evacuation routes or road closures. If an evacuation is necessary, the Incident Commander (IC) will coordinate that effort through the dispatch center or EOC, if activated. The Incident Management Team may also be paged to assist with both field and incident operations.

If the IC determines that the wildfire is beyond the capability of the CRFD, a Delegation of Authority to the County (Town of Castle Rock Emergency Operations Plan, Attachment 4) may be requested so that the County may assume operational and financial responsibility. Air resources and additional ground crews may also be ordered to combat the fire from either private contractors or Pueblo Interagency Dispatch Center.

The Town of Castle Rock participates in the Wildfire Emergency Response Fund (WERF) program that supports agencies, municipalities and counties with resources within the initial attack period (not to exceed 24 hours) of a wildland incident. To initiate WERF, the IC must contact DC OEM and the DFPC FMO, who will determine if the wildfire qualifies for WERF funding.

The Emergency Fire Fund (EFF) program is limited to wildland fire incidents where there has been a Delegation of Authority to the County or where the County has assumed control of an incident. The DFPC FMO will assist DC OEM in completing a Complexity Analysis to determine whether or not the fire qualifies for these funds. If so, DC OEM will then delegate authority for the fire to DFPC. If the fire continues to expand, DC OEM may request that the Board of County Commissioners (BOCC) declare an Emergency or Disaster so that additional funding may become available at the County, State and Federal levels. Federal level resources may be requested if the incident progresses beyond the initial attack and first operational period. If the fire crosses jurisdictional boundaries, a Unified Command may be necessary and cost share agreements may need to be developed.

1. Wildfires on Private Land and County owned properties
  - a. Wildfires on private land are the responsibility of the local fire department. These fires must be delegated to the County if the incident expands beyond the capability of the fire district and the fire district is requiring financial assistance from the County.
  - b. The Town must delegate authority to the County before the County may delegate authority for the fire to the DFPC if the fire requires EFF funding. DC OEM may also seek WERF assistance.
  - c. Law Enforcement may be required to execute evacuation orders.
  - d. If the IC requests air resources during the initial attack period, they may request those resources directly through DRCC. This may be done prior to a delegation of authority.
  - e. The Douglas County Incident Management Team (IMT) may be called by DC OEM to assist. Additional other local IMTs may also be paged to assist to include the Arapahoe County IMT and the Jefferson County IMT.
  - f. The Town EOC or County EOC may be opened to support the incident as well as evacuation shelters for people and animals.

- g. The DFPC FMO will assist DC OEM with the determination as to whether the fire has exceeded both State and local resources and Federal assistance (Type I or II IMT) may be requested to support the fire. A delegation of authority to these teams would be required. Federal financial assistance could be requested through the Fire Management Assistance Grant (FMAG).
- h. If multiple jurisdictions are involved, cost share agreements may need to be developed.
- i. As the fire comes under control, on scene responders will be demobilized by the IC.
- j. The IC will determine trigger points for the delegation of authority back to the County and eventually the Fire District.
- k. Law Enforcement will determine the appropriate re-entry plan for the affected area.
- l. The Town Emergency Manager or DC OEM will close shelters as evacuees either are allowed to return home or find suitable temporary lodging.

### **Organization & Responsibilities**

As with all incidents, the National Incident Management System (NIMS) and ICS will be used to organize Wildland Fire incidents. Depending upon the severity of the Wildland Fire incident, the EOC may or may not be activated.

Agencies that have signed mutual aid agreements and assist other agencies have agreed that each agency will be responsible for any cost incurred for their personnel and equipment for the first operational period. Operational periods are considered a 12 hour period.

Responders in the field will determine the ICS organizational structure that will be followed (Single ICP, Unified Command, Area Command). The field ICS component will then coordinate with the EOC.

### **Incident Direction, Control & Coordination**

Wildfire incidents have an ICP in the field. If an EOC is activated, the ICP will coordinate with the EOC. The EOC will also coordinate with neighboring jurisdictions.

In the event that the wildfire damage is widespread, a Damage Assessment will be completed. A Policy Group will be activated and the EOC will coordinate information through the Policy Group Liaison. The EOC may be open for multiple operational periods until the operations transition into Recovery.