EXECUTIVE ORDER NO. 85A

To: All Agencies and Departments Under the Mayor

From: Michael B. Hancock, Mayor

Date: December 7, 2018

Subject: Adoption and Promulgation of the City and County of Denver Emergency Operations Plan

This memorandum shall be attached to and become a part of Executive Order No. 85, dated June 17, 2011, subject "City and County of Denver's Emergency Management Program and Mission and Organization of the Mayor's Office of Emergency Management and Homeland Security."

The City and County of Denver Emergency Operations Plan is attached and incorporated as the Procedural Memorandum and contains the implementing instructions for this Executive Order.
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MAYOR’S ACKNOWLEDGEMENT

As the Mayor of Denver, it is my responsibility and the obligation of our City and County government to ensure that the mission of protecting the health and safety of our citizens, visitors and communities is at the forefront our vision each and every day. This mission is embraced through a commitment by all agencies and their employees to invest the necessary resources that ensure the effective management and coordination of all activities to prepare for respond to and recover from natural and man-made emergency or disaster incidents. Our commitment to this investment ensures delivery of services that provide the foundation for effective results in reducing the loss of lives, minimizing human suffering and enhancing the protection of our citizens and property.

The purpose of the City and County of Denver “Emergency Operations Plan” (EOP) is to provide a programmed response from local, state and federal agencies when an emergency or disaster incident occurs. The Denver EOP establishes and implements the Incident Command System (ICS) as well as administration and strategic planning necessary to ensure effective all-hazard emergency response and recovery. The EOP sets forth the necessary requirements that will ensure effective planning and procedures; resource management; training; exercise; communications and public information dissemination that will result in meeting our commitment and obligation to protect the health, safety and property of the citizens, visitors, and communities of Denver.

The EOP is designed to minimize the disruption of each agency mission through establishing a system of collaboration by all agencies during times of crisis. In order to meet this goal, it is imperative that all City and County of Denver agencies and their personnel ensure that they are prepared, trained, and execute their required roles and responsibilities in accordance with this EOP.

Signed this day_____, the Month of___________________, 2018

________________________________________
Michael B. Hancock, Mayor

Approved for Legality:

By:____________________________________ Date:____________________

City Attorney for the City and County of Denver
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Statement of NIMS Compliance

This City and County of Denver “Emergency Operations Plan” (EOP) and the sections contained herein are subject to and compliant with the National Incident Management System (NIMS) and the Incident Command System (ICS). This EOP aligns with and supports the National Response Plan (NRP) and the State of Colorado “Emergency Operations Plan” and respective Emergency Support Function (ESF) Annexes. This EOP is an all-discipline, all-hazard plan that establishes a single, comprehensive framework from which to prepare for, respond to and recover from natural and man-made emergency or disaster incidents. This EOP provides the structure and mechanisms for the coordination of local, state and federal agencies, volunteer organizations and groups, and private businesses to support in providing for the prevention of injury and loss of life, and the protection of public health and property of the citizens, visitors and communities of Denver.

Signed this Day _____, the Month of__________________, 2018

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Director, Mayor’s Office of Emergency Management
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I. BASIC PLAN INTRODUCTION

In accordance with the City and County of Denver, Colorado, Mayor’s Executive Order (E.O.) No. 85, and the Denver Revised Municipal Code (D.R.M.C.) as set forth by Title II, Chapter 16, Article II entitled “Office of Emergency Management”, as an agency under the direction of the Mayor of Denver is charged with the duty to manage and coordinate all activities to prepare for, respond to, and recover from emergencies and disasters within the City and County of Denver, providing for the prevention of injury and loss of life, and the protection of public health and property.

Emergency management throughout the nation has changed dramatically following the terrorist attacks of September 11, 2001. The threat environment to the City and County of Denver includes not only the traditional spectrum of manmade and natural hazards – urban fires, floods, winter storms, hazardous material releases, pandemics, drought and disruptions to energy and information technology infrastructure – but also the deadly and devastating terrorist arsenal of chemical, biological, radiological, nuclear, and high-yield explosive weapons.

These complex and emerging threats demand a unified and coordinated approach to emergency and incident management. The National Strategy for Homeland Security; Homeland Security Act of 2002; and Homeland Security Presidential Directive-5 (HSPD-5), directs the Department of Homeland Security (DHS) to lead a coordinated National effort with other Federal departments and agencies, State, Local and Tribal Governments to establish a National Response Plan (NRP) and a National Incident Management System (NIMS). Recognizing the significance of Federal directives, the Mayor’s E.O. No. 85 adopted the NIMS doctrine and its attendant the Incident Command System (ICS) as the structure and process by which all agencies will respond to emergency or disaster incidents. NIMS and the NRP template provides the structure and mechanisms by which Denver develops strategic and tactical plans for no-notice incidents or planned special security event management. The ICS is scalable and modular, and can be implemented to manage any emergency or disaster incidents regardless of size and complexity. ICS provides the structure by which the City and County of Denver can partially or fully implement multi-agency response. NIMS also incorporates the principle of Unified Command (UC), which through the ICS structure establishes command and control methodologies for ensuring effective incident management when emergencies and disasters, or a planned special security event impacts multiple jurisdictions.

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1 NRP – A concerted national effort to prevent terrorist attacks within the United States, reduces America’s vulnerability to terrorism, major disasters, and other emergencies, and minimize damage and recover from attacks, major disasters, and other emergencies that occur.

2 NIMS – Provides a nationwide template enabling federal, state, local, and tribal governments, private sector, and nongovernmental organizations to work together effectively and efficiently to prevent, prepare for, respond to, and recover from domestic incidents regardless of cause, size or complexity.
The City and County of Denver, Emergency Operations Plan (EOP) using NIMS concepts and principles, is applicable to all-hazards including, but not limited to, disasters such as floods, snow storms, heat, tornados, earthquakes, hazardous materials, pandemic illness, and manmade incidents, including acts of terrorism that require preparedness planning, response, recovery and mitigation assistance. Utilizing the NRP template, the City and County of Denver’s EOP allows maximum flexibility to meet the unique operational and information-sharing requirements necessary to effectively and successfully prepare for, respond to and recover from emergency or disaster incidents.

The City and County of Denver EOP describes the methods and procedures to be used to mobilize resources and conduct response and recovery activities in an emergency or disaster incident, or support of a planned special security event. This EOP sets forth fifteen (15) Emergency Support Function (ESF) Annexes (in alignment with the NRP) that group capabilities and resource functions, and describes the structures and responsibilities for coordinating incident resource response. Each ESF Annex identifies one (1) primary City agency that has been selected based on their authorities and capabilities to coordinate the delivery of required resources. Support agencies have been identified and designated for each ESF Annex based on their resources to support the primary agency in identifying the precise components that can best address the requirements of an incident and facilitate the delivery of those resources. The ESF Annexes serve as the primary mechanism through which the City’s response and recovery assistance will be provided.

The City and County of Denver’s EOP will serve as the foundation for departments and agencies in developing emergency plans as required by E.O. No. 85.3 Primary and secondary departments and agencies identified in the EOP with responsibilities to support the Office of Emergency Management (OEM) through ESF(s) will develop internal policies and procedures that ensure orderly, timely delivery of assistance, and clearly delineate personnel responsibilities associated with ESF responsibilities.

A. Purpose

The EOP documents a framework through which the City and County of Denver can reduce and mitigate the adverse impacts of emergencies and disasters. The EOP establishes a concept of operation that describes the City and County of Denver’s incident management system to prepare for, respond to and recover from emergencies and disasters including acts of terrorism that could adversely affect the health, safety, and general welfare of Denver’s citizens and visitors.

The EOP provides the following:

1. A comprehensive, all-hazards approach to providing consistent incident management and effective, efficient interagency coordination across a spectrum of emergency management activities including prevention, preparedness, response and recovery that results in minimizing of the loss of life, human suffering and property damage.

2. The organization, assigned responsibilities, and planning guidance to assist City and County departments and agencies to ensure critical delivery of all resources to minimize emergency or disaster related shortages and services that would adversely impact residents, visitors and the local economy of Denver.

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3 Executive Order No. 85 – 5.0 Department /Agency Plans: In addition to the activities specified in the Emergency Operations Plan, all Department and Agency Managers / Directors shall do the following: 5.1 Prepare and keep current Department / Agency Emergency Plans.
1. Situation assumptions, policies, and standard operating procedures that assign specific responsibilities to appropriate City and County departments and agencies, and identifies actions to be taken in emergency preparedness, response, and recovery of all-hazards.

2. A fundamental document by which to test the City and County of Denver’s disaster preparedness capabilities and the effectiveness of this EOP.

B. Scope

The City and County of Denver EOP:

1. Establishes a comprehensive, incident management system to be instituted by the Mayor and Office of Emergency Management that requires multi-agency involvement, and provides the necessary mechanisms to facilitate effective and efficient incident / event response operations and expeditious resource deployment to all-hazards.

2. Establishes the structure and processes under which local government will operate during an emergency or disaster including:

   a. The duties of the Mayor;
   b. The exercise of authority and responsibilities by the City and County of Denver, Office of Emergency Management, as appropriate under law;
   c. Execution of assigned responsibilities and response actions by City and County departments and agencies; and
   d. Public and private-sector incident management integration and coordination.

3. Establishes that incident management of local emergencies and disasters begins and ends with the City and County of Denver. Provides the flexibility for requesting state and federal resources in relieving emergency or disaster situations when such situations are beyond the capabilities of the City, and the coordination of response activities associated with Incidents of National Significance.4

C. Authorities

2. 42 U.S.C Section 12132
3. 28 C.F.R Section 35.130(b)(1)
4. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7)
6. Denver Revised Municipal Code, Title II, Chapter 16, Article II
7. Mayor’s Executive Order No. 85

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4The NRP bases the definition of Incidents of National Significance on situations related to the criteria set forth in HSPD-5: (a) A federal department or agency acting under its own authority has requested assistance of the Secretary of Homeland Security; (b) The resources of local and state authorities are overwhelmed and federal assistance has been requested by the appropriate state authorities; (c) More than one federal department or agency has become substantially involved in responding to an incident; (d) The Secretary of Homeland Security has been directed to assume responsibility for managing a domestic incident by the President.

D. Planning Assumptions
1. The City and County of Denver EOP will apply to all executive management, city officials, managers and directors, departments and agencies.

2. The City has developed and will continue to update the EOP, and possesses the capabilities to execute the EOP.

3. Intelligence and situation monitoring, and warning systems have been established that make it possible to anticipate emergency or disaster situations which may affect the City.

4. The City has entered into mutual-aid agreements with other local governments, districts, jurisdictions and organizations to assist during emergency operations, as requested.

5. The State of Colorado and the federal government possess resources, including plans and procedures, that may be utilized in relieving emergency or disaster related situations that are beyond the capacity of the City.

6. Should the City request state resources that prove to be inadequate to cope with disaster demands, the Governor will seek federal assistance under a Presidential Declaration.

7. Emergency or disaster incident management includes all actions and activities that save lives, protect public health and safety, and minimize property damage. The identified actions and activities in this EOP will be executed based on city, state and federal statutory authorities or specific functional mission assignments as presented under the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, HSPD-5; NIMS and NRP; Colorado Disaster Emergency Act of 1992; D.R.M.C. Title II, Chapter 16; Executive Order No. 85; and the ESF Annexes set forth in this plan.

8. Emergencies and disasters may result in a situation that affects the National Security of the United States or is termed an Incident of National Significance. For such instances, coordination with Federal Homeland Security agencies, the Federal Bureau of Investigation (FBI) and the Secret Service will be required.

E. Plan Organization

This EOP consists of the following:

1. **The Basic Plan** provides an overview of the purpose, scope, authorities, applicability, planning assumptions and situations, and the concept of operations to be implemented by the City and County of Denver to prepare for, respond to and recover from emergencies.

2. **The Emergency Support Function (ESF) Annexes** identify primary and support departments and agencies responsible for delivery of critical resources during emergencies and disasters. The ESF Annexes group common capabilities and resource functions, and describes the purpose, concept of operations and emergency planning, response and recovery responsibilities.

3. **The Support Annexes** provide the administrative requirements that are necessary to support emergency or disaster planning, response operations and recovery activities. The Support Annexes address Planning, Logistics, Operations, Financial Management, Community Relations, and Health and Safety.

4. **The Incident Annexes** define situations, concept of operations and responsibilities that are pertinent to specific types of emergency or disaster incident response and recovery. Potential emergency or disaster incidents addressed include Biological, Pandemic Influenza, Terrorism, Tornadoes, Winter Storms and Flooding.
II. POLICIES

A. Emergency or Disaster Management

The Mayor of the City of Denver is responsible for reducing the vulnerability of the people and property to the effects of emergencies or disasters. It is the Mayor’s responsibility to ensure that departments and agencies are prepared and capable of providing efficient response mobilization of resources in order to protect lives, reduce human suffering, minimize property damage, and expedite recovery efforts during emergencies and disasters. In meeting this responsibility, this EOP has been prepared based upon valid hazards and risks to the City and County of Denver and allows maximum flexibility to meet the unique operational and information-sharing requirements necessary to ensure effective and successful preparedness, response and recovery from emergency or disaster incidents. The provisions of this plan are applicable to all emergencies and disasters and shall be utilized in planning for multi-agency resource utilization during planned special security events.

1. In accordance with the Robert T. Stafford Act; HSPD 5; Colorado Revised Statute (CRS) Title 24, Article 33.5, Part 7; D.R.M.C. Article I, Part 2, D.R.M.C. Title II, Chapter 16 and Mayor’s E.O. No. 85 and the Mayor of the City and County of Denver, as the jurisdiction’s Chief Executive, is responsible for determining if and when to activate the EOP. Activation can be based upon a no-notice incident or planned special security event. The Mayor is also responsible for declaring a local “State of Emergency” (as deemed necessary).

2. Per the D.R.M.C. Chapter 16 and Mayor’s E.O. and No. 85, the Director of Emergency Management is the Mayor’s delegated authority in advising the Mayor on the City’s emergency management policies and procedures. The Director is responsible for the coordination and direction of all department and agency resources to the full spectrum of actions necessary to prevent, prepare for, respond to, and recover from incidents involving all-hazards, including acts of terrorism. The Director will serve as the City and County of Denver’s liaison with federal and state emergency management and homeland security agencies.

3. The Director of Emergency Management will coordinate with City and County managers and directors to ensure that essential personnel, as identified in the EOP and ESF Annexes, are properly trained and prepared to support emergency operations.

4. ICS functions, principles and components will be utilized for all emergencies and disasters. The City and County of Denver’s EOP will delineate the roles and responsibilities of incident management to be used by all local departments and agencies involved in emergency response and recovery operations.

5. When an emergency situation threatens to escalate beyond the capabilities of on-scene responders the City and County of Denver’s Emergency Operations Center (EOC) will be activated.

6. The Director of Emergency Management will be the EOC Incident Commander (IC) and establish command and control of strategic emergency or disaster planning activities. The IC will activate command and general staff, and ESF’s that will provide for operations, planning, logistics, and financial management functions pursuant to the City and County of Denver’s EOP.

7. EOC operations will interface with the on-scene IC who will be responsible for tactical
response and recovery activities at the incident site. EOC operations will coordinate and control acquisition and delivery of necessary response and recovery resources, and the dissemination of emergency information to the City’s executive management team and the public.

B. Emergency Operations Organization

The EOP sets forth the ICS structure, its principles and components to ensure effective and efficient integration of emergency management principles and those functions to prepare for, respond to and recover from emergencies and disasters. The EOP provides standing ESF Annexes that designate departments and agencies with primary and support responsibilities in order to provide the essential functions necessary to support operations, planning, logistics and finance management during emergency operations. Figure 1.0 illustrates how the City's emergency operations organization incorporates emergency operation functions.

C. Response Requirements

As provided under Executive Order No. 85, 7.0 Agency Cooperation: The Mayor's Office of Emergency Management shall be the lead agency in the coordination and facilitation of resources in all-hazard incidents involving public safety and health, including incidents which may involve acts of terrorism. All department and agencies shall promptly provide the Office of Emergency Management with all information relevant to the performance of the emergency management functions and shall collect and make available any information requested for use in emergency planning and response. All departments and agencies will promptly provide the Office of Emergency Management with all appropriate materials, equipment, resources and personnel needed for managing the emergency to the fullest extent possible without jeopardizing the basic functions of the department or agency.

D. Operating Facilities

ICS operations that support emergency or disaster incidents or planned special security events will be conducted through the following identified facilities. These facilities provide the ability to assemble and analyze critical emergency or disaster information that fosters an effective decision making process as a result of interagency cooperation, coordination and communication. Each facility provides the most efficient means of coordinating the movement and utilization of personnel and resources.

- The Emergency Operations Center (EOC) is located in the Denver City and County Building. This facility is maintained and operated by OEM and serves as the primary location through which the Director of Emergency Management controls the response to (or in anticipation of) an incident or event. Activation of the EOC generally is the result of a multi-agency response and serves as the command and control center for directing operations, planning, and logistics activities. The EOC is staffed with OEM personnel, representatives from the ESF(s) primary agencies and support agencies. In the event that the EOC becomes inoperable or uninhabitable, an alternative EOC may be established. If required, an alternative EOC can be established by utilizing multiple Mobile Command Posts that will be staged at the City and County of Denver’s 911 Emergency Communication Center located at 950 Josephine in the City of Denver.
Figure 1.0
• The Mobile Command Post (MCP) is the primary field location for the coordination of on-site incident response activities. The MCP will provide communications between field operations personnel and the EOC.

• The Staging Area (SA) is a designated location that emergency response personnel and equipment can be assembled for immediate deployment to an operational site. Establishing a designated SA is solely dependent upon the size and complexity of an emergency or disaster incident.

• A Point of Arrival (POA) is a designated location (usually an airport) near an emergency or disaster area where incoming resources (staff, supplies, equipment, etc.) can be received and directed to the EOC or SA. The City and County of Denver’s International Airport (DIA) can handle any cargo/passenger type aircraft up to and including the C-5. DIA facilities can be made available for storage with cargo handling equipment readily available.

• The Joint Information Center (JIC) is the designated facility in which all public information activities will be coordinated to ensure timely and accurate release of information to the media and public about an emergency or disaster incident. The JIC will be located within the City and County Building and staffed with Public Information Officers (PIOs) from the activated ESF(s).

E. Americans with Disabilities Act and Emergency Management

The City and County of Denver must comply with Title II of the Americans with Disabilities Act (ADA) in the emergency- and disaster-related programs, services, and activities it provides. This includes programs, services, and activities provided through third parties, such as the American Red Cross, private nonprofit organizations, and religious entities. Emergency programs, services, activities, and facilities must be accessible to people with disabilities and generally may not use eligibility criteria that screen out or tend to screen out people with disabilities. Reasonable modifications to this plan and the policies, practices, and procedures identified within will be made when necessary to ensure effective communication, meet accessibility needs, and avoid discrimination against people with disabilities. This includes, but is not limited to, modifying “no pets” policies to enable people with disabilities to evacuate, use emergency transportation, stay in shelters, and participate in all emergency- and disaster-related programs together with their service animals.

As indicated in the record of revisions, since the last promulgation on January 5, 2012, portions of this plan have been updated using Chapter 7 of the U.S. Department of Justice’s ADA Best Practices Tool Kit for State and Local Governments (ADA Tool Kit) to address ADA obligations of emergency management, including planning, preparedness, evacuation, sheltering, medical and social services, lodging and housing programs, recovery, and rebuilding.

F. Mutual Aid

1. D.R.M.C. Title II, Chapter 16, Section 16-13(5) and (6) establish the following provisions respectively:

   a. At the direction of the Mayor, provide City and County of Denver resources to neighboring jurisdictions in time of crisis for the prevention of injury or loss of life;

   b. On behalf of the City, negotiate with other municipalities and governmental units in the state and establish mutual aid agreements for reciprocal assistance in major emergencies as deemed necessary.

2. Executive Order No. 85, Paragraph 4.4 sets forth the following:
a. Agencies identified in the City and County of Denver EOP shall, in accordance with this Executive Order coordinate with the Director [of the Office of Emergency Management] to form partnerships and mutual aid agreements with counterpart local and state agencies, voluntary disaster relief organizations, and the private sector to take advantage of all existing resources.

G. Financial Management

Financial management operations will be carried out for all emergencies and disasters using sound fiscal practices and accountability. City and County of Denver emergency or disaster incidents will permit emergency purchasing under the provisions of D.R.M.C. Title II, Section 20-64(b)(1) and Executive Order 33, Paragraph 9.0, as follows:

1. The Manager of General Services may forgo the bidding and purchasing procedures in Section 20-62 and 20-63, when a purchase is necessary to address an emergency. For this purpose, an emergency is defined as a situation which, if it continues to exist, would endanger the health or safety of the public or employees and requires a remedy sooner than supplies, materials, equipment, personal property or services would be delivered if the normal procedures were followed.

2. Emergency purchases shall consist only of the minimum quantity necessary to address the emergency situation.

3. The department or agency manager making the purchase must send to the Deputy Manager of General Services a confirming emergency requisition and letter of justification explaining the emergency purchase within seventy-two hours after such purchases are completed.

H. Government Relations

In accordance with the provisions of D.R.M.C. Title II, Chapter 16 and Executive Order No. 85, the Director of Emergency Management will advise and assist the Mayor in determining the City and County of Denver’s preparedness goals and policies for the performance of emergency functions in accordance with state and national emergency preparedness, response, recovery, and mitigation programs. The Director of Emergency Management will be the City and County of Denver’s liaison with state and federal agencies involved in all-hazards (including acts of terrorism) preparedness, response and recovery from emergencies and disasters.

The Director of Emergency Management will develop and implement policies and procedures that ensure the successful integration of the National Incident Management System (NIMS) and Incident Command System (ICS) into the City and County of Denver’s emergency preparedness, response, and recovery programs, and ensure compliance with Presidential Homeland Security Directives No. 5 and 8.

G. After-Action Reports

Following the City and County of Denver’s response to emergencies and disasters, the Office of Emergency Management will coordinate the preparation of an After-Action Report (AAR) documenting the response and recovery activities, efforts and results. Within ten (10) workdays following the termination of an emergency or disaster incident, each department and agency involved in the response and recovery effort will provide to OEM an AAR outlining the agency’s level of involvement, actions, results, successes and failures.

OEM will compile all department and agency submittals into a comprehensive AAR that documents a summary of response and recovery efforts, the results, and presents successes
and recommendations for improvements. A copy of the AAR will be distributed to City and County executive management team, department and agency managers. The AAR will be serve as a valuable resource in building a database from which OEM can derive lessons learned and identify best practices to improve the efficiency and effectiveness of Denver’s emergency management preparedness, response and recovery programs.

H. Immunity

Under D.R.M.C. Title II, Section 16-15, neither the City nor any of its agencies thereof, nor except in cases of willful misconduct, the agents, employees, or representatives of any of them, engaged in any emergency activities, while complying with or attempting to comply with this article or with any rules or regulations promulgated pursuant to the provisions of this article, shall be liable for the death of or any injury to persons, or damage to property, as a result of such activity.

III. SITUATION AND ASSUMPTIONS

A. Emergency or Disaster Situations

1. The City and County of Denver and the surrounding metropolitan area are vulnerable to emergency or disaster incidents caused by natural and technological hazards, and potential acts of terrorism. All-hazards associated with any of these events can vary widely in type and magnitude. Emergency or disaster conditions can result from such natural phenomena such as floods, snow, sub-zero temperatures, lightning, tornadoes, earthquakes, heat, fires, winds or a combination of the above. Apart from the potential natural disasters, the City is exposed to technological emergencies and disasters that can result from chemical spills and releases, explosions associated with industrial plants, warehouses, and transportation vehicles; biochemical and/or virus releases associated with medical and/or hospital research facilities, in addition to disruption of critical infrastructure and life support functions caused by building or bridge collapses, utility service interruptions, blackouts, or energy shortages.

2. Emergencies and disasters or an act of terrorism may quickly strain the capabilities and capacity of the City and County of Denver’s ability to provide a timely and effective response to an emergency or disaster incident. Large metropolitan areas with dense populations are vulnerable to emergencies and disasters that can involve mass loss of life, large numbers of injuries, and catastrophic property damage. For example, the occurrence of a catastrophic winter storm with sub-zero temperatures in a high population area could cause significant casualties, property loss, and disruption of normal life support systems (heat, water, electricity) impacting the regional economy, physical and social infrastructures.

3. Emergencies, disasters, or acts of terrorism have the potential to cause substantial health and medical problems, with the possibility of hundreds of mass fatalities or injuries, depending on factors such as time of occurrence, severity of impact, weather conditions, area demographics, and the availability of treatment capacity.

4. An emergency, disaster or act of terrorism may cause significant damage to the economic and physical infrastructure. A catastrophic event may significantly damage or destroy highways, airports, railways, communications, water, waste disposal, electrical power, natural gas and petroleum transmission systems. The initial cause of an incident can result in collateral events that will multiply property losses and hinder the immediate response efforts.
B. Planning Assumptions

1. An unforeseen emergency or disaster may occur with little or no warning and produce maximum casualties and widespread damage. This plan assumes local government will have responsibility to prepare for, respond to and recover from an all-hazard emergency or disaster incident including potential acts of terrorism.

2. Emergency incidents could range from a routine structure fire that suddenly escalates to a disaster involving a large number of casualties and/or significant damage to multiple buildings and structures that significantly impact basic life support functions and hinders responder access.

3. At designated points during incident planning, timely and efficient response and recovery decision-making will be critical in assessment of resource needs, and the capabilities to minimize loss of life, human suffering and stabilize infrastructure damage.

4. Response capabilities could be quickly overwhelmed and infrastructure damage could necessitate seeking state and possibly federal government assistance to support lifesaving and life-support efforts.

5. The ability to make real-time decisions based on comprehensive, interagency communication will enhance the ability to identify and seek resource assistance thus expediting and achieving the mission of saving lives, alleviating suffering and protecting property.

IV. CONCEPT OF OPERATIONS

A. General

1. The Director of Emergency Management, as appointed by the Mayor, will manage and coordinate the performance of all functions set forth in this EOP. The Director will identify all response and recovery requirements and necessary resources. The Director will serve as executive management team liaison, and coordinate public information and community outreach, private and non-profit activities.

2. The Director manages the EOC response and supports field operations. Response under this plan will be based on situational needs to provide response and recovery utilizing ESF(s).

3. All emergency and disaster response within the City will operate under an Incident Command System (ICS) that is based on the principles of the National Incident Management System (NIMS).

4. All City and County of Denver departments and agencies will be prepared to assume an appropriate role within the ICS. When directed, department and agencies will take timely actions to mobilize and deploy resources to assist in saving lives, protecting health and safety, and minimizing property damage.

5. City and County of Denver departments and agencies have been grouped together under fifteen (15) Emergency Support Functions (ESFs) to facilitate the provision of response assistance. If response assistance is required, it will be provided using some or all of the ESF(s), as necessary.
6. Each ESF has an identified Primary Agency (PA) and supporting agencies. Each ESF has a defined organizational structure, and roles and responsibilities. The designated PA is responsible for managing the activities of the ESF and ensuring that defined responsibilities are accomplished. The PA has the authority to execute response operations.

7. The Primary Agency will coordinate directly with their field personnel to identify resource needs. Requests for resources will be channeled from the field through the ESF (Primary Agency or Branch Director) to the EOC Operations, Planning and/or Logistics Chiefs. The PA will work with their support agencies to provide assistance in fulfilling required resource and assistance needs as communicated from field operations.

8. The Primary Agency will use the ESF Annexes of the plan as a basis for developing Standard Operating Procedures (SOP).

9. Support agencies will assist the PA in preparing and maintaining SOP(s) and will provide support for ESF operations. Each support agency will:
   a. Designate agency staff members responsible for coordination with the Primary Agency for all actions related to this plan;
   b. Participate in the process of exercising, reviewing, maintaining and implementing this plan; and
   c. Provide representatives to the EOC operational locations as required.

B. Disaster Emergency Declaration

The provisions of this EOP are applicable to all emergency or disaster incidents. The EOP can be activated for any emergency or disaster or planned special security event under the direction of the Mayor or his designated representative, the Director of the Office of Emergency Management. This is an integrated emergency management plan based on the principle that local government bears the responsibility for emergency preparedness, response and recovery.

When an emergency or disaster is, or is likely to be, beyond the scope of control of the City and County of Denver and the combined efforts of all departments and agencies, and state and federal resources are considered essential for effective response and recovery, the Mayor may declare a “local disaster emergency” pursuant to the Colorado Disaster Emergency Act of 1992 (Colorado Revised Statute, Title 24, Article 33.5, Part 7) and DRMC Subtitle 1(B), Article II, Part 2, Power and Duties of the Mayor.

When a “local disaster emergency” has been declared, the Mayor may govern by proclamation and has the authority to impose all necessary regulations to preserve peace, save lives, reduce human suffering and minimize property damage. The Mayor’s declaration must be submitted in writing to the Director of the State of Colorado, Division of Emergency Management (CDEM), and must be filed promptly and recorded with the City Clerk’s Office.

Upon receipt of a “local disaster emergency” declaration, the Director of CDEM will advise the Governor of the situation, and the Governor may declare a “state of emergency.” The Governor may declare a “state of emergency” in the absence of a local declaration. Upon execution, CDEM will activate the state’s EOP and agencies tasked as ESF-PA’s will begin resource coordination with the City and County of Denver’s Office of Emergency Management.

The Governor or Acting Governor can originate a request for a Presidential Declaration. The Governor’s request for a major disaster or emergency declaration must be based upon a finding that the situation is of such severity and magnitude that effective response is beyond the capabilities of the State and the affected local government, and that federal assistance is
necessary. The Governor must furnish information on the extent and nature of state resources that have been or will be used to alleviate the conditions of the disaster. The request must also contain a certification by the Governor that State and local government will assume all applicable non-federal share of costs required by the Stafford Act. It should also include an estimate of the types and amounts of supplementary federal assistance needed.

The completed request, addressed to the President, is sent to the FEMA Regional Director. The Regional Director evaluates the damage and requirements for federal assistance and makes a recommendation to the Department of Homeland Security, Under Secretary – Emergency Preparedness and Response, who in turn, recommends a course of action.

For events that do not qualify under the definition of a major disaster, the Governor may request an “emergency declaration” to provide assistance to save lives, protect property, public health and safety, or to lessen or avert the threat of a catastrophe. The procedures for requesting an “emergency declaration” are similar to those for major disaster declarations. As with the request for a major disaster declaration, the Governor’s request should contain specific information describing state and local efforts and resources used to alleviate the situation and a description of the type and extent of federal aid required.

Examples of emergency assistance are temporary housing, mass care (food, water, and medical care), debris removal and emergency repairs to keep essential facilities operating. If a request for a declaration or approval of certain kinds of assistance or designation of certain affected areas is denied, the Governor has the right to appeal.

The President or the U.S. Secretary of Homeland Security may declare an emergency in the absence of a Governor’s request when the emergency involves a subject area for which the federal government exercises exclusive or preeminent responsibility and authority. In such a case, although the identification of need may come from a local government or other source, the recommendation must be initiated by the FEMA Regional Director or transmitted through him/her by another Federal agency. The Governor will be consulted, if practicable.

C. Emergency Activation and Response

The City and County of Denver’s Office of Emergency Management operates on a 24 hour / 7 days a week / 365 days a year schedule. Emergency preparedness and response activation levels for the EOP and the City’s EOC have been established by the Director of the Office of Emergency Management. The levels of activation correspond to the specific levels of threat, complexity of the situation and the resource response needed to effectively support first responders during an emergency or disaster incident.

Activation of the EOP and the EOC may occur at three levels, but these levels of activation are flexible guidelines. The following activation levels will be used as guidelines to identify the complexity and resources that are necessary to ensure timely, efficient response, and assist in determining at what level the EOP and EOC are activated.

**Level 3** – A no-notice incident or a significant planned event is, or is likely to be, beyond the scope of control of one or two resources during a response; combined agency efforts are essential to ensure timely, effective response and recovery; it is necessary to activate the ICS requiring use of one or more Command and General staff, and ESF(s) Annexes to assist in the coordination of response and recovery efforts.

**Level 2** - An incident or event is deemed to extend beyond the capabilities of local resources, and response is expected to be comprised of multiple operational periods; activation of
Command, General staff and ESF Annexes are required to effectively manage emergency or disaster operations, planning and logistics; an Incident Action Plan is required for multiple operational periods.

**Level 1** - A “state of emergency” is proclaimed and/or a “local disaster emergency” declaration is issued by the Mayor. This type of incident is the most complex, and enables the City and County of Denver to seek state and federal resources.

**D. Emergency Operations**

Upon activation of the EOP and EOC, emergency operations are implemented in accordance with ICS and are composed of City and County of Denver government departments and agencies, private and public agencies, non-profit and faith based groups as necessary. The ICS structure is designed to be flexible to accommodate any incident response and recovery requirements regardless of size, cause, or complexity. The Mayor, the Office of Emergency Management, and primary and supporting agencies as identified in the EOP assume all responsibility for fulfilling all functions necessary to support first responder agencies that are chartered to implement on-scene emergency or disaster response and recovery operations.

The City and County of Denver, first responder structure incorporates several departments and agencies which through efficient, information-sharing have the capabilities and capacity to assess and identify emergency or disaster incident complexity, and effect timely decisions as to incident management levels, staffing, safety, and resource needs. The City and County of Denver response structure includes but is not limited to the following:

- Mayor’s Office
- Office of Emergency Management
- Fire Department
- Police Department
- Department of Public Works
- Department of Public Health and Environment
- Department of General Services
- Technology Services
- Denver Health & Hospital Authority

The EOP contains fifteen (15) Emergency Support Function (ESF) Annexes that designate specific departments and agencies with primary and support roles and responsibilities that when activated in response to an emergency or disaster incidents or planned special security event provide OEM and the EOC with emergency operations support. The ESF Annexes are as follows:

- Transportation
- Communication
- Public Works and Infrastructure
- Fire
- Emergency Management
- Mass Care
- Resource Support
- Health and Medical Services
- Urban Search & Rescue
- Hazardous Materials
- Animal Care
- Energy
All City and County of Denver departments and agencies are mandated under the authority of Mayor’s Executive Orders No. 85 and this EOP to carry out assigned activities related to mitigating the effects of emergencies and disasters, and to cooperate fully with the Director of the Office of Emergency Management and other political subdivisions in providing emergency response and recovery assistance. As set forth in this EOP, all City and County of Denver departments and agencies will take the following actions, as appropriate, in accordance with the phases of emergency management:

1) Preparedness

a) Each department or agency will develop and maintain a current internal emergency operations plan, Standard Operating Procedures (SOPs) and checklists necessary for accomplishing ESF Annex assigned tasks. Department and agencies will identify primary and secondary points of contacts with delegated authority empowered to make decisions and expend resources in order to provide operational and technical support during emergency or disaster incidents.

b) SOPs will prescribe in detail how the department or agency will implement its assigned responsibilities. Instructions will be included for notification of key personnel, setting up 24-hour (two twelve hour) operational shifts and other appropriate measures to sustain required staffing.

c) Departments and agencies designated as a Primary Agency’s in ESF Annexes will develop and maintain the appropriate SOPs to ensure effective and efficient implementation of assigned roles and responsibilities which will be added as appendix to this plan.

d) Primary agencies will be responsible for planning, coordinating and tasking support departments and agencies in the development of policies, procedures, roles, and responsibilities and requirements of the ESF and its operational requirements.

e) Departments and agencies will maintain a current resource database of all personnel, equipment, and materials available to perform assigned emergency operation functions.

f) Department and agencies will ensure that all personnel assigned specific functional responsibilities in support of this EOP are adequately trained and prepared to assume those responsibilities.

g) Exercise plans and procedures with the Denver Office of Emergency Management in order to promote effective and efficient emergency response and recovery efforts.

2) Response

a) Implement department and agency emergency plans and procedures, as appropriate and when requested by the Denver Office of Emergency Management.

b) Alert personnel to report to the EOC and coordinate emergency response activities with EOC incident command structure, and mobilize resources per the direction of the
ICS team.

c) Primary agencies will be responsible for coordinating the use of identified support agencies, their personnel, equipment and resources as they deem necessary.

d) When an emergency or disaster situation exceeds local capabilities, the Director of the Office of Emergency Management (or his designee) will be responsible for requesting and coordinating the integration of any local, state and/or federal multi-agency response resources that may be required, although City agencies may act as the Primary Agency in coordinating emergency operations activities.

e) Coordinate the release of any emergency public information through the ICS team and the Joint Information Center (if one is activated) or the identified OEM Public Information Officer.

f) Assist in assessing and reporting emergency or disaster incident situation information to the EOC incident management team.

g) Record and report to OEM all personnel, equipment and other associated costs incurred to carrying out emergency operations.

3) Recovery

a) Upon request, Departments and agencies will provide personnel, equipment and other required resources to support both initial relief and long term recovery operations as needed.

b) Specific supporting role functions will be assigned to volunteer and private organizations that by their state or national charter, or through written Memorandums of Agreements (MOA) with the City and County of Denver provide emergency or disaster relief assistance.

c) Coordinate private and volunteer organizations in accordance with the EOP and ESF Annexes by respective primary agencies under the direction of the ICS team.

d) Departments and agencies not assigned to specific ESF Annexes will serve as a reserve of materials and personnel resources, which may be required to perform unassigned tasks or supplement recovery activities.

E. Voluntary/Private Organization

There are a number of voluntary organizations in the City and County of Denver that provide assistance in responding to emergencies and disasters and utilize the ICS structure. The American Red Cross (ARC) and the Salvation Army (SA) take the lead in most voluntary efforts. A large number of voluntary organizations, including faith based groups have aligned themselves with the Colorado Voluntary Organizations Active in Disaster (COVOAD) group. Although each voluntary organization is a stand-alone group, they readily communicate with each other, exchange ideas, supplies, equipment and volunteers.

V. EXECUTION

The Mayor shall activate this EOP at anytime in response to emergency and disaster incidents or in planning for multi-agency resources during a planned special security event. As directed by the
Mayor, the Director of Emergency Management will coordinate the cooperative effort of all City and County of Denver departments and agencies, other governmental jurisdictions (state and federal), and provide the necessary direction and control of personnel and equipment to alleviate human suffering and minimize the loss of property. As the Mayor’s designee, the Director will serve as the principle point of contact regarding local response and recovery activities, implementation of this EOP, requests for state/federal assistance, and ensuring compliance with disaster assistance agreements that could result in the event of a Presidential Declaration of an Emergency, Major Disaster, or Incident of National Significance.

Upon activation of this EOP, all activated ESF Primary Agencies will submit Situation Reports (SITREPs) to the Director through the EOC Planning Chief. Reporting periods will be established by the Planning Chief based upon the complexity of the incident or event. Each SITREP will contain pertinent information regarding response and recovery operations including status of resources available, current utilization, and the lack of resources necessary to achieve effective emergency response and recovery activities.

VI. TRAINING AND EXERCISES

The Office of Emergency Management will provide training, advisory and technical assistance to City and County of Denver departments and agencies to ensure successful implementation of this EOP upon activation. OEM will coordinate and conduct periodic exercises of this EOP in order to ensure effective and complete planning efforts associated with preventing, preparing for, responding to, and recovering from emergency and/or terrorism incidents, and compliance with national emergency response (NIMS/NRP) standards. Training and exercises will be consistent with U.S. Department of Homeland Security and the Office of Domestic Preparedness guidelines and will include ICS training and implementation in exercises. Training and exercises will also be conducted in a manner that is consistent with the ADA Tool Kit to include enlisting people with disabilities to role-play during emergency simulations.

VII. EOP MAINTENANCE

At all times this EOP, the ESF Annexes, appendices, procedures and policies shall be based upon all-hazards facing the City and County of Denver, and reflect the resource support necessary to effectively prepare for, respond to, and recover from emergencies and disasters including acts of terrorism.

Revisions and updates to this EOP may be issued at any time. Annually, the Office of Emergency Management in coordination with City and County of Denver departments and agencies will conduct a review of the entire EOP. ESF primary and support agency managers and directors are responsible for ensuring that updated information as to personnel, resource availability and assignment of responsibilities are correct at all times and that required changes are submitted promptly to OEM for revision to the EOP. Any revisions and updates to this EOP will supersede all previous editions and will be effective immediately.

On an on-going basis, the Office of Emergency Management in coordination with City and County of Denver departments and agencies will seek and utilize input from people with different types of disabilities (i.e. mobility, vision, hearing, cognitive, psychiatric, and other disabilities) regarding all elements of this EOP, including preparation, notification, evacuation and transportation, sheltering, first aid and medical services, temporary lodging and housing, transition back to the community, clean up, and other emergency- and disaster-related programs, services, and activities. The Office of Emergency Management will follow Chapter 7 of the ADA Tool Kit, and results will be incorporated into this EOP at least annually. This will help to ensure that emergency planning and preparedness activities within the City meet the access needs of people with disabilities.
Following the conclusion of any emergency or disaster incident or a planned special security event, AAR's will be reviewed to identify potential response and recovery activity deficiencies. Identified deficiencies will result in revised procedures or policies that improve preparedness, response and recovery efforts. All revisions will be incorporated into this EOP.

All changes, revisions and updates to this EOP will be controlled and issued by the City and County of Denver Office of Emergency Management. All department and agency changes, revisions, and updates must be submitted to OEM for review, approval, publication and distribution. Any revision, change and update will be distributed to plan holders through a Chain of Custody to ensure document control.

**VIII. EMERGENCY SUPPORT FUNCTION (ESF) ANNEXES**

The Emergency Support Function (ESF) Annexes are the primary means through which the City and County of Denver provides emergency or disaster assistance to first responder departments and agencies and our citizens to prevent loss of life, reduce human suffering and minimize property damage. The ESF Annexes establish the roles and responsibilities of City departments and agencies by which they prepare for, respond to and recover from emergencies and disasters.

As set forth and in alignment with the NRP, the ESF Annexes provide an effective mechanism to group capabilities and resources into functions that are most likely needed during an emergency or disaster incident where coordinated multi-agency response is required (e.g., Transportation, Firefighting, Emergency Medical Services, etc.). The ESF Annexes are structured to be modular and are selectively activated based on the complexity and situations associated with an emergency or disaster incident. Effective use of ESF Annexes is based upon the identification of precise components that can best address the required response and recovery activities necessary to mitigate the emergency or disaster incident.

Based on the requirements of an emergency or disaster incident, City and County of Denver departments and agencies execute their roles and responsibilities as defined by the ESF Annexes. Typically, the activated ESF Annexes and their response support components fall within the ICS Operations Section however department and agency roles and responsibilities as defined in the ESF(s) are structured to provide optimal support to all sections of the ICS structure.

Fifteen (15) ESF Annexes are identified in this EOP. Each ESF Annex identifies a primary City agency as well as support agencies. The identified primary agency is responsible for planning, coordinating and tasking support agencies in the development of policies, procedures, roles and responsibilities pursuant to the operational functions of the ESF. Emergency or disaster incidents may require specialized personnel, equipment or resources that are limited to a specific agency. The primary agency will coordinate personnel and resources to support response and recovery activities. It is the responsibility of the supporting agencies assigned roles for a given ESF to cooperate with the primary agency in carrying out the assigned functions, participate in the annex development and training and exercises to ensure effective emergency response and recovery success.

Figure 2.0 provides a summary of the fifteen (15) ESF Annexes including the function descriptions and the assigned primary agency.
**Figure 2.0**

<table>
<thead>
<tr>
<th>ESF #1 – Transportation</th>
<th>Primary Agency</th>
<th>Support Agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td>First responder rescue transportation support, Air and ground transportation safety, Restoration and recovery of transportation infrastructures, Movement restrictions, Damage and impact assessments</td>
<td>Department of Public Works</td>
<td>Denver Police Department, Denver Fire Department, Denver Sheriff’s Department, Denver International Airport, Regional Transportation District, Denver Public Schools, Colorado Department of Transportation</td>
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<tr>
<th>ESF #2 – Communications</th>
<th>Primary Agency</th>
<th>Support Agencies</th>
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</thead>
<tbody>
<tr>
<td>Coordination with telecommunications industry, Restoration/repair and temporary provisioning of communications infrastructure, Protection, restoration, and sustainment of cyber and information technology resources</td>
<td>Technology Services</td>
<td>Denver Police Department, Denver Fire Department, Department of Public Health and Environment, Department of Public Works, Denver Office of Emergency Management, Department of General Services, Colorado Division of Emergency Management, Qwest, Cellular Phone Companies</td>
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</tbody>
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<tr>
<th>ESF #3 – Public Works and Infrastructure</th>
<th>Primary Agency</th>
<th>Support Agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Infrastructure protection and emergency repair, Infrastructure restoration, Engineering services, construction management, Critical infrastructure liaison</td>
<td>Department of Public Works</td>
<td>Denver Police Department, Denver Fire Department, Denver Water, Department of Public Health and Environment, Denver Water</td>
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<tr>
<th>ESF #4 – Fire</th>
<th>Primary Agency</th>
<th>Support Agencies</th>
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<tbody>
<tr>
<td>Firefighting response activities, Resource support to firefighting operations</td>
<td>Denver Fire Department</td>
<td>Denver Police Department, Denver Office of Emergency Management, Department of Public Works, Denver Health and Hospital Authority, Denver International Airport, Colorado Division of Fire Safety, American Red Cross, Salvation Army</td>
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<tr>
<th>ESF #5 – Emergency Management</th>
<th>Primary Agency</th>
<th>Support Agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Coordination of incident management efforts, Issuance of mission assignments, Resource and human capital Incident action planning, Situation awareness, Intelligence Financial management</td>
<td>Denver Office of Emergency Management</td>
<td>Mayor’s Office, Denver City Council, Department of Public Works, Denver Fire Department, Denver Police Department, Department of Public Health and Environment, Department of General Services, Technology Services, Denver Health and Hospital Authority, Denver International Airport, Colorado Division of Emergency Management, Federal Emergency Management Agency, Department of Homeland Security, American Red Cross, Salvation Army</td>
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<tr>
<td>ESF #6 – Mass Care</td>
<td>Mass Care, Disaster housing, Human services</td>
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<tr>
<td>Primary Agency</td>
<td>Denver Office of Emergency Management</td>
<td></td>
</tr>
<tr>
<td>Support Agencies</td>
<td>Department of Human Services, Department of Public Health and Environment, Denver Police Department, Denver Sheriff's Department, Denver Fire Department, Department of General Services, Parks and Recreation Department, Denver Health and Hospital Authority, Denver Public Schools, American Red Cross, Salvation Army, Food Bank of the Rockies</td>
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<thead>
<tr>
<th>ESF #7 – Resource Support</th>
<th>Purchasing and procurement support (facility space, office equipment &amp; supplies, contracting services, etc.)</th>
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<tbody>
<tr>
<td>Primary Agency</td>
<td>Department of General Services</td>
</tr>
<tr>
<td>Support Agencies</td>
<td>Department of Public Works, Office of Emergency Management, Denver Police Department, Denver Sheriff’s Department, Denver International Airport, Division of Technology Services, Office of Budget &amp; Management, Facilities Planning &amp; Management, Parks &amp; Recreation Department</td>
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<tr>
<th>ESF #8 – Health and Medical</th>
<th>Public health and environmental monitoring, Medical triage, treatment and transportation, Mental health services, Mortuary services</th>
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<tbody>
<tr>
<td>Primary Agency</td>
<td>Department of Public Health and Environment</td>
</tr>
<tr>
<td>Support Agencies</td>
<td>Denver Health and Hospital Authority, Department of Human Services, Denver Fire Department, Denver Police Department, Denver Office of Emergency Management, Division of Technology Services, Office of Budget &amp; Management, Facilities Planning &amp; Management, Parks &amp; Recreation Department, American Red Cross, Salvation Army</td>
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<tr>
<th>ESF #9 – Urban Search and Rescue</th>
<th>Life-saving assistance, Urban search and rescue</th>
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<tbody>
<tr>
<td>Primary Agency</td>
<td>Denver Fire Department</td>
</tr>
<tr>
<td>Support Agencies</td>
<td>Denver Police Department, Denver Sheriff’s Department, Denver Health and Hospital Authority, Department of Public Works, Department of Environmental Health, American Red Cross, Salvation Army</td>
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<tr>
<th>ESF #10 – Hazardous Materials</th>
<th>Oil and hazardous materials (chemical, biological, radiological, etc.) response, Environmental monitoring, safety, short and long-term cleanup</th>
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</thead>
<tbody>
<tr>
<td>Primary Agency</td>
<td>Denver Fire Department</td>
</tr>
<tr>
<td>Support Agencies</td>
<td>Department of Public Health and Environment, Denver Police Department, Denver Sheriff’s Department, Department of Parks and Recreation, Denver Department of Public Works, Denver Water, Denver Health and Hospital Authority</td>
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<tr>
<td>ESF #11 – Animal Care</td>
<td>Primary Agency</td>
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<td>Support Agencies</td>
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<tr>
<th>ESF #12 – Energy</th>
<th>Primary Agency</th>
<th>Department of Public Works</th>
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<tbody>
<tr>
<td>Support Agencies</td>
<td>Department of General Services, Xcel Energy, Petroleum Suppliers</td>
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<tr>
<th>ESF #13 – Law Enforcement</th>
<th>Primary Agency</th>
<th>Denver Police Department</th>
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<tbody>
<tr>
<td>Support Agencies</td>
<td>Denver Sheriff Department, Denver Fire Department, Denver Office of Emergency Management, Department of Public Works, Denver Public Schools Security, Denver Health and Hospital Authority, Regional Transportation District, Colorado Department of Transportation, Colorado State Patrol, Department of Homeland Security, Federal Bureau of Investigation</td>
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<tr>
<th>ESF #14 – Long Term Recovery</th>
<th>Primary Agency</th>
<th>Denver Office of Emergency Management</th>
</tr>
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<tbody>
<tr>
<td>Support Agencies</td>
<td>Department of Human Services, Department of Public Works, Department of General Services, Department of Public Health and Environment, Denver Health and Hospital Authority, American Red Cross, Salvation Army, Corporate and Private Business</td>
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</tbody>
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<tr>
<th>ESF #15 – Public Information</th>
<th>Primary Agency</th>
<th>Denver Office of Emergency Management</th>
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<tbody>
<tr>
<td>Support Agencies</td>
<td>Mayor’s Press Office, Denver District Attorney’s Office, Denver Police Department, Denver Fire Department, Department of Public Works, Department of Public Health and Environment, Department of Human Services, Technology Services, Department of General Services, Denver Health and Hospital Authority, Denver International Airport</td>
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Based upon the complexity, situation and requirements of an emergency or disaster incident or a planned special security event the following fifteen ESF Annexes will be activated as needed. Each primary agency will execute their roles and responsibilities as defined in each of the annexes.
ANNEX 1: EMERGENCY SUPPORT FUNCTION 1 – TRANSPORTATION

PRIMARY AGENCY: DEPARTMENT OF PUBLIC WORKS

SUPPORT AGENCIES: Denver Police Department
Denver Fire Department Denver
Sheriff’s Department Denver
International Airport Denver
Public Schools Regional Transportation District
Colorado Department of Transportation

I. INTRODUCTION

The purpose of this Emergency Support Function (ESF) is to provide coordination of ground transportation assistance and designation/maintenance of traffic routes that may be required following a significant natural disaster or human caused event. The Manager of Public Works or his designee will coordinate transportation assistance provided under this ESF.

In addition, this Annex addresses evacuation of people from risk or hazard areas. Emergency evacuation will usually be an on-scene activity, limited to a specific area, and coordinated by the Police Department or the Fire Department officers on scene. In major evacuations, overall activities will be directed from the Office of Emergency Management (OEM) and will include coordination with the Denver Police Department, Denver Fire Department, the Public Works Department and other public or private transportation providers.

ESF-1 resources will be provided through the Office of Emergency Management, Emergency Operations Center when activated (i.e., Level 1, 2, and 3). Necessary resources (human, technical, equipment, facility, materials, and supplies) will be obtained through the City and County of Denver, Department of Public Works, support agencies and a network of contractors, vendors, and suppliers. Resources may also be obtained through Mutual-Aid Agreements with local and state government agencies and regional, national, public, and private businesses or associations.

Transportation resources obtainable by ESF1 shall be used to assist in the following:

- Evacuation of persons from threatened or immediate danger;
- Monitoring, control, and coordination of vehicular traffic flow;
- Provision of infrastructure status reports for all modes of transportation;
- Multi-modal logistical transportation of evacuees, personnel, equipment, materials and supplies;
- Provision of maps for all modes of transportation;
- Identification of obstructions and damage to the multi-modal transportation infrastructure and;
- Prioritization and initiation of emergency work tasking to clear debris and obstructions from, and make emergency repairs to, the multi-modal transportation infrastructure.

II. SITUATIONS AND ASSUMPTIONS

A. Situations

Emergency and disaster situations threatening or impacting directly on City and County of Denver have the potential to create significant demands for transportation of individuals to
hospitals and shelters, and unprecedented requests for transport of evacuees, materials, and supplies that may include:

- Increased transportation support to all levels of Government carrying out emergency and disaster response and recovery activities.
- Evacuation, traffic control, and transport of evacuees.
- Unique transportation requirements for special needs individuals or groups of individuals.
- Realignment of shelter populations, and transportation to and from feeding centers.
- Transportation of supplies, equipment, and tools to designated incident and recovery areas.

1. Evacuation

Small-scale evacuation is a localized site evacuation caused by an isolated emergency such as a hazardous materials spill, burning tank car, burning building, rising waters, or other containable or manageable incident, and involves a small segment of the population. A small-scale evacuation may not require any additional transportation and evacuees may be able to walk out of the area at risk to safety on their own cognizance unless otherwise needing assistance. A small-scale evacuation is usually ordered by the Incident Commander at the scene of the isolated emergency.

2. Large-Scale Evacuation

The Mayor, or official designee, has the overall responsibility and authority for ordering a large-scale evacuation within the City and County of Denver, and maintaining overall direction and control of the evacuation. The Director of OEM is responsible for the overall coordination of a large-scale evacuation within the City and County. The Director of OEM will assist the Mayor, or official designee, in the direction and control of a large-scale evacuation. A large-scale evacuation is a much broader evacuation that may be initiated by an uncontainable or unmanageable hazard and involves a large segment of the population. A large-scale evacuation may be localized in one jurisdiction or may be regional involving many jurisdictions. A large-scale evacuation may become extremely complex and require a significant increase in many resources to carry it out efficiently.

3. Evacuation Resource Requirements

A large-scale evacuation, in addition to possibly requiring substantial emergency transportation resources may also require substantial communication, traffic control, and other resources to efficiently carry out the evacuation. If a large scale evacuation encompasses many jurisdictions and becomes regional, additional state and federal resources may be required which will assist in coordinating the evacuation.

Denver Public Schools (DPS) buses may be used for increased emergency transportation requirements. In the event of a mass evacuation out of the City and County of Denver, the use of public and commercial transportation may be required to evacuate a large number of people to host areas in neighboring jurisdictions.
If a mass evacuation out of the City and County of Denver occurs, it may be necessary to support evacuees in neighboring jurisdictions with essential goods and services.

An emergency or disaster incident may require the evacuation of pets, or large numbers of domestic animals, poultry, and / or livestock (Refer to ESF 11).

B. Assumptions

1. An emergency or disaster incident has the potential to severely damage or hinder the transportation system and other critical infrastructures throughout the City and County.

2. Damaged roads, vehicles, facilities, equipment, and damaged or disrupted communications could significantly hamper emergency transportation support.

3. An emergency situation could also require the evacuation of a large segment of the City and County’s population up to and including the entire City and County.

4. Emergency transportation support requirements will likely exceed local capabilities and outside assistance will be required and must be planned for to support local emergency operations and/or a large-scale evacuation.

5. Sufficient warning time may not be available to evacuate. If there is advanced warning, some people will voluntarily evacuate prior to being advised to do so.

6. The general public will receive and understand official emergency public information (EPI) and warning related to evacuation.

7. The great majority of the public will act in its own interest and will evacuate areas promptly when advised to do so.

8. Some people may refuse to evacuate regardless of warnings.

9. Most evacuees will seek shelter with relatives or friends rather than accept public shelter.

10. The principal mode of transportation for evacuees will be private vehicles but some people will lack transportation.

11. Some residents that are ill or disabled may require vehicles with special transportation capabilities.

12. Institutional residents will be evacuated by the organization responsible for the institution, e.g., assisted living quarters, schools, daycare centers, etc., or the institution will make prior arrangements to have the residents evacuated when required.

13. People with disabilities may face a variety of challenges in evacuating to safety including the need for accessible transportation. Evacuation activities will be carried out in a manner that ensures that people with disabilities can evacuate the area of an emergency in a variety of conditions, with assistance when it is needed.

14. It may take several days to complete a mass evacuation out of the City and County.

15. Roads and highways will become congested during a large-scale evacuation and hamper the movement of traffic, and access for emergency vehicles.
16. The Colorado State Patrol (CSP) will provide for the majority of traffic control on major evacuation routes on the major highways, as assigned by the Governor.

17. Local County and surrounding municipal law enforcement will assist with traffic control within their jurisdictions for all scales of evacuation, if required.

18. Allot sufficient time for a large-scale evacuation to occur.

III. CONCEPT OF OPERATIONS

B. GENERAL

1. During an emergency or disaster, ESF personnel will coordinate transportation activities on a citywide basis and coordinate with neighboring jurisdictions, RTD, the State and other providers of transportation resources. ESF functions will involve identifying and meeting the transportation needs of victims and emergency service responders during a major emergency or disaster.

2. In addition, ESF responsibilities shall include:

   a. Ensuring that personnel and equipment are available (in person, by telephone, facsimile, or pager) to assess and respond to transportation resource requests received by the Emergency Operations Center.

   b. Preparing Situation Reports and Incident Action Plans addressing emergency and disaster transportation activities.

   c. Meeting transportation resource requests through available or obtainable resources of support function agencies, including resources that are available through mutual-aid agreements, compacts, and/or State and Federal agencies.

   d. Evaluating damage to infrastructure and conducting impact assessment in the threatened and/or impacted area and, as appropriate, task personnel for response and recovery work.

   e. Providing continued assessments and updates of emergency plans that ensure both short and long-term transportation needs of threatened and/or impacted areas can be met.

C. ORGANIZATION

The Department of Public Works as the Primary Agency will be organized and operate as a team. The organization shall:

1. Upon the request of the Office of Emergency Management (OEM) and activation of the Emergency Operations Center (EOC), Department of Public Works will assign personnel to the EOC and the Transportation Management Center (TMC). The assigned personnel to the EOC will report to the Operations Branch Director.

2. Ensure that EOC assigned personnel have access to all available public work resources. EOC personnel will participate in the evaluation and mission assignments of transportation resource requests as submitted to the EOC, and monitor committed and uncommitted
status of resources.

3. Based upon the size and type of emergency or disaster incident, establish a field Incident Command System (ICS) structure with a single point of contact that will tactically coordinate with DPD and DFD to facilitate emergency transportation services and evacuation routing, if required.

4. Coordinate with the OEM to facilitate planning and strategic course of actions based upon emergency and disaster situation analysis.

5. Ensure that sufficient personnel are available and authorized to acquire additional transportation assets to meet increased emergency transportation requirements.

6. In the event of an evacuation, Public Works will be responsible for planning and coordination of transportation requirements in support of the evacuation.

7. In addition, the Department of Public Works organization will coordinate with the appropriate response agencies to facilitate the following:

   a. Municipality Evacuation – If an evacuation is required out of the City, the Mayor, or designated representative has the overall authority and responsibility for announcing a large-scale evacuation, and will issue the official evacuation order.

   b. State Evacuation – If an evacuation is required of a larger geographical region of the State, the Governor of Colorado, or official designee, may issue the official evacuation order. The Department of Public Works will collaborate with other local jurisdiction to facilitate evacuation of the greater Denver area.

   c. An Incident Commander at the scene of an isolated emergency has the authority to order an evacuation of the specific area affected by the incident. A mandatory evacuation of people out of a given area will rarely be issued in lieu of a highly recommended evacuation. Prior to issuing a mandatory evacuation, review current local regulations in reference to evacuations.

   d. Public Work shall coordinate with all City and County government and non-government organizations that support emergency operations and if time permits, notify chief executives of surrounding jurisdictions prior to commencing evacuations.

   e. The Department of Public Work’s is responsible for coordinating with the Superintendent of Denver Public Schools, Regional Transportation District and the OEM Director for securing an augmentation of available buses and drivers to support evacuation and other emergency transportation needs.

   f. The American Red Cross in coordination with the OEM Director may open local shelters and/or coordinate with other jurisdictions to open shelters to receive evacuees. When evacuees are relocated outside the City and County of Denver, a transportation representative may be appointed to act as liaison between City and County of Denver and the host jurisdiction. Once an area has been evacuated, Public Works will provide assistance to DPD to secure the area until declared safe. Public Works will coordinate the transportation associated with the re-entry of evacuees.

8. The Department of Public Works has a dual role as a coordinating organization and as a supporting agency. The Department of Public Works as the primary agency must ensure
that through coordinated annual planning, all ESF 1 agencies:

a. Participate in the review and revision of the Emergency Operations Plan including the ESF 1 Annex, and related Standard Operating Procedures (SOPs).

b. Attend and participate in ESF planning meetings, training and exercises.

c. Develop, test, and maintain a manual or automated listing of the following:

   i. Agency emergency points of contact that need, or may need, to be contacted by agency representative(s) assigned to Emergency Support Function, and;

   ii. Agency available transportation resources (from within the agency) such as types of equipment and equipment operators, and;

   iii. Points of contact for agency obtainable transportation resources (i.e., agency contractors, vendors, etc.) such as equipment and equipment operators.

9. Ensure that support agencies (including public, private and volunteer organizations) are prepared to assist in the delivery of transportation services. This may require coordination with Denver Public Schools, DIA, RTD, taxi companies, on-going volunteer programs, and contract resources.

10. There are two Interstate highways and several State highways which dissect the City and County of Denver and must be included in analyzing the overall transportation needs of the City. The Department of Public Works will work closely with Colorado Department of Transportation (CDOT) and neighboring jurisdictions to develop Memorandums of Understanding (MOU) that provide for respective jurisdiction assistance in sustaining critical transportation corridor operations and capabilities during an emergency or disaster.

11. If local resources are insufficient to meet the transportation needs, Public Works representatives will coordinate with OEM to request assistance from the state.

D. NOTIFICATIONS

The OEM will notify the Primary Agency, the Department of Public Works, when an area of the City is threatened or has been impacted by an emergency or disaster incident. When the EOC is activated the following shall occur:

1. The Department of Public Works designated personnel will report to the EOC and Traffic Management Center (TMC) if so advised or requested by the OEM.

2. As warranted by the scope of the impending event, the Department of Public Works personnel will notify the appropriate support agencies and agency representatives will report to the EOC if so advised or requested.

3. Public works personnel and support agencies representatives designated to report to the EOC will notify their agencies that the City’s EOC has been activated and facilitate required emergency and disaster communications, and coordinate activities with other local, and if required, state and federal agencies.

4. The above notification process will be utilized if the impending or actual emergency incident requires any combination of preparedness, response, recovery, or mitigation.
E. ACTIONS

Prior to and upon activation of ESF 1, Public Works representatives assigned to the EOC will accomplish one or more preparedness, response, recovery, and mitigation/redevelopment actions. The following is a list of those actions:

1. Preparedness
   a. Assure that incident plans are developed which supplement guidelines addressing the designation and emergency maintenance of transportation corridors.
   b. Provide a representative to the North Central Region Evacuation Steering Committee on behalf of the City and County of Denver to assist in development of a regional evacuation plan.
   c. Ensure evacuation routes, transportation staging areas for emergency transportation vehicles, traffic control points, and pickup locations for evacuees are properly identify in the Public Works SOPs and can be set-up rapidly in response to emergencies and disasters or upon an evacuation order.
   d. Plan and prepare the notification systems that will support an emergency and disaster response including the ability to address evacuation orders (voluntary and mandatory), local emergency declarations, suspension of construction and maintenance, and the activation of evacuation plans.
   e. Ensure that evacuations account for people with different types of disabilities (i.e. mobility, vision, hearing, cognitive, psychiatric, and other disabilities) and that evacuation activities enable people with different types of disabilities to self-evacuate, to be evacuated by others, and to return home.
   f. Identify accessible modes of transportation, such as wheelchair lift-equipped school buses, transit buses, paratransit vehicles, and taxis that will be available to evacuate people with disabilities during an emergency.
   g. Ensure that transportation plans address people with disabilities’ needs to transport mobility aids, such as wheelchairs or scooters, oxygen tanks or other medical equipment, and service animals.
   h. Ensure that all personnel assignments and schedules are sufficient to cover an activation of the EOC for an extended period of time. Ensure equipment and resource status lists are routinely updated and current at all times.

2. Response
   a. Upon OEM activation of the City’s EOC and notification of the department of Public Works, activate the “Notifications” sequence listed in Section III.C (Notifications) above.
   b. Evaluate and task the transportation activity requests received in the EOC from field operations in the threatened and/or impacted areas. Prepare a transportation situation report for evaluation by the EOC Incident Commander and Planning Chief to assess transportation impacts and resource availability.
c. Based upon the emergency situation, evaluate the size of the area impacted, the level of risks to the citizens and determine the anticipated transportation related equipment and resources that will be needed to assist in response and recovery.

d. If an evacuation is anticipated or to be required, the EOC Incident Commander will recommend the geographic or physical area to be evacuated to the Mayor. The decision to execute an official evacuation order whether voluntary, highly recommended, or ordered as mandatory will be made in writing and announced through the public information officer with an official media release to all available media outlets.

e. As required, prepare and coordinate with the Incident Commander and ESF 15, dissemination of citizen evacuation awareness information regarding traffic patterns and evacuation routes through all available media outlets and other means.

f. Coordinate with CDOT or the appropriate local jurisdiction that has primary responsibility for traffic control on major highways and intersections outside the City and County during an evacuation.

g. Priority of transportation requests are as follows:
   i. Evacuate persons from immediate danger. Time and safety permitting, emergency transportation vehicles will travel to evacuee pickup locations as often as required during the evacuation to provide transport to evacuees without vehicles.
   ii. Transport persons registered for evacuation assistance via local databases, if available.
   iii. Transport materials, personnel, and supplies to support emergency activities.
   iv. Transport of relief supplies necessary for recovery operations.
   v. Identified the area at risk. One lane of each route must be kept open to permit ingress of emergency vehicles.

h. During an evacuation:
   i. The Department of Public Works, with support from the Police Department and from other local law enforcement agencies and the State Highway Patrol, will closely monitor the progress of the evacuation, and report the status to the OEM.
   ii. Evacuee traffic is to be directed to pre-designated reception areas and shelters within the City and County of Denver, or into host counties.
   iii. Service areas, as necessary, will be identified by agencies in their jurisdictions, and announced by the Public Information Officer via the Emergency Alert System (EAS), to assist evacuees with information, fuel, medical aid, etc.
iv. Any impediments to the evacuation will be identified and contingency options will be implemented as soon as possible. Vehicles and debris that are obstructing traffic flow of the evacuation will be moved off the roads.

i. Generate in a timely manner, transportation-related information to be included in Emergency Operations Center briefings, situation reports, and incident action plans.

j. Maintain appropriate records for time worked and costs incurred by all ESF 1 agencies during an emergency or disaster incident.

k. Assign and schedule sufficient personnel to cover an activation of the Emergency Operations Center for an extended period of time.

l. Evaluate the probability and time period of the recovery phase for the incident. If a recovery phase is probable, start pre-planning for recovery actions.

3. Recovery

a. Evaluate and task the transportation support requests for impacted areas.

b. Generate in a timely manner, information to be included in Emergency Operations Center briefings, situation reports, and/or action plans.

c. Plan and prepare the notification systems to support the establishment of staging areas, distribution sites, a Disaster Field Office, Recovery Centers, Joint Information Centers, the deployment of strike teams, mutual aid teams, and other local, State, and federal recovery facilities and emergency workers in the impacted area.

d. Plan and prepare for the arrival of, and coordination with, the State and Federal Emergency Management Agency Emergency Support Function 1 personnel.

e. Assign and schedule sufficient personnel to cover an activation of the Emergency Operations Center for an extended period of time.

f. Prior to allowing public re-entry into an evacuated area, a safety assessment will be conducted. The OEM Director will check with the Manager of Public Works to ensure egress routes remain passable for ingress.

g. Evacuation routes and traffic control measures will normally just be reversed to accommodate the re-entry process unless otherwise advised by Manager of Public Works or other applicable organization that the egress routes cannot be used for ingress.

h. Inform the surrounding municipalities and if appropriate the neighboring counties of the evacuation termination order prior to announcing it.

i. Establish reception areas for incoming people, if required.

j. Certain designated sections of the City and County may remain isolated or closed to the public even after re-entry begins based on safety and security concerns of that area.

4. Mitigation
a. Provide transportation-related services for mitigation and/or redevelopment activities that may begin before and continue for several months after the Emergency Operations Center deactivates.

b. Provide traffic engineering review and study teams, support of local government contracting for mitigation and/or redevelopment needs, and other similar professional, technical, and administrative activities.

c. Generate in a timely manner, information to be included in Emergency Operations Center briefings, situation reports, and/or action plans.

d. Evaluate the probability and time period of the mitigation and/or redevelopment phase for the event. If a mitigation and/or redevelopment phase is probable, start pre-planning actions in coordination with local, State and Federal agencies.

F. COMMAND AND CONTROL

1. The Mayor has the overall authority and responsibility for ensuring that City and County of Denver government organization’s emergency transportation requirements are adequately fulfilled to carry out emergency operations during an emergency situation.

2. The Manager of Public Works has the overall responsibility for maintaining the vehicle fleet in support of emergency operations and has the overall responsibility for direction and control, and coordination of Denver’s transportation resources for an evacuation that occurs inside or outside of the City and County of Denver.

3. The Denver Police Department has the overall responsibility for direction and control of traffic on city roads, and security required for emergency operations or an evacuation within the City and County.

4. All organizations that support this ESF are responsible for developing their respective SOPs for conducting emergency transportation and evacuation operations in the City and County.

5. During EOC activation, any organization supporting this ESF that requires transportation resources or outside assistance is required to communicate their request to the EOC and TMC.

6. All organizations that support this ESF in the City and County are responsible for coordinating with other organizations from which they require local support by developing memorandums of understanding or mutual aid agreements for that support.

7. When a request for assistance is received, it is assigned to the agency or agencies that have the most appropriate resources and expertise to accomplish the task. No agency will be tasked more than another to ensure a balance in "mission" tasking. Such is necessary to maximize the use of all available resources.

III. RESPONSIBILITIES

A. PRIMARY AGENCY – Department of Public Works

1. Coordinate all ESF 1 administrative, management, planning, training, preparedness,
response, recovery, and mitigation/redevelopment activities. Assign Department of Public Works personnel to the ESF 1 duty schedule in the EOC and TMC.

2. Provide all available and obtainable transportation resource support for ESF 1 missions that will include but is not limited to: all transportation equipment and facilities, vehicular traffic management and control signs and devices of various types, and vehicular traffic flow data and information from permanent and temporary monitoring sites.

3. Coordinate the activation of emergency evacuation plan(s) in a timely manner after an order has been issued including coordination with public transportation entities to provide public bus transportation capacities and point of contact data, railroad transportation systems data and points of contact.

4. Provide maps for all modes of transportation, staffing and resources necessary to conduct impact assessment of the impacted area, and provide multi-modal transportation engineering, technical, and specialty support and coordination.

B. SUPPORT AGENCIES

1. Office of Emergency Management
   a. Serve as the primary coordinating agency for ESF 1 in matters pertaining to the overall coordination of all organizations providing or supporting emergency planning, response and recovery functions within, out of, or into City and County of Denver.
   b. Assist the Manager of Public Works in developing evacuation strategies based on emergency and disaster scenarios and impacted areas at risk.
   c. Assist all organizations in the City and County and the surrounding municipalities which support this ESF to obtain outside assistance and resources, as necessary.
   d. In coordination with the Mayor, the Manager of Public Works, and other necessary City and County agency managers, prioritize emergency transportation resources for the transport of people, materials, goods, and services.
   e. In coordination with the Manager of Public Works identify potential staging areas for emergency transportation vehicles, evacuee pickup locations, and fueling and drinking water points, when required.
   f. In coordination with City and County agency managers, assist in identifying special needs populations (i.e., handicapped, elderly, on life support, etc.) with unique transportation requirements that do not have access to required transportation.
   g. Assist with planning for emergency transportation requirements of non-ambulatory people requiring medical attention that have no other means of transportation. Assist institutions and facilities within the City and County that are responsible for large groups of people with the development of evacuation procedures, where required.
   h. Coordinate opening of reception areas and shelters with the appropriate City and County agency managers and the American Red Cross Director. Coordinate shelters with host county emergency managers and coordinate evacuation needs with the surrounding municipalities prior to evacuations being announced.
i. Assist the PIO in the dissemination of emergency and disaster warnings and information dissemination.

2. Denver Police Department

a. EOC Law Enforcement personnel will coordinate with ESF 1 representatives to facilitate emergency transportation requests.

b. Provide available and obtainable transportation resources for the support of ESF 1 missions. Coordinate law enforcement support for traffic control, public safety, and security.

c. Coordinate law enforcement support for activating, maintaining, and deactivating one-way plans for ordered evacuations and law enforcement escort-support for emergency materials, supplies, and personnel vehicles, singularly or in convoys.

3. Denver Public Schools

a. Develop procedures to evacuate the daytime population of schools to a safe location, if required, or order in-place sheltering of students and staff due to an emergency situation where evacuation is not safe (e.g., a nearby hazardous materials spill).

b. Develop procedures to establish off-site reception centers for parents separated from their children due to a school evacuation or in-place shelter situation.

c. Provide school buses in support of emergency operations, as required, and available.

4. American Red Cross

a. Open, staff, and operate American Red Cross Shelters to receive evacuees if the an emergency or disaster incident results in displaced citizens, or if an official evacuation order is announced within the City and County, or Denver is requested to serve as a host area in support of a neighboring jurisdiction’s evacuation.

IV. FINANCIAL MANAGEMENT AND ADMINISTRATION

1. All agencies should document all expenses related to their emergency and disaster response and recovery activities. These would include individual expenses as well as overall operating costs. These records will be used for documenting expenditures for potential cost recovery after the incident. The financial documentation process is located in the City and County of Denver’s EOP, Support Annexes, Finance and Administration.

2. Vehicle Records - All organizations will keep detailed records of vehicle use to include mileage, fuel consumption, vehicle maintenance, damage to vehicles, etc. and report this information to the Manager of PublicWorks.

3. Evacuation Records - The Office of Emergency Management will maintain evacuation records of displaced segments of the population in as much as that data is available.

4. Evacuation Informational Materials - Informational materials relative to reception points, evacuation routes, pickup locations, fuel and drinking water distribution points, shelters, host areas, etc., will be developed, maintained and distributed through City and County agencies including but not limited to Public Works, Safety, Human Services, Emergency Management,
American Red Cross, and other media outlets and sources.

V. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 1 rests with the Manager of the Department of Public Works. Other primary and support agencies to this ESF will assist the Manager in developing and maintaining this ESF.

2. A periodic review (no less than annually) will be conducted of this ESF for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the primary agency will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The primary agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VI. REFERENCES AND AUTHORITIES

A. References

1. The City and County of Denver EOP, departments and agencies ESF Annex and Standard Operating Procedures (SOPs).

2. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.

3. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.

4. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities


2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7).

4. Denver Revised Municipal Code, Title II, Chapter 16, Article II, Section 16-11

5. Mayor's Executive Order No. 85
ANNEX 2: EMERGENCY SUPPORT FUNCTION 2 – COMMUNICATIONS

PRIMARY AGENCY: TECHNOLOGY SERVICES

SUPPORT AGENCIES:
Denver 911
Denver Police Department
Denver Fire Department
Denver Department of Public Health and Environment
Denver Department of Public Works
Denver Office of Emergency Management
Denver General Services
Colorado Division of Emergency Management
Cellular phone companies

I. INTRODUCTION

The purpose of this Emergency Support Function (ESF) is to provide the City and County of Denver, Office of Emergency Management (OEM) provisions for communications support, before, during and after an emergency or disaster incident. ESF 2 shall coordinate communications assets (both equipment and services) that may be available from a variety of sources, as listed above, before or after the activation of the City and County of Denver’s Emergency Operations Plan (EOP) and Emergency Operations Center (EOC).

The scope of this ESF is to coordinate all communications, notification and warning systems and processes during an emergency. Technology Services is responsible for coordinating all Wireless and Wire line networks. Coordination and support will include the ability to establish and maintain secure and non-secure communications, commercially leased communications and communications services provided by voluntary groups, as needed.

II. SITUATIONS AND ASSUMPTIONS

1. Technology Services is responsible for developing, maintaining and operating emergency communications systems which collect and disseminate information, and are used to receive requests for assistance and coordinate disaster response and recovery activities.

2. Technology Services will assist the OEM and ESF support agencies in developing, maintaining and operating emergency communications systems. Assistance will be provided for communication program development guidance to ensure a coordinated and integrated City wide emergency communications system is established and maintained.

3. In the event of an emergency or disaster incident, ensure the use of interoperable, redundant communications systems can provide open but secure communication among all response elements to support a prompt and coordinated response. Ensure communications among first responders, hospitals, mass care providers, and emergency management is a top priority.

4. Many traditional emergency notification methods are not accessible to people with disabilities. In order to reach a greater audience and help ensure all residents and visitors will have the information necessary to make sound decisions and take appropriate, responsible action, the City and County of Denver will use a combination of notification methods, including visual and audible alerts.

5. The City and County of Denver utilizes a voluntary, confidential, online registry for individuals with disabilities who may need individualized evacuation assistance, transportation, and/or notification.
In addition to the warning methods above, Denver will consider direct door-to-door contact with pre-registered individuals.

III. CONCEPT OF OPERATIONS

A. GENERAL

Under the leadership of the City and County of Denver Technology Services Chief Information Officer (CIO), representatives from each of the support and voluntary agencies shall staff the City and County of Denver Emergency Operations Center as requested. The role of the primary agency shall be to focus coordination and ensure the management of combined agency efforts. The Technology Services CIO shall report directly to the “Operations Section Chief” under NIMS/ICS guidelines.

Operational procedures and resource requirements necessary to implement this ESF are contained in the ESF 2 Emergency Communications SOP.

B. ORGANIZATION

The Technology Services CIO, or designee, is the primary point of contact who provides the leadership and management of ESF 2. The Technology Services CIO provides a support role for emergency response operational personnel. The Technology Services CIO is responsible for providing all communications assets and capabilities during an emergency or disaster operation.

The systems utilized for emergency communications are organized into three general categories, although there is overlap between categories, and some systems may fall into more than one:

1. Communications

   Emergency communications systems are utilized to convey information both internally and externally with all stakeholder entities including those higher (State, Federal partners), laterally (partner agencies, other jurisdictions), and subordinate. Details on the specific usage of communications systems can be found in the Emergency Communications Standard Operating Procedures (SOP) and other agency specific documents.

2. Notification

   The City’s notification systems are utilized to initiate, receive, and relay alerts to key decision makers and emergency personnel, internally and externally, at all levels. Details on the specific usage of notification systems can be found in the Emergency Communications SOP, the EOC SOP, and other agency specific documents such as the OEM Duty Officer Book.

3. Public Information and Warning

   The City’s public information and warning systems are utilized to disseminate alerts, warnings, and other information to the public during an emergency situation. Details on the specific usage of public information and warning systems can be found in the ESF 15 Annex, Emergency Communications SOP, and the Joint Information System operating procedures.

The City’s communications, notification, public information and warning systems have been evaluated, designed, and implemented with consideration of the City’s operating environment. This
includes systems optimized for Denver’s urban operating environment, generally flat terrain, climate, natural and man-made hazards (see Hazard Identification and Risk Assessment), as well as other social, economic, and geo-political factors.

C. NOTIFICATION

The OEM Director or designee shall notify the Technology Services CIO or ESF 2 representative when an area of Denver is threatened or has been impacted by an emergency or disaster event.

D. ACTIONS

1. Preparedness

   a. Identify communications facilities, equipment, and personnel located inside and outside the affected area that could be made available to support response and recovery efforts.

   b. Assess needs to pre-stage communications assets for rapid deployment into a potential or actual emergency or disaster location.

   c. Training and exercises shall be scheduled regularly for key personnel within ESF 2 who would be called upon during an emergency.

   d. A report of all completed training and exercises as well as proposed list for the following year is submitted by the Technology Services CIO and coordinated through the OEM by December 31 of each year.

2. Response

   a. Identify the actual and on-going actions of commercial telecommunications companies to restore services.

   b. Determine what assets are available by each ESF 2 support agency and the time frame in deploying those assets.

   c. Coordinate the acquisition and deployment of communications equipment, personnel, and resources to establish temporary communications capabilities within the affected area.

   d. Collect damage assessment information obtained from assessment teams, the telecommunications industry, and other City and County agencies and report that information through the EOC Planning Section.

   e. Assess the need for and obtain telecommunications industry support as required.

   f. Prioritize the deployment of services based on available resources and critical needs.

   g. Coordinate communications support to all governmental, quasi-governmental and Non-Governmental Organizations (NGO) as required.

   h. Activate and utilize a combination of available communication, warning, and notification systems in order to provide the general population of Denver prompt notice of an impending disaster. These systems shall be Common Alerting Protocol (CAP) compliant and accessible to the entire population including those who are deaf or hard of hearing. Messages may include the locations of shelters with access to backup power and
refrigeration, information regarding accessible housing, and other critical emergency information. Details on the specific usage of public information and warning systems can be found in the ESF 15 Annex (Public Information), the Emergency Communications SOP, and the Joint Information System operating procedures.

3. Recovery

   a. Assemble a listing of all City and County of Denver and Metro area communications assets still available to support a recovery mission. Other NGO’s and local agencies with communications assets may be requested to contribute assets to the response effort. Private sector resources may also be considered for availability and effectiveness. Furthermore, availability, operational condition, and duration of need must be considered. The logistical requirements necessary to obtain critically needed equipment shall also be evaluated.

   b. Assign and schedule sufficient personnel to cover an activation of the City Emergency Operations Center for an extended period of time. Coordinate with the Planning Section the development of situation reports, after action reports, other documents and/or Incident Action Plans (IAPs) using established procedures.

   c. Plan and prepare the communication systems to support the establishment of staging areas, distribution sites, Command Posts, shelters, Joint Information Centers or any other temporary disaster facility.

   d. Maintain appropriate records of work schedules and costs incurred by ESF 2 agencies during the emergency or disaster incident.

   e. Establish a de-mobilization plan based on anticipated EOC requirements.

4. Mitigation

   a. Technology Services is active in providing redundant systems, network paths and sites for its Mission Essential Functional systems. Currently there are three data processing sites which are deploying data replication services of selected and critical data.

   b. Continually study weaknesses and vulnerabilities in our systems and networks and look for cost effective methods to address these issues.

   c. Any test, training or exercise performed is also monitored for the exposure of vulnerabilities and corrective action plans put in place.

E. COMMAND AND CONTROL

1. The Technology Services CIO provides direction and control for ESF 2. The Technology Services CIO or designee shall manage and control the operation of this ESF to include support agencies, mutual aid as well as contracts for goods and services.

2. Communication assessment team members from Technology Services shall keep in contact with the ESF 2 staff within the EOC by either public safety radio system or cellular telephone.

3. Field Technology Services staff takes will coordinate and collaborate with EOC personnel, and the Logistics or Operations Section Chief.
IV. RESPONSIBILITIES

A. PRIMARY AGENCY – Technology Services

1. Technology Services serves as the primary agency for ESF 2 and as such, shall coordinate all communication functions (i.e. administration, planning, training, preparedness, response, recovery, mitigation, etc.).

2. Technology Services shall also coordinate and manage ESF 2 functions with the other ESFs.

B. SUPPORT AGENCIES

1. All supporting agencies will be responsible for developing their own internal procedures, as necessary, for communications, notifications, and warning in accordance with this Annex, the Emergency Communications SOP, and the ESF 15 Public Information Annex.

2. All support agencies shall notify Technology Services or OEM when any communications, notification, or warning system is malfunctioning or taken off-line.

V. FINANCIAL AND ADMINISTRATIVE MANAGEMENT

1. All agencies will document all expenses related to their emergency or disaster response and recovery activities. These would include individual expenses as well as overall operating costs. These records will be used for documenting expenditures for potential cost recovery after the incident. The financial documentation process is located in the City and County of Denver’s EOP, Support Annexes, Finance and Administration.

2. All organizations will keep detailed records of all personnel time, equipment and vehicle use to include mileage, fuel consumption, equipment / vehicle maintenance, damage, etc. and report this information to OEM.

VI. PLAN MAINTENANCE AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 2 rests with the Technology Services, CIO. Other agencies supporting this ESF will assist the CIO through the development and maintenance of their own Standard Operating Procedures (SOPs) and mutual aid agreements, as appropriate, in support of this ESF.

2. A periodic review (no less than annually) will be conducted of this ESF for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the Primary and/or Support agencies will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The Primary agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.
VII. REFERENCE AND AUTHORITY

A. References

1. ESF 2 Emergency Communications Standard Operating Procedures SOP.

2. Other City and County of Denver EOP, departments and agencies ESF Annexes and SOPs.

3. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.

4. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.

5. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities


2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7)


4. Denver Revised Municipal Code, Title II, Chapter 16, Article I

5. Mayor’s Executive Order No. 85
ANNEX 3: EMERGENCY SUPPORT FUNCTION 3 – PUBLIC WORKS AND INFRASTRUCTURE

PRIMARY AGENCY: DEPARTMENT OF PUBLIC WORKS

SUPPORT AGENCIES: Denver Police Department
Denver Fire Department
Department of Public Health and Environment
Department of General Services Denver Water

I. INTRODUCTION

The purpose of this Emergency Support Function (ESF) Annex is to provide, in a coordinated manner, public works and engineering resources that are required to support emergency and disaster response and recovery activities. Public Works and engineering support will provide technical advice and evaluations, engineering services, construction management and inspection, emergency contracting, emergency repair of City and County facilities and infrastructure as needed. ESF 3 may also obtain resources through agency contractors, vendors, and suppliers. Resources may also be obtained from agency related local, State, regional, national, public, private associations, and/or groups such as the Colorado Contractors Association.

II. SITUATION AND ASSUMPTIONS

1. An emergency or disaster incident may cause unprecedented property damage. Structures will be destroyed or severely weakened. Homes, public buildings, bridges and other facilities will have to be reinforced or demolished to ensure safety. Debris will make streets and highways impassable. Public utilities will be damaged and may be partially or fully inoperable. Equipment in the immediate disaster area may be damaged or inaccessible. Sufficient resources may be unavailable to meet emergency requirements. Assistance may be required to identify and deploy resources from outside the affected area to ensure a timely, efficient and effective response. Existing landfills may be overwhelmed by debris and need to be augmented by areas pre-designated for clean debris disposal.

2. Assistance may be needed to clear debris, do damage assessment and structural evaluations, make emergency repairs to essential public facilities, reduce hazards by stabilizing or demolishing structures, and provide water for human health needs and firefighting.

3. Access to the disaster areas will be dependent upon the reestablishment of ground routes. In many locations, debris clearance and emergency road repairs will be given top priority to support immediate lifesaving emergency response activities.

4. Rapid damage assessment of the disaster area will be required to determine potential workloads.

5. Emergency environmental waivers and clearances will be needed for disposal of materials from debris clearance and demolition activities.

6. Personnel with engineering and construction skills, and construction equipment and materials will be required from outside the disaster area.

7. Re-evaluation of previously assessed structures and damages may be required, especially where secondary or cascading incidents have occurred.
III. CONCEPT OF OPERATIONS

A. GENERAL

1. During an emergency or disaster, the Department of Public Works will assign personnel to the City and County of Denver’s Emergency Operations Center (EOC). As requested by the Office of Emergency Management (OEM). Assignment of personnel will be dependent upon the emergency situation and level of activation and necessary activities to address the short and long term public works and engineering needs of the threatened and/or impacted area.

2. Meet public works and engineering resource requests through available or obtainable resources of support agencies, including resources that are available through mutual-aid agreements, compacts, and/or other sources (i.e. state and federal resources).

3. Evaluate damage to infrastructure and extent of debris in the threatened and/or impacted area and, as appropriate, task personnel for response and recovery work.

4. Develop and file situation reports and Incident Action Plans (IAPs) with OEM.

5. Public Works and Engineering activities within this ESF may include but is not limited to assisting with the following:

   a. Determining the levels of damage to the following systems: transportation, water, electrical, natural gas, and sewage.

   b. Clearing debris from multi-modal transportation infrastructure.

   c. Closing or repairing damaged segments of the multi-modal transportation infrastructure.

   d. Repairing and restoring damaged public systems (i.e., water, electrical, natural gas, sanitary sewage, storm water collection, generation, distribution systems, etc.).

   e. Demolishing or stabilizing damaged public and private houses, and structures to facilitate search and rescue and/or protecting the public’s health and safety.

   f. Developing and initiating emergency collection, sorting, and disposal routes and sites for debris clearance from public and private property.

   g. Providing personnel for field operation’s response teams and facilities (i.e., rapid impact assessment, damage assessment, damage survey, etc.).

   h. Prioritizing and initiating recovery efforts to restore, repair, and mitigate the impact of the public works and engineering needs listed above.

   i. Providing technical assistance with respect to flooding, water management, structure integrity assessments, and impact assessments of infrastructure.
B. ORGANIZATION

The Department of Public Works as the primary agency will be organized and operate as a team. The organization will:

1. Upon the request of the Office of Emergency Management (OEM) and activation of the Emergency Operations Center (EOC), the Department of Public Works will assign personnel to the EOC. The assigned personnel will report to the Operations Section Chief.

2. Ensure that EOC assigned personnel have access to all available public work resources. EOC personnel will evaluate and respond to resource requests, and monitor committed and uncommitted status of resources.

3. Based upon the size and type of an emergency or disaster incident, establish a field Incident Command System (ICS) structure with a single point of contact that will tactically coordinate with DPD and DFD.

4. Coordinate with OEM to facilitate planning and strategic course of actions based upon emergency and disaster situation analysis.

5. Ensure that sufficient personnel are available and authorized to acquire public works assets to address damaged and alternative infrastructure requirements caused by an emergency or disaster situation.

C. NOTIFICATIONS

The OEM will notify the primary agency, the Department of Public Works, when an area of the City is threatened or has been impacted by an emergency or disaster incident. Upon the activation of the EOC the following will occur:

1. Designated personnel from the Department of Public Works will report to the EOC and as requested by the OEM.

2. As warranted by the scope of the impending incident, the Department of Public Works personnel will notify the appropriate support agencies and agency representatives will report to the EOC.

3. Public works personnel and support agencies representatives designated to report to the EOC will notify their respective agencies’ that the City’s EOC has been activated and facilitate required emergency and disaster communications, and coordinate activities with other local agencies, and state and federal agencies as the situation requires.

4. The above notification process will be utilized if the impending or actual emergency incident requires any combination of preparedness, response, recovery, or mitigation activities.

D. ACTIONS

Once activated in the EOC, ESF 3 team members on duty will accomplish one or more preparedness, response, recovery, and mitigation actions. The following is a list of those actions:
1. Preparedness
   a. Ensure that the Public Works SOP's and identified resources for providing assistance to infrastructure damage are prepared for activation and response to the emergency situation.
   b. Plan and prepare the necessary emergency and disaster response support to address providing assistance with infrastructure damage assessment, repairs, construction and maintenance, engineering support and securing infrastructure access or travel.
   c. Ensure that all personnel assignments and schedules are sufficient to cover an activation of the EOC for an extended period of time. Ensure equipment and resource status lists are routinely updated and current at all times.

2. Response
   a. Evaluate request for assistance and task Public Works and Engineering support personnel and equipment to address damaged infrastructure needs in a threatened and/or impacted area.
   b. Provide all personnel and resources with infrastructure damage assessment, repair and construction, debris removal, engineering support and facility stabilization.
   c. Generate in a timely manner, information to be included in EOC briefings, situation reports, and Incident Action Plans (IAPs). Assign and schedule sufficient personnel to cover continued EOC operational periods.
   d. Maintain appropriate records of work schedules and costs incurred by ESF 3 agencies during an emergency or disaster incident.
   e. Evaluate the probability and time period of a recovery phase for the incident. If a recovery phase is probable, start pre-planning for recovery actions.

3. Recovery
   a. Evaluate and task the public works and engineering support requests.
   b. Generate in a timely manner, information to be included in the EOC briefings, situation reports, and IAPs.
   c. Through OEM coordinate with state and federal agencies support personnel for assisting with infrastructure damage assessment, repair, construction, debris removal, engineering support and facility stabilization (as necessary).

4. Mitigation
   a. Plan and prepare to provide public works and engineering-related support for mitigation and/or redevelopment activities that may begin before and continue for several months after EOC operations have deactivated.
   b. Plan and prepare to support the requests and directives resulting from the local, state and/or federal disaster declarations. Probable requests and directives include establishment of review and study teams, support of local government contracting for
mitigation and/or redevelopment needs, and other similar professional, technical, and administrative activities.

c. Generate in a timely manner, information to be included in OEM briefings, situation reports, and/or IAPs.

D. COMMAND AND CONTROL

ESF 3 primary and support agencies may have to participate (in-city or in another jurisdiction through mutual aid) on several emergency teams which may be co-located at several emergency facilities. The following is a listing of the teams and facilities through which ESF 3 assigned personnel may have to participate:

1. Emergency Operations Centers - In addition to directly receiving requests for ESF 3 resources from field operations, other ESF primary and support agencies will require assistance from ESF 3 to accomplish assigned missions. To effectively manage the varying requests and mission assignments, the OEM and EOC will be the "clearing house" used by all agencies to track and monitor resources commitments and availability, and to coordinate all requests for needed support including contracts and contractors to ensure effective emergency response and recovery operations.

2. Emergency Operations Center Mission Tasking - When a request for assistance is received by ESF 3, it is assigned to the agency or agencies that have the most appropriate resources and expertise to accomplish the task. No agency will be tasked more than another to ensure a balance in "mission" tasking.

3. Field Operations – Establish a field Incident Command System (ICS) structure with a single point of contact based on the size and type of incident. Tactically coordinate with DPD and DFD to facilitate damage assessments, facility stabilization, repair and construction, and emergency transportation as emergency and disaster situations dictate.

4. Contracts and Contractors - ESF 3 resources may be best obtained through a contractor. Obtain and oversee all necessary repair and construction activities.

5. Mitigation – Provide professional, technical, and administrative personnel and equipment for mitigation and redevelopment efforts that may follow an incident. Support will include the review, investigation, contracting, and other professional, technical, and administrative tasks generally required for mitigation and/or redevelopment activities.

IV. RESPONSIBILITIES

A. PRIMARY AGENCY – Department of Public Works

1. Coordinate all ESF 3 administrative, management, planning, training, preparedness, response, and recovery activities.

2. Assign Department of Public Works personnel to the ESF 3 duty schedule in the EOC.

3. Provide all available and obtainable public works and engineering resource support for the ESF 3 mission to include public works and engineering equipment, personnel, and facilities.

B. SUPPORT AGENCIES
1. Denver Water and Public Utility Companies (in conjunction with ESF 12, Energy)
   a. Request assignment of public utilities personnel to the ESF 3 duty schedule in the EOC. This decision will be made only if there are no other public utility personnel assigned to another area in the EOC.
   b. Provide a liaison for the Denver public and private electric, natural gas, water, sewage, and communications industry and utility groups.
   c. Obtain initial and updated damage reports for utility infrastructure and emergency repair/restoration plans from the appropriate coordination group.
   d. Obtain initial and updated reports of utility coordination groups’ activation of intrastate and interstate mutual aid agreements.
   e. Obtain status reports of utilities work accomplished, utilities restored, and projected utilities restoration status reports from/through the coordination groups.
   f. Provide Public Works with civil engineers, technicians, specialists, managers, supervisors, and technical and specialty support and coordination.

2. Office of Emergency Management
   a. Serve as the coordinating agency for ESF 3 in matters pertaining to the overall coordination of all organizations providing or supporting emergency planning, response and recovery functions inside or outside the City and County of Denver.
   b. Identify emergency or disaster incident impact areas and potential facilities and areas at risk.
   c. Assist the Manager of Public Works in developing infrastructure damage assessment and recovery strategies based impacted areas at risk.
   d. Assist all organizations supporting this ESF in the County and the surrounding municipalities, in obtaining outside assistance and resources as necessary.
   e. Assist with identifying potential staging areas for emergency transportation vehicles, evacuee pickup locations, and fueling and drinking water points in coordination with the Manager of Public Works.
   f. In coordination with the City and County Managers assist with identifying special needs populations (handicapped, elderly, on life support, etc.) with unique requirements that have been impacted by loss of or damage to existing infrastructures.
   g. Assist with the planning for emergency transportation requirements of non-ambulatory people requiring medical attention, institutions and facilities that are responsible for large groups of people impacted by damaged infrastructure.
   h. Coordinate opening of reception areas and shelters with the appropriate City and County Managers, and the American Red Cross Director. Coordinate shelters with host county emergency managers and surrounding municipalities.
   i. Assist the PIO in the dissemination of emergency information dissemination.

3. Denver Police Department
a. Provide police personnel to assist ESF 3 in facility and area security.

b. Coordinate law enforcement support for activating, maintaining, and deactivating traffic plans and escort-support for emergency materials, supplies, and personnel vehicles, singularly or in convoys.

c. Coordinate law enforcement support for traffic control, public safety, and security.

IV. FINANCIAL MANAGEMENT AND ADMINISTRATION

1. All agencies should document all expenses related to their emergency and disaster response and recovery activities. These would include individual expenses as well as overall operating costs. These records will be used for documenting expenditures for potential cost recovery after the incident. The financial documentation process is located in the City and County of Denver’s EOP, Support Annexes, Finance and Administration.

2. Vehicle and Equipment Records - All organizations will keep detailed records of vehicle use to include mileage, fuel consumption, vehicle maintenance, damage to vehicles, etc. and report this information to the Manager of Public Works.

V. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 3 rests with the Manager of the Department of Public Works. Other primary and support agencies to this ESF will assist the Manager in developing and maintaining this ESF.

2. A periodic review (no less than annually) will be conducted of this ESF for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the primary agency will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The primary agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VI. REFERENCES AND AUTHORITIES

A. References

1. The City and County of Denver EOP, departments and agencies ESF Annex and Standard Operating Procedures (SOPs).

2. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.

3. This annex does not supplant existing plans or existing authorities, which have been
developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.

4. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities


2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7).


4. Denver Revised Municipal Code, Title II, Chapter 16, Article II

5. Mayor’s Executive Order No. 85
ANNEX 4: EMERGENCY SUPPORT FUNCTION 4 – FIRE

PRIMARY AGENCY: DENVER FIRE DEPARTMENT

SUPPORTING AGENCIES: Denver Police Department
Denver Office of Emergency Management
Department of Public Works
Denver Health and Hospital Authority
Metro Denver Fire Mutual Aid Denver
International Airport Colorado
Division of Fire Safety American Red Cross
Salvation Army

I. INTRODUCTION

The purpose of this Emergency Support Function (ESF) is to optimize the use of fire service resources, including emergency medical services, throughout the City and County of Denver for emergency and disaster incidents. The functions of this ESF involve the mobilization, management and coordination of firefighting personnel, equipment, and supplies. The potential for damage from fires in urban areas is especially high during and after an emergency, disaster, or terrorism related incident. Fires have the potential to spread rapidly causing extensive damage and threaten life and property. Normally available firefighting resources may be difficult to obtain and utilize because of massive disruptions of communications, transportation, utilities and water systems.

II. SITUATIONS AND ASSUMPTIONS

1. Major structure fires and other emergencies will require a coordinated response to effectively manage all aspects of the emergency. The Incident Command System (ICS)/Unified Command System will be necessary during multi-agency and/or multi-jurisdictional incidents.

2. Emergency incidents that exceed local capabilities will occur.

3. Terrorism events may result in major structural fires, mass casualties and the need for mass decontamination.

4. Successful suppression and extinguishment of catastrophic fires will require organized, interagency cooperation at all levels of government.

5. The Denver Metro Fire Mutual Aid agreement will provide significant firefighting resources within the North Central Region.

6. Requests for mutual aid firefighting resources will be channeled through the EOC once it has been activated.

7. The Colorado State Emergency Mobilization Plan and the Resource Ordering and Status System (ROSS) will provide firefighting resources from local and state government agencies, and fire districts within Colorado.

8. Emergency Management Assistance Compact (EMAC) can provide additional firefighting resources from adjoining states and throughout the country.
III. CONCEPT OF OPERATIONS

A. GENERAL

1. Denver has a full-time, paid professional fire department with specialized response teams for hazardous materials, confined space, high angle rescue, dive and water rescue. The Incident Command System (ICS) has been the required management system for all emergencies that the department responds to within the City and County of Denver since 1986. Cascading emergency and disaster incidents resulting from natural hazards such as earthquakes, tornados, flooding, to power outages and acts of terrorism will have a high probability of creating fires, natural gas leaks, explosions, and building collapse. It is the responsibility of the Denver Fire Department to ensure that personnel, equipment, and resources are prepared 24/7 to respond and recover from any all-hazard emergency or disaster incidents in the City and County of Denver.

2. To facilitate and coordinate Denver Fire Department response and recovery activities through this ESF, the Denver Fire Department upon activation of the City’s Emergency Operations Center (EOC) by the Office of Emergency Management (OEM) will assign a Fire Branch Director to the EOC. The Fire Branch shall coordinate resource assistance with the on-seen, Fire Incident Commander and report to the EOC Operations Section Chief.

3. The EOC Fire Branch Director will ensure that if fire response and recovery activities exceed (or is expected to exceed) the local resource capacity, that mutual aid agreements with local jurisdictions are activated and through OEM. If needed, the Fire Branch Director through OEM will request state and federal resources to assist in response and recovery activities.

4. The Fire Branch will coordinate with ESF 8, Health and Medical Branch to ensure that injured and casualty victims of an emergency and disaster incident are properly triaged, treated, and transported to appropriate medical facilities.

B. ORGANIZATION

1. The Denver Fire Department is the primary agency for all fire fighting functions within the City and County of Denver. The Denver Fire Department is an urban department equipped with 28 Type 1 Engine companies, 15 Type 1 Aerial apparatus, one (1) Type 1 Heavy Rescue Company, two (2) Type 1 Hazardous Materials Response Units and seven (7) Aircraft Rescue Firefighting Apparatus (ARFF).

2. The Denver Fire Department consists of 920 career firefighters and 30 civilian support personnel. The organization is a multi-tiered, command structure with escalating command responsibilities assigned according to rank. Personnel are assigned throughout thirty two fire stations within seven districts that protect 154 square miles of geographical area including Denver International Airport, the fifth busiest airport in the country.

C. NOTIFICATION

Upon notification of an event that initiates a level 1, 2, or 3 activation of the EOC, the primary agency and all supporting agencies will report to the EOC at the request of OEM with the Denver Fire Department having the overall lead for ESF 4. Level 3 activation of the EOC requires that the Denver Fire Department representative report to the EOC to form the core ICS team that will monitor ongoing situations for possible upgrade to a higher level activation. The dispatch center will notify the appropriate call list upon notification from the OEM that the EOC has been activated. Fire Dispatch will use all appropriate notification means, which include pagers, telephones, and department radio to notify the fire department representative to respond to the EOC.

D. ACTIONS

Primary and support agencies will have command level representatives present in the EOC to support ESF 4. The Fire Branch Director will report to the Operations Section Chief. If an Emergency Services Branch is established, the Fire Group Leader will report to the Emergency Services Branch Director. Utilizing the National Incident Management System (NIMS) and ICS in preparation for and execution of its fire protection mission, ESF 4 shall:

1. Preparedness
   
   a. Establish and maintain appropriate standard operating procedures that contain specific actions that will be taken for various types of fire-related incidents so that those protocols will be developed, tested, and regularly updated.

   b. Maintain current inventories of fire service facilities, equipment, and key personnel locally, regionally and throughout the state.

   c. Assure that all firefighting personnel and specialized response teams are adequately prepared for deployment to any all-hazard emergencies or disasters. Train department command staff on the utilization of all fire fighting resources within the City and County of Denver. Assure that all personnel are trained to follow fire department field operating procedures, policies, and safety requirements. Train all personnel in compliance with all ICS and NIMS standards.

   d. Prepare to respond to potential terrorism events by providing Weapons of Mass Destruction (WMD) terrorism training, including training on evidence preservation.

   e. Participate in local and regional exercises and at least annually, conduct an ESF 4 exercise to validate the Emergency Operations Plan (EOP) and department’s standard operating procedures.

2. Response
   
   a. Provide resource support including mobilizing and deploying equipment and personnel.
b. Provide command staff to coordinate response activities using ICS and coordinate with other local resources that can support firefighting operations, when indicated.

c. Coordinate with ESF-1 for use of transportation assets to support firefighting operations, when indicated.

d. Using ICS assume responsibility for coordinating and tracking all firefighting resources committed to an incident. This may include placing personnel at a forward command post, and establishing staging areas with the requesting group.

e. Plan for and establish relief resources to replace or rotate with committed resources for extended operations.

f. Obtain and submit fire situation and damage assessment reports and provide information to the EOC.

g. Request supporting agencies maintain appropriate records of costs incurred during an incident.

h. Request supporting agencies document any lost or damaged equipment, and any personnel or equipment accidents.

3. Recovery

   a. Maintain adequate resources to support local operations and plan for a reduction of resources.

   b. Conduct reviews of incident actions with teams involved to improve future operations.

   c. Inventory any lost or damaged equipment and record any personnel injuries or equipment accidents.

   d. Inform agencies that provided resources where to send records.

D. COMMAND AND CONTROL

1. The Denver Fire Department (DFD) is the primary agency in ESF 4. As the primary agency, DFD coordinates all firefighting activities including support and mutual-aid agencies in directing firefighting resources and response activities. The activities associated with ESF 4 operations will be completed in accordance with the City and County of Denver’s Emergency Operations Plan, ESF 4, and the Denver Fire Department’s Standard Operating Procedures (SOPs) and guidelines based on the emergency or disaster incident situation.

IV. RESPONSIBILITIES

A. PRIMARY AGENCY – Denver Fire Department
1. Identify, train, and provide Denver Fire Department personnel to staff ESF 4 in the EOC.

2. Notify all ESF 4 supporting agencies upon activation.

3. Maintain database inventories of fire service facilities, equipment, and key personnel throughout the state.

4. Coordinate with fire departments within the North Central Region and the Colorado State Fire Chiefs' Association for mutual aid response of firefighting equipment and specialized response personnel. Alert, activate, and employ these firefighting teams to requests for assistance.

5. Monitor status of all fire service operations and provide updates to EOC.

6. Provide a Public Information Officer (PIO) that represents ESF 4 to coordinate with ESF 15 and participate in the Joint Information Center.

B. SUPPORT AGENCIES

1. Support agencies shall support ESF 4 by providing resources of both equipment and personnel as required for firefighting operations. Support agencies shall integrate their response activities within ICS and the EOC.

2. ESF 4 firefighting support agencies will be coordinated under the Fire Branch in establishing strategic and tactical operations plans.

3. Firefighting resources will be coordinated through the Fire Branch Director and the EOC.

4. Mutual aid will be activated under existing agreements and requests for firefighting support from fire departments outside of the City of Denver will be coordinated through the EOC.

V. FINANCIAL MANAGEMENT AND ADMINISTRATION

1. All agencies shall document expenses related to their emergency response and recovery activities to include individual expenses as well as overall operating costs. These records will be used for documenting expenditures for potential cost recovery after the incident.

2. Personnel, Equipment and Vehicle Records - All organizations shall keep detailed records of all personnel time, equipment and vehicles use to include mileage, fuel consumption, equipment / vehicle maintenance, damage, etc., and report this information to the OEM.

VI. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 4 rests with the Fire Chief. Other agencies supporting this ESF will assist the Chief
through the development and maintenance of their own agencies Standard Operating Procedures (SOPs) and mutual aid agreements, in support of this ESF.

2. A periodic review (no less than annually) will be conducted of this ESF for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the Primary Agency will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The primary agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VI. REFERENCES AND AUTHORITIES:

A. References

1. City and County Denver EOP, departments and agencies ESF Annex and Standard Operating Procedures.

2. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.

3. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.

4. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities


2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7).

4. Denver Revised Municipal Code, Title II, Chapter 16, Article II

5. Mayor’s Executive Order No. 85
ANNEX 5: EMERGENCY SUPPORT FUNCTION 5 – EMERGENCY MANAGEMENT

PRIMARY AGENCY: OFFICE OF EMERGENCY MANAGEMENT

SUPPORT AGENCIES: Mayor’s Office
Denver City Council
Department of Public Works Denver Fire
Department Denver
Police Department
Denver Department of Environmental Health Denver
Department of General Services
Denver Health and Hospital Authority Denver International Airport
State of Colorado, Division of Emergency Management
Federal Emergency Management Agency
Federal Department of Homeland Security
American Red Cross
Salvation Army

I. INTRODUCTION

The purpose of Emergency Support Function (ESF) 5 is to provide guidance and direction for the control and coordination of emergency management operations, before, during, and after an emergency or disaster incident. In accordance with the legal authority set forth by Denver Revised Municipal Code, the Office of Emergency Management (OEM), the Director and staff are chartered with the responsibility to ensure that the City and County of Denver is prepared to provide a comprehensive, all-hazards response to emergency and disaster incidents or acts of terrorism. It is the objective of ESF 5 to ensure that City departments and agencies through the OEM Incident Command System (ICS) provide consistent incident management and effective, efficient interagency coordination across a spectrum of emergency management activities including prevention, preparedness, response and recovery that results in minimizing of the loss of life, human suffering and property damage in protecting the citizens and visitors of Denver.

As the primary agency OEM will provide a coordinated approach for collection, analysis, and dissemination of information in order to facilitate the overall provision of services and resources during an emergency or disaster. This includes an expedient approval and purchase of supplies and equipment essential to emergency or disaster operations, assistance to local governments for evacuation procedures, release of public emergency information related to preparedness, response and recovery, and the assessment of total damages including a formulated estimate of initial government expenditures resulting from an emergency or disaster incident.

II. SITUATION AND ASSUMPTIONS

1. Many hazards have the potential for causing an emergency or disaster that requires centralized coordination.
2. There is an immediate and continuous demand by officials involved in response and recovery efforts for information about the developing or ongoing disaster or emergency situation.

3. During emergencies and disasters, management and coordination of functions can best be accomplished through a centralized operations center that facilitates unified policy and strategic planning decisions, and allows field personnel to concentrate on essential tactical functions. Responsibility for the performance of emergency functions is charged to agencies that do similar activities during routine operations. Where emergency and situations have the potential to exceed resource capacities or multi-agency alignment of emergency functions is necessary to achieve effective response and recovery, establishment of a centralized emergency management ICS structure is required.

4. During an emergency, the Director of OEM in consultation with the Mayor exercises direction and control, establishes policy and provides overall supervision of all emergency and disaster strategic operations.

5. The primary agency is responsible for the coordination and performance of their respective ESF tactical field operations and activities.

II. CONCEPT OF OPERATIONS

A. GENERAL

1. During an emergency and disaster incident requiring multi-agency response and recovery activities, the OEM Director and staff will activate the City and County Denver Emergency Operations Center (EOC). Upon activation, Emergency Support Functions will be activated based on incident situation, threat, and impact to public safety and property. Activated ESF primary agency will activate support agencies as needed.

2. Emergency response and recovery efforts will be the result of collaborative strategic planning among the Mayor, the Director of OEM and ESF Primary Agencies manager or director. The Director of OEM will be the EOC Incident Commander and direct the strategic implementation of response and recovery planning decisions.

3. Develop and maintain the City and County of Denver Emergency Operations Plan (EOP), in conjunction with ESF primary agencies and organizations. OEM will distribute the EOP and accompanying updates and revisions, and coordinate and secure SOPs from ESF primary and support agencies.

4. The City and County of Denver, Emergency Operations Center (EOC) serves as the central point for emergency management operations. The purpose of the center is to ensure coordinated response when an emergency involves more than one local agency or political entity (county and/or local), and / or state and federal response agencies. The OEM Director and staff through the Incident Command System (ICS) will direct and coordinate all strategic response and recovery activities through the EOC Section Chiefs and ESF Branch Directors to provide for the most efficient management of resources.
5. Utilizing the principals and objectives of the National Incident Management System and the ICS, the OEM and EOC will provide for core emergency management command and coordination of City and County resources during emergencies and disasters that ensure the efficient use of all resources to protect lives and property.

6. Collect, process, and coordinate public information dissemination about an actual or a potential emergency or disaster situation through ESF 15.

**B. ORGANIZATION**

The OEM ICS functions are group into the following sections:

1. **Policy**
   
a. This section, comprised of the Mayor, the Director of the Office of Emergency Management and the Executive Management Team is responsible for the establishing the strategic direction emergency operations. It supports the Incident Command System (ICS) function and may include representation from state agencies or jurisdictions and the federal government. Mutual aid liaison at the policy level is established here. Strategic direction is articulated from the Policy Section.

b. The Policy Section also includes the Joint Information Center (JIC) and Public Information Officer(s) (PIOs). This group is responsible for processing and disseminating emergency public information, and receiving and responding to public inquiries regarding the disaster. All releasable information is funneled through this single source for dissemination to the media and public.

2. **Operations**
   
a. This section is responsible for command of coordination and incident response assets. Tactical level liaison and the coordination of mutual aid partners will be accomplished by the Operations Section. Operations personnel monitor and assess current incident conditions, shortfalls and unmet needs. The section is lead by the OEM Operations Section Chief and composed of the ESF Branch Directors from the primary agencies.

b. The Operations Section may also include the technical operations that are responsible for gathering and interpreting technical data (i.e., radiological and/or biological findings, hazardous materials, and seismic information) required for policy decisions.

3. **Planning**
   
a. This section coordinates elements of information both sensitive and non-sensitive to provide incident analysis and situation awareness. The Planning Section is responsible for monitoring and reporting the current situation status, projecting and planning for possible future incident developments. It has the primary responsibility for the production of Incident Action Plans (IAPs) and works directly with other EOC staff elements to coordinate operational requirements. This section will produce situational responses, conduct EOC
briefings, and prepares situation briefs for PIOs.

4. Logistics

   a. This section coordinates personnel, resources, communications augmentation, supplies, procurement, etc., required to support agency response. The elements of the Logistic Section are information and technology management, resource support and acquisition, communications, EOC support and services. Requests for resources, whether internal or external, are validated and processed by this section. Logistics maintains the message center and documents the utilization of resources.

5. Finance and Administration

   a. This section is responsible for all financial and cost analysis aspects of an emergency or disaster incident. The Finance and Administration Section coordinates with the Incident Commander and Section Chiefs in estimating, tracking and approving all incident expenses. This section coordinates with funding sources and monitors expenditures to ensure compliance with local, state and federal fiscal rules and regulations.

C. NOTIFICATION

1. The EOC will be activated in response to natural and technological emergencies and disasters or any significant incident which endangers public health, safety or welfare, public property, or which disrupts essential City and County of Denver services. Activation of the EOC may be accomplished by the Mayor, Director and/or Deputy of OEM. The initial phase of activation consists of calling and alerting all or a part of the designated OEM staff, as determined by the magnitude of the event. As required, representatives of other local, state, federal agencies and private support organizations will be alerted and directed to report to the EOC.

2. OEM will activate the EOP and the EOC according to the following:

   a. Level III – Minimum activation of the EOC to include the OEM Duty Officer as the Operations Section Chief and a Logistics Section Chief to monitor the situation. In addition, ESF 1 (Transportation), ESF 3 (Public Works), ESF 4 (Firefighting), ESF 8 (Health and Medical) and ESF 13 (Law Enforcement) positions shall be staffed with the primary agency representatives. Examples of Level III activation may include minor flooding or a small to medium pre-planned event.

   b. Level II – Limited activation of the EOC to include the OEM Director/Deputy Director, OEM Duty Officer as the Operations Section Chief, Logistics Section Chief, Planning Section Chief, Finance and Administration Section Chief and all 15 ESF positions staffed with the primary agency representatives. The Executive Management Team and Joint Information Center is optional at this level. Examples of Level II activation may include major flooding, a large pre-planned event, or a Homeland Security threat level of “orange.”

   c. Level I -- Full activation of the EOC to include all ICS functions and all fifteen (15) ESFs staffed with the primary agency representatives. Some ESF’s may
require additional support agency staff. The Executive Management Team and the JIC are activated at this level. Examples of a Level I activation may include a high intensity disaster in a relatively small area, a lower intensity disaster in a city wide or regional area, or a Homeland Security threat level of “red.”

D. ACTIONS

1. Preparedness

   a. Coordinate with all applicable agencies and organizations to prepare for emergency or disaster response and recovery.

   b. Identify available and needed resources based upon natural and technological threat assessments. Develop and maintain a Resource Directory and database for the OEM, EOC and ESF agencies that identifies private sector vendors and suppliers.

   c. Coordinate with ESF primary agencies the development of Standard Operating Procedures (SOPs) which will be developed and maintained by the agency. This function will include primary agencies coordinating with support agencies and organizations in developing SOPs that align with those of the primary agencies.

   d. Establish Emergency Operation Center SOPs. Conduct training and exercises with primary and support agencies on EOC activation and operations in order to evaluate response capabilities and capacity.

   e. Develop Memorandums of Understanding (MOUs) with other jurisdictions and agencies for provision of necessary goods and/or services, personnel, and staging area(s) required during an emergency or disaster.

2. Response

   a. Activate and obtain resources for the EOC and notify appropriate primary agencies and organizations with ESF responsibilities, regarding EOC activation and necessary response actions. Establish documentation logs and records.

   b. Establish the ICS structure and complete situation assessments. Prepare situation reports based upon ESF assessments and coordinate (as needed) hazard warning and communications of emergency and disaster incident information to City and County of Denver’s Mayor and Executive Management Team.

   c. Coordinate necessary public information dissemination. Establish communications with other local, state, federal agencies and volunteer organizations through ESF 15.

   d. Develop incident strategic response plans based upon existing and potential threats or imminent situational awareness under the direction of the EOC Incident Commander and in coordination with the ESF agencies and organizations.
e. Coordinate needs and damage assessments of impacted areas for dissemination to appropriate agencies and organizations.

f. Prepare IAP to address long term EOC operations.

g. Establish records of expenditures and documentation of resources utilized during response operations.

3. Recovery

a. Continue emergency and disaster situation information-gathering and processing.

b. Coordinate assessment of damages and determine community needs. Collect and process information concerning recovery activities to include anticipating types of recovery information the EOC and other government agencies will require.

c. Identify long term logistical assistance needed from supporting agencies and mutual-aid partners. Document additional needed resources, personnel, staging areas, Points of Distribution (PODs) and sheltering support necessary to sustain displaced citizens and accomplish re-entry.

d. Ensure resource inventories, record keeping and control systems (to include storage, donated goods, and replacement of resources) are in place and accurately tracked.

e. Assist in the transition of direction and control from the EOC to the Joint Field Office (JFO), as needed. Operate ESF 5 in both the EOC and JFO, as required.

f. Ensure that OEM personnel and other agencies maintain appropriate records of costs incurred during the emergency or disaster incident.

4. Mitigation

a. Support and plan for mitigation measures.

b. Support requests and directives concerning mitigation and/or re-development activities.

c. Document matters that may be needed for inclusion in agency or state and federal briefings, situation reports and IAPs.

E. COMMAND AND CONTROL

1. In accordance with the City and County of Denver, Colorado, Mayor’s Executive Order (E.O.) No. 85, and the Denver Revised Municipal Code (D.R.M.C.) as set forth by Title II, Chapter 16, Article II entitled “Office of Emergency Management”, as an agency under the direction of the Mayor of Denver is charged with the duty to manage and coordinate all activities to prepare for, respond to, and recover from emergencies and disasters within the City and County of Denver, providing for the prevention of injury and loss of life, and the protection of public health and property.
2. ESF 5 sets forth the operational environment by which OEM implements the Emergency Operations Plan (EOP) for the City and County of Denver and directs command and control to respond and recover from emergencies and disasters incidents including acts of terrorism. The EOC serves as unified command center for directing all emergency planning, response and recovery activities. As established by ESF 5, EOC operations are consistent with Denver’s EOP which reflects the National Response Plan (NRP).

3. OEM and the EOC will utilize the National Incident Management System (NIMS) as an organizational framework which is structured to command and control incidents using a modular, functionally-oriented ICS structure that can be tailored to the kind, size and management needs of an emergency or disaster incident. ICS is employed to organize and unify multiple disciplines with multiple responsibilities under one functional organization. The EOC organization’s staff is built from a “top-down” approach with responsibility and authority for command and control placed with the Director of OEM as the strategic Incident Commander (IC). The lead agency, on-scene field Incident Commander, has responsibility for all tactical response and recovery decisions.

4. As presented in the City and County of Denver’s EOP, the EOC ICS structure is supported by and built upon the participation and coordination of the fifteen (15) Emergency Support Functions and their respective primary agencies.

III. RESPONSIBILITIES

A. PRIMARY AGENCY – Office of Emergency Management

1. When ESF 5 is activated, the Director and staff of the Office of Emergency Management will provide management and coordination of City and County of Denver resources in assisting and supporting response and recovery to emergency and disaster incidents.

2. OEM will staff the EOC utilizing the ICS structure with the Director serving as the Incident Commander and general staff level functions as Operations, Planning and Logistic Chiefs that provides guidance, decision-making, resources identification and information sharing to the Incident Commander and activated ESF Branch Directors.

3. OEM will obtain and disseminate information from a variety of sources and seek ESF information to develop an accurate picture of an emergency or disaster situation. To ensure effective emergency management operations and response, all ESFs must collect and validate the accuracy of field information. The EOC operation will focus on critical information that is of common value or need to more than one ESF or operational element to create an overall perspective of the situation.

4. The Planning Section will produce Situation Reports (SITREPs), which will be distributed to the Mayor’s Office, Executive Management Team, ESF 15, and emergency management agencies and other government and support agencies as required. The Planning Section will be responsible for the generation and maintenance of the EOC Incident Action Plan (IAP) that describes the strategic
direction and objectives of the EOC during the emergency or disaster incident period.

5. The EOC will provide direction and advice based on technical and/or specialized expertise.

6. The EOC operations will support short and long term planning activities, implement strategic plans through the ESFs, and ensure response and recovery actions are effective and concise. OEM will prioritize, document and monitor priorities as established by strategic planning and decision making.

7. OEM will obtain, compile and coordinate the release of all emergency and disaster information through ESF 15. No information will be released directly to the public. OEM will provide approved information to the designated Public Information Officer (PIO) for release to the media and the public.

8. The Director of OEM will serve as the EOC and City and County of Denver’s Coordinating Officer and liaison to state and federal emergency management agencies.

A. SUPPORT AGENCIES

1. OEM support agencies are the Fifteen (15) ESF primary agencies. In coordination with OEM, the designated Manager of an ESF primary agency serves as the principle agent to coordinate the ESF mission. When an ESF is activated in response to an emergency or disaster incident, the primary agency is responsible for supporting OEM and the EOC.

2. The ESF primary agency shall coordinate within their own agency and through their ESF supporting agencies the necessary personnel, equipment and resources required within their functional area to effectively stabilize, repair, and sustain an affected or impacted area.

3. Notify and request assistance from support agencies, managing mission assignments and coordinating with support agencies to ensure adequate resources meet the required needs.

4. Work with appropriate private-sector organizations to maximize use of all available resources.

5. Collaborate and support with other ESFs and organizational elements keeping them informed of ESF operational priorities and activities.

6. Execute contracts and procure goods and services as needed, and ensure financial and property accountability for ESF activities.

7. Plan for short-term and long-term incident management and recovery operations and maintain trained personnel to support long term response and recovery operations.

V. FINANCIAL MANAGEMENT AND ADMINISTRATION
1. All agencies will document all expenses related to their emergency and disaster response and recovery activities. These would include individual expenses as well as overall operating costs. These records will be used for documenting expenditures for potential cost recovery after the incident. The financial documentation process is located in the City and County of Denver’s EOP, Support Annexes, Finance and Administration.

2. Personnel, Equipment and Vehicle Records - All organizations will keep detailed records of all personnel time, equipment and vehicle use to include mileage, fuel consumption, equipment/vehicle maintenance, damage, etc., and report this information to OEM.

VI. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 5 rests with the Director of the Office of Emergency Management. Other agencies supporting this ESF will assist the Director through the development and maintenance of their own agencies Standard Operating Procedures (SOPs) and mutual aid agreements, in support of this ESF.

2. A periodic review of this ESF (no less than annually) will be conducted for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the Primary Agency will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The Primary Agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VII. REFERENCES AND AUTHORITIES:

A. References

1. City and County Denver EOP, departments and agencies ESF Annex and Standard Operating Procedures.

2. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.

3. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.
4. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities


2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7).


4. Denver Revised Municipal Code, Title II, Chapter 16, Article II

5. Mayor’s Executive Order No. 85
ANNEX 6: EMERGENCY SUPPORT FUNCTION 6 – MASS CARE

PRIMARY AGENCY: OFFICE OF EMERGENCY MANAGEMENT

SUPPORT AGENCIES:
- Department of Human Services
- Department of Public Health and Environment
- Denver Health and Hospital Authority
- Denver Police Department
- Denver Sheriff's Department
- Denver Fire Department
- Department of General Services
- Parks and Recreation Department
- Denver Public Schools
- American Red Cross
- Salvation Army
- Food Bank of the Rockies

I. INTRODUCTION

The purpose of Emergency Support Function (ESF) 6 is to coordinate activities associated with the emergency provision of temporary shelters, emergency mass feeding, distribution of relief supplies for disaster victims and disaster workers, and limited financial assistance (i.e., vouchers) for disaster victims. In addition, this ESF shall provide mass care information to the Emergency Operations Center (EOC) staff.

This ESF does not command resources, but rather works in cooperation with the governmental and non-governmental organizations within the City as well as state and federal organizations that provide mass care to disaster victims and disaster workers. Denver OEM, in cooperation with Human Services, and other support agencies provides trained staff to perform the City’s Mass Care function during the preparation, response and recovery phases of an emergency and disaster incident.

II. SITUATIONS AND ASSUMPTIONS

1. Emergencies and disasters can result in evacuation or displacement of citizens from impacted areas. Government has assumed the responsibility for the provision of temporary emergency shelter and care for victims.

2. Individuals and families can be deprived of normal means of obtaining food, clothing, shelter and medical needs. Family members may become separated and unable to locate each other.

3. Individuals may develop serious physical or psychological problems requiring specialized medical services.

4. There may be large numbers of dead and injured, which may also leave a large number of specialized population groups (e.g., senior citizens and children) without support.

5. A certain percentage of the sheltered population may require shelter for an extended period of time.

6. As a result of a major or catastrophic emergency or disaster in adjacent local or county jurisdictions or adjoining states, the City and County of Denver may be requested to provide
7. mass care services to evacuees.

III. Concept of Operations

A. GENERAL

1. During an emergency or disaster, Emergency Support Function 6 personnel assigned to Denver’s Emergency Operations Center will respond directly to the Human Services Branch Director who reports to the Operations Section Chief. In addition, Emergency Support Function 6 has a broad scope of responsibilities, which include:

   a. Coordinating with the Department of Human Services, American Red Cross, Salvation Army, and other non-governmental organizations for the provision of mass care to disaster victims and disaster workers in the City.

   b. Coordinating voluntary organizations providing relief to disaster victims.

   c. Providing information to the EOC staff on the level and degree of mass care activities within the City.

2. The primary agency will coordinate with the support agencies in order to meet the responsibilities outlined in this Annex.

B. ORGANIZATION

1. Designate an individual who is knowledgeable about mass care to be on call at all times. This individual will carry a pager and respond to any city department requesting any component (sheltering, feeding, or direct disaster assistance) of mass care.

2. Designate an individual who is knowledgeable about mass care to be the ESF 6 representative in the Emergency Operations Center when activated. Depending on the circumstances, this may necessitate more than one individual that is a Subject Matter Expert in sheltering, feeding, or direct disaster assistance.

3. Appoint one or more persons knowledgeable on ADA requirements and disability issues (ADA Incident Managers) who will be on-call throughout emergencies and disasters to provide quick guidance on issues that may involve the ADA and/or a person with a disability.

4. Produce Standard Operating Procedures (SOPs) that standardize recurring tasks (i.e. shelter operations, or Points of Distribution/Dispensing). This includes steps to ensure access to back-up power and refrigeration will be made available to people at shelters whose disabilities require access to electricity and refrigeration, for example, for using life-sustaining medical devices, providing power to motorized wheelchairs, and preserving certain medications, such as insulin, that require refrigeration. This also includes a plan for notifying people of the location of such shelters.

5. Implement the Incident Command System to include the Operations Section Chief. Depending on the severity or complexity of the event, a Human Services Branch Director may be established under the Operations Section.

6. Support agencies will make available those employees who voluntarily participate during an emergency. Employee participation will be consistent with City and department policies governing this activity.
7. The Department of Human Services, American Red Cross and Salvation Army may be asked to provide representatives to the Emergency Operations Center during an activation of the Center depending on the size and complexity of the event.

C. NOTIFICATION

1. As a core Emergency Support Function, mass care is one of the first to be notified and activated as a result of a threat, or in response to disaster.

2. Upon the threat or occurrence of a disaster, the OEM Duty Officer shall notify the appropriate lead organization/department within ESF 6.

3. The appropriate organization/department shall provide representation in the EOC.

4. The OEM Duty Officer or the EOC will determine the scope and duration of the emergency, and the level of staffing required to meet the obligations of ESF 6.

D. ACTIONS

1. Preparedness
   a. The Primary Agency, in cooperation with the support agencies, shall identify and train volunteers to staff Emergency Support Function 6 during an emergency.
   b. Maintain a roster of trained Emergency Support Function personnel.
   c. Review all actions during previous emergencies to determine if ESF 6 procedures require modification.
   d. Coordinate with the American Red Cross, Denver Public Schools, General Services and other agencies to ensure the citywide shelter database is maintained.
   e. Coordinate with City agencies, as well as other ESFs to ensure accessible sheltering requirements, including people with different types of disabilities (i.e. mobility, vision, hearing, cognitive, psychiatric, and other disabilities). Coordinate with City agencies and other ESFs to ensure sheltering for quarantine/isolation operations (if required).
   f. Utilize the ADA Tool Kit Chapter 7 Addenda to regularly survey the City’s shelters and review the sheltering program to ensure that rules, policies, and procedures comply with ADA requirements.
   g. Ensure all shelter operators, including those managed by third parties, such as the American Red Cross, private nonprofit organizations, and religious entities, are aware of the requirements found in the ADA Tool Kit by providing a copy of Chapter 7 and the Addenda.
   h. Appropriate Emergency Support Function 6 agencies and ESF 15 will work to educate citizens on disaster preparedness activities.

2. Response
   a. Keep the Human Services Branch Director informed of significant mass care needs
and issues.

b. Determine required staffing levels and schedule trained personnel accordingly.

c. Contact the American Red Cross and Salvation Army to determine their current activities and future actions. Request Department of Human Services, American Red Cross and Salvation Army representatives, as required.

d. During an evacuation, OEM shall monitor the shelter database and coordinate directly with the affected shelter agencies to ensure the information is as accurate as possible.

e. During an evacuation, maintain coordination with Volunteers and Donations, on the current and future need for shelter managers.

f. Maintain coordination with ESF 8, Health and Medical, to ensure the needs of individuals in special needs shelters are adequately cared for.

g. In cooperation with the Department of Human Services, American Red Cross, Salvation Army, faith-based organizations, and emergency management personnel in the field, shall gather and consolidate all information on mass care activities in the affected areas. Provide this information to EOC staff or the Human Services Branch Director (if applicable) in an organized and timely manner. In addition, agencies of Emergency Support Function 6 may serve as a member of a Preliminary Damage Assessment Team, Joint Field Office Operations, Disaster Recovery Center Operations, and may be deployed for intrastate and/or interstate mutual aid assistance.

h. Produce and update regularly a list of comfort stations, evacuation points, fixed feeding sites and shelter locations in the affected areas. This list will include all resources positioned at these sites.

i. Produce and distribute a daily report on mass care meals served, broken down by location.

j. As required, coordinate with Emergency Support Function 12 - Energy, for priority service restoration to mass care sites and for the acquisition of supplemental power sources.

k. As required, coordinate with Emergency Support Function 13 - Law Enforcement and Security, regarding additional security resources at mass care sites.

3. Recovery

a. Keep the Human Services Branch Director informed of significant mass care activities and issues.

b. Determine required staffing level at mass care locations and in the EOC.

c. Schedule trained personnel to meet identified personnel requirements at the various locations.

d. In cooperation with the Department of Human Services, American Red Cross, Salvation Army, faith based organizations, and emergency management personnel in the field, shall gather and consolidate all information on mass care activities in the affected
areas and provide this information to the EOC staff or the Human Services Branch Director (if applicable).

e. Produce and distribute daily reports on mass care meals served by locations.

f. Produce and update regularly a list of comfort stations, evacuation points, fixed feeding sites and shelter locations in the affected areas. This list will include all resources positioned at these sites.

4. Mitigation

a. ESF 6 will work with volunteer organizations, faith based organizations, and ESF 15 on coordinated public education programs to reduce shelter demand.

E. COMMAND AND CONTROL

1. Emergency Support Function 6 will operate in accordance with the ESF 6 Standard Operating Procedures. Each agency shall have a thorough and up to date disaster plan that shall be coordinated through the OEM (the primary agency). When activated, all agencies shall operate under these plans and initially financially support their own activities. Under a local, state or federal declaration, reimbursement for many of these disaster related activities may be reimbursable.

a. ESF 6 coordination will include:

   i. Avoiding duplication of goods and services as they relate to mass care.
   ii. Coordinating the delivery of goods and services as they relate to mass care.

b. ESF 6, through its lead and support agencies, will maintain a listing of all agencies active in mass care in the disaster area.

2. ESF 6 will focus on sheltering activities, mass feeding and direct disaster assistance (DDA) and shall coordinate with volunteer and faith based organizations conducting mass care activities.

3. Each agency assigned to ESF 6 shall assist in staffing the Emergency Operations Center as required. City agencies may be asked to supply clerical/administrative personnel. Agency personnel will liaison between the Emergency Operations Center and their agency’s support operations center (SOC).

4. The Operations Section shall coordinate with the Planning and Logistics Sections regarding the use and coordination of ad hoc voluntary agencies that spontaneously engage in providing mass care.

5. The Volunteer Coordinator within the Human Services Branch shall receive all volunteer related information (capabilities and availability) and shall transfer this information to the Resource Unit, Planning Section for establishment of a master volunteer list.

IV. RESPONSIBILITIES

A. PRIMARY AGENCY – Office of Emergency Management

1. Designate an individual to be on call at all times who is knowledgeable of mass care issues in the City and County of Denver. This individual shall carry a pager and respond to
notifications by any City department/agency.

2. Designate an individual who is knowledgeable of mass care issues in the City and County of Denver to serve as the Mass Care Branch Director when the Emergency Operations Center is activated.

3. Produce SOPs that standardize recurring tasks.

4. Identify and train sufficient personnel to adequately support ESF 6 during activation.

5. Maintain a roster of trained personnel.

6. Provide food inspectors from the Department of Public Health and Environment to assist in the inspection of mass feeding sites and food distribution centers during an emergency.

B. SUPPORT AGENCIES

1. American Red Cross
   a. Respond to disasters in the City by conducting sheltering activities in accordance with American Red Cross policies and procedures.
   b. Upon request, provide a sheltering group supervisor to the EOC
   c. Provide timely information on American Red Cross field operations to the EOC

2. Salvation Army
   a. Respond to disasters in the City by conducting mass care activities, primarily mass feeding, in accordance with Salvation Army policies and procedures.
   b. Upon request, provide a Mass Feeding Group Supervisor to the EOC.
   c. Provide timely information on Salvation Army field operations to the EOC
   d. Be prepared to establish and operate thirty comfort stations and two base camps in response to a disaster.

3. Denver Office of Human Rights and Community Partnerships
   a. Provide subject matter expertise to the EOC regarding ADA requirements and disability issues.

4. Department of Human Services
   a. Provide Direct Disaster Assistance (DDA) which may include hotel vouchers, food coupons and assistance with short and long term housing solutions.
   b. Provide staffing to assist in shelter operations, Points of Distribution, or Disaster Recovery Centers as required.

5. Environmental Health
   a. Provide food quality assurance for mass feeding operations.
   b. Monitor the habitability of shelters (air, sanitation, food, etc.)

6. Denver Health and Hospital Authority
   a. Provide support to special needs shelters (which may be co-located with traditional
7. Law Enforcement (Police Department and Sheriff’s Department)
   a. Provide security at shelter, feeding locations and Disaster Recovery Center locations.
   b. Provide convoy security related to shelter and feeding operations.

8. Denver Fire Department
   a. Provide technical expertise related to fire code issues in shelters.
   b. Provide fire watch personnel at the shelter upon request.

9. General Services
   a. Provide lease space for shelters, feeding locations, and Disaster Recovery Centers.
   b. Acquire food, supplies and equipment to establish and sustain shelter, feeding locations, and Disaster Recovery Operations.

10. Parks and Recreation
    a. Provide space for shelters, feeding locations, and Disaster Recovery Centers.
    b. Provide personnel to assist in the staffing of shelters, feeding locations, and Disaster Recovery Centers.

11. Denver Public Schools
    a. Provide school locations suitable for sheltering, mass feeding, or comfort stations.
    b. Make available employees who wish to volunteer to participate during an emergency. Employee participation will be consistent with DPS policies governing this activity.

12. Colorado Voluntary Organization Active in Disaster (COVOAD).
    a. Assist in identifying voluntary agencies that will assist in mass care activities including mobile feeding, shelter staffing, food preparation, and bulk supply transportation. These activities will be coordinated with the Volunteer Agency (VOLAG) Group Supervisor within the Mass Care Branch, Operations Section.

V. FINANCIAL AND ADMINISTRATIVE MANAGEMENT

1. All agencies will document all expenses related to their emergency or disaster response and recovery activities. These would include individual expenses as well as overall operating costs. These records will be used for documenting expenditures for potential cost recovery after the incident. The financial documentation process is located in the City and County of Denver’s EOP, Support Annexes, Finance and Administration.

2. All organizations will keep detailed records of all personnel time, equipment and vehicle use to include mileage, fuel consumption, equipment / vehicle maintenance, damage, etc. and report this information to OEM.

VI. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 6 rests with the Director of the Office of Emergency Management. Other agencies supporting this
ESF will assist the Director through the development and maintenance of their own Standard Operating Procedures (SOPs) and mutual aid agreements in support of this ESF.

2. A periodic review (no less than annually) will be conducted of this ESF for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the primary agency will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The Primary agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VII. REFERENCES AND AUTHORITIES

A. References

1. The City and County of Denver EOP, departments and agencies ESF Annex and Standard Operating Procedures (SOPs).

2. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.

3. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.

4. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities


2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7).


4. Denver Revised Municipal Code, Title II, Chapter 16, Article II

5. Mayor's Executive Order No. 85
ANNEX 7: EMERGENCY SUPPORT FUNCTION 7 – RESOURCE SUPPORT

PRIMARY AGENCY: DEPARTMENT OF GENERAL SERVICES

SUPPORT AGENCIES: Office of Finance and Management
Department of Revenue
Department of Law
Office of Emergency Management
Department of Public Works
Denver Police Department
Denver Sheriff’s Department
Technology Services
Denver International Airport

I. INTRODUCTION

The purpose of this Emergency Support Function (ESF) is to provide logistical and resource support to City & County of Denver entities involved in emergency response and recovery efforts for an emergency or disaster that impacts the City & County of Denver. ESF 7 is responsible for providing direct and active support to emergency response and recovery efforts during and after the initial phase following an emergency or disaster incident. ESF 7 support includes locating, procuring and issuing resources such as supplies, office space, office equipment, fuel, personnel, heavy equipment, generators and transportation in coordination with the Office of Emergency Management (OEM).

II. SITUATIONS AND ASSUMPTIONS

1. All emergencies or disasters will require finance and administration assistance in procuring equipment, supplies, and contractor and vendor services.

2. In responding to and recovering from emergencies or disasters, OEM and other City and County agencies will adhere to fiscal management policies regarding the allowable costs and cost principles associated with securing personnel, facilities, supplies, and equipment assigned to or used during emergency or disaster incidents.

3. Ensure that financial components are expedited to acquire necessary resources needed in support of response and recovery operations.

4. Logistical, finance and administration resource support will be required for immediate relief.

III. CONCEPT OF OPERATIONS

A. GENERAL

The Department of General Services is responsible for the care and management of the City facilities and for the procurement of goods and services. Following NIMS
guidelines, the Department of General Services in collaboration with the Office of Finance and Management, and the Department of Revenue will operate within the OEM Finance and Administration Section of the Incident Command System (ICS) during an emergency or disaster incident. Department of General Service representatives will coordinate with the Incident Commander and Section Chiefs in estimating, tracking and approving incident expenses. The Finance and Administration Section will coordinate with funding sources and monitor expenditures to ensure compliance with local, state and federal fiscal rules and regulations.

The primary source of equipment, supplies and personnel shall be from existing City support agency resources and from other local responding agencies outside of the impacted area. Support which cannot be provided from these sources will be obtained through commercial sources. The replenishing of supplies and procurement of additional emergency services will be coordinated by the Purchasing Division under the provisions of Section 20-64(b) 1 of the Denver Revised Municipal Code.

The Purchasing Division has in place several hundred Master Purchase Orders/Purchasing Contracts with vendors throughout the metro area and nationally. These agreements are related to supplies and services and are available for use by designated agency personnel. Additionally, designated personnel within the responding City agencies are equipped with Procurement Cards. Limits per “swipe” are currently set at $500, $1000 or $2000 with total monthly expenditure allowances set at $10,000, $20,000 and $50,000. Other identified agency personnel have Delegated Purchasing Authority that enables them to verbally make one-time procurements of up to $2000. If required, the limits on Procurement Cards will be raised to emergency levels by Purchasing. When this is necessary, the Purchasing Division will consult with the Office of Finance and Management concerning monetary issues and the availability of funding to cover expanded Procurement Card purchases.

As part of the Department of General Services, Facilities Planning & Management, Parks & Recreation and Theatres & Arenas shall identify and be prepared to provide emergency warehouse/staging facilities for supplies and equipment as required by the OEM. Public Works and Denver International Airport shall identify available equipment and drivers to move equipment and supplies to forward positions as required. The Denver Police Department shall be prepared to safeguard these temporary storage facilities on a 24-hour basis through use of Police and Sheriff’s Department personnel.

ESF 7 support agencies are responsible for ensuring that sufficient staff is available to report to and support the EOC and to carry out the activities tasked to their agency on a continuous basis. ESF 7 support agency staff will have extensive knowledge regarding resources and capabilities of their respective agencies and will have access to the appropriate authority for committing such resources during an emergency or disaster incident.

**B. ORGANIZATION**

1. During an emergency or disaster incident, the Department of General Services and ESF 7 support agencies will assign personnel to the EOC as requested by the OEM. ESF 7 will operate as part of the Finance and Administration Section and conduct finance tasks either in the EOC or at a location designated by the OEM.
2. Maintain liaison with all ESFs to identify resource needs. Coordinate with the Incident Commander and the Logistics Section Chief to ensure resources supplies and equipment are procured quickly and efficiently.

3. At the tasking of the Logistics Chief, take necessary actions to obtain needed resources. ESF 7 will find a source for needed resources and provide to the requesting ESF the name of the contact person, the price, schedule of availability and delivery.

4. Ensure professionals from the Purchasing Division shall are available to assist ESF 7 when the EOC is activated. As required, purchasing professionals from other support agencies may also be called to the EOC to support ESF 7. Support agency purchasing professionals may also be asked to assist in locating sources of needed resources while posted at their own agencies.

C. NOTIFICATION

The OEM will notify the ESF 7 primary agency when an emergency or disaster incident has occurred. Upon activation of the EOC, ESF 7 personnel may either be placed on standby or deployed for immediate response. All support agency contact persons for ESF 7 will be instructed to alert their contacts throughout the City to ensure that all available resources are on standby. Inventories of resources, including but not limited to pre-arranged staging areas, government buildings, public facilities and agency contracts will be notified by ESF 7 personnel under the direction of the OEM and the Logistics Chief.

D. ACTIONS

1. Preparedness
   a. Place ESF 7 personnel on standby or direct them to staging areas with some facilities staffed for immediate response.
   b. Ensure resources are properly staged based on the incident and expected area of impact.
   c. Identify available resources and facilities that are necessary to respond to an emergency and determine if they are available for possible deployment.

2. Response
   a. Response will be based upon the severity of the emergency. Support agencies may be directed to deploy personnel and other resources.
   b. Pre-identified City facilities will be activated for use as staging area warehouses or as replacements for damaged or destroyed facilities. Lease facilities as necessary.
   c. Communication resources will be provided in coordination with ESF 2.
d. Transportation needs will be provided in coordination with ESF 1.

e. The OEM, with assistance from the Purchasing Division and, if required, from the City Attorney, will secure services from commercial sources.

f. Office furniture, computers and other equipment and supplies will either be procured or provided from existing City inventories.

g. Fuel will be procured and provided with the cooperation of ESF 12.

h. Security for resource staging areas and deployment facilities will be provided by ESF 13.

i. The OEM Logistics Section Chief and ESF 7 will develop a resource list of available equipment, supplies and materials. ESF 7 personnel will assist in monitoring and tracking resources and their status as to staging and deployment.

2. Recovery

a. Procuring necessary equipment, supplies and materials during and after emergency disaster incidents.

b. Deploying staff in the event that a forward and/or alternate EOC is established.

c. Providing support to a Joint Field Office (JFO), if established.

3. Mitigation

a. Work with other local, state and federal purchasing agencies.

b. Collaborate with City agencies and other metro area municipalities and state agencies to build databases for acquisition of goods and services needed for preparedness, response and recovery.

D. DIRECTION AND CONTROL

1. The Manager of General Services is responsible for executing the roles and responsibilities of ESF 7.

2. The Manager of General Services may designate an individual on his behalf to coordinate with OEM and the EOC upon activation of ESF 7. The Manager’s designee for resource support will be authorized to act on behalf of the Manager. The designee is authorized to make decisions and manage and coordinate resources within the ICS structure.

IV. RESPONSIBILITIES

A. PRIMARY AGENCY – Department of General Services
1. Allocate and coordinate resources and support activities through ESF 7. Designated support agencies shall furnish resources as required. Such support will be terminated at the earliest practical time.

2. Provide support staff for the procurement of commodities and services, the leasing of buildings and the management of both leased and City owned facilities.

3. Coordinate and allocate equipment and supplies from current City inventories, commercial sources or state and federal sources.

4. Serve as the primary agency for ESF 7 and be present at the EOC or on call either at the Purchasing Division Office or from the home of designated buyers on a 24-hour basis.

5. Coordinate with other agency purchasing and contracting representatives.

6. Prepare daily summaries of purchasing activities, financial accounting reports for emergency or disaster incident Situation Reports.

B. SUPPORT AGENCIES

1. Public Works
   a. Provide drivers, equipment operators, trucks and heavy equipment. Provide fuel supplies for emergency vehicles.

2. Police Department
   a. Provide security personnel to safeguard storage facilities.

3. Denver International Airport
   a. Provide drivers, equipment operators, trucks, buses and heavy equipment.

4. Technology Services
   a. Provide communication and computer hookup and maintenance services to the EOC and field offices as required.

5. Office of Finance and Management
   a. Provide budgetary support and coordination during major incidents resulting in revenue disruption and requiring increases in Procurement Card limits.

6. Department of Revenue
   a. Provide revenue accounting support and coordination during major incidents resulting in revenue expenditure and disruption.

V. FINANCIAL MANAGEMENT
1. The Department of General Services will notify the Office of Finance & Management and Department of Revenue when the EOC and ESF 7 are activated based upon the size and complexity of an emergency or disaster incident. Expenditures are to be documented both during the incident and after the incident for possible cost recovery. ESF 7 personnel will maintain records and prepare reports of expenditures based on standard accounting procedures and forward this information to the Office of Finance & Management.

2. Each ESF 7 support agency is responsible for tracking its own costs associated with ESF 7 operations using the standard procedures established by the support agency’s standard accounting and tracking procedures. In concurrence with the OEM, each support agency will file for the reimbursement of the costs it incurs through its own agency’s accounting and reimbursement filing system. Each support agency is responsible for monitoring staff hours using its own tracking system, and requesting financial reimbursement for staff hours incurred in association with ESF 7 operations.

VI. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 7 rests with the Manager of the Department of General Services. Other agencies supporting this ESF will assist the Manager through the development and maintenance of their own agencies Standard Operating Procedures (SOPs) and mutual aid agreements, in support of this ESF.

2. A periodic review of this ESF (no less than annually) will be conducted for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the primary agency will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The primary agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VII. REFERENCES AND AUTHORITIES

A. References

2. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.

3. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.

4. Agencies that have their own mission authorities and funding to respond to disaster situations, will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities


2. Colorado Disaster Emergency Act of 1992 (Colorado Revised Statute, Title 24, Article 33.5, Part 7).


4. Denver Revised Municipal Code, Title II, Chapter 16, Article II

5. Mayor’s Executive Order No. 85
ANNEX 8: EMERGENCY SUPPORT FUNCTION 8 – HEALTH AND MEDICAL SERVICES

PRIMARY AGENCY: DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT

SUPPORT AGENCIES: Denver Health and Hospital Authority (DHHA)
Department of Human Services (DHS)
Denver Fire Department (DFD)
Denver Police Department (DPD)
Colorado Division of Emergency Management (CDEM) Colorado Department of Public Health & Environment (CDPHE) Division of Mental Health, CO Dept. of Human Services (CDMH) Rocky Mountain Poison and Drug Center
Centers for Disease Control and Prevention (CDC)
Environmental Protection Agency
American Red Cross
Salvation Army
Mental Health Center of Denver
Metro Denver hospitals and service providers

I. INTRODUCTION

The purpose of Emergency Support Function (ESF) 8 is to provide a coordinated response to health and medical care needs during and following an emergency or disaster incident. This ESF provides operational guidance and the mechanism by which to assure a coordinated, seamless response by the City and County of Denver’s Department of Public Health and Environment (DDPHE) and the ESF 8 primary support agency the Denver Health and Hospital Authority (DHHA). Together these entities, with assistance from other supporting agencies, will provide the health and medical service capabilities necessary to meet the needs of an emergency or disaster incident.

The Director of Denver’s Office of Emergency Management (OEM) directs all aspects of emergency management for the City and County of Denver. ESF 8 will be activated upon notification from OEM. One or more functions of ESF 8 may be activated based upon the emergency or disaster incident. OEM, based upon initial situational awareness, can activate the necessary components and services needed to support the incident situation. ESF 8 provides the means for a public and environmental health response; medical triage, treatment and transportation of victims of an emergency and disaster incident; assistance in the evacuation of victims; support to hospitals and nursing homes; provision of emergency mental health crisis counseling for disaster responders; fatality and morgue management; and the re-establishment of health and medical care systems. Assistance in pre-event evacuation may also be provided whenever patients or clients of Denver medical facilities and hospitals are affected or pre-established plans for any health care institutions have failed.

II. SITUATIONS AND ASSUMPTIONS

1. Many casualties or injured or diseased individuals may require emergency treatment and transportation to medical care facilities as the result of an emergency, pandemic, disaster or act of terrorism. Both short and long term medical care may be required. The systems and facilities that provide medical services may be impaired or totally disrupted by the incident. Facilities that survive with little or no structural damage may have to operate with reduced capability or capacity because of infrastructure damage. In addition, staff may be unable to report for duty as a result of personal injuries and/or infrastructure damage.
2. Health and medical services are essential elements of an emergency, pandemic, disaster or terrorism incident response. State government must maintain the capabilities to initiate coordinated emergency health and medical care.

3. If required, the state may be requested through coordination with OEM to augment local capabilities and request federal emergency medical assistance during an emergency, pandemic, disaster or act of terrorism. Requested ESF 8 resources will be coordinated through the Colorado Division of Emergency Management (CDEM).

4. Health and medical requirements that may need to be addressed include: mass fatalities, illness and injuries; behavioral health crisis counseling, environmental contamination; transportation of medical casualties; infectious disease control; mass prophylaxis/vaccination, public information and education; assistance and guidance to hospitals to include evacuation, lack of health care providers and first responders; and provision of emergency medical services.

5. A major emergency or disaster incident resulting from chemical, biological, radiological, nuclear, or explosive (CBRNE) weapon of mass destruction (WMD) could produce a large concentration of specialized injuries or illnesses and problems that could overwhelm the City and County health and medical care system(s).

6. In the event of a suspected or confirmed CBRNE act of terrorism, supplemental assistance from state and federal agencies may be necessary to identify a substance or material, stabilize and mitigate the situation, decontaminate and treat patients, and provide technical assistance.

II. CONCEPT OF OPERATIONS

A. GENERAL

ESF 8 is organized to provide health and medical incident assessment, planning, deployment and support operations to the City and County of Denver to assure a timely and appropriate response and recovery to emergency and disaster incidents. Procedural protocols and plans for disaster response activities are developed to govern staff operations at the DDPHE and DHHA Department Operation Centers (DOC), the City’s Emergency Operations Center (EOC), and the incident field response. Periodic training shall be conducted to enhance effectiveness.

For emergency and disaster incidents requiring mutual-aid and local, state or federal assistance, ESF 8 agencies will work with counterparts from such entities to seek, plan and direct use of those assets. Throughout the response and recovery phases, ESF 8 agencies will evaluate and analyze information regarding health and medical needs. In addition, ESF 8 agencies shall develop and update status assessments of the impacted area and do contingency planning to meet anticipated demands. When an incident is focused in scope to a specific type of a response, the position and functions of ESF 8 will be assumed by appropriate personnel from the primary and supporting agencies with expertise pertinent to the incident.

B. ORGANIZATION
1. During activation of the EOC and upon activation of ESF 8 by the OEM, DDPHE and support agency personnel will report to the EOC as requested to provide for appropriate and timely health and medical emergency response and recovery assistance.

2. The Manager of DDPHE will be the principal coordinating agent responsible for ESF 8. The City and County of Denver’s primary support agency for medical services is DHHA. The Manager of DDPHE (or a designee to be known as the “DDPHE Emergency Coordinator”) will work in close collaboration with the principal agent of DHHA and other support agencies to ensure a seamless health and medical services response in accordance with ESF 8.

a. DDPHE in collaboration with DHHA and other support agencies will develop Standard Operating Procedures (SOPs) that govern personnel, equipment and response organization and required assignments related to the health and medical required responses during emergencies and disasters.

b. SOPs shall include but are not limited to health and medical responses to:
   i. Specific natural disasters
   ii. Pandemic emergencies
   iii. CBRNE events
   iv. Mass prophylaxis/vaccination
   v. Mass fatalities

3. During an event that is focused in scope to a specific type of response (e.g., chemical, biological or radiological), the personnel assigned to the EOC will be from the lead or supporting agency(s) with expertise pertinent to the event.

4. Low or limited impact events related to only one element of health or medical services (e.g. traumatic injuries or asbestos spill response) will be handled by the primary or support agency(s) responsible for the applicable emergency response in coordination with OEM and its EOC. DDPHE (as the primary agency) shall be notified based upon the level of the incident, and will be on standby to coordinate additional support as needed.

5. High impact emergency and disaster incidents that require both health and medical services response will result in full activation of DDPHE and DHHA and other appropriate support agencies in coordination with OEM and its EOC. This may also require activation of regional health and medical care service providers through in-place mutual-aid agreements and memoranda of understanding.

**C. NOTIFICATIONS**

1. The DDPHE Emergency Coordinator will be notified by Denver OEM when information becomes available that an emergency or disaster situation is developing or an incident has taken place. OEM will provide situational awareness to the Emergency Coordinator. The Emergency Coordinator, in collaboration with DHHA’s point of contact, will assess necessary initial health and medical response actions. Based upon assessments, appropriate health and medical personnel shall report to the EOC.
2. Specific emergency and disaster incidents that result in acute or potential long term exposure issues may require immediate notifications to other local, state and federal health agencies and medical providers. In these events, DDPHE and/or DHHA shall make appropriate notifications and inform the OEM and, if activated, the EOC. If state assistance is anticipated or utilized, the ESF 8 representative at the EOC shall maintain coordination with CDEM’s ESF 8 representative, the appropriate DOCs, OEM and the EOC.

3. If required, based upon initial assessment by DDPHE and DHHA, OEM shall coordinate with state and federal agencies for additional assistance.

D. ACTIONS

Actions carried out by the ESF 8 primary and support agencies are grouped into the four phases of emergency management: preparedness, response, recovery, and mitigation. Each phase requires specific professional skills and knowledge, and requires significant cooperation and collaboration between the primary and support agencies and the intended recipients of service. ESF 8 encompasses a full range of activities from planning and training to the provision of emergency field response. It provides strategic guidance on organization and coordination of health and medical services and the application of command and control to ensure effective and efficient emergency response and recovery. Tactical operations are left to the skilled health and medical experts in the field. SOPs are developed and maintained by the respective health and medical services responders. The following services provide the framework upon which actions will occur but is not limited to:

1. Assessment of health and medical needs as related to a public health emergency incident.
2. Communication of public health information, including a coordinated communication network to reach the entire population impacted by the event.
3. Provision of public and environmental health services and medical services related to all hazards, natural and man-made, including:
   a. Disease control and epidemiology
   b. Emergency medical services (EMS)
   c. Coordinated mental health, nursing home, and other community care services, providers and facilities
   d. Public evacuation, including from medical facilities and patient evacuation.
   e. Food and drug safety
   f. Poison control.
   g. Pharmacy and pharmaceuticals availability and distribution
   h. Emergency responder health and safety
   i. Mental health and crisis counseling for responders, including volunteers
   j. Vector control and monitoring
   k. Sampling and monitoring of and responding to the environment for risk to health and for recovery efforts.
   l. Potable water certification, disposal of wastewater and solid waste.
   m. Fatality management services including victim identification, medical examination, and mortuary services
   n. Acute and chronic in-hospital care
1. Preparedness

a. Develop health and medical services response capabilities, including planning, training, orientation sessions, and exercises for all ESF 8 personnel and other emergency support functions agencies.

b. Conduct planning with ESF 8 support agencies to refine health and medical support operations.

c. Develop SOPs to facilitate specific health and medical assessments, surveillance and response services.

d. Develop and conduct training courses for ESF 8 personnel, provide information on critical facilities to the OEM, and develop protocols and procedures for key services that will be provided in a health or medical emergency.

e. Maintain liaison with health and medical services volunteer organizations, including Disaster Medical Assistance Teams and Disaster Mortuary Operational Response Teams.

f. Develop rapid response mechanism for crisis mental health counseling, including support for emergency responders.

g. Develop rapid communication capabilities to provide public health information regarding the incident and response, including mechanisms and messages to reach desperate communities, population groups, special needs individuals and vulnerable populations.

2. Response

a. Coordinate ESF 8 operations at the EOC or other location.

b. Provide personnel for field deployment, procure health and medical service resources and provide communications for deployed health and medical personnel.

c. Identify hospital, mental health, and nursing home service and bed capacity in the Denver Metro area or statewide for responding to the health and medical needs of the emergency event; arrange for provision of health and medical service personnel, equipment, and supplies as needed to health and medical facilities; assist with patient evacuation and relocation (post-event); and assist with/monitor individuals under quarantine and isolation;

d. Arrange for and provide mass fatality services, including medical examiner and mortuary services.

e. Conduct field assessments and surveys; provide nursing staff for special
needs populations in shelters; provide staff and services to monitor public and environmental health conditions; conduct rapid assessments for immediate response objectives; determine needs for and conduct health surveillance programs in communities and regions.

f. Manage field deployed assets; communications and logistical support to health and medical field operations, and verify actual need for health and medical service resources.

g. Establish credentialing and verify emergency medical technicians, paramedics, and other health professionals during extended operations.

h. Assist in a hazardous materials response or a weapon of mass destruction incident through assessment, containment, consultation, technical support or staff deployment; perform air, water, soil, food and drug safety analysis and inspection.

i. Support response personnel with critical incident stress debriefing resources; provide medical staff and care as needed at special needs shelters; respond to CBRNE or other environmental incidents and weapons of mass destruction incidents.

j. ESF 8 agencies may serve in other areas of field operations, such as providing technical assistance, securing resources, command, and response to the incident scene as requested. Personnel could be requested to assist with impact assessment, preliminary damage assessment, disaster field office operations, and provide support to Disaster Medical Assistance Teams, mutual aid assistance teams, etc.

2. Recovery

a. Restore delivery of essential health and medical services, permanent medical facilities to operational status, pharmacy services, medical examiner and mortuary services; and initiate and continue as needed environmental and public health surveillance systems.

b. Support emergency recovery services staff and operations; maintain provision of long-term environmental recovery activities; identify populations requiring incident-driven public health, medical or social services post-incident; and provide continued emergency pharmacy, laboratory, and mortuary services, as needed post-incident.

c. Initiate financial reimbursement process for these activities when such support is available.

4. Mitigation

a. Increase use of geographical information systems (GIS) to identify location of all vulnerable sites or populations.

b. Provide computerized access to federal, state, regional and county
coordinators for managing coordinated communications and GIS data.

c. Stockpile critical health and medical supplies and equipment in strategic locations, and identify and seek auxiliary power for critical health and medical facilities and services capabilities.

III. COMMAND AND CONTROL

1. ESF 8 uses the Incident Command System (ICS) concepts to manage its emergency and disaster responsibilities. Key to this system are emergency operations units that function as emergency and disaster response, preparedness, recovery, and mitigation organized within DDPHE, in cooperation with ESF 8 primary support agency DHHA. The emergency operations units are responsible for ensuring that all appropriate program offices of DDPHE, DHHA and other support agencies, in addition to private voluntary agencies, have defined response and recovery actions, and understand their roles and responsibilities.

2. Based upon the emergency or disaster incident scenario, the OEM Director may request activation of all ESF 8 resources or a specific operation (e.g., environmental monitoring or emergency medical services) and may request an ESF 8 representative to support EOC emergency operations. The ESF 8 representative will serve as the ESF 8 Branch Director and identify and secure necessary health and medical response and recovery resources.

3. DDPHE and DHHA are responsible for administrative control over each of their own resources and personnel but will be under the strategic operation control of the identified ESF 8 Branch Director. Based upon requested response and recovery resources, the ESF 8 Branch Director is tasked with identifying and activating support personnel and agencies that will provide the necessary health and medical expertise requested for the ESF 8 Branch.

IV. RESPONSIBILITIES

A. PRIMARY AGENCY – Department of Public Health and Environment

1. DDPHE will, in close coordination with the DHHA, provide leadership in directing, coordinating and integrating overall City and County of Denver efforts to provide health and medical service assistance to the affected area during an emergency or disaster incident.

2. DDPHE will, in collaboration with DHHA, develop policies and SOPs that will be utilized by ESF 8 personnel to provide health and medical resources in response to and recovery from natural hazards; radiological, biological, chemical or other environmental hazards, or acts of terrorism including bioterrorism and weapons of mass destruction. The DDPHE Emergency Coordinator, together with designated emergency response representatives from DHHA and other ESF 8 support agencies, will support the OEM in emergency health and medical planning and response operations.

3. Depending on the scope or level of impact of a health or medical emergency
incident, DDPHE will, in close coordination with the DHHA, coordinate and support the appropriate response and support, including:

a. For low or limited impact events related to only one of the ESF 8 operational functions (i.e. public or environmental health response or emergency medical services response) coordination and response will be directly handled by DDPHE or the appropriate support agency(s) responsible for that applicable operation. The responding agency will communicate (as necessary) with DDPHE as the ESF 8 primary agency to provide situational awareness and identify any additional needed support.

b. High or potentially broad impact events that will involve both health and medical resources will result in activation of DDPHE and DHHA and the other needed support agencies. DDPHE will coordinate the close collaboration among all responding agencies to identify and ensure effective and efficient deployment of all necessary resources, and may require the commitment and coordination of regional partner resources.

4. Depending on the type of an emergency or disaster incident, DDPHE and/or DHHA or other responding support agency responsible for the applicable operation will staff and operate an ICS structure to ensure that services and staff are provided to adequately meet health and medical needs of the incident.

5. DDPHE will provide or secure all necessary fatality management services, including but not limited to medical examiner, mortuary and morgue services, coordinating with other local jurisdictions, state and federal agencies for additional fatality management services, if capacity is exceeded.

6. DDPHE will ensure that the following personnel or services are available for responding to the consequences generated by the emergency event or hazards that may impact Denver (e.g., severe weather, tornadoes, CBRNE or other environmental incident, terrorism, technological, mass population migration, mass fatality, etc.):

   a. Environmental health specialists, including air, water, and soil
   b. Radiation monitoring
   c. Chemical and hazardous waste specialists to assist in assessing and containing hazardous materials incidents
   d. Environmental public health administrators and staff
   e. Outreach capability including public information and education
   f. Food safety inspectors to assist in inspection of restaurants, mass feeding sites, and food distribution centers (ESF 6 support)
   g. Veterinarian and animal care personnel (ESF 11 support)
   h. Vector control personnel
   i. Fatality management service personnel
   j. Technical support for assessing and restricting consumption of surface water supplies in the event of a release of significant concentrations of radioactive or chemical material into the water supply
   k. Support ESF 6 (Mass Care) in coordination of public and environmental health services
   l. Coordinate and support EFS 8 medical services support agencies in their
7. DDPHE will develop comprehensive policies and programs for decontamination and mitigation of hazards associated with CBRNE.

8. DDPHE will encourage, participate in, and conduct studies, public hearings, training, and research relating to the control of CBRNE.

9. DDPHE will respond to any emergency that involves possible or actual release of CBRNE materials in order to protect health, safety and property.

10. DDPHE will coordinate with the Denver Water Board and the State of Colorado, Department of Public Health and Environment (CDPHE) and other agencies or technical resources in the chemical analysis of water obtained from public water supplies.

11. DDPHE will provide technical consultation and support regarding CBRNE (e.g., determine levels of radiation and concentrations of chemicals or other hazardous substances, health hazards, and radiological/chemical decontamination) as the principal assessment agency.

12. DDPHE will coordinate distribution of radiological, chemical, or other hazardous substance data to the City and County of Denver, state and federal response organizations.

13. DDPHE will determine, in collaboration with Denver Fire Department (and ESF 10), the severity of radiological, chemical, or other hazardous substance emergencies when an actual release of material occurs and make recommendations as the primary assessment agency based on a technical analysis of the situation.

B. SUPPORT AGENCIES

1. Denver Health and Hospital Authority (DHHA), the primary support agency for ESF 8

   a. DHHA will, in close coordination with DDPHE, provide leadership in directing, coordinating and integrating overall City and County of Denver efforts to provide medical service to the affected area during an emergency or disaster incident.

   b. DHHA will assure that the following medical personnel, services and facilities are available for responding to an emergency or disaster incident:

      i. Paramedics and emergency medical technicians
      ii. Advance life support/basic life support vehicles
      iii. Medical equipment and supplies including mass casualty incident medical response supplies and equipment
      iv. Physicians, nurses and administrators to provide medical services
      v. Pharmacists and pharmacy services
      vi. Laboratories and laboratory personnel
vii. Public health medical services
viii. Poison and toxicological control and services
ix. Dieticians and patient nutritional services
x. Radiation monitoring for medical services and facilities
xi. Dentist and dental services
xii. Immunizations
xiii. Case management

c. DHHA will provide or secure all necessary medical evacuation services needed for the emergency incident, including but not limited to aircraft (fixed wing, rotary wing) for medical evacuations.

d. DHHA will coordinate and direct the activation and deployment of volunteer medical personnel, supplies, and equipment and provide certain direct resources that are under the control of DHHA. DHHA will, in close coordination with DDPHE, help organize and coordinate all needed medical services, personnel and support from the Metro-Denver medical service organizations to fill-out the needed local medical response capacity for an emergency or disaster response.

e. DHHA will, in close coordination with DDPHE and other ESF primary agencies in the City and County of Denver, develop and provide the following activities regarding a biological, chemical, or radiological emergency incident:

i. Comprehensive policies and programs for decontamination and medical treatment of patients and providers exposed to biological agents, chemical exposures, and sources of ionizing radiation.

ii. Medical response for any emergency that involves possible or actual release of biological agent, chemical, radiological or other hazardous material in order to protect health, safety, and property.

iii. Support of ESF 6 (Mass Care) in the coordination of overall reception and medical care responsibilities including those of special needs populations.

iv. Technical medical consultation and support regarding biological and pandemic agents and chemical exposures, radiation and radiological health (e.g., determine levels of radiation, health hazards, and radiological decontamination).

v. A current list of medical facilities that have the capability to treat biological, chemical or radiological contaminated individuals and assist with the development of alternative care centers.

vi. A policy for the use and distribution of mass prophylaxis including antibiotics, vaccinations and potassium iodide (or other appropriate prophylaxis).

vii. Appropriate training programs for its medical service response personnel.

viii. Participation in applicable emergency response training exercises in coordination with DDPHE and other ESF 8 support agencies.

2. Additional Support Agencies

a. Performance of the ESF 8 responsibilities will require collaboration and resource support from many of the City’s ESF agencies and departments. These agencies will provide assistance to ESF 8 by performing the response
and recovery tasks that are carried out through their respective ESF missions. ESF response and recovery staff, equipment, and supplies will complement and support one another as emergency and disaster response efforts address the consequences of an emergency or disaster incident.

b. During an emergency or disaster incident, DDPHE or the applicable ESF 8 Branch Director may seek additional ESF 8 support and resources from the Denver’s Fire, Police, Public Works, Human Services, Parks & Recreation, General Services, and Revenue departments, volunteer agencies and organizations, private hospital and medical treatment and care facilities, state and federal medical and health agencies.

c. Private sector entities, including hospitals, healthcare and mental health providers, ambulance firms, funeral homes, elder care facilities, and transportation agencies will be a critical element to ensuring that effective and efficient health and medical response and recovery are achieved. Specifically support agencies identified, including the Metro Denver area hospitals (St. Joseph Hospital, Saint Anthony Central, Porter Hospital, Rose Medical Center, National Jewish Hospital, Presbyterian/St. Luke’s Hospital, VA Hospital, University Hospital, and Children’s Hospital) and Mental Health Center of Denver, will be engaged in the performance of ESF8.

V. FINANCIAL MANAGEMENT AND ADMINISTRATION

1. Response and Recovery Expenses -- All agencies will document all expenses related to their emergency and disaster response and recovery activities. These include individual expenses as well as overall operating costs. These records will be used for documenting expenditures for potential cost recovery after the incident.

2. Personnel, Equipment and Vehicle Records -- All organizations will keep detailed records of all personnel time, equipment and vehicle use to include mileage, fuel consumption, equipment, vehicle maintenance, damage, etc., and report this information to the OEM.

VI. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 8 rests with the Manager of the Department of Public Health and Environment. Support agencies to this ESF will assist the Manager in developing and maintaining this ESF and its applicable SOPs.

2. A periodic review (no less than annually) will be conducted of this ESF for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the Emergency Operations Plan (EOP) and distribution to all agencies.

3. In coordination with support agencies and organizations, DDPHE will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. DDPHE will at least annually, coordinate with the OEM.
Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VII. REFERENCES AND AUTHORITIES

A. References

1. The City and County of Denver EOP, departments and agencies ESF Annex and Standard Operating Procedures (SOPs).

2. DHHA provides medical services to the City and County of Denver pursuant to the provisions of the Operating Agreement between the parties.

3. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.

4. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities


2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7).


4. Denver Revised Municipal Code, Title II, Chapter 16, Article II

5. Mayor’s Executive Order No. 85

6. Amended and Restated Operating Agreement between the City and County of Denver and Denver Health and Hospital Authority, dated November 1, 2017, and the Fiscal Year 2018.
ANNEX 9: EMERGENCY SUPPORT FUNCTION 9 - SEARCH AND RESCUE

PRIMARY AGENCY: DENVER FIRE DEPARTMENT

SUPPORT AGENCIES: Denver Police Department
Denver Sheriff's Department
Denver Health and Hospital Authority
Department of Public Works
Department of Public Health and Environment
American Red Cross
Salvation Army

I. INTRODUCTION

Emergency Support Function (ESF) 9 describes the management and use of resources in both urban and non-urban search and rescue in response to actual or potential emergency and disaster incidents that requires cooperation between the primary agency and all supporting agencies of the Denver Fire Department and emergency services personnel who are experienced and trained in collapsed structure search and rescue operations including locating, extricating and providing for immediate medical treatment of victims trapped in collapsed structures.

The management and use of Urban Search and Rescue (US&R) involves the mobilization, management and coordination of personnel, equipment, and supplies. The potential for trapped or missing persons is especially high during and after a major disaster or terrorism related event. Routinely available resources may be difficult to obtain and utilize because of massive disruptions of communications, transportation, and utilities.

II. SITUATIONS AND ASSUMPTIONS

1. Disasters may cause conditions that vary widely in scope, urgency and degree of devastation.

2. Substantial numbers of persons could be in life-threatening situations requiring prompt rescue and medical care.

3. Because the mortality rate will dramatically increase beyond 72 hours, search and rescue must begin immediately.

4. Rescue personnel will encounter extensive damage to buildings, roadways, public works, communications and utilities.

5. Fires, landslides, flooding and hazardous material releases will compound problems.

6. Weather conditions such as temperature extremes, snow, rain, and high winds may pose additional hazards for disaster victims and rescue personnel.

7. Rescue personnel may be at risk from terrorism, civil disorder, or crime.
8. Local search and rescue organizations may be requested but unable to respond. Local residents, workers and volunteers will initiate activities to help US&R operations and require coordination and direction.

9. The effects of earthquakes, aftershocks, secondary and cascading events, and other disasters will threaten survivors and search and rescue personnel.

A. GENERAL

1. US&R activities include but are not limited to locating, extricating, and providing immediate medical assistance to victims trapped in collapsed structures.

2. Non-urban search and rescue activities include but are not limited to emergency incidents that involve locating missing persons, locating downed aircraft, extrication if necessary, and treating any victims upon their rescue.

3. Wilderness search and rescue missions include, but are not limited to, locating overdue/missing boaters on inland bodies of water or rivers, locating overdue persons, or locating downed aircraft in wilderness areas with limited/restricted access, extrication when possible and treating any victims upon their rescue.

B. ORGANIZATION

1. The Denver Fire Department is the primary agency for ESF 9, providing representatives on a 24 hour basis to the Emergency Operations Center (EOC) to coordinate US&R activities and resources.

2. During an emergency or disaster, the support agencies of ESF 9 will assign personnel to the EOC as requested. ESF 9 will respond directly to the Operations Section Chief unless assigned to a specific branch in the Incident Command System (ICS) framework.

3. Denver has a full-paid professional fire department with specialized response teams for hazardous materials, confined space high angle rescue, dive and water rescue. The ICS has been the required management system for all emergencies that the department responds to within the City and County of Denver since 1986. Cascading events from natural hazards such as earthquakes, tornados, flooding, power outages, and terrorist attacks often create the need for search and rescue efforts. The Denver Fire Department is a member of the Denver Metro Fire Mutual Aid Agreement and provides assistance to and receives assistance from other jurisdictions.

C. NOTIFICATION

Upon notification of an event that initiates a level 1, 2, or 3 activation of the EOC, the primary agency and all supporting agencies will report to the EOC at the request of the Office of Emergency Management (OEM). The Denver Fire Department will have the overall lead for ESF 9. Level 3 activation of the EOC requires that a Denver Fire Department representative report to the EOC to form the core ICS team that will monitor ongoing emergency or disaster situations for possible upgrade to a higher level of activation. The dispatch center will notify the appropriate call list upon notification.
from the OEM that the EOC has been activated. Fire Dispatch will use all appropriate notification means, which include pagers, telephones, and department radio to notify the fire department representative to respond to the EOC.

D. ACTIONS

1. Preparedness:
   a. Establish and maintain appropriate Standard Operating Procedures (SOPs) that contain specific actions that will be taken for various types of search and rescue related incidents so that those protocols will be developed, tested, and regularly updated. The SOPs will be considered an appendix to this ESF.
   b. Maintain current inventories of facilities, equipment, and key personnel throughout the state related to urban search and rescue.
   c. Assure that all firefighting personnel and specialized response teams are adequately trained and ready for deployment to any potential event or request for assistance.
   d. Train department command staff on the utilization of all search and rescue resources within the City and County of Denver.
   e. Assure that all personnel are trained to follow fire department field operating procedures, policies, and safety requirements.
   f. Participate in local and regional exercises and conduct, at least annually, an ESF 9 exercise (which can be exercised as part of ESF 4) to validate the emergency operations plan, SOPs and department field operating guidelines.

2. Response:
   a. Provide appropriate resources to include mobilizing and deploying search and rescue teams and resources as needed.
   b. Provide adequate command staff to coordinate response activities using ICS, activate mutual-aid and technical rescue teams that can support search and rescue operations.
   c. Coordinate with Denver Fire Department structural engineers and ESF 3, Public Works and Infrastructure to support urban search and rescue operations.
   d. Using the incident command system, assume responsibility for coordinating and tracking all search and rescue resources committed to an incident. This may include placing personnel at a forward command post. Establish staging areas with the requesting group.
   e. Activate Colorado Task Force 1, as necessary. Establish relief resources to replace or rotate with committed resources for extended operations.
   f. Obtain and submit search and rescue information and assessment reports and
provide information to the EOC.

g. Ensure support agencies maintain records of costs incurred during an incident including documenting lost or damaged equipment and personnel injuries or accidents.

3. Recovery

a. Maintain adequate resources to support local operations and plan for a reduction of resources.

b. Conduct reviews of incident actions with teams involved to improve future operations.

c. Inventory any lost or damaged equipment and record any personnel injuries or equipment accidents.

d. Coordination with FEMA ESF 9 USAR personnel in through the State Emergency Operations Center (SEOC) and the Joint Field Office (JFO).

e. Inform agencies that provided resources where to send their records.

4. Mitigation

a. Support and plan for mitigation measures.

b. Support requests and directives resulting from the Mayor and/or OEM concerning mitigation and/or re-development activities.

c. Document matters that may be needed for inclusion in OEM briefings, situation reports and Incident Action Plans (IAPs).

E. COMMAND AND CONTROL

1. The Denver Fire Department is the primary agency in ESF 9. As the primary agency, it coordinates all search and rescue activities including support and mutual-aid agencies in directing resources and response activities.

2. The activities associated with ESF 9 operations will be completed in accordance with the City and County of Denver’s Emergency Operations Plan, ESF 9, and the Denver Fire Departments SOPs and guidelines based on the emergency or disaster incident situations.

III. RESPONSIBILITIES

A. PRIMARY AGENCY – Denver Fire Department

1. Identify, train, and provide Denver Fire Department personnel to staff ESF 9 in the EOC. Notify all ESF 9 supporting agencies upon activation.

2. Monitor status of all fire service operations and provide updates to the EOC.
3. Maintain database inventories of search and rescue facilities, equipment, and key personnel throughout the state.

4. Coordinate with fire departments/districts throughout the Denver Metropolitan area and the Colorado State Fire Chiefs' Association and Colorado Task Force 1 for mutual aid response of search and rescue equipment and specialized response personnel. Alert, activate, and employ these search and rescue teams to requests for assistance.

5. Provide a public information officer to participate in the Joint Information Center (ESF 15) and represent ESF 9.

B. SUPPORT AGENCIES

1. Will support ESF 9 by providing requested resources of both equipment and personnel as required for search and rescue operations and support. Support agencies will integrate their response activities within the ICS and the EOC.

2. ESF 9 search and rescue support agencies will be coordinated under the Fire Branch of strategic and tactical operations.

3. Search and rescue resources will be coordinated through the Fire Branch Director.

4. Mutual aid will be activated under existing agreements and requests for search and rescue support from cities, counties, and fire departments outside of the City and County of Denver and coordinated through the OEM.

IV. FINANCIAL MANAGEMENT AND ADMINISTRATION

1. All agencies will document all expenses related to their emergency or disaster response and recovery activities. These would include individual expenses as well as overall operating costs. These records will be used for documenting expenditures for potential cost recovery after the incident. The financial documentation process is located in the City and County of Denver’s EOP, Support Annexes, Finance and Administration.

2. Personnel, Equipment and Vehicle Records - All organizations will keep detailed records of all personnel time, equipment and vehicle use to include mileage, fuel consumption, equipment / vehicle maintenance, damage, etc., and report this information to the OEM.

V. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 9 rests with the Fire Chief. Other agencies supporting this ESF will assist the Chief through the development and maintenance of their own agencies Standard Operating Procedures (SOPs), and mutual aid agreements, as appropriate, that are supportive of this ESF.

2. A periodic review of this ESF will be conducted (no less than annually) will for revalidation and necessary changes. Appropriate signatures and approval dates will
identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to the OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the Primary Agency will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The Primary Agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VI. REFERENCES AND AUTHORITIES

A. References

1. City and County of Denver EOP, departments and agencies ESF Annex and Standard Operating Procedures.

2. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.

3. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.

4. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities


2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7).


4. Denver Revised Municipal Code, Title II, Chapter 16, Article II

5. Mayor’s Executive Order No. 85
ANNEX 10: EMERGENCY SUPPORT FUNCTION 10 – HAZARDOUS MATERIALS

PRIMARY AGENCY: DENVER FIRE DEPARTMENT

SUPPORT AGENCIES: Denver Department of Public Health and Environment
Denver Police Department
Denver Sheriff’s Department
Department of Parks and Recreation
Denver Department of Public Works
Denver Water
Denver Health and Hospital Authority

I. INTRODUCTION

The purpose of Emergency Support Function (ESF) 10 is to provide hazardous materials expertise in response to an actual or potential discharge or release of hazardous materials resulting from a natural or manmade disaster. The Denver Fire Department has primary responsibility to provide a framework for responding to the full range of hazardous material emergencies. ESF 10 includes the appropriate response, mitigation and recovery actions. Hazardous materials include chemical, biological, radiological, nuclear, and explosives (CRBNE) substances, whether accidentally or intentionally released.

This ESF promotes coordination between the Denver Fire Department, other city, state and federal agencies and the private sector when responding to hazardous material incidents. Additionally, ESF 10 acts as the initiator for activating other resources within the region that provides authorization and guidance for environmental protection issues that will support the responsibility of the Denver Fire Department.

II. SITUATIONS AND ASSUMPTIONS

1. Hazardous materials are formulated, used, stored and transported throughout the City and County of Denver.

2. The discharge, release or misuse of hazardous materials may pose a significant threat to public health and safety.

3. Local government has the primary responsibility to protect public health and safety. Local firefighters, paramedics and law enforcement officers are usually first on scene of hazardous materials incidents.

4. The City and County of Denver has a Local Emergency Planning Committee (LEPC). The LEPC is made up of representatives from both the public and private sectors. They are tasked to develop and implement comprehensive emergency response plans regarding potential hazardous materials emergencies or disasters within their respective planning district.

5. The Director of the City and County of Denver’s Office of Emergency Management (OEM) is the Chairman of the LEPC. The OEM maintains a database of chemical facilities that have reporting requirements under section 312 of the federal Emergency Planning and Community Right to Know Act (EPCRA).

6. Hazardous materials emergency response and recovery operations require specialized trained teams and equipment. A large or catastrophic incident resulting from a hazardous materials
release may exceed local resources needed to safely and effectively respond.

7. Mutual aid, state and federal assistance may be requested to support and respond when adequate local resources are unable to provide response or recovery actions.

8. The state and federal government may respond to hazardous materials incidents under the provisions of ESF10 of the National Response Plan (NRP), EPA National Contingency Plan (NCP) (40 CFR, part 300), or USDOE Radiological Assistance Plan (RAP).

II. CONCEPT OF OPERATIONS

A. GENERAL

1. ESF 10 provides for a coordinated, effective and efficient response to discharges and releases of hazardous materials by committing human, financial and material resources into action in the impacted area. The Denver Fire Department will staff ESF 10 during an activation of the Emergency Operations Center (EOC) and will coordinate City, state, federal and private resources as needed.

2. The references in this annex to Regulatory Authority provisions does not alter or impede the ability or authorities of designated officials, departments and agencies to carry out their duties or to coordinate with their agency in execution of duties.

3. ESF 10 will assist in coordination with the law enforcement and criminal investigation activities in emergency or disaster incidents deemed as a potential act of terrorism.

4. Hazardous materials addressed under the national authorities include certain biological and radiological substances and may require the simultaneous activation of the National Response Plan (NRP) Biological and Radiological Annexes. The NRP Biological and Radiological Incident Annexes describe additional procedures and agency responsibilities for biological and radiological incidents that are not addressed in this ESF 10.

B. ORGANIZATION

1. The Denver Fire Department is responsible for coordinating the functions of ESF 10 and for bringing in other resources from the City and County or through Mutual Aid agreements as they are needed. Support agencies are available as needed for specific issues and are accessed through their respective emergency support functions in the EOC.

2. During an emergency or disaster, the primary and support agencies of ESF 10 will assign personnel to the EOC. ESF 10 will respond directly to the Emergency Services or Fire Branch Director who reports to the Operations Section Chief.

C. NOTIFICATION

1. The Denver Fire Department’s Hazardous Materials Officer (HAMER 40) and alternate are on call at all times to receive emergency notifications from the Combined Communications Center. They are available to respond to the incident scene or the EOC as dictated by the OEM Director or designee. A list of key contacts with the Department of Public Health and Environment is maintained and communication is made according to the nature of a hazardous materials incident.
1. Preparedness
   a. Prepare risk analysis of existing hazardous material threats at fixed site facilities within the City of Denver using EPCRA Tier II reports and Fire Department facility inspection information.
   b. Develop procedures for identification, control, and clean-up of hazardous materials.
   c. Provide, obtain, or recommend training for response personnel using courses made available by FEMA, Department of Energy (DOE), Nuclear Regulatory Commission (NRC), the EPA, National Fire Academy and manufacturers and transporters of hazardous materials, as well as training based on OSHA requirements for each duty position.
   d. Maintain a listing of private contractors capable of performing emergency and/or remedial actions associated with a hazardous materials incident.
   e. Maintain an inventory of local assets capable of responding to a hazardous materials incident.
   f. Develop plans and/or mutual aid agreements regarding hazardous materials incidents with local agencies, other County agencies, state and federal agencies, and private organizations as required.
   g. Collect and utilize licensing, permitting, monitoring, and/or transportation information from the appropriate local, county, state, or federal agencies and/or private organizations to facilitate emergency response.
   h. Participate in exercises and training to validate this annex and supporting SOPs.

2. Response
   a. ESF 10 will coordinate through ICS all hazardous materials response specific efforts and provide information to the EOC for coordination of all other municipal efforts. Response actions will include but are not limited to efforts to detect, identify, stabilize, contain, clean-up and dispose of released oil and hazardous materials.
   b. ESF 10 will assist in the incident assessment in the following areas: the nature, amount and location of real or potential releases of hazardous materials; pathways to human and environmental exposure; probable direction and time of travel of the materials; potential impact on human health, welfare, safety, and the environment; types, availability, and location of response resources, technical support, and cleanup services; and priorities for protecting human health, welfare and the environment.
   c. After reviewing reports, gathering and analyzing information and consulting with appropriate agencies, determine and provide, as available, the necessary level of assistance.
   d. In coordination with local, state and federal environmental and public health
agencies, provide for monitoring to determine the extent of the contaminated area and consult with appropriate support agencies to provide access and egress control to contaminated areas.

e. Consult with appropriate local, state, or federal agencies with regard to the need for decontamination. Coordinate with ESF 8 regarding decontamination of injured or deceased personnel. Conduct or coordinate decontamination activities.

f. Coordinate with appropriate local, state, and federal agencies to ensure the proper disposal of wastes associated with hazardous materials incidents; and assist in monitoring or tracking such shipments to appropriate disposal facilities.

g. Coordinate with ESF 1 for the use of staging areas and air assets, and technical advice and assistance on regulated rail.

h. Coordinate with ESF 3 for assistance on water, wastewater, solid waste disposal and ESF 12 for technical assistance on utilities and pipelines.

2. Recovery

a. Request and maintain documented records of all expenditures and physical resources of responding departments and agencies involved in emergency operations. Ensure that ESF 10 team members and agencies maintain records of costs incurred during the event.

b. Anticipate and plan for arrival and coordination of state and federal ESF 10 assets.

3. Mitigation

a. Support and plan for mitigation measures.

b. Support requests and directives resulting from the Mayor and/or the OEM Director concerning mitigation and/or re-development activities.

c. Document information that may be needed for inclusion in agency or state and federal briefings, situation reports and Incident Action Plans (IAPs).

D. COMMAND AND CONTROL

1. In accordance with 29 CFR 1910.120, ESF 10 coordinates the provision of all hazardous materials response activities to ensure actions are taken to mitigate, clean up, and dispose of hazardous materials and minimize the impact of the incidents.

2. On-scene command and control is the responsibility of the Denver Fire Department. ESF10 command may require collaboration with appropriate City, state and federal agencies to assess and identify contaminates, zone of activity and potential areas of impact and exposure.

III. RESPONSIBILITIES
1. PRIMARY AGENCY – Denver Fire Department

a. When ESF 10 is activated by OEM, ensure that the EOC is properly staffed and ready to support response activities.

b. Establish communications with required ESF 10 support agencies and coordinate through on-scene command the resource needs to assess and control discharged or released hazardous materials. Identify extent of oil and hazardous materials incidents.

c. Assess the situation, including the nature, amount, and locations of actual or potential releases of oil and hazardous materials; pathways to human and environmental exposure; probable direction and time of travel of the materials; potential impact on human health, welfare, safety, and the environment.

d. For terrorism incidents, provide investigation support as required during the response while continuing to carry out emergency response actions.

e. Based upon field assessment, activate necessary support agencies to assist in control, monitoring and mitigation of the hazardous materials situation. As needed, establish communications with designated mutual-aid jurisdictions and with other appropriate organizations and agencies. Coordinate support response and recovery actions.

f. Ensure that all firefighting personnel and specialized response teams are adequately trained and ready for deployment to any potential event or request for assistance.

g. Establish and maintain appropriate Standard Operating Procedures (SOPs) that contain specific actions that will be taken for various types of hazardous materials related incidents so that those protocols will be developed, tested, and regularly updated. These SOPs will be considered an appendix to this ESF.

h. Coordinate with other Denver Metro fire departments/districts the Colorado State Fire Chiefs' Association for mutual aid hazardous materials teams.

i. Provide a Public Information Officer to support ESF 15 and participate in the Joint Information Center (JIC).

B. SUPPORTING AGENCIES

1. Denver Department of Public Health and Environment

a. Provide assistance with site investigations and delineation of environmental contamination. Provide assistance with investigation of biological and nuclear incidents.

b. Provide a representative to incidents within Denver County when the incident is of such significance to cause environmental damage or create a public health threat.
c. Provide project management for sites where the emergency phase of the work is completed but additional remediation is still required.

2. Denver Police Department
   
a. Provide sworn law enforcement officers to the impacted areas to assist with security.

b. Provide law enforcement assistance with criminal investigations at the site of a hazardous substance discharge or facilities suspected of environmental law violations.

3. Denver Department of Public Works
   
a. Provide assistance with planning and coordinating debris disposal as a result of a natural disaster or hazardous materials release.

b. Provide a resource list to the EOC of permitted class 1 solid waste landfills, and demolition landfills located in the impacted area.

4. Denver Water
   
a. Coordinate the use of potable water purification equipment and water transportation equipment and formulate an emergency drinking water plan.

b. Provide restoration or replacement of contaminated potable water systems.

5. Denver Health and Hospital Authority
   
a. Provide triage, treatment and transport to exposed first responders and citizens.

IV. FINANCIAL MANAGEMENT AND ADMINISTRATION

1. All agencies will document all expenses related to their emergency or disaster response and recovery activities. These would include individual expenses as well as overall operating costs. These records will be used for documenting expenditures for potential cost recovery after the incident. The financial documentation process is located in the City and County of Denver’s EOP, Support Annexes, Finance and Administration.

2. Personnel, Equipment and Vehicle Records - All organizations will keep detailed records of all personnel time, equipment and vehicle use to include mileage, fuel consumption, equipment / vehicle maintenance, damage, etc., and report this information to the OEM.

V. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 10 rests with the Fire Chief. Other agencies supporting this ESF assist the Chief through the development and maintenance of their own Standard Operating Procedures (SOP), and mutual aid agreements, as appropriate, that are supportive of this ESF.
2. A periodic review (no less than annually) will be conducted of this ESF for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the Primary Agency will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The Primary Agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VI. REFERENCES AND AUTHORITIES:

A. References

1. City and County of Denver EOP, departments and agencies ESF Annex and Standard Operating Procedures.

2. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.

3. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.

4. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities


2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7).


4. Denver Revised Municipal Code, Title II, Chapter 16, Article II

5. Mayor’s Executive Order No. 85
ANNEX 11: EMERGENCY SUPPORT FUNCTION 11 – ANIMAL CARE

PRIMARY AGENCY: DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT

SUPPORT AGENCIES: Department of Parks and Recreation
Department of General Services
Department of Public Works Denver
Health and Hospital Authority Denver
Area Veterinary Medical Society Denver
Zoological Foundation
Colorado Division of Wildlife
Colorado Veterinary Medical Foundation
Dumb Friends League
Local, State and National Animal Support Organizations

I. INTRODUCTION

The purpose of Emergency Support Function 11 (ESF 11) is to coordinate the response of Denver agencies and volunteer organizations to provide all animals affected by the disaster with emergency veterinary care, evacuation, rescue, temporary confinement, shelter, food and water, and identification for return to the owner. The coordination may also involve diagnosis, prevention, and control of diseases of public health significance. Disposal of dead animals is also a major concern. To accomplish this goal, the ESF 11 primary agency, Department of Public Health and Environment (DPHIE), oversees the emergency management functions of preparedness, recovery, mitigation and response, working with the ESF 11 support agencies and all other support organizations that carry out animal support services. The Director of the Office of Emergency Management (OEM) directs all aspects of emergency management for the City & County of Denver. ESF 11 resources are activated when the OEM or the Emergency Operation Center (EOC) requests emergency animal services.

II. SITUATIONS AND ASSUMPTIONS

1. Any emergency or disaster where animals need rescuing, food, and shelter.

2. Primary emphasis during an emergency will always be the safety and well-being of the human population of the City and County of Denver. Animal response will occur concurrently as resources are available.

3. Depending on the hazard and the severity of the disaster, the City and County of Denver may have limited animal shelters and resources to manage those shelters.

4. Depending on the hazard and severity of an emergency or disaster, there might be limited responders to staff animal rescue teams and a lack of resources to manage those teams.

5. All shelter and rescue operations during emergencies or disasters will be coordinated through the EOC, when activated.

III. Concept of Operations

A. GENERAL
1. ESF 11 is organized to provide incident assessment, planning, procurement, deployment, and support operations to Denver’s Animal Emergency Response Team (DAERT), and local management to ensure a timely and appropriate response to an emergency or disaster incident.

2. Procedural protocols and plans for disaster response have been developed to coordinate operations among the DDPHE Department Operations Centers (DOCs), the Denver Municipal Animal Shelter (DMAS), Denver Animal care and Control (DACC), the Denver EOC and field response. Periodic training is also conducted to enhance effectiveness.

3. Emergencies or disasters may require mutual aid, and state or federal assistance. ESF 11 will work with counterparts from such entities to seek, plan and coordinate use of those assets.

4. Throughout the response and recovery periods, ESF 11 agencies will evaluate and analyze information regarding animal assistance requests for response, develop and update assessments of animal status in the impact area, and conduct contingency planning to meet anticipated demands.

5. ESF 11 may coordinate resources to provide emergency veterinary care for animals including: domestic pets, livestock, exhibition animals, racing animals, zoo animals, laboratory and research animals and wildlife.

6. ESF 11 will coordinate with ESF 6 (Mass Care) to establish sheltering of animals in close proximity to human shelters and for the storage of emergency relief supplies and their distribution to animal caretakers and shelters. ESF 11 will identify available barns, buildings, parks, pastures, kennels, etc. for animal shelters. ESF 11 will ensure that people who use service animals are not separated from their service animals when sheltering during an emergency, especially if pets are prohibited in a shelter. ESF 11 will ensure people who use service animals are not segregated from others but may take into account the presence of people who, for safety or health reasons, should not be in contact with certain types of animals. Allergies and fear of dogs will not be accepted as valid reasons for denying access or refusing service to people using service animals in shelters.

7. ESF 11 will coordinate with ESF 15 (Public Information) to ensure that information is provided on the location of animal shelters and other animal-related matters. ESF 11 will also coordinate public education efforts.

8. ESF 11 will coordinate with ESF 9 (Urban Search and Rescue) to provide assistance with animal rescue, capture, restraint and relocation.

9. ESF 11 will coordinate with support agencies to establish a system to register identification data in an effort to reunite animals with their owners.

10. ESF 11 will coordinate with ESF 8 (Health and Veterinary) for the identification, prevention and control of diseases of animals, which have public health significance, including epidemiological and environmental health activities.

B. ORGANIZATION

1. ESF 11 is organized to ensure rapid response to animal care needs in the disaster area. The Division of Animal Care and Control (ACC) of DDPHE will maintain a thorough and up-to-date disaster plan that has been coordinated with support agencies. DDPHE shall designate
2. an Animal Emergency Coordinator. When activated, agencies in ESF 11 will operate under the plan and its support documents.

3. ESF 11 focuses primarily on emergency veterinary care, evacuation, rescue, capture, temporary confinement, shelter, provision of food and water, identification and tracking for reunification of owners with their animals, and the disposal of dead animals.

4. The primary agency for ESF 11 is DDPHE with the Division of Animal Care and Control personnel assigned to ESF 11 providing daily direction. This direction is limited to operation of ESF 11, assignment of personnel to handle requests for assistance, and ensuring that requests for assistance are prioritized, met, and documented. ESF 11 establishes coordination with other appropriate ESFs and will maintain open communications with these ESFs in both the planning and operational phases.

5. Support agencies will operate with the daily leadership of DDPHE, Division of Animal Care and Control personnel. Support agencies will be appropriately assigned based on known capabilities and in accordance with their own operating procedures. Should a conflict arise between the primary agency and a support agency, the issue will be turned over to the Denver OEM for resolution.

6. DDPHE as the primary agency will provide sufficient personnel to staff ESF 11 (24 hours per day, 7 days per week) while operational or as requested by the Denver OEM. The personnel will be managers, skilled professionals with subject knowledge, and operations personnel qualified to expedite decisions for the agency.

7. In coordination with DDPHE, support agencies shall develop plans that support their ESF 11 assignments.

8. The primary agency, DDPHE, shall participate in disaster exercises as requested by the Denver OEM. The support agencies shall have a system in place for response of personnel in disaster exercises.

C. NOTIFICATION

1. Upon notification by the OEM of a potential or actual event requiring response, ESF 11 will notify support agencies and organizations, as needed.

2. All support agencies may be instructed to alert their contacts throughout Denver and the Denver metro area to ensure that available resources are on standby.

3. Other resource inventories will be confirmed for possible use.

D. ACTIONS

1. Preparedness

   a. ESF 11 will conduct at least one training program annually for animal emergency coordinators, DAERT and other interested persons.

   b. ESF 11 will utilize annual trainings to teach first responders and the employees, volunteers, and third parties who perform emergency- and disaster-related functions that people with disabilities should not be separated from their service animals, especially if
pets are prohibited in a shelter.

c. ESF 11 assists in releasing information annually on disaster planning and safety for animals through news releases or brochures.

d. ESF 11 develops and maintains a database of available animal emergency plans within the Denver Metro Area and a list of Denver Metro Area animal emergency coordinators.

e. ESF 11 will develop, maintain and regularly update lists of available animal shelters and confinement areas (including shelter for exotic and zoo animals) for the City and County of Denver. The database will include personnel and resource information.

f. ESF 11 develops and maintains a database of volunteer veterinary and non-veterinary volunteers and agencies that may provide care assistance.

2. Response

a. ESF 11 will track the activities of all available animal shelter facilities and confinement areas identified before, during, and after the disaster. This tracking will be based on information provided by the Denver animal emergency coordinator.

b. ESF 11 will coordinate with ESF 5 (Emergency Management) to provide information on the location and availability of veterinary care, shelter space, food, and water for animals.

c. ESF 11 will coordinate with ESF 6 (Mass Care), ESF 8 (Health and Medical) and ESF 15 (Public Information) regarding storage sites and staging areas for animal food and veterinary supplies.

d. ESF 11 may be called upon to serve the needs of emergency response in various areas of Field Operations (i.e., as a support function and resource to other jurisdictions). ESF 11 will coordinate damage assessment through the Denver Animal Emergency Coordinator.

e. ESF 11 will coordinate the assignment of relief personnel and the distribution of supplies from supply areas or staging areas and coordinate the consolidation, closing and demobilization of temporary animal shelters or confinement areas, personnel, and supplies as the need diminishes.

f. ESF 11 support agencies will coordinate the animal veterinary services needed for animal shelter and confinement areas. ESF 11 will coordinate with ESF 1 (Transportation), ESF 3 (Public Works and Infrastructure), and ESF 8 (Health and Medical) for the removal and proper disposal of animal waste and dead animals.

3. Recovery

a. ESF 11 will assist support agencies for maintenance, placement, or disposition of animals which/or cannot be returned to their normal habitat and have been separated from their owners.

b. Document all disaster related activities and their expenses.
4. Mitigation
   
   a. Will conduct community disaster education in conjunction with volunteer and private animal support organizations aimed at increasing public awareness of animal and pet safety during and following a disaster.

   b. Mutual aid agreements and/or Memorandums of Understanding to be completed in between key agencies (i.e. equipment use and shelter use agreements).

   c. Training and exercises will be conducted on a regular basis involving key agencies, volunteer and private animal care organizations.

E. COMMAND AND CONTROL

   1. ESF 11 will be activated as requested by the Denver OEM to provide assistance prior to or following the occurrence of a disaster or emergency.

   2. Denver Environmental Health is the Primary Agency for ESF 11. Animal care functions will be coordinated through the Denver Emergency Operations Center. DDPHE, as Primary Agency, will provide staff at the Denver Emergency Operations Center, as requested by OEM.

   3. ESF 11 will assist local animal control agencies, humane organizations, livestock, or farming organizations, or other animal industry representatives. All local mutual aid, state and federal assistance for animal care must be requested by the Denver Animal Emergency Coordinator and must be coordinated through ESF 11.

IV. RESPONSIBILITIES

A. PRIMARY AGENCY – Department of Public Health and Environment

   1. Develop and maintain a roster of personnel that staff ESF 11 issues for 24 hours per day, 7 days per week coverage as necessary and as long as the Denver EOC is operational.

   2. Identify locations within Denver for emergency animal shelters and confinement areas.

   3. Maintain a list of permanent available shelters and confinement areas.

   4. Maintain a list of local sources for food and water for sheltered and confined animals.

   5. Develop plans and agreements for the disposal of animal carcasses and wastes.

   6. Establish a protocol for prioritizing response activities and coordinate activities with other ESFs.

   7. Request assistance when local resources are insufficient to meet the need.

   8. Be prepared at all times to report status of ESF 11 disaster related activities.

   9. Develop and maintain Standard Operating Procedures (SOP) that details all necessary activities. The SOPs will be coordinated with support agencies and organizations, and OEM.
10. Conduct disaster exercises with assistance from support agencies and organizations, disaster exercises.

A. SUPPORT AGENCIES

1. Denver Public Health, (Denver Health and Hospitals Authority)
   a. Coordinate with ESF 11 to diagnose, and control zoonotic related diseases (such as anthrax, leptospirosis, mosquito borne diseases, and rabies) as it relates to the public and those exposed while aiding with the animal response.

2. Parks and Recreation, and Denver Zoological Foundation
   a. Conduct warnings and assist in the coordination of sheltering in place or relocation of zoo animals (including mammals, birds, and reptiles) kept in major exhibits (e.g. wildlife dealers and circus facilities) as needed.
   b. Conduct assessment of lost or escaped "exotic" animals. Using specialized personnel and equipment coordinate recapture and confinement of potentially dangerous or hazardous exotic animals with zoos, dealers and owners.

3. Colorado Division of Wildlife
   a. Assist in the coordinating of the needs of wildlife before, during, and after a disaster.
   b. Assist with the assessment of damage to wildlife.
   c. Assist with the removal of dead wildlife.

4. Colorado Veterinary Medical Foundation and Denver Area Veterinary Medical Society:
   a. Appoint designated representative for coordinating with ESF 11.
   b. Coordinate volunteer veterinarians, technicians, and volunteer animal response personnel to provide care, rescue and sheltering.
   c. Provide documentation of injuries and deaths of animals for owners or for insurance purposes.

5. Dumb Friends League
   a. Principal supporting location for sheltering animals.
   b. Provide personnel for animal care, including emergency veterinary care.
   c. Establish adoption or disposition procedure consistent with DRMC Chapter 8 for unclaimed and lost animals.

6. National and State Animal Support Agencies and Organizations
   a. Provide damage assessment personnel to assist in determining what resources may be needed from outside the state.
   b. Assist in the coordination of the outside assistance and relocation of animals outside the affected area.

V. FINANCIAL MANAGEMENT AND ADMINISTRATION

1. All agencies will document all expenses related to their emergency or disaster response and recovery activities. These would include individual expenses as well as overall operating costs.
These records will be used for documenting expenditures for potential cost recovery after the incident.

2. Personnel, Equipment and Vehicle Records - All organizations will keep detailed records of all personnel time, equipment and vehicle use to include mileage, fuel consumption, equipment, vehicle maintenance, damage, etc., and report this information to the OEM.

VI. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 11 rests with the Manager of the Department of Public Health and Environment. Other agencies supporting this ESF will assist the Manager through the development and maintenance of their own agencies Standard Operating Procedures (SOPs) and mutual aid agreements, in support of this ESF.

2. A periodic review of this ESF (no less than annually) will be conducted for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the Primary Agency will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The Primary Agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VII. REFERENCES AND AUTHORITIES

A. References

1. The City and County of Denver EOP, departments and agencies ESF Annex and Standard Operating Procedures (SOPs).

2. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.

3. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.

4. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities
City and County of Denver
Emergency Operations Plan


2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7).


4. Denver Revised Municipal Code, Title II, Chapter 16, Article II

5. Mayor’s Executive Order No. 85
I. INTRODUCTION

The purpose of Emergency Support Function (ESF) 12 is to promulgate the policies and procedures to be used by the Department of Public Works, support agencies and organizations in responding to and recovering from shortages and disruptions in the supply and delivery of electricity, natural gas, and other forms of energy and fuels that impact or threaten significant numbers of citizens and visitors. Shortages and disruptions in the supply of electricity may be caused by such events as unusually cold or hot weather, storms, power generation, fuel supply disruptions, electric transmission and distribution disruptions. Other energy and fuel shortages affecting the private sector may be caused by such events as severe weather, flooding, and labor strikes.

ESF 12 involves close coordination with the electric and natural gas utility operating in the City to ensure that the integrity of the power supply systems are maintained during emergency situations and that damaged utility infrastructure is repaired and services restored in an expeditious manner. The Department of Public Works will have primary responsibility to monitor and coordinate the availability and supply of natural gas, and the supply and transportation of generation fuels and emergency power. ESF 12 will have primary responsibility to monitor and coordinate with private sector petroleum fuel suppliers to ensure that adequate supplies of transportation fuels (diesel and gasoline) are available and deliverable.

II. SITUATIONS AND ASSUMPTIONS

1. Emergencies or disasters could occur in or near the City and County of Denver at any time causing significant human suffering, injury and death; public and private property damage, environmental degradation, loss of essential services, economic hardship to businesses, families and individuals, and disruption to local and other governmental entities.

2. The City and County of Denver is vulnerable to many natural, technological or man-made hazards such as the damaging effects of hazardous materials and chemical incidents, power failures, transit incidents, energy failures, civil disorders, dam failures and acts of terrorism.

3. Primary and secondary effects of hazards must be considered.

4. The occurrence of an emergency or disaster incident can destroy or damage portions of the energy supply, production and distribution systems.

5. Widespread and prolonged electric power failures can occur in a major disaster.

6. The transportation, media, telecommunications and utility infrastructure will be disrupted.

7. Delays in the production, refining, and delivery of petroleum-based products can occur as a result of transportation infrastructure problems and loss of commercial electric power.
III. CONCEPT OF OPERATIONS

A. GENERAL

1. When electric utility operating reserves are nearly exhausted and there is an imminent possibility of curtailment or loss of firm load, threat of distribution service disruptions due to an emergency or disaster incident, or when other energy supplies such as natural gas or automotive transportation fuels are disrupted, an appraisal of the situation is made by designated authorities and personnel, and action is taken in accordance with ESF 12. ESF 12 personnel are notified and mobilized to direct and coordinate relief efforts, communicate with the public and appropriate governmental agencies, and restore normal service as soon as possible. These response actions are carried out to maintain energy system integrity and to minimize the impact on Denver citizens and visitors.

2. Activities during an emergency or disaster incident include but is not limited to:

   a. Coordinating closely with local jurisdiction officials for safety and energy providers and establishing energy restoration priorities for essential public services.

   b. Assessing fuel and electric power damage.

   c. Assessing energy supply and demand.

   d. Assessing the requirements for restoration.

   e. Coordinating temporary, alternative, or interim sources of emergency fuel and power.

B. ORGANIZATION

1. Department of Public Works is the lead agency for ESF 12. A critical support agency is Xcel Energy. During an emergency or disaster, the primary and support agencies of ESF 12 will assign personnel to the City's Emergency Operations Center (EOC). ESF 12 will report to the Operations Section Chief.

C. NOTIFICATION

1. The Office of Emergency Management (OEM) shall notify the ESF 12 primary agency, Department of Public Works, when an area of Denver is threatened or has been impacted by an emergency or disaster incident. Public Works will notify ESF 12 support agencies as appropriate.

2. ESF 12 will identify respective support agency, private sector personnel to assist in coordinating response activities associated with utility infrastructure damage and restoration needs. Per the request of ESF 12, support agency personnel will report to the EOC.

D. ACTIONS
1. Preparedness

   a. All Public Works personnel designated to serve as emergency operations center representatives shall be trained on all related Standard Operating Procedures (SOPs) associated with ESF 12.

   b. All Public Works staff responsible for interacting with the OEM and EOC shall complete a review of SOPs during each 6-month period to ensure their familiarization with any changes in procedures and/or data.

   c. Maintain communication with utility representatives to determine response and recovery needs.

   d. Maintain communication with major fuel providers to determine response and recovery needs.

   e. Maintain coordination for back-up power generation needs for key City facilities.

   f. Assist the American Red Cross and other relief agencies to identify emergency shelter power generation needs for emergency shelters.

2. Response

   a. ESF 12 procedures shall be implemented when notified by the OEM. Public Works and other support agencies and organizations will cooperate with City, state and federal agencies and public or private entities in achieving the purposes or activities of ESF 12.

   b. The assets available to ESF 12 will be used to assist other ESFs with their emergency response and recovery efforts to provide power and fuel and other resources as necessary.

   c. ESF 12 shall coordinate with support agencies and organizations to ensure sufficient power and fuel supplies to City agencies, emergency response organizations, and areas along evacuation routes.

   d. Maintain communication with utility representatives to determine response and recovery needs.

   e. Maintain communication with major fuel providers to determine response and recovery needs.

   f. Assist the American Red Cross and other relief organizations to identify emergency shelter power generation needs for emergency shelters.

   g. Complete an initial assessment that identifies necessary recovery actions. Develop strategies for meeting local energy needs, monitor utility repair actions; and communicate with and monitor state and utility response actions.

   h. Receive and assess requests for aid from City, state and federal agencies,
energy offices, energy suppliers and distributors.

i. Work with the OEM and other ESFs to establish priorities to repair damaged utility systems.

j. Update ESF 15 with assessments of energy supply, demand, and requirements to repair or restore energy systems for public information.

3. Recovery

a. Upon request, coordinate the provision of resources to assist City agencies in restoring emergency power and fuel needs.

b. Review recovery actions, develop strategies for meeting City energy needs, continue to monitor utility actions, and communicate with and monitor utility response actions.

c. Receive and assess requests for aid from City, state and federal agencies, energy offices, energy suppliers and distributors.

d. Work with the EOC Incident Commander and other EFS to establish priorities to repair damaged energy systems.

e. Update ESF 15 with assessments of energy supply, demand, and requirements to repair or restore energy systems.

f. Keep accurate logs and other records of emergency response activities and costs.

4. Mitigation

a. ESF 12 will work collaboratively with other ESFs, private energy suppliers and fuel companies to ensure adequate supplies and resources are available to meet demand created by potential emergencies or disasters.

**E. COMMAND AND CONTROL**

1. In the wake of a disaster, many of the local resources will be unavailable due to damage, inaccessibility, or insufficient supply. Public Works will coordinate a response to electric and natural gas energy related requests with assistance from the ESF 12 support agencies and organizations.

2. When Public Works is notified by the OEM that the EOC has been activated, Public Works will staff ESF 12 in the EOC. Public Works will identify which support agencies for ESF 12 are needed, and take the necessary steps to ensure that these agencies are activated, or at least placed on alert status, as appropriate.

3. Public Works will coordinate a response to non-utility sector energy and transportation fuel related requests with assistance from other ESF 12 support agencies and organizations as well as assistance from other ESFs.
IV. RESPONSIBILITIES

A. PRIMARY AGENCY – Department of Public Works

1. Address issues pertaining to emergencies affecting electric and natural gas utility services to the public.

2. Upon activation of the EOC, ensure that energy concerns are addressed.

3. Maintain communications with electric utilities and other support agencies and organizations in response to and recovery from emergencies regarding electric generating capacity shortages, electric generating fuel shortages, transmission and distribution line outages, and electrical service outages affecting the public.

4. Make contact with electric, gas and water utilities and industry coordinating groups serving the emergency area to obtain information about damage and/or assistance needed in their area of operations.

5. Monitor the procedures followed by utility companies during a generating capacity shortage on their system and the procedures followed to ensure coordinated action and communication.

6. Coordinate and communicate with the utility companies and report to the EOC information regarding City and state electric generating capacity, expected electric peak load, geographic areas and number of customers that are expected to be most severely impacted, if available.

7. Provide information regarding status of major generating unit outages, expected duration of event, explanation of utility company’s planned actions and recommendations of agency actions in support of the utility company.

8. Administer legal authorities for energy priorities, communicate and coordinate with City, state and federal agencies and organizations in responding to energy emergencies and energy restoration.

9. Coordinate with ESF 15 on city issues to keep them apprised of energy shortfalls.

10. Ensure that energy concerns are addressed upon activation of the EOC.

11. Maintain communications with non-utility sector providers of transportation fuels, the OEM, and other support agencies and organizations in responding to and recovering from emergencies regarding shortages and disruptions in the supply of other private sector energy and transportation fuels affecting the public.

12. Communicate and coordinate with City, state and federal agencies and organizations in responding to energy emergencies and energy restoration.

13. Direct efforts to obtain needed fuel supplies in case of a shortage of automotive transportation fuels.

14. Coordinate the activities of industry trade groups and associations in this effort.
B. SUPPORT AGENCIES

1. Department of General Services
   a. As necessary, coordinate with Department of Public Works to co-locate officials and City operations to retain operations, and facilitate assessing and repairing damaged infrastructure.

V. FINANCIAL MANAGEMENT AND ADMINISTRATION

1. All agencies shall document all expenses related to their emergency and disaster response and recovery activities to include individual expenses as well as overall operating costs. These records will be used for documenting expenditures for potential cost recovery after the incident.

2. Personnel, Equipment and Vehicle Records - All organizations shall keep detailed records of all personnel time, equipment and vehicles use to include mileage, fuel consumption, equipment / vehicle maintenance, damage, etc., and report this information to the OEM.

VI. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 12 rests with the Manager of Public Works. Other agencies supporting this ESF will assist the Manager through the development and maintenance of their own agencies Standard Operating Procedures (SOPs) and mutual aid agreements, in support of this ESF.

2. A periodic review (no less than annually) will be conducted of this ESF for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the primary agency will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The Primary Agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VI. REFERENCES AND AUTHORITIES:

A. References

1. City and County Denver EOP, departments and agencies ESF Annex and
Standard Operating Procedures.

2. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.

3. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.

4. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities


2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7).


4. Denver Revised Municipal Code, Title II, Chapter 16, Article II

5. Mayor's Executive Order No. 85
ANNEX 13: EMERGENCY SUPPORT FUNCTION 13 – LAW ENFORCEMENT

PRIMARY AGENCY: DENVER POLICE DEPARTMENT

SUPPORT AGENCIES: Denver Sheriff’s Department
Denver Fire Department
Denver Office of Emergency Management
Department of Public Works
Denver Public Schools Security Denver
Health and Hospital Authority Regional Transportation District Colorado
Department of Transportation Colorado
State Patrol
Department of Homeland Security
Federal Bureau of Homeland Security

I. INTRODUCTION

The purpose of Emergency Support Function (ESF) 13 is to establish procedures for the command, control, and coordination of City and County Law Enforcement agencies and functions, during an emergency or disaster incident, or when intelligence indicates that there is the potential for a situation that would require a large scale mobilization of law enforcement resources to preserve the peace and public safety.

II. SITUATIONS AND ASSUMPTIONS

The following situations and assumptions include but are not limited to:

1. In an emergency or disaster incident, law enforcement response actions may be needed to protect life and property.

2. During response, rescue and/or evacuation actions, traffic control may be needed to ensure impacted areas remain accessible to responders and secure an orderly flow of traffic to and from medical care facilities, reception centers and shelters is maintained.

3. The concentration of large numbers of people in shelters may necessitate police presence to preserve orderly conduct.

4. Police patrols and surveillance may be needed in evacuated areas to prevent looting and protect property.

5. Evacuation of jails may require additional law enforcement personnel.

6. Incidents of bombing, bomb threats, threats against individuals and the public, and arson to achieve political concessions and public notoriety are becoming more prevalent. Acts of terrorism and violent activity may result in catastrophic disasters.

7. There is the potential for immobilization of local law enforcement resources through bombing, blackmail or sniping activities. Acts of terrorism and other criminal activities may immobilize and overwhelm local law enforcement and require state and federal support.
III. CONCEPT OF OPERATIONS

A. GENERAL

The Chief of Police and/or Incident Commander shall coordinate on-scene law enforcement resources when an emergency or disaster situation is anticipated or occurs. The Police Chief or designated Incident Commander will establish a Unified Command Post and on-scene command and control. The Denver Police Department will dispatch sworn personnel to emergency or disaster incidents. The Command Post and Denver Police Department personnel will coordinate any requests for additional police resources. Should an emergency or disaster incident escalate or require additional law enforcement resources from outside the affected area, resources will be requested in accordance with established agreements.

B. ORGANIZATION

1. The Denver Police Department is the ESF 13 primary agency. The Denver Police Department has identified several ESF 13 support agencies. Support agency responsibilities are discussed in Section IV. B. Support Agencies.

2. Upon activation of the City and County of Denver’s Emergency Operations Center (EOC) the Denver Police Department will appoint an ESF 13 representative who will report to the Office of Emergency Management (OEM) Operations Section Chief.

3. ESF 13 shall utilize the Incident Command System (ICS) both tactically and strategically.

C. NOTIFICATION

1. To facilitate and coordinate response and recovery activities through this ESF, the Denver Police Department upon activation of the EOC by the OEM will assign a Law Enforcement Branch Director to the EOC. The Branch Director shall coordinate resource assistance with the on-scene Police Incident Commander.

2. The Denver Police Department will continuously monitor incidents for potential escalation. When an incident requires assistance from other law enforcement agencies or support agencies, the Chief of Police and/or on-scene Incident Commander (must be Division Chief or above) may call directly on the lead contact of any agency from which assistance is needed.

3. If it appears that law enforcement resources will be required beyond those in the affected area or adjoining jurisdictions, the Chief of Police or the on-scene Incident Commander (must be Division Chief or above) may request resources through the Law Enforcement Branch Director in collaboration with OEM.

4. The Denver Police Department Public Information Officer (PIO) will assist ESF 15, Public Information, in the preparation and dissemination of information releases to the media and all other interested organizations. The PIO may provide any other operations support as needed.
D. ACTIONS

1. Preparedness

   a. All sworn Denver Police Department personnel will be trained in the National Incident Management System (NIMS) and ICS in accordance with the duties and responsibilities of their rank. The NIMS and ICS training address all hazards regardless of size or complexity.

   b. The Denver Police Department maintains an inventory of law enforcement skills and equipment necessary for emergency response. The Colorado Division of Fire Safety maintains a statewide resource data base, R.O.S.S. (Resource Orders and Status System).

   c. ESF 13 is able to identify the number of law enforcement personnel and equipment available to respond anywhere in the city for a twelve (12) hour period. In high profile incidents (i.e. dignitary visits, trials or public events), ESF 13 shall pre-position and/or stage resources.

2. Response

   a. When an emergency or disaster incident occurs, the OEM Director will activate the EOC and ESF 13. The Denver Police Department will appoint a Law Enforcement Branch Director who will report to the EOC and coordinate law enforcement resource requests and assist in strategic incident response and recovery planning.

   b. If Denver Police Department officers are deployed through Denver 911 dispatch to an incident and determine that the situation will require multiple agency resource support, based upon the incident scenario, the Denver Police Department will notify the OEM Director or on-call OEM Duty Officer of resource needs. OEM will activate the EOC and required ESFs to support resource needs. The Denver Police Department will establish a field command post (s) to direct tactical field operations and communicate with the OEM and EOC to fulfill law enforcement resource needs.

   c. The Chief of Police or on-scene Police Incident Commander (must be Division Chief or above) will request and coordinate outside law enforcement agencies in the event of an incident requiring additional ESF 13 resources. The Denver Police Department shall coordinate with the Law Enforcement Branch Director and the EOC for monitoring and tracking of requested and deployed resources.

   d. ESF13 will continually monitor and assess law enforcement assignments during an emergency or disaster incident. These assessments will assist in determining the level of resources required and the duration of sustaining specific operations. As operations are deemed complete or can be reduced, the Denver Police Department will implement deactivation and demobilization of resources.

3. Recovery
a. Restore normal law enforcement services.

b. Maintain accounting records of personnel and equipment costs and submit records of expenses to OEM.

4. Mitigation

a. After an emergency or disaster incident, identify response and recovery issues that need to be addressed within the ESF to better enhance future emergency response.

E. COMMAND AND CONTROL

1. The Denver Police Department has the responsibility for coordination of ESF 13 planning, operations, and mutual aid activation.

2. In the event of an emergency or disaster incident, the Denver Police Department shall dispatch a law enforcement representative to the EOC to coordinate ESF 13 strategic planning and support field command operations. The Denver Police Department may establish a field Command Post in the impacted area. ESF 13 support agencies will assume tactical management of their area of responsibilities.

3. The Chief of Police or Police Incident Commander (must be a Division Chief or higher) will communicate to the EOC Law Enforcement Branch Director requests for state or federal law enforcement resources. The ESF 13 Branch Director in communication with the on-scene Police Incident Commander and EOC Operations Section Chief will coordinate with the state and federal agencies to fulfill resource needs.

IV. RESPONSIBILITIES

A. PRIMARY AGENCY - Denver Police Department

1. The Denver Police Department is the lead agency responsible for overall command and coordination of ESF 13, the support agencies, and mutual aid resources.

2. Establish Standard Operating Procedures (SOPs) and provide implementing instructions for law enforcement activities during an emergency or disaster incident.

3. The Denver Police Department is responsible for providing the Law Enforcement Branch Director and other support agency staff to the EOC.

4. Establish and maintain communications with field Incident Commander to support emergency tactical operations.

5. Collect and monitor intelligence and statistics for staffing, arrests, and the administrative processing of disaster related deaths.
6. Develop and conduct training programs to support emergency or disaster incidents.

B. SUPPORT AGENCIES

1. Denver Sheriff’s Department
   a. Support Denver Police Department operations.
   b. Provide personnel, and scout cars as requested by ESF 13 operations.

2. Denver Fire Department
   a. Provide traditional fire service support including but not limited to:
      i. Assistance with forcible entry and/or extrication.
      ii. Ventilation and air monitoring assistance.
      iii. Ladders and fire apparatus as required for access to above or below ground situations. This includes high angle rescues.
      iv. Fire suppression when necessary.
   b. Basic life support.
   c. Hazardous materials identification and neutralization as appropriate.
   d. Water rescue or recovery.
   e. Any other fire service support and staffing requested.
   f. Urban Search and Rescue (USAR)

3. Department of Public Works
   a. Support Denver Police Department operations.
   b. Provide personnel and equipment, materials and supplies, movement, relocation, and/or deactivation of resources related to this discipline, as requested by ESF 13.

4. Denver Public Schools Security
   a. Support Denver Police Department operations.
   b. Provide a representative to assist ESF 13 in and around the areas of any schools utilized or involved in incident operations.

5. Denver Health and Hospital Authority
a. Provide emergency medical services including basic and advance life support.

b. Provide any other medical and public health support and staffing.

6. Regional Transportation District (RTD)

a. Provide buses and light rail resources (with drivers) to be used for evacuation and other logistical transportation needs.

b. While response times cannot be guaranteed, a response time of fifteen minutes to one hour with staggered arrivals can be expected, with flexibility given for weather, RTD operation periods, and the type of emergency.

7. Colorado Department of Transportation (CDOT)

a. Coordinate closely with ESF 13 and provide the necessary liaison personnel.

b. Provide service and maintain CDOT equipment, roadways, and resources as requested by ESF 13.

8. Colorado State Patrol (CSP)

a. The CSP Chief may authorize the CSP to augment local law enforcement.

b. The CSP is available to maintain routine law enforcement functions.

c. Provide protection of life, property, and enforcement of laws, traffic direction, and other related tasks as required through the duration of the emergency.


a. Requests for federal Law Enforcement resources will be made and coordinated by ESF 13 through Denver OEM and the state.

b. Responding federal agencies will coordinate closely with ESF 13 and provide the necessary liaison personnel to the field and EOC.

10. Federal Bureau of Investigation (FBI)

a. Requests for FBI resources will be made and coordinated by ESF 13 through Denver OEM and the state.

b. Responding federal agencies will coordinate closely with ESF 13 and provide the necessary liaison personnel to the field and EOC.

11. Office Emergency Management (OEM)

a. Provide Emergency Operations Center capabilities.

c. Provide resource management.

d. Provide Incident Action Plans (IAP) and Situation Reports (SitReps).

e. Establish and direct the Joint Information Center (JIC).

f. Develop and maintain the City and County of Denver Emergency Operations Plan (EOP).

V. FINANCIAL MANAGEMENT

1. The Denver Police Department has developed fiscal management and procurement procedures and guidelines for accounting for emergency or disaster related costs. Each support agency in ESF 13 shall develop and follow accounting and procurement SOPs in accounting for their costs in seeking reimbursement.

VI. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 13 rests with the Chief of Police. Other agencies supporting this ESF will assist the Chief through the development and maintenance of their own agencies Standard Operating Procedures (SOPs) and mutual aid agreements, in support of this ESF.

2. A periodic review of this ESF (no less than annually) will be conducted for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the Primary Agency will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The Primary Agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VI. REFERENCES AND AUTHORITIES:

A. References

1. City and County Denver EOP, departments and agencies ESF Annex and Standard Operating Procedures.

2. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.
3. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.

4. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities


2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7).


4. Denver Revised Municipal Code, Title II, Chapter 16, Article II

5. Mayor’s Executive Order No. 85
ANNEX 14: EMERGENCY SUPPORT FUNCTION 14 – LONG TERM RECOVERY

PRIMARY AGENCY: DENVER OFFICE OF EMERGENCY MANAGEMENT

SUPPORT AGENCIES:
- Department of Human Services
- Department of Public Works
- Department of General Services
- Department of Public Health and Environment
- Department of Community Planning and Development
- Denver Health and Hospital Authority
- American Red Cross Salvation Army
- Corporate and Private Business

I. INTRODUCTION

The purpose of Emergency Support Function (ESF) 14 is to provide a framework for City and County of Denver government agencies to work in collaboration with and in support of private and non-profit organizations, and corporate and private businesses that enable community recovery from the long-term consequences of an emergency or disaster incident. ESF 14 recognizes the primacy of affected government and the private sector in defining and addressing risk reduction and long-term community recovery priorities. It is imperative that local government continue to provide recovery assistance through support of organizations and business sector activities that continue to assess and address the needs to restore community functions.

Support is tailored based on the type, extent, and duration of the emergency or disaster incident and long-term recovery period, and on the availability of state and federal financial-aid and resources. Short-term community recovery and mitigation efforts focus on preventing additional loss of life, human suffering and damage to the infrastructure. In the event of recovery prioritization conflict, OEM will provide information to the Policy Group to help with their decision making. Long-term community recovery and mitigation efforts focus on permanent restoration of infrastructure, housing, and the economy, with attention to mitigation of future impacts, when feasible.

II. SITUATION AND ASSUMPTIONS

1. Large-scale or catastrophic incidents will require assistance to address significant long-term impacts in the affected area; including the prioritization and restoration of critical functions, services, vital resources, facilities, programs and infrastructure.

2. Emergencies and disasters, especially those occurring with little or no warning, create a need to coordinate donations of goods, money and volunteer services. When circumstances warrant, a united and cooperative effort by volunteer organizations and private business (supported by local, state and federal government) is necessary for the successful management of donation campaigns and management of relief supplies.

3. Temporary lodging or housing programs may not be accessible to people with mobility disabilities or people who are deaf or hard of hearing unless accessible hotel rooms or accessible temporary housing is available.

4. People with disabilities may need extra time and help, including transportation assistance, in locating housing.
5. People with disabilities may be unable to utilize temporary lodging or housing programs without assistance in locating a hotel room or housing that meets their disability-related needs, or without accessible transportation.

6. The Denver Office of Emergency Management (OEM) will coordinate with volunteer organizations and private businesses for all requesting, receiving, and distributing all disaster-specific donations.

7. Denver OEM will coordinate and identify available physically accessible short-term housing, as well as housing with appropriate communication devices, such as TTY’s.

8. Initial planning of long-term recovery actions must include conducting a hazard vulnerability assessment to identify mitigation opportunities that reduce the long-term risks to priority assets and services. Federal statute requires mitigation efforts to be undertaken as a condition of receiving emergency or disaster-aid. Failure to initiate mitigation assessments may delay funding sources and significantly impact opportunities to identify actions that will reduce hazards and risks in the community prior to an emergency or disaster incident.

III. CONCEPT OF OPERATIONS

A. GENERAL

Recovery involves actions taken over the short term to return vital life support systems to minimum standards, as well as actions taken over the long term to return communities to normal or improved conditions. The OEM is focused on developing recovery strategies through a collaboration of government, volunteer organizations and private businesses to maximize the use of local resources and speed recovery efforts so the community can return to normal as soon as possible. In addition to this collaboration, OEM is also focused on conducting pre-disaster assessments identifying the area’s vulnerabilities. These assessments will provide critical information that will assist with recovery planning and can hasten decision making.

The EOC will be activated at the onset of an emergency or disaster and planning for recovery will commence immediately. The overall goals for recovery planning are:

1. Move the impacted community toward self-sufficiency, sustainability, and resilience.
2. Protect life, property, and the environment to the greatest extent possible.
3. Shorten the recovery period as much as possible.
4. Recover the area to a new definition of normal.

Short term recovery activities are implemented quickly and focus on the safety and welfare of the affected community and restoration of essential services. Short Term Recovery Objectives for the City and County of Denver are:

1. Coordinate and conduct needs and damage assessment efforts to help guide decision making and priority setting. (See Needs and Damage Assessment Annex.)
2. Coordinate the restoration of essential public services and facilities (e.g. removal of debris from emergency routes, emergency repairs to hospitals and public safety facilities).
3. Complete steps for formally requesting disaster assistance when damage assessment
results indicate that impacts exceed the local resource capacities.

4. Coordinate relief resources available from volunteer organizations, state agencies and Federal programs. (See State EOP for list of federal programs.) (See Volunteer and Donations Management Annex.)

5. Coordinate temporary housing for victims.

6. Manage unsolicited, undesignated donations of goods and services. (See Volunteer and Donations Management Annex.)

7. Coordinate disaster related information and instructions to the general public.

8. Identify post disaster hazard mitigation activities to reduce future risks.

9. Ensure that the Continuity of Government plan is activated, along with Departmental Continuity Of Operations Plans as needed, to continue the vital functions of the city and county. (See COG/COOP Plans.)

Long Term Recovery Objectives focus on redeveloping communities and restoring the economic viability of the region:

1. Develop and implement disaster recovery processes and plans, such as a long term recovery plan and/or reflect recovery planning and mitigation measures in the community’s land use planning and management, comprehensive plans, master plans, and zoning regulations.

2. Address recovery needs across all sectors of the economy and community, and address individual and family recovery activities and unmet needs.

3. Rebuild educational, social, and other human services and facilities according to standards for accessible design.

4. Reestablish critical public health functions; including medical, behavioral health, and human services systems.

5. Implement economic and business revitalization programs to restore the economic base of the community.

6. Provide guidance on the restoration and repair of vital infrastructure.

7. Prioritize public utilities necessary for safety and health.

8. Review building codes, zoning laws, and development plans for mitigation opportunities.

9. Ensure there is an ongoing and coordinated effort among local, state, and federal entities to deter and detect waste, fraud and abuse.

10. Reestablish an adequate supply of housing (including affordable housing) to replace housing stock destroyed by the disaster.
B. ORGANIZATION

1. The OEM has the primary responsibility for coordinating the development of a long-term recovery strategic plan. The OEM, working with City, state and federal agencies, Public Assistance Officers (PAO), volunteer organizations and private businesses will designate qualified individuals to manage and monitor the process.

2. OEM will facilitate the education of local entities on Public Assistance and Individual Assistance eligibility, management of projects, monitoring of recovery actions and fiscal recordkeeping requirements. OEM will assist in writing and reviewing project worksheets for seeking approval and funding of recovery activities.

3. Following an emergency or disaster incident, OEM and designated recovery personnel will play an essential role in expediting the recovery process by providing assistance in completing accurate damage assessments. This assistance will ensure that damage estimates meet eligibility guidelines and that recovery is handled in accordance with specific methodologies and procedures.

C. NOTIFICATION

1. Recovery planning is an on-going process that occurs prior to, during and continues after a disaster incident. The planning process requires a continuum of pre-assessments that identify potential scenarios and consequences of disasters that could occur, and the necessary actions required to return to normal functions as soon as possible.

2. In the event of an emergency or disaster incident that results in long-term recovery needs, OEM will immediately activate all ESF primary agencies, volunteer organizations and representatives from private businesses to begin a planning process that identifies the necessary resource needs to stabilize the community.

D. ACTIONS

1. Preparedness
   a. Conduct pre-assessments to identify all hazard threats and risks applicable to the City and County of Denver. Use predictive modeling to determine vulnerability of critical functions, services, vital resources, facilities, programs and infrastructure.
   b. Identify, collaborate and establish a long-term strategic planning group of volunteer organizations and private businesses that can provide the necessary support resources to re-establish critical functions within the community.
   c. Develop long term recovery strategic plan.
   d. Analyze and evaluate damage assessment data from previous events.
   e. Ensure that recovery plans account for people with different types of disabilities (i.e. mobility, vision, hearing, cognitive, psychiatric, and other disabilities) including providing equivalent opportunities for post-emergency temporary housing and enabling them to return home.
   f. Utilize Chapter 7 of the ADA Took Kit to regularly review Denver’s social service and other emergency- and disaster-related programs, services, and activities to ensure that people with disabilities have an equal opportunity to apply for and benefit from them. This includes, but is not limited to:
      i. Ensuring that eligibility criteria do not unnecessarily screen out or tend to screen
out people with disabilities;
ii. Ensuring that architectural barriers to not deny access to people with mobility disabilities;
iii. Ensure that communication barriers do not deny access to people with disabilities;
iv. Establishing policies and procedures to provide the auxiliary aids and services needed to communicate effectively with people with disabilities; and
v. Providing training so that employees and volunteers who staff these programs understand their obligations under the ADA to provide effective communication and make reasonable modifications to policies, practices, and procedures when necessary to avoid discrimination against people with disabilities.

2. Response

a. Designate personnel to conduct and document needs/damage assessments.
b. Establish a mechanism through the Department of Revenue to receive cash donations directed to the City.
c. Request and coordinate volunteer organization and private business resources.
d. Determine long-term recovery implications of response activities.
e. Develop coordination mechanisms and requirements for post-incident assessments, plans, and activities that can be scaled to the type and magnitude of the emergency or disaster incident. Coordinate the transition from response to recovery in field operations.
f. Identify available physically accessible short-term housing, as well as housing with appropriate communication devices, such as TTY’s.

3. Recovery

a. Analyze and evaluate needs and damage assessment data. Facilitate recovery decision making across all ESFs. Identify and document economic impact and losses in order to set priorities for mitigation planning. Provide prioritization to restore critical functions, services, vital resources, facilities, programs and infrastructure.
b. Identify appropriate state and federal programs and agencies to support implementation of the long term community recovery plan, ensure coordination, and identify gaps in resources available.
c. Determine and identify responsibilities for recovery activities, and provide a vehicle to maintain continuity in program delivery among departments and agencies, and with municipal governments and other involved parties, to ensure follow-through of recovery and hazard mitigation efforts.
d. When altering or rebuilding after a disaster, ensure that alterations to facilities and the design and construction of new or replacement facilities comply with all applicable local, state, and federal accessibility requirements to include Title II of the ADA.

4. Mitigation

a. Support requests and directives from the Mayor, government entities, and private businesses concerning mitigation and/or re-development activities.
b. Establish procedures for integration of pre-incident planning and risk assessment with post-incident recovery and mitigation efforts.
c. Facilitate pre-incident hazard mitigation and recovery planning across all ESFs and update post incident GIS information.
d. Document matters that may be needed for inclusion in City, state and federal agency briefings, situation reports and incident action plans.
e. Work with partner organizations to develop a list of critical functions, services, vital resources, facilities, programs and infrastructure. Ensure mitigation efforts focus on saving lives and protecting limited resources.
E. COMMAND AND CONTROL

1. The OEM Director is responsible for the management and implementation of ESF 14. Following the response to an emergency or disaster incident, OEM will manage, coordinate and monitor necessary long-term recovery and restoration activities. The EOC may or may not stay activated depending upon the type and size of the long-term recovery activities.

2. Depending on the type, size and nature of an emergency or disaster incident and the identified long-term recovery needs, a Disaster Recovery Team may be established by the OEM to assist in managing and coordinating the recovery and restoration activities.

3. The OEM Director will serve as the City’s Liaison and coordinate long-term recovery programs with state and federal officials and agencies. The OEM Director will also serve as the City’s Liaison in working with adjacent local impacted government entities and in coordinating volunteer organizations and private business resources. The priority of the long-term recovery tasks will be determined by the OEM Director in coordination with the Mayor and Executive Management Team of the City and County of Denver.

IV. RESPONSIBILITIES

A. PRIMARY AGENCY – Office of Emergency Management.

1. OEM staff with support from ESF primary agency representatives will document the damage throughout the City and County, evaluate community needs, and commence development of long-term strategies for implementing recovery and restoration. Resources and services will be arranged, as necessary, for meeting urgent community needs.

2. The resources and services of City and County government agencies will be used to the extent practicable. Additional services or resources will be procured and/or provided by private sources and volunteer organizations.

3. OEM in accordance with statutory guidelines will request and secure additional recovery and restoration resource support from appropriate state and federal agencies that will assist with long-term recovery.

4. OEM will coordinate the referral process to state and federal agencies or volunteer organizations who will work with individuals, families, and the business community seeking financial or housing assistance.

5. OEM will coordinate with support agencies to prioritize the restoration of critical functions, services, vital resources, facilities, programs and infrastructure.

B. Support Agencies

1. All ESF agencies

   a. Include recovery and restoration in ESF agency Standard Operating procedures (SOPs), training, and exercises.
   b. Ensure that specific personnel are identified and trained to complete comprehensive, accurate damage assessments. Assessments must accurately document extent of infrastructure damage, social and economic impacts, and all resources the necessary to
quickly and effectively restore community functions based upon the services provided by the ESF agency.

c. Evaluate the availability, operational condition and duration of need as well as logistical requirements necessary to obtain critically needed equipment.

d. Provide competent liaison to coordinate with state and federal assessors, assess the need for and prioritize the deployment of services based on available resources and critical needs as they relate to each ESF responsibility. Also, develop procedures to obtain private sector support as required.

e. Coordinate with OEM to request volunteer agencies and private resources with assets to complement those assets that each ESF agency will supply to support the recovery process.

f. Provide relevant, accurate and comprehensive information to ESF 15 for distribution to the media and public.

2. American Red Cross (ARC)

a. Upon notification from OEM, activate mass care facilities and individual assistance to augment critical functions and services.

b. Send ARC representative to the EOC for mass care and individual assistance coordination, as appropriate.

3. Geographical Information Systems

a. Provide mapping and charting services in support of emergency operations.

4. Department of General Services

a. In coordination with OEM, arrange for facilities, furnishings and equipment to support a Disaster Recovery Assistance Center.

5. Department of Public Works

a. Review development standards and building codes as a result of lessons learned from a disaster, as appropriate.

b. Assist and advise the public with relevant recovery activities including building and safety inspections, land use and zoning information, and permit assistance.

c. Develop plans and procedures to register and use resources of other jurisdictions, professional organizations, and the business community (e.g. American Institute of Architects, Structural Engineers Association, and Associated General Contractors).

d. Identify and prioritize critical infrastructure and major routes. Remove debris from right-of-way and repair and restore roads and bridges during a disaster; initial focus should be on major or critical routes. Assist with debris removal, drainage and transportation activities.

e. Develop policies and procedures, in coordination with solid waste contractors, for the collection and disposal of disaster debris from public and private property. Ensure the continuation of critical public health and safety services during a disaster.

f. Develop policy and procedures for accepting disaster debris at the landfill and transfer stations.

g. Develop policies and procedures for addressing storm water, surface water, and drainage issues on private property.

h. Ensure adequate resources and trained personnel are identified to conduct debris removal activities. Develop plans and procedures to register and use resources of other jurisdictions, professional organizations, the business community, and volunteers.
6. Department of General Services
   a. In coordination with other City agencies and private businesses, identify temporary storage locations for disaster related debris.
   b. In coordination with volunteer organizations and private business, assist to identify sites for temporary sheltering to accommodate displaced families and individuals, assuring sufficient space for emergency sanitation and staging of support infrastructure such as field kitchens, generators, mobile hospitals, and administrative facilities.

7. Department of Public Health and Environment
   a. Through coordination with ESF 15, advise the public of pertinent public health and environmental health issues and concerns such as: inspections of sewage systems and wells, sanitation and disinfection, food and water safety, and disease.
   b. Provide, or coordinate the distribution of emergency drinking water and sanitation facilities to stricken areas, as necessary.
   c. In coordination with the Denver Fire Department, Department of Public Health and Environment and private contractors provide for collection and disposal of hazardous materials and waste.
   d. Provide field monitoring of airborne, chemical and biological hazards.
   e. Provide for vector control, as necessary.

8. Denver Health and Hospital Authority
   a. Provide medical care and hospital facilities for the triage, treatment and transport of injured and ill patients.
   b. Provide mental health and stress counseling to disaster victims.
   c. Develop plans and procedures to register and use resources of other jurisdictions, professional organizations, business and medical communities, and volunteers.

9. Department of Community Planning and Development
   a. Prepare plans to guide Denver's growth, enhancement and preservation.
   b. Provide permitting services for residential and commercial development.
   c. Provide inspection services for neighborhoods, construction, electrical, mechanical and plumbing.

10. State and Federal agencies
    a. Dispatch assessment teams to document or verify public and private damage.
    b. If individual assistance is authorized, establish a local Disaster Assistance Center to assist qualified citizens with filing claims for financial or housing assistance.
    c. If public assistance is authorized, dispatch assessors to develop, in coordination with local representatives, Disaster Survey Reports for public damage and response costs.
    d. Provide technical assistance and advice on recovery and mitigation activities, to both citizens and public agencies, as appropriate.
    e. Coordinate public information and assistance activities with the OEM Director and ESF 15 to ensure all information is released through the City and County of Denver. Keep OEM informed of assistance provided to local residents, businesses and public entities.

V. FINANCIAL MANAGEMENT AND ADMINISTRATION

1. All agencies will document all expenses related to their emergency or disaster response and recovery activities. These would include individual expenses as well as overall operating costs.
These records will be used for documenting expenditures for potential cost recovery after the incident.

2. Personnel, Equipment and Vehicle Records - All organizations will keep detailed records of all personnel time, equipment and vehicle use to include mileage, fuel consumption, equipment/vehicle maintenance, damage, etc. and report this information to OEM.

VI. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 14 rests with the Director of the Office of Emergency Management. Other agencies supporting this ESF will assist the Director through the development and maintenance of their own agencies Standard Operating Procedures (SOPs) and mutual aid agreements, in support of this ESF.

2. A periodic review of this ESF (no less than annually) will be conducted for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the Primary Agency will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The Primary Agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VI. REFERENCES AND AUTHORITIES:

A. References

1. City and County Denver EOP, departments and agencies ESF Annex and Standard Operating Procedures.

2. State Emergency Operations Plan ESF 14 Long Term Community Recovery

3. Emergency Operations Center (EOC) SOP

4. Logistics Annex and SOP

5. Volunteer and Donations Management Annex

6. Needs and Damage Assessment Annex

7. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.

8. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.
9. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities


2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7).


4. Denver Revised Municipal Code, Title II, Chapter 16, Article II

5. Mayor’s Executive Order No. 85
ANNEX 15: EMERGENCY SUPPORT FUNCTION 15 – PUBLIC INFORMATION

PRIMARY AGENCY: DENVER OFFICE OF EMERGENCY MANAGEMENT

SUPPORT AGENCIES: Mayor’s Office
Denver Police Department
Denver Fire Department
Technology Services
Department of Public Works
Department of Public Health and Environment
Department of Human Services
Department of Parks & Recreation
Denver International Airport
Denver Health and Hospital Authority

I. INTRODUCTION

The purpose of Emergency Support Function (ESF) 15 is to disseminate information on local emergencies to the public through the news media and to react to media inquiries thereby ensuring the dissemination of accurate information to the public. ESF 15 is concerned with emergency information in which local government has taken the lead or is working in coordination with state and federal assistance agencies, to coordinate, prepare and disseminate disaster-related information to the media. ESF 15 also coordinates, prepares, and disseminates disaster-related information to the public through Channel 8 TV, DenverGov.org and 3-1-1 that is operated by Technology Services – and 9-1-1, operated by the Department of Safety. Emergency Support Function 15 also partners with Denver 8 TV to provide electronic pool feeds from the City Emergency Operations Center (EOC) to local media outlets.

II. SITUATIONS AND ASSUMPTIONS

1. Effective measures can be taken to enhance survival and minimize hardship during an emergency or disaster incident by providing emergency information to the public.

2. During an emergency or disaster incident, the public requires instructions, information regarding disaster relief, and awareness of response and recovery operations.

3. When an emergency or disaster incident occurs, the Emergency Alert System (EAS) will not always provide enough initial information to the public about the hazard and appropriate safety precautions to be taken. Therefore, dissemination of adequate public information in advance of a potential emergency or disaster situation provides the greatest opportunity for ensuring protective actions and preparedness measures to reduce the impact to the public.

4. A public affairs program combining both public education and community information will help to significantly reduce disaster related casualties, property damage and economic loss. People will want more emergency preparedness information during an emerging crisis. Therefore, accelerated printing and/or distribution of advisories or flyers will be made directly to the public and/or media.

5. Many traditional emergency notification methods are not accessible to people with disabilities. In order to reach a greater audience and help ensure all residents and visitors will have the information necessary to make sound decisions and take appropriate, responsible action, the
City and County of Denver will use a combination of notification methods, including visual and audible alerts.

6. The City and County of Denver utilizes a voluntary, confidential, online public registry for residents who may have disabilities and need individualized evacuation assistance, transportation, and/or notification. In addition to the warning methods above, Denver will consider direct door-to-door contact with pre-registered individuals.

7. Major events create significant media interest that will bring out-of-state reporters, photographers and camera crews to an incident. This will create a heavy demand on the state and local emergency communication structure. External sources will be interested in major operations, devastation, high impact and human-interest events.

III. CONCEPT OF OPERATIONS

A. GENERAL

The ESF 15 staff will be located in the Joint Information Center (JIC) when activated, led by the JIC Director. ESF 15 will provide the media with an overview of the emergency situation, disseminating information to the media on the nature of the emergency as well as response and recovery actions, public health recommendations, and/or transportation closures. ESF 15 will not provide detailed information related to situations at the state or federal level, as this information is best handled by state or federal officials. However, ESF 15 will coordinate with regional, state and federal counterparts when disseminating information about local activities and will seek assistance from regional, state and federal Public Information Officers (PIOs) when regional, state or federal personnel are in their area or when trying to confirm reports about regional, state or federal actions.

ESF 15 can expect the media's interest in the event to be consistent with or exceed citizen’s needs. The scope of information that must be provided to the media may exceed the resources of a single agency. Support from City agency communicators will be critical to ensure that public information is disseminated as a common, single message from a central source through ESF 15.

B. ORGANIZATION

1. ESF 15 support agencies will staff the JIC with PIOs. The PIO from the Denver Police Department or the Denver District Attorney’s Office will serve as JIC Director. PIOs from other support agencies will report to the JIC Director.

2. All ESF 15 staff work is at the direction of the JIC Director. The JIC Director in collaboration with the OEM Director and the Mayor’s Communications Director will approve and oversees emergency or disaster information released to the public.

3. The JIC Director, in collaboration with the OEM Director and the Mayor’s Communications Director, will designate a spokesperson on behalf of Denver based upon the emergency or disaster incident scenario.

4. Support agency communications staff will assist with incoming news agency requests for information, preparing for news conferences, drafting news releases and handling reporter and citizen calls.

5. ESF 15 will be responsible for providing information updates to 3-1-1 Customer Service
C. NOTIFICATION

1. When the JIC is activated, the OEM Director will notify the Mayor’s Communications Director and the Denver District Attorney’s Office or Denver Police Department PIOs.

2. The JIC Director, with direction from OEM will notify respective support agencies PIOs of an emergency or disaster event based upon the incident scenario.

3. Each support agency will have a designated person to assist in emergency PIO operations. The JIC Director will request that agency PIOs report to the JIC, as needed.

D. ACTIONS

1. Preparedness

   a. The OEM will implement a comprehensive multi-media public information program including public service announcements in English and Spanish that are close-captioned for the hearing impaired.

   b. OEM will work to upgrade and revamp the EAS to make it more effective in alerting residents to emergency situations.

   c. Make emergency preparedness information available for the general public and businesses through a coordinated print, broadcast campaign and public speaking engagements by OEM and support agency.

2. Response

   a. ESF 15 will notify the public, using a combination of notification methods, of evacuation instructions, the location of shelters with access to backup power and refrigeration, information regarding temporary accessible housing, and other critical emergency information. This includes the Integrated Public Alert and Warning System (IPAWS), a Common Alerting Protocol (CAP) compliant system that encompasses the Emergency Alert System (EAS) and Wireless Emergency Alerts (WEA). EAS messages are transmitted via AM, FM, and satellite radio, broadcast, cable, digital, and satellite television, Land Mobile Radio Service, as well as VHF, UHF, and FiOS. WEA is designed to disseminate emergency alerts to mobile devices such as cell phones and pagers. The City and County of Denver will also utilize targeted reverse notification systems (commonly referred to as “Reverse 911”) to transmit messages to registered landline and VOIP telephones. Additionally, the City and County of Denver will consider using telephone calls, auto-dialed TTY (teletypewriter) messages, text messaging, emails, door-to-door contact with pre-registered individuals, as well as open captioning on local TV stations, and dispatching qualified sign language interpreters to assist in broadcasting emergency information provided to the public.

   b. ESF 15 will continually brief the 3-1-1 Customer Service Center, 9-1-1 Dispatch Center, and Denver.gov with information to be disseminated to the public.

   c. ESF 15 will respond to media requests to follow response teams in the field or request live or media briefings or in-studio interviews.

3. Recovery
a. ESF 15, working in consultation with the OEM will respond to media inquiries for damage assessment statistics and estimates.
b. ESF 15 in coordination with the OEM will publicize the status of disaster declarations, types of available public assistance and recovery center locations.

4. Mitigation
   a. ESF 15 will publicize information related to mitigation actions.

E. COMMAND AND CONTROL

1. All ESF 15 staff work is at the direction of the JIC Director in collaboration with the OEM Director and Mayor’s Communications Director. The JIC Director oversees the information flow to the public via the media. In addition to the Denver Police Department and the Denver District Attorney’s Office, ESF 15 can be staffed (based upon incident scenarios) with representatives and PIOs from the Mayor’s Communication staff, Department of Public Works, Denver Fire Department, Denver Sheriff’s Department, Department of Public Health and Environment, Department of Human Services, Technology Services, Department of General Services, Department of Parks and Recreation and Denver Health and Hospital Authority.

2. During an emergency or disaster incident an official spokespersons on behalf of the City and County of Denver will be designated. This designation will be completed through collaboration that includes the Mayor or Deputy Mayor, OEM Director, and JIC Director based upon the specific issues relevant to the incident scenario.

3. During an emergency or disaster incident, ESF 15 will manage communications with the media by preparing unified messages while serving as the primary voice in communicating those messages. The OEM, JIC and Mayor’s Communications Director will work through the JIC to coordinate information released to the media.

4. The majority of the information that ESF 15 will disseminate to the public via the media will come from situation reports, news releases and one-on-one contact with ESFs. Situation report information will be double-checked by ESF 15 staff before it is released to the media and public.

IV. RESPONSIBILITIES:

F. PRIMARY AGENCY – Office of Emergency Management

1. The OEM is responsible for all media activity related to an emergency or disaster incident and the release of public information regarding emergency response and recovery activities. All information related to an emergency or disaster incident shall only be release through the JIC. The OEM through ESF 15 will manage dissemination of all information to the media and the public.

2. The OEM Director or JIC Director will be the liaison with the Mayor’s Communications Director regarding emergency orders, City office closures and media events involving the Mayor. They will also liaison with the Governor’s Communications Director in regards to emergency orders, state office closures and media events involving the Governor.

3. ESF 15 will coordinate, manage and disseminate information to the media and public in the
following ways:

a. News Conferences: ESF 15 is solely responsible for coordinating and executing any news conferences as related to an emergency or disaster incident. When the Mayor is to be present, ESF 15 will work with the Mayor’s Communications Director and OEM Director to execute the newsconference.

b. Daily Updates: Once a day at minimum or as changing circumstances require, ESF 15 will release emergency information updates to the media. These updates may contain information on weather, road closures, sheltering, military actions, school/office closings, environmental hazards and related information gathered from situation reports, and news releases and ESF personnel located in the Joint Information Center. The City is best served by presenting the majority of this new information in a concise and organized manner, rather than in a stream of news releases throughout the day.

c. News Releases: ESF 15 staff will write, edit and distribute all news releases regarding an emergency or disaster incident. The JIC Director will consult with the OEM Director regarding emergency information that warrants a news release.

d. Broadcast Interviews: ESF 15 will have designated spokespersons for on-air interviews. All City and County of Denver personnel who are contacted directly by the media for any interview shall route that request to ESF 15.

e. ESF 15 will provide regular, updated emergency information to the 3-1-1 Customer Service Center, 9-1-1 Dispatch Center and Denvergov.org to ensure essential public information is available for citizens.

f. OEM will control media observation and filming of EOC operations. ESF 15 staff will escort reporters to the area where news conference are being held or permit them to photograph EOC activity. Reporters are not allowed to interview EOC personnel. Special requests for interviews or live shots within the EOC are reviewed by the OEM Director only, and will be approved on a case-by-case basis.

g. Depending on the scope of the emergency or disaster incident, ESF 15 personnel may coordinate public information through a field PIO located in or near the impacted area.

4. ESF 15 will be responsible for providing a PIO to a Joint Field Office (JFO), if established. That PIO will maintain close contact with the OEM and JIC Director. Any news releases or media advisories regarding recovery activities will be written and distributed from the JIC.

5. The OEM will ensure that ESF 15 personnel have an adequate source and assistance during emergencies, and the necessary dedicated resources (i.e. land-lines and cellular telephones, personal computers and facsimile machines) to disseminate information.

A. SUPPORT AGENCIES

1. Denver Police Department

   a. Shall provide a PIO to work as the JIC Director or staff PIO. If JIC Director will activate ESF 15 support agency PIOs to staff the JIC during emergency or disaster response and recovery.

2. Denver District Attorney’s Office
a. Shall provide a PIO to work as the JIC Director or staff PIO. If JIC Director will activate ESF 15 support agency PIOs to staff the JIC during an emergency or disaster response and recovery.

3. Denver Fire Department

a. Shall provide an agency PIO to assist with ESF 15 operations as needed.
b. Shall monitor fire department response and recovery activities and update the JIC Director for public information releases.

4. Department of Public Works

a. Shall provide an agency PIO to assist with ESF 15 operations as needed.
b. Shall monitor road closures, traffic control, and update transportation-related information needed for public information releases.

5. Department of Public Health and Environment

a. Shall provide an agency PIO to assist with ESF 15 operations as needed.
b. Shall provide environmental hazard emergency information to ESF 15 for media and public information releases.

6. Department of Human Services

a. Shall provide an agency PIO to assist with ESF 15 operations as needed.
b. Shall provide social and human assistance public information to ESF 15.

7. Denver Health and Hospital Authority

a. Shall provide an agency PIO to assist with ESF 15 operations as needed.
b. Shall provide medical and public health emergency information to ESF 15 for media and public release.

8. Technology Services

a. Shall provide communication staff to assist with ESF 15 operations as needed.

9. Department of Parks & Recreation

a. Shall provide an agency PIO to assist with ESF 15 operations as needed.

10. Denver International Airport

a. Shall provide a PIO to assist with ESF 15 operations as needed.
b. Shall monitor and provide DIA operations status information.

V. FINANCIAL MANAGEMENT AND ADMINISTRATION

1. All agencies will document all expenses related to their emergency or disaster response and recovery activities. These would include individual expenses as well as overall operating costs. These records will be used for documenting expenditures for potential cost recovery after the incident.
2. Personnel, Equipment and Vehicle Records - All organizations will keep detailed records of all personnel time, equipment and vehicle use to include mileage, fuel consumption, equipment/vehicle maintenance, damage, etc. and report this information to OEM.

VI. ESF DEVELOPMENT, MAINTENANCE, SUPPORT, AND TRAINING

1. The primary responsibility for coordinating the development and maintenance of ESF 15 rests with the Director of the Office of Emergency Management. Other agencies supporting this ESF will assist the Manager through the development and maintenance of their own agencies Standard Operating Procedures (SOP), and mutual aid agreements, as appropriate, that are supportive of this ESF.

2. A periodic review (no less than annually) will be conducted of this ESF for revalidation and necessary changes. Appropriate signatures and approval dates will identify revisions to this plan. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate. All revisions will be submitted to OEM for updating the EOP and distribution to all agencies.

3. In coordination with support agencies and organizations, the primary agency will schedule and conduct training and drill activities that ensure a comprehensive understanding of all ESF roles and responsibilities. The primary agency will at least annually, coordinate with the OEM Exercise and Training Officer to develop and conduct an exercise of the ESF. The exercise will focus on the execution of all roles and responsibilities including those of supporting agencies and organizations, and their respective SOPs that support the ESF to ensure they are prepared to readily respond when activated. All exercise activities will be documented in an After Action Report (AAR) that will identify necessary improvements and potential changes to the ESF document. The ESF will be updated as necessary and revisions distributed to update the EOP.

VII. REFERENCES AND AUTHORITIES

A. References

1. The City and County of Denver EOP, departments and agencies ESF Annex and Standard Operating Procedures (SOPs).

2. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents.

3. This annex does not supplant existing plans or existing authorities, which have been developed for emergency response and recovery incidents; however, to the extent there is a conflict or question of interpretation this annex shall take precedence.

4. Agencies that have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities; these will take precedence over the authorities provided under Robert T. Stafford Disaster Relief and Emergency Assistance Act.

B. Authorities

2. Colorado Disaster Emergency Act (Colorado Revised Statute, Title 24, Article 33.5, Part 7).


4. Denver Revised Municipal Code, Title II, Chapter 16, Article II

5. Mayor's Executive Order No. 85
SUPPORT ANNEX 1: POLICY

PRIMARY AGENCY: DENVER OFFICE OF EMERGENCY MANAGEMENT

SUPPORT AGENCIES: Mayor’s Office
Executive Management Team

I. INTRODUCTION

The purpose of this Support Annex is to identify the guidelines for use within the Policy Section of the City and County of Denver Emergency Operations Plan (EOP) and upon activation of the Emergency Operations Center (EOC) in the event of an emergency or disaster incident.

II. SITUATION AND ASSUMPTIONS

A. The Policy Section will be:

1. A component of the EOC and physically located within close proximity to the EOC, an alternate EOC or field location as directed by the Office of Emergency Management (OEM) Director or Deputy Director.

2. Prepared to respond and participate, and effectively set forth emergency or disaster incident priorities that result in the best opportunities to minimize the loss of life and reduce infrastructure damage.

3. Accountable to the citizens of Denver for their decisions and actions in prioritizing response and recovery activities that protect the community.

4. The Policy Section may amend this document at any time during an emergency or disaster event in order to meet changing operational or policy needs.

III. CONCEPT OF OPERATIONS

1. The Executive Management Team shall serve as the Policy Section and shall collaborate with the Office of Emergency Management (OEM) Director to establish specific priorities that will assist in development of mission objectives that address emergency or disaster incident response and recovery activities.

2. The OEM Director will establish incident management objectives and strategies based upon the priorities set forth by the Policy Section. The OEM Director or Deputy Director will serve as the Incident Commander (IC) and establishing an Incident Command System (ICS) structure and activate respective Emergency Support Functions (ESFs) in accordance with the Denver EOP.

3. The Policy Section shall include those members identified under Section V. Organization or their designee.

IV. RESPONSIBILITIES AND AUTHORITIES
1. The Policy Section is responsible for providing policy guidance and establishment of emergency or disaster response and recovery priorities. Emergency or disaster incident priorities shall:
   a. Assure the public trust is not compromised.
   b. Provide framework to make decisions without unnecessary delay.
   c. Provide citywide consistency in disaster relief efforts.

2. The Policy Section is responsible for timely decision-making regarding life, safety and protection of public property.

3. The Policy Section is responsible for executing decisions based on the overall assessment of data, operations and resource status, and acting on recommendations from the OEM Director or Incident Commander. The Plans, Operations and Logistics Section Chiefs are responsible for providing accurate, timely and comprehensive emergency or disaster incident intelligence to the Incident Commander.

4. The members of the Policy Section will be available on a 24-hour basis, maintain and update emergency contact information and participate in exercises and training activities.

5. The Policy Section shall coordinate with the Joint Information Center (JIC) and ESF 15 Public Information Officer (PIO) to facilitate media release to keep the community informed and to arrange for media interviews with City officials.

6. The Policy Section will evaluate and recommend actions to waive laws, regulations and procedures related to the purchase or procurement of goods, equipment or services to cope with emergency or disaster response and recovery activities, as may become necessary.

V. ORGANIZATION

1. Director/Deputy Director, Mayor’s Office of Emergency Management
2. Mayor, City of Denver
3. Chief Financial Officer, City of Denver
4. Chief of Staff, City of Denver
5. Attorney, City of Denver, Department of Law
6. Manager of Safety, City of Denver
7. Police Chief, City of Denver Police Department
8. Fire Chief, City of Denver Fire Department
9. Undersheriff, City and County of Denver
10. Manager, City of Denver, Department of Public Works
11. Manager, City of Denver, Technology Services
12. Manager, City of Denver, Department of Public Health and Environment
13. Manager, City of Denver, Department of General Services
14. Manager, City of Denver, Department of Human Services
15. Director, Joint Information Center (JIC)
16. CEO, Denver Health and Hospital Authority
17. State and/or federal representative (as needed)
SUPPORT ANNEX 2: PLANNING

PRIMARY AGENCY: DENVER OFFICE OF EMERGENCY MANAGEMENT

SUPPORT AGENCIES: All Emergency Support Function (ESF) Primary Agencies

I. INTRODUCTION

This Support Annex provides guidance for the Planning Section support functions that focuses on the collection, analysis, and dissemination of information about a potential or actual emergency or disaster incident. The collection of information is critical to establishing a comprehensive understanding of an emergency or disaster incident. Real-time, situational awareness enables effective decision making as to the probable course of an emergency or disaster incident, identifies the status of resources, and supports the preparation of alternative response and recovery strategies.

The Planning Section is responsible for formulating the best possible picture of an emergency or disaster incident. This process is completed by the development of incident Situation Reports (SITREPs) and Incident Action Plans (IAPs). The documented information provides a foundation for continued refinement of strategic incident response and recovery priorities and objectives. This annex is applicable to all declared and undeclared emergency or disaster incidents and may be applied during activation of the EOC and during stand-by periods.

II. SITUATIONS AND ASSUMPTIONS

1. In an emergency or disaster incident there is a need for a central collection point where situation information can be compiled, analyzed, and prepared for use by decision makers.

2. Real-time, situation awareness is vital to the EOC and Emergency Support Function (ESF) staffs in order to identify and support response needs and complete damage assessments.

3. There is an immediate and continuous demand by government officials for information about developing or ongoing emergency or disaster incidents.

4. There may be a need to rapidly deploy field observers or assessment personnel to the impacted area to collect additional critical information about resource requirements for victims or to conduct an immediate situation assessment to determine potential state and federal response needs.

5. The Planning Section, (which includes information collection and analysis, situation reporting, and IAP development) is a component of the Incident Command System (ICS) and a function within the EOC.

III. CONCEPT OF OPERATIONS

A. General

1. The Planning Section will support initial assessment of emergency or disaster incident situations and will provide timely and appropriate information to support the OEM
Director in determining the appropriate course of emergency response actions and level of EOC activation. The Planning Section will assess response operations and resource status through ESF staff communications with field responders. This information will assist the OEM Director or EOC Incident Commander in assessing needs for state and/or federal resources.

2. In the initial period of an incident, the main avenue for the collection of emergency or disaster information should be from local sources (primarily first responders and other government representatives) who should report information to the respective ESF primary agency staff in the EOC. In the EOC, information collected from field operations should be communicated to all levels of the ICS organizations to facilitate a collective approach to support tactical field operations. The proper sharing of information ensures accurate, real-time situational awareness for the purpose of evaluating mission objectives and the success of response and recovery activities.

3. The Planning Section activities commence under the direction of the OEM Director based on the need to monitor potential or developing emergency or disaster incident situations. If it is determined that response and recovery assistance will be required, the OEM Director shall activate the EOC and ESFs as necessary. ESF personnel will monitor and query response personnel to assist the Planning Section in compiling a comprehensive SITREP. The EOC and ESF staff will continually monitor and update the Planning Section on incident situations.

4. The information collection process should change from one involving overall assessment of the severity of the incident to one describing the status of the response and recovery efforts and identification of tasks and resources necessary for following operational periods.

B. Organization

1. A Planning Section Chief will be appointed by the OEM Director or EOC Incident Commander. The Planning Section Chief is responsible for establishing the Planning Section. The Section Chief may adjust the size and structure of the section to fit the needs of a specific emergency or disaster incident. The Section Chief consults with the OEM Director or EOC Incident Commander to determine the timetable for SITREPs, IAPs and status briefings.

   a. Situation Unit

      i. Collects, analyzes, and displays information regarding the incident and the location of critical resources. The latter may include special teams, task forces, deployed personnel, and resource tracking information maintained by the Logistics Section. Maintains situation information displays, and collects and analyzes information to be used in the SITREPs, IAPs and status briefings.

      ii. Analyzes long-term trends and assists team leadership with the development of strategic plans and formats; Identifies critical planning issues and provides general planning support to the EOC, ICS and Policy Section.

   b. Documentation Unit
i. Assists in briefings or special planning meetings; produces and disseminates SITREPs, and IAPs based on the ESF operation plans, contingency plans based on specific issues, and long-range management plans concerning personnel and operational priorities.

ii. Maintains archival files and records for an emergency or disaster incident and provides administrative support to the Planning Section. Solicits inputs for SITREPs and IAPs from ESFs, and prepares the after-action report.

c. Technical Specialist Unit

i. Establishes and maintains a Geographic Information System (GIS) capable of generating GIS products and analyses, including maps and tables, and coordinating with other state and federal GIS tools as necessary.

ii. Provides hazard-specific technical advice to support operational planning; and uses additional subject matter experts or technical specialists such as an intelligence specialist, legal counsel, meteorologist, or seismologist, as needed.

d. Resource Unit

i. Prepares and maintains resource allocation and deployment status tracking system. Establishes procedures and communicates with staging areas to track resource status as assigned, available, or out of service.

ii. Ensures total accountability of all incident resources including personnel and equipment.

e. Demobilization Unit

i. Prepares and obtains approval of demobilization plan including necessary decontamination.

ii. Coordinates with logistics transportation capabilities required to support demobilization. Monitors and communicates with resource unit on status of mobilized equipment.

2. ESF primary agencies should identify a staff liaison or a point of contact to staff and support the Planning Section. These individuals will be assigned to serve as unit leaders or planning support staff to sustain required planning functions. They will assist in the collection, analysis, and dissemination of information and the preparation of SITREPs and IAPs. In addition, all agencies as appropriate should identify a staff liaison or a point of contact to provide technical expertise, data, advice, and staff support for disaster operations and situation assessment activities, as may be required.

IV. RESPONSIBILITIES
1. The OEM will establish the Planning Section as part of the ICS structure. The Planning Section Chief and support units (as required) will provide planning support to the Command, General Staff, the EOC and ESF representatives.

2. The Planning Section functions may begin at the occurrence of an incident or upon the pre-incident monitoring of an escalating situation (e.g., civil gathering that escalates to violence). In some instances, this could precede the onset of an emergency or disaster (e.g., during an approaching winter storm when the OEM Planning Section operates as a monitoring group).

3. The Planning Section will ensure information collection and dissemination result in a clear and accurate picture of an emergency or disaster incident and resource status that enables decision-makers to effectively predict probable courses of the situation.

4. The Planning Section will communicate with all the EOC and ICS functions to ensure accurate information and timely development and dissemination of SITREPs and IAPs.

5. The Planning Section will be staffed and function throughout the duration of an emergency or disaster incident. Transition from emergency response to recovery does not change the mission of the Planning Section, nor does it affect the basic functions of information gathering, analysis, dissemination, and planning.

6. As the tempo of disaster operations slows, the staff of the Planning Section may be gradually reduced. As the focus shifts to the economic impact of an emergency or disaster incident, there will be an increased need for specific economic and demographic information provided by the Technical Services Unit.

7. During the recovery phase, the Planning Section responsibilities will shift from the daily action plan to long-range management plans. Much of this planning will be coordinated with the other ICS Sections and ESF Branches. The planning staff will collate the information and facilitate the process.

8. The Planning Section will continue to prepare and disseminate SITREPs and conduct formal briefings during the recovery phase, although the frequency of both should be gradually reduced.
SUPPORT ANNEX 3: OPERATIONS

PRIMARY AGENCY: DENVER OFFICE OF EMERGENCY MANAGEMENT

SUPPORT AGENCIES: All Emergency Support Function (ESF) Primary Agencies

I. INTRODUCTION

The Operations Support Annex provides the framework through which Emergency Support Function (ESF) primary and support agencies coordinate and execute the common functional processes that ensure efficient and effective emergency or disaster strategic incident management. The actions to be taken by primary and support agencies are not limited to particular types of incidents but are overarching in nature and applicable to nearly every type of emergency or disaster.

The Operations Section Chief coordinates ESF functions through his Branch Directors (as established by Incident Command System needs) and establishes strategic directions to accomplish emergency or disaster incident objectives. Through communication with Branch Directors (which are representatives of the ESF primary agencies), the Operations Section Chief identifies, validates and prioritizes emergency or disaster response and recovery resource needs. The Operation Section which is comprised (as needed) of Branches, Divisions, and Groups which are staffed by ESF primary and support agency representatives, collaboratively determine the best tactics needed to implement response and recovery strategies within an operational period. The Operations Section monitors field operations to determine if the implemented strategies and resources provided are both valid and adequate to meet response and recovery requirements.

II. SITUATION AND ASSUMPTIONS

1. The Operations Section is a component of the City of Denver Office of Emergency Management (OEM) and the Emergency Operations Center (EOC).

2. The Operations Section has full functional responsibility for implementing emergency or disaster incident strategic operations and identifying tactical operation resource needs through ESF primary agencies.

3. The operation sections mission is generally dictated by size, scope and complexity of an emergency or disaster incident. Tactical resource needs and incident objectives will dictate the duration of operational functions and the span of control considerations.

III. CONCEPT OF OPERATIONS

A. General

1. The Operation Section supports the incident management mission by providing the leadership, expertise, and authority to implement critical activities of emergency or disaster response and recovery. The Operations Section Chief coordinates with the ESF primary agencies to identify, validate and prioritize emergency or disaster resource needs.

2. In accordance with the EOP, the Incident Command Structure (ICS) through the EOC retains responsibility for overall strategic incident management. The ESF primary and
support agencies and their respective representatives assigned to the EOC are responsible for implementation of processes as detailed in the ESF annexes.

3. When the functions of a specific ESF are required to assist tactical field operations in obtaining and fulfilling specific resource needs, the ESF primary agency will collaborate with the Operation Section Chief in order to facilitate a coordinated delivery of required resources.

4. The Operations Section will facilitate the necessary communications to keep ESFs and other organizational elements informed of ongoing annex activities; and assist ESFs in strategic planning for short-term and long-term emergency or disaster response and recovery operations.

B. Organization

1. The functions of the Operation Section will be consistent with the Denver EOP which reflects the National Response Plan (NRP). The EOC shall utilize the National Incident Management System (NIMS) as an organizational framework which is structured to command and control incidents using a modular, functionally-oriented Incident Command System (ICS) that can be tailored to the kind, size and management needs of the incident. ICS is employed to organize and unify multiple disciplines with multiple responsibilities under one functional organization. The EOC organization’s staff is built from a “top-down” approach with responsibility and authority placed with the EOC director as the strategic Incident Commander (IC). The field Incident Commander has full authority and responsibility for all tactical decisions.

2. The Operations Section will be structured around the 15 ESFs and the primary agency as follows:

- ESF 1 – Transportation, Department of Public Works
- ESF 2 – Communications, Technology Services
- ESF 3 - Public Works, Department of Public Works
- ESF 4 – Fire, Denver Fire Department
- ESF 5 - Emergency Management, Denver Office of Emergency Management
- ESF 6 - Mass Care, Denver Office of Emergency Management
- ESF 7 - Resource Support, Department of General Services
- ESF 8 – Health and Medical, Department of Public Health and Environment
- ESF 9 - Urban Search and Rescue, Denver Fire Department
- ESF 10 - Hazardous Materials, Denver Fire Department
- ESF 11 – Animal Care, Department of Public Health and Environment
- ESF 12 - Energy, Department of Public Works
- ESF 13 – Law Enforcement, Denver Police Department
- ESF 14 – Long Term Recovery, Denver Office of Emergency Management
- ESF 15 – Public Information, Denver Office of Emergency Management

3. The Operations Section Chief will be appointed by the OEM Director or EOC Incident Commander. The Operations Section Chief will activate the necessary ESF primary agencies based on size and complexity of an emergency or disaster incident.

4. The ESF primary agencies, in coordination with the Operations Section Chief will use their authorities, subject-matter experts, and agency capabilities to fill resources needs.
5. When ESF primary agencies need specific support elements as dictated by field tactical operations and resources requests, the primary agency will request support agency assistance.

C. Operations Activation

1. The OEM Director will activate the EOC and establish the ICS structure in accordance with one of three operational levels. The operational level will be determined by the size and complexity of an emergency or disaster incident. The operational levels are:

   a. **Level III** – Minimum activation of the EOC to include the OEM Duty Officer as the Operations Section Chief and a Logistics Section Chief to monitor the situation. In addition, ESF 1 (Transportation), ESF 3 (Public Works), ESF 4 (Firefighting), ESF 8 (Health and Medical) and ESF 13 (Law Enforcement) positions shall be staffed with the primary agency representatives. Examples of Level III activation may include minor flooding or a small to medium pre-planned event.

   b. **Level II** – Limited activation of the EOC to include the OEM Director/Deputy Director, OEM Duty Officer as the Operations Section Chief, Logistics Section Chief, Planning Section Chief, Finance and Administration Section Chief and all 15 ESF positions staffed with the primary agency representatives. The Executive Management Team and Joint Information Center are optional at this level. Examples of Level II activation may include major flooding, a large pre-planned event, or a Homeland Security threat level of “orange.”

   c. **Level I** - Full activation of the EOC to include all ICS functions and all 15 ESFs staffed with the primary agency representatives. Some ESFs may require additional support agency staff. The Executive Management Team and the Joint Information Center are activated at this level. Examples of Level I activation may include a high intensity disaster in a relatively small area, a lower intensity disaster in a city wide or regional area, or a Homeland Security threat level of “red.”

IV. RESPONSIBILITIES

1. The Operations Section is responsible for fulfilling the resource requests of tactical field operations that support emergency or disaster incident response and recovery activities. The Operations Section will ensure timely delivery of necessary resources in order to mitigate of immediate hazards, save lives, minimize property damage and assist responders to establish situational control.

2. The Operations Section Chief activates and collaborates with the ESF primary agencies to identify resource requirements. The Operations Chief will managed ESF resource requests through a process of validating and prioritizing ESF resource needs.

3. The Operation Section will participate in the planning process through development of operational plans that identify objectives and required tasks to accomplish short-term and long-term incident priorities as established by the Policy Section. The operations plan will be incorporated in the Incident Action Plan (IAP) and the Operations Section Chief will be responsible for directing the execution of the IAP.

4. The Operation Section Chief will be responsible for monitoring and communicating with the Incident Commander and Planning Section Chief the status of resource deployment and success in supporting field tactical operations.
5. The Operations Section Chief will communicate with the Logistic Section Chief as to the status resource request fulfillment, availability of resources, and scheduled deployment. The Operations Chief will be responsible for approving the release of resources from active assignment (not necessarily from the incident).

6. The IC and Operation Section Chief have the flexibility to adjust the IAP based on incident situations.
SUPPORT ANNEX 3: LOGISTICS

PRIMARY AGENCY: OFFICE OF EMERGENCY MANAGEMENT

SUPPORT AGENCIES:
Department of General Services
Department of Public Works
Technology Services
Salvation Army
American Red Cross

I. PURPOSE

This Support Annex provides guidance for logistical support in assisting response agencies to secure personnel, equipment, supplies and materials, and facility during an emergency or disaster incident. This annex is applicable to all declared and undeclared emergencies or disasters and may be applied both during activations of the Emergency Operations Center (EOC) and during standby periods.

The Office of Emergency Management (OEM) through the Incident Command System (ICS) will establish a Logistics Section and appoint a Section Chief. The Logistics Section will provide necessary coordination and procurement of supplies, material, or manpower to satisfy emergency or disaster incident response and recovery requirements.

II. SITUATION AND ASSUMPTIONS

1. Emergency or disaster response may rapidly consume assets of response agencies and organizations.

2. Response agencies and organizations may not have sufficient inventories of supplies and equipment to satisfy needs beyond normal daily operations.

3. Response agencies may not have sufficient fiscal resources to meet disaster needs.

4. Logistical support is a component of ICS and a function within the EOC.

III. CONCEPT OF OPERATIONS

A. General

1. When the EOC is activated an ICS structure is established by the OEM Director which includes: Policy Section, Operations Section, Plans Section, Logistics Section, and Finance and Administration Section. Based upon the size and complexity of an emergency or disaster incident, the Logistic Section Chief can establish multiple Units within the Logistics Section to assist with logistical support operations. These Units may include Communications, Supply, Facilities, Medical and Food.

2. The Logistics Section will focus on securing incident response resources to support Emergency Support Function (ESF) primary and support agencies. Logistics will coordinate telecommunication and network resources to assist agencies and the EOC to ensure that landline, radio communications systems and network interface capabilities are maintained during an emergency or disaster incident.
3. The Logistics Section will receive resource requests for personnel, equipment, supplies and materials which are communicated to the EOC from the field. Response agencies will communicate with respective ESF primary agency contacts in the EOC to identify resource needs. Requests will be vetted through the Operations Section Chief and forwarded to the Logistics Section Chief.

4. The Logistics Section and support Units will satisfy resource requests by the most efficient and expeditious means available while ensuring adherence to fiscal statutes and administrative regulations.

B. Resource Management

1. In preparation to ensure timely and effective acquisition and delivery of resources during an emergency or disaster incident, the OEM Logistics Chief shall:
   a. Review prior incidents, related after-action reports, etc., and conduct response agency assessments to identify shortcomings and resource deficiencies.
   b. Execute agreements and maintain a list of vendors and private business that can readily supply services and goods to ensure timely response in filling resource requests.
   c. Designate Points of Distribution (POD), staging areas, and warehousing facilities and develop procedures that ensure prompt and orderly deployment of resources.
   d. Establish procedures that ensure collaboration with the Finance and Administration Section to effectively procure, record, and account for expenditures of all funds associated with resource acquisitions.

C. Financial Controls

1. Timely acquisition of resources to support emergency or disaster incident response and recovery activities is crucial to achieving the operational objectives of saving lives and protecting property. The Logistics section will employ expeditious means of procuring goods and services. However, procurement of all resources will be conducted in accordance with City of Denver statutory requirements and financial management rules and regulations.

2. The Logistics Section, in collaboration with the Finance and Administration Section, will provide fiscal guidance to all ESF agencies in addition to other local jurisdiction agencies, volunteer organizations and private businesses that may procure and/or supply goods and services. The Logistic Section will ensure that sound financial management controls, policies, and procedures are employed and that:
   a. Acquired and deployed resources achieve their intended results.
   b. Resources are used consistent with agency missions.
   c. Resources are protected from waste, fraud, and mismanagement.
   d. Required fiscal rule and regulations are followed.

D. Records and Supporting Documentation

1. The Logistics Section will maintain an electronic database that captures all resource requests, the tasks and actions taken, acquisition status, to and from destinations, estimated time of arrival and deployment, who completed the procurement, and all costs associated with acquiring the resource. The database will provide the capability
to receive, store, track, monitor, analyze and disseminate resource acquisition and financial management reports.

2. All resources that require an expenditure of funds will result in a purchase record that includes but is not limited to: a copy of the agency request for resource(s), a copy of an approved purchase order or log of credit card authorization, a vendor invoice, a shipping slip, and a signed, and acknowledgement of goods received. The Logistics Section will maintain all records, receipts and documents to support claims, purchases, potential reimbursements and disbursements of state and/or federal disaster relief funds.

IV. RESPONSIBILITIES

1. The OEM will establish a Logistics Section as part of the ICS structure. The Logistics Section Chief and support Units (as required) will provide logistical support to emergency or disaster incident response and recovery activities.

2. ESF agencies will assess response requirements and determine unmet needs and communicate those needs to the Operations Section Chief. The Operations Section Chief will direct resource request to the Logistic Section Chief for tasking.

3. The Logistics Section will implement a system of “single point ordering” through working with supporting agencies assets that can provide administrative resources necessary to accomplish the mission of resource acquisition.

4. The Logistics Section will maintaining records, track and monitor resources, including equipment, supplies and materials, and other assets employed for emergency or disaster incident response and recovery activities.

5. The Logistic Section will collaborate with other local jurisdictions to fill unmet resource needs through use of mutual aid compacts.

6. If state and federal assistance is provided, the Logistics Section will coordinate with respective state and federal logistic operations requesting and acquiring assets that are tasked to support state and local agencies responding to an incident.

7. The Logistics section will provide support and sustainment of EOC infrastructure capabilities including but not limited to coordinating with support agencies for facility, telecommunications and network maintenance, food service, security, and audio visual equipment.
GLOSSARY OF ACRONYMS AND DEFINITIONS

Acronyms

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<td>American Red Cross</td>
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<tr>
<td>B</td>
<td>Chemical, Biological, Radiological, Nuclear and Explosive</td>
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<td>C</td>
<td>Centers for Disease Control</td>
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<tr>
<td>CBRNE</td>
<td>Colorado Division of Emergency Management</td>
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<td>CDEM</td>
<td>Colorado Department of Local Affairs</td>
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<td>CFO</td>
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<td>CFR</td>
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<td>CIAC</td>
<td>Colorado Intelligence Analysis Center</td>
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<td>COVAD</td>
<td>Colorado Voluntary Organizations Active in Disasters</td>
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<td>CST</td>
<td>Civil Support Team</td>
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<td>D</td>
<td>Department of Public Health and Environment</td>
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<td>DDPHE</td>
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<td>Department of Homeland Security (Federal)</td>
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<td>DIA</td>
<td>Denver International Airport</td>
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<td>Denver Police Department</td>
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<td>Denver Sheriff’s Department</td>
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<td>E</td>
<td>Emergency Alert System</td>
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<td>EMS</td>
<td>Emergency Medical Services</td>
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<td>EO</td>
<td>Executive Order</td>
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<td>EOC</td>
<td>Emergency Operations Center</td>
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<td>Emergency Operations Plan</td>
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<td>EPA</td>
<td>Environmental Protection Agency</td>
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<td>EPCRA</td>
<td>Emergency Planning and Community Right-to-Know Act</td>
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<td>EPI</td>
<td>Emergency Public Information</td>
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<td>Emergency Response Team</td>
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<td>ESF</td>
<td>Emergency Support Function</td>
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<td>F</td>
<td>Federal Aviation Administration</td>
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<td>FBI</td>
<td>Federal Bureau of Investigation</td>
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<td>FEMA</td>
<td>Federal Emergency Management Agency</td>
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<td>H</td>
<td>Hazardous Materials</td>
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<td>HSPD</td>
<td>Homeland Security Presidential Directive</td>
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City and County of Denver
Emergency Operations Plan

I
IC Incident Commander
ICS Incident Command System

J
JIC Joint Information Center

K

L
LEPC Local Emergency Planning Committee

M
MA Mission Assignment
MCP Mobile Center Post
MMRS Metropolitan Medical Response System

N
NDMS National Disaster Medical System
NFPA National Fire Protection Association
NIMS National Incident Management System
NOAA National Oceanic and Atmospheric Administration
NRP National Response Plan
NWS National Weather Service

O
OEM Office of Emergency Management

P
PIO Public Information Officer
PL Public Law
PPE Personal Protective Equipment

Q

R
RFA Request for Assistance

S
SA Staging Area
SARA Superfund Amendments and Reauthorization Act
SEOC State Emergency Operations Center

U
USAR Urban Search and Rescue

V
VOAD Voluntary Organizations Active in Disasters

W
WMD Weapons of Mass Destruction
Definitions

A

AFTER ACTION REPORT – Following a response to a disaster, the OEM will coordinate an after-action report documenting the local (state and federal, if required) response effort. Each agency involved in the response will keep records of its activity to assist in preparing the after-action report.

B

BIOLOGICAL AGENTS – The FBI WMD Incident Contingency Plan defines biological agents as microorganisms or toxins from living organisms that have infectious or noninfectious properties that produce lethal or serious effects in plants and animals.

C

CHEMICAL AGENTS – The FBI WMD Incident Contingency Plan defines chemical agents as solids, liquids, or gases that have chemical properties that produce lethal or serious effects in plants and animals.

COLORADO VOLUNTARY ORGANIZATIONS ACTIVE IN DISASTERS – COVOAD is a coalition of voluntary organizations organized at state and local levels. In non-disaster periods, it meets to discuss emergency management issues and encourage cooperation, communication, coordination, and collaboration among voluntary organizations. In the response period, each individual organization functions independently, yet cooperatively.

CREDOBLE THREAT – The FBI conducts an interagency threat assessment that indicates the threat is credible and confirms the involvement of a WMD in the developing terrorist incident.

CRITICAL INCIDENT – A critical incident is any event that has a stressful impact sufficient enough to overwhelm the usually effective coping skills of either an individual or a group. Critical incidents are typically sudden, powerful events that are outside the range of ordinary human experiences. Because they are so sudden and unusual, they can have a strong emotional effect even on well-trained, experienced people.

D

DEBRIEFING – The debriefing takes place immediately or relatively soon after the critical incident is finished and lasts between twenty and forty-five minutes. It is designed to assist in allowing response and recovery personnel the opportunity to express situational concerns and process event information.

DEMOBILIZATION - DE-ESCALATION - DECOMPRESSION – All three words are used as synonyms to mean a brief intervention that is reserved for use immediately after a disaster or other large scale incident. The intervention is designed to provide a transition period from the world of the traumatic event back to the world of the routine. As personnel are relieved from their shift, they are sent as a unit to a demobilization center. Here they are given a briefing on critical incident stress, the symptoms they might encounter and some suggestions which will be immediately helpful to them during the next twenty-four to seventy-two hours or until a debriefing can be arranged to discuss the incident.

D

DESIGNATED AREA – The geographic area designated under a Presidential disaster declaration that may be eligible to receive disaster assistance in accordance with the provisions of the Stafford Act.

DIRECT FEDERAL ASSISTANCE – Is provided to the affected State and local jurisdictions when they lack the resources to provide specific types of disaster assistance either because of the specialized nature
of the assistance, or because of resource shortfalls (e.g., providing debris removal, potable water, emergency medical services, urban search and rescue) etc.

**DUTY OFFICER** – A 24-hour position that is staffed on rotation by a member of the Denver Office of Emergency Management. The duty officer is the citywide point of contact for alerting agencies of emergency or disaster incidents and situations.

**EMERGENCY SUPPORT FUNCTIONS** – Includes warning and communications services, providing transportation and routing services, restoration of utilities, engineering, sheltering and welfare, medical care, search and rescue, animal care, public information, law enforcement, fire fighting and other activities.

**EMERGENCY MANAGEMENT** – A comprehensive, uniform government response to man-made or natural hazard emergency or disaster incidents. Emergency management includes the preparation for, response to, recovery from and mitigation against potential emergency or disaster incidents.

**EMERGENCY OPERATIONS CENTER (EOC)** – The central location from which the Incident Commander and General Staff setup emergency or disaster incident command and control, and direct strategic response and recovery to support field tactical operations.

**HAZARDOUS MATERIAL** – A term used in this plan to generically define any chemical, substance, material or waste which may pose an unreasonable risk to health, safety, property and/or the environment.

**INCIDENT COMMAND SYSTEM (ICS)** – An incident management system applicable to all emergencies or disaster incidents. ICS establishes a standard organizational structure, defines agency and personnel roles and responsibilities, and uses common terminology that enables all participants to function effectively and efficiently together to prepare for, respond to and recover from all hazards.

**INCIDENT COMMANDER (IC)** – The individual who has overall command of an emergency incident.

**IN-KIND DONATIONS** – A donation for disaster survivors other than a cash donation (i.e., a material donation or professional service).

**JOINT INFORMATION CENTER (JIC)** – The central location where all Public Information Officers (PIOs) will gather to develop and monitor emergency or disaster information, and coordinate and facilitate public information releases and media interactions.

**LOCAL EMERGENCY** – Means the existence of conditions of disaster or extreme peril to the safety of persons or property within the territorial limits of a county, city or town, which are or are likely to be beyond
the control of the services, personnel, equipment and facilities of the political subdivision as determined by its governing body and which require the combined efforts of other political subdivisions.

LOCAL EMERGENCY PLANNING COMMITTEE (LEPC) – A committee formed to implement local government compliance with SARA Title III. This committee is responsible for the development and maintenance of the local hazardous materials plan, for providing community right-to-know information, and for seeking and using input from people with different types of disabilities (i.e. mobility, vision, hearing, cognitive, psychiatric, and other disabilities) regarding emergency management planning within the City and County of Denver, including preparation, notification, evacuation and transportation, sheltering, first aid and medical services, temporary lodging and housing, transition back to the community, clean up, and other emergency- and disaster-related programs, services, and activities.

MEMORANDUM OF AGREEMENT/UNDERSTANDING (MOA/MOU) – The written agreement between a sponsoring organization and other governmental jurisdictions and/or agencies. The MOA / MOU outlines responsibilities of each signatory in the event of an activation of the agreement/understanding. The MOA / MOU may serve as the basis for reimbursement of operational expenditures during activation.

MITIGATION – Activities that eliminate or reduce the probability of a disaster occurring. It also includes long-term activities that reduce the effects of unavoidable disasters.

PREPAREDNESS – The development of plans and procedures by government, organizations and individuals to save lives and minimize disaster damage and enhance disaster response operations.

RECOVERY – Activities traditionally associated with providing Federal supplemental disaster relief assistance under a Presidential major disaster declaration. These activities usually begin within days after the event and continue after response activity ceases. Recovery includes individual and public assistance programs that provide temporary housing assistance, as well as grants and loans to eligible individuals and government entities to recover from the effects of a disaster.

RESPONSE – Activities to address the immediate and short-term effects of an emergency or disaster. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response assistance will be provided through activation of the EOP, the EOC and establishment of an ICS structure using a partial activation or the full activation of all ESFs to meet the needs of the emergency or disaster incident.

SPILL – Includes, but is not limited to, any spilling, leaking, pumping, pouring, emitting, emptying, or dumping of any hazardous material or oil.

STATE OF EMERGENCY – means the duly proclaimed existence of disaster or of extreme peril to the safety of persons or property caused by air pollution, fire, flood or flood-water, storm, epidemic, riot,
earthquake or other causes, except those resulting in a state of war emergency, which are or are likely to be beyond the control of the services, personnel, equipment and facilities of any single county, city or town, and which require the combined efforts of the state and the political subdivision.

SUPERFUND AMENDMENTS AND REAUTHORIZATION ACT OF 1986, TITLE III (a.k.a. EMERGENCY PLANNING AND COMMUNITY RIGHT -TO -KNOW ACT) – Requires the development of local plans for hazardous materials response and the development of systems to provide community right-to-know information to citizens.

I

TERRORIST INCIDENT – The FBI defines a terrorist incident as a violent act, or an act dangerous to human life, in violation of the criminal laws of the United States or of any State, to intimidate or coerce a government, the civilian population, or any segment thereof in furtherance of political or social objectives.

TOXIC CHEMICAL – Any substance on the list described in Section 313 A1 of Title III.

TRAUMA – Any event that attacks the psyche and breaks through the defense system with the potential to significantly disrupt one's life, perhaps resulting in a personality change or physical illness if it is not managed quickly and/or effectively.

TRAUMATIC STRESS – The stress response produced when a person is exposed to a disturbing traumatic event. The traumatic stress reaction may be immediate or delayed.

U

UNIFIED COMMAND – A standard method to coordinate command of an incident when multiple agencies have jurisdiction.

V

VOLUNTARY ORGANIZATIONS ACTIVE IN DISASTER (VOAD) – Organized at the state and local levels. VOAD members meet to prepare for disasters. In the response period, each individual member functions independently.

W

WEAPON OF MASS DESTRUCTION – Title 18, U.S.C. 2332a, defines a WMD as (1) any destructive device as defined in Section 921 of this title, [which reads] any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary charge of more than one-quarter ounce, mine, or device similar to the above; (2) poison gas; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.