

# ARAPAHOE COUNTY EMERGENCY OPERATIONS PLAN 2015



**ARAPAHOE COUNTY**  

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**COLORADO'S FIRST**



In Cooperation With:

The cities, municipalities, jurisdictions and special districts within Arapahoe County

## PROMULGATION DOCUMENT

This document serves as the formal declaration and announcement of the issuance of the ***Arapahoe County Emergency Operations Plan*** (EOP).

This plan is intended to provide Arapahoe County officials and critical stakeholders with a basis for the coordinated management of disaster incidents in order to preserve life, property and natural resources, and to minimize the impacts of the disaster on the community in order to resume daily county operations and community conditions as quickly as possible.

All offices of elected officials, departments, agencies and organizations in Arapahoe County are responsible for developing and maintaining up-to-date internal standard operating procedures, training and exercise plans, and plan maintenance procedures in order to support the overall EOP. The coordination and integration of emergency plans and procedures is an ongoing process that should be collectively promoted by convening inter-agency meetings, formulating mutual aid agreements, and by conducting or participating in multi-agency and inter-jurisdictional emergency exercises.

X   
Nancy N. Sharpe  
County Commissioner - Chair

X   
Matt Crane, Witness  
Clerk and Recorder

## **APPROVAL AND IMPLEMENTATION**

The purpose of the ***Arapahoe County Emergency Operations Plan*** (EOP) is to provide general guidelines and principles for planning, managing and coordinating the overall response and recovery activities of Arapahoe County agencies before, during and after major planned events, emergencies, or disaster events.

The EOP applies to all unincorporated areas of Arapahoe County and incorporated areas that have agreements with Arapahoe County, or rely on Arapahoe County for the provision of emergency management assistance.

The EOP is consistent with the accepted standards and principles of the National Incident Management System (NIMS) as mandated by Homeland Security Presidential Directive #5 (HSPD 5), as well as Presidential Policy Directive 8 (PPD-8). The use of NIMS ensures that Arapahoe County's response and recovery efforts are aligned with the nationally accepted emergency management system for addressing all types of hazards and for integrating multiple agencies, jurisdictions and disciplines into a coordinated response and relief effort.

This document utilizes the all-hazards preparedness and planning approach, which is consistent with federal guidelines including NIMS, the National Response Framework (NRF), the National Preparedness Goal, and the Core Capabilities List. As such, the EOP recognizes that while all disaster situations are unique, key response and recovery activities and planning elements are consistent.

The plan is organized into four parts:

1. **Basic Plan:** This section introduces the overall EOP and gives it authority, provides the general planning concept, outlines standard or commonly accepted agency responsibilities at a county level, and identifies legal authorities and references. The EOP is considered a public document, though it may be 'washed' prior to public distribution to remove phone numbers and names as appropriate.
2. **Incident Appendices:** Hazard-specific information relating to the unique responsibilities and resource requirements of the types of disasters most likely to be faced in Arapahoe County are collected in these documents. Hazard-specific information is based on the 2015-2020 Arapahoe County All-Hazards Mitigation Plan. These appendices may be washed to remove sensitive information prior to public release.
3. **Emergency Support Function (ESF) Annexes:** Each Annex contains a general description of the function, the major response and recovery responsibilities of the function, and identifies primary and support agencies. These are planning documents, not procedural documents, and are typically available for public purview. Lead agencies may identify other planning efforts or procedures that assist in the execution of the ESF. These documents may fall under different rules or requirements for public availability.
4. **Annexes:** These documents provide specific information or tools such as maps, sample or actual contracts and agreements, phone lists, specialized county programs, ICS guidelines, or diagrams. Annexes serve to augment the EOP; due to the sensitive nature of their content, they are not considered public documents. This section is updated more frequently than the rest of the plan to reflect changes in best practices and standard operating procedures.

The statutory responsibility for the management of an emergency or disaster in Colorado rests with the duly elected leadership of each jurisdiction. For events requiring decisions about the commitment of resources beyond those normally available to county emergency response agencies, the following line of succession will be observed, based on the availability of the senior ranking public official:

1. Board of County Commissioners
2. Arapahoe County Sheriff

In Arapahoe County, the Board of County Commissioners has delegated statutory responsibility of the Director, Deputy Director and Coordinator of Arapahoe County Emergency Operations and Disaster Agency to the Arapahoe County Sheriff.

This document (Version 4, issued in December 2015) supersedes all previous versions of the plan.

Major modifications to this document must be submitted to the Board of County Commissioners for approval prior to implementation or distribution. Minor modifications may be made by the Arapahoe County Office of Emergency Management without prior approval by the Board. The definitions of major and minor modifications are located in the Glossary.

All changes to the document shall be noted in the Record of Changes document, which shall be a continuous record from all versions of the plan beginning with Version 4.

This plan is approved and implemented effective upon adoption by the Board of County Commissioners on December 17, 2015 by Resolution No. 150638, which authorizes the Chair of the Board of County Commissioners to sign the Emergency Operation Plan for a period of five (5) years from December 17, 2015 to December 17, 2020.



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## RECORD OF DISTRIBUTION

This record serves as official documentation for the distribution of this planning document, in part or in whole, to critical stakeholders. The record is maintained in its entirety and carries over between various versions of the planning document. Changes to the document noted in the Record of Changes should be distributed to relevant parties and tracked in this section as well.

<b>Date</b>	<b>Name/Title</b>	<b>Agency</b>	<b>Distribution</b>	<b>Signature</b>
MM/DD/YY	John Smith, Title	Arapahoe County	Entire Plan Document, Version 10.0 (electronic)	
	Nancy Doty, Commissioner	Arapahoe County	Entire Plan Document, V. 4 hardcopy	
	Nancy Jackson, Commissioner	Arapahoe County	Entire Plan Document, V. 4 hardcopy	
	Nancy N. Sharpe, Commissioner	Arapahoe County	Entire Plan Document, V. 4 hardcopy	
	Rod Bockenfeld, Commissioner	Arapahoe County	Entire Plan Document, V. 4 hardcopy	
	Bill L. Holen, Commissioner	Arapahoe County	Entire Plan Document, V. 4 hardcopy	
	Corbin Sakdol, Assessor	Arapahoe County	Entire Plan Document, V. 4 hardcopy	
	David C. Walcher, Sheriff	Arapahoe County Sheriff's Office	Entire Plan Document, V. 4 hardcopy	
	Kelly Lear-Kaul, Coroner	Arapahoe County	Entire Plan Document, V. 4 hardcopy	
	Matt Crane, Clerk and Recorder	Arapahoe County	Entire Plan Document, V. 4 hardcopy	
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Andrea Rasizer, Communication	Arapahoe County	Entire Plan Document, V. 4 electronic
Dick Hawes, Facilities & Fleet Management	Arapahoe County	Entire Plan Document, V. 4 electronic
Cheryl L. Ternes, Human Services	Arapahoe County	Entire Plan Document, V. 4 electronic
Dave Schmit, Public Works & Development	Arapahoe County	Entire Plan Document, V. 4 electronic
Don Klemme, Community Resources	Arapahoe County	Entire Plan Document, V. 4 electronic
Janet Kennedy, Finance	Arapahoe County	Entire Plan Document, V. 4 electronic
Ron Carl, County Attorney	Arapahoe County	Entire Plan Document, V. 4 electronic
Patrick Hernandez, Human Resources	Arapahoe County	Entire Plan Document, V. 4 electronic
David Bessen, IT	Arapahoe County	Entire Plan Document, V. 4 electronic
Diana Maes, BOCC Administration Director	Arapahoe County	Entire Plan Document, V. 4 electronic
Holly Vicino, Office Manager	Arapahoe County	Entire Plan Document, V. 4 electronic
Louie Perea, Undersheriff	Arapahoe County Sheriff's Office	Entire Plan Document, V. 4 electronic
Dr. Garth Warren, Forensic Pathologist	Arapahoe County	Entire Plan Document, V. 4 electronic
Lisa Avendano, Administrator, Coroner's Office	Arapahoe County	Entire Plan Document, V. 4 electronic



John Danielson	City of Centennial	Entire Plan Document, V. 4 electronic
Lt. Nathan Fogg, OEM Coordinator	Arapahoe County Sheriff's Office/OEM	Entire Plan Document, V. 4 hardcopy
Arapahoe County EOC	Arapahoe County Sheriff's Office/OEM	Entire Plan Document, V. 4 hardcopy
Arapahoe County Mobile Command Post	Arapahoe County Sheriff's Office/OEM	Entire Plan Document, V. 4 hardcopy
Allen Peterson, Road and Bridge	Arapahoe County Public Works	Entire Plan Document, V. 4 electronic
Patrol Library	Arapahoe County Sheriff's Office	Entire Plan Document, V. 4 hardcopy
Office of Emergency Management	Arapahoe County Sheriff's Office	Entire Plan Document, V. 4 hardcopy
John Christofferson, Deputy County Attorney	Arapahoe County Sheriff's Office	Entire Plan Document, V. 4 electronic

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## **PURPOSE, SCOPE, SITUATIONS, AND ASSUMPTIONS**

### **PURPOSE**

The purpose of the *Arapahoe County Emergency Operations Plan* (EOP) is to provide general guidelines and principles for planning, managing and coordinating the overall response and recovery activities of Arapahoe County before, during and after major events. This includes major events that affect unincorporated areas of Arapahoe County and incorporated areas that have agreements with Arapahoe County and/or rely on Arapahoe County for the provision of emergency management resources and services.

The overall goal of this plan is to coordinate the roles, resources, and responsibilities of county agencies, departments and other stakeholders to ensure a rapid, flexible response to any disaster, critical incident, or planned event in Arapahoe County. To facilitate this goal, the EOP utilizes the all-hazards preparedness and planning approach, which is consistent with federal guidelines including the National Incident Management System (NIMS), the National Response Framework (NRF), the National Preparedness Goal, and the Core Capabilities List.

This is a plan, not a procedural document. The contents of the EOP are intended to provide a basis for the coordinated planning and management of the types of emergencies and disaster events most likely to occur in Arapahoe County. The EOP is not intended to outline specific operational or functional procedures. Instead, this document consolidates the various policies and considerations which impact the development of procedures. In short, this is the 'what', not the 'how'. Appropriate procedural documents are referenced as needed.

The plan is organized into four major sections:

1. **Basic Plan:** This section introduces the overall EOP and gives it authority, provides the general planning concept, outlines standard or commonly accepted agency responsibilities at a county level, and identifies legal authorities and references. The EOP is considered a public document, though it may be 'washed' prior to public distribution to remove phone numbers and names as appropriate.
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## SCOPE

The EOP applies to all incidents or events within the geographic boundaries of Arapahoe County. The EOP also applies to any event that may affect Arapahoe County regardless of location or size. This includes events in neighboring jurisdictions, large-scale events within the State of Colorado, or any situation where Arapahoe County may be called upon for Mutual Aid. The EOP embraces the concept of scalability, and therefore may be expanded or contracted to suit any size, scope, scale, or magnitude of events, including catastrophic incidents. While the plan is not intended for use in the response or recovery of incidents which are considered part of the daily operating procedures, the plan may be helpful if standard events coincide and cause a strain on Arapahoe County's resources.

Arapahoe County is responsible for emergency response operations in all unincorporated areas of Arapahoe County, the City of Centennial, and in cooperation with all jurisdictions located in Arapahoe County. These municipalities and communities are listed in Table 1. The level of coordination between Arapahoe County and the local jurisdictions varies, based on the planning procedures and capabilities of each jurisdiction. The Organization and Assignment of Responsibilities section in this document provides further detail.

**Table 1. Jurisdictions in Arapahoe County**

<b>COMMUNITY NAME</b>	<b>GOVERNMENT TYPE</b>
Aurora <sup>1</sup>	City
Bennett	Town
Bow Mar <sup>2</sup>	Town
Byers	Unincorporated Town
Centennial	City
Cherry Hills Village	City
Columbine Valley	Town
Deer Trail	Town
Englewood	City
Foxfield	Town
Glendale	City
Greenwood Village	City
Littleton <sup>3</sup>	City
Sheridan	City
Strasburg <sup>4</sup>	Unincorporated Town
Watkins <sup>4</sup>	Unincorporated Town

1: The City of Aurora is also located in Adams and Douglas Counties.  
2: Bow Mar is primarily located in Arapahoe County, with a small portion in Jefferson County.  
3: City of Littleton is also located in Douglas and Jefferson Counties.  
4: These areas are located in both Adams and Arapahoe Counties

## **SITUATION OVERVIEW**

Arapahoe County is the third-most populous county in the State of Colorado, with a total population of 607,070 (2013). The population living in unincorporated areas of the county totals 86,893 (2013). Arapahoe County borders extend 12 miles from north to south at its widest and 72 miles from east to west for a total of 805 square miles. The majority of the land in the county is rural unincorporated. The western-most portion of the county is heavily urbanized and is part of the larger Denver Metro Area; as of 2010 this heavily populated and developed area only accounted for 16 percent of the county's total land area.

Major transportation routes in Arapahoe County include Interstate 25, Interstate 225, Interstate 70, Highway E470, State Highway 83, and light rail. Most commercial rail traffic crosses the county from north to south on the lines running parallel to U.S. Highway 85 and from north to south in the eastern portion of the County. Airfields include Centennial Airport and Buckley Air Force Base. Major bodies of water include Aurora Reservoir, Quincy Reservoir, Cherry Creek Reservoir, Cooley Lake, Centennial Reservoir, McLellan Reservoir, and Bow Mar Lake. Maps providing an overview of the County are available via [ArapaMap](#).

### **Hazard and Threat Analysis Summary**

Arapahoe County participated in the 2009-2010 update of the Regional Hazard Mitigation Plan (HMP) under the Denver Regional Council of Governments (DRCOG) planning process, which was approved in 2011. In 2014, Arapahoe County began the process of overhauling its Multi-Hazard Mitigation Plan with the help of Michael Baker Corporation. The Arapahoe County Hazard Mitigation Plan 2015-2020 builds upon the initial HMP and expands on relevant sections that will likely affect Arapahoe County. The plan is pending FEMA approval and follows the guidelines put forth by the [Emergency Management Accreditation Program \(EMAP\)](#). This plan contains a detailed hazard analysis of Arapahoe County and should be referenced for specific details. In general, Arapahoe County is most vulnerable to the natural hazards of: severe winter storms, severe summer storms (including flash flooding due to rainfall, lightning, hail, and tornadoes), extreme temperatures, wildfires, and drought. Arapahoe County is also vulnerable to pandemic events, which would be handled in conjunction with local public health. Technological hazards such as dam failure and hazardous materials spills are possible and would have potentially catastrophic consequences; however, they are considered a relatively low risk. Finally, human-driven hazards such as acts of terrorism and civil disturbances are possible, but are generally considered to be low risk. When intelligence is available that the risk has increased, Arapahoe County responds with an appropriate shift in mitigation activities and awareness.

### **Mitigation Overview**

As with the Hazard Analysis Summary, this section is specifically detailed in Arapahoe County's Multi-Hazard Mitigation Plan. The HMP should be referenced for a detailed explanation of mitigation projects, processes, progress, and future efforts. Public education efforts, ongoing training and drilling of staff members at the county level, and general increased awareness are all effective daily mitigation applications in Arapahoe County. Community Master Plans, an Open Space Use Plan, and other planning documents are available from the county for more information on mitigation projects as well.

The county does not have a universal early warning or alert system. Certain jurisdictions within the county, such as the City of Aurora and City of Englewood, use emergency alert sirens for natural hazard events such as tornadoes, but these sirens are operated autonomously from larger county mitigation and warning projects. The county operates a county-wide Citizen Alert

program housed within the Sheriff's Office. Landline phones in the county are automatically registered and will receive emergency notifications. Citizens without landlines or any citizens who want to register to receive notifications via alternate devices (cell phone, text message or email) may register [online](#).

## **PLANNING ASSUMPTIONS**

The planning assumptions collected here identify the facts used during the planning process in order to create an emergency plan that is executable. The list is not comprehensive or exclusive. Obvious assumptions are only included here if necessary to provide clarity or delineate specific conditions. Assumptions that are both obvious and reasonable are not included here, but are implied in the creation of the document.

1. This Emergency Operations Plan has been developed in accordance with the requirements for local emergency planning established under the State of Colorado Disaster Emergency Act (updated through the 2014 legislative session) and also meets the requirements of other state and federal guidelines for local emergency management plans and programs.
2. The guidelines and concepts of the [Comprehensive Preparedness Guide 101 Version 2.0 \(CPG 101\)](#) have been applied throughout the development of this document.
3. All county and city offices of elected officials, departments, agencies, municipalities, and other organizations included in this plan are responsible for developing and maintaining up-to-date Standard Operating Procedures (SOPs), checklists, or other materials necessary for implementing assigned duties and functions, and for providing training on these materials for their employees.
4. The Arapahoe County Sheriff is [designated](#) as the Emergency Management Director for Arapahoe County.
5. Arapahoe County Office of Emergency Management (OEM) is responsible for ensuring the plan is regularly updated, practiced, and revised as outlined in the Plan Development and Maintenance portion of this document.
6. The [National Incident Management System \(NIMS\)](#) and [National Response Framework \(NRF\)](#) are the adopted methods and organizational structures for managing all emergency response operations in Arapahoe County. As such, all incidents will utilize the Incident Command System (ICS) for response. In larger incidents, the ICS structure will be extended and supported by activation of the Arapahoe County Emergency Operations Center (EOC).
7. Response and recovery efforts will apply the principles of scalability embodied within the Incident Command System (ICS), the National Incident Management System (NIMS), and the National Response Framework (NRF).
8. Only a portion of Arapahoe County is likely to be impacted by most single disaster or emergency events.
9. Events that cross jurisdictions will result in the establishment of a Unified Command (UC). Events with multiple locations or incident sites will result in the establishment of an Area Command (AC).

## **CONCEPT OF OPERATIONS**

The Concept of Operations (CONOPS) section explains Arapahoe County's intended approach to address all-hazards events. The information presented here is scalable, flexible, and general, and as such it applies to plausible emergency, disaster, or catastrophic events in Arapahoe County. The CONOPS section does not include specific procedures. This section addresses the integration of Arapahoe County into the larger disaster response picture. Arapahoe County will be responsible as the lead agency for those incidents in which Arapahoe County has jurisdiction. Arapahoe County may serve as a supporting agency where there are other jurisdictions with statutory responsibility for Emergency Management. The City of Aurora, for instance, is required to maintain a disaster response agency with similar capacity as statutorily required of counties.

All incidents will be organized using the National Incident Management System (NIMS), including the use of the Incident Command System (ICS). This includes activities that occur at the incident scene (command activities) and those that occur elsewhere in the County (coordination activities) as well as preparation efforts. The management of incidents will start in the field. If appropriate, an Incident Command Post (ICP) will be established and the incident scene may be expanded to suit the needs of the event. As the incident expands and resource requirements escalate, the Arapahoe County Emergency Operations Center (EOC) will open and provide support to the ICP. When an incident occurs within Arapahoe County, notification will occur via standard dispatching procedures. Arapahoe County may also be called upon for Mutual Aid. When this occurs, the agency with jurisdiction will follow standard operating procedures to request assistance.

When Arapahoe County is the lead agency, ICS will be established by the first arriving units in the field. An Incident Commander (IC) takes charge of the scene and assigns positions within ICS as the incident evolves. When Arapahoe County is a support agency, personnel will integrate into the existing ICS structure. During complex responses, the IC may be replaced with a Unified Command (UC). If there are multiple events that require multiple resources, an Area Command (AC) may be established. These organizational concepts are addressed in the Organization and Assignment of Responsibilities section.

Based on the assessment of emergency conditions by the designated command structure, the Board of County Commissioners (BOCC) and/or municipal leadership may be notified and advised of the situation. If necessary, the BOCC and other identified leadership personnel will comprise the Policy Group, which may be co-located with the EOC or another appropriate venue. The location of municipal or county leadership will depend on the type of command in place and the incident type (see below).

For all events within the jurisdiction of Arapahoe County the county will oversee and coordinate the demobilization of the event, coordinate the process for financial documentation, and begin the process for reimbursement for all county assets that were part of the response and recovery process. For events in which Arapahoe County is a supporting agency, Arapahoe County will ensure the proper check-out of all county resources mobilized for the event and that appropriate documentation is obtained for financial reporting. All events will include a debriefing of personnel and the production of an After Action Report (AAR) and Improvement Plan (IP) by key personnel as part of the demobilization and recovery process.

All departments with a role in the Arapahoe County Emergency Management Program will maintain an up-to-date continuity of operations (COOP) or continuity of government (COG) plan. COOP and COG information can be found on the [Denver Metro COOP Online System](#). All COOP and COG plans include purpose and scope, authority, situation and assumptions,



functional roles and responsibilities, logistical support and resource requirements, concept of operations, and plan maintenance.

## **Mutual Aid**

Emergency response agencies in Arapahoe County request resources through mutual aid agreements, which are usually discipline-specific. All local governments and special districts within Arapahoe County are responsible for coordinating with one another and for determining the provision of mutual aid within their capabilities and according to established written agreements. Various types of aid agreements include Mutual Aid Agreements (MAA), Memorandums of Agreement (MOA), and Memorandums of Understanding (MOU). In addition, jurisdictions or special districts may enter into Inter-Governmental Agreements (IGA). Resource requests should be coordinated through dispatch or the EOC depending on the incident, and be documented on the appropriate ICS form. (Copies of current ICS forms are located in the ICS Annex and [WebEOC system](#). In some instances, use of statewide resource databases will be required. Original aid documents are on file with each of the participating agencies. Mutual Aid arrangements are addressed in the incident appendices when appropriate.

## **Activation of Operations Centers**

The Arapahoe County Emergency Operations Center (ACEOC) is the facility designated as a central location for coordinating emergency management activities in support of incident command forces in the field. The ACEOC, in most situations, is staffed by county department officials, with authority to direct the use of county resources, and responding representatives from cooperating agencies and jurisdictions, including volunteer and private organizations. In addition to supporting command post actions, ACEOC personnel coordinate intergovernmental and supplemental assistance, gather and document disaster information, perform damage assessment activities, and facilitate demobilization and recovery operations.

Arapahoe County may activate a variety of command or support centers during an incident, based on both the incident type and the specific requests of the incident commander (IC) or unified command (UC). Additionally, Arapahoe County may deploy the Mobile Command Post, activate the primary or alternate EOC, or request EOC staff and/or location support from another jurisdiction, Incident Management Teams (IMTS), or the state.

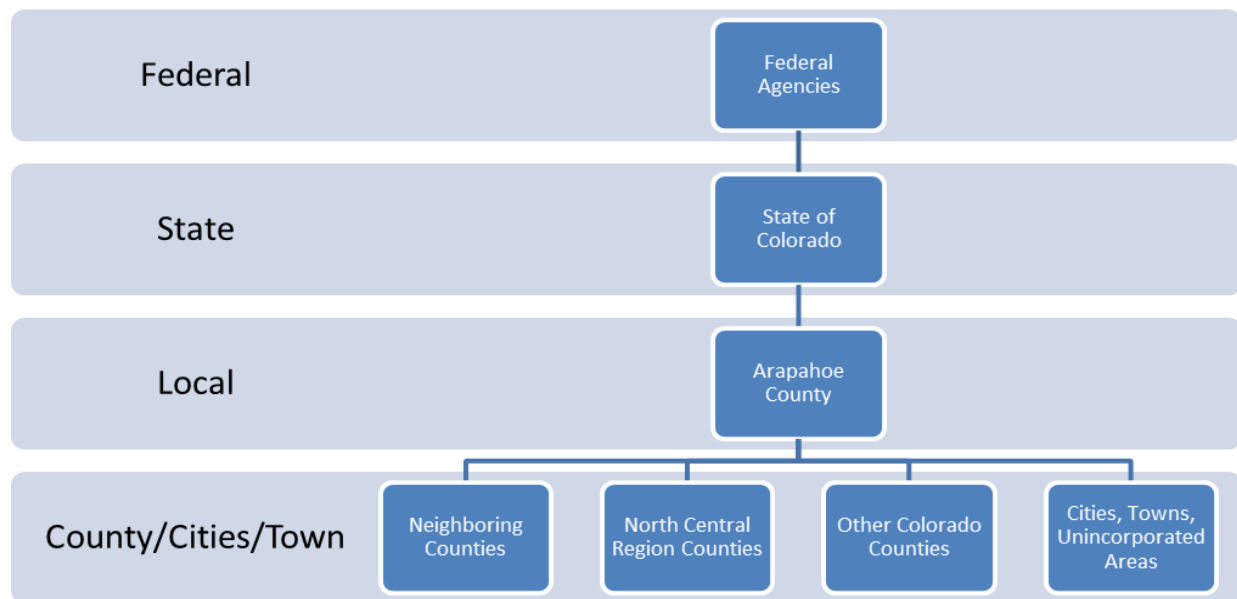
Additional information regarding the EOC is located in the [Organization and Assignment of Responsibilities](#) Section. Greater details are available in the EOC Handbook.

In addition to the EOC, several departments may also have operations centers that they may activate in a stand-alone event or in support of the EOC. These centers, referred to as Department Operations Centers (DOC), may house an entire emergency support function's (ESF) staff and capability, particularly in complex events. In some instances, a DOC may house part of an ESF, while a liaison sits in the EOC to facilitate communication of effort.

## Intergovernmental Relationships

Figure 1 illustrates the relationship between all levels of government. In accordance with HSPD 5, incidents are handled at the lowest level possible. Requests for mutual aid or additional assistance from the state or Federal Government are only requested when local resources are exhausted. Arapahoe County anticipates it will support all jurisdictions within the county's borders, but recognizes that the level of support required will vary based on the incident type and the affected jurisdictions. For simplicity, Figure 1 only illustrates other counties that may have a significant mutual aid relationship with Arapahoe County. This plan recognizes that single jurisdictions within counties are also significant mutual aid resources, and that jurisdictions and municipalities may request or respond to aid agreements without involving their county entities.

**Figure 1. Intergovernmental Relationship Flow Chart**



## Incident Types

The severity of an incident dictates the level or degree of emergency response required and facilitates the activation of the Arapahoe County Emergency Operations Center (EOC.) The use of incident typing provides a standardized classification system to assist emergency response personnel in the identification of appropriate response and resource mobilization levels. The incident types used by Arapahoe County are consistent with the typing found in ICS guidelines, though they have been slightly expanded to reflect specific county considerations. The Incident Types are located in Table 2.

**Table 2. Incident Types for Arapahoe County**

<b>Incident Type</b>	<b>Description</b>	<b>ICP &amp; EOC Activations</b>	<b>Examples</b>
Type 5	Single incident and no activation of command or general staff.	No formal ICP required, no EOC activation	Daily activities by emergency personnel
Type 4	Single incident requiring several different resources for mitigation, but typically limited to a single operational period. The command and general staff functions are activated as needed.	ICP may be small scale, EOC may be partially activated	Arapahoe High School Shooting 2013, Hazardous Materials or Bomb Squad calls, Arapahoe County Fair
Type 3	Single or multiple incidents requiring multiple resources and may extend into multiple operational periods. Some or all of the command and general staff are usually activated, and division/group supervisors and/or unit leader level positions may be required.	ICP often required, EOC may be partially or fully activated for a few operational periods	Christmas Blizzards of 2006, Arapahoe County 2013 Floods
Type 2	A disaster which exceeds local resources and may exceed regional resources, requiring state-level assistance and often goes into multiple operational periods. Most or all of the command and general Staff positions are filled. Typically, operational personnel do not exceed 200 per operational period and the incident personnel do not exceed 500, although this may vary.	Sophisticated ICP and on-site staging required, EOC fully activated for prolonged staffing periods	Holly Tornado 2007, Hayman Fire 2002, Windsor Tornado 2008, Black Forest Fire 2013, Waldo Canyon Fire 2012
Type 1	The most complex type of incident, which requires federal resources for incident management. Local agencies may require additional staff for office administrative and support functions. If Arapahoe County is not directly affected, the emergency management team may be activated in support of other jurisdictions, including state governments.	ICP at most sophisticated set up, EOC fully activated and staffed for extended periods	Democratic National Convention 2008, Hurricane Ike 2009

## **ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

This section establishes the general organizational structure for incident response and outlines essential functions and responsibilities for major Arapahoe County agencies. All offices of elected officials, departments, agencies, and organizations with responsibilities identified in this section of the plan are responsible for developing internal policies, documents, action plans, checklists, Standard Operating Procedures (SOPs), and other procedural documents necessary for accomplishing the tasks outlined here.

### **ORGANIZATION**

Arapahoe County responds to disasters using the tenets of ICS. The response is divided between the on-scene response (tactical and operational) efforts and the off-scene coordination (strategic) efforts. In all cases, chain of command, span of control, and ICS organization principles are utilized. Major areas or capabilities that may impact emergency operations are divided into Emergency Support Functions (ESF), which identify lead and support agencies for each function. This assists in streamlining the assignment of responsibilities.

### **On-Scene Incident Management**

At the scene of an incident, the county utilizes the Incident Command System to guide the organization of response agencies and the execution of tactical priorities. These guidelines are consistent with the most current ICS protocols issued by the Federal Emergency Management Agency (FEMA).

ICS is a flexible management command structure based on “best practices” for safely directing all emergency response activities at the scene of an emergency, and is particularly helpful during events that extend beyond routine, single-agency responses. Personnel trained in ICS tactics and strategies can rapidly integrate responding resources, establish interagency liaisons, and control resources to avoid duplication or over-commitment of effort. Incident operations are typically directed from the on-scene Incident Command Post (ICP), including emergency personnel communications, incident planning, public information, resource management and unified command. If the event exceeds the capabilities of the ICP, the IC may request the activation of all or part of the Arapahoe County Emergency Operations Center (EOC) to assist. More complicated response events may evolve into a Unified Command (UC) or an Area Command (AC), depending on the situation. Table 3 illustrates the relationship of the three command options, as does **Error! Reference source not found.**, Figure 3 and 0.

**Table 3. ICS Command Options**

<b>Type of Command</b>	<b>Scenario</b>	<b>Example</b>
Incident Command	Single Resource/Jurisdiction, Single Event	Small hazardous materials incident
Unified Command	Multiple Resources/Jurisdictions, Single Event	Low intensity tornado
Area Command	Multiple Resources/Jurisdictions, Multiple Events	Large wildland fire

Figure 2. Incident Command

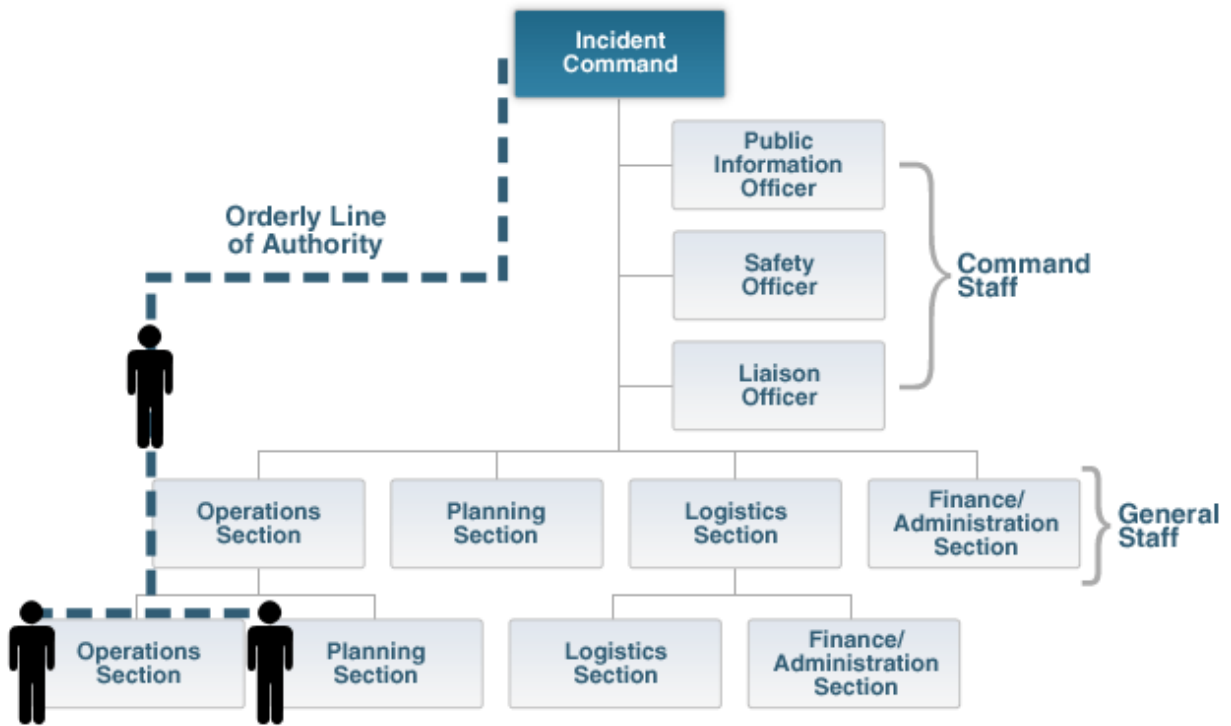
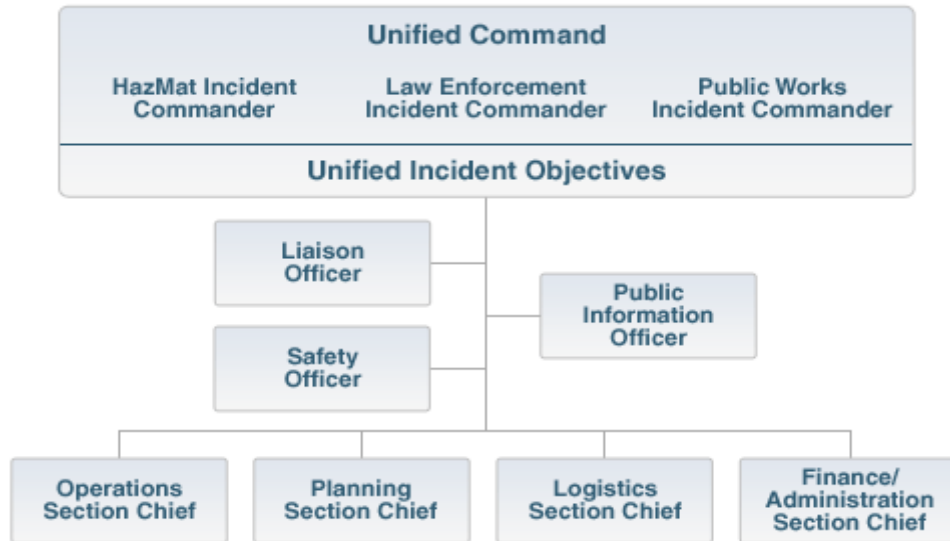


Figure 3. Unified Command



**Figure 4. Area Command**



### **Off-Scene Incident Coordination Systems**

In the Arapahoe County Emergency Operations Center (EOC), roles and responsibilities work on a hybrid model where ESFs are combined into the ICS structure. While the ICS structure may not be identically aligned between the EOC and on-scene operations, the EOC utilizes the same current ICS protocols and procedures identified in the Annexes, as well as the other guidelines issued by the National Incident Management System (NIMS). For a detailed look at EOC staffing levels, see the [EOC organizational chart](#).

The EOC is the primary area where coordination activities are conducted. The EOC is staffed by Arapahoe County OEM personnel, trained agency personnel, and then by trained personnel from staffing assistance requested via mutual aid partners. Arapahoe County embraces the “EOC in a Box” philosophy, which means that the EOC is not activated during daily operations, but may be partially or fully activated depending on the needs of the incident. The level of activation for the EOC may change as the situation progresses. The EOC will organize using the principles of ICS and integrate activated ESFs into that structure. Capabilities within the EOC, including various ESFs, will not be activated until necessary and/or requested by the incident command.

Contact information and locations for the Arapahoe County Emergency Operations Center locations, as well as critical incident phone numbers, are available in the Annexes.

## **ASSIGNMENT OF RESPONSIBILITIES**

The Arapahoe County Emergency Operations Plan (EOP) utilizes the Emergency Support Function (ESF) model for planning and preparedness activity. This is a brief overview of the major departments, sections, and stakeholders that have responsibilities in the overall disaster response picture. This is not a comprehensive or exhaustive list. Please refer to the appropriate ESF for more detail on each area of responsibility and more detailed descriptions of those positions, as well as conceptual overviews for the responsibilities of each ESF.

### **Arapahoe County Offices and Department**

#### [Assessor and Damage Assessment Team](#)

- ◆ Contribute personnel, records and other resources necessary to support the damage assessment needs following a disaster
- ◆ Serve as a liaison to the EOC as requested
- ◆ Provide the actual and assessed values of impacted properties
- ◆ Help establish or verify the ownership of property or land when proprietors cannot be located
- ◆ Partner with state and federal assessment teams

#### [Board of County Commissioners](#)

- ◆ Approve and commit county resources and funds for disaster or emergency purposes
- ◆ Issuance of directives to county departments and personnel regarding changes in normal duties/work schedules, temporary reassignments, and employment of temporary workers, as needed
- ◆ Formal declaration of a county emergency or disaster
- ◆ Issuance of official orders regarding population protection or temporary social restrictions, such as evacuation orders, establishment of curfews, and enactment of price controls
- ◆ Intergovernmental liaison and initiation of formal requests for outside assistance from other local jurisdictions
- ◆ Issuance of formal requests to the Governor's Office through the Colorado Division of Emergency Management (CDEM) for the declaration of a state emergency for the purposes of obtaining state and/or federal assistance

#### [Clerk and Recorder's Office](#)

- ◆ Contribute personnel, records, and other resources necessary to support identity verification and recovery needs during and after a disaster
- ◆ Serve as a liaison to the EOC as requested
- ◆ Serve as official scribe to the Board of County Commissioners during emergency or disaster-related meetings and other related activities
- ◆ Partner with state and federal disaster recovery teams, as needed

#### [Communication Services](#)

- ◆ Serve as the lead for communication-related functions not contained within Arapahoe County Sheriff's Office Communication's Center, and head public information outreach and efforts while coordinating with the Office of Emergency Management
- ◆ Provide subject matter insight and oversight of communication-driven actions that are enacted as a result of the incident
- ◆ Serve as a liaison to the EOC as requested

### Community Resources Department

- ◆ Assist the American Red Cross, Salvation Army and other volunteer organizations in the provision of emergency shelters, temporary housing and other assistance to displaced citizens
- ◆ Assist in the coordination of overall efforts of volunteer organizations and other volunteers, in coordination with Colorado Volunteer Organizations Active in Disasters (COVOADS)
- ◆ Coordinate resources of emergent or spontaneous volunteers
- ◆ Assist in the coordination of transportation needs for disabled individuals, senior citizens, and other groups with special needs
- ◆ Distribute public education materials related to community disaster recovery and reentry into disaster-impacted structures and neighborhoods (e.g., safety of stored goods, removal of mildew, cleaning of smoke damage, etc.)
- ◆ Coordinate resources for stress counseling/crisis counseling for disaster victims and disaster relief workers
- ◆ Assist in the administration of individual and family grant programs in presidentially declared disasters in Arapahoe County
- ◆ Serve as a liaison to the EOC as requested

### County Coroner

- ◆ Provide temporary morgue and mortuary services
- ◆ Coordinate the identification, verification and disposition of deceased victim remains
- ◆ Ensure the protection of personal effects with the deceased as applicable
- ◆ Coordinate notification efforts for relatives of deceased individuals
- ◆ Provide information about fatalities to the public information officer (PIO) and the EOC
- ◆ Determine cause and manner of death
- ◆ Coordinate the recovery of remains during and following an incident
- ◆ Serve as a liaison to the EOC as requested

### County Attorney

- ◆ Provision of legal counsel and assistance to county officials before, during and after disaster and emergency incidents in Arapahoe County
- ◆ Preparation of legal documents (disaster declarations, curfews, and price controls)
  - Risk management staff will prepare documents necessary to recover monies from insurance providers, state/federal disaster assistance programs, or other funds or combinations of funding sources
- ◆ Facilitate legal considerations for medical care and compensation for injured county employees

### Facilities & Fleet Management

- ◆ Restore public facilities, services and utilities
- ◆ Provide maintenance and repair support to emergency response vehicles, heavy equipment, and other county vehicles and equipment as needed in support of emergency operations
- ◆ Provide staffing to the EOC, as requested
- ◆ Provide audio/visual support for the EOC and/or other locations throughout the county to facilitate emergency related communications and conferences
- ◆ Make available updated floor plans for county owned/occupied facilities



### Finance Department

- ◆ Procure emergency-related supplies and materials and administer vendor contracts for emergency services and equipment
- ◆ Assist with resource tracking, office services, printing services, record keeping and documentation of disaster-related costs and financial commitments
- ◆ Participate with other departmental representatives on county damage assessment teams at the EOC and on local/state field damage survey teams, (primarily for county owned facilities), as needed
- ◆ Provide a liaison to the EOC as requested

### Human Resources Department

- ◆ Assist with coordinating time tracking and personnel during incident scheduling
- ◆ Provide subject matter insight for scheduling requirements of personnel when requested
- ◆ Provide a liaison to the county EOC, as requested
- ◆ Assist with after-incident documentation requirements, as requested
- ◆ Provide guidelines for emergency hiring and staff reconstitution following an incident

### Human Services

- ◆ Serve as the lead for ESF 6 (Mass Care) tasking in the EOC
- ◆ Provide a liaison to the EOC as requested
- ◆ Assist with after-incident documentation requirements as requested
- ◆ Partner with [American Red Cross](#) and other volunteer organizations for the setup and maintenance of shelters, emergency feeding stations, emergency distribution centers, etc. as required
- ◆ Provide subject matter insight to special populations-related concerns in the county

### Information Technology

- ◆ Provide technical information, support and assistance with information technology (IT) related equipment and services in the EOC, to patrol cars, at county facilities, or in the Command Post, as requested or necessary during an incident
- ◆ Provide a liaison to the EOC as requested
- ◆ Assist with after-incident documentation requirements as requested
- ◆ Provide subject matter insight for emergency equipment procurement and other vendor services relevant to IT scope

### Public Works & Development

- ◆ Remove snow or debris, clear public right-of-ways, and plan for street/route recovery operations, with priority assigned to critical emergency services lifelines
- ◆ Provide personnel and heavy rescue equipment in support of search and rescue operations
- ◆ Provide personnel, equipment, supplies and materials for flood control and flood hazard mitigation measures
- ◆ Restore damaged county roads and bridges and other public services and facilities
- ◆ Participate with other departmental representatives on county damage assessment teams and on local/state field damage survey teams, primarily county-owned transportation infrastructure, as needed
- ◆ Partner with the [Southeast Metro Stormwater Association \(SEMSWA\)](#) to administer the Arapahoe County Floodplain Management Program and matters relating to participation in the [National Flood Insurance Program \(NFIP\)](#)

### Public Works & Development (continued)

- ◆ Provide personnel for structure and facility inspections to determine safety of individual structures (businesses, residences and public buildings), including during rescue operations and to identify needed repairs (or to implement condemnation procedures when necessary)
- ◆ Participate in long-term disaster recovery and hazard mitigation planning to ensure the compatibility of community redevelopment plans and hazard mitigation measures with the [Comprehensive County Land Use Plan](#) and other community development plans
- ◆ Provide a liaison or staffing for the EOC as requested

### Treasurer

- ◆ Partner with the Finance department as requested
- ◆ Provide a liaison to the EOC as requested
- ◆ Advise the Board of County Commissioners (BOCC) as requested
- ◆ Assist with after-incident documentation requirements as requested

## **Arapahoe County Sheriff's Office**

### *Administration*

#### Budget & Logistics

- ◆ Administer finance considerations for emergency situations relevant to Arapahoe County Sheriff's Office (ACSO) expenditures
- ◆ Provide staffing for the EOC or ICP as requested
- ◆ Ensure forms and documentation for expenditures are complete
- ◆ Assist in reimbursement process following an event
- ◆ Ensure emergency payroll needs are addressed

#### Administrative Staff

- ◆ Provide staffing for the EOC or ICP as requested
- ◆ Conduct media operations as assigned by ACSO

#### Office of Emergency Management

- ◆ Activate and manage the Arapahoe County Emergency Operations Center (EOC)
- ◆ Request additional levels of assistance from other county or city agencies, mutual aid partners, the North Central Region, and/or the State of Colorado based on the assessment of the Incident or Area Commander(s)
- ◆ Coordinate search and rescue operations, including the activation and deployment of the [Arapahoe Rescue Patrol \(ARP\)](#), and heavy rescue and urban search and rescue (HR/USR) efforts
- ◆ Support the facilitation of mutual aid assistance
- ◆ Facilitate the use of volunteer [amateur radio \(ARES\)](#) resources used for backup communications
- ◆ Support lead agencies in the coordination and utilization of volunteer organizations
- ◆ Support incident command's decisions regarding population evacuations, as requested
- ◆ Provide emergency information assessments and assist the Sheriff with recommendations to county officials concerning the need for local disaster declarations, travel restrictions, curfews or other temporary social restrictions
- ◆ Establish communications with [Colorado Division of Homeland Security and Emergency Management \(DHSEM\)](#)

- ◆ Prepare and distribute situation reports and damage assessment reports for Sheriff's Office command staff, county commissioners and CDEM

#### Office of Emergency Management (continued)

- ◆ Support lead agencies for temporary shelters for pets, animals, and livestock, including those that are co-located with human shelters
- ◆ Support lead agencies for human shelters, including those that are co-located with animal shelters and those addressing special population considerations
- ◆ Coordinate Hazardous Materials (HAZMAT) accident response and incident control in assigned areas of responsibility, or as requested under mutual aid
- ◆ Ensure that county personnel are trained in the use of the Incident Command System (ICS) and that the appropriate command and control systems are being utilized in the EOC
- ◆ Coordinate the maintenance of the EOP, scheduling and conducting training and exercises of the plan, and ensure the EOP compliments other county planning efforts such as the Continuity of Operations Plan (COOP) or Hazard Mitigation Plan (HMP)
- ◆ Coordinate with the communications section in ACSO and the communications department in the county for emergency public information, warning systems, the establishment of procedures for releases of disaster-related information, establishment of a joint information center (JIC), and other public information-related concerns
- ◆ Coordinate wildland fire suppression efforts in non-fire district areas of Arapahoe County and as requested under mutual aid

#### Detention Services Bureau

- ◆ Provide or coordinate transportation resources and services with the EOC
- ◆ Assist with temporary shelter facilities, in cooperation with American Red Cross, for response personnel
- ◆ Provide logistics support (food service, blankets, etc.), in cooperation with American Red Cross, for response personnel through the EOC
- ◆ Provide security for the primary and secondary EOC locations as requested
- ◆ Control access to the detentions facility, as required
- ◆ Commitment of other divisional law enforcement personnel to assist as directed
- ◆ Ensure continued care and custody of inmates

#### Support Services Bureau

##### Office of Professional Standards

- ◆ Provide staffing for the EOC or ICP as requested
- ◆ Maintain records of overtime expenditures for personnel

##### Human Resources

- ◆ Provide staffing for the EOC or ICP as requested
- ◆ Assist in emergency hiring or firing needs of the Sheriff's Office

#### Public Safety Bureau

##### Patrol Section

- ◆ Implement available public warning measures
- ◆ Determination of location(s) in the field for incident command posts (ICP)
- ◆ Provide law enforcement and traffic control within the disaster area(s) and in other areas of Arapahoe County
- ◆ Direct and implement emergency evacuation operations

- ◆ Coordinate the actions of field personnel in the response to the immediate incident and scene, including rescue efforts, population protection, access control, incident mitigation actions and communications
- ◆ Ensure the implementation of ICS on-scene, establishment of Incident Command Post (ICP), filling of necessary positions and/or request EOC support for these positions as needed
- ◆ Order the mobile command post to the ICP
- ◆ Assess the incident, in cooperation with the emergency management director, and determination of appropriate response actions
- ◆ Provide security measures at the ICP and in evacuated and impacted areas
- ◆ Coordinate uniformed reserve forces and uniformed explorer cadets

#### Investigations Section

- ◆ Create a photographic and or video record of the damage or incident scope
- ◆ Provide investigative support to National Transportation Safety Board/Federal Aviation Authority (NTSB/FAA) and other investigative agencies
- ◆ Commit division personnel as directed to assist with evacuation, shelters and Coroner's Office support

#### Communications Section

- ◆ Coordinate resource and logistics support unless delegated to another source (for example to the EOC)
- ◆ Responsible for all radio and emergency call communications within protocol
- ◆ Request commitment of other ACSO personnel to assist as needed and directed (example: Training, Civil-Warrants)

#### Telecommunications Section

- ◆ Coordinate all wired and radio communication technology
- ◆ Provide telecommunications staff support for field Incident Command Post (ICP) and Telecommunications Truck and EOC as requested
- ◆ Provide technical support/resources for communications during disaster recovery efforts

### **Special Districts and Local Stakeholders**

#### *Fire Departments and Protection Districts*

- ◆ Assist in implementation of emergency evacuation operations
- ◆ Provide triage, extrication, medical treatment, to include field coordination of emergency transportation to hospitals (per Denver Metropolitan Paramedic Protocols)
- ◆ Assist in coordinating heavy rescue and urban search & rescue services
- ◆ Provide onsite emergency medical facility for minor injuries
- ◆ Provide fire suppression, fire causation, and arson investigation services as needed
- ◆ Provide a representative to a unified ICP and/or the EOC
- ◆ Assist in coordinating a hazardous materials incident response

#### *Home-Rule Cities*

- ◆ Issue a formal declaration of a local disaster or emergency and other official orders regarding population protection and temporary restrictions, including evacuation orders, establishment of curfews, and enactment of price controls as needed
- ◆ Approve and commit city resources and funds for disaster/emergency response and recovery

- ◆ Activate and manage a municipal EOC where available, and/or respond to county EOC as requested
- ◆ Designate an intergovernmental liaison in multi-jurisdictional incidents

#### *Law Enforcement Agencies*

- ◆ Support county law enforcement or take leadership in an event during jurisdiction-specific incidents
- ◆ Provide security to ICP and EOC locations, conduct evacuation notifications, provide traffic control and direction, serve warrants or conduct arrests in support of mission planning, continue standard law-enforcement activities as possible

#### *Utility Providers*

- ◆ Support responders with maps of utility lines, relay stations, cache locations, and other critical information
- ◆ Help restore energy to critical infrastructure during emergency events
- ◆ Help with recovery efforts for energy, water, and sewer following disasters

#### *School Districts*

- ◆ Coordinate with local sheltering agencies for the provision of locations suitable to mass care activities
- ◆ Partner with transportation leads to procure buses and other specialized transportation support for evacuations
- ◆ Determine appropriate school closures, relocation of students, and arrange for continuity of educational services as appropriate
- ◆ Partner with local policy makers and emergency management to include education concerns in emergency declarations, continuity arrangements, and staffing needs

### **Healthcare and Emergency Medical Services**

#### [Arapahoe Rescue Patrol](#)

- ◆ Provision of trained uniformed personnel and equipment in support of search and rescue operations of the Arapahoe County Sheriff's Office
- ◆ Traffic control assistance to fire, EMS and uniformed law enforcement personnel
- ◆ Provide emergency locator transmitter search teams for downed aircraft
- ◆ Provide search and rescue for missing people and clients of Colorado LifeTrak

#### [Arapahoe/Douglas Mental Health Network](#)

- ◆ Assist in disaster psychology evaluation of victims, responders, and community members
- ◆ Help coordinate community outreach and counseling procedures
- ◆ Provide monitoring for safety and security for emotional well-being of responders
- ◆ Coordinate and provide debriefings for event-related stressors, actions, major events, injuries, fatalities, or extended duration operational periods

#### *Arapahoe/Douglas Hazardous Materials Response Team*

- ◆ Assist in hazardous materials planning, education, response and cleanup efforts
- ◆ Provide mutual aid to incidents as requested

### *Stress Management Incident Teams*

- ◆ Provide critical incident stress management services to emergency responders, including on-scene support, demobilization's, defusing, debriefings and follow-up services, and debriefings and support services for emergency services and significant others

### [Tri-County Health Department](#)

- ◆ Coordination of outside health resources providing assistance to Arapahoe County, in cooperation with EMS agencies
- ◆ Assist emergency management staff in assessing overall health and medical resource needs during response and recovery operations and in maintaining situational information at the ICP and the EOC
- ◆ Provide environmental health services and technical support, including the identification of chemical or biological hazards, sources of contamination, or unsanitary conditions that present health hazards to the general public

### **Volunteer Organizations**

#### [American Red Cross](#)

- ◆ Pre-approve and designate shelter sites within Arapahoe County
- ◆ Provide immediate assistance to disaster victims, including food, water, shelter, clothes, physical and mental health counseling and referrals
- ◆ Establish and manage \ emergency shelters for mass care, in cooperation with county or municipality agencies
- ◆ Provide temporary and immediate housing for displaced disaster victims
- ◆ Provide damage assessment information upon request

#### [Salvation Army](#)

- ◆ Provide immediate assistance to disaster victims, including food, water, counseling services, and pastoral care
- ◆ Provide food, water and other assistance to emergency response personnel and emergency relief workers as requested
- ◆ Assist in donations management as requested by the emergency manager

#### [211 Mile High United Way - Information and Referral Line](#)

- ◆ Assist with call-in center activation, staffing and support for information dissemination when requested

### **Animal Services**

[CSU Cooperative Extension](#), [Arapahoe County Public Works](#), [Colorado Humane Society](#), [Humane Society: Mile High Chapter](#), [PetAid Colorado](#), [Denver Dumb Friends League](#)

- ◆ Establish emergency animal control measures
- ◆ Recommend emergency animal ordinances, as requested by officials
- ◆ Activate, staff, and demobilize small-animal and large-animal shelters
- ◆ Coordinate emergency veterinary services
- ◆ Assist in animal/owner reunification efforts

## **State and Regional Resources**

### [Division of Homeland Security and Emergency Management](#)

- ◆ The Colorado Division of Homeland Security and Emergency Management (DHSEM) is located at 9195 E. Mineral Ave, Centennial, CO 80112.
- ◆ CDEM is available 24 hours a day to provide advice and technical assistance to Arapahoe County and to provide state resources or coordinate other supplemental assistance in support of local emergency management actions
- ◆ A formal declaration of a disaster by the Arapahoe County Board of Commissioners (and/or by affected municipalities) may be required as a precondition of some forms of state assistance or to expedite state assistance
- ◆ DHSEM is also the state agency responsible for processing requests for state and federal disaster assistance

### [Colorado State Forest Service](#)

- ◆ Serve as a liaison for wildland fire incidents and operations
- ◆ Provide a representative to EOC and /or ICP

### [Colorado State Patrol](#)

- ◆ Assist with perimeter security for the incident
- ◆ Provide ingress and egress for emergency vehicles and needed personnel (establish one-way routes)
- ◆ Provide support in hazardous materials incidents
- ◆ Provide a representative to EOC and/or ICP

## **DIRECTION, CONTROL, AND COORDINATION**

This section describes the identification of tactical and operational control of the response assets, further explains the multijurisdictional integration procedures for complex responses, and provides a conceptual overview of Arapahoe County's efforts at horizontal and vertical integration of emergency plans.

The statutory responsibility for the management of an emergency or disaster in Colorado rests with the duly elected leadership of each jurisdiction. The overall authority for providing direction and control of Arapahoe County emergency resources during an event rests with the Emergency Management Director, by special delegation of authority from the Board of County Commissioners. The response to an emergency or disaster by Arapahoe County will be made at the lowest governmental level that will ensure operational effectiveness. Unilateral management of an incident will occur when disaster impacts are confined to a single jurisdiction, unless outside assistance is requested. Requests for mutual aid assistance and supplemental assistance from state and federal agencies will be made if Arapahoe County resources become limited or expended as a result of the event.

### **LINE OF SUCCESSION**

For events requiring decisions about the commitment of resources beyond those normally available to Arapahoe County, the following line of succession will be observed, based on the availability of the senior ranking public official. Public officials are advised and assisted by the Office of Emergency Management where appropriate.

1. Arapahoe County Board of County Commissioners
2. Arapahoe County Sheriff

### **LINES OF AUTHORITY BETWEEN JURISDICTIONS**

In multi-jurisdictional disasters, local government units retain control of their own resources and are responsible for approving the use of resources under their control for emergency purposes. The leadership of each political jurisdiction within Arapahoe County is responsible for establishing a line of succession for authorizing funds and other emergency resources.

### **Horizontal Coordination**

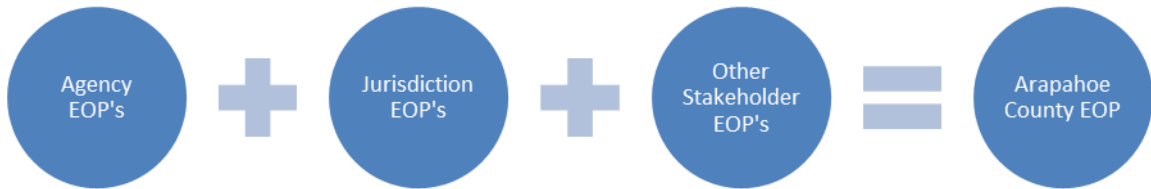
Horizontal Coordination refers to the nesting of department and agency plans at a county level. This document is the guiding document for the development of emergency plans for each of the Arapahoe County agencies. Each agency is a stakeholder in this plan, as they are reflected in the division of ESF. The agencies contribute to the development of this plan by accurately assessing their capabilities and contributions to an event, accepting ownership of primary or supporting roles in the ESF, and in updating relevant agency information and contact information contained in this document. Figure 4 illustrates this integration concept.

### **Vertical Coordination**

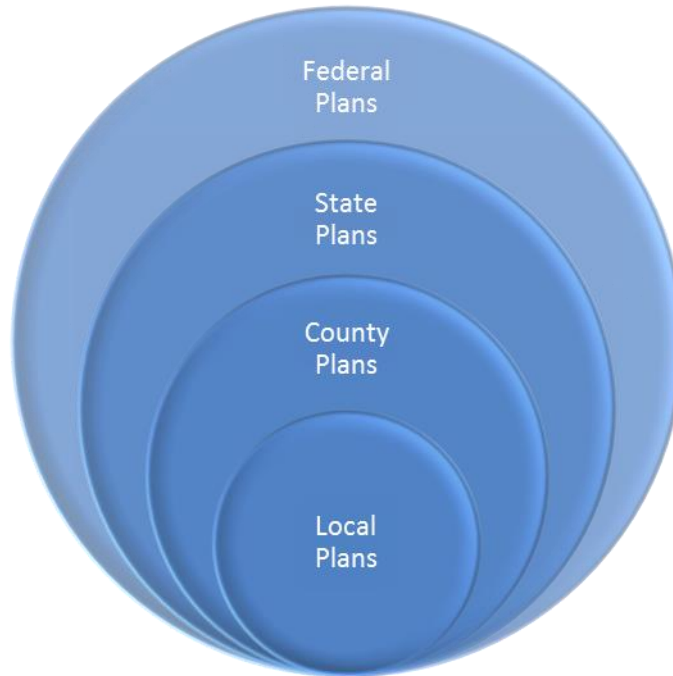
Vertical Coordination refers to the layering of emergency plans between levels of government. Each level of government's emergency plan should link into the next higher level to ensure continuity of response as the incident expands and to facilitate interoperability of procedures and expectations. In addition, since emergency planning is tiered and designed to fully utilize the lowest possible level of response before escalation, higher levels of government cannot fully plan without knowing the capabilities and expectations of the layers below. Figure 5 illustrates this relationship.



**Figure 4. Horizontal Integration**



**Figure 5. Vertical Integration**



## **INFORMATION COLLECTION AND DISSEMINATION**

This section discusses the procedures for collecting and distributing information about an event, relevant information indirectly related to the event, and other intelligence-related functions. Conceptually, this identification includes the types of information required, sources for obtaining it, methods of transmitting and documenting the materials, and formal procedures, policies, or forms. Intelligence functions may be housed at either the incident command post (ICP), the emergency operations center (EOC), or both. In addition, the [Colorado Information Analysis Center \(CIAC\)](#) and other law-enforcement intelligence resources may function out of separate department operations centers (DOC) or at the state emergency operations center (SEOC) and provide a liaison to the local incident. Special attention is required in the structuring and staffing of an incident to appropriately place intelligence resources to maximize information sharing while maintaining appropriate information security practices.

### **COLLECTION**

Information is collected from a variety of sources. On-scene reports, including situation and scenario assessments by responders, eyewitness accounts, or debriefings of staff between operational periods all provide on-scene information and intelligence. The news and social media may also be a source of information for events. In addition, other agencies may have intelligence resources available. In some cases, intelligence from federal or state agencies participating in or supporting the response may be available.

Information should be collected in the timeliest manner possible. Incident assessments should be made early in the process for the safety of responders and to allow the IC to establish the correct response system, and then be updated periodically to maintain accuracy. Additional information may have different spans of usefulness, so timely application is important. Collected data should be forwarded through the chain of command.

ICS forms, particularly the Incident Briefing (ICS 201), Incident Status Summary (ICS 209), General Message (ICS 213), Incident Action Plan Safety & Risk Analysis Form (ICS 215A) and Unit Log (ICS 214) are particularly helpful in collecting information for distribution (see below). ICS forms are located in the ICS annex and online in the WebEOC system.

### **DISSEMINATION**

Information is communicated to on-scene responders, support personnel in emergency centers, and other critical stakeholders. Briefings are conducted periodically throughout the incident on-scene, and that information should be communicated to other relevant personnel. Supervisors are responsible for ensuring all reporting personnel are informed of critical information. Communication may be written or verbal, depending on content. Informal communication and dissemination of information may also be appropriate for less-critical or non-sensitive topics.

ICS forms, particularly the Incident Briefing (ICS 201), Incident Status Summary (ICS 209), General Message (ICS 213), Incident Action Plan Safety & Risk Analysis Form (ICS 215A) and Unit Log (ICS 214) are particularly helpful in distributing information in a formal setting.

## **USE OF ICS FORMS**

All information regarding the incident, including but not limited to resource ordering and tracking, situation reports, incident action plans, communication logs and plans, site maps and sketches, command structure charts, etc. will be filled out using the most appropriate ICS forms and, where possible, will be translated into electronic format immediately. While ICS forms may be tailored to reflect the differences between field and EOC operations, all forms will adhere to the most current guidelines issued by the Federal Emergency Management Agency (FEMA). FEMA maintains an online resource center that hosts electronic copies of ICS forms, as well as provides other useful information about ICS positions, checklists, and responsibilities.

## **PUBLIC INFORMATION**

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

Incident Commanders in the field, local elected officials and other officials at the EOC should be prepared to respond to media inquiries or to designate a spokesperson or Public Information Officer (PIO) to handle media relations in their absence. In order to reduce confusion, control rumors, and promote public confidence in emergency response efforts, a single point-of-contact (POC) will be established for the direct release of countywide, disaster-related information to the public and to the news media.

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

In addition to the guidelines here, Arapahoe County has a [Crisis Communications Manual](#) which provides detailed information for the execution of public information duties during a disaster event. The Incident Status Summary Form (ICS 209) is a critical resource for the PIO. ICS forms are located in the annexes.

## **COMMUNICATIONS**

In disasters and large-scale emergencies, a coordinated response depends on the ability of emergency agencies and personnel to communicate with one another, regardless of location. Establishing communication links between command posts and operations centers at the onset of an emergency/disaster can help speed delivery of emergency resources requested from county and municipal government and outside sources.

During response operations, agencies will utilize their own dedicated radio frequencies and those specifically designated for emergency response according to the policy of the responding agency. Where possible, an emergency channel will be established and dedicated for emergency-related traffic between the ICP(s), EOC(s), and primary and supporting jurisdictions.

The incident commander (IC) will ensure that a Communications Plan is established using the ICS form 205, which is available in the annexes. When appropriate, the IC may delegate the responsibility for completing and maintaining the 205 to a member of the communications section staff, either in dispatch or on scene.

In situations where communication cannot be established due to different frequencies or manufacturers, the Arapahoe County Sheriff's Office telecommunications section will be called out to establish an integrated and interoperable communication system.

Each agency in Arapahoe County is responsible for maintaining familiarity with outside system protocols and for establishing procedures for communicating internally with staff and externally to other agencies during disaster operations. For specific information on these procedures, please contact the appropriate agency. The Crisis Communication Manual is also a good reference.

The ACSO Communication Center operates the primary facility and systems for providing emergency communication in unincorporated areas, to most municipalities and communities, and at Centennial Airport and Cherry Creek State Park. Backup communication can be provided at designated fire and police agencies in Arapahoe County that are available to support emergency operations. In serious incidents, communication resources may be available upon request from state and federal agencies, the military, and volunteer amateur radio organizations.

The ACSO Communication Center conducts monthly drills on the backup dispatch capabilities in the mobile command post and the secondary EOC in case of an event which renders the current dispatching center inactive. Routine exercise of communication resources and procedures is included in all planned events and small-scale event responses conducted by the ACSO. Redundant capabilities, such as the Nextel Network, provide an immediate alternative to radio support, although the network does have gaps in both capabilities and the number of personnel issued devices.

## **ADMINISTRATION, FINANCE, AND LOGISTICS**

This section provides an overview of the support requirements necessary to facilitate an emergency response and resource management policy. This includes Mutual Aid Agreements (MAA), Emergency Management Assistance Compacts (EMAC), authorities and policies for staffing, liability provisions, and tracking of financial information and ownership. This information is greatly expanded at a county level in Emergency Support Function #7: Resource Management. Individual jurisdictions should develop their own resource management plans, and Arapahoe County agencies should develop appropriate policies and procedures to assist in the County ESF #7 function.

### **FINANCE AND ADMINISTRATION**

Tracking the flow of resources is a complex project, including the documentation of personnel hours worked, overtime authorization, flexing of staff schedules, insurance costs, injuries, expenditures of resource materials, consumables needs, and the payment of logistical requirements.

The Emergency Management Director has authority to approve expenditures for resources normally available to Arapahoe County. Individual jurisdictions must follow internal approval procedures to authorize resources and payment, and are responsible for tracking this information internally. If the resources available to Arapahoe County are insufficient, the Board of County Commissioners can approve additional expenses and/or authorize their request prior to the ordering of the supplies and resources. If the EOC is activated, policy makers and agency administrators may be asked to report to the Policy Room, adjacent to the EOC.

All resources, including but not limited to: personnel (including mutual aid personnel or hired contractors), air operational assets, audio-visual equipment, blankets, cars, clothing, computers/laptops, decontamination materials, electrical cords and generators, food and water supplies, hoses, medical support personnel, special operations vehicles, personal protective equipment (PPE), radios, sanitation stations, tables, tarps, telephones, tents, trucks, temporary workspaces, emergency office equipment procurement, data recovery, and water tankers must be tracked on the appropriate ICS forms. Relevant suggested forms include: Organization Assignment List (ICS 203), Incident Communications Plan (ICS 205), Medical Plan (ICS 206), Check-in/Out List (ICS 211), Operational Planning Worksheet (ICS 215), and the Air Operations Summary (ICS 220). ICS forms are located in the annexes.

### **LOGISTICS**

When resources are contributed to an event, each Arapahoe County department is responsible for tracking its own resources and maintaining internal financial records. Designated logistics personnel and other departmental representatives within the ACEOC should have access to up-to-date resource lists and be vested with the authority to commit resources to emergency relief efforts. Inter-departmental coordination of resource and financial information is needed in order to determine cumulative disaster expenditures and costs. The logistics chief on scene will request and utilize resources, while a logistics position at a county, city, state or federal level will focus more on the resource prioritization. In the event of an area command, the area command will staff a logistics element within the command that will prioritize critical resources throughout each operational period. All resource ordering is conducted through ACSO Communication Center unless it is transferred to the ACEOC or another entity, and adheres to the resource tracking and allocation standards outlined in the National Incident Management System (NIMS).

## **RESOURCE MANAGEMENT AND LOGISTICS**

Arapahoe County primarily utilizes WebEOC, an online program meant to enhance event reporting, situational awareness, and resource management. Other systems, including public-sector and private-sector resource databases, are also utilized, but only expanded upon in the Resource Management Annex. By consolidating the resource management functions online, Arapahoe County ensures that its resources are accessible and available 24/7. Arapahoe County OEM personnel are responsible for maintaining a current list of internal resources on the WebEOC platform consistent with FEMA resource typing. All efforts will be made to ensure that the Arapahoe County resource section in WebEOC reflects changes in resource ownership, maintenance issues, and resources already being used.

Consistent with the Arapahoe County HIRA, the Arapahoe County resource management system takes into account individual hazards when addressing identification, location, acquisition, storage, maintenance and testing, timely distribution, and accounting for services and materials of resources. The resource management strategy was also influenced by multiple gap analysis, including the EMAP process itself, the IEMC AAR, the Arapahoe County TEP, and the Arapahoe County OEM Strategic Plan. The Resource Management and Logistics plan is expanded upon in the Annex section.

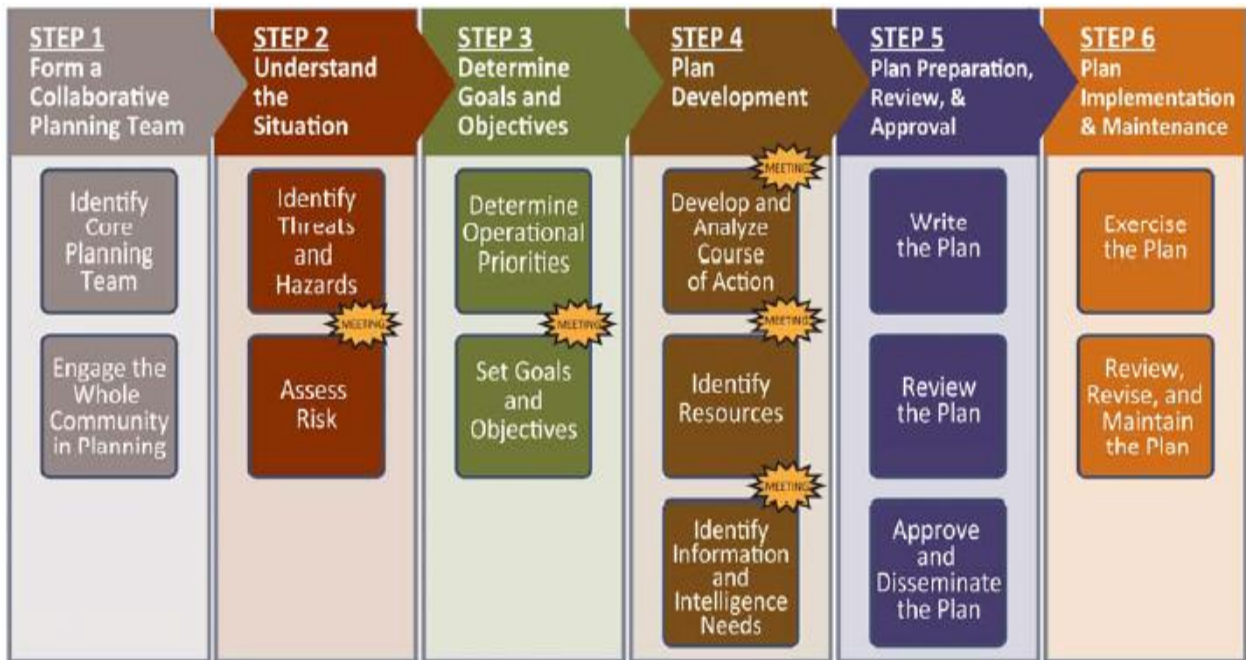
# PLAN DEVELOPMENT, EVALUATION, TESTING, AND MAINTENANCE

This section outlines the intended development, testing, maintenance procedures, and schedules for the EOP.

## **DEVELOPMENT**

The update schedule mandates a large-scale revision of the plan on a five-year rotational basis. This ensures continuity between the development of mitigation and response and recovery events, and also that all planning efforts in the county operate based on the same hazard analysis data. As an additional companion to this element, the continuity of operations planning (COOP) and continuity of government (COG) efforts are recommended to occur in the update period just following the EOP update to provide full-spectrum updates. The planning cycle is represented in Figure 6.

**Figure 6. Emergency Management Planning Process in Arapahoe County**



## **TESTING**

Arapahoe County follows and participates in the North Central Region's (NCR) exercise schedule for emergency and disaster response and recovery efforts. Arapahoe County Office of Emergency Management (ACOEM) has also created a Training and Exercise Plan (TEP) for regular exercises and training sessions to ensure that provisions of the EOP are well understood by all departments and offices with assigned responsibilities. All exercises will follow the established [Homeland Security Exercise Evaluation Program \(HSEEP\)](#) guideline and protocols. Arapahoe County OEM maintains HSEEP qualified personnel at all times. The exercises are evaluated and improvement plans are developed and implemented for the relevant aspects of the EOP.

Departments, offices and other organizations with responsibilities identified in the plan are responsible for ensuring that their staffs are familiar with provisions of the plan and adequately trained to carry out emergency assignments.

## **MAINTENANCE**

Responsibility for maintenance and regular updates of this plan rests with the Emergency Management Director or Coordinator for Arapahoe County. The director or coordinator may delegate the maintenance of the plan. The plan should be evaluated on an annual basis for baseline accuracy (telephone numbers, etc.) and any known changes (such as a change in personnel or a reorganization of an agency.) Larger, more sophisticated updates are coordinated on a five-year rotational basis under the Director of Emergency Management for Arapahoe County in accordance with the Emergency Management Planning Cycle.

Individual agencies within Arapahoe County are responsible for informing the Arapahoe County Office of Emergency Management (ACOEM) of any changes or updates to the plan as they occur. In addition, agencies and elected officials are required to participate in the five-year update of the entire document by providing requested information, reviewing and revising draft documents, and approving the final document. Agencies are also responsible for updating internal plans which are based on or contribute to the EOP, and also for training staff on plan contents and updates.

The ACOEM will issue updates to all parties listed in the Record of Distribution. Updates will be issued in the most economical and efficient method possible, which may include but is not limited to: email, CD or other media format, or hard copy. Those entities are responsible for ensuring updates are further disseminated to relevant parties within the agency or jurisdiction.

## **EVALUATION**

In an effort to ensure that the EOP addresses current vulnerabilities and accomplishes its goals and objectives, After Action Reports (AARs) and Improvement Plans (IPs) will be utilized to evaluate the current emergency management methods. AAR's and IP's are documented and disseminated to all stakeholders and selected partners within the Emergency Management Program. Corrective actions identified in the evaluation process will be used to revise relevant plans. The evaluation process is always ongoing; when possible, the EOP will be evaluated before, during, and after planned and unplanned events.



## **ADVISORY COMMITTEE**

Arapahoe County OEM Personnel and other stakeholders participate in a variety of committees at the local, state, and federal levels of government. These committees serve as an opportunity to network, solicit input on current plans, and maintain situational awareness regarding industry best practices, legislative changes, new stakeholder involvement, and funding issues. Arapahoe County uses these committees to aid in the preparation, implementation, evaluation, and revision of the Emergency Management Program. Although each committee deals with unique areas in emergency management and homeland security, they feed into the all-hazards approach that Arapahoe County adopts.

### **STATE ALL-HAZARDS ADVISORY COMMITTEE**

The State All-Hazards Advisory Committee (SAHAC) makes recommendations to the Governor's Office, provides advice to the Colorado Department of Local Affairs, Public Safety, and Public Health organizations on matters relating to all-hazards emergency management practices. SAHAC also conducts region-to-region and region-to-state information coordination processes.

### **LOCAL EMERGENCY PLANNING COMMITTEES (LEPC)**

Mandated under the Emergency Planning and Community Right-to-Know Act (EPCRA), the Arapahoe County LEPC is an opportunity for citizens, private industry, and the media to discuss hazardous material plans, commodity-flow information within the jurisdiction, and any other issues relating to hazardous materials. Major elements include evacuation plans, training programs for responders, and identification of any facility that may house hazardous materials.

### **ESF-5 EMERGENCY MANAGEMENT COMMITTEE**

Coordinate and facilitate Multi-Agency Coordination (MAC) for incident management by activating and operating Emergency Operations Centers (EOC) for pre-planned or no-notice events and coordinate with other EOCs and MACs within the Region. ESF-5 members meet on a monthly basis to discuss regional projects, set goals, and conduct capability assessments.

### **ARAPAHOE/DOUGLAS COUNTIES HAZARDOUS MATERIAL RESPONSE TEAM EXECUTIVE COMMITTEE (E-BOARD)**

The E-Board committee is a joint effort with neighboring Douglas County to share information relating to hazardous materials plans and equipment. Meetings focus on operational coordination, resource coordination, regional collaboration, training coordination, and recordkeeping.

### **ESF WORKING GROUPS**

ESF working groups were created as part of the 2015 Arapahoe County EOP Update process. For each ESF (1-15), stakeholders were identified based on their previous involvement in the emergency management program and expertise in each ESF field. The initial meeting with identified personnel compared previous ESF documents to the new FEMA guidelines. After a period of review and recommendations, the ESF's were reworked to include best practices and to reflect the changes in the operational environment.

## **AUTHORITIES AND REFERENCES**

### **AUTHORITIES**

#### **Federal**

- ◆ Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendments (P.L. 93-288, as amended by P.L. 100-707).
- ◆ Homeland Security Presidential Directive 5: *Management of Domestic Incidents*, February 28, 2003.
- ◆ Homeland Security Presidential Directive 7, *Critical Infrastructure Identification, Prioritization, and Protection*, December 17, 2003
- ◆ Homeland Security Presidential Directive 8, *National Preparedness*, December 17, 2003
- ◆ Homeland Security Presidential Directive 8, Annex I, *Planning*, February 2008.
- ◆ National Security Presidential Directive 51/Homeland Security Presidential Directive 20, *National Continuity Policy*, May 4, 2007.
- ◆ The Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002)
- ◆ The Post-Katrina Emergency Management Reform Act (PKEMRA), Pub. L. 109-295, 120 Stat. 1355 (2006)
- ◆ United States Dept. of Homeland Security (2013). *National Infrastructure Protection Plan (NIPP)*. [Washington, D.C.]: U.S Dept. of Homeland Security.

#### **State**

- ◆ C.R.S. 24-33.5-701 Colorado Disaster Emergency Act (2014)
- ◆ C.R.S. 24-33.5 §701-716 : Emergency Management
- ◆ C.R.S. 24-33.5 §1601-1615 : Division of Homeland Security and Emergency Management
- ◆ C.R.S. 24-33.5 §1101-1109 : Disaster Relief
- ◆ C.R.S. 24-33.5 §1501-1507 : Colorado Emergency Planning Commission

#### **Local**

- ◆ Arapahoe County, Colorado Resolution No. 389-95, reassigning responsibilities of Director/Coordinator of Arapahoe County Emergency Operations/Disaster Agency to the Arapahoe County Sheriff.
- ◆ Arapahoe County, Colorado Resolution No. 040271, adoption of National Incident Management System (NIMS)
- ◆ Arapahoe County, Colorado Resolution No. 140296, appointment of Sheriff David Walcher as the Emergency Management Director/Coordinator
- ◆ Arapahoe County, Colorado Resolution No. 140221, Department of Finance, Purchasing Policies

### **REFERENCES**

- ◆ National Incident Management System, December 2008. Department of Homeland Security.
- ◆ National Response Framework, January 2008. Department of Homeland Security.
- ◆ National Strategy 2007, Department of Homeland Security
- ◆ Colorado State Emergency Operation Plans (SEOP) 2013, Colorado Division of Emergency Management

- ◆ Colorado Springs Emergency Operations Plan 2008, Colorado Springs Emergency Management
- ◆ Comprehensive Planning Guide (CPG) 101 – March 2009, Department of Homeland Security and FEMA
- ◆ HSEEP Guidelines
- ◆ Arapahoe County Crisis Communications Manual
- ◆ Colorado State Security Strategy, 2008.
- ◆ Colorado Earthquake Evaluation Report, 2008
- ◆ National Climactic Database Center
- ◆ Various inter-office procedures, mutual aid agreements, etc.
- ◆ Arapahoe County Continuity of Operations and Continuity of Government Plans