

# **Colorado State Emergency Operations Plan**



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- B. Communication & Warning - SEF 2
- C. Public Works & Engineering - SEF 3
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- II. Winter Storm
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## I. PURPOSE

The purpose of the Colorado State Emergency Operations Plan (SEOP) is to do the following:

- Identify the roles, responsibilities and actions required of state departments and agencies in preparing for and responding to major emergencies and disasters;
- Ensure a coordinated response by local, state and federal governments in managing emergencies or disasters; to save lives, prevent injuries, protect property, and to protect the environment;
- Provide a framework of policies, objectives and approaches for coordinating, integrating, and administering the emergency operations plans and related programs of local, state and federal governments;
- Provide for the integration and coordination of volunteer agencies and private organizations involved in emergency response and relief efforts.

## II. AUTHORITIES

### A. State

1. Title 24, Article 32, Part 2101 et. seq., Colorado Revised Statutes, as amended; entitled the "Colorado Disaster Emergency Act of 1992."
2. Title 25, Article 32, Part 101 et. seq., Colorado Revised Statutes; entitled the "Radiation Control Act"
3. Article IV, Constitution of the State of Colorado; entitled the "Executive Department"

### B. Federal

Title VI of PL 93-288, as amended, The Robert T. Stafford Disaster Relief and Emergency Assistance Act

## III. SPECIAL DEFINITIONS

The definitions of terms, abbreviations and acronyms used in this plan, and the definitions to several other commonly used emergency management acronyms and terms are found in the Glossary Section, Tab 2 to the Basic Plan. The following terms are used throughout this document and have the following special meanings:

- A. Disaster - (State Definition) The occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property, or significant adverse impact on the environment, resulting from any natural or technological hazards, including but not limited to fire, floods, earthquake, wind, storm, hazardous substance incident, water contamination, epidemic, air contamination, blight, drought, infestation,

explosion, civil disturbance, act of terrorism, or hostile military or paramilitary action. For the purpose of state or federal disaster declarations, the term disaster generally falls into the category of major or catastrophic based on the level of severity and impact on local and state resources. Major disasters are likely to require immediate state assistance supplemented by federal resources, if necessary, to supplement state efforts and resources. Catastrophic disasters may require immediate and massive state and federal assistance in both response and recovery.

- B. Emergency - (State Definition) A suddenly occurring and often unforeseen situation or an unusual event, which is determined by the Governor to require state response or mitigation actions to supplement local government in protecting lives and property.
- C. Terrorism - Terrorism is the unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.
- D. Local Government - as used herein refers to county level government and includes all legally recognized political subdivision therein, unless otherwise specified.
- E. State Departments - as used herein is an all-inclusive term referring to all state level governmental departments, agencies, commissions, etc.
- F. The Plan - The term "the Plan" as used herein refers to Part I of the Colorado Integrated Emergency Operations Plan titled, "Colorado State Emergency Operations Plan."

#### IV. SITUATION

This section of the Plan provides a synopsis of the states' at risk population, and the major hazards for which the state is vulnerable.

- A. Vulnerability Analysis (Geography And Demographics)
  - 1. Geography
    - a) Colorado covers approximately 104,247 square miles and is geographically divided into four distinct regions: The eastern plains, the eastern foothills, the intra-mountain region, and the western plateau. The state's prominent geological feature is the Rocky Mountains. Several other mountain ranges run north to south through the middle of the state and account for two-fifths of the state's land surface area. Approximately thirty-nine (39) percent of Colorado's land mass is owned by the Federal government and managed by the United States Forest Service, Bureau of Land Management and the National Park Service.
    - b) The State's transportation infrastructure consists of five major interstate highways, and two major railway corridors which traverse the state north to south along the Front Range, and east to west across the central and southern portions of the state. The

state has one international airport and 14 regional airports that provide commercial services.

## 2. Demographics

- a) The State is divided into 64 counties and 277 incorporated municipalities, with a total population of 4,301,261. County populations range from as few as 558 residents in San Juan County to more than 554,636 in Denver City/County. The majority of the state's population, industrial and commercial development, and the seat of State government, is located along the eastern foothills of the Rocky Mountains, referred to as the "Front Range." The Front Range extends from Larimer County in the north to Pueblo County in the south, and includes the ten most populated counties in the state. Given the high population concentration, major industrial activities and history of major disaster events, the Front Range represents the area of greatest vulnerability to repeated occurrences of disastrous events.
- b) Colorado saw a 30.6 percent growth from 1990 to 2000. Much of this growth occurred in areas with high hazards. The following statistical statements are provided relative to the state's vulnerable population:
  - (1) Approximately 81% of the State's population is concentrated in the counties of the Front Range.
  - (2) Approximately 4% of the State's population are not fluent in the English language.
  - (3) Approximately 9.6% of the State's population is 65 years of age and over.
  - (4) Approximately 8% of the State's population are persons with identified special needs.
- c) Hundreds of thousands of travelers from all over the world are attracted to the summer and winter outdoor recreational opportunities each year. The combination of high hazard areas and large numbers of out-of-state visitors, who are unfamiliar with local conditions and emergency response capabilities, represent a unique emergency planning and response challenge to both state and local government.

## B. Hazards Analysis Summary

1. Colorado has experienced natural disasters such as floods, fires, tornados, and winter storms, and technological emergencies, such as dam failures and hazardous material incidents. Colorado continues to be vulnerable to a multitude of hazards. The most frequently occurring of these hazards are summarized in the following section:
2. Natural Disasters Frequent to Colorado

a) Flooding

- (1) Flooding (flash and riverine) is the single greatest potential hazard to property in Colorado. Colorado averages 20 to 30 floods each year. Disastrous riverine flooding, caused by rapid snowmelt from early spring rains and warm weather, usually occurs in May and June. The Western Slope region often experiences riverine flooding in fall months of September and October due to seasonal heavy thunderstorm activities. Flash flooding, usually caused by heavy, stationary thunderstorms, most often occurs in the spring and early summer months (the fall months for southwestern Colorado). Damage potential is greatest along the river basins in the inter-mountain areas and the floodplains along the Front Range. Areas in and below land burned by wildfire have an increased risk of flooding.

b) Tornadoes

- (1) Tornadoes are a common threat to those who live along the foothills and on the Eastern plains of Colorado. Annually, Colorado residents report an average of 20 tornadoes. The effect of damaging tornadoes is increasing as more people and businesses are locating in threatened areas. The Limon tornado in June of 1990 caused nearly \$13 million in damage. April thru October is considered the tornado season, with May and June as the greatest risk months.

c) Wildfires

- (1) Wildfire, both natural and man-caused, is a risk to which the entire state is susceptible. The Colorado State Forest Service (CSFS) estimates that approximately 1/4th of the state's current population resides within the Red Zone, an area characterized by over 6 million acres of forestland at high risk for large-scale wildland fire. A century of aggressive fire suppression, combined with cycles of drought and changing land management practices, has left many of Colorado's forests unnaturally dense and ready to burn. In 2002 there were more than 3000 wildfires that burned more than 915,000 acres.

d) Severe Weather

- (1) Winter storms in Colorado are occasionally severe enough to overwhelm snow removal efforts, transportation, utilities, livestock management, and business and commercial activities. All of Colorado is vulnerable to storms of disaster proportions. Urban areas, especially those along the Front Range with large populations, are more vulnerable because of larger, more complex, and interdependent services and utilities. Severe weather in 1990-1991 contributed to an estimated \$20 million in

agricultural losses. The hailstorms in Denver in 1990 caused more than \$825 million in insurance claims, and ranks as the highest property loss event in Colorado's history.

e) Avalanches

- (1) The winter snow pack presents the danger of avalanches, particularly in the backcountry mountainous areas. They present a significant threat around many of the state's popular ski resort areas. The increasingly heavy usage of the backcountry during the winter months has heightened this ever present winter danger. Over the past few years more than 400 people have been trapped and more than 50 killed in avalanches in Colorado.

f) Landslide

- (1) Landslides may occur by themselves or in conjunction with another natural event such as wildfire, severe winter snowpack, or heavy rains. In recent years, losses from landslides and debris flows have been extremely high in areas already devastated by wildfires.

g) Drought

- (1) Even in higher moisture years, Colorado rainfall does not provide a consistent, dependable water supply throughout the year. Severe drought results in devastating economic consequences for agriculture, forestry, wildlife management, the environment and tourism. Drought recorded history includes severe drought in 1894, 1930-1937, and 1976-1977. The historic drought of 2002 caused loss of crops and livestock throughout much of the state and reduced revenues from lowered tourist visits.

h) Earthquake

- (1) Colorado is rated as having low to moderate earthquake risk. Several significant earthquakes have occurred within the state and a number of faults are located within its boundaries.

3. Technological Hazards Common to Colorado

a) Dam Failure

- (1) Dam failure is a technological threat facing many communities. In the last 100 years at least 130, of the more than 2,000 dams in the state have failed. The most recent major incident was the 1982 Lawn Lake disaster in Estes Park which caused more than \$30 million in damages and the loss of three lives. There are 236 Class I (High Hazard) and 348 Class II (Moderate Hazard) Dams



located throughout the state, with the majority located along the Front Range and in the Grand Mesa areas. The failure of any of these dams has the potential of causing extensive property damage and possibly the loss of life. Many of these dams were constructed in the early 1900's and age is now a concern.

b) Hazardous Materials

(1) Hazardous materials used in agriculture, industry and in the home pose a potential hazard to people and the environment. Daily, Coloradans are vulnerable to the adverse effects of accidental leakage of hazardous materials. Over a recent three-year period the Colorado Department of Public Health and Environment recorded 1,693 reported spills or releases; 715 were at fixed facilities. There are almost 6,000 fixed facilities where reportable concentrations of hazardous materials are used and/or stored. The majority of these facilities are located in the larger metropolitan areas. The steady growth in the use of chemicals has resulted in an increased need to transport these materials. Hazardous materials are transported over nearly every roadway throughout the state. The current overall state and local capabilities to deal with hazardous material incidents in an effective and responsive manner are viable but limited, especially outside of the major metropolitan areas.

4. Other less frequent but still potentially dangerous natural and technological hazards for which Colorado is at risk include: Subsidence, civil disorder, major transportation accidents, power failure.
5. Terrorism
  - a) Colorado is at risk for terrorism (domestic and international) and national security incidents. These incidents could take the form of: Threats and Hoaxes, small-scale conventional weapons or explosives, large improvised explosives, chemical, biological, radiological, nuclear or cyber attacks.
6. Following is a list of disaster event probabilities, based on historical data. The frequency time frame is an average of all the recorded occurrences of a given event and should not be considered as an absolute indicator of when the next occurrence of an emergency or disaster event will happen.

PROBABILITY OF FUTURE OCCURRENCE			
1 – Once or more a year		4 – Once every 50 years	
2 - Once every 5 years		5 – Once every 100 years	
3 – Once every 10 years		6 – Less than once in 100 years	
Flooding	1	Dam Failure	2
Tornado	1	Transportation	2
Avalanche	1	Subsidence	2
Wildfire	1	Drought	3
Winter Storm	1	Power Failure	3
HazMat	1	Civil Disorder	4
Landslides	1	Urban Fire (major)	6
Earthquake	1	Terrorism	*

Figure 1

- There is a strong probability of the occurrence of major events striking simultaneously or within a close time frame. There is also the probability that the occurrence of one event will trigger one or more secondary events. Local and state emergency managers must plan for these secondary or cascading events. The correlation between the occurrence of a primary event and its secondary or cascading effect is shown graphically at Figure 2.

### CASCADING OR SECONDARY EFFECTS OF DISASTERS

HAZARDS	Avalanche	Drought	Earthquake	Flood	Landslide	Tornado	Wildfire	Winter Storm	Civil Disorder	Dam Failure	HAZ MAT	Power Failure	Road Incident	Transportation	Urban Fire
Primary Event															
Avalanche	■									<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Drought		■					<input type="checkbox"/>								
Earthquake	<input type="checkbox"/>		■	<input type="checkbox"/>	<input type="checkbox"/>					<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Flood				■	<input type="checkbox"/>					<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Landslide				<input type="checkbox"/>	■					<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Tornado						■					<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Wildfire				<input type="checkbox"/>	<input type="checkbox"/>		■				<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Winter Storm	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>			■		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Civil Disorder							<input type="checkbox"/>		■		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
Dam Failure				<input type="checkbox"/>						■	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

HAZMAT									<input type="checkbox"/>										
Power Failure									<input type="checkbox"/>		<input type="checkbox"/>								
Rad Incident									<input type="checkbox"/>									<input type="checkbox"/>	
Transportation							<input type="checkbox"/>				<input type="checkbox"/>			<input type="checkbox"/>					
Urban Fire											<input type="checkbox"/>								
Terrorism									<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Types of secondary or cascading events that can be triggered by the primary event

Figure 2

**V. PLANNING ASSUMPTIONS**

- A. Civil government at all levels must continue to function under all threat, emergency and disaster conditions.
- B. An emergency or disaster can occur at any time, any place. It may create significant degrees of human suffering, property damage and economic hardship to individuals, governments, the environment, and for the business community.
- C. Citizens expect governments to keep them informed and to provide guidance and assistance in the event of a threat, emergency or disaster.
- D. All levels of government share the responsibility for working together in mitigating, preparing for, responding to, and recovering from the effects of an emergency or disaster event.
- E. Each level of government will respond to an incident to the extent of its available resources, including mutual aid, and subsequently will request assistance from the next higher level of government if required; i.e., municipalities to a county; counties to state; and state to federal government.
- F. With the possibility of terrorism and weapons of mass destruction (WMD) any technological emergency must be approached as if it could be an act of terrorism.
- G. The Incident Command System (ICS) will be used as the on-scene incident management system.
- H. State government has resources and expertise available to relieve emergency or disaster related problems which are beyond the capability of local government. The state will modify normal operations and redirect resources in order to save lives, relieve human suffering, sustain survivors, protect property, and assist in reestablishing essential services.
- I. Private and volunteer organizations, i.e., Red Cross, Salvation Army, Colorado Volunteer Organizations Active in Disasters (COVOAD), etc. will provide immediate life-sustaining relief to individuals and families, not normally available from government resources. Local and/or state governmental agencies will assist these organizations by providing information, guidance, and coordination of their relief efforts.
- J. Local and state emergency operations plans address the ability to coordinate emergency operations during multiple events.

- K. Federal government resources and expertise can be requested by the Governor, to augment efforts in relieving major emergency or disaster related problems beyond the capabilities of state and local government.

## VI. CONCEPT OF OPERATIONS

### A. General

1. The concept of operations of this Plan is based on the premise that the capabilities and resources of local government are exceeded by an emergency or disaster event, thereby requiring the assistance of state government. Such assistance, when authorized, will be provided by state agencies operating under their own authority, or as part of an effort coordinated by the Office of Emergency Management, operating on behalf of the Governor. The Governor may request assistance from the federal government if the capabilities and resources of both local and state governments are exceeded.
2. Continuity of operations from the local jurisdiction(s) through state level response is manifested through standardization. Standardized operational management concepts are based in the Incident Command System and the hierarchy of governmental responsibility and authority.
3. The SEOP is designed to integrate quickly and efficiently with the Federal Response Plan.

### B. Colorado State Emergency Operations Plan (SEOP) Implementation

1. The Plan has the force and effect of law as promulgated by the Governor. Plan implementation, and the subsequent supporting actions taken by state government, are specific to the emergency or disaster situation. Implementation is influenced by the timely acquisition and assessment of reliable information gathered from disaster affected jurisdiction(s). This Plan is in effect for preparedness activities and for response and initial relief activities when a major emergency or disaster occurs or is imminent.

### C. Emergency Operations Roles And Responsibilities

1. Governor: The Governor, as the executive head of state, has the inherent responsibility, and the constitutional and statutory authority, to commit state and local resources (personnel, equipment, and financial) for the purpose of "...meeting the dangers to the state and its people presented by disasters." This responsibility is exercised through the Director, Office of Emergency Management, within the Department of Local Affairs (DOLA), who is charged with preparing, maintaining and implementing this Plan.
2. Office of Emergency Management (COEM): The Governor has delegated the COEM, through its Director, responsibility for the management and

coordination of state emergency operations and, when necessary, federal resources. It is responsible for the organization and operation of the State Emergency Operations Center (SEOC), daily and when activated for an emergency. The COEM is responsible for coordinating with state departments, assisting local government in emergency management, and in developing and maintaining of emergency operations plans. In emergency or disaster situations, the COEM Director, will make recommendations to the Governor and Disaster Emergency Council on State Declarations of a Disaster Emergency, requests for federal assistance, and provide situation reports on ongoing activities.

3. Office of Preparedness, Security and Fire Safety: The mission of the OPS, in coordination with other public and private sector organizations, is to promote prevention, preparedness, communications, and counterterrorism intelligence sharing capabilities and enhance the Colorado crisis management structure to combat domestic and international terrorism. The strategy will include: implementing measures to reduce our vulnerabilities; deterring terrorism through a clear public policy; enhancing the rapid and effective response to threats or actual terrorist acts; and developing sufficient capabilities to combat and manage the consequences of terrorist incidents involving Weapons of Mass Destruction (WMD).
4. State Coordinating Officer (SCO) and Governor's Authorized Representative (GAR): The Director, Office of Emergency Management, operating on behalf of the Governor, provides the necessary coordination, direction and control, for state rendered emergency assistance to local jurisdiction(s) in those situations that do not warrant a gubernatorial Declaration of Disaster Emergency. When an emergency or disaster situation is of such severity and magnitude as to warrant a gubernatorial or Presidential declaration, the Governor will appoint a State Coordinating Officer (SCO), a Governor's Authorized Representative (GAR). If needed, the SCO will appoint a Public Assistance Officer, and a Mitigation Officer:
  - (1) State Coordinating Officer (normally the Director, Office of Emergency Management) serves as the Governor's principal assistant in the coordination and supervision all activities of state and local government in conducting emergency operations under a gubernatorial and/or Presidential emergency or disaster declaration. The State Coordinating Officer (SCO) will act in cooperation with the Federal Coordinating Officer (FCO) during a Presidential disaster declaration.
  - (2) Governor's Authorized Representative (normally the Director, Office of Emergency Management or a senior member of the COEM staff) serves as the state's representative for the execution of all necessary documents for disaster assistance following a gubernatorial or Presidential declaration of an emergency or disaster.
  - (3) Public Assistance (PA) Officer - (normally a senior COEM staff member) serves as the state representative to the

local, state federal Preliminary Damage Assessment (PDA) team assessing damage to public infrastructure; coordinates the project worksheets with the FEMA PA Officer; oversees project billing and disbursement of federal and state funds; provides for project closeouts; and execute all necessary documents when a presidential declaration includes Public Assistance.

- (4) Individual Assistance (IA) Officer (normally a senior staff member of the Department of Human Services) serves as the state representative for all necessary documents when an Individual Assistance declaration has been made
  - (5) Mitigation Officer (normally the head of the COEM Mitigation Section) serves as the state's representative for all mitigation activities, technical and financial.
5. State Departments: Are responsible, within their statutory authorities, to provide assistance to local jurisdictions when local capabilities are overwhelmed by an emergency or disaster situation. Upon implementation of the Plan, state agencies are responsible for their assigned State Emergency Functions (SEF). The operational roles, responsibilities and intra-organizational relationships of state departments are described in the assigned State Emergency Function Annexes to this Plan.
  6. Local Government: The elected officials of each political subdivision (counties and municipalities) have responsibility for reducing the vulnerability of people and property to the effects of emergencies and disasters. They should ensure that local governmental agencies are capable of efficient and responsive mobilization of resources in order to protect lives, minimize property loss, and expedite recovery efforts during an emergency or disaster. They should ensure that the jurisdiction is served by an Emergency Management Office. The Local Emergency Operations Plan should be prepared based upon a valid hazards and risk analysis. (Reference: Title 24, Article 32, Part 2107, Colorado Revised Statute, as amended)
  7. Federal Government: The Federal government has responsibilities to respond to national emergencies and to provide assistance to states when an emergency or disaster is beyond their capability to handle. The Federal Emergency Management Agency (FEMA) has the overall responsibility for the coordination of federal emergency/disaster relief programs and supporting local and state government capabilities with resources.
  8. Volunteer and Private Organizations: Several agencies exist within the state which are organized to provide assistance during a disaster or emergency to meet essential needs. Some organizations with existing Memorandums of Understanding/Agreements with the state have been assigned supporting roles to specific State Emergency Functions - see "State Emergency Functions Assignment Matrix," Figure 4. Colorado Volunteer Organizations Active in Disaster (COVOAD) coordinates these organizations.

## D. Emergency Operations Management And Organization

### 1. Management Concepts and Policies

a) Stages of Emergency Operations: Emergency operations involve more than just responding to the impact of an emergency or disaster. Pre- and post- disaster planning are important elements of the emergency operations responsibilities of local and state government. Activities and responsibilities centered around the management of emergency operations are conducted in four operational stages: Preparedness, Increased Readiness, Response, and Initial Relief. During each of the stages the operational actions and responsibilities of local, state, and other governmental and non-governmental agencies are different. Local Emergency Operations Plans (LEOPs) should identify under each operational stage, the actions and responsibilities of local governmental agencies. Contained in the State Emergency Functions Annexes are the tasking and responsibilities of state departments, and non-governmental entities, which are distinctive to these operational stages. Following is a brief description of these stages:

- (1) Preparedness Stage: The time prior to the onset of an emergency or disaster. It involves planning and activities that are focused on improving the overall capability of responding to and managing emergencies or disasters. Emergency preparedness support to local jurisdictions will be provided by state departments in accordance with normal day-to-day functional capabilities and statutory responsibilities, or as tasked by the COEM Director acting on behalf of the Governor.
- (2) Increased Readiness Stage: Increased readiness is the stage of responding to the forecast of a disaster. State departments will review internal Standard Operating Procedures (SOP), determine resource availability, and prepare to send a department/agency Emergency Response Coordinator (ERC) to the SEOC, if one is requested. In addition, each department will monitor and assess conditions that could develop into a major emergency or disaster situation, keeping the COEM informed of any potential problems.
- (3) Response Stage: The response stage starts at the onset of an emergency or disaster event and continues until the situation is stabilized or brought under control. State departments will provide assistance to impacted local jurisdictions, based upon requests and verified needs and as approved. Coordination of the use of state and private resources, and/or federal assets, will be facilitated through the SEOC. Costs of state resources requested by local jurisdictions will be borne by the requesting jurisdiction

unless the Governor declares a Disaster/Emergency and commits the state resources.

- (4) Initial Relief Stage: The Initial Relief stage starts as soon as the situation becomes stabilized and continues until essential services are reestablished and long term recovery planning and redevelopment activities can begin. State government recovery operations efforts in support of local jurisdictions are discussed in the Recovery Plan, Part II, to the Colorado Integrated Emergency Operations Plan.
- b) Principle of Local Government Control: Direction and control prior to, during, and following an emergency or disaster rests with the elected leadership of the legally recognized government jurisdiction impacted by a given emergency or disaster. This authority continues throughout the stages of emergency operations or until conditions warrant a change in such authority.
- c) Incident Level Management: A local incident management system, incorporating the functions, principles and components of the Incident Command System (ICS) should be adopted and utilized by all response agencies. The Local Emergency Operations Plan (LEOP) should delineate the concept for on-scene incident management to be used by all local agencies involved in emergency operations. The "Colorado Incident Command System" has been adopted for use in Colorado and is the operating system under which all state agencies will operate when in support of state directed emergency operations. The flexibility and rapidly expandable organizational structure, and the use of a common terminology, make this system particularly useful when coordinating a multi-functional response, as well as, easily adaptable to supporting multiple agencies and/or multiple jurisdictional emergencies. The LEOPs should include details on the interface between the on-scene incident command system and local emergency operations center and the interface between the local EOC and the SEOC.
- d) Local Level Management: The counties or municipalities are responsible for the overall coordination of emergency operations as it impacts the jurisdiction as a whole. The on-scene Incident Commander (IC) is responsible for the command and control of specific activities at the incident site. Local government is generally responsible for coordination and control of all administrative and off-site functions. When an emergency situation threatens to escalate beyond the capabilities of on-scene responders, including mutual aid assistance, activation of the local emergency operations center may be required. Acquisition of additional resources, and dissemination of disaster information moves to the emergency operation center so that the management of these functions can be more easily controlled and coordinated by the responsible policymaking authority.
- e) State Level Management: In an emergency or disaster that overwhelms the resources and capability of a local jurisdiction the



Governor may exercise his/her authority to use the resources of state government and/or that of other non-impacted political subdivisions. The management of the state's response is facilitated by the policies and procedures of the SEOP. The COEM is responsible for the implementation of the state response to an emergency or disaster. The SEOC's principal emergency management function is not that of an initial responder, but that of coordinator for the acquisition, prioritization and distribution of state, private, and, if needed, federal resources. Based upon the timely identification and verification of the emergency request of a local jurisdiction, the Director, Office of Emergency Management or the State Coordinating Officer will task to state departments the requirement to provide requested resources. The assigned state department will coordinate the providing of assistance directly with the requesting local agency(s). If the disaster situation is of such magnitude as to require federal assistance; the State, through the SEOC or a Disaster Field Office (DFO) if one has been established, will function as the primary coordination agency for the rendering of federal assistance.

f) Federal Level Management

If the emergency is of a magnitude that federal assistance is granted, the federal agencies come in support of the state and locals. Coordination will take place from the appropriate State Emergency Function to the Federal Emergency Support Function. Coordination will take place at the SEOC or a Disaster Field Office, if one is established.

g) Volunteer Organizations may be called upon, as appropriate, to assist in disaster preparedness, response and recovery. Colorado Volunteer Organizations Active in Disaster (COVOAD) will coordinate these organizations.

h) The private sector has significant responsibility for critical infrastructure protection and business restoration. Although the role of the private sector is not legislated, their responsibilities to the public make them an important partner at all levels of government.

2. Emergency Operations Organization

a) Local Emergency Operations Organization: The incident command system and the organization of the local emergency operations center must be closely integrated in order to adequately address the issues facing a community during emergencies and disasters. The criteria for EOC activation, its organizational structure, and the issue of the transfer of incident command functions and authority must be clearly delineated in Local Emergency Operations Plans and understood by all parties before an incident occurs. Local level EOC should be organized to provide for all of the following emergency management functions: Management, Operations, Planning and Information, Logistic, and Finance and Administration. Based upon the staffing

requirements, these functions can be combined. At Figure 3 is an illustration of how the state's emergency operations organization has been organized in order to incorporate these functions.

## VII. STATE EMERGENCY OPERATIONS ORGANIZATION

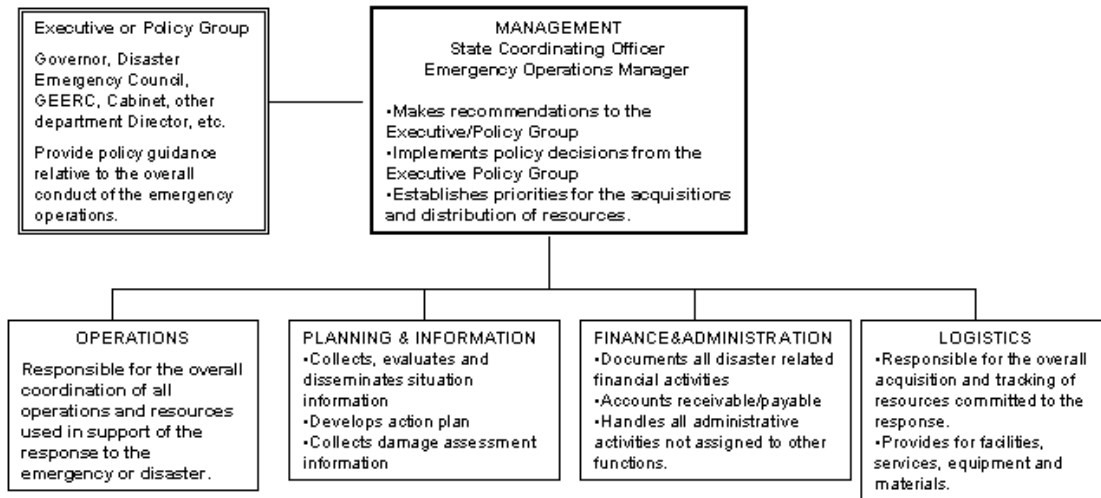


Figure 3

### A. State Emergency Operations Organization

1. **General:** The State Emergency Operations Center (SEOC) is located in a secure, hardened facility with robust and redundant communications in Golden, Colorado. It provides the primary location through which the COEM Director (or the SCO during a declared disaster emergency) can coordinate support to local governments in disaster situations. The SEOC serves as the principal point for coordinating the tasking of state departments and volunteer agencies in the delivery of emergency assistance to effected jurisdiction(s). The SEOC provides the Governor and the Executive Group with a centralized location to assemble and analyze critical disaster information, facilitate the decision making process, direct and control the response activities of state government, and ensure interagency cooperation, coordination and communications.
2. **State Organization for Emergency Operations:** The state emergency operations organizational structure (Figure 3) is designed to be flexible, easily expandable, and proactive to the needs of local government. The state organization by functional elements provides for a uniform linkage

between local and federal emergency operations systems. Details pertaining to the internal organization and operations of the SEOC are found in Annex E, "Operations and Information Management."

- B. State Emergency Operations Center (SEOC) Activation and Emergency Preparedness Levels:
  - 1. The State Emergency Operations Center (or Alternate State Emergency Operations Center AEOC) becomes operational and is staffed based upon the severity of an emergency or disaster and the anticipated or actual level of involvement by state government in providing assistance to impacted local jurisdiction(s). Emergency Preparedness Levels are issued to indicate what state of readiness the state or region is in for any hazard. The SEOC will be activated at a level that corresponds to the threat level. A common color designation has been associated with each level for simple identification. This system has been developed to correspond with the National Security Threat Levels.
- C. The Homeland Security level issued by Colorado will usually be the same as the Federal level, but may be changed if threat conditions differ in Colorado.
- D. It would be possible for multiple alerts to be issued for different areas in the state and different threats. For example, there could be a Level III – Yellow alert for Homeland Security reasons for the entire state and a Level II – Orange alert for northwest Colorado for wildfire danger.
  - 1. The following describes the five Emergency Preparedness Levels:
  - 2. Level V – **Green** (Homeland Security Condition Low) - This is day-to-day operations. The focus is on planning, training and exercising with an awareness of pending situations.
  - 3. Level IV – **Blue** (Homeland Security Condition Guarded) - This is typically a "monitoring" phase where some actions or technical assistance may be given to local jurisdictions. Notification is made to those state agencies that may need to take action as part of their everyday responsibilities. The SEOC Operations Manager assumes responsibility for fulfilling all of the functional responsibilities.
  - 4. Level III - **Yellow** (Homeland Security Condition Elevated) - This is a limited activation or heightened awareness for all EOC staff. Certain key state departments may be alerted. The SEOC will be initially staffed (if activated) using available COEM personnel for business hours only. State Department's Emergency Response Coordinators will be called in as appropriate. Possible dispatching of a State Liaison Officer to the impacted jurisdiction.
  - 5. Level II - **Orange** (Homeland Security Condition High) - Limited (or higher) activation of the SEOC. This may be reduced to heightened awareness after threat assessment. All lead and supporting state departments and other agencies are alerted for possible staffing requirements. The SEOC will be staffed by COEM personnel and other agency representatives as necessary. Deployment of a Liaison Officer is likely if the incident is

within the state or immediately adjacent to the Colorado border. 24 hour SEOC activation is considered at this level.

6. Level I – Red (National Security Condition Severe) - Full activation of the SEOC with representatives from lead and supporting state departments and other agencies. Full 24-hour a day staffing may be required. Deployment of a Liaison Officer is likely if the incident is or may be in Colorado. The Federal Response Plan may be activated at this point.

#### E. Sequence Of Emergency Operations

1. With few exceptions, there are certain similarities in the procedures followed by each level of government in response to an emergency or disaster. The flow charts on the following pages illustrate key emergency actions and decisions which link together the essential elements of local, state, and federal response to the threat, or actual occurrence, of an emergency or disaster. State assistance may be provided, upon request, with or without a local or state declaration of an emergency or disaster. Local requests for lifesaving emergency assistance may be acted upon verbally and subsequent local declaration and justification documentation should follow as soon as practical. (See flowcharts inserted following this page.)

#### F. State Departments And Agencies Responsibilities

##### 1. General

- a) All state departments are mandated under the authority of the Plan to carry out assigned activities related to mitigating the effects of a major emergency or disaster and to cooperate fully with each other, the COEM, and other political subdivisions in providing emergency assistance.
- b) Each state department will develop its own internal emergency operations plan and specific procedures and checklists necessary for accomplishing assigned tasks. Department plans may delegate authority and assign responsibility to divisions, bureaus, offices, or other components of the department. Such agency plans and checklists should be written consistently with this Plan. A copy of all agency plans will be submitted to COEM.
- c) State departments retain operational control of their personnel and equipment when tasked to support other state departments or local jurisdictions.
- d) State departments will maintain separate detailed logs of hours worked and costs for possible reimbursement.
- e) All state departments and agencies, within their authority, will monitor and coordinate with their federal counterparts the implementation of emergency assistance programs in Colorado.
- f) State departments will notify COEM of any possible/pending incidents or disasters.

g) In addition to assigned functional responsibilities, all State Departments will take the following general actions, as appropriate and in accordance with the stages of emergency operations:

(1) Preparedness Stage

- (a) Appoint an Emergency Response Coordinator (ERC), and two alternates, to act on behalf of the department or agency and to provide representation at the SEOC during activations and during exercises. The ERC will be empowered to make decisions and expend resources in providing operational and technical support to local governments or other state agencies. The ERC will report all actions taken by their agency to the Operations Manager or the Planning Section of the SEOC. Names and 24-hour contact phone numbers will be furnished to the COEM.
- (b) Develop and maintain internal plans, standard operating procedures (SOPs) and checklists that prescribe in detail how the department will implement its assigned functional responsibilities. Instructions will be included for notification of key personnel, setting up 24 hour shifts and other appropriate measures. Plans and checklists will be written consistently with this Plan. Copies of these materials will be provided to the COEM (including a copy on CDROM).
- (c) Maintain a current resource database of all departmental equipment, specialty personnel, and materials available to perform assigned functions.
- (d) Ensure that all personnel assigned specific functional responsibilities in support of this Plan are adequately trained and prepared to assume those responsibilities.
- (e) Coordinate plans, procedures, and preparations with participating federal, state, local, and private and volunteer agencies. As appropriate, enter into working agreements with these agencies in order to promote effective and efficient emergency response and relief efforts.
- (f) Designate a public information representative to coordinate departmental emergency public information plans and procedures with the COEM and the Governor's Press Office.

(2) Readiness and Response Stages

- (a) Implement departmental emergency plans and procedures, as appropriate when requested by COEM.
  - (b) Alert personnel and mobilize resources in affected and adjacent areas.
  - (c) Upon request, provide ERC(s) to the SEOC.
  - (d) Coordinate emergency response activities with local, state, federal and other agencies, as appropriate.
  - (e) Coordinate the release of departmental emergency public information through the COEM or the Joint Public Information Center, if one is activated.
  - (f) Assist in assessing and reporting damages to any state-owned facility or property under departmental jurisdiction. Report this information to the SEOC (Damage Assessment Section).
  - (g) Record and report to COEM all costs incurred in carrying out emergency operations. Best practices must be followed on all financial/logistical record keeping.
- (3) Initial Relief Stage  
Upon request, provide personnel, equipment and other required resources to support initial relief operations.

## 2. State Emergency Functions

- a) When an emergency or disaster situation exceeds local capabilities there are certain common types of assistance that are likely to be requested from the state. These common types of assistance have been grouped functionally into 14 areas, termed "State Emergency Functions (SEF)." State departments have been assigned responsibilities for implementing these functions. Individual state department assignments are shown on the "State Emergency Functions Assignment Matrix," Figure 4. Assignments are made based upon the department's statutory, programmatic or regulatory authorities and responsibilities. State Emergency Function annexes contain detailed information associated with a specific SEF. In a Presidential declaration, state SEFs will work directly with the corresponding federal Emergency Support Function (ESF). It is imperative that designated "lead" state departments understand the relationship between the State SEFs and the federal ESFs. Tab 5 contains information showing how state and federal functions are linked.
- b) COEM retains overall responsibility for the coordination, development, validation and maintenance of the SEOP although

other agencies may act as "Lead" in certain hazard specific scenarios. COEM is responsible for coordinating the integration of a multi-agency response.

- c) State departments and private/ volunteer organizations are assigned to "Lead," "Secondary Lead" or "Supporting" roles as related to the State Emergency Functions and the development of the corresponding annexes. The responsibilities of each of these positions are:
  - (1) "Lead" - Responsible for planning, coordinating and tasking support departments and agencies in the development of policies, procedures, roles, and responsibilities and requirements of the SEF and its operational requirements.
  - (2) "Secondary Lead" - Certain principal components of some of the SEFs are clearly shared by state department(s) or organizations other than the designated "Lead" department. In such situations the department/organization which would normally have primary responsibility for one or more of these major components will be designated as a "Secondary Lead" department/organization, and will be responsible for the development and implementation of that specific portion of the corresponding Functional Annex. The "Lead" department retains overall responsibility for the development of the State Emergency Function Annex to this Plan.
  - (3) "Supporting" - Those assigned a supporting role for a given SEF will cooperate with the lead department in carrying out the assigned missions and will cooperate in annex development, training, and exercising.
- d) Departments not assigned to specific State Emergency Functions will serve as a reserve of material and personnel resources which may be required to perform previously unassigned tasks or supplement other response agencies.
- e) Specific "supporting" role functions will be assigned to volunteer and private organizations who, by their state or national charter, or through written Memorandums of Agreements (MOA) with the COEM, are committed to providing disaster response/relief assistance.

**"STATE EMERGENCY FUNCTIONS ASSIGNMENT MATRIX"**

ANNEXES	A	B	C	D	E	F	G	H	I	J	K	L	M	N		
<b>STATE DEPARTMENTS</b>	SEF 1 - TRANSPORTATION															
	SEF 2 - COMMUNICATION & WARNING															
	SEF 3 - PUBLIC WORKS & ENGINEERING															
	SEF 4 - FIRE FIGHTING															
	SEF 4a WILDFIRES SUPPRESSION															
	SEF 5 - OPERATIONS & INFORMATION															
	SEF 6 - CARE AND SHELTERING															
	SEF 7 - RESOURCE SUPPORT															
	SEF 8 - HEALTH, MEDICAL & MORTUARY															
	SEF 8a - MENTAL HEALTH															
	SEF 9 - SEARCH & RESCUE															
	SEF 10 - HAZARDOUS MATERIALS															
	SEF 11 - PUBLIC UTILITIES															
	SEF 12 - PUBLIC INFORMATION															
SEF 13 - LAW ENFORCEMENT & SECURITY																
SEF 14 - DAMAGE ASSESSMENT																
<b>GOVERNOR'S OFFICE</b>				S			S					L			L	
<b>OFF EMRG MGNT</b>		L		S	S	L	S	S	S	L	S	S	S	S	L	*
<b>Personnel &amp; Administration</b>		S				S	S	S	S			S		S		
<b>AGRICULTURE</b>						S	S		S			S	S		S	
<b>CORRECTIONS</b>	S		S		S			S				S	S	S	S	
<b>PUBLIC HEALTH &amp; ENVIRONMENT</b>		S	S			S	S		L		S	S	S		S	
<b>HIGHER EDUCATION</b>			S		L		S	S	S			S		S		
<b>HEALTH CARE, POLICY &amp; FINANCE</b>							S		S			S				
<b>LABOR</b>	S		S					S			S		S			
<b>LOCAL AFFAIRS</b>						S		L			S	S	S		S	
<b>MILITARY AFFAIRS</b>	S	S	S	S	S	S	S	S	S	S	S		S	S	S	L
<b>NATURAL RESOURCES</b>			S			S		S			S		S	S	S	
<b>PUBLIC SAFETY</b>	S	S		L		S		S	S	L		S	L	S		
<b>REGULATORY AGENCY</b>	S										L	S		S		
<b>REVENUE</b>	S											S				
<b>HUMAN SERVICES</b>						L			L			S				



ANNEXES	A	B	C	D	E	F	G	H	I	J	K	L	M	N
STATE DEPARTMENTS	SEF 1 - TRANSPORTATION	SEF 2 - COMMUNICATION & WARNING	SEF 3 - PUBLIC WORKS & ENGINEERING	SEF 4 - FIRE FIGHTING SEF 4a WILDFIRES SUPPRESSION	SEF 5 - OPERATIONS & INFORMATION	SEF 6 - CARE AND SHELTERING	SEF 7 - RESOURCE SUPPORT	SEF 8 - HEALTH, MEDICAL & MORTUARY SEF 8a - MENTAL HEALTH	SEF 9 - SEARCH & RESCUE	SEF 10 - HAZARDOUS MATERIALS	SEF 11 - PUBLIC UTILITIES	SEF 12 - PUBLIC INFORMATION	SEF 13 - LAW ENFORCEMENT & SECURITY - DAMAGE ASSESSMENT	SEF 14 - Information Technology (Cyber) SEF 15 - Information Technology (Cyber)
TRANSPORTATION	L		L	S	S	S	S	S	S	S	S	S	S	S
TREASURY							S					S		
LAW				S	S			S				S	S	
EDUCATION	S					S	S	S				S		S
(OTHER AGENCIES)														
RED CROSS				S	S	S	S	S	S			S		S
SALVATION ARMY				S	S	S	S	S						
COVOAD				S	S	S	S	S	S			S		S
CSRFB									S					

L= Lead; \*=Secondary Lead; S=Supporting

### 3. State Emergency Function (SEF) Annexes Summary

The SEFs represent the types of assistance activities that local government may need regardless of the nature of the disaster or emergency. This plan provides details about emergency functions in its annexes. The following is a summary of the contents of the annexes to the Plan:

#### SEF 1: Transportation (Annex A) - Colorado Department of Transportation

Provides for coordination, control and allocation of department assets in support of the movement and/or evacuation of people, the redistribution of food and fuel supplies, and the movement of other emergency resources.

#### SEF 2: Communications & Warning (Annex B) - Colorado Department of Local Affairs, Office of Emergency Management

Provide emergency warning, information and guidance to the public. Provide for telephone, radio, and other communications capability for the direction and control of emergency and recovery operations. Facilitates the requirements and resources needed to provide for backup capability for all means of communication.

**SEF 3: Public Works & Engineering** (Annex C) - Colorado Department of Transportation

Provides for debris clearance, roads, highways and bridge repairs, engineering, construction, and repair and restoration of essential public works systems and services, and safety inspection of damaged public buildings.

**SEF 4: Fire Fighting** (Annex D) - Colorado Department of Public Safety

Provides for mobilization and deployment, and assists in coordinating structural fire fighting resources to combat urban incidents; initiate preventative fire safety and post-disaster fire safety inspections. Provide incident management assistance for on-scene incident command and control operations.

**SEF 4a: Wildfire Suppression** (Annex D) - Department of Higher Education, State Forest Service

Provides for and assists in the coordination and utilization of interagency fire fighting resources to combat wildland emergencies. Provides for incident management teams to assist on-scene incident command and control operations. Provides Governor's Authorized Representative (GAR) for FEMA Fire Assistance Declarations.

**SEF 5: Operations and Information Management** (Annex E) - Colorado Department of Local Affairs, Office of Emergency Management

Provides for the overall management and coordination of the state's emergency operations in support of local government. Collects, analyzes and disseminates critical information prior to, during and following emergencies for decision making purposes. Delineates criteria and procedures for obtaining state and federal disaster or emergency assistance. Identifies the roles and responsibilities of state government in coordinating federal assistance to local government. Provides for survival and operational capabilities of government.

**SEF 6: Care & Sheltering** (Annex F) - Colorado Department of Human Services

Manage and coordinate sheltering, feeding and first aid for disaster victims. Provide for special human needs and for temporary housing, food, and clothing in situations that do not warrant mass-care systems. Provide emergency assistance to special needs populations. Manage the receipt and distribution of donated goods and services to meet requests in the wake of a disaster. Assist in coordinating and managing the utilization of volunteer resources. Assist local government in the coordination and management of volunteer relief efforts. (Secondary Lead Agency - American Red Cross) (Secondary Lead Agency for Management of Donated Goods and Volunteer Relief Efforts - Colorado Voluntary Organizations Active in Disasters, COVOAD)

**SEF 7: Resource Support & Documentation** (Annex G) - Colorado Department of Local Affairs

To secure resources through mutual aid agreements, or procure resources for other SEFs as needed. Provides for coordination and financial documentation of personnel, equipment, supplies, facilities, and services used during disaster response and initial relief operations. All state departments are responsible for providing information to SEF 7.

**SEF 8: Health, Medical & Mortuary Services** (Annex H) - Colorado Department of Public Health and Environment

To provide care and treatment for the ill and injured, mobilization of trained health and medical personnel and other emergency medical supplies, materials and facilities, public health and environmental sanitation services, disease and vector control, and the collection, identification, and protection of human remains.

**SEF 8a: Mental Health:** - (Secondary Lead) - Department of Human Services, Division of Mental Health

Provides crisis-counseling services for individuals and groups impacted by the disaster situation. Mental health professionals will be mobilized to offer home and community based services. Crisis counseling is a time-limited program designed to assist victims/survivors/responders of a disaster in returning to their pre-disaster level of functioning.

**SEF 9: Search & Rescue** (Annex I) - Colorado Department of Local Affairs, Office of Emergency Management

Provides coordination of ground, water, and airborne activities to locate, identify, and remove from a location, persons lost or trapped in buildings and other structures.

**SEF 10: Hazardous Materials** (Annex J) - Colorado Department of Public Safety

Provides response, inspection, containment and cleanup of hazardous materials accidents or releases.

**SEF 11: Public Utilities** (Annex K) - Colorado Department of Regulatory Agencies

Coordinates with the private sector for the emergency repair and restoration of critical public utilities, i.e. gas, electricity, telephone, etc. Coordinate the rationing and distribution of emergency power and fuel.

**SEF 12: Public Information** (Annex L) - Office of the Governor

Provides for effective collection, control, and dissemination of public information in order to inform the general public adequately of emergency conditions and available assistance. Minimize misinformation, rumors, etc., during an actual emergency. (Secondary Lead Agency - COEM)

**SEF 13: Law Enforcement & Security** (Annex M) - Colorado Department of Public Safety

Provides for the protection of life and property by enforcing laws, orders, and regulations, including movement of persons from threatened or hazardous areas. Provide for area security, traffic and access control.

**SEF 14: Damage Assessment** (Annex N) - Colorado Department of Local Affairs, Office of Emergency Management

Ensure that procedures and expertise are available to provide preliminary estimates and descriptions, based on actual observations by engineers and assessment teams, of the nature and extent of damage resulting from a disaster. Assessments further provide a basis for determining the need for a state or Presidential disaster declaration.

**SEF 15: Information Technology (Cyber)** (Annex O) - Governor's Office of Information Technology and Department of Military & Veterans Affairs

Provides for the planning, collaboration, and coordination of Cyber Security protection within the State of Colorado and regionally as required. With the mission to prevent cyber attacks against our critical infrastructures, reduce vulnerability to cyber attacks, and minimize damage and recovery time from cyber attacks that do occur.

## **VIII. CONTINUITY OF GOVERNMENT**

### **A. General**

1. The Colorado Continuity of State Government Plan, developed by the Department of Public Safety, is considered to be a freestanding annex to this plan.
  - a) Disasters can interrupt, paralyze, or destroy the ability of state or local government to carry out their executive, legislative and judicial functions. Therefore, it is important that each level of government build the capability to preserve, maintain, and reconstitute its ability to function under the threat, or actual occurrence of, any major or catastrophic disaster that could disrupt governmental operations and services.
  - b) Effective and responsive emergency operations are inseparable from the concept of Continuity of Government (COG). The Colorado Comprehensive Emergency Management Program identifies two important factors for assuring continuity of government at the local and state level: First, have well defined and understood lines of succession for key officials and authority; second, preserve records which are essential to the effective functioning of government and for the protection of rights and interests of the state and its citizens.

### **B. State Line Of Succession**

1. Article IV of the State Constitution of Colorado, vests in the Governor the chief executive powers of the state. It establishes the emergency powers of the Governor and provides for the line of succession in the event the Governor is absent and/or unable to exercise the powers and discharge the duties of office.
2. The legal successor to the Governor is the Lieutenant Governor, if the office of Lieutenant Governor is vacant, the first named of the following members of General Assembly affiliated with the same political party as the Governor:

- a) President of the Senate;
  - b) Speaker of the House of Representative;
  - c) Minority leader of the Senate;
  - d) Minority leader of the House of Representatives
3. The Governor will appoint, with consent of the Senate, all officers of duly established offices not otherwise requiring appointment by election, thus providing the means to fill vacancies.
  4. If the elected offices of Treasurer, Secretary of State or Attorney General become vacant, the Governor appoints a successor with consent of the Senate to serve until a successor can be qualified and elected. Lines of succession for political subdivisions of the state shall be in accordance of the Constitution and statutes of the state and will be described in the Local Emergency Operations Plan.
  5. As a minimum, all state department heads shall designate primary and alternate emergency successors for key supervisory positions. This ensures the continuance of leadership, authority, and responsibilities of their departments. Each agency/office head shall further designate a primary and alternate emergency successor for key positions.
  6. Designated interim emergency successors shall be instructed on their responsibilities, and the conditions under which they will assume these positions. Generally, an interim emergency successor may assume leadership whenever the incumbent becomes unable to perform their functions or when requested to do so during periods of emergencies or disasters. They shall hold these positions until relieved by the incumbent or until the emergency or disaster has been brought to a successful conclusion. The criteria for succession of leadership will be delineated in the internal emergency operating procedures of each department.

#### C. Preservation Of Essential Records

1. Protection of essential state (and local) records is vital if government and society are to resume functioning after a major catastrophe or national emergency.
  - a) Essential records and documents which require safeguarding fall into three (3) general types: (a) records that protect the rights and interests of individuals; vital statistics, state land and property records, financial and tax records, election records, license registers, articles of incorporation, etc.; (b) records required for effective emergency operations; plans, procedures, resource inventories, lists of succession, maps, memorandums of understanding, agreements, and lists of regular and auxiliary personnel; (c) records required to re-establish normal governmental functions and protect the rights and interests of government; federal and state laws, rules and regulations, official proceedings, financial and court records.

- b) The selection of the records to be preserved rests with the official rendering the service involved or with the custodians of the records. These decisions should be made in concert with the organization's overall plan for determination of value, protection and disposal of records. The records should be housed in the safest possible location.

## **IX. ADMINISTRATION, LOGISTICS AND MUTUAL AID**

### **A. Administration**

- 1. During an emergency or disaster state (and local) government shall determine, if necessary, what normal administrative procedures shall be suspended, relaxed or made optional in order to prevent unnecessary impediments of emergency operations and recovery activities. Such action should be carefully considered, and the consequences should be projected realistically. Any state government departure from the usual methods of doing business will normally be stated in the Governor's declaration or Executive Order of Disaster Emergency, or as specified in the Plan and its supporting documents.

### **B. Finance**

- 1. A major disaster or emergency may require the expenditure of large sums of state (and local) funds. Financial operations may be carried out under compressed schedules and intense political pressures which will require expeditious actions which still meet sound financial management and accountability requirements
- 2. State financial support for emergency operations shall be from funds regularly appropriated to state departments. If the demands exceed available funds, the Governor may, with the concurrence of the Disaster Emergency Council, make additional funds available from the Disaster Emergency Fund. If money available from the fund is insufficient, the Governor has the authority under a State Declaration of Disaster Emergency to transfer and expend moneys appropriated for other purposes.
- 3. State departments designated as lead agencies for State Emergency Functions conducting emergency support activities will be responsible for organizing their functional activities to provide financial support for their operations. Each department is responsible for maintaining appropriate documentation to support requests for reimbursement, for submitting bills in a timely fashion, and for closing out assignments.
- 4. State and local government entities are responsible for documenting all emergency or disaster related expenditures using generally accepted accounting procedures as outlined in the State Administrative Plan. Care must be taken throughout the course of the emergency to maintain logs, records, receipts, invoices, purchase orders, rental agreements, etc. These documents will be necessary to support claims, purchases,

reimbursements and disbursements. Record keeping is necessary to facilitate closeouts and to support post recovery audits.

#### C. Logistics

1. Office of Emergency Management, in coordination with other state departments, will facilitate logistical support for statewide emergency operations (i.e., provide supplies and equipment) and, if required, sleeping and feeding facilities for SEOC staff.
2. State and local government shall implement established resource controls. Determine resource availability, this includes source and quantity of available resources. Further, they shall keep the SEOC advised of any anticipated shortfalls in required resources needed to support a given emergency or disaster operation.
3. Local jurisdictions should develop and maintain a current database of locally available resources and their locations. The database should include public and available private equipment, and personnel with special technical skills, pertinent to the anticipated needs of the local jurisdiction.

#### D. Mutual Aid Agreements and Compacts

1. No single local jurisdiction will have all the personnel, equipment, and materials required to cope with a major emergency or disaster. Necessary additional assistance may be rendered through mutual aid agreements which provide for obtaining additional resources from non-impacted inter/intra-jurisdictional governmental agencies and other organizations. Mutual aid agreements are an essential component of emergency management planning, response, and recovery activities. These agreements can significantly increase the availability of critical resources and improve response and recovery efforts. According to Title 24, Article 32, Part 2113, Colorado Revised Statutes, as amended; it is the responsibility of local government to ensure that local emergency operations plans contain adequate provisions for the rendering and the receipt of mutual aid.
2. Colorado is a member of the Emergency Management Assistance Compact (EMAC), a national mutual aid compact among states and territories.

#### E. Training

1. Training of state (and local) emergency operations staff should be conducted at least annually. In-house sessions, exercises, actual operations, or Office of Emergency Management/Federal Emergency Management Agency sponsored classes are sources for accomplishing this training. During increased readiness conditions, accelerated/refresher training for state emergency operations staff and emergency response coordinators may be conducted by the COEM Operations Manager.

## **X. PLAN DEVELOPMENT AND MAINTENANCE**

- A. Part I - Colorado Emergency Operations Plan, Revision 6, December 1, 2002 and subsequent revisions, supersedes all previous editions and is effective immediately for planning, training and exercising, and preparedness and response operations.
- B. All plans, annexes, appendixes, implementing procedures and resource inventories shall be based on those potential hazards to which the state is subject, along with the support needed to assist local government before, during, and after any emergency or disaster incident. Plans, annexes, appendixes, and procedures will detail who (by title), what, when, where, and how emergency tasks and responsibilities will be conducted.
- C. This Plan, its annexes and appendixes, state department plans, checklists, and notification/recall lists shall be maintained and kept current by all parties on the following schedule:
  - 1. Review of Colorado Emergency Operations Plan, annexes, and appendixes every two (2) years
  - 2. Resource inventories/database list and department internal plans and checklists yearly
  - 3. Verify notification/recall lists every six (6) months.
- D. Review and revise procedures following critiques of actual emergency or disaster operations and/or exercises where deficiencies were noted.
- E. All changes, revisions, and/or updates to the Plan its annexes and appendixes shall be forwarded to COEM for review, publication and distribution to all holders of the Plan. If no changes, revisions, and/or up-dates are required, the COEM shall be notified in writing by the department head that respective plans, annexes, appendixes, etc., have been reviewed and are considered valid and current.

## **XI. ADDENDUM**

- A. TAB 1: Glossary of Terms, Acronyms & Abbreviations
- B. TAB 2: Not issued for 2002
- C. TAB 3: Colorado State Emergency Operations Organization
- D. TAB 4: Colorado Disaster Act of 1992
- E. TAB 5: Federal-State Relationships