STATE OF COLORADO
COUNTY OF GILPIN
CITY OF BLACK HAWK

COUNCIL BILL NUMBER: CB20

ORDINANCE NUMBER: 2022-20

TITLE: AN ORDINANCE ADOPTING THE GILPIN COUNTY EMERGENCY OPERATIONS PLAN

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF BLACK HAWK, GILPIN COUNTY:

Section 1. The City hereby adopts the Gilpin County Emergency Operations Plan, dated January 1, 2022, attached hereto as **Exhibit 1**, and incorporated herein by this reference.

Section 2. Safety Clause. The City Council hereby finds, determines, and declares that this Ordinance is promulgated under the general police power of the City of Black Hawk, that it is promulgated for the health, safety, and welfare of the public, and that this Ordinance is necessary for the preservation of health and safety and for the protection of public convenience and welfare. The City Council further determines that the Ordinance bears a rational relation to the proper legislative object sought to be attained.

Section 3. Severability. If any clause, sentence, paragraph, or part of this Ordinance or the application thereof to any person or circumstances shall for any reason be adjudged by a court of competent jurisdiction invalid, such judgment shall not affect application to other persons or circumstances.

Section 4. Effective Date. The City Clerk is directed to post the Ordinance as required by the Charter. This Ordinance shall become effective upon posting by the City Clerk.

READ, PASSED AND ORDERED POSTED this 24th day of August, 2022.

David D. Spellman, Mayor

ATTEST:

Melissa A. Greiner, CMC, City Clerk

Gilpin County Emergency Operations Plan

January 1, 2022

04/27/2022 01:31 PM 172205
SAHARI MCCORMICK GILPIN COUNTY, CO
Receipt #48156 Page 2 of 2
447 RESOLUTION TotalFee:0.00 DocFee:

WHEREAS, the Board has reviewed the proposed EOP and Regulations and has determined them to be in the best interest of the health, safety, and welfare of the citizens of Gilpin County.

NOW THEREFORE, be it resolved by the Board of County Commissioners of the County of Gilpin, State of Colorado that the "Gilpin County Emergency Operations Plan" be and is hereby approved and adopted as presented, effective April 5, 2022, for a two-year period.

BE IT FURTHER RESOLVED, the "Civil Emergency, Emergency, or Local Disaster Regulations" be and are hereby approved and adopted as presented, effective April 5, 2022.

Upon motion duly made and seconded the foregoing resolution was adopted by the following vote:

Sandy Hollingsworth ---------- Aye/Nay

Linda Isenhart ---------- Aye/Nay

---------- Aye/Nay

Commissioners

STATE OF COLORADO }
} ss.
County of Gilpin }

I, Sharon Cate, County Clerk and ex-officio Clerk of the Board of County Commissioners in and for the County and State aforesaid do hereby certify that the annexed and foregoing Order is truly copied from the Records of the Proceedings of the Board of County Commissioners for said Gilpin County, now in my office.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the seal of said County, at Central City, this 21st day of April A.D. 2022.

County Clerk and ex-officio Clerk of the Board of Commissioners.

Sharon Cate

Table of Contents

Record of Changes 5
Record of Distribution 6
Jurisdictional Adoption 7
Agency Adoption 8
Executive Summary 9
Delegation of Authority to Manage Incident Activities 14
Administrative Handling Instructions 17
Authorities 17
Planning Contact Information 17
Basic Emergency Operations Plan 18
I. Introduction 18
II. Adoption 19
III. Purpose 19
IV. Legal Authority 20
A. Federal 20
B. State 22
C. Local 22
V. Special Definitions 23
VI. Scope 27
VII. Situation 27
A. Vulnerability Analysis 27
B. Hazard Analysis Summary 30
VIII. Planning Assumptions 32
IX. Concept of Operations 35
A. General 36
B. National Incident Management System 38
C. Phases of Emergency Management 38
D. Priorities 41
E. Emergency Operations Roles and Responsibilities 42
D. 50
F. State Government 50
G. Federal Government 50
X. Emergency Management and Organizations 50

A. Management Concept and Policies 50
B. Incident Type Definitions 52
C. Incident Management Concepts of Operations 56
Emergency Operations Center Organization Chart 60
D. Gilpin County EOC and The Multi-Agency Coordination System 69
E. Homeland Security National Terrorism Advisory System 74
F. National Terrorism Advisory System (NTAS) Alerts 74
G. Gilpin County All Hazards Levels of Readiness 75
Community Lifelines 76
Life Lines Alert Metric 77
Lifelines, Core Capabilities, ESFs 78
Emergency Plans 80
Continuity of Operations Plans (COOP) 80
Continuity of Government Plan (COG) 81
H. Logistics & Resource Mobilization 81
I. Mutual Aid Agreements 82
J. Reciprocal (Mutual Aid) Assistance 82
K. Short Term Recovery 83
L. Damage Assessment 85
XI. EOC Sections and Emergency Support Functions (ESFs) 85
A. ESF Functional Descriptions 85
B. Emergency Support Functions, EOC Sections, and Work Unit Summaries 86
ESF Member Roles and Responsibilities 90
ESF Coordinator 90
Primary Agencies 90
Support Agencies 91
Emergency Support Function #1 – Transportation 92
Purpose 92
Scope 92
Emergency Support Function #2 – Communications 93
Purpose 93
Scope 93
Emergency Support Function #3 - Public Works and Engineering 94
Purpose 94

Scope 94
Emergency Support Function #4 – Firefighting 95
Purpose 95
Scope 95
Emergency Support Function #5 – Emergency Management 96
Purpose 96
Scope 96
Emergency Support Function #6 – Mass Care, Housing and Human Services 98
Purpose 98
Scope 98
Emergency Support Function #7 – Logistics and Resource Support 99
Purpose 99
Scope 99
Emergency Support Function #8 – Public Health, Medical, and Behavioral Health Services 100
Purpose 100
Scope 100
Emergency Support Function #9 – Search and Rescue 101
Purpose 101
Scope 101
Emergency Support Function #10 – Hazardous Materials 102
Purpose 102
Scope 102
Emergency Support Function #11 – Agriculture and Natural Resources 103
Purpose 103
Scope 103
Emergency Support Function #12 – Energy and Utilities 104
Purpose 104
Scope 104
Emergency Support Function #13 – Law Enforcement 106
Purpose 106
Scope 106
Emergency Support Function #14 – Community Recovery 107
Purpose 107

Scope 107
Emergency Support Function #15 – Public Information/External Affairs 108
Purpose 108
Scope 108
C. ESF Matrix 112
XII. Roles and Responsibilities 114
A. General 114
B. Gilpin County Government 115
C. Affiliated Agencies 126
D. State and Federal Agencies 131
E. Hospitals 132
XII. References 133
XIII. Glossary, Acronyms, and Terms 134
XIV: Acronyms 147
XIV. Exhibits 150
A. Capability Assessments 150

Record of Changes

All changes are to be annotated on the master copy of the Gilpin County Emergency Operations Plan. Updates shall be made to relevant web pages if the change is substantial. If not, changes will be reviewed and incorporated into the Plan during the next scheduled update.

Date Revised	Pages Revised	Revised By

Record of Distribution

Name	Department	Date

Jurisdictional Adoption

To: All Gilpin County Departments
All Participating Organizations, Agencies, and Jurisdictions

Date: _____

Attached is the Gilpin County Emergency Operations Plan, which serves as a policy level and guidance document. It has been written and approved to respond to major incidents and disasters within Gilpin County. All organizations participating in emergency management activities (mitigation, preparedness, response, and/or recovery) are to follow the concepts and coordination systems specified in this plan. Along with the accompanying Emergency Support Functional Annexes, recognizing that each incident is unique and may require some variation in implementation.

The plan has been written in consultation with the participating organizations listed. It has been designed to coordinate the activities of various organizations that may not interact daily while recognizing the standard mission of the organization. Nothing in this plan is intended to interfere with the delivery of the organization's primary services. However, resources may have to be temporarily redirected for the public good during a crisis. As necessary, a local disaster declaration may be issued to address those issues.

Gilpin County

By: _____

Title: _____

Signed this ____ day of _____, 20___.

City of Black Hawk

By: _____

Title: _____

Signed this ___day of _____, 20___.

City of Central City

By: _____

Title:_____

Signed this___day of _____, 20___.

Agency Adoption

Name of Agency:_____

Date:_____

Attached is the Gilpin County Emergency Operations Plan, which serves as a policy level and guidance document. It has been written and approved to respond to major incidents and disasters within Gilpin County. All organizations participating in emergency management activities (mitigation, preparedness, response, and/or recovery) are to follow the concepts and coordination systems specified in this plan. Along with the accompanying Emergency Support Functional Annexes, recognizing that each incident is unique and may require some variations in implementation.

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Gilpin County Sheriff 's Office

By: _____

Title:_____

Signed this day____ of_____, 20____.

Timberline Fire Protection District

By:_____

Title:_____

Signed this day____ of_____, 20____.

Black Hawk Fire Department

By:_____

Title:_____

Signed this day_____ of_____, 20____.

Central City Fire Department

By:_____

Title:_____

Signed this day____ of_____, 20____.

Gilpin Ambulance Authority

By:_____

Title:_____

Signed this day_____ of_____, 20____.

Black Hawk Police Department

By:_____

Title:_____

Signed this day____ of_____, 20____.

Executive Summary

Please note: If there is an emergency, and you have not had time to read through the plan previously, read this review and the Concept of Operations Sections. Then use the ESF table to find the Annexes of the plan that pertain specifically to your role. The plan is designed, to the maximum extent possible, to conform to the "normal" duties and responsibilities of the organizations involved. If you are assigned to Gilpin County Emergency Operations Center (GCEOC) you should also read ESF 5-Emergency Management.

Gilpin County Office of Emergency Management (GCOEM) was established in 1987. This Gilpin County Emergency Operations Plan (GCEOP) and the GCOEM intend to have an inclusive, rather than exclusive, relationship with the other municipalities, towns, and special districts located in Gilpin County. It is understood that the jurisdictions located within Gilpin County have the authority to create their plans and not participate in the GCEOP. However, the governing boards to the City of Black Hawk and City of Central City have chosen to adopt and participate in the GCEOP under §24-33.5-707(7), C.R.S.

The GCEOP describes the structure and guidelines for managing a significant emergency or disaster affecting Gilpin County. This plan is part of a more extensive system of inter-related plans at the local, State, and Federal levels. These plans are founded upon the National Response Framework (NRF) and the National Incident Management System (NIMS) principles. The interrelated nature of the plans and incident management is designed to allow maximum coordination and cooperation between responders from all levels of government.

The agency having jurisdiction (AHJ) is responsible for managing an incident until its resources are exhausted. At this time, the local fire chief, Gilpin County Sheriff, and/or Chair of Gilpin County Board of County Commissioners (BOCC) may request assistance from the State through the GCEOC. Assistance may be provided peer-to-peer from state agencies or under the direction of the Governor through the State Emergency Operations Center.

In a major emergency or disaster, the Governor may request federal assistance to the President through the Department of Homeland Security, specifically the Federal Emergency Management Agency (FEMA). FEMA coordinates the response and resources from the Federal government.

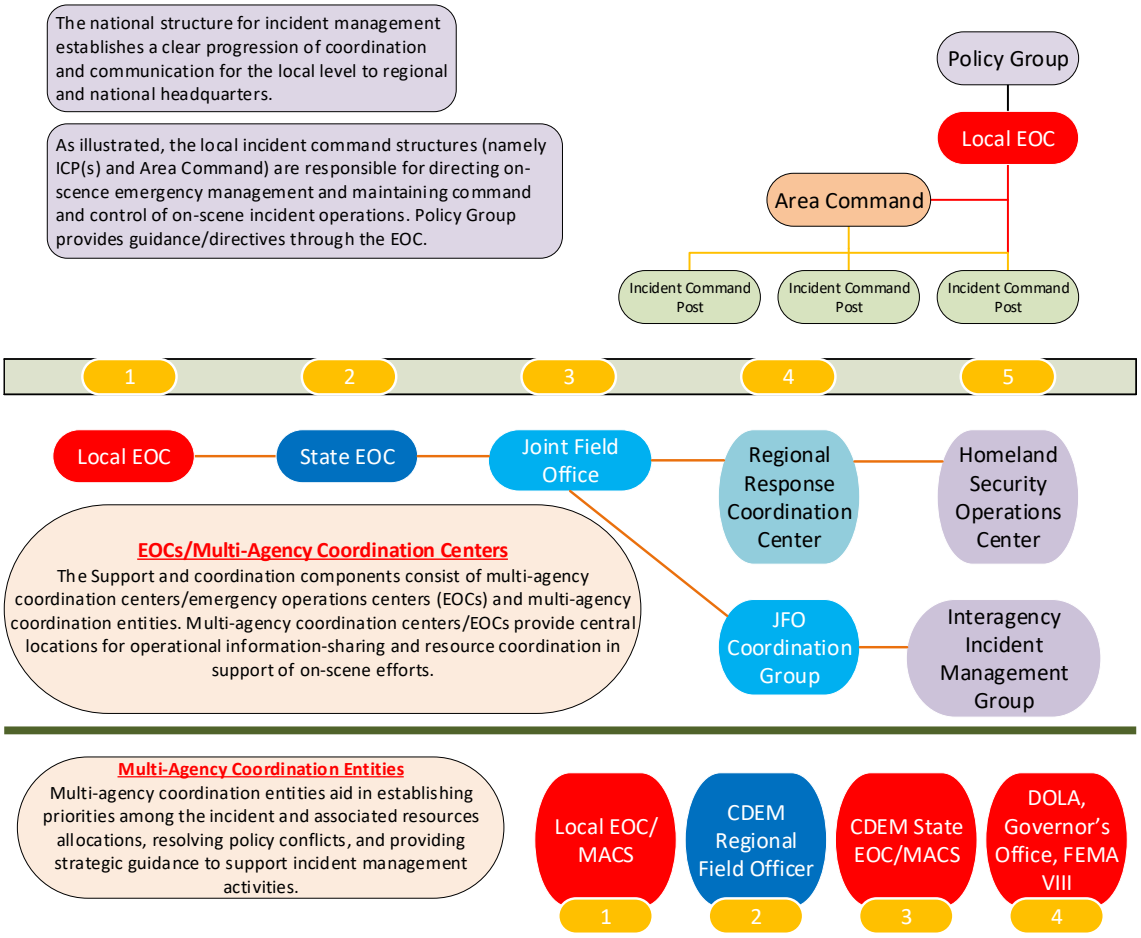
The GCEOP describes the overall structure assignment of responsibilities and acts as a general guide for comprehensive emergency management programs. The programs include protection, preparation, mitigation, response, and recovery.

The primary details of the GCEOP are found in the Emergency Support Function (ESF) Annexes, GCEOC Operational Support Annexes, the Incident Command Support Annexes, and the Hazards Incident Plan Annexes. The ESF Support Annexes are function-specific guidelines for coordinating the delivery of specific services. These Annexes are written by the affected organizations and include agreements on policies and procedures for responding to specific requests. In addition, each ESF plan may consist of attachments or reference material, resource lists, checklist, and contact information for personnel. This concept is implemented by the affected organizations inside the GCEOC, organized by function, to facilitate face-to-face coordination. A summary of the responsibilities can be found within the Basic Plan.

The GCEOC Support Annexes are specific guidelines for operating the GCEOC and the primary management position within the GCEOC structure. The GCEOC Operational Support Annexes include the GCEOC operations manual, Policy Group manual, Situational Awareness Section manual, Resource Mobilization & Logistics Section Manual, and External Affairs (ESF-15) Annex, all currently in draft at the time of this submission. In addition, a vital component of the entire response and recovery program is public information; this is addressed in the ESF 15, External Affairs Annex. The process includes keeping the public informed through a coordinated system so that the key officials all speak with one voice, delivering a consistent and clear message to the people.

The Incident Command Support Annexes are specific guidelines supporting Incident Command (IC) and critical functions or facilities outside the command footprint. Examples of essential functions include shelters, evacuation plans, and re-entry planning.

The GCEOP provides the structure for local resources to integrate with State and Federal systems within an organized and coordinated approach. The following diagram illustrates the overall organizational design, including the Local, State, and Federal coordinating elements:



Inside the GCEOC, the following organizational structure is implemented to manage the GCEOC operational system and organize Multi-Agency Coordination (MAC) group functions. Additional details on how the GCEOC operates are found in the GCEOC Operational Support Annex: GCEOC Operations Manual.

The decision to activate the GCEOC is made by at least one of the following agencies:

- Gilpin County Office of Emergency Management
- Gilpin County Sheriff
- Black Hawk Police Chief
- Black Hawk Fire Chief
- Central City Fire Chief
- Timberline Fire Chief
- Gilpin Ambulance Authority
- State Agency with Jurisdictional Responsibility

Activation analyzes a widespread emergency or disaster that affects or could impact all or part of Gilpin County or its political subdivisions. Immediately upon the request of the GCEOC activation, the requesting agency and/or dispatch must notify the Director of Emergency Management and/or the Deputy Emergency Manager through either formal or informal methods.

Other officials in Gilpin County may request the activation of the GCEOC to support critical incident response and recovery. They include an Incident Commander or Commanders in a Unified Command (UC) or elected officials of political subdivisions.

The personnel assigned to the GCEOC are expected to have decision-making authority to negotiate and coordinate their respective organizations' response and recovery activities with the other organizations to accomplish common goals and objectives. In addition, personnel assigned to the GCEOC should have the ability to acquire and allocate resources. Having key personnel co-located in the GCEOC for the duration of the emergency expedites decisions and promotes face-to-face coordination. Redundant systems are available within the GCEOC to provide communications between the GCEOC representatives, their respective field personnel, office staff, and higher levels of government.

Most incidents in the Cities of Black Hawk, Central, and Gilpin County are remediated by the AHJ, and there is no need for the GCEOC to be activated. Conversely, there are other incidents where an Emergency Operations Center (EOC) activation is appropriate, even though there is no formal incident designation. Additionally, significant events will likely require the establishment of incident command and EOC activation.

Any activation of the GCEOC will be supported by the necessary ESF required to respond to the incident. Some of the ESFs not initially activated may be added

later, as the nature and scope of the incident are better understood. Reference the GCEOC operations manual for a detailed explanation of the different activation levels.

DELEGATION OF AUTHORITY TO MANAGE INCIDENT ACTIVITIES

_____ are assigned as Unified Command/Incident Commander (circle one) on the _____ (name of incident.)

The Unified Command/Incident Commander (circle one) has full authority and responsibility for managing the incident activities within agency policy and direction. The primary responsibility of Unified Command/Incident Command (circle one) is to organize, direct, assign, and order resources to efficiently and effectively control the incident.

The Unified Command/Commander (circle one) is accountable to Sheriff _____ or his designated representative listed below.

Financial limitations will be consistent with the best approach to the values at risk.

Specific directions for this incident covering management and other concerns are:

Incident Management

- Given the prevailing conditions and circumstances, incident management and operations shall be conducted as efficiently and effectively as possible. Stabilize the incident. Mitigate the emergency.
- Provide for minimal disruption of access to critical community services and commerce. Access must be consistent with the safety of the public.
- Utilize the State's situational awareness to WebEOC to post updates through GCEOC.
- Expectations of a high level of ethical conduct from everyone in the incident and the county, there will be no tolerance for any unethical, illegal drug, or alcohol-related incidents.
- Manage the human resources assigned to the incident to promote mutual respect and consistently prevent discrimination and sexual harassment.
- Minimize to the extent possible the socio-economic impacts from this incident.
- Identify and prioritize critical infrastructure recovery concerns and coordinate with public and private partners.
- Foster good working relationships with local communities, agencies, and affected parties.
- Execute effective working relationships with specialized partners in disaster response and recovery with both existing and future assets to include Federal, State, and Private cooperators.

- Ensure that incident management is in line with the GCEOP.
- Work closely with all agency representatives or their designated representatives.

Documentation

- Complete and comprehensive incident documentation shall be maintained, including initial damage claims, disaster declarations, and other pertinent Incident Command System (ICS) forms needed.

Media Relations

- Media relations will be managed through the Gilpin County Joint Information Center (GCJIC). The GCJIC will be used as outlined in the GCEOP.

- The GCJIC shall determine the most appropriate means of information dissemination to keep the community and stakeholders informed.

Reporting

- Unified Command/Incident Commander reports shall be directed to:
    - Provide daily incident support plan to GCEOC, City, County, and State by 1500

Cost Accounting Principles

- Cost-effectively manage the incident. Keep an accurate account of total costs by developing a system to track operational efforts daily and by jurisdiction. When a local jurisdiction requests a resource, the Unified Command/Incident Commander will send the request through the GCEOC to place orders through WebEOC or other electronic mediums to effectively manage the costs of the incident. GCEOC is responsible for effectively mobilizing resources, containing costs through appropriate resource ordering, and procuring and delivering resources throughout the incident.

- Utilize local purchasing as much as possible.

- Utilize local resources as much as possible.

- Provide training opportunities for local responders in the GCEOC to strengthen the organization's capabilities of local personnel.

- Keep efficiency and cost-effectiveness as critical elements of your decision-making process.

- Manage the incident in the most cost-efficient and effective manner possible.

Resource Management

- Ordering resources will be consistent with the City/County/State mobilization plans outlined in the County/State Emergency Operations Plan; this should be coordinated with the GCEOC and Colorado Office of Emergency Management.

_____ will represent me on any occasion that I am not immediately available. This authority is effective, _____this day of, 20_____.

_____	_____
Sheriff/Incident Commander(s)	Sheriff/Designee
_____	_____
Agency	Date & Time

Administrative Handling Instructions

This plan should be safeguarded, handled, transmitted, and stored according to appropriate security directives from the GCOEM. Portions of the complete plan are suitable for public distribution. However, portions including the attachments and implementing procedures associated with this plan contain sensitive information that may be withheld from the public. Disclosure would cause foreseeable harm to an interest protected by one or more Freedom of Information Act (FOIA) exemptions against the public interest, health, safety, and welfare protected by the Colorado Public (Open) Records Act.

Authorities

This Plan was prepared by the GCOEM and approved by signatory agencies.

Planning Contact Information

For all information about this plan, contact:

Gilpin County Office of Emergency Management

Address:
2960 Dory Hill Rd
Black Hawk, CO 80422

Phone(s):
(303)515-4320
(303)515-4290

Basic Emergency Operations Plan

I. Introduction

The GCEOP has been developed in accordance with the requirements for local emergency planning established under the State of Colorado Disaster Emergency Act of 1992. It is aligned with the NRF and NIMS. In addition, it meets the requirements of other State and Federal guidelines for local emergency management plans and programs. The GCEOP establishes a coordinated response to various types of natural, technological, and man-made emergencies, disasters, or terrorist attacks.

The GCEOP strives to recognize and respect the statutory authority of the Gilpin County government and elected offices identified in CRS Title 30. The GCEOP is written from the perspective that all emergencies and disasters begin and end at the local government level.

The GCOEM is responsible for required periodic updates and revisions to this document. In addition, the GCOEM will develop training and exercise programs to familiarize City and County personnel, emergency officials, volunteer organizations, and other appropriate private sector organizations with the provisions of the GCEOP. It is also responsible for disseminating emergency planning and response information to the citizens of Gilpin County. All participating agencies, departments, and enterprises are responsible for understanding their roles within the GCEOP.

The GCEOP provides a basis for the coordinated planning and management of the types of emergencies and disaster events most likely to occur in Gilpin County. All participating agencies, departments, and enterprises tasked with this plan are responsible for developing and maintaining the standard operating procedures and training necessary for implementing the assigned duties and functions of the GCEOP. As they are developed, individual departmental plans or annexes are attached to this document. The GCEOP is not meant to replace department/agency policies or standard operating procedures/guidelines. Instead, it is to be used when a situation calls for multiple departments and agencies to integrate into a single command structure or when an incident escalates beyond the capabilities of the County, and it is necessary to go outside the County for additional resources.

The GCEOP will maintain its value by requiring all emergency planning directed by outside agencies and departments to be coordinated with the Director of Emergency Management.

The GCEOP is intended to be used when a situation requires multiple offices, departments, or jurisdictions to be involved in coordination and integration with an emergency or disaster declaration, or when an incident escalates beyond the capabilities of Gilpin County, and it is necessary to seek State and/or Federal assistance.

The BOCC recognizes that emergencies and disasters may be positively influenced by the pre-established authority delegated to the Director of Emergency Management, who will act immediately under the concepts and authorizations of the GCEOP. Therefore, the BOCC authorizes the Director of Emergency Management to act in the pre-disaster declaration time frame until the BOCC or the County Manager can make such an official declaration if the BOCC has delegated this authority.

The emergency authority of the Director of Emergency Management consists of ordering and mobilizing resources, requesting mutual aid, and expenditure of funds to respond to an emergency or disaster. As soon as practical, the Director of Emergency Management will make full notification to the County Manager and BOCC of such actions taken during the pre-disaster declaration period.

II. Adoption

Upon completion and formal adoption through a resolution, this plan will supersede and replace the GCEOP dated October 17, 2017.

III. Purpose

The GCEOP purpose is to provide a consistent and familiar framework for Gilpin County government and partner agencies within a whole community framework in preparation for, response to, and short-term recovery from emergencies and disasters impacting the County.

1. Identify the roles, responsibilities, authorities, and actions required of elected officials, county departments, participating agencies, localities, departments, and enterprises in preparing for and responding to emergencies and disasters;
2. Ensure a coordinated response by City, County, State, and Federal governments in managing emergencies or disasters, saving lives, preventing injuries, protecting property, and protecting the environment;

3. Provide a framework of policies, objectives, and approaches for coordinating, integrating, and administering the GCEOP and related programs of localities, including special districts, municipalities, County, State, and Federal governments;

4. Provide for the integration and coordination of volunteer agencies and private organizations involved in emergency response and relief efforts;

5. Establish the framework for all plans developed and used by participating agencies, departments, and enterprises;

6. Establish the governing plan for all emergency plans within Gilpin County;

7. Ensure a coordinated response by Local, State, and Federal governments by using NIMS in managing emergencies or disasters to save lives, prevent injuries, protect property and the environment, and return the affected area to a state of normalcy as quickly as possible.

IV. Legal Authority

A. FEDERAL

1. Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, 42 U.S.C. 5121, et seq., as amended

2. Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency, October 1, 2009

3. Disaster Mitigation Act of 2000, Public Law 106-390

4. Civil Rights Act of 1964, Title VI, Public Law 88-352

5. Homeland Security Act of 2002

6. Superfund Amendments and Reauthorization Act of 1986, Public Law 99-149, as amended

7. Post-Katrina Emergency Management Reform Act of 2006

8. Americans with Disabilities Act of 1990 as amended by the Americans with Disabilities Act Amendments Act of 2008, Public Law 110-325

9. Pet Evacuation and Transportation Standards Act (PETS) of 2006, Public Law 109-308

10. Executive Order 12127 Establishment of the Federal Emergency Management Agency

11. Homeland Security Presidential Directive 5: Management of Domestic Incidents, February 2003

12. Homeland Security Presidential Directive 7, Critical Infrastructure Identification, Prioritization, and Protection, December 17, 2003

13. National Security Presidential Directive 51/ Homeland Security Presidential Directive 20, National Continuity Policy, May 4, 2007

14. Executive Order 13347, Individuals with Disabilities in Emergency Preparedness, July 26, 2004

15. Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency, August 11, 2000

16. Presidential Policy Directive 8: National Preparedness, March 2011

17. National Response Framework, October 2019

18. National Incident Management System (NIMS), October 2017

19. National Planning Framework (NFR) (2016)

20. National Disaster Recovery Framework, June 2016

21. Comprehensive Preparedness Guide (CPG) 101 Version 2.0, November 2010; and Version 3.0, September 2021

B. STATE

1. Colorado Disaster Emergency Act of 1992 (§24-33.5-701, et. Seq., C.R.S), Colorado Revised Statutes, 1988 as amended

2. Colorado State Emergency Operations Plan, September 30, 2019

3. Article IV, Constitution of the State of Colorado; titled the Executive Department

4. Executive Order D 011 04, National Incident Management System, June 2009

C. LOCAL

1. Resolution No. 17-29, a resolution to adopt the 2017 Annual Operations Plan (AOP). The AOP is to be updated and adopted every five years. This was adopted 11th day of April 2017.

2. Resolution No. 16-10, a resolution to adopt FEMA's final approval of the Gilpin County Hazardous Mitigation Plan (HMP), dated 23rd March 2017. This was adopted on the 20th day of September 2016.

3. Resolution No. 15-05 created the Gilpin County Office of Emergency Management. The resolution designates the GCOEM will be a Division and coordinated within the Gilpin Sheriff's Office. In addition, the resolution outlines the duties and responsibilities of the GCOEM Director and the Gilpin County Commissioners. This resolution was adopted on the 5th day of May 2015.

4. Resolution No. 13-17, a resolution to approve and adopt the 2013 Gilpin County Emergency Operations Plan (GCEOP). GCEOP will be reviewed and revised every five years. This was adopted on the 8th day of October 2013.

5. Resolution No. 05-11, a resolution to adopt the National Incident Management System (NIMS) as the basis for all Incident Management Incidents in Gilpin County. This was adopted on the 3rd day of May 2005.

V. Special Definitions

The following terms are used throughout this document and have the following special meanings:

1. **Federal departments and agencies** – These executive departments are enumerated in 5 United States Code 101, together with the Department of Homeland Security; independent establishments as defined by 5 United States Code Section 104(1); Government corporations as defined by 5 United States Code Section 103(1); and the United States Postal Service.

2. **State** – For this plan, when "the State" is referenced, it refers to the State of Colorado.

3. **Federal definition** – The Federal definition includes any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, The Commonwealth of the Northern Mariana Islands, and any possession of the United States.

4. **Locality** – "Locality" means any statutory political subdivision including any county, city, town, municipality, or special district, and may include any other agency designated by law as a political subdivision of this state.

5. **Non-Governmental Organization (NGO)** – These organizations, entities that associate based on the interests of their members, individuals, or institutions that are not created by a government but may work cooperatively with the government.

6. **Private Sector** – This sector includes organizations and entities not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations.

7. **Incident of Significance** – This type of incident is an actual or potentially high-impact event that requires a coordinated and effective response by an appropriate combination of county, city, mutual aid localities, and/or private sector entities to save lives and minimize damage. The Director of Emergency Management will determine when

an incident of significance has occurred or is likely to occur and will take an active role in incident coordination and mitigation. An incident of significance may not require activation of the GCEOC. However, the incident may require mutual aid agencies and State and/or Federal resources.

8. **Major Disaster** – As defined by the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5122(2), a "Major disaster means any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes the damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of states, localities, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby."

   For Gilpin County, a major disaster is defined as a catastrophic incident that requires a response or mitigating action to supplement local resources in protecting lives and property as determined by the Director of Emergency Management with the principal executive officer of a locality.

9. **Disaster** – As defined by Colorado Revised Statutes §24-33.5-703(3), disaster means "occurrence or imminent threat of widespread or severe damage, injury or loss of life or property resulting from any natural cause or cause of human origin, including but not limited to fire, flood, earthquake, wind, storm, wave action, hazardous substance incident, oil spill or other water contamination requiring emergency action to avert danger or damage, volcanic activity, epidemic, air pollution, blight, drought, infestation, explosion, civil disturbance, or hostile military or paramilitary action, or a condition of riot, insurrection, or invasion existing in the state or in any country, city, town, or district in the state."

   For Gilpin County, a disaster is an event or incident that involves severe damage or significant loss of life and requires a response or mitigating action to supplement local resources in protecting lives and property as determined by the Director of Emergency Management along with the principal executive officer of a locality.

10. **Emergency** – The Robert T. Stafford Disaster Relief and Emergency Assistance Act 42 U.S.C. 5122 (1) defines an emergency as "any other

occasion or instance for which the President determines that Federal assistance is needed to supplement local, State and Tribal efforts to save lives and to protect property and public health and safety or to lessen or avert the threat of a catastrophe in any part of the United States."

In Gilpin County, an emergency is defined as an event or incident that requires a response or mitigating action to supplement local resources in protecting lives and property as determined by the Director Emergency Management or the person identified as the Incident Commander. Emergencies are usually handled with local and mutual aid resources.

11. **Catastrophic Incident** – A catastrophic incident is any natural or man-made incident, including terrorism, which results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions. A catastrophic event could result in sustained impacts over a prolonged period of time, almost immediately exceeding resources normally available to local, State, tribal, and private sector authorities; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened. All catastrophic incidents are of national significance as defined by the National Response Framework.

12. **Planned Event** – A planned event is when the basic structure is understood well in advance, allowing the pre-planning of resources and a response framework. Examples may include political rallies, demonstrations, sporting events, and significant community activities. Such processes may involve efforts at all levels of government and between government and private sector and non-governmental organizations to identify threats, determine vulnerabilities and identify required resources.

13. **Preparedness** – Preparedness includes the range of deliberate, critical tasks and activities necessary to build, sustain and improve the operational capability to prevent, protect against, respond to and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private sector, and non-governmental organizations to identify threats, determine vulnerabilities and identify required resources. In the NRF context, preparedness is operationally focused on responding to a threat or incident.

14. **Prevention** – Prevention involves actions taken to avoid an incident or intervene to stop an incident from occurring. The purpose of the plan includes applying intelligence and other information to a range of activities that may consist of such countermeasures as deterrence operations, security operations, and investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing; and law enforcement operations aimed at deterring, pre-empting, interdicting, or disrupting illegal activity and apprehending perpetrators.

15. **Response** - Response activities address the short-term, direct effects of an incident. These activities include immediate actions to preserve life, property, and the environment, meet basic human needs and maintain the affected community's social, economic, and political structure. The response also includes executing emergency operations plans and incident mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes.

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

17. **Mitigation** – Mitigation activities are designed to reduce or eliminate risks to persons or property or lessen an incident's actual or potential effects or consequences. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. The National Response Framework distinguishes between hazard mitigation and incident mitigation. Hazard mitigation includes any cost-effective measure which will reduce the potential for damage to a facility from a disaster event. Measures may include wildfire mitigation, zoning, building codes, floodplain property acquisitions, home elevations or relocations, and analysis of hazard-related data. Incident mitigation involves actions taken during an incident designed to minimize impacts or contain damage to property or the environment. GCOEM is responsible for county-wide mitigation efforts.

VI. Scope

The GCEOP uses the all-hazards approach that addresses a full range of complex and constantly changing requirements in anticipation of a response to threats, or acts of significant disasters (natural or technological), terrorism, and other emergencies. Therefore, the GCEOP does not explicitly address long-term reconstruction, redevelopment, and mitigation measures, which are covered in separate documents. In contrast, the GCEOP details the specific incident management roles and responsibilities of participating agencies, County/municipality departments, and enterprises involved in emergency management.

The intent of this plan and the GCOEM is to have an inclusive, rather than exclusive, relationship with the other agencies within Gilpin County. Therefore, this plan applies to all of Gilpin County, but it does not supersede or replace municipal emergency operations or recovery plans.

Participating agencies shall engage in a "Whole Community" approach to emergency management. This includes understanding and meeting the actual needs to build a more resilient community.

VII. Situation

A. VULNERABILITY ANALYSIS

Gilpin County is situated in the high mountain environment of three watershed basins. The geography and extensive wildland-urban interface (WUI) of Gilpin County creates susceptibility to wildfires, winter storms, strong high winds, and hazardous materials incidents.

The County's geographic location combines public land access with casino gaming to create a transient population susceptible to dramatic surges in volume throughout the year. This, coupled with primary and secondary residences, poses a significant protentional for incidents that may exceed the capacity of public safety agencies.

1. **Geography**

    a. Gilpin County encompasses approximately 149 square miles, and the topography includes broad mountain valleys flanked by high peaks, including those along the Continental Divide.

b. Gilpin County has three drainage basins; South Boulder Creek, Ralston Creek, and North Clear Creek.

c. The County's transportation infrastructure consists of three State highways and an extensive county and municipal road system. Due to geographic features, this creates limited ingress and egress routes to numerous areas of the County.

d. State and Federally managed lands account for nearly 50,000 acres of Gilpin County's total landmass of 96,000 acres. In addition, almost all of the communities and neighborhoods share a boundary with State and National forests.

Gilpin County encompasses approximately 96,000 acres, of which nearly 50,000 acres are State or Federally managed. As a result, most communities and neighborhoods are adjacent to public lands.

2. **Demographics**

a. The County's 2019 estimated census data indicates a population of 6,243.

b. There is no known solid number of visitors to the casinos in Gilpin County. However, estimates show between 100,000 and 150,000 people on any given weekend visit the two neighboring municipalities. While exact counts do not exist, it is estimated that between 40,000 and 70,000 people visit the Cities of Black Hawk and Central each day.

c. Data for Gilpin County for the tax year of 2019-2020 (fiscal year), provided by the Colorado Department of Revenue, shows that the 23 casinos accounted for $509.7 million in gambling revenue with $72.9 million in taxes generated.

3. **Special Needs and Vulnerable Populations**

a. The County is without facilities to care for and provide services to persons with special needs. In an effort to address this issue, a registry for individuals with special needs is maintained by the Gilpin Ambulance Authority (GAA).

4. **Climatology**

a. Gilpin County's climate is a series of extremes. In winter, temperatures can plunge to minus 30°F and hover below 0°F for days on end. These

cold spells are often followed by periods of unseasonably warm weather. Temperatures often climb into the 50's°F in January and February.

b. Winter also brings snowstorms that regularly accumulate a foot or more of snow along with high winds up to 100 mph.

c. In summer, temperatures can be in the upper 80's°F for days. However, these hot temperatures are moderated by low humidity that can drop into the single digits at times.

B. HAZARD ANALYSIS SUMMARY

As shown below, Gilpin County has experienced or is threatened by natural disasters, as defined by the 2022 Hazard Mitigation Plan.

Hazard	Gilpin County	City of Black Hawk	City of Central City	Timberline Fire Protection District
Winter Storm	High	High	High	High
Severe Wind	High	High	High	High
Active Threat	High	High	High	High
Cyber Attack	High	High	High	High
Wildfire	High	Medium	High	High
Lightning	High	Low	Low	High
Flood	Medium	Medium	Medium	Medium
Pandemic	Medium	Medium	Medium	Medium
Erosion and Deposition	Medium	Low	Medium	Medium
Landslide, Mud/Debris Flow, Rockfall	Low	Low	Medium	Low
Subsidence	Low	Medium	Low	Low
Avalanche	Low	Low	Low	Low
Dam Failure	Low	Low	Low	Low
Drought	Low	Low	Low	Low
Earthquake	Low	Low	Low	Low
Expansive Soils	Low	Low	Low	Low
Extreme Heat	Low	Low	Low	Low
Hail	Low	Low	Low	Low
Tornado	Low	Low	Low	Low

Spatial Extent
Extensive: 50-100% of planning area
Significant: 10-50% of planning area
Limited: Less than 10% of planning area

Potential Severity
Catastrophic: Multiple deaths, shutdown of facilities for 30 days or more, >50% of property is severely damaged
Critical: Multiple severe injuries, shutdown of facilities for at least 2 weeks, >25% of property is severely damaged
Moderate: Some injuries, shutdown of critical facilities for more than one week, >10% of property is severely damaged
Minor: Minor injuries, minimal quality-of-life impact, interruption of facilities and services for 24 hours or less, less than 10% of property is severely damaged.

Frequency of Occurrence
Highly Likely: Near 100% probability each year.
Likely: Between 10 and 100% probability per year or at least one chance in ten years.
Occasional: Between 1 and 10% probability per year or at least one chance in next 100 years.
Unlikely: Less than 1% probability in next 100 years.

Significance
High: widespread potential impact
Medium: moderate potential impact
Low: minimal potential impact

The GCEOP is written in an "all-hazards" format, addressing the hazards listed above and other man-made and technological hazards. For more tactical level planning, only the above-referenced hazards having high significance are explicitly discussed in the Incident Annexes Section. That Annexes may include additional hazards based on State and Federal requirements. In-depth information on these and other hazards is found in the Gilpin County Multi-Hazard Mitigation Plan, May 2022.

1. **Natural Hazards Common to Gilpin County**

    a. **Wildfires**-Wildfires are the single most significant potential hazard to property in Gilpin County.

    b. **Severe weather** – Severe weather produces such events as extreme heat, high winds, snow, ice, heavy rainfall, flooding, or a combination thereof. In addition, strong winds, microbursts, and downdrafts can create localized damage. Urban areas, especially those along the Front Range, are more vulnerable because of extensive interdependent services and utilities. Gilpin County has experienced several sizeable severe weather incidents.

    c. **Thunderstorms and Hail** – Thunderstorms are a common weather occurrence in Gilpin County. They occur most often during the summer months and can produce lightning, heavy rain, strong winds, hail, and flash flooding. Lightning associated with dry thunderstorms can also cause wildfires. In addition, severe thunderstorms and hail have caused localized flooding, power outages, and other related problems. The hail season runs from March through October.

    d. **Drought** – Even in high moisture years, Colorado rainfall does not provide a consistent or dependable water supply throughout the year. Severe drought results in devastating economic consequences for agriculture, forestry, wildlife management, the environment, and tourism.

    e. **Landslide** – Landslides may occur by themselves or in conjunction with another natural event such as wildfire, severe winter snowmelt, or heavy rains.

    f. **Hazardous Materials** – The transport and use of hazardous materials pose a daily hazard to people and the environment. Citizens are vulnerable to the adverse effects of accidental leakage of hazardous materials or a deliberate act using these materials.

g. **Terrorism** – Gilpin County is at risk for terrorism derived from domestic, international, and national security incidents. These incidents could take the form of threats and hoaxes, chemical, biological, radiological nuclear, small-scale conventional weapons or explosives, large improvised explosives, or cyber-attacks.

VIII. Planning Assumptions

The government at all levels must continue to function under all threats, emergencies, and disaster conditions. Therefore, continuity of government/continuity of operations plans must be developed following this Plan and the NRF.

1. Incidents begin and end at the County and local government level and will remain the responsibility of the County and local government through the recovery phase. Therefore, local jurisdictions should not plan the arrival of State response assets until approximately 24 hours after being requested for the incident by the GCEOC. Federal response assets may not arrive until 48-72 hours after being requested.

2. Federal authorities may have specific jurisdictional responsibilities that need to be integrated into the local management structure.

3. Signatory agencies will perform under their scope of authority and responsibility and declare an emergency or disaster as appropriate. The declaration will then be provided to the GCOEM. All emergency and disaster declarations received by the County will be forwarded to the State of Colorado Division of Homeland Security and Emergency Management (CDHSEM).

4. The Gilpin County Government has no fiscal responsibility to any municipal government or special district after receiving their emergency or disaster declaration.

5. Municipal governments, special districts, and Non-Governmental Organizations (NGOs) should maintain and update their jurisdictional or response area emergency operations and continuity plans on an ongoing basis, especially during an emergency or disaster response. These entities are expected to coordinate their planning, response, and continuity efforts with the GCOEM.

6. While the public expects the government to aid and assist them during disasters, personal preparedness and self-help are paramount. GCOEM provides materials and classes to assist the public with personal preparedness activities.

7. An emergency or disaster can occur at any time and at any location. It may create significant human suffering, property damage, and economic hardship to individuals, governments, the environment, and the business community.

8. Information sharing occurs across multiple levels of government, the response community, and the private sector.

9. The public expects the government to keep them informed and provide guidance and assistance in the threat of an actual emergency or disaster. Furthermore, they can be expected to make sound personal decisions when presented with information clearly and concisely.

10. The premise of the NRF, the State EOP, and GCEOP is that all levels of government share responsibility in preventing, preparing for, responding to, and recovering from the effects of an emergency or disaster event.

11. County offices and departments have identified roles and responsibilities during an emergency or disaster.

12. Designated County departments may have additional authority and coordination responsibility depending on the severity of the incident or emergency.
13. Depending upon the magnitude and catastrophic nature of the emergency or incident, there is a potential that all County offices and departments could be tasked to respond to and perform specific emergency support roles. The transition to emergency assignments is under the direction of the BOCC and the County Manager's Office.

14. Participating agencies will respond to an incident to the extent of their available resources. Once these resources have been exhausted, mutual aid will be requested. If these efforts are insufficient, requests will be made to State and State to the Federal government.

15. With the increased possibility of terrorism utilizing weapons of mass destruction, any chemical, biological, radiological, nuclear, explosive (CBRNE), or technological incident must be approached as if it could be an act of terrorism.

16. NIMS contains the nationally accepted and practiced ICS used in Gilpin County to manage any emergency or disaster event. In an incident of significance, emergency, or disaster where the GCEOC has been activated, the Incident Commander will communicate with the GCEOC through the Liaison Officer and/or individual ESF Representative.

17. The assumed priorities for incident management are:
    a. Save lives and protect the health and safety of the public, responders, and recovery workers;
    b. Protect and restore critical infrastructure;
    c. When appropriate, conduct law enforcement investigations to resolve the incident, apprehend the perpetrators, and collect and preserve evidence for prosecution;
    d. Protect property, mitigate damages and impacts to individuals, communities, and the environment, and facilitate recovery for individuals, families, businesses, government, and the environment.

18. Private, faith-based, and volunteer organizations, i.e., American Red Cross, The Salvation Army, Colorado Volunteer Organizations Active in Disasters (VOAD), will provide immediate basic necessities and life-sustaining relief, which is not ordinarily available from government resources to individuals and families. Local and State governmental agencies will assist these organizations by providing information, guidance, and coordination of the relief efforts.

19. The Chair of the BOCC may declare a disaster or emergency as provided by the C.R.S. 24-33.5-709. The decision to make a declaration may be based upon emergency needs created by the incident and/or damage assessment findings indicating the damages are of sufficient severity and magnitude to warrant assistance from the State. Ultimately the State may declare under the Stafford Act to the President who may grant a major disaster or emergency declaration.

20. Each agency participating in the GCEOP is responsible for complying with resource ordering through the GCOEM. Coordinating resource ordering and provision to agencies through the GCOEM ensures that all possible reimbursement from state and federal resources may be accessed by the locality when following state and federal reimbursement protocols.

21. Multiple programs exist within the Federal government to assist states and local entities to respond and recover from disasters and emergencies. Each program has its unique processes, procedures, and routes of request. For

example, the GCOEM is the point of contact for CDHSEM. As the designated lead during disasters and emergencies, each agency coordinating assistance through their State and/or Federal partners will keep the GCOEM apprised of their activities and provide copies of their assistance documentation.

22. Federal authorities may have specific jurisdictional responsibilities that need to be integrated into the local management structure.

23. Gilpin County has resources and expertise available to assist with incident-related problems. The County will modify normal operations and redirect resources to save lives, relieve human suffering, sustain survivors, protect property, and re-establish essential services. Life-saving and life-protecting response activities have precedence over other emergency response activities, except when national security implications are a higher priority.

24. Evacuation plans lend themselves to predictable events and have adequate warning time. All other events are impromptu and situation-dependent, requiring evacuation or shelter-in-place decisions based on the hazard. Effective evacuation plans should be phased or tiered based on the population's needs, including trigger points, pre-designated routes, and timelines. They may also have pre-designated safe areas for specific hazards (such as a flood), which could be reached on foot when evacuation routes are damaged, impassable, or gridlocked with traffic.

25. Many of the County's disasters and emergencies are non-predictable with no warning time. Therefore, the County is working with subdivisions to develop evacuation processes and policies that address primary and alternate routes, special needs populations, and other needs. Additionally, when the Sheriff issues an evacuation order, the County may provide assets to support that evacuation.

26. The Sheriff may directly call upon any County departments able to assist and provide resources under the control of the Sheriff, including the Search and Rescue Team (SAR), any agency or entity under agreement with the Sheriff, and any mutual-aid agency requested by the Sheriff.

IX. Concept of Operations

It is the responsibility of Gilpin County and each locality to reasonably protect life, property, and the environment from the effects of emergencies or disasters within its jurisdiction. Each locality is primarily responsible for emergency management

activities that eliminate or reduce hazardous events and prepare for, respond to, and recover from significant emergency and disaster events that can and do occur.

A. GENERAL

1. Gilpin County and participating organizations and localities adopt the NIMS principles by adopting this plan. The NIMS represents a core set of doctrine, concepts, principles, terminology, and organizational processes to enable effective, efficient, and collaborative incident management at all levels.

2. The GCEOP coordinates a county-wide multi-agency response, including when capabilities and resources (including those of mutual aid) of the initial responding agency and/or the County may be exceeded. Mutual Aid assistance can be requested from the State of Colorado when authorized. It will be provided as part of an effort coordinated by the Colorado Office of Emergency Management, operating on behalf of the Governor. Additionally, the Governor may request assistance from the Federal government if the capabilities and resources of both local and State governments are exceeded.

3. The GCEOP is the primary and general plan for managing emergencies and disasters. It details the coordinating structures and processes used during incidents in Gilpin County. Other supplemental agency plans provide authorities, response protocols, and technical guidance for responding to and managing specific situations (hazardous materials spills, wildland fires, health emergencies).

4. The continuity of operations response of participating agencies, localities, City and County departments, and enterprises is manifested through standardization. Standardized operational management concepts are based on the ICS, NIMS, and governmental responsibility and authority hierarchy.

5. Incidents are handled at the local government level. However, in some instances, a State agency in the local area may act as a first responder. It may provide direction or assistance consistent with its specific statutory authorities and responsibilities.

6. The GCEOP is designed to integrate quickly and efficiently with the NRF.

7. All emergency plans developed and used by participating agencies should integrate quickly and efficiently with the GCEOP.

8. The GCEOP can be partially or fully implemented, consistent with NIMS and ICS principles. This allows maximum flexibility to meet the unique operational requirements of any situation.

9. A multi-jurisdictional approach will be required to manage most major incidents effectively. Therefore, a UC should be utilized when appropriate. Accordingly, emergency plans and exercises should incorporate procedures for integrating resources from participating agencies, State and Federal governments, including NGOs and VOAD.

10. Plan implementation and the subsequent supporting actions taken by the County are specific to the emergency or disaster situation. Implementation is influenced by the timely acquisition and assessment of reliable information gathered from the incident. The GCEOP is in effect for preparedness activities, response, and initial relief activities when a significant emergency, disaster, or incident occurs or is imminent.

B. NATIONAL INCIDENT MANAGEMENT SYSTEM

1. The NIMS is a comprehensive, nationwide, systematic approach to incident management. NIMS consists of a core set of doctrine, principles, terminology, and organizational processes for managing all-hazard incidents.

2. NIMS applies to all stakeholders, including local government, NGOs, the private sector, and other agencies that play a role during disasters.

3. The U.S. Department of Homeland Security and Colorado require NIMS's use. In Gilpin County, NIMS is the basis for all incident management and shall be utilized to manage both small- and large-scale incidents.

4. NIMS requires local governments to have an updated Emergency Operations Plan (EOP) incorporating NIMS components, principles, and policies.

C. PHASES OF EMERGENCY MANAGEMENT

Emergency Management employs a comprehensive approach to all-hazards planning and focuses on a collaborative effort with a wide range of partners, a "whole community" approach. This shared responsibility becomes a collection of disciplines that seek to build a more prepared and disaster-resilient community. Emergency Management performs a support and coordination role and not a command-and-control function to support this. There are five phases of emergency management: prevention, mitigation, preparedness, response, and recovery.

1. Mitigation

Mitigation involves interdict, disrupt, pre-empt or avert a potential incident. This includes homeland security, intelligence, and law enforcement efforts to prevent terrorist attacks. Mitigation includes actions to:

a. Collect, analyze, and apply intelligence and other information
b. Conduct investigations to determine the full nature and source of the threat and to implement countermeasures such as inspections, surveillance, security, and infrastructure protection
c. Conduct tactical operations to interdict, pre-empt, or disrupt illegal activity and to apprehend and prosecute the perpetrators

d. Conduct public health surveillance, testing processes, and immunizations, and to isolate or quarantine for biological and agricultural threats as directed and supported by Public Health
e. Deter, detect, deny access or entry, defeat, and take decisive action to eliminate threats
f. Conduct code enforcement, inspections, and behavior modifications to reduce risk
g. Analyze threats created by natural hazards and develop action plans to reduce the threat to citizens and property

2. Preparedness

Under the NIMS, preparedness encompasses:

a. Development of plans, procedures, training, and exercises
b. Pre-deployment of response and resources
c. Pre-establishment of incident command posts, mobilizations centers, staging areas, and other facilities
d. Evacuation and protective sheltering
e. Implementation of structural and non-structural mitigation measures
f. Use of remote sensing technology, risk assessment, and predictive and plume modeling tools
g. Support and coordinate mitigation activities in all phases of emergency management, including preparedness, response, and recovery. Examples of crucial mitigation activities include the following:

    i. Ongoing public education and outreach activities are designed to modify behavior to reduce loss of life and destruction of property
    ii. Structural retrofitting to deter or lessen the impact of incidents and reduce loss of life, destruction of property, and effects on the environment
    iii. Code enforcement through such activities as zoning regulation, land management, and building and fire code inspection as supported by Community Development
    iv. Flood/fire insurance and buy-out of properties subjected to frequent flooding

3. Response

The response includes addressing immediate and short-term actions to preserve life, property, environment, and the community's social, economic, and political structure. Response activities include:

a. Search and Rescue
b. Emergency shelter, housing, food, and water
c. Emergency medical and mortuary services
d. Public health and safety
e. Decontamination following a chemical, biological, or radiological incident
f. Removal of threats to the environment
g. Emergency restoration of critical services (electric and gas services, water, sewer, telephone)
h. Transportation, logistics, and other emergency services
i. Private sector provision of needed goods and services through contracts or donations
j. Support of crime scene security, investigations, and evidence collection
k. Damage Assessment-
    a. Initial Disaster Recovery Assessment (IDRA)
    b. Initial Damage Assessment (IDA)
    c. Preliminary Damage Assessment (PDA)
l. Evacuation of threatened or devastated areas

4. Recovery

Recovery involves implementing programs to help individuals and communities return to normal. Recovery programs are designed to assist victims and their families, restore the community to sustain economic growth and confidence, rebuild the destroyed property, and reconstitute government operations and services. Recovery actions often extend long after the incident itself. Recovery programs include mitigation components designed to avoid damage from future incidents. Typical recovery actions may include:

a. Repair and replacement of damaged public facilities, including but not limited to roads, bridges, municipal buildings, schools, hospitals, qualified non-profits
b. Debris cleanup and removal
c. Temporary housing and other assistance for disaster victims

d. Low-interest loans to help individuals and businesses with long-term rebuilding and mitigation measures
e. Restoration of public services including but not limited to electric and gas services, water, sewer, telephone
f. Crisis counseling and mental health
g. Disaster unemployment
h. Planning and programs for long-term economic stabilization, community recovery, and mitigation

D. PRIORITIES

The following operational priorities are listed in order of importance. The operational demand that is highest on the list shall prevail. Additionally, resource allocation shall be prioritized in the same manner.

1. **Protect Lives**

    a. Save human lives
    b. Treat the injured
    c. Warn the public to avoid further casualties
    d. Shelter persons-in-place from the effects of the incident
    e. Evacuate people from the impact of the incident
    f. Shelter and care for those evacuated
    g. Save animals-livestock and domestic pets
    h. Coordinate with ESFs

2. **Protect Property**

    a. Save property from harm/destruction
    b. Take action to prevent further harm/loss
    c. Provide security for property, specifically evacuated areas

3. **Protect the Environment**

    a. Confine hazardous chemical releases to the smallest possible area
    b. Prevent runoff from entering streams, ponds, lakes, rivers, or sewers
    c. Contain the chemical release

4. **Stabilize the Economy**

    a. Ensure access to businesses (such as debris clearance and road repair)

b. Restore essential services/utilities
c. Take action to prevent price gouging in the sale of essential goods, services, and contracts
d. Establish temporary housing and transportation for employees

5. Recover and Restore the Community

a. Complete damage assessments
b. Develop a recovery plan
c. Develop recovery policy guidance
d. Provide individual assistance
e. Identify mitigation projects
f. Ensure stable utility/transportation infrastructure
g. Ensure access to the workforce (available for work, proximity to housing, grocery stores, pharmacies, and other businesses)
h. Ensure adequate support institutions are operational (schools, daycares, houses of worship, parks, medical care) to support the workforce and families

E. EMERGENCY OPERATIONS ROLES AND RESPONSIBILITIES

All participating agencies, localities, departments, and enterprises with responsibilities identified in the GCEOP are responsible for developing internal operating procedures and continuity of operations plans for carrying out assigned primary and support functions.

1. Gilpin County Board of County Commissioners

a. Approve and commit County resources and funds for disaster or emergency purposes

b. Formally declare an emergency or disaster, issue any official orders and emergency declarations as needed and requested by GCOEM Director of Emergency Management or Deputy Emergency Manager to preserve and protect life and public safety

c. Approve emergency financial authorizations as requested

d. Authorize and approve post-emergency or disaster recovery operations, including the acquisition of temporary facilities

e. Establish post-emergency or disaster recovery timelines as necessary

f. Serve with Gilpin County Director of Emergency Management and/or Deputy Emergency Manager as the Policy Group, which, during an emergency, has the authority to direct resources as necessary and consistent with this plan

2. Participating Agencies

a. Formally declare an emergency or disaster; issue any official orders and emergency declarations as needed
b. Provide resources and other support during an incident
c. Coordinate with the GCOEM for disaster response and resource provision consistent with this plan

3. Gilpin County Office of Emergency Management

a. Manage, organize and coordinate emergency and non-emergency operations of the EOC in the event of a disaster or emergency
b. Prepare and maintain the GCEOP
c. Ensure implementation of the ICS and NIMS for operations in the field and EOC
d. Coordinate the response to disasters, emergencies, and incidents of significance
e. Assist localities, other local governments, and public and private sector organizations in the development and maintenance of EOPs, procedures, and checklists
f. Serve as an intergovernmental liaison and initiate formal requests for outside assistance from other jurisdictions
g. Mitigate human-made and natural hazards
h. Provide public education related to citizen preparedness
i. Support planning and response for catastrophic incidents such as mass evacuation planning
j. Provide training for County employees and response agencies on disaster roles and responsibilities
k. Provide training for senior/elected officials on disaster roles and responsibilities

4. **Director of Emergency Management**

    a. The Director of Emergency Management is the ranking officer and organizational leader for the EOC for an incident and is the conduit to senior county leadership, the Policy Group, and the BOCC. The Director of Emergency Management is globally responsible for all operations of the EOC during an incident and is the final word if conflicts emerge among EOC staff members. If the Director of Emergency Management is unavailable, the Deputy Emergency Manager will assume the roles and responsibilities of the Director.
    b. Ensure EOC procedures are implemented and used correctly during activation
    c. Coordinates efforts related to emergencies, disasters, and incidents of significance
    d. Activates and operate the EOC, as needed
    e. Determines the need for evacuation relocation and establish sites in coordination with other agencies
    f. Provides recommendations to the BOCC relating to emergency or disaster declarations, orders needed to preserve and protect life and public safety, resource needs, policy tasking needs, area command and IMT recommendations, event strategic priorities for consideration, and damage assessment results

5. **Deputy Emergency Manager**

    a. In the absence of the Director of Emergency Management, the Deputy Emergency Manager will assume the role of the Director of Emergency Management
    b. Assure EOC procedures are implemented and used correctly during activation
    c. Supports implementation of the ICS and NIMS for operations in the field and EOC
    d. Supports and assist the Director of Emergency Management
    e. Collects, record, and disseminate information in the EOC
    f. Maintains the GCEOP
    g. Schedules and conduct training programs and exercises for responders and community
    h. Assists in the coordination of disaster recovery functions
    i. Coordinate messaging with the County Public Information Officer (PIO)

6. **Finance**

The "Finance" section is comprised of the "Payers." They work with senior leadership, the County Manager, BOCC, and the Director of Emergency Management to manage the financial aspect of the incident.

a. Validate budget authority
b. Work with senior leadership, the Policy Group, and the Director to establish financial triggers for pre-request and incident aggregate resource costs.
c. Maintain running estimates of costs associated with the incident

7. **Department Directors**

a. Ensure NIMS compliance within the City and County departments
b. Prepare plans and organize assigned departments to meet natural and man-made disasters which might occur in the County and ensure continuity of governmental operations during an incident
c. Identify functions to be performed during an incident and assign responsibility for performing those functions to departmental MAC group representatives
d. Provide support to the EOC as an ESF
e. Ensure that the EOC is informed during an incident by reporting events and activities to the EOC in a timely fashion
f. Maintain complete and accurate records of all incident costs and expenditures to include personnel qualification, time, overtime, vehicle mileage, goods, machine hours, and emergency disbursements
g. Ensure that complete and current resource lists and on-call personnel lists are provided to GCOEM on a timely basis to assist in providing resources and personnel for large-scale incidents

8. **Primary and Supporting Departments and Agencies**

Primary and supporting agencies are responsible for providing resources and other support during an incident. Operations conducted during an incident will be coordinated through the GCOEM. A department within a locality or agency designated as a primary agency in an ESF has "ownership" of that function. As participants in the GCEOC, primary and supporting agencies are expected to:

a. Establish emergency plans, continuity of operations plans, and activate the plans as needed. Operate within the guidelines of the GCEOP and EOC operations manual
b. Operate using the ICS established in NIMS
c. Participate in mitigation and preparedness activities
d. When the EOC is activated, the primary agency of an emergency support function is responsible for designating coordinators for the EOC. This person may be from their department or a supporting agency
e. Coordinate activities and maintain communication with the GCOEM or the EOC, if activated, during all emergency operations
f. Provide information and coordinate any public announcement, statement, or press release through COEM or the EOC and ESF 15 External Affairs or the JIC, if activated
g. Provide program assistance and expertise, as appropriate, and in coordination with other agencies
h. Establish emergency operations supplies including food, water, blankets, electrical generators, communication, etc. to provide continued operations and shelter for employees, as necessary
i. Provide all requested information before, during, and following any incident to GCOEM

9. **Non-Governmental Organizations**

Several NGOs that assist in meeting essential needs during an incident exist within the County. In addition, some organizations with existing Memorandums of Understanding (MOU), Memorandums of Agreement (MOA), or Mutual Aid Agreements with the County have been assigned supporting roles to specific emergency support functions.

10. **Logistics**

The "Logistics" section is tactical and supports the incident by locating and pricing resources to support the incident. Logistics "owns" the Resource Request Process and acts as both the initial approval step and final communications with the requestor to communicate approval/denial of the resource. Operations owns the delivery of the resource.

a. Validates resource request; "Is this something the EOC can and should be providing?"
b. Assure that the Gilpin County Procurement and Purchasing policy is followed during the disaster
c. Identifies suppliers for requested resources taking into consideration existing county vendors and working with County Procurement to approve new and/or alternate vendors, as needed
d. Produce a price estimate for a resource request
e. Collaborate with County Procurement to make sure policies and processes for procuring resources are followed, and new contracts or methods are developed to obtain resources that are not covered under existing contracts, agreements, or processes
f. Works directly with Finance, Operations, and the EOC Manager to coordinate the approval and/or more cost-effective alternatives for requested resources
g. Contacts requester to communicate approval/denial of resource requests
h. Coordinates transportation, timing, and delivery of resources with the Operations Section
i. Oversees and reviews all formal resource requests
j. Tracks resources while deployed, documents when, where, and how long each resource is deployed to the incident
k. Makes sure there is no duplication of resource ordering

11. **Operations**

The "Operations" section is tactical and supports the incident by directly supporting IC and other secondary incident support needs.

a. Search and Rescue (SAR)
b. Firefighting
c. Hazard Material
d. Security/Law
e. Emergency Medical Service (EMS)/Hospitals

f. Wildland
g. Fatality/Coroner

Oversees the operational needs of the incident to include:

a. Directly communicates with GCOEM Field Liaisons and IC
b. Acts as a conduit between GCEOC staff and GCOEM Field Liaisons
c. Monitors field responders
d. Extracts incident needs and intelligence by monitoring radio transmissions and resource requests
e. Coordinates with Logistics for the demobilization processes and procedures
f. Delivers products and services approved through the resource request process
g. Identifies products and services required for the incident
h. Tactical implementation
i. Reviews requests and asks the following questions:
    i. Can we do them?
    ii. Are there alternatives?
    iii. Is this being done already?
    iv. Any unintended consequences?
    v. Will the resources provided meet the needs of IC? Ex. Ordering a crane without an operator or lowboy.
j. Updates the EOC Manager on status

12. **Planning Section**

The "Planning" section is comprised of the "Thinkers." They focus on longer-term strategic planning, anticipating the longer-term need for supporting the incident.

a. Prepare plans for the next operational period
b. Ask, "What, So What, Now What?"
c. What resources will likely be needed for the subsequent activities?
d. Include appropriate players in future planning
e. Support Operations internally to identify potential tasks.
f. Prepare long-term staffing plans to ensure EOC personnel rotate effectively.
g. Develop an Incident Action Plan (IAP)

13. **Information**

The "Information" unit is responsible for monitoring internal and external communications for the EOC and working directly with the EOC Manager to monitor and drive priority issues.

a. Owns priority issues through to completion, drives resolution, and regularly updates the EOC Manager on their progress
b. Monitors the emergency radio, typically the 800 MHz and VHF frequencies.
c. Becomes the primary answering point for general phone calls coming into the JIC
d. Monitors social media and the Internet for applicable information
e. Interfaces and supports the Situation Unit (SIT), provides updates to the SIT on appropriate radio, phone, and internet traffic

14. **Situation Unit**

The "SIT" is responsible for maintaining situational awareness/incident intelligence for the EOC.

a. Works with the EOC Manager to set an update/briefing schedule
b. Collects incident intelligence by conducting regular EOC updates/briefings where each EOC staff member updates the SIT representative with the most recent information
c. Compiles intelligence, displaying the most relevant information on a situation board in the EOC
d. Directly informs appropriate EOC staff of essential developments

15. **Document Unit Lead**

The "Document Unit Lead" is responsible for the core functions and administrative support of the EOC during EOC activation.

a. Monitors and enforces the EOC Sign-In/Check-Out list (i.e., Salamander)
b. Enforces credentialing and Identifications
c. Records personnel hours
d. Assists with record keeping and incident logging
e. Supports EOC staff needs by arranging meals, drinks, and other logistical needs, working with Logistics for this ordering.

F. STATE GOVERNMENT

The Colorado Office of Emergency Management is responsible within its statutory authority (§24-33.5-705, C.R.S) to provide assistance and support to local jurisdictions when local resources cannot cope with an incident of significance. Additionally, these agencies are responsible for implementing assigned Colorado State Emergency Functions when the State EOP is implemented. The operation role, responsibilities, and intra-organizational relationships of State departments are described in detail in the assigned State Emergency Functions Annexes.

G. FEDERAL GOVERNMENT

The Federal government is responsible for responding to national emergencies and providing assistance to states when an emergency or disaster exceeds their resource capability. In addition, the Department of Homeland Security is responsible for coordinating Federal emergency/disaster relief programs and supporting local and State government capabilities with resources. The roles and responsibilities of Federal resource providers are outlined in the NRF.

X. Emergency Management and Organizations

A. MANAGEMENT CONCEPT AND POLICIES

1. **Principle of Local Government Control** – Gilpin County and participating agencies have the authority of direction and control prior to, during, and following an emergency, disaster, or incident of significance in their respective jurisdictions. This authority continues throughout emergency management or until conditions warrant a change in such authority consistent with the GCEOP.

2. **Incident Level Management** – A local incident management system that incorporates the NIMS functions, principles, and components shall be adopted and utilized. The flexibility and rapidly expandable organizational structure and the use of common and readily understandable terminology make this system particularly useful when coordinating a multi-functional response. Additionally, this system easily adapts to supporting multiple agencies and/or multiple jurisdictional incidents. The GCEOP identifies the interface between the on-scene ICS and the GCEOC.

3. **Local Level Management** – The GCOEM is responsible for the overall coordination of emergency operations as it impacts the county. Most

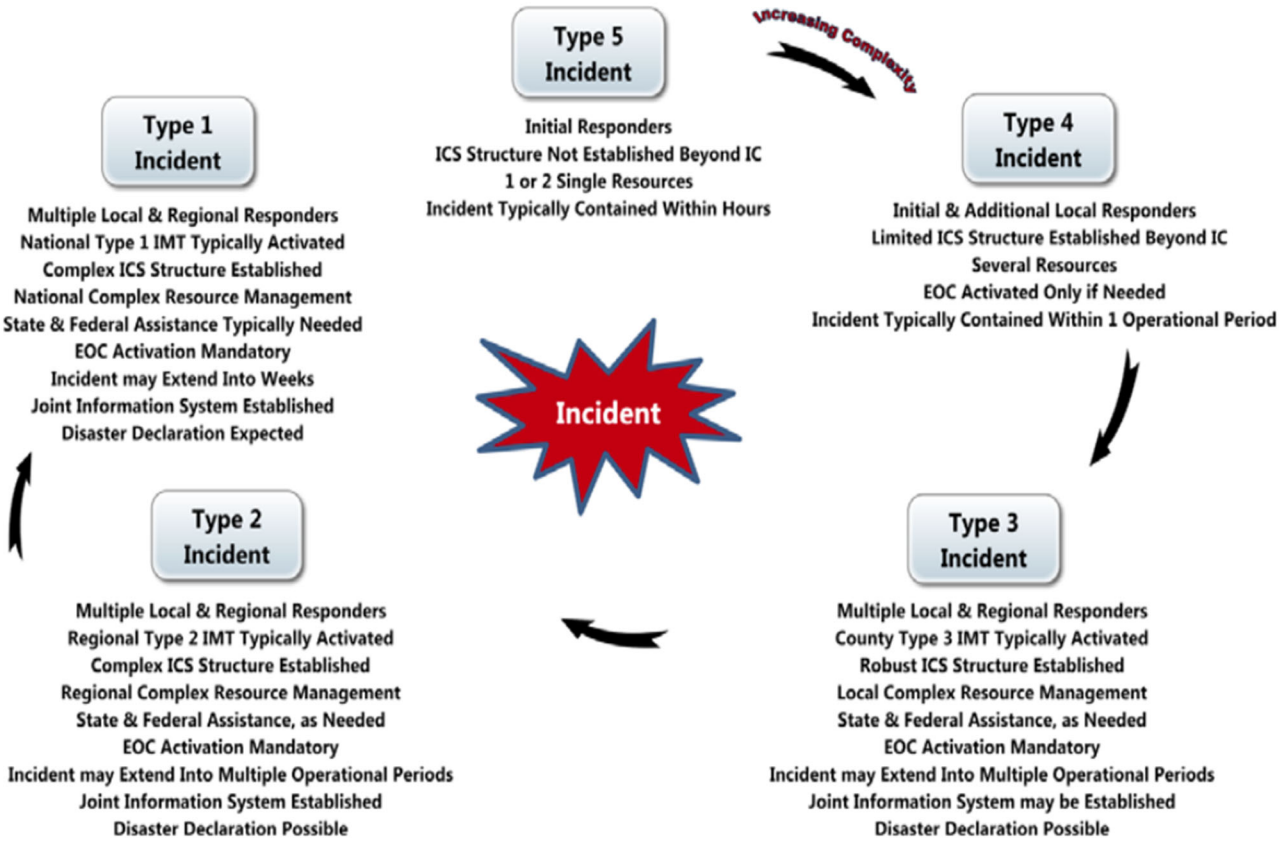
incidents in Gilpin County are handled by on-scene incident command, and the GCEOC is not activated. However, there are some incidents when the GCEOC may be activated without the assistance of an on-scene IC, such as a widespread blizzard. Generally, the on-scene incident command coordinates with the GCEOC for resources and other matters related to the incident. The on-scene incident commander is responsible for the command and control of specific activities at the incident site. The GCOEM is generally responsible for coordinating and controlling all event support outside the IC footprint. Activation of the GCEOC may be required when an incident threatens to escalate beyond the capabilities of initial and mutual aid resources. Resource requests will be coordinated through the GCEOC.

4. **State-Level Management** – In an emergency or disaster that overwhelms the resources and capability of a local jurisdiction, the Governor may exercise their authority to use the capabilities and 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 Colorado State Emergency Operations Plan (COEOP) and other approved emergency management plans and programs. The CHHEM is responsible for implementing the State's response to an emergency or disaster. The State's principal emergency management function is not that of an initial responder but that of coordinator for the acquisition, prioritization, and distribution of State, Federal, and private resources. Based upon the timely identification and verification of a local jurisdiction's emergency request, the Colorado Office of Emergency Management Director or the State Coordinating Officer will task the appropriate State departments with providing requested resources. The assigned State department will coordinate directly with the local requesting agency(s). If the situation requires Federal assistance, the State, via the Governor's request for a Presidential Disaster Declaration, will function as the primary coordination mechanism for requesting Federal assistance.

B. INCIDENT TYPE DEFINITIONS

NIMS/ICS establishes the following as an aid to categorize the size and magnitude of an incident. GCOEM will utilize these levels when describing an incident to responders and others within the NIMS/ICS, including State and/or Federal officials. They are scaled such that Type V is the least complex and Type I is the most complex.

The relationships are illustrative of local "ownership" of the emergency. The diagram below is based on the premise that all assistance supports the local responders unless the incident is a terrorist act or is on state or federal land.



Type 5 Incident

Command Structure

- Incident Commander & Initial Responders

Characteristics of the Incident

- One or two single resources with up to six personnel are required to mitigate the incident
- Command and general staff positions (other than the Incident Commander) are not activated
- A written IAP is not required
- The incident can be contained within the first operational period, often within a few hours after resources arrive on the scene
- Examples include a vehicle fire, an injured person, an isolated power outage, or a police traffic stop

Type 4 Incident

Command Structure

- Incident Commander
- Initial responders
- Additional local responders

Characteristics of the Incident

- Command and general staff functions are activated only if needed
- Several resources are required to mitigate the incident, such as specialized units and subject matter experts
- The incident is usually limited to one operational period in the control phase
- A written IAP is not required, but a documented operational briefing will be completed for all incoming resources
- The agency administrator may have briefings and ensure the complexity analysis and delegations of authority are updated
- The role of the agency administrator includes operational plans, including objectives and priorities
- Examples include a multi-vehicle accident, small grass fire, or a bomb squad investigation

Type 3 Incident

Command Structure

- Incident Command
- Initial responders
- Additional local responders
- Mutual Aid
- GCEOC

Characteristics of the Incident

- Capability requirements exceed the initial attack, and multiple agencies become involved
- The situation may be an incident of significance (community impact)
- ICS positions will be added to match the complexity of the incident. Some or all of the command and general staff, division or group supervisors, and unit leader positions may be activated
- Incident response is managed by a Type III Incident Management Team (IMT) or IC organization through initial actions with a significant number of resources, an extended attack until containment or control is achieved, or as an expanding incident until the transition to a Type II Incident
- The GCEOC will be activated
- A JIC may be established
- The incident may extend into multiple operational periods
- Mutual aid or state assistance will be required
- A written IAP is required for each operational period
- Examples include a school hostage situation, large structure or grass fire, blizzard, or widespread and extended utility outage

Type 2 Incident

Command Structure

- Incident Commander
- Initial responders
- Additional local responders
- Mutual Aid
- GCEOC
- State EOC, State Agencies & Regional Mutual Aid

Characteristics of the Incident

- This type of incident extends beyond the capabilities for local control and is expected to go into multiple operational periods.

- This is an incident of significance and maybe a declared emergency or disaster.
- This type of incident may require assistance from multi-jurisdictional, regional, state, and/or national resources to manage the operations, command effectively, and general staffing.
- Command and general staff positions are filled.
- The GCEOC will be activated
- The State EOC may be activated.
- A JIC is established.
- A written IAP is required for each operational period.
- Many of the functional units are staffed.
- GCOEM is responsible for the incident complexity analysis
- The EOC Policy Group has overall oversight of the incident, County management briefings, and the written delegation of authority.
- Operations personnel typically do not exceed 200 per operational period, and total incident personnel does not exceed 500 (guidelines only).
- Examples include large wildfires, acts of terrorism, flooding where a significant number of citizens are affected, or substantial property damage has occurred.

Type I Incident

Command Structure

- Incident Commander
- Initial responders
- Additional local responders
- Mutual Aid
- Gilpin EOC
- State EOC, State Agencies & Regional Mutual Aid
- Federal Agencies and National Mutual Aid- EMAC

Characteristics of the Incident

- This incident is the most complex, requiring national resources to safely and effectively manage and operate.
- The GCEOC is fully activated.
- The State EOC is activated.
- A JIC is established.
- All command and general staff positions are activated.
- Branches are established.
- Working with field incident command, GCOEM is responsible for the incident complexity analysis, overall oversight of the incident, county management briefings, and the written delegation of authority.

- Use of resource advisors at the incident base is recommended.
- The incident has had a significant impact on the County. As a result, additional staff for office administrative and support functions are required.
- Operations personnel often exceed 500 per operational period, and total personnel will usually exceed 1,000.
- Examples include a significant wildfire involving multiple structures, pandemic flu, or widespread hostile actions.

C. INCIDENT MANAGEMENT CONCEPTS OF OPERATIONS

The NIMS provides a consistent nationwide template to enable Federal, State, local, and tribal governments and private-sector and nongovernmental organizations to work together effectively and efficiently to prepare for, prevent, respond to, and recover from domestic incidents, regardless of cause, size, or complexity, including acts of catastrophic terrorism.

The NIMS integrates existing best practices into a consistent, nationwide approach to domestic incident management applicable at all jurisdictional levels and across functional disciplines in an all-hazard context. Six major components make up this systems approach:

- Command and Management
- Preparedness
- Resource Management
- Communications and Information Management
- Supporting Technologies
- Ongoing Management and Maintenance

1. On-Scene Incident Management

a. ICS forms the backbone of NIMS Command and Management component. ICS is a standardized on-scene emergency management construct specifically designed to adopt an integrated organizational structure that reflects the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries.

b. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure designed to aid in managing resources during incidents.

c. It is used for emergencies and applies to small and large, and complex incidents.

d. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

e. **Authority and Responsibility**: during an incident, multiple organizations have statutory authority to command, operational control, or have legal responsibilities. The art of ICS is organizing interests within the system, which increases efficiency and coordination and drives down conflicts and competition. Therefore, the GCEOP requires incidents to use the following design requirements of ICS implementation for all events in Gilpin County.

    i. The City or Special District that is jurisdictionally responsible will be IC.

    ii. The Sheriff's Office (SO) is the Incident Commander for all Law Enforcement and Hazardous Material incidents within unincorporated areas or municipalities where legal agreements are in place.

    iii. During SAR and wildfire events that exceed a fire protection district's capabilities, the SO has statutory responsibility for coordinating a response. Therefore, the SO and the participating agency that is jurisdictionally responsible will form a UC structure.

    iv. Operational coordination is the tactical control of resources used to respond to emergencies. Operational control resides within the Operations Section Chief or a group or division, depending on the complexity of the incident. All of these positions report directly to the incident commander / unified command. These positions will be staffed with subject matter expertise that specifically addresses emergency needs. When creating these positions, the incident command delegates responsibility to handle the event and not interfere with operational decisions. Operations will develop plans and submit them verbally or in writing to the incident command for approval before implementation.

    v. An organization may be required or choose to delegate authority under wildfire events defined within the Gilpin County Annual Operating Plan (AOP).

f. **Delegation of Authority:** The Agency Executive completes the Delegation of Authority (DoA) form of relinquishing authority and responsibility. The DoA can include objectives, priorities, expectations, constraints, cost-share, and other necessary considerations or guidelines. Many agencies require written DoA to be given to Incident Commanders prior to assuming command on larger incidents.

    i. DoA is not executed during an all-hazard disaster, and instead, a disaster declaration is made. The political subdivision of government declaration must articulate local capabilities exceeded and damage assessment. The political subdivision is requesting assistance from the County or State and the resources provided and responsibilities assumed are made by agreement. The political subdivision of government never dissolves their legal, statutory sovereignty and therefore continues to govern their town, city, or special district.

2. Multi-Agency Coordination (MAC)

a. A key component of NIMS/ICS is the Multi-Agency Coordination System (MAC). As the name implies, MAC provides the structure to support incident management policies and priorities, facilitate logistics support and resource tracking, inform resource allocation decisions using incident management priorities, coordinate incident-related information, and coordinate interagency and intergovernmental issues regarding incident management policies, priorities, and strategies. In Gilpin County, the MAC activities will typically be conducted by the GCEOC.

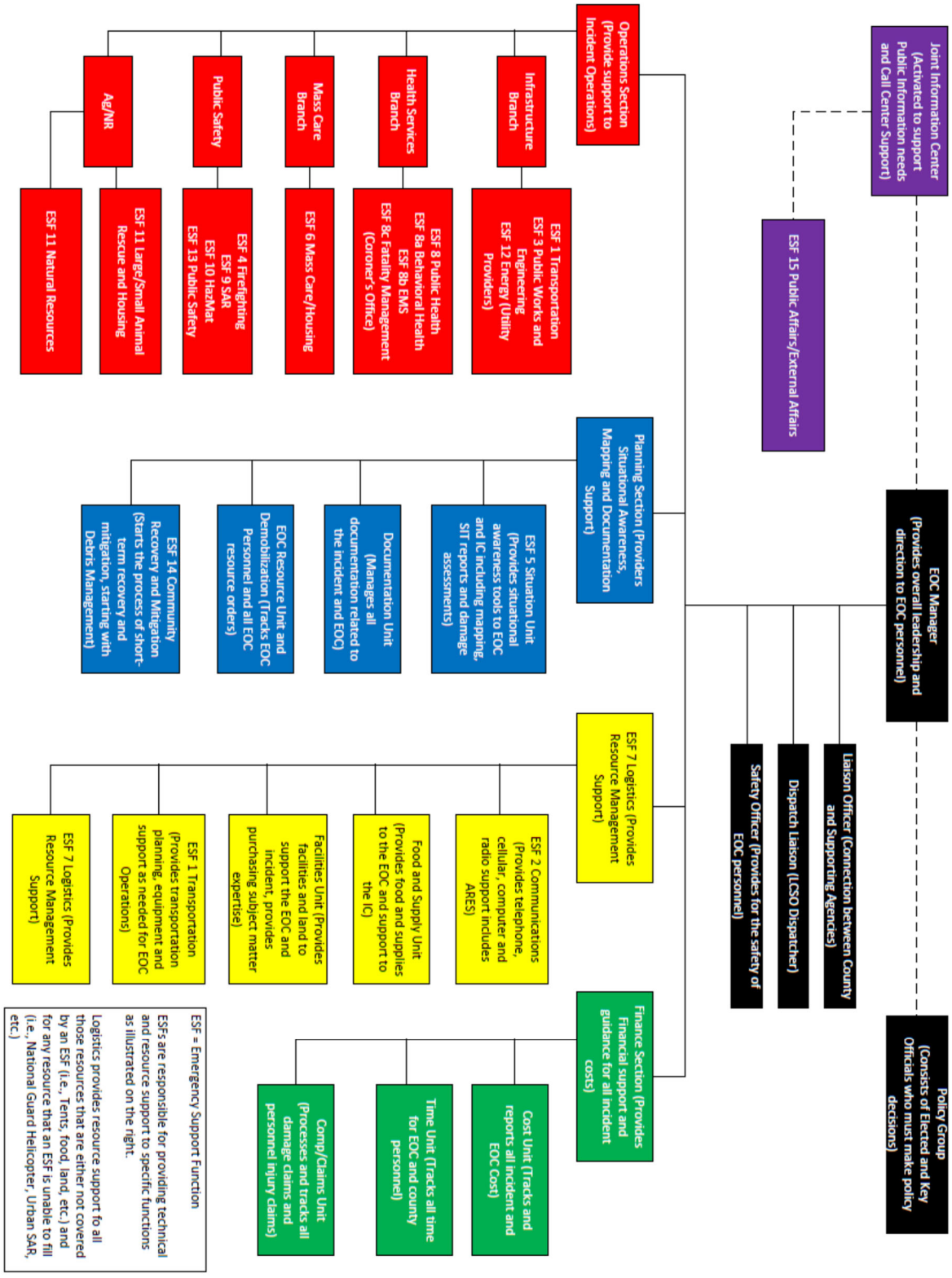
b. The MAC is operated under a hybrid EOC organizational structure utilizing ESFs, IC positions, and management functions. When the GCEOC is activated, only those ESFs needed to address the incident will be requested to respond. Almost all activations of the GCEOC will require the primary EOC positions (EOC Manager, Planning Section & Logistics Section) and "Core" ESFs.
The core ESFs are identified as:
    - ESF 1 Transportation
    - ESF 2 Communications
    - ESF 3 Public Works
    - ESF 4 Fire
    - ESF 5 Emergency Management
    - ESF 6 Mass Care

- ESF 8 incident-specific
- ESF 13 Law Enforcement
- ESF 15 External Affairs
- Other ESFs will be added as they are needed.

c. The GCOEM serves as the principal point for initiating and coordinating local departments' assignments and facilitating the activities of private and volunteer organizations in delivering emergency assistance to affected areas. In addition, the GCEOC provides governmental officials with a centralized location to analyze critical incident information, facilitate the decision-making process, and direct and control the response activities.

d. The GCEOC is organized to provide all of the following components: EOC Management, Operations Support, Situational Awareness / Planning, Logistics & Resource Mobilization, Damage Assessment, and Unmet needs coordination and Finance. In addition, the EOC organization provides communication between the City, County, State, and other agencies. A sample organizational chart of the GCEOC may be found on the following page. This diagram is illustrative only and depicts full staffing by Gilpin County entities. Additional organizations may be added depending on the event.

EMERGENCY OPERATIONS CENTER ORGANIZATION CHART



3. **Complex Incidents**

    a. In the event of multiple incidents within the county, an Area Command may be established to create priorities and objectives for managing such a large-scale response.

    b. Widespread events such as severe weather affecting the entire county may require a single, consolidated management system located in the EOC rather than multiple field-level IC.

    c. In such cases, it will be the responsibility of the Policy Group in the GCEOC to establish the appropriate ICS compliant management structure.

4. **Unified Command**

    a. Multiple organizations may have statutory authority to command, have operational control, or share legal responsibilities during significant incidents. Therefore, UC should be applied to incidents involving multiple jurisdictions or agencies to increase efficiency and foster coordination.
    b. A UC is an authority structure in which two or more individuals share the role of incident commander, each already having authority from a different agency and/or discipline. The individuals within UC make joint decisions and speak as one voice.

5. **Incident Management Team**
    a. Coordinated and activated through GCEOC
    b. The IMT provides overhead management of incident operations, operational coordination and support, and fiscal accountability for field-based operations during all-hazards events impacting Gilpin County
    c. Maybe empowered through a delegation of authority to function as the authorized agent of the Gilpin County BOCC or the Gilpin County Sheriff's Office (GCSO), as allowed through County, State, Federal, and Federal Agency cooperative agreements

6. **Annexes & Supporting Plans**

    a. While the GCEOP serves as the foundation and legal basis for an emergency management program, much of the material pertaining to responding to disasters is located in ESFs, Hazard Specific, and Support Annexes. Additional guides and user aids also support the GCEOP.
    b. ESFs serve as primary coordinating structures and provide a mechanism to successfully support field operations and manage those issues that are external to the command footprint.
    c. Support annexes describe the concept of operations, considerations, and responsibilities that are pertinent to specialized actions or specific types of emergency operations.
    d. Hazard-specific plans address the unique aspects that require consideration for specific hazards or threats.
    e. The GCEOP and the supporting annexes are not developed and updated simultaneously. Instead, annexes are developed and implemented by coordinating lead and supporting agencies. New annexes will be approved and officially adopted by the BOCC. In addition, existing annexes may be updated as often as needed to reflect lessons learned from training, exercises, and real-world events. Updates will be distributed to each agency identified within the annex.

7. **Training and Exercise Plan**

    a. The development, revision, and implementation of ESF, Hazard Specific, and Support Annexes are the responsibility of OEM to monitor and to support the lead agency or agencies. In addition, the OEM maintains and implements a three-year Integrated Preparedness Plan (IPP) to develop staff and volunteer capabilities (knowledge, skills, and abilities), test and evaluate plans and capabilities, and provide a roadmap for continuous improvement of the emergency management program.

8. **Plan Activation**

    a. The GCEOP and supporting annexes are active at all times.
    b. Local emergencies not requiring a disaster declaration will utilize the concepts provided in this plan to support response and recovery efforts.
    c. A disaster declaration is not required to activate the EOC.
    d. Activation of the GCEOP and supporting annexes are consistent with NIMS and ICS principles.
    e. Actions taken by the County are specific to each emergency or disaster situation.

9. **Disaster Declarations**

a. The primary purpose of declaring a disaster is to request resources beyond Gilpin County's capability. As a result, the local government gains access to policies, procedures, and agreements that are not necessarily available daily. These disaster policies, procedures, and agreements must be established before an incident impacts Gilpin County.

b. Pursuant to the Emergency Management Policy and the Colorado Disaster Emergency Act, C.R.S. 24-33.5-709:

- The principal executive officer of a political subdivision has the sole authority to declare a local disaster. It shall not be continued or renewed for a period in excess of seven days, except by or with the consent of the governing board of the political subdivision.

- A disaster declaration shall activate the response and recovery aspects of any and all applicable local emergency plans and authorize the furnishing of aid and assistance under such plans.

- Such declaration shall be given prompt and general publicity. Therefore, it shall be filed promptly with the County Clerk and Recorder, the municipal clerk or other authorized record-keeping agency, and the CDHSEM.

c. The Colorado Disaster Emergency Act (C.R.S. 24-33.5-701 et. seq.); provides the legal and procedural framework for the protection, preparation, mitigation, response, and recovery from disasters in Colorado. All disasters are local, meaning they originate within a County or Municipal jurisdiction. Elected authorities are ultimately responsible for ensuring the safety and security of their citizens and thus responding to disasters within their jurisdiction. When the disaster exceeds the capabilities of the local jurisdiction, they may call upon assistance from neighboring jurisdictions through a pre-arranged Mutual Aid Agreement (MAA). If the disaster is of such magnitude and complexity that it exhausts local capabilities, then pursuant to C.R.S. 24-33.5-709, the "principal executive officer of a political subdivision" may declare a local disaster or emergency. A local disaster declaration is necessary before a jurisdiction may qualify for State emergency aid. If recognized by the Governor, then the combined resources of the State, including the National Guard, may be drawn upon to respond to the disaster. The Governor, in turn, may request additional resources from other states through the standing Emergency Management Assistance Compact (EMAC). If these are still insufficient to deal with the

disaster, the Governor may issue a State emergency or disaster declaration requesting Federal aid. All requested State and Federal assistance is directed to the disaster and placed at the disposal of the local Incident Commander. Once the disaster is contained and external resources are no longer necessary, a second declaration must be issued terminating the disaster and canceling further outside aid.

d. If the disaster requires Federal assistance, the State will function as the primary coordination mechanism for requesting Federal assistance via the Governor's request for a Presidential Disaster Declaration.

e. The Robert T. Stafford Act establishes a process for requesting and obtaining a Presidential Disaster Declaration, defines the type and scope of assistance available from the Federal government, and sets the conditions for obtaining that assistance. Based on the Governor's request, the President may declare that a major disaster or emergency exists, thus activating various federal programs to assist in the response and recovery effort. Not all programs, however, are activated for every disaster.

f. Under a Stafford Act major disaster declaration, the local AHJ is responsible for all initial payments. It then may submit reimbursement requests for the cost-shared amount for eligible expenses. Typically, the federal government takes 75% of qualified expenses, leaving local governments with a cost-share of 25% of eligible expenses plus 100% of the ineligible expenses. In addition, the State, at the Governor's discretion, may share in the costs as well.

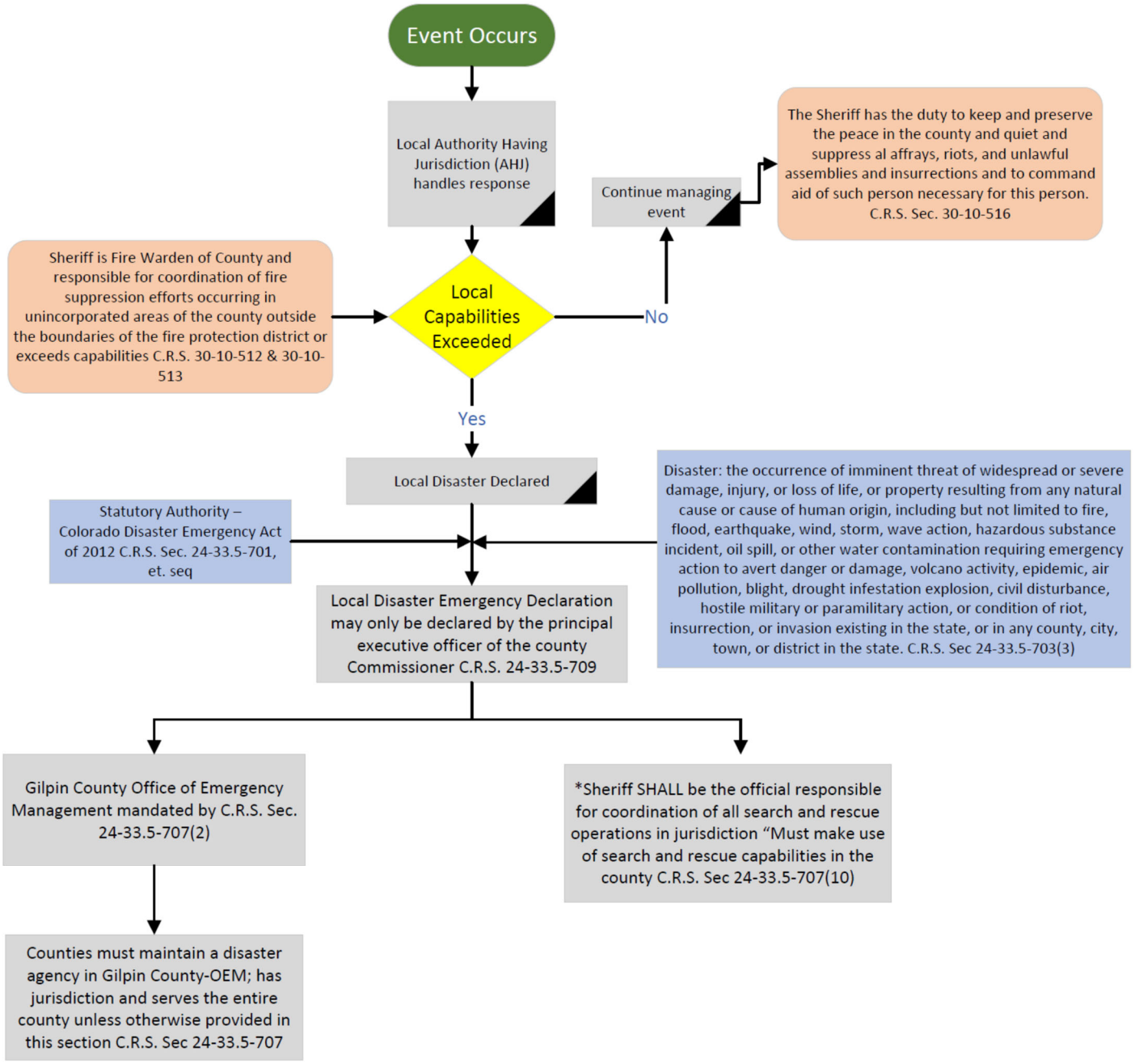
g. To be eligible for assistance under the Robert T. Stafford Act, local governments must first perform an initial damage assessment to assess the impact of the disaster. This assessment should provide a rough estimate of the extent and location of damages. This may require the coordination of the various municipal governments, who will also perform their own damage assessments. When the information has been collected, it is provided to the EOC and then forwarded to the CDHSEM. If warranted, State and Federal officials then conduct a joint preliminary damage assessment (PDA) with local officials to further estimate the extent of the disaster and its impact on the community. FEMA uses this information to supplement the Governor's request for Federal assistance.

h. The Fire Management Assistance Grant (FMAG) is a program within the Stafford Act that provides funds for the mitigation, management, and control of fires on publicly or privately owned forests or grasslands, which threaten such destruction as would constitute a major disaster. The FMAG declaration process is coordinated by the State Division of Fire Prevention

and Control (DFPC). The grant program provides a 75% cost share, while the jurisdiction having authority pays the remaining 25%.

i. For non-wildfire incidents, the AHJ may request the GCEOC to activate per the Gilpin County EOP to provide logistics or other support. However, paying for all resource orders stays with the local AHJ. If the all-hazards incident costs exceed the local AHJ's capability to pay, the AHJ must declare a disaster. A declaration of disaster by a local jurisdiction activates the EOP of that jurisdiction. For this reason, it is crucial for each political subdivision, such as a special district, township, or municipality, to have an EOP adopted by the executive officers of the jurisdiction. When the disaster escalates to the level of a Robert T. Stafford Act "major disaster" declaration, the AHJ is the only legal entity that FEMA will allow to request reimbursement for eligible expenses incurred within the geographic borders of that jurisdiction. A broader political entity cannot submit reimbursement requests for expenses within a smaller or separate jurisdiction.

Disaster Declaration Process Flow Chart



Delegation of Authority

a. Delegation of Authority is a statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibilities. The Delegation of Authority should include objectives, priorities, expectations, constraints, cost-share arrangements, turn-back goals, and other considerations or guidelines.

b. A written DoA shall be provided to the Incident Commander prior to assuming command on larger incidents.

c. For a wildfire event that has exceeded the AHJ's capabilities, the Fire Chief or designee may request that GCSO assume responsibility for the incident. If agreed, the Sheriff, or designee, and the representative from the AHJ, must sign a DoA. It is possible to conduct a DoA over the phone or radio with two representatives; in such circumstances, both parties must officially sign the document as soon as possible.

d. Once the GCSO has assumed responsibility for the wildfire incident, GCSO shall assume financial responsibility for firefighting efforts and assign a local IMT to provide the command and control infrastructure required to manage the wildfire (C.R.S 30-10-513).

e. When a wildfire exceeds the capability of the County, the Sheriff, or designee, will seek the support of the State by requesting assistance from the DFPC and the CDHSEM so that coordination of resource requests can be maintained. The GCEOC will be notified of any requests to support a common operating picture. Suppose a transfer of authority and responsibility for fire suppression to DFPC is agreed upon; in that case, the Gilpin County Sheriff, or designee, and the Director of DFPC, shall sign a DoA.

f. During an all-hazards disaster, DoA is not executed, and instead, a disaster declaration is made through the Gilpin County BOCC. The political subdivision is requesting assistance from the County or State, and resources provided and responsibilities assumed are made by agreement. The political subdivision of government never dissolves their legal, statutory sovereignty and therefore continues to govern their town, city, or special district.

11. **Joint Information System**

a. A Joint Information System (JIS) may be implemented for significant incidents involving multiple organizations. The need for a JIS is identified by the AHJ, the BOCC, GCSO, and the EOC. A JIS is an information network of PIO and support staff working together to deliver accurate and timely information to the public. The JIS integrates incident information and public affairs into a cohesive organization that provides consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations.

b. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages, developing, recommending, and executing public information plans and strategies, and controlling inaccurate information that could undermine the incident response and recovery efforts.

c. A JIS is a cooperative effort and mirrors the ICS, which utilizes a unified command structure when responsibilities are shared. However, each agency involved in a JIS retains their autonomy and continues to speak for itself.

d. Multiple public information units exist within the Gilpin County government. The County PIO and the Sheriff's Office PIO work in a unified support structure when there are cross-jurisdictional responsibilities; they integrate incident information and public affairs into a cohesive format to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations.

e. For an all-hazards incident, under the direction of the BOCC, the County PIO coordinates the information for all county departments/offices.

f. Current Response and Recovery Information:

Order of Distribution

1. Gilpin County Sheriff Facebook Page – https://www.facebook.com/GilpinSheriff
2. Gilpin County Sheriff - https://www.gilpincountysheriff.com/
3. Gilpin County Office of Emergency Management - https://www.facebook.com/GilpinCountyOEM/
4. Gilpin County Web Site - https://www.gilpincounty.org/
5. Gilpin County Twitter - Gilpin Sheriff (@GilpinSheriff) / Twitter

12. **Advisory Committee**

A documented, ongoing process utilizing one or more committees provides for coordinated input by Emergency Management Program stakeholders in preparing, implementing, evaluating, and revising the Emergency Management Program. Committees may be created and designated for:

- Emergency Plan development and review
- Community Outreach prioritization, activity, and review
- Training and Exercise prioritization
- Program review and oversight
- Hazardous Materials program review

The advisory committee(s) shall meet with a frequency determined by the Emergency Management Program Director to provide regular input.

D. GILPIN COUNTY EOC AND THE MULTI-AGENCY COORDINATION SYSTEM

A key component of NIMS/ICS is the Multi-Agency Coordination System. As the name implies, the MAC Group provides the structure to support incident management policies and priorities, facilitate logistics support and resource tracking, coordinate incident-related information, and coordinate interagency and intergovernmental issues regarding incident management policies, priorities, and strategies. The GCOEM will typically coordinate MAC activities.

Multiagency Coordination (MAC) Group: Typically, administrators/executives, or their appointed representatives, authorized to commit agency resources and funds, are brought together and form MAC Groups. MAC Groups may also be known as multi-agency committees, emergency management committees, or otherwise defined by the system. It can provide coordinated decision-making and resource allocation among cooperating agencies. In addition, it may establish priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

✓ DO	⃠ DO NOT
• Act as a policy-level body to the EOC; address when a policy does not exist or does not work • Provide strategic guidance to the EOC • Authorize spending limits and parameters to the EOC • Support scarce resource prioritization and allocation • Enable decision-making among elected and appointed officials	• Direct on-scene activities • Perform incident command functions • Replace the primary functions of operations, coordination, or dispatch organization • Micro-manage Incident Command or the EOC • Order supplies, personnel, or other resources

a. The Gilpin County MAC System is comprised of five critical elements:

i. **Command** – Develops field strategies and controls all on-scene resources needed to mitigate the emergency or disaster.

ii. **Emergency Operations Centers** – Coordinates response and recovery elements that are not owned by command, provides resource coordination, maintains situational awareness, and shares information. These include the County, municipal, State, and regional EOCs.

iii. **Communications Centers** – Manages 911 calls, dispatches resources, initiates emergency notifications to the public.

iv. **Joint Information System** – Coordinates emergency public information and media interaction.

v. **Multi-Agency Coordination Group** - Provides strategic guidance to support incident management activities, coordinates decision-making and resource allocation among cooperating agencies, and harmonizes agency policies.

vi. **Resource Coordination Centers** – are the entities that provide resource support when local resource capabilities are exceeded.

b. Other entities within Gilpin County, such as municipalities, utilities, and transportation groups, may also have EOCs to direct their organization's activities. If such multiple EOCs are activated, they are to coordinate and share information, as appropriate.

c. Within the GCEOC, the Gilpin MAC System is arranged by ESFs. When the GCEOC is activated, only those ESFs needed to address the incident will be requested to respond. Almost all activations of the GCEOC will require the "Core" ESFs. The Core ESFs are identified as:

- ESF 1 Transportation,
- ESF 2 Communications,
- ESF 3 Public Works,
- ESF 4 Fire,
- ESF 5 Emergency Management,
- ESF 6 Mass Care, ESF 8 Public Health,
- ESF 13 Law Enforcement, and
- ESF 15 External Affairs
- Other ESFs will be added as they are needed

d. **Sequence of Emergency Operations** - 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 chart below illustrates the process and conditions for requesting assistance at each level. Notice the progressive nature and the use of local resources, then the escalation. There are some exceptions, such as search and rescue resource requests, acts of terrorism, and preparing for anticipated "Incidents of National Significance," but this is the typical progression. Also, 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 would follow as soon as practical.

e. **Disaster Declaration Process** - The following action steps shall be completed by organizations covered under this EOP:

i. Provide sufficient information that explains how all local resources and mutual aid resources are expended, and the incident complexity exceeds their capability.

ii. Provide preliminary level damage assessment information demonstrating impacts to life, commerce, housing, infrastructure, and environment.

iii. The locality's principal executive officer shall complete the GCEOP General Disaster Declaration Form and submit it in the form to the Gilpin County Commissioner's Office for processing.

iv. The GCOEM shall be made aware of the declaration and assist with forming a written disaster declaration agreement. The GCOEM shall also ensure that resources or responsibilities are acquired or operationalized per the agreement and within the specified timeline.

v. The declaration is beyond the County's ability to provide assistance. In that case, the GCOEM shall oversee the processing of the disaster declaration and submit it to the State Office of Emergency Management. In addition, GCOEM shall facilitate any meetings or communications, as needed, to connect the Governor's Office to local elected officials.

f. **Disaster Finance**

i. The AHJ is responsible for the cost of the incident.

ii. A major disaster or emergency may require the expenditure of large sums of County funds. If the demands exceed available funds, upon prior approval by the BOCC, the County may make additional funds available from the Contingent Fund. If funds are insufficient, the BOCC may grant authorization to transfer and expend money appropriated for other purposes under a declared emergency or disaster.

iii. Participating agencies, County departments, and County enterprises are responsible for coordinating with the Finance Department in expending funds, maintaining appropriate documentation to support requests for reimbursement, submitting bills, and closing out assignments in a timely manner.

iv. As coordinated by the Gilpin County Finance Department, disaster finance procedures will be utilized to ensure the proper and efficient processes relating to procurement transactions, contracts, purchasing card limits, and approval authority of the allocation of funds when required during emergencies or disasters.

v. Each County agency identified in this EOP is responsible for documenting all emergency- or disaster-related expenditures using the financial tracking and reporting protocol directed by the County Finance Department. In addition, each County department or enterprise must exercise proper oversight throughout the incident to maintain logs, records, receipts, invoices, purchase orders, rental agreements, and all other applicable documentation.

vi. Affiliated agencies identified in the plan shall follow their financial policies unless their actions result in the expenditure of County funds. County financial policies shall be followed.

E. HOMELAND SECURITY NATIONAL TERRORISM ADVISORY SYSTEM

The National Terrorism Advisory System (NTAS) replaces the color-coded Homeland Security Advisory System (HSAS). This new system will communicate information about terrorist threats more effectively by providing timely, detailed information to government agencies, first responders, airports and other transportation hubs, and the private sector. In addition, it recognizes that Americans all share responsibility for the nation's security and should always be aware of the heightened risk of terrorist attacks in the United States and what they should do.

F. NATIONAL TERRORISM ADVISORY SYSTEM (NTAS) ALERTS

a. **Imminent Threat Alert**-Warns of a credible, specific, and impending terrorist threat against the United States.

Elevated Threat Alert-Warns of a credible terrorist threat against the United States.

After reviewing the available information, the Secretary of Homeland Security will decide whether an NTAS Alert should be issued in coordination with other Federal entities. NTAS Alerts will only be issued when credible information is available.

These alerts will include a clear statement that there is an imminent threat or elevated threat. In addition, using available information, the alerts will provide a concise summary of the potential threat, information about actions being taken to ensure public safety, and recommended steps that individuals, communities, businesses, and governments can take to help prevent, mitigate, or respond to the threat.

The NTAS Alerts will be based on the nature of the threat. In some cases, alerts will be sent directly to law enforcement or affected areas of the private sector. In others, alerts will be issued more broadly to the American people through official and media channels.

a. **Sunset Provision** - An individual threat alert is issued for a specific time period and then automatically expires. However, it may be extended if new information becomes available or the threat evolves.

NTAS Alerts contain a sunset provision indicating a specific date when the alert expires. There will not be a constant NTAS Alert or blanket warning of an overarching threat. If threat information changes for an alert, the Secretary of Homeland Security may announce an updated NTAS Alert. All changes, including the announcement that cancels an NTAS Alert, will be distributed the same way as the original alert.

G. GILPIN COUNTY ALL HAZARDS LEVELS OF READINESS

The readiness levels in Gilpin County are influenced by National Weather Service advisories, watches and warnings, specific threat levels identified in operational emergency plans, and the All Hazards Alert System. The all-hazards preparedness system in the County is based on identifying threat levels and increasing awareness of all employees and three levels of planning. The system used to elevate awareness in the face of threat is the All Hazards Alert System, and the three levels of plans are (1) Emergency Plans, (2) Continuity of Operations Planning, and (3) Continuity of Government Planning. Each concept fulfills a specific requirement that the county needs to complete to withstand the effects of an emergency or disaster successfully.

National Weather Service

The National Weather Service (NWS) office in Boulder, Colorado, issues weather advisories, watches, and warnings when a threat is present. The NWS also launches Emergency Activation System warnings on television and radio to warn the public of any dangers. When an advisory or watch is issued, the GCOEM will evaluate the threat and communicate possible risks and impacts to first responder agencies. Emergency operational plans may be implemented at this time and emergency notifications of the public considered. In the event a warning is issued, for example, a flash flood or severe winter storm, 911 communication centers, and the NWS initiate emergency notifications for the public and first responders.

Community Lifelines

A lifeline enables the continuous operation of critical government and business functions and is essential to human health and safety or economic security.

- Lifelines are the most fundamental services in the community that, when stabilized, enable all other aspects of society to function.
- FEMA has developed a construct for an objectives-based response that prioritizes the rapid stabilization of Community Lifelines after a disaster.
- The integrated network of assets, services, and capabilities that provide lifeline services are used day-to-day to support the recurring needs of the community and enable all other aspects of society to function.
- FEMA created Community Lifelines to reframe incident information, understand and communicate incident impacts using plain language, and promote unity across the whole community to prioritize efforts to stabilize the lifelines during incident response.
- While lifelines were developed to support response planning and operations, the concept can be applied throughout the preparedness cycle. Efforts to protect lifelines, prevent and mitigate potential impacts to them, and build back stronger and smarter during recovery will drive the overall resilience of the nation.

When disrupted, decisive intervention (e.g., rapid re-establishment or employment of contingency response solutions) is required to stabilize the incident.

LIFE LINES ALERT METRIC

A lifeline enables the continuous operation of **critical government and business functions** and is **essential to human health and safety or economic security**.

- Lifelines are the most fundamental services in the community that, when stabilized, enable all other aspects of society to function
- Lifelines are the integrated network of assets, services, and capabilities that are used day-to-day to support the recurring needs of the community
- When disrupted, decisive intervention (e.g., rapid service re-establishment or employment of contingency response solutions) is required to stabilize the incident

The LifeLines Alert Metric is a simple three-step process to elevate county awareness of a developing situation. The three alert levels are Green / Normal, Yellow / Caution, and Red / Danger.

- Alert **level GREEN** is Gilpin County's "every day" alert level, which means that everything is normal. Everyone should maintain situational awareness, observe their surroundings, and be especially aware of developing situations, which should be reported for evaluation.

- Alert **level YELLOW** elevates Gilpin County's threat level when an event could impact the county's normal operations. Gilpin County should use caution, analyze the situation, gather more information about what is happening, and decide what actions to take. Emergency plans should be reviewed, and it should be determined what, if any, parts of the emergency plan should be implemented.

- Alert **level RED** elevates Gilpin County's threat level to specific interruption of normal operations. All activities should be suspended, and immediate action should be taken to fully implement the emergency plan, protect the community, and ensure safety. Continuity of Operations Plans should also be implemented to continue levels of Gilpin County services effectively.

LIFELINES, CORE CAPABILITIES, ESFS

The interrelationship of ESF, Core Capabilities, and Lifelines can be considered in terms of means, ways, and ends.

Means: ESFs and other organizing bodies—the means—are how we organize across departments and agencies, community organizations, and industries to enhance coordination and integration to deliver the Response Core Capabilities.

Ways: Response Core Capabilities describe the grouping of response actions—the ways—that can be taken to stabilize and re-establish the lifelines. FEMA executes Lines of Effort (LOE) to operationalize the Core Capabilities (the methods) for response and recovery planning and operations.

Ends: Lifelines describe the critical services within a community that must be stabilized or re-established—the ends—to alleviate threats to life and property.

!	• **Safety and Security** - Law Enforcement/Security, Fire Service, Search and Rescue, Government Service, Community Safety
!	• **Food, Water, Shelter** - Food, Water, Shelter, Agriculture
!	• **Health and Medical** - Medical Care, Public Health, Patient Movement, Medical Supply Chain, Fatality Management
!	• **Energy** - Power Grid, Fuel
!	• **Communications** - Infrastructure, Responder Communications, Alerts Warnings and Messages, Finance, 911 and Dispatch
!	• **Transportation** - Highway/Roadway/Motor Vehicle, Mass Transit, Railway, Aviation, Maritime
!	• **Hazardous Material** - Facilities, HAZMAT, Pollutants, Contaminants

EMERGENCY PLANS

Emergency plans are the specific actions that each department must successfully execute to ensure the safety of each employee. The critical elements of an emergency plan are as follows:

- Life Lines Alert Metric
- Preparing for an emergency
- Emergency Actions, evacuation, and hazard information
- Emergency forms
- Key Staff Responsibilities
- Evacuation and relocation
- Attachments i.e., essential documents and maps

The emergency plans should be specific to Gilpin County departments or workgroups and do not supplant emergency plans required for specific county departments' regulatory requirements. The emergency plans should be updated yearly and tested to ensure employee familiarity at required intervals. The recommended emergency plan format is located and stored in WebEOC or other electronic medium and should be updated by departments yearly.

CONTINUITY OF OPERATIONS PLANS (COOP)

The Continuity of Operations Plan (COOP) should be implemented once all employees are safe and initiated as emergency plans are executed. For example, as employees are evacuating, the critical COOP personnel will respond per the plan, which includes the following activities: (1) devolution responsibilities, (2) relocation teams, (3) reconstitution activities, (4) sustainability actions.

Devolution is the process of removing or transferring critical infrastructure, equipment, data/information, and communications. Relocation teams are responsible for assembling and performing devolution tasks and getting the process to reconstitution at the designated relocation site. This can be simple to complex process depending on the portability of operations and the time allowed to execute the process. Relocation teams should be flexible and scalable based on the situation. Reconstitution activities describe the personnel, actions, and infrastructure needed to bring the operations of Gilpin County back to the defined level of service. The relocation site should adequately support the operations and service level defined in the Continuity of Government (COG) Plan. Reconstitution activities will support two definable objectives:
(1) emergency response support and (2) COG, which determines the level of service the community can expect during the emergency. Sustainability actions are the

key elements that need to be logistically supported at the relocation site to continue operations for an extended period of time. The recommended emergency plan format is located and stored in WebEOC or other electronic medium and should be updated by departments yearly.

CONTINUITY OF GOVERNMENT PLAN (COG)

The COG is the principle of establishing defined procedures that allow Gilpin County to continue essential operations in an emergency or catastrophic event. The COG is a series of policy decisions that establish the critical services of Gilpin County that need to be operational and define the service level objectives. In addition, the COG addresses the timeline for additional services that may need to act to create normal business activities in longer-term events. The policy group of Gilpin County should create the COG and be scalable to the expectations of supporting emergency operations and community expectations.

The ability of Gilpin County to effectively develop and implement Lifelines, COOP, and COG will build resiliency and sustainability of the county during an emergency or disaster. Integrating each concept requires strong information management and communication systems to develop situational awareness for proper decision-making at all levels. It is paramount that all emergency plan activities are effectively communicated to the County Manager's Office, the County Commissioners' Office, the OEM policy group, and the County Administration Offices to facilitate decision-making on emergency notifications, COOP, and COG in a timely and coordinated fashion. Completing all three of these will prepare for all hazards and ensure a robust capability within Gilpin County to respond to emergencies and continue services to the community.

H. LOGISTICS & RESOURCE MOBILIZATION

a. Resource mobilization is conducted in accordance with the Gilpin County Resource Management Plan. Resource management involves the integration of resources from the County government, regional neighbors, volunteer organizations, private sector, and State and Federal governments. Key plan components include:
    i. Logistics Resource List
    ii. WebEOC Resource Status or electronic medium, Ordering and Tracking
    iii. 213RR Resource Requests Protocol
    iv. EOC Logistics Team
    v. State Resource Mobilization Guide
    vi. Contracts and Agreements (IGA's, MOU, MOA's, etc.)

b. Logistics protocol shall include the mechanisms and processes to obtain resources needed to support emergency operations involving people with access and functional needs.

c. Each agency participating in this EOP is responsible for complying with the resource ordering protocols implemented through the EOC.

I. MUTUAL AID AGREEMENTS

No single local jurisdiction will have all the personnel, equipment, and materials required to cope with a major emergency or disaster. Therefore, additional assistance may be necessary through mutual aid agreements that provide resources from non-impacted inter/intra-jurisdictional governmental agencies and other organizations. Mutual aid agreements are essential for emergency management planning, response, and recovery activities. These agreements can significantly increase the availability of critical resources and improve response and recovery efforts. It is the responsibility of local government and localities to ensure that the local EOP contains adequate provisions for the rendering and receipt of mutual aid §§24-33.5-705.4(1)(b); 24-33.5-713 C.R.S. Over 200 counties, municipalities, special districts, and associations sign the State Intergovernmental Agreement for Emergency Management.

J. RECIPROCAL (MUTUAL AID) ASSISTANCE

a. All dispatches will be made based on the closest forces capable of responding to the incident. Fire protection districts, municipal departments, and volunteer fire departments can cover each through the "Gilpin County Mutual Aid Agreement" signed by participant fire departments.

   Fire protection zones have been established within Gilpin County (Exhibit A of the 2022 AOP). These zones are generally for initial attack purposes only, but an assisting agency may, at times, take initial attack actions on fires located on lands under another agency's jurisdiction. The primary criteria for this type of response are that the agency in the best position when the fire is reported can most effectively and rapidly respond.

   Within these reciprocal initial attack zones of lands intermingle and adjoining protection responsibilities, a Supporting Agency will, upon request or voluntarily, take initial attack action in support of the Protecting Agency. The Protecting Agency will not be required to reimburse the

Supporting Agency for the cost incurred following the initial dispatch of any ground resources to the disaster for the duration of the mutual aid period.

b. Mutual Aid Period

Reciprocal (Mutual Aid) Assistance: The Jurisdiction Agency will not be required to reimburse the Support Agency(s) for costs incurred following the initial dispatch of any resources for the duration of the mutual aid periods. Assistance beyond the Mutual Aid period will be reimbursable assistance, and the Supporting Agency may bill the Jurisdictional Agency for resources assigned to the resources outside the Mutual Aid periods. It is understood that no Supporting Agency will be required to assist or expected to commit resources to a Jurisdictional Agency.

The mutual aid period is defined as the time of initial dispatch and ends at either midnight of the first operational period or midnight of the second operational period. All mutual aid periods will preferably end at midnight for ease of financial accounting and the development of cost-share agreements. Mutual aid time periods and response areas will be outlined in local operating plans, as agreed to by County, State, and Federal agencies signatory to each Local Operating Plan. Agencies that are not signatory to a specific Local Operating Plan are not obligated to provide Mutual Aid assistance for disasters in that County.

K. SHORT TERM RECOVERY

a. Short-term recovery begins as the incident develops and often has overlapping effects on response operations. Because of this, short-term recovery concepts are covered in the EOP and are coordinated from the EOC. More in-depth information can be found in the Recovery Plan (under development at the time of this EOP)

b. Short term recovery includes the following Recovery Support Functions (RSFs):

   i. **Expense Tracking** – Focuses on the tracking of expenses that occurred during the response to the incident

   ii. **Public Information** – Coordinates between field operations and the County Public Information Office

iii. **Damage Assessment** – Identifies the scope and impacts to the community

iv. **Emergency Debris Management** – Focuses on emergency protective measures for immediate life safety

v. **Mass Care** – Revolves around meeting basic human needs

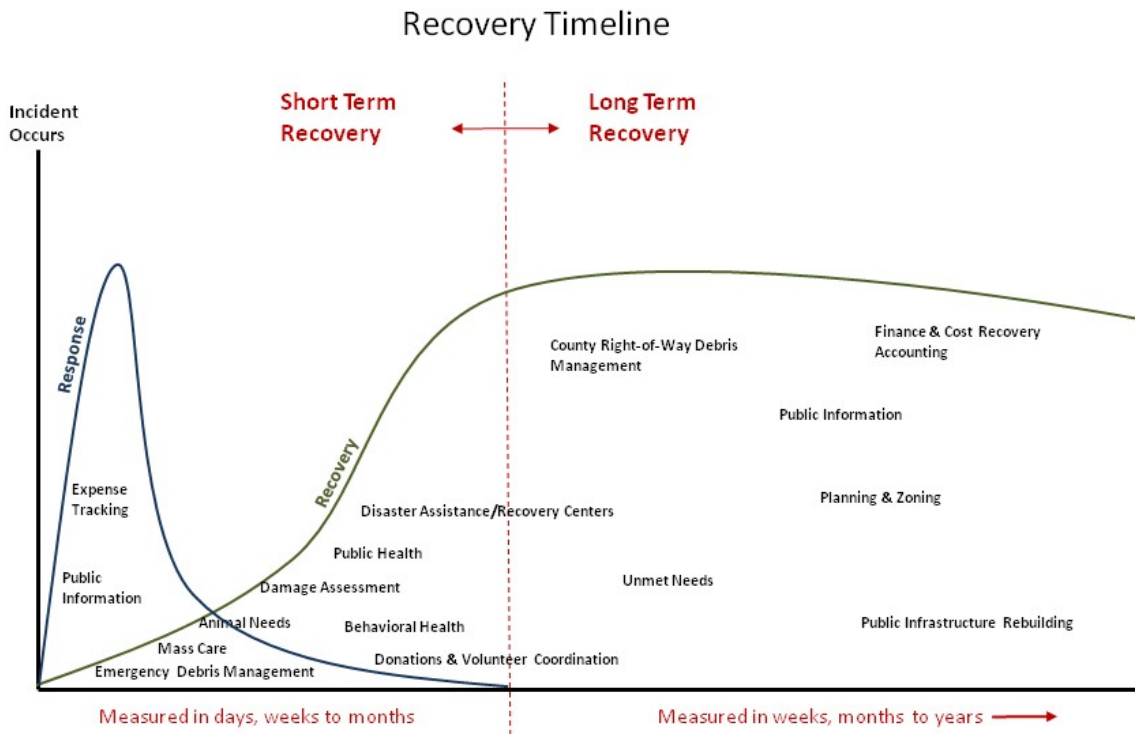
vi. **Animal Needs** – Takes into account both large and small animal needs

vii. **Public Health** – Determines public health risks, impacts, and mitigation measures

viii. **Behavioral Health** – Provides crisis behavioral health support

ix. **Donations & Volunteer Coordination** – Coordinates national, regional, and local volunteer agencies to support donations and volunteer management

x. **Disaster Assistance/Recovery Center** – Coordinated with State and/or FEMA officials to provide a location for disaster victims to sign up for eligible disasters



L. DAMAGE ASSESSMENT

a. A Damage Assessment is a process to determine the severity and magnitude of damage sustained after a hazard event. The information collected is used to determine where to direct resources and determine if local resources are sufficient to respond or if State and Federal resources are required.

b. A Damage Assessment identifies lifesaving and support requirements determine critical infrastructure status, and aids in response and recovery planning.

c. A Damage Assessment Team consists of the Gilpin County Assessor, Certified Emergency Response Team (CERT), utility companies, Planning Department, Health Department, Finance Department, Public Works, Road and Bridge Department, schools, Geographic Information System (GIS), and elected officials.

d. A "Rapid Damage Assessment" is done in a State declared disaster to determine if the damage qualifies for federal assistance (This would require a State declared disaster). A Joint Assessment validates the preliminary damage assessment. A Joint Preliminary Damage Assessment must be completed within 30 days of disaster onset.

XI. EOC Sections and Emergency Support Functions (ESFs)

A. ESF FUNCTIONAL DESCRIPTIONS

When an emergency or disaster situation exceeds capabilities, certain common types of assistance are requested by the EOC. These common types of assistance have been organized into seven sections in the EOC. There are 15 ESFs and additional work units within the EOC organizational structure. Participating localities, City and County departments, non-profit organizations, community-based organizations, and private sector businesses have been assigned responsibilities for implementing these functions. Assignments are made based upon programmatic or regulatory authorities and responsibilities. Emergency Support Function Annex Summaries contain the mission, concepts of operation, and responsibilities of specific functions. For example, in a presidential declaration of an emergency or disaster, the EOC structure will coordinate with the State and Federal Agencies, often working through ESFs. Participating agencies, localities,

City and County departments, and support agencies should understand the relationship between Gilpin County, State, and National ESFs.

a. The GCOEM is responsible for the coordination, development, validation, adoption, and maintenance of the Gilpin County EOP.

b. The GCOEM is responsible for coordinating the integration of a multi-agency response. However, other agencies may act as the lead agency in particular hazard-specific scenarios.

c. Participating agencies, localities, City and County departments and enterprises, and private and volunteer organizations are assigned to lead, secondary lead, or supporting roles related to the ESF and develop the corresponding annexes. The responsibilities of each of these positions are:

    i. **Primary** - The Primary department/agency is responsible for planning, coordinating, and tasking support departments and agencies to develop policies, procedures, roles, responsibilities, and requirements of the ESF and its operational requirements. The Primary Agency provides recommendations for ESF development and updates to the GCOEM. The Primary Agencies are identified in this EOP and each ESF. Normally the Primary Agency will assign a department member to the GCEOC when activated. If the Primary Agency cannot assign a coordinator or feels that a support agency representative is more appropriate, the Primary ESF agency is responsible for filling the position. Some ESFs have more than one Primary Agency.

    ii. **Support** - Certain principal components of some ESFs are shared by participating departments and enterprises or organizations other than the designated primary department. In addition, support role functions will be assigned to volunteer and private organizations to provide disaster response or relief assistance.

    iii. **Coordinating** - A participating organization that may not directly deliver goods or services but provides ancillary assistance (such as suppliers).

B. EMERGENCY SUPPORT FUNCTIONS, EOC SECTIONS, AND WORK UNIT SUMMARIES

The GCEOP aligns with State and Federal plans while addressing local needs and structure. To accommodate the authorities' divisions between the respective city

and county departments, some ESFs have been sub-divided to correspond with those responsibilities. For example, ESF 4 deals with firefighting as a whole, but the Annex is sub-divided into Wildland Firefighting and Urban Firefighting and referred to as ESF 4. That level of detail is addressed in the individual ESF Annexes and not necessarily at this high-level overview. The following is a summary of the ESF, Section, and Unit descriptions. Any or all of these may be activated during a disaster or emergency. A core EOC activation is ESFs 1, 2, 3, 4, 5, 6, 8, 13, and 15, as well as EOC Manager, Situational Awareness Section, Resource Mob & Logistics Section, Operations, Documentation Unit, Information Gathering, and Community Recovery Section, all under the management of ESF5 Emergency Management.

ESF	Scope
ESF #1 – Transportation	Aviation/airspace management and control Transportation safety Restoration/recovery of transportation infrastructure Movement restrictions Damage and impact assessment
ESF #2 – Communications	Coordination with telecommunications and information technology industries Restoration and repair of telecommunications infrastructure Protection, restoration, and sustainment of national cyber and information technology resources Oversight of communications within the Federal incident management and response structures
ESF #3 – Public Works and Engineering	Infrastructure protection and emergency repair Infrastructure restoration Engineering services and construction management Emergency contracting support for life-saving and life-sustaining services
ESF #4 – Firefighting	Coordination of Federal firefighting activities Support to wildland, rural, and urban firefighting operation
ESF #5 – Emergency Management	Coordination of incident management and response efforts Issuance of mission assignments Resource and human capital Incident action planning Financial management
ESF #5 – Mass Care, Emergency Assistance, Housing, and Human Services	Mass care Emergency assistance Disaster housing Human services
ESF #7 – Logistics Management and Resource Support	Comprehensive, national incident logistics planning, management, and sustainment capability Resource support (facility space, office equipment, supplies, contracting services, etc.)
ESF #8 – Public Health and Medical Services	Public health Medical Mental health services Mass fatality management
ESF #9 – Search and Rescue	Life-saving assistance Search and rescue operations
ESF #10 – Oil and Hazardous Materials Response	Oil and hazardous materials (chemical, biological, radiological, etc.) response Environmental short- and long-term cleanup

ESF	Scope
ESF #11 – Agriculture and Natural Resources	Nutrition assistance Animal and plant disease and pest response Food safety and security Natural and cultural resources and historic properties protection and restoration Safety and well-being of household pets
ESF #12 – Utilities and Energy	Energy infrastructure assessment, repair, and restoration Energy industry utility coordination Energy forecast
ESF #13 – Law Enforcement	Facility and resource security Security planning and technical resource assistance Public safety and security support Support to access, traffic, and crowd control
ESF #14 – Recovery	Social and economic community impact assessment Long-term community recovery assistance to States, local governments, and the private sector Analysis and review of mitigation program implementation
ESF #15 – PIO and External Affairs	Emergency public information and protective action guidance Media and community relations Congressional and international affairs Tribal and insular affairs

ESF MEMBER ROLES AND RESPONSIBILITIES

Each ESF Annex identifies the coordinator and the primary and support agencies pertinent to the ESF. Several ESFs incorporate multiple components, with primary agencies designated for each component to ensure seamless integration of and transition between preparedness, response, and recovery activities. ESFs with multiple primary agencies appoint an ESF coordinator for preincident planning and coordinating primary and supporting agency efforts throughout the incident. Following is a discussion of the roles and responsibilities of the ESF coordinator and the primary and support agencies.

ESF COORDINATOR

The ESF coordinator is the entity with management oversight for that particular ESF. The coordinator has ongoing responsibilities throughout the preparedness, response, and recovery phases of incident management. The role of the ESF coordinator is carried out through a "unified command" approach as agreed upon collectively by the designated primary agencies and, as appropriate, support agencies. Responsibilities of the ESF coordinator include:

- Coordination before, during, and after an incident, including preincident planning and coordination
- Maintaining ongoing contact with ESF primary and support agencies
- Conducting periodic ESF meetings and conference calls
- Coordinating efforts with corresponding private-sector organizations
- Coordinating ESF activities relating to catastrophic incident planning and critical infrastructure preparedness, as appropriate

PRIMARY AGENCIES

An ESF primary agency is a Federal agency with significant authorities, roles, resources, or capabilities for a particular function within an ESF. ESFs may have multiple primary agencies, and the specific responsibilities of those agencies are articulated within the relevant ESF Annex. A Federal agency designated as an ESF primary agency serves as a Federal executive agent under the Federal Coordinating Officer (or Federal Resource Coordinator for non-Stafford Act incidents) to accomplish the ESF mission. When an ESF is activated in response to an incident, the primary agency is responsible for:

- Supporting the ESF coordinator and coordinating closely with the other primary and support agencies
- Orchestrating Federal support within their functional area for an affected State
- Providing staff for the operations functions at fixed and field facilities

- Notifying and requesting assistance from support agencies. y Managing mission assignments and coordinating with support agencies, as well as appropriate State officials, operations centers, and agencies
- Working with appropriate private-sector organizations to maximize the use of all available resources
- Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities
- Conducting situational and periodic readiness assessments
- Executing contracts and procuring goods and services as needed
- Ensuring financial and property accountability for ESF activities
- Planning for short- and long-term incident management and recovery operations
- Maintaining trained personnel to support interagency emergency response and support teams
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards or improve the ability to address existing threats

SUPPORT AGENCIES

Support agencies are those entities with specific capabilities or resources that support the primary agency in executing the mission of the ESF. When an ESF is activated, support agencies are responsible for:

- Conducting operations, when requested by DHS or the designated ESF primary agency, consistent with their authority and resources, except as directed otherwise under sections 402, 403, and 502 of the Stafford Act
- Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, SOPs, checklists, or other job aids, in concert with existing first-responder standards
- Assisting in the conduct of situational assessments
- Furnishing available personnel, equipment, or other resource support as requested by DHS or the ESF primary agency
- Providing input to periodic readiness assessments
- Maintaining trained personnel to support interagency emergency response and support teams
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards or improve the ability to address existing threats

When requested, and upon approval of the Secretary of Defense, the Department of Defense (DOD) provides Defense Support of Civil Authorities (DSCA) during domestic incidents. Accordingly, DOD is considered a support agency for all ESFs.

Emergency Support Function #1 – Transportation

ESF Coordinator:
- Department of Transportation

Support Agencies:
- **Gilpin County Sheriff's Office**
- **Gilpin County Department of Public Works**
- **Gilpin County School**

Primary Agency:
- **Department of Transportation**

PURPOSE

Emergency Support Function (ESF) #1 – Transportation Infrastructure is to establish how activities related to transportation routes and infrastructure will be coordinated during and after disasters to meet the emergency needs of Gilpin County. This ESF describes the operational components, roles, and responsibilities of the agencies necessary to fulfill the duties of ESF #1. This annex addresses the transportation of both people and goods.

SCOPE

ESF #1 coordinates activities related to transportation routes and infrastructure in Gilpin County during the response and recovery phases of the emergency management cycle. During and shortly after the incident, ESF #1 is responsible for the assessment of damages to transportation infrastructure, the development of alternate transportation routes, and the identification of potential transportation resources in support of the Logistics Coordination Support Section in the Gilpin County Emergency Operations Center (EOC) and in support of Incident Command as requested.

Activities of ESF #1 include monitoring and reporting the status of and damage to transportation infrastructure as a result of an incident, developing alternate transportation solutions that can be implemented when existing systems of infrastructure are damaged, unavailable, or overwhelmed, coordinating the restoration and recovery of transportation systems and infrastructure and supporting evacuation and re-entry operations.

ESF #1 is not responsible for the movement of goods, equipment, animals, or people.

Emergency Support Function #2 – Communications

ESF Coordinator:
- Gilpin County Sheriff's Office

Support Agencies:
- Gilpin County Dispatch
- Gilpin County Department of Public Works
- Amateur Radio Emergency Service (ARES-R1D6)
- Clear Creek Dispatch
- Jefferson County Dispatch
- Boulder Dispatch

Primary Agencies:
- Gilpin County Sheriff's Office

PURPOSE

Emergency Support Function (ESF) #2 - Communications is to establish how communications and communication infrastructure activities will be coordinated during and after disasters to meet the emergency needs of Gilpin County. This ESF describes the operational components, roles, and responsibilities of the agencies necessary to fulfill the duties of ESF #2.

Communications support the restoration of the communications infrastructure, facilitate the recovery of systems and applications from cyberattacks, and coordinate local communications support to response efforts during incidents requiring a coordinated response (hereafter referred to as "incidents").

SCOPE

ESF #2 coordinates communications and communication infrastructure in Gilpin County during the response and recovery phases of the emergency management cycle. During and shortly after the incident, ESF #2 is responsible for the assessment of damages to communication infrastructure, the development of alternative communication methods, and the identification of potential communications resources in support of the Logistics Coordination Support Section in the Gilpin County Emergency Operations Center (GCEOC) and in support of Incident Command as requested.

ESF #2 include supporting communication activities, addressing communication challenges, and coordinating with private sector partners to expedite the restoration and repair of telecommunication services.

Emergency Support Function #3 - Public Works and Engineering

ESF Coordinator:

- Gilpin County Department of Public Works

Support Agencies:

Primary Agencies:

- Gilpin County Department of Public Works

PURPOSE

Emergency Support Function (ESF) #3 - Public Works is to establish how activities related to public works and engineering will be coordinated during and after disasters to meet the emergency needs of Gilpin County. This ESF describes the operational components, roles, and responsibilities of the agencies necessary to fulfill the duties of ESF #3.

SCOPE

ESF #3 coordinates activities related to public works and engineering in Gilpin County during the response and recovery phases of the emergency management cycle. During and shortly after the incident, ESF #3 is responsible for supporting local jurisdictions in addressing public works, including debris removal, providing technical advice related to engineering questions, and addressing temporary construction issues in areas the county is directly responsible for. Activities of ESF #3 include the provision of technical advice, demolition and stabilization projects, inspections, evaluations, contracting, emergency repairs, temporary and permanent construction, debris removal, and public works/engineering emergency supply and support services.

Emergency Support Function #4 – Firefighting

ESF Coordinator:

- Timberline Fire Protection District

Support Agencies:

- Black Hawk Fire Department
- Central City Fire Department
- Golden Gate Fire Department
- Gilpin County Emergency Services Division
- Division of Fire Prevention and Control

Primary Agency:

- Timberline Fire Protection District

PURPOSE

Emergency Support Function (ESF) #4 – Fire is to establish how activities related to fire management and suppression will be coordinated during and after disasters to meet the emergency needs of Gilpin County. This ESF describes the operational components, roles, and responsibilities of the agencies necessary to fulfill the duties of ESF #4.

Firefighting provides local support for detecting and suppressing wildland, rural, and urban fires.

SCOPE

ESF #4 serves to offer guidance to agencies and departments who are responsible for fire suppression in rural, urban, wildland settings, or other incidents that are the result of natural, technological, or man-made disasters.

Activities of ESF #4 include detecting and suppressing wildland, rural, and urban fires, developing and supporting interstate and intrastate firefighting assistance agreements, supporting emergency medical personnel in containing and stabilizing disasters, coordinating with the private sector partners to support on-scene medical operations, and supporting mass casualty operations.

Emergency Support Function #5 – Emergency Management

ESF Coordinator:

- Gilpin County Office of Emergency Management (GCOEM)

Primary Agency:

- GCOEM

Support Agencies:

- Colorado Division of Homeland Security and Emergency Management (CDHSEM)

PURPOSE

Emergency Support Function (ESF) #5 – Information & Planning is to establish how emergency management activities will be coordinated before, during, and after disasters to meet the emergency needs of Gilpin County. This ESF describes the operational components and roles, and responsibilities of the entities necessary to fulfill the duties of ESF #5.

SCOPE

ESF #5 Information & Planning supports all Incident Management in Gilpin County through all phases of emergency management. Before incidents, ESF #5 facilitates the flow of information to place resources on alert to aid in response. During and shortly after the incident, ESF #5 is responsible for the planning functions in the Gilpin County Emergency Operations Center (GCEOC) and support of Incident Command as requested.

Activities of ESF #5 include collecting, processing, and disseminating information in conjunction with the Joint Information Center and ESF #15 – Emergency Public Information, situational awareness and monitoring for potential hazards, intelligence gathering and sharing, incident action planning, and other support as required.

ESF #5 coordinates ESF for all departments and agencies across the spectrum of domestic incident management, from hazard mitigation and preparedness to response and recovery. In addition, ESF #5 will identify resources for alert, activation, and subsequent deployment for quick and effective response.

ESF #5 is responsible for the support and planning functions during the post-incident response phase. ESF #5 activities include those critical functions to support and facilitate multiagency planning and coordination for operations involving incidents requiring local, State, and Federal coordination. This includes

alert and notification of; staffing and deployment response teams, as well as response teams from other departments and agencies; incident action planning; coordination of operations; logistics management; direction and control; information collection, analysis, and management; facilitation of requests for Federal assistance; resource acquisition and management; worker safety and health; facilities management; financial management; and other support as required.

Emergency Support Function #6 – Mass Care, Housing and Human Services

ESF Coordinator:

- Gilpin County Department of Human Services

Support Agencies:

- American Red Cross
- The Salvation Army
- United Way
- High Country Auxiliary
- Gilpin Victim Services
- Jefferson County Center for Mental Health

Primary Agency:

- Gilpin County Department of Human Services

PURPOSE

Emergency Support Function (ESF) #6 – Mass Care is to establish how mass care activities will be coordinated before, during, and after disasters to meet the emergency needs of Gilpin County. This ESF describes the operational components and the roles and responsibilities of the entities necessary to fulfill the duties of ESF #6.

SCOPE

Mass Care provides supplemental assistance to local jurisdictions in Gilpin County by identifying and meeting the mass care needs of everyone affected by disasters.

Activities of ESF #6 include the support of emergency mass care shelters, feeding, canteens, distribution of emergency relief items, and support for the transition from emergency sheltering to long-term housing.

ESF 6 also assists with the relocation and recovery from a disaster. In addition, it assists with the relocation of displaced licensed care facility residents, the care of unaccompanied minors, and family reunification.

Emergency Support Function #7 – Logistics and Resource Support

ESF Coordinator:

- Gilpin County Office of Emergency Management (GCOEM)

Support Agencies:

- All Response Agencies

Primary Agency:

- GCOEM

PURPOSE

Emergency Support Function (ESF) #7 – Resource Management provides logistical support and resource support to county and local entities involved in conducting emergency response and short-term recovery activities during and after disasters to meet the emergency needs of Gilpin County. The primary way this will be accomplished is by filling resource requests. ESF #7 also serves as the Logistics Coordination Section Chief in the County's emergency operation center (EOC). The ESF #7 annex describes the operational components, roles, and responsibilities of the agencies necessary to fulfill the duties of ESF #7.

SCOPE

ESF #7 coordinates activities related to providing logistical and resource support for responding agencies in Gilpin County during the response and recovery phases of the emergency management cycle. Includes any pre-incident preparation, such as maintaining credentialing of all county employees and operations of the Salamander system. Additionally, during and shortly after the incident, ESF #7 is responsible for coordinating resource and logistical support, as requested, to supplement on-scene operations.

Activities of ESF #7 include managing resource requests, prioritizing requested resources, tracking resources, locating resources, acquiring resources, supporting the transportation of resources, supporting the distribution of resources, establishing staging areas, supporting resource sustainment, obtaining resources needed for the EOC, and supporting demobilization.

Emergency Support Function #8 – Public Health, Medical, and Behavioral Health Services

ESF Coordinator:

- Gilpin County Public Health

Support Agencies:

- American Red Cross
- Jefferson Center for Mental Health
- Gilpin Ambulance Authority
- Gilpin Victim Services
- Gilpin County Human Services

Primary Agency:

- Gilpin County Public Health

PURPOSE

Public Health & Healthcare Providers is to establish how public health and healthcare provider activities will be coordinated before, during, and after disasters to meet the emergency needs of Gilpin County. This ESF describes the operational components and the roles and responsibilities of the agencies necessary to fulfill the duties of ESF #8.

SCOPE

Public Health & Healthcare Providers provide supplemental assistance to local jurisdictions in Gilpin County by identifying and meeting the public health and medical needs of everyone affected by disasters.

Activities of ESF #8 include surveillance and assessment of health and medical needs, mass prophylaxis, coordination of medical equipment and supplies, patient tracking and coordination, environmental health and safety, public notification for public health issues, access, and functional needs support, mental health services and mass fatality services.

Emergency Support Function #9 – Search and Rescue

ESF Coordinator:

- Gilpin County Sheriff

Support Agencies:

- Alpine Search and Rescue
- Timberline Fire Protection District
- Black Hawk Fire Department
- Central City Fire Department
- Black Hawk Police Department

Primary Agencies:

- Gilpin County Sheriff

PURPOSE

Emergency Support Function (ESF) #9 – Search & Rescue is to establish how activities related to search and rescue will be coordinated during and after disasters to meet the emergency needs of Gilpin County. This ESF describes the operational components, roles, and responsibilities of the agencies necessary to fulfill the duties of ESF #9.

SCOPE

ESF #9 provides the guidance and organization of county agencies that may be employed during Search and Rescue (SAR) operations. SAR operations include, but are not limited to, the location, recovery, and extrication of victims who become lost or entrapped as the result of a significant disaster or life-threatening emergency. The goal of search and rescue operations is to save the lives of victims who cannot ensure their survival without assistance.

Activities of ESF #9 include supporting search and rescue operations within Gilpin County, including structural collapse, waterborne, inland/wilderness, aeronautical search and rescue operations, and coordinating resource support for teams in the field.

Emergency Support Function #10 – Hazardous Materials

ESF Coordinator:

- Colorado State Patrol

Support Agencies:

- Jefferson County Hazardous Materials Response Team
- Office of Emergency Management

Primary Agency:

- Colorado State Patrol

PURPOSE

Emergency Support Function (ESF) #10 – Hazardous Materials is to establish how activities related to hazardous materials and hazardous material incidents will be coordinated before, during, and after disasters to meet the emergency needs of Gilpin County. This ESF describes the operational components, roles, and responsibilities of the agencies necessary to fulfill the duties of ESF #10.

SCOPE

ESF #10 assists local jurisdictions in Gilpin County by providing subject matter expertise and information regarding hazardous materials in Gilpin County and supporting the response to and recovery from hazardous material incidents.

Activities of ESF #10 include coordinating with facility sites and transportation operators, providing subject matter expertise in support of operations in the field, conducting real-time hazard analyses, calculation of initial isolation and protective action distances, plume modeling, coordinating air monitoring operations, and identifying other hazardous materials incident resources in support of the Logistics Coordination Section and Incident Command.

Emergency Support Function #11 – Agriculture and Natural Resources

ESF Coordinator:

- Colorado State University Extension Office

Primary Agency:

- Colorado State University Extension Office

Support Agencies:

- Gilpin County Animal Response Team (GCART)
- Gilpin County Public Health
- Gilpin County Human Services

PURPOSE

Emergency Support Function (ESF) #11 – Animals & Agriculture is to establish how activities related to animals and agricultural concerns will be coordinated during and after disasters to meet the emergency needs of Gilpin County. This ESF describes the operational components, roles, and responsibilities of the agencies necessary to fulfill the duties of ESF #11.

SCOPE

Animals & Agriculture coordinates activities related to animal and agricultural welfare in Gilpin County during the response and recovery phases of the emergency management cycle. During and shortly after the incident, ESF #11 is responsible for providing for the safety and well-being of domesticated animals, including livestock; responding to economically significant losses to livestock or crops, and the coordination of animal care resources in the Gilpin County Emergency Operations Center (EOC) and in support of Incident Command as requested.

Activities of ESF #11 include the identification and support of emergency animal shelters, coordination of animal reunification, monitoring and assessment of animals for diseases, monitoring and evaluation of impacts to natural resources, and coordinating the response to economically significant losses to livestock or crops.

Emergency Support Function #12 – Energy and Utilities

ESF Coordinator:

- Authority Having Jurisdiction (AHJ)

Primary Agency:

- AHJ

Support Agencies:

- United Power
- Excel Energy
- Colorado Natural Gas

PURPOSE

Emergency Support Function (ESF) #12 – Energy is to establish how activities related to emergency utility services will be coordinated during and after disasters to meet the emergency needs of Gilpin County. This ESF describes the operational components, roles, and responsibilities of the agencies necessary to fulfill the duties of ESF #12.

SCOPE

ESF #12 coordinates activities related to energy in Gilpin County during the response and recovery phases of the emergency management cycle. During and shortly after the incident, ESF #12 is responsible for the assessment of damages to energy infrastructure, the development of alternate energy sources, and the identification of potential energy resources in support of the Logistics Coordination Support Section in the Gilpin County Emergency Operations Center (EOC) and in support of Incident Command as requested.

Activities of ESF #12 include providing information for county-level assessment, response, and recovery operations related to fuel shortages, power outages, transmission /distribution problems, and capacity shortages that may impact Gilpin County citizens during disasters. ESF #12 also provides information on fuel transportation, sources for the provision of emergency power to support immediate response operations, and the restoration of everyday energy supplies to energy-affected communities. ESF #12 coordinates and supports county-wide utility resources in response to and recovery efforts of local governments and other ESFs. ESF #12 helps utility suppliers coordinate resources and supply public information. ESF #12 collects, evaluates, and shares information on energy system damage and estimations on the impact of energy system outages within affected areas. Additionally, ESF #12 provides information concerning the energy restoration process, such as projected schedules, percent completion of the restoration, and geographic information.

Depending upon the requirements of the disaster, ESF #12 may also address the following:

1. Liaison with councils and associations representing energy providers. Assessing energy system damage, energy supply, demand, and restoration energy systems.

2. Assisting local, county, and state emergency organizations in identifying energy needed for emergency operations with businesses that provide/offer such products.

3. Recommending actions to save energy.

4. Coordination with local, county, state, and federal ESF #12 in providing energy information and conservation guidance.

5. Relaying energy industry policies for energy restoration priorities.

Emergency Support Function #13 – Law Enforcement

ESF Coordinator:

- Gilpin County Sheriff

Support Agencies:

- Black Hawk Police Department
- Colorado State Patrol
- Colorado Parks and Wildlife
- Colorado Division of Gaming
- US Forest Service Law Enforcement Division

Primary Agency:

- Gilpin County Sheriff

PURPOSE

Emergency Support Function (ESF) #13 – Law Enforcement is to establish how activities related to law enforcement will be coordinated during and after disasters to meet the emergency needs of Gilpin County. This ESF describes the operational components, roles, and responsibilities of the agencies necessary to fulfill the duties of ESF #13.

SCOPE

ESF #13 coordinates activities related to law enforcement in Gilpin County during the response and recovery phases of the emergency management cycle. Shortly after the incident, ESF #13 is responsible for law enforcement, public safety and security capabilities, and law enforcement resources during potential or actual incidents.

Activities of ESF #13 include supporting local jurisdictional law enforcement in maintaining law and order within legal authorities, monitoring and reporting the status of local and county law enforcement, supporting the relocation and temporary detention of persons confined to institutions. Work with the Intelligence Unit monitoring for criminal activity that may potentially affect the incident response, providing safety for on-scene personnel through traffic management, and support all criminal investigations occurring in conjunction with incident response.

ESF #13 may also be asked to assist in disseminating alerts, warnings, and notifications, provide communications resources to support responding agencies, support evacuation and re-entry operations, ensure security for essential governmental facilities and coordinate with agencies responsible for the protection of vital private sector sites.

Emergency Support Function #14 – Community Recovery

ESF Coordinator:

- Gilpin County Office of Emergency Management (GCOEM)

Support Agency:

- Gilpin County Finance
- County Manager

Primary Agency:

- GCOEM

PURPOSE

Emergency Support Function (ESF) #14 – Private Sector & Infrastructure supports the coordination of cross-sector operations, including the stabilization of critical supply chains and community lifelines in Gilpin County. This ESF describes the operational components, roles, and responsibilities of the agencies necessary to fulfill the duties of ESF #14.

SCOPE

ESF #14 serves to align and support cross-sector operations among infrastructure owners and operators, businesses, and government partners to stabilize community lifelines. ESF #14 is complementary to the operations of the other ESFs. It is a mechanism for private-sector and other critical infrastructures not aligned to an ESF or have no other means of coordinating their inclusion in emergency response operations.

Activities of ESF #14 include providing unique services and resources from the private sector to enhance response operations, coordinating with other ESFs to ensure Gilpin County residents have access to essential services, coordinating among private sector and infrastructure partners to prevent or mitigate cascading failures across multiple sectors, and coordinate with private sector partners to stabilize supply chains and distribution networks both within and outside the affected area.

Emergency Support Function #15 – Public Information/External Affairs

ESF Coordinator:

- Gilpin County Sheriff Office – Public Information Office (PIO)

Support Agencies:

- City of Black Hawk Public Information Officer
- State of Colorado Public Information Officer

Primary Agency:

- Gilpin County Sheriff Office – PIO

PURPOSE

Emergency Support Function (ESF) #15 – Emergency Public Information establishes how emergency public information activities will be coordinated to meet the needs generated by disasters affecting Gilpin County. This ESF describes the operational components and roles, and responsibilities necessary to fulfill the duties of ESF #15.

SCOPE

Emergency Support Function #15 – Emergency Public Information serves to identify the critical policies, concepts of operation, and roles and responsibilities associated with public information in Gilpin County. ESF #15 applies to all Gilpin County agencies involved in emergency public information to support disaster response and recovery operations. In addition, ESF #15 encompasses the full range of external affairs functions, including:

- Coordination of Public Information – Providing incident-related information through the media and other sources to individuals, families, businesses, and industries directly or indirectly affected by the incident.

- Collecting, Processing, and Disseminating Emergency Public Information – The steps that must be taken to gather information, verify the accuracy and authentication of that information, and proper dissemination of information in relation to the incident priorities: life safety, property protection, incident stabilization, and environmental protection.

ESF #15 coordinates Federal actions to provide the required external affairs support to Federal, State, tribal, and local incident management elements. This annex details the establishment of support positions to coordinate communications to

various audiences. ESF #15 applies to all Federal departments and agencies that may require incident communications and external affairs support or whose external affairs assets may be employed during incidents requiring a coordinated Federal response.

The provisions of this annex apply to any incident for which the GCOEM for Public Affairs decides to activate the annex in response to an event where significant interagency coordination is required.
ESF #15 integrates Public Affairs, Intergovernmental Affairs (local coordination), Community Relations, and the private sector under the coordinating auspices of External Affairs. Another component, the Joint Information Center (JIC), ensures the coordinated release of information under ESF #15. In addition, the Planning and Products component of External Affairs develops all external and internal communications strategies and products for the ESF #15 organization.

ESF #15 provides the resources and structure for implementing the Incident Communications Emergency Policy and Procedures (ICEPP). Incident communications actions contained in the ICEPP are consistent with the template established in the NIMS. Therefore, personnel who work under the auspices of External Affairs must be familiar with the provisions of ESF #15 if the ESF is activated.

Situational Awareness Section (SAS)– Gilpin County Office of Emergency Management

- SAS is responsible for creating and maintaining situational awareness during an incident. All resources ordered are tracked through the resource status unit of SAS. SAS generates situational reports at required intervals to document activities during an incident. All documentation from all ESFs is managed in the SAS documentation unit. Demobilization plans are created and managed by the SAS Demobilization Unit.
- Refer to the LifeLine Metric section for LifeLine reporting and display on page 77 of this document.

Resource Mobilization & Logistics Section (RM/L) – Gilpin County Office of Emergency Management

- RM/L provides all resource acquisitions and support for incident commands, ESFs within the Gilpin County EOC, and cooperation with local communication centers and the State Office of Emergency Management. All RM/L Section adheres to the policies and procedures outlined in the Gilpin County Resource Mobilization Plan.

Finance Section - Gilpin County Finance Department, Gilpin County Sheriff Office

- The Finance Section is responsible for procurement, payroll, contracts, purchase orders, timekeeping, invoicing, and coordinating purchasing. Finance is also responsible for building processes and ensuring documentation is put in place to ensure reimbursement at the local, state, and federal levels.

Community Recovery Section – Gilpin County Office of Emergency Management, County Managers Office, Colorado Office of Emergency Management Recovery Division

- The Community Recovery Section provides the framework for the County to coordinate the multi-agency, multi-jurisdictional response to an incident affecting part or all of Gilpin County. The policies and concepts in the Gilpin County Recovery Plan apply to appropriate agencies, County departments, and enterprises following a disaster that affect the community's long-term recovery. Based on an assessment of incident impacts, support may vary depending on the magnitude and type of incident and the potential for long-term and severe consequences.

Call Center Unit – Gilpin County Public Information Offices

- The call center is utilized to absorb the influx of calls from the community during a disaster. The Call center directly reports to ESF 15 and is staffed by a call center supervisor and staff from the city, county departments, and volunteer organizations. The call center is a critical source of community engagement during the response phase of an incident and works closely with ESF 15 External Affairs.

C. ESF MATRIX

ESF Matrix
The ESF structure and matrix is intended to provide an outline of actions required to address the consequences of disasters. The matrix proides a quick reference tool to identify the responsible County Department for the Emergency Support Functions.
P= Primary/Coordinator Responsibility: The letter "P" indicates the department that is the designated leader for all activites related to the specific ESF. These agencies have a responsibility to coordinate the activites of all agencies that have responsibilities under this ESF.
S=Supporting Responsibility: The letter "S" indicates deparments that may have resources that could be used in support of the ESF. Departments designated "P" are responsible for coordinating the efforts of agencies designated as "S" in support of the accomplishment of the ESF.
U=Unified Command: The letter "U" indicates departments that incidents involving multiple jurisdictions, a single jurisdiction with multiagency involvement, or multiple jurisdictions with multiagency involvement, unified command allows agencies with different legal, geographic, and functional authorities and responsibilities to work together effectively without affecting individual agency authority, responsibility, or accountability.

Emergency Support Function	ESF: 1 Transportation	ESF 2: Communication	ESF 3: Public Works and Engineering	ESF 4: Firefighting	ESF 4a: Wildland Firefighting	ESF5: Emergency Management and Planning	ESF 6: Mass Care and Disaster Housing	ESF 7: Logistics Support/ Resource Management	ESF 8: Public Health/Environment	ESF 8a: Behavioral Health	ESF 8b: EMS	ESF 8c: Fatality Management	ESF 9: Search and Rescue	ESF 10: HazMat	ESF 11: Agriculture Natural Resources/Large/Small Animal Rescue	ESF 12: Energy	ESF 13: Public Safety	ESF 14: Community Recovery and Mitigation	ESF 15: Public Affairs/External Affairs
Board of County Commissioners	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
County Manager	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Sheriff's Office	S	S	S	S	U	U	S	S	S	S	S	S	U	U	S	S	P	S	S
County Attorney	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Human Resources	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Emergency Management	U	U	U	U	U	P	U	P	U	U	U	U	U	U	P	U	U	P	P
Public Affairs/PIO	U	U	U	U	U	U	U	U	U	U	U	U	U	U	U	U	U	U	P
Assessor						S												S	
Clerk and Recorder						S													
Coroner												P							
Treasurer																		S	
911 Comms	U	P	U	U	U	U	U	U	U	U	U	U	U	U	U	U	U	U	U

Emergency Support Function	ESF: 1 Transportation	ESF 2: Communication	ESF 3: Public Works and Engineering	ESF 4: Firefighting	ESF 4a: Wildland Firefighting	ESF5: Emergency Management and Planning	ESF 6: Mass Care and Disaster Housing	ESF 7: Logistics Support/ Resource Management	ESF 8: Public Health/Environment	ESF 8a: Behavioral Health	ESF 8b: EMS	ESF 8c: Fatality Management	ESF 9: Search and Rescue	ESF 10: HazMat	ESF 11: Agriculture Natural Resources/Large/Small Animal Rescue	ESF 12: Energy	ESF 13: Public Safety	ESF 14: Community Recovery and Mitigation	ESF 15: Public Affairs/External Affairs
Emergency Medical Services				S	S	S	S	S	S	S	P	S	S	S			S	S	
Fire Depts/Districts				P	P	S	S	S	S	S	S	S	U	U	S	S	S	S	
Community Development						S	P									S		S	
Natural Resources						S									S				
Agricultural/GCART				S	S	S		S							P				
Facilities	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Financial Services						U		S										S	
Public Health and Env									P	P	S	S						S	S
Human Services							P											S	
Information Technology (IT)	S	U	S	S	S	U	S	S	S	S	S	S	S	S	S	S	S	S	S
Public Works	P		P			S		S						S			S	S	S
Fairground and Events						S	S	S							S			S	
Gilpin County Extension						S			S						S				
ARES	S	P	S	S	S	U	S	S	S	S	S	S	S	S	S	S	S	S	S
American Red Cross						S	S	S										S	
VOAD						S	S	S										S	
Salvation Army						S	S	S										S	
Gilpin County School District	S					S	S												
Private Sector	S	S				S	S	S										S	S
Municipal Agencies	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
State Agencies	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Federal Agencies	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Gilpin County Parks and Rec	S					S	S											S	
High Country Auxiliary				S	S	S	S					S	S		S				

XII. Roles and Responsibilities

A. GENERAL

All County agencies listed below in this EOP are responsible for:

- Understanding their agency's emergency responsibilities identified in this EOP and its supporting annexes/plans and assigning personnel to perform those functions.

- Developing and maintaining internal policies, procedures, agreements, and staffing patterns needed to meet their specific roles and responsibilities identified in this EOP and its supporting annexes/plans.

- Developing and implementing continuity of operations plans (COOP) to ensure that essential government services are provided to the public.

- Considering access and functional needs (AFN) issues so that emergency response and recovery actions support the needs of people with "access and functional needs"

- When appropriate and requested by the EOC Manager, provide a representative to the EOC to coordinate their assigned ESF.

- Keeping the Disaster Policy Group and EOC updated with crucial information relating to the response and recovery of the emergency or disaster situation.

- In conjunction with the lead Public Information Officer and the EOC, provide area expertise that is part of emergency public information.

- Providing personnel to attend EOC team meetings, training, and exercises, as appropriate.

- In conjunction with County disaster finance policies, maintain records for all disaster/emergency-related expenses and submit them to the Finance and Budget Office for tracking and disaster cost recovery.

B. GILPIN COUNTY GOVERNMENT

The Board of County Commissioners is also responsible for:

- Providing policy-level guidance to County government departments and personnel engaged in disaster response and recovery efforts.
- Operates as part of the Executive Policy Group, with the County Manager and County Department Directors.
- Determining and authorizing the level of commitment of County resources and funds for disaster response and recovery as permitted by law.
- Announcing a disaster declaration when, in the opinion of the Board Chair and after that, the BOCC, a disaster or extraordinary emergency event has occurred, or the threat of such an event is imminent.

The County Manager is also responsible for:

- Provide representation as part of the Executive Policy Group, as appropriate.
- Direction and control of County departments before, during, and after the disaster or emergency.
- Coordinate emergency aid agreements with other involved jurisdictions as permitted by the BOCC or their line of succession as dictated by the County Policy.
- As appropriate, determine additional representation from County departments as part of the Executive Policy Group.

The Director of the Office of Emergency Management is also responsible for:

- Maintain a county emergency management program dedicated to preparing for, responding to, and recovering from disasters affecting the agencies, jurisdictions, and citizens of Gilpin County
- Ensure the coordination and maintenance of the GCEOP and supporting annexes, including coordinating these plans with municipal emergency management offices

- Coordinate the emergency support operations of governmental and support agencies during disaster response and recovery operations
- Establish the GCEOC and manage its operation
- Apprise the BOCC of the overall preparedness of Gilpin County agencies' plans to respond to all types of disasters or emergencies
- Create situational awareness by informing Gilpin County officials, neighboring jurisdictions, and key partners of the emergency or disaster situation
- Assist the BOCC in seeking support from state and federal emergency resources to supplement Gilpin County efforts
- Ensure that the appropriate elected officials, department heads, and support agencies know the responsibilities herein
- Act as the Local Emergency Preparedness Committee (LEPC) chair for Gilpin County
- Maintain and distribute Tier II data as required by SARA Title III Regulations
- Conduct site visits of county Tier II facilities and local industry to plan for a safer coordinated response to incidents in those facilities.
- Coordinate hazardous materials responses within the unincorporated portions of Gilpin County, as the Designated Emergency Response Authority (DERA) for Gilpin County, in support of the local fire districts and small municipalities.
- Coordinate hazardous materials responses with other local, state, and regional fire districts, Jefferson County Hazardous Materials Unit, and law enforcement agencies in response to requests for assistance.
- Participate in the Local Emergency Planning Commission – a function which SARA Title III Federal Regulations require. The regulations implementing SARA Title III are codified in Title 40 of the Code of Federal Regulations, parts 350 through 372.

Gilpin County Public Works

- Coordinate Department of Public Works, Finance Department, and other appropriate County departments for disaster debris removal, damage assessment, documentation, financial processes and documentation, recovery grant applications and administration, interaction with the CDHSEM, FEMA; municipalities, special districts, and utilities.

- In conjunction with the Assessor's Office and other appropriate offices, serve as a lead agency to develop and implement Emergency Support Function 14 – Recovery, Damage Assessment.
- When appropriate, provide support for ESF 1 Transportation
- Provide logistical and maintenance support for County-owned equipment utilized during emergencies or disasters
- Provide engineering support to Roads in assessing damage, providing emergency repair recommendations, and identifying permanent repairs, as needed, to County-owned property within the right-of-way
- Serve as the lead agency for the development and implementation of Emergency Support Functions 1 and 3 – Transportation and Public Works
- Coordinate debris management within Gilpin County right-of-ways following a disaster or emergency
- Provide emergency traffic control equipment and traffic control, including the establishment of emergency traffic routes
- When available, provide heavy equipment for disaster response and recovery operations or procure such equipment from private or other sources
- Communicate with municipal public works departments to determine the type and level of County Road & Bridge assistance able to be provided

Gilpin County Facilities:

- Coordinate logistics for response and recovery efforts for County-owned facilities
- Coordinate office/conference room space for external emergency response team, i.e., IMT, FEMA, Small Business Administration, etc.
- Coordinate environmental assessments and remediation efforts for County-owned facilities impacted by the incident
- Coordinate FEMA reimbursement costs for damages sustained to County-owned facilities with the Finance & IT Department
- Coordinate the utilization of personnel under its management for emergency response and recovery efforts needing trades expertise, i.e., mechanical, electrical, plumbing, etc.

The Assessor's Office is responsible for:

- Inventory and prorating of all demolished and destroyed property to the date of destruction
- Thoroughly acquainting the Director of Emergency Management with the resources of the Assessor's Office that may prove to be invaluable in a disaster:
    - Real property classifications
    - Property physical inventories
    - Structure diagrams and values
    - Site Pictures
    - Property ownership records
    - Aerial photographs

The Clerk & Recorder's Office is responsible for:

- Assure the safety and preservation of vital records necessary to maintain government continuity
- Coordinate a system for citizens to replace lost documentation under the authority of the Clerk & Recorder's Office
- Maintain emergency plans for voter registration and elections

The Coroner's Office is also responsible for:

- Serve as the lead agency for the development and implementation of Emergency Support Function 8 - Fatalities Management within the Public Health and Medical Services ESF
- Advise the EOC on matters on the handling, disposition, and identification of the deceased
- Establish morgue facilities and direct the identification of the deceased.
- Establish the ability for mass fatality storage

The County Attorney's Office is responsible for:

- Function as the principal legal advisor to the Gilpin County government.
- Provide interpretation of federal, state, and local laws and regulations to ensure that Gilpin County operates within the law during all phases of disaster planning, response, recovery, mitigation
- Provide legal guidance for disaster policies implemented to support response and recovery operations

Community Development in collaboration with the Regional Building Department is responsible for:

- Determine the extent of building damage, including any use restrictions, and whether services can be restored
- Monitor rebuilding in the recovery phase in conjunction with Transportation & Engineering,
- Coordinate with utility providers for the safe reconnection of utility services.
- Provide building permitting guidance and direction
- Provide guidance and direction regarding disaster and post-disaster temporary land use issues:
    - Land use codes
    - Land development
    - Building permitting
    - Temporary housing
    - Debris drop-off sites
    - Temporary/expedited administrative permitting process
- Provide guidance and direction for transitioning from temporary land use issues to long-term recovery.
- Provide maps
- Provide GIS support to the EOC

The District Attorney's Office is responsible for:

- Provide representation, as appropriate
- Work with law enforcement and the fire service to assist in an advisory role for investigation when requested
- Work with law enforcement to determine whether criminal conduct occurred in a specific disaster or emergency
- Coordinate with local emergency responders to assist with investigations.
- Coordinate with other state and federal officials on investigations and potential filing of criminal charges

The Finance Division is responsible for:

- Provide emergency procedures for purchasing supplies and/or equipment necessary for response and recovery operations in a disaster or emergency
- Maintain detailed financial records of all incident costs accrued during an emergency or disaster
- Coordinate the preparation of reports for state and federal reimbursements for the State and FEMA.
- Provide County financial information to state and federal governments for emergency and recovery disaster relief and future reimbursement
- Coordinate with the elected officials, appointed officials, and department heads on disaster fiscal policy, records, and expenditures
- Collect damage assessment data of County-owned property to coordinate insurance claims and report for FEMA and State documentation
- Guide fund usage during emergencies, as needed
- Assure the appropriate use of budget supplemental as not to hinder emergency needs and expenditures
- Identify County funding limits and recommend state and/or federal assistance.

The Information Technology Division is responsible for:

- Assure that County information technology capabilities are maintained during an emergency or disaster and restoring service if the networks are damaged
- Assist in maintaining the uninterrupted continuous operation of County and provider communications systems
- Cyber security and network infrastructure

The Human Resources Department is responsible for:

- Coordinate worker's compensation claims with third-party administrators, county departments, and injured employees
- Coordinate with the Public Information Office to provide messaging to County employees regarding the impacts to County workers
- Recruit and hire temporary workers for emergency-related employment
- Provide direction and guidance for the development and implementation of disaster employment-related policies

The Department of Human Services is responsible for:

- Serving as a lead agency to develop and implement Emergency Support Function 6 – Mass Care & Human Services, collaborating with the GCOEM and the Red Cross.
- When available, provide referral services to assist disaster victims with unmet needs as those services become available
- Provide referral services for crisis-oriented mental health services during and after the emergency or disaster
- In coordination and conjunction with the State Donations & Volunteer Coordination Team (DVCT), assisting with disaster donations and volunteer management
- As appropriate, coordinate Human Services staffing support for disaster assistance centers established within Gilpin County
- Coordinate with the Colorado Department of Human Services (CDHS) for disaster and/or emergency assistance funds.

Through its Assistance Programs:

- Coordinate with non-profit organizations for the referral and provision of temporary housing assistance and other adult and family assistance for disaster victims
- Operation of Disaster Assistance Center (DAC)
- Assist veterans in their request to replace destroyed personal Veterans Administration documents and/or DD 214s.

Colorado State University Extension Office is responsible for:

- Provide advice and guidance to owners/operators of farms, ranches, gardens, and other agricultural facilities regarding the emergency or disaster's short- and long-term effects
- Identify pests or pathogens on plants that are required to be quarantined by the United States Department of Agriculture Animal Plant Health Inspection Services
- Provide expertise and emergency public information support for horticultural and pest management issues
- Providing recovery assistance to disaster victims for family budgeting and finance management

Gilpin County Public Health is responsible for:

- Serve as the lead agency in the development and implementation of Emergency Support Function 8 – Public Health and Medical Services, ESF 8a – Behavioral Health Services
- Coordinate all County public health services and operations in incident planning, preparedness, response, and recovery
- Advise the BOCC and Board of Health, as appropriate, on matters relating to public health emergency response
- Coordinate the inspection of water supplies, wastewater systems, and regulated facilities; evaluate and recommend disposal methods of contaminated foods and common household waste
- Provide public health assistance to the affected community once residents are allowed to return to their homes
- Provide public health information and risk communication with other County and municipal agencies

- Provide appropriate assistance to ensure proper management and disposal of hazardous and radiological materials in addition to solid waste, coordinating with the Colorado Department of Public Health and Environment (CDPHE)
- Conduct epidemiological surveillance and outbreak investigations
- Coordinate and advise with CDPHE, as appropriate, for public health emergency response initiatives and guidance
- Coordinate damage assessments for private septic systems and private wells
- Provide guidance and direction for Public Health safety issues relating to the handling and disposal of debris generated by fires, floods, tornadoes, and other debris generating incidents
- Provide guidance and direction for the Medical Reserve Corps and Behavioral Health.

The Public Information Office is responsible for:

- Assist the incident PIO lead in getting the latest information from the scene to those within the EOC (other departments working the incident), so they can adjust their services as needed
- Coordinate with EOC to support the BOCC Policy Group to develop accurate, consistent, and BOCC-approved messaging
- Provide a central place to distribute public information by establishing and coordinating a JIC for county departments working the incident
- Disseminate emergent and pertinent (need to know) details to the public on evacuations, closures, processes, etc.
- Communicate to county employees regarding impacts to county government, closures, or special work instructions
- Respond to media requests and provide them with pertinent information that the incident PIO may not have been able to get to
- Serve as the communications lead for the Recovery Coordinator to establish the primary communication source through which all disaster recovery public information will flow
- During disaster recovery, ensure a single source of information relating to services is available to assist those impacted by the disaster
- Coordinate the response to any disinformation that is being distributed during a disaster to ensure accurate information

The Sheriff's Office is responsible for:

- Provide communications support for agencies dispatched using voice over the radio, phone, paging, messaging, and text messaging
- Notify appropriate personnel of emergency and disaster events occurring in Gilpin County
- Share disaster information coming in from the public with the Emergency Operations Center
- With direction from field Incident Command, the County Office of Emergency Management, and/or the Patrol Division, activating the emergency notification system for warning and/or notifying the public of an emergency or disaster
    - **Through its Law Enforcement Division**:
        - Coordinate the Patrol Division operations
        - Coordinate the Criminal Investigation Division
        - Implement appropriate on-scene policies procedures following NIMS guidelines and principles
        - Identify actions to be taken to protect people (including those with access and functional needs), property, and the environment
        - Establish and maintain law and order
        - Control access to and traffic around the area affected by any disaster or emergency
        - Initiate the evacuation of persons who are or might be threatened by an imminent disaster or emergency—when necessary, coordinate with incident command and the Dispatch 911 Center to activate the emergency notification system (Hyper-Reach)
        - Enforce evacuations, as appropriate
        - Initiate the evacuation of persons who are or might be threatened by an imminent disaster or emergency
    - **Through its Emergency Management Division:**
        - Administer and coordinate the Alpine Search and Rescue Team or another Search and Rescue, as deployed
        - Serve as the agency for County wildland firefighting, wildland

fire mitigation, and the lead agency for lands not located within an existing fire protection service agency. (Colorado Revised Statutes, C.R.S. 30-10-513, Wildland Fire Authority)

- Coordinate aviation resource availability and response
- Ensure coordination with the Colorado Division of Fire Prevention and Control (DFPC) for the determination of eligibility for Emergency Fire Funds (EFF) and Wildfire Emergency Response Funds (WERF)
- Serve as an agency representative to Type 1, 2, and 3 Incident Management Teams brought in to manage incidents impacting Gilpin County
- Monitor the continuum of incident complexity to ensure the appropriate delegation of authorities and assumptions of control are implemented and returned
- Update and implement the County's Annual Operating Plan (AOP) and the EFF
- Provide technical assistance for the development and implementation of Community Wildfire Protection Plans (CWPP)
- Coordinate and monitor fire danger conditions and the need for fire restrictions and bans.
- Provide public information on fire restrictions and bans.
- Provide agency representation for the development of cooperative fire protection agreements.

- **Through its Public Information Unit**:
  - Coordinate emergency public information with field operations, Gilpin County PIO, the EOC, and elements established within the Joint Information System.
  - Provide public information utilizing social media sites.

C. AFFILIATED AGENCIES

The American Red Cross is responsible for:

- Serve as a support agency in the development and implementation of Emergency Support Function 6 – Mass Care and Human Services
- Manage emergency or disaster shelter operations
- Provide specially trained liaisons to work at designated Command Posts, EOCs, or other locations to support ESF 6 Mass Care and Human Services activities
- Provide Gilpin County Emergency Management situational information on Red Cross disaster mass care actions and response activities taking place within the County
- Maintain an updated list of available mass care facilities with which the Red Cross has shelter agreements with
- Provide 24-hour emergency phone coverage and initiate a response to the disaster or emergency within two hours of notification
- Assist shelter populations with replacement of lost prescriptions and eyeglasses
- Provide trained personnel to assist with short term emergency disaster mental health and spiritual care services
- Assist with family reunification and emergency welfare inquiries
- Assist with bulk distribution of emergency supplies
- Assist the JIC and ESF-8 with public information dissemination
- Staff a multi-agency resource center

The State **Donations & Volunteer Coordination Team (DVCT)** is responsible for:

- Facilitate and support the coordination of unsolicited donations made from the general public and private sector during and after a disaster

- Assist with the coordination of spontaneous unaffiliated volunteers

- Promot increased coordination between the EOC, VOAD member agencies engaged in donations and volunteer coordination, and private sector partners

- Provide ESF-15 External Affairs with public messaging support

- When activated, coordinate the Aidmatrix/NDMN database and www.helpcolorado.org web page to support disaster recovery efforts

Gilpin Ambulance Authority is responsible for:

Provide all regularly assigned functions relating to emergency medical services to minimize the loss of life due to the disaster or emergency.

- Coordinate and communicate with local and regional hospitals on the status of patient bed-count and overall emergency medical service capability

- Provide emergency medical transportation to hospitals or other designated treatment facilities

- Provide emergency triage sites

- Provide Alternate Care Sites, coordinating with Gilpin County Public Health and possible staffing with the Medical Reserve Corps

- When appropriate, provide a representative to the EOC

Fire Departments and Districts are responsible for:

Provide all regularly assigned functions relating to fire control and prevention to minimize the loss of life and property due to a disaster, emergency, or incident.

- Establish an Incident Command Post; or supply a representative to an already established Incident Command Post or an Area Command Post; or provide representation for a Unified Command Post in an incident, emergency, or disaster situation

- Provide a discipline representative to the EOC

- Direct decontamination efforts in collaboration with the Jefferson County Hazardous Materials Team

- Conduct the response to and containment of, hazardous materials incidents in collaboration with the Jefferson County Hazardous Materials Team

- Request the activation of the County EOC, if warranted

Gilpin County Public School District is responsible for:

Develop school and district emergency plans exercise plans and provide collaborative interaction with Public Health, OEM, and first responders Fire, EMS, and Sheriff Office.

- When available, provide public transportation assistance through their bus fleet and their certified drivers

- When available, provide use of school facilities for emergency shelter, disaster response, and recovery operations at a moment's notice

Municipal Emergency Management Offices are responsible for:

Pursuant to C.R.S. 24-33.5-707(9), preparing and keeping a local disaster emergency plan that serves the municipality.

- Coordinate local emergency operations plan with GCOEM
- Create situational awareness by coordinating warnings and notifications that result in the activation of municipal emergency operations centers with GCOEM and appropriate neighboring jurisdictions
- When local capabilities are exceeded, coordinating resource requests through the GCEOC
- Consider access and functional needs issues so that emergency response and recovery actions support the needs of people with "access and functional needs"
- As consistent with state and local mutual aid agreements, provide mutual aid, as available

The Salvation Army is responsible for:

Provide meal delivery for first responders and displaced citizens in minor and mass care incidents.

- Assist with spontaneous and offer food/beverage donations related to meal service or mass care operations
- Provide emotional and spiritual care when requested and appropriate
- Based upon available funds, provide financial assistance in the short, immediate, and long-term phases of recovery

The United Way 2-1-1 Program is responsible for:

Operate its 2-1-1 call center to support citizen information sharing following a disaster.

- Develop, maintain, and distribute a Relief and Recovery Assistance Guide to connect those affected by disasters with information on available programs and services

- Establish communications with the Gilpin County EOC to coordinate essential public messaging information

- When available, send a liaison to the Gilpin County EOC to coordinate information utilized by the 2-1-1 call center

Gilpin County Animal Response Team (GCART) is responsible for:

Provide specially trained liaisons to work at designated Command Posts, EOCs, or other locations to support ESF – 6 Mass Care and Human Services as well as ESF – 11 Agriculture and Animal Services activities.

- Ensure owners will be the primary care provider for their animals. GCART will only provide for security, accountability, and oversight of the shelters

- GCART will provide emergency care for animals until the owner is contacted

- Provide food and water for all animals, as necessary

- Provide basic first aid and emergency care to stabilize an animal. The owner will be contacted and is ultimately responsible for any emergency care of their animal

- Ensure companion animal shelters will be co-located with the Red Cross shelter, to the extent possible

- The Red Cross will provide logistics support to GCART members in the co-located companion animal shelter.

Local and Regional Public and Private Utility Companies are responsible for:

- Coordinate with local emergency responders, the EOC, and OEM concerning:
    - Disruption and restoration of utility services
    - Safety and engineering expertise
    - Access to hazardous and evacuation areas
    - Contingency planning, training, and education
    - Continuity of Operations and business services

D. STATE AND FEDERAL AGENCIES

The Colorado Division of Homeland Security & Emergency Management (CDHSEM) is responsible for:

- Provide assistance and support under their statutory authority to local jurisdictions when local resources are no longer adequate to address an incident of significance
- When appropriate, activating the State EOC to support local jurisdictions and provide access to statewide mobilization resources
- Interfacing with federal agencies in the effort to support local goals and objectives
- Being available on a 24-hour basis at **303-279-8855** to provide advice and technical assistance, state resources, and coordinate supplemental assistance in support of local emergency management

The Federal Government is responsible for:

- Responding to national emergencies and assisting states when an emergency or disaster exceeds their resource capability.
- The Department of Homeland Security has the overall responsibility for coordinating Federal emergency/disaster relief programs and supporting local and state government capabilities with resources.
- The roles and responsibilities of Federal resource providers as outlined in the NRF.

E. HOSPITALS

Gilpin County does not have medical facilities located within the county. Therefore, Gilpin Ambulance Authority (GAA) is the only medical provider located within the county. The two primary hospitals used are St Anthony Hospital, located in Lakewood, CO, and Lutheran Medical Center, located in Wheat Ridge, CO, approximately 40-45 minutes away.

- St Anthony Hospital –
  - Level One Trauma Center
  - Stroke Center

- Lutheran Medical Center –
  - Level Two Trauma Center
  - Stroke Center

- Denver Health -
  - Level One Trauma Center
  - Burn Center
  - Stroke Center

- Children's Hospital –
  - Pediatric

XII. References

Colorado Disaster Emergency Act, State of Colorado Title 24, Article 33.5, Part 701 et. seq., Colorado Revised Statutes, as amended

Colorado Revised Statute §29-22-102, Designated Emergency Response Authority

Colorado Revised Statutes §30-10-513, Wildland Fire Authority

Colorado Division of Homeland Security & Emergency Management (CDHSEM)

Colorado Division of Fire Prevention and Control

Colorado Governor's Recovery Office

Comprehensive Preparedness Guide (CPG) 101, 2.0, FEMA, 2010- Developing and Maintaining Emergency Operations Plans

Colorado State Emergency Operations Plan (2013)

Gilpin County Board of County Commissioners Resolution No. 17-29

Gilpin County Board of County Commissioners Resolution No. 16-10 Gilpin County Hazard Mitigation Plan, 2017

Gilpin County Board of County Commissioners Resolution No. 15-05

Gilpin County Board of County Commissioners Resolution No. 13-17

Gilpin County Board of County Commissioners Resolution No. 05-11

Homeland Security Presidential Directive (HSPD)-5: Management of Domestic

Incidents National Disaster Recovery Framework (NDRF)

National Incident Management System (NIMS) National Response Framework (NRF)

Presidential Policy Directive (PPD) / PPD-8, National Preparedness

Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendment

XIII. Glossary, Acronyms, and Terms

Agency: A government division with a specific function offering a particular kind of assistance. In the Incident Command System, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though private sector organizations may be included in certain circumstances. Additionally, non-governmental organizations may be included to provide support.

Area Command: An organization that oversees the management of multiple incidents or manages a large or evolving situation with multiple ICS organizations.

Assisting Agency: An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management.

All-Hazards: Describing an incident, natural or human-caused, that warrants action to protect life, property, environment, public health or safety, and minimize disruptions of government, social, or economic activities.

Command: The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

Command Staff: Consists of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant(s) as needed.

Communications/Dispatch Center: Agency or interagency dispatcher centers, 911 call centers, emergency control or command dispatch centers, or any naming convention given to the facility and staff that handles emergency calls from the public and communication with emergency management/response personnel. The Center can serve as the primary coordination and support element of the multiagency coordination system (MAC) for an incident until other elements of MAC are formally established.

Core Capabilities: Distinct critical elements necessary to achieve the National Preparedness Goal.

Delegation of Authority: A statement provided to the Incident Commander by the agency executive delegating authority and assigning responsibility. The Delegation of Authority can include objectives, priorities, expectations, constraints, and other considerations or guidelines as needed. Many agencies

require written Delegation of Authority to be given to Incident Commanders prior to assuming command on larger incidents.

Department Operations Center (DOC): An emergency operations center (EOC) specific to a single department or agency. Its focus is on internal agency incident management and response. DOCs are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the department or agency.

Deputy: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior, and therefore must be fully qualified in the position. Deputies generally can be assigned to the Incident Commander, General Staff, and Branch Directors.

Director: The Incident Command System title for individuals responsible for supervision of a Branch.

Dispatch: The ordered movement of a resource(s) to an assigned operational mission or an administrative move from one location to another.

Disaster Assistance Center (DAC) –DAC includes assistance available to individuals, families, and businesses; it can include disaster housing, unemployment assistance, individual and family grants, legal services, crisis counseling, tax relief, and agricultural assistance.

Division: The organizational level having responsibility for operations within a defined geographic area. Divisions are established when the number of resources exceeds the manageable span of control of the Section Chief.

Emergency: Any natural or human-caused incident that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Emergency Response Personnel: Includes Federal, State, territorial, tribal, regional, and local governments, private-sector organizations, critical infrastructure owners and operators, non-governmental organizations, and all other organizations and individuals who assume an emergency management role. Also known as emergency responders.

Emergency Operations Center (EOC): The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities usually occurs. An EOC may be a temporary facility or located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. Major functional disciplines may organize EOCs (e.g., fire, law enforcement, and medical services) by jurisdiction (e.g., Federal, State, regional, tribal, city, county), or some combination thereof.

Emergency Operations Plan: The ongoing plan is maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

Emergency Public Information: Information disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently includes directive actions required to be taken by the general public.

Evacuation: Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas and their reception and care in safe areas.

Federal: Of or pertaining to the Federal Government of the United States of America.

Finance/Administration Section: Section responsible for all administrative and financial considerations surrounding an incident.

Function: Refers to the five primary activities in the Incident Command System: Command, Operations, Planning, Logistics, and Finance/Administration. The term function is also used when describing the activity involved. These functions can be fire, law enforcement, search and rescue, utilities, transportation, mass care, etc. (The ESFs)

General Staff: A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff typically consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief. In addition, an Intelligence/Investigations Chief may be established, if required, to meet incident management needs.

Group: Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a unique function, not necessarily within a single geographic division. Groups, when

activated, are located between Branches and Resources in the Operations Section. See Division.

Hazard: Is potentially dangerous or harmful, often the root cause of an unwanted event or activity.

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

Incident Action Plan (IAP): An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Command: Responsible for overall management of the incident and consists of the Incident Commander, either single or unified command, and any assigned supporting staff.

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

Incident Command Post (ICP): The field location where the primary functions are performed. The ICP may be co-located with the incident base or other incident facilities.

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS

is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Incident Management: The broad spectrum of activities and organizations providing effective and efficient operations, coordination, and support applied at all levels of government, utilizing both governmental and nongovernmental resources to plan for, respond to, and recover from an incident, regardless of cause, size, or complexity.

Incident Management Team (IMT): An Incident Commander and the appropriate Command and General Staff personnel assigned to an incident. IMTs are generally grouped into five types. Types I and II are national teams, Type III are State or regional, Type IV are discipline or large jurisdiction-specific, while Type V are ad hoc incident command organizations typically used by smaller jurisdictions.

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

Initial Actions: The actions taken by those responders first to arrive at an incident site.

Initial Response: Resources initially committed to an incident.
Interoperability: The ability of emergency management/response personnel to interact and work well together. In the context of technology, interoperability is also defined as the emergency communications system that should be the same or linked to the same system that the jurisdiction uses for nonemergency procedures, and should effectively interface with national standards as they are developed. The system should allow the sharing of data with other jurisdictions and levels of authority.

Joint Information Center (JIC): A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media. Public information officials from all participating agencies should co-locate at the JIC.

Joint Information System (JIS): Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing,

recommending, and executing public information plans and strategies on behalf of the Incident Commander (IC); advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

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

Jurisdictional Agency: The agency having jurisdiction and responsibility for a specific geographical area.

Key Resources: Any publicly or privately controlled resources essential to the minimal operations of the economy and government.

Liaison: A form of communication for establishing and maintaining mutual understanding and cooperation.

Liaison Officer: A member of the Incident Command Staff or a member of the EOC Staff responsible for coordinating with representatives from cooperating and assisting agencies or organizations.

Local Government: A county, municipality, city, town, township, local public authority, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal entity.

Logistics: Providing resources and other services to support incident management.

Logistics Section: Logistics section is responsible for providing facilities, services, and material support for the incident.

Managers: Individuals within Incident Command System Organizational Units that are assigned specific managerial responsibilities (e.g., Staging Area Manager or Camp Manager).

Mission Assignment: The mechanism used to support Federal operations in a Stafford Act major disaster or emergency declaration. It orders immediate, short-term emergency response assistance when an applicable State or local government

is overwhelmed by the event and lacks the capability to perform, or contract for, the necessary work. See also Pre-Scripted Mission Assignment.

Mitigation: The capabilities necessary to reduce loss of life and property by lessening the impact of disasters.

Mobilization: The process and procedures used by all organizations-Federal, State, tribal, and local- for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

Mobilization Guide: Reference document used by organizations outlining agreements, processes, and procedures used by all participating agencies/organizations for activating, assembling, and transporting resources.

Multiagency Coordination (MAC) Group: Typically, administrators/executives, or their appointed representatives, authorized to commit agency resources and funds, are brought together and form MAC Groups. MAC Groups may also be known as multi-agency committees, emergency management committees, or otherwise defined by the system. It can provide coordinated decision-making and resource allocation among cooperating agencies. In addition, it may establish priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

Multiagency Coordination System(s) (MACS): Multiagency coordination systems provide the architecture to support incident prioritization, critical resource allocation, communications systems integration, and information coordination. The elements of multiagency coordination systems include facilities, equipment, personnel, procedures, and communications. Two of the most commonly used elements are emergency operations centers and MAC Groups. These systems assist agencies and organizations in responding to an incident.

Multijurisdictional Incident: An incident requiring action from multiple agencies with jurisdiction to manage certain aspects of an incident. These incidents will be managed under Unified Command in the Incident Command System.

Mutual Aid and Assistance Agreement: Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

National: Of a nationwide character, including the Federal, State, tribal, and local aspects of governance and policy.

National Incident Management System (NIMS): Provides a systematic, proactive approach guiding government agencies at all levels, the private sector, and non-governmental organizations to work seamlessly to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, to reduce the loss of life or property and harm to the environment.

National Response Framework (NRF): Guides how the Nation conducts all-hazards response. The Framework documents the key response principles, roles, and structures that organize a national response. It describes how communities, States, the Federal Government, private-sector, and nongovernmental partners apply these principles for a coordinated, effective national response. It also describes special circumstances where the Federal Government exercises a larger role, including incidents where Federal interests are involved and catastrophic incidents where a state requires significant support. Finally, it allows first responders, decision-makers, and supporting entities to provide a unified national response.

Non-Governmental Organization (NGO): An entity with an association that is based on the interests of its members, individuals, or institutions. A government does not create it, but it may work cooperatively with a government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

Operational Period: The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually, they last 12-24 hours.

Operations Section: Section responsible for all tactical incident operations and implementation of the Incident Action Plan. The Incident Command System normally includes subordinate Branches, Divisions, and/or Groups.

Organization: Any association or group of people with like objectives. Examples include, but are not limited to governmental departments and agencies, private-sector organizations, and nongovernmental organizations.

Personnel Accountability: The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that Incident Command System principles and processes are functional and that personnel are working within established incident management guidelines.

Plain Language: Communication that can be understood by the intended audience and meets the purpose of the communicator. For the purposes of NIMS, plain language is designed to eliminate or limit the use of codes and acronyms, as appropriate, during incident response involving more than a single agency.

Planned Event: A planned, nonemergency activity (e.g., sporting event, concert, parade, etc.).

Planning Meeting: A meeting held before and throughout an incident to select specific strategies and tactics for incident control operations and service and support planning. For larger incidents, the Planning Meeting is a major element in the development of the Incident Action Plan.

Planning Section: The Planning Section is responsible for the collection, evaluation, and dissemination of operational information related to the incident; and for the preparation and documentation of the Incident Action Plan. This Section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

Pre-Positioned Resources: Resources moved to an area near the expected incident site in response to anticipated resource needs.

Preparedness: Actions taken to plan, organize, equip, train, and exercise to build and sustain the capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover from those threats that pose the greatest risk. Within NIMS, preparedness focuses on the following elements: planning; procedures and protocols; training and exercises; personnel qualifications, licensure, and certification; and equipment certification.

Preparedness Organizations: The groups that provide coordination for emergency management and incident response activities before a potential incident. These organizations range from groups of individuals to small committees to large standing organizations that represent a wide variety of committees, planning groups, and other organizations (e.g., Citizen Corps, Local Emergency Planning Committees, and Critical Infrastructure Sector Coordinating Councils).

Prevention: The capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. For the purposes of the prevention framework called for in PPD-8, the term "prevention" refers to preventing imminent threats.

Private Sector: Organizations and entities that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce, and industry.

Protocols: Sets of established guidelines for actions (which may be designated by individuals, teams, functions, or capabilities) under various specified conditions.

Public Information: Processes, procedures, and systems for communicating timely, accurate, accessible information on the incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

Public Information Officer (PIO): A member of the Command Staff responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements.

Publications Management: Subsystem used to manage the development, publication control, publication supply, and distribution of NIMS materials.

Reimbursement: Mechanism used to recuperate funds expended for incident-specific activities.

Resource Management: Efficient emergency management and incident response requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under NIMS includes mutual aid and assistance agreements; the use of special Federal, State, tribal, and local teams; and resource mobilization protocols.

Resource Tracking: A standardized, integrated process conducted prior to, during, and after an incident by all emergency management/response personnel and their associated organizations.

Resources: Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an emergency operations center.

Response: The capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.

Safety Officer: A member of the Command Staff responsible for monitoring incident operations and advising the Incident Commander on all matters relating to operational safety, including the health and safety of emergency responder personnel.

Section: The organizational level having responsibility for a major functional area of incident management (e.g., Operations, Planning, Logistics, Finance/Administration, and Intelligence/Investigations (if established)). The Section is organizationally situated between the Branch and the Incident Command.

Single Resource: Individual personnel, supplies, and equipment items, and the operators associated with them.

Situation Report: Document that often contains confirmed or verified information regarding the specific details relating to an incident.

Span of Control: The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under NIMS, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5.)

Staging Area: Established for the temporary location of available resources. A Staging Area can be any location in which personnel, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment.

Standard Operating Guidelines: A set of instructions having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness.

Standard Operating Procedure (SOP): Complete reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

State: Refers to the State of Colorado.

Status Report: Relays information specifically related to the status of resources (e.g., the availability or assignment of resources).

Strategy: The general plan or direction selected to accomplish incident objectives.

Strike Team: A set number of resources of the same kind and type that have an established minimum number of personnel, common communications, and a leader.

Supervisor: The Incident Command System title for an individual responsible for a Division or Group.

Supporting Agency: An agency that provides support and/or resource assistance to another agency.
See Assisting Agency.

System: An integrated combination of people, property, environment, and processes that work in a coordinated manner to achieve a specific desired output under specific conditions.

Tactics: Deploying and directing resources on an incident to accomplish the objectives designated by the strategy.

Task Force: Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

Technical Assistance: Support provided to State, tribal, and local jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design or hazardous material assessments).

Terrorism: Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs; and is intended to intimidate or coerce the civilian population, or influence or affect the conduct of a government by mass destruction, assassination, or kidnapping.

Threat: An indication of possible violence, harm, or danger.

Tracking and Reporting Resources: A standardized, integrated process conducted throughout an incident. This process provides incident managers with a clear picture of where resources are located, helps staff prepare to receive resources, protects personnel safety and security of supplies and equipment, and enables the coordination of personnel, equipment, and supplies.

Type: An Incident Command System resource classification that refers to capability. Type 1 is generally considered more capable than Types 2, 3, or 4, respectively, because of size, power, capacity, or (in the case of incident management teams) experience and qualifications.

Typing Resources: Resources are organized by category, kind, and type, including size, capacity, capability, skill, and other characteristics. This makes the resource ordering and dispatch process within and across organizations and agencies and between governmental and non-governmental entities more efficient and ensures that the resources received are appropriate to their needs.

Unified Approach: A major objective of preparedness efforts is to ensure mission integration and interoperability when responding to emerging crises that cross-functional and jurisdictional lines and between public and private organizations.

Unified Area Command: Command system established when incidents under an Area Command are multijurisdictional. See Area Command.

Unified Command (UC): An Incident Command System application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a standard set of objectives and strategies and a single Incident Action Plan.

Unit: The organizational element within the ICS with functional responsibility for a specific incident Planning, Logistics, or Finance/Administration activity.

Unit Leader: The individual in charge of managing Units within an Incident Command System (ICS) functional section. The Unit can be staffed by a number of support personnel providing a wide range of services. Some of the support positions are pre-established within ICS, but many others will be assigned as Technical Specialists.

Unity of Command: Principle of management stating that each individual involved in incident operations will be assigned to only one supervisor.

Volunteer: For the purposes of NIMS, any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed.

XIV: Acronyms

AHJ – Authority Having Jurisdiction

AOP – Annual Operating Procedure

BOCC – Board of County Commissioners

CBRNE – Chemical, Biological, Radiological, Nuclear, Explosive

CDHSEM – Colorado Division of Homeland Security and Emergency Management

CERT – Community Emergency Response Team

COG – Continuity of Government

COOP - Continuity of Operations Plan

DFPC – Division of Fire Prevention and Control

DoA – Delegation of Authority

EMAC - Emergency Management Assistance Compact

EMS – Emergency Medical Service

EOP – Emergency Operation Plan

ESF – Emergency Support Function

FEMA – Federal Emergency Management Agency

FMAG – Fire Management Assistance Grants

FOIA – Freedom of Information Act

GAA – Gilpin Ambulance Authority

GCEOC – Gilpin County Emergency Operation Center

GCEOP – Gilpin County Emergency Operation Plan

GCJIC – Gilpin County Joint Information Center

GCOEM – Gilpin County Office of Emergency Management

GCSO – Gilpin County Sheriff's Office

GIS – Geographic Information System

HSAS – Homeland Security Advisory System

IAP – Incident Action Plan

IC – Incident Commander

ICEPP - Incident Communications Emergency Policy and Procedures

ICP – Incident Command Post

ICS – Incident Command System

IDA – Initial Damage Assessment

IDRA - Initial Disaster Recovery Assessment

IMT – Incident Management Team

IPP - Integrated Preparedness Plan

JIS – Joint Information System

LE – Law Enforcement

LOE – Lines of Effort

MAA – Mutual Aid Agreement

MAC - Multi-Agency Coordination

MOA - Memorandums of Agreement

MOU - Memorandums of Understanding

NGO - Non-Governmental Organizations

NIMS - National Incident Management System
NRF - National Response Framework

NTAS - National Terrorism Advisory System

NWS - National Weather Service

PDA - Preliminary Damage Assessment

PIO – Public Information Officer

PPD - Presidential Policy Directive

RSF - Recovery Support Functions

SAR – Search and Rescue

SIT - Situation Unit

SO – Sheriff's Office

UC – Unified Command

VOAD - Volunteer Organizations Active in Disasters

WUI – Wild Urban Interface

XIV. Exhibits

A. CAPABILITY ASSESSMENTS

For full access to the Capability Assessments, contact the Director of Emergency Management.

Level of Event Factors					
	• The region may not have adequate resources to sustain a response to the incident • Local resources are or will become depleted, while the population continues to experience typical emergencies • The incident has a measurable impact throughout the region in terms of threat to the population and economy of the region • The region has or will be declared a state of emergency by the governor and will lead to a Federal Disaster declaration				
Measurement Scale Directions					
For each measure, please select the value on the scale that best represents how much progress your region has made with regard to the objective or criterion described by the question. "Progress" means development, advancement, or evolution in the ability					
Label	**No Progress**	**Limited Progress**	**Moderate Progress**	**Substantial Progress**	**Objective Achieved**
Explanation	**Score of 0:** indicates that, while this aspect of the capability is applicable to the region, no progress has been made towards achieving the identified objective. This may be because there has been no activity in this area, or because insurmountable barriers exist.	**Low – mid range**: • Preliminary efforts have been initiated. • Needs related to this objective have been recognized and the region is beginning to identify requirements in this area. • Few if any steps have been implemented successfully so far. **Mid – upper range** • Region has analyzed needs, understands requirements, and has taken specific steps toward	**Low – mid range:** • Significant efforts are under way but the objective has not yet been fulfilled. • Important gaps remain. • Challenges that could potentially undermine achievement exist and have not yet been resolved. **Mid – upper range:** • Significant efforts are under way and specific examples of progress in this area can be identified.	**Low – mid range:** • Efforts to achieve this objective are established and stable. • Some weaknesses or barriers that prevent success persist, but strategies to resolve them are documented and well under way. **Mid – upper range:** • Efforts in this area are mature. • Few gaps or barriers to success remain. None are significant. • Evidence documenting this level of	**Score of 10:** indicates that the region has fully achieved this objective with regard to the capability. All barriers to success have been overcome. Strengths are robust and likely to be sustained. Evidence is readily available attesting to this level of achievement.

		achieving the objective. • Steps may include initial plans to develop this aspect of the capability, allocation of resources, and identification of personnel responsible for achievement of the objective.			• Strategies for closing gaps and overcoming barriers to success are being developed and initiated.			progress is readily available. Evidence may include After Action Reports from exercises or events where this aspect of capability was demonstrated.			
Scale Value	0	1	2	3	4	5	6	7	8	9	10