



DISASTER MANAGEMENT

CITY OF BOULDER • BOULDER COUNTY

EMERGENCY OPERATIONS PLAN

for

**Boulder County, City of Boulder, Local
Governments &
Special Districts**

2023

Table of Contents

Section 1: Executive Summary	3
Section 2: ADA Policy Statement.....	9
Section 3: Authorization	10
Section 4: Administrative Handling Instructions	16
Section 5: Approval Authorities	16
Section 6: Planning Contact Information.....	16
Section 7: Record of Changes.....	17
Section 8: Introduction	18
Section 9: Purpose.....	18
Section 10: Legal Authority	19
Section 11: Special Definitions	20
Section 12: Scope	22
Section 13: Hazard Situation Analysis.....	23
Section 14: Planning Assumptions.....	29
Section 15: Concept of Operations.....	31
Section 16: Emergency Management and Organizations.....	41
Section 17: Disaster & Incident Management Concepts of Operations.....	47
Section 18: Boulder Multi-Agency Coordination System (MACS)	55
Section 19: Resource Management	60
Section 20: City of Boulder & Boulder County All-Hazards Levels of Readiness...62	
Section 21: EOC Sections & Emergency Support Functions (ESFs).....	63
Section 22: Continuity of Government	75
Section 23: Logistics & Resource Mobilization.....	78
Section 24: EOC Transition to Recovery Structure	79
Section 25: Plan Development, Implementation and Maintenance.....	86
Appendix A - Glossary of Terms	88

Section 1: Executive Summary

The Boulder Office of Disaster Management (BODM) is a joint office of the City of Boulder and Boulder County. The Boulder Office of Emergency Management was established by cooperative agreement in 1993, revised in 2005 and 2015, and in January 2021 the organization was renamed to BODM. It is the intent of this plan and BODM to have an inclusive, rather than exclusive, relationship with the other municipalities, towns and special districts located in Boulder County. It is understood that all the jurisdictions located within Boulder County have the authority to create their own plans and to not participate in this plan. The following localities have chosen to adopt and participate in this plan under §24-33.5-707(6), C.R.S. They include Boulder County, The City of Boulder, Jamestown, Superior, Lyons, Nederland, unincorporated communities, and fire districts of Boulder County. It is also understood that should any jurisdiction within Boulder County need the support that this plan could provide, those resources will be made available under normal mutual aid agreements.

Please note: If there is a disaster, and you have not had time to read through the plan previously, read this overview and the Concept of Operations Section. 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 work in the Boulder Emergency Operations Center (EOC), you should also read the Boulder EOC Operations Manual.

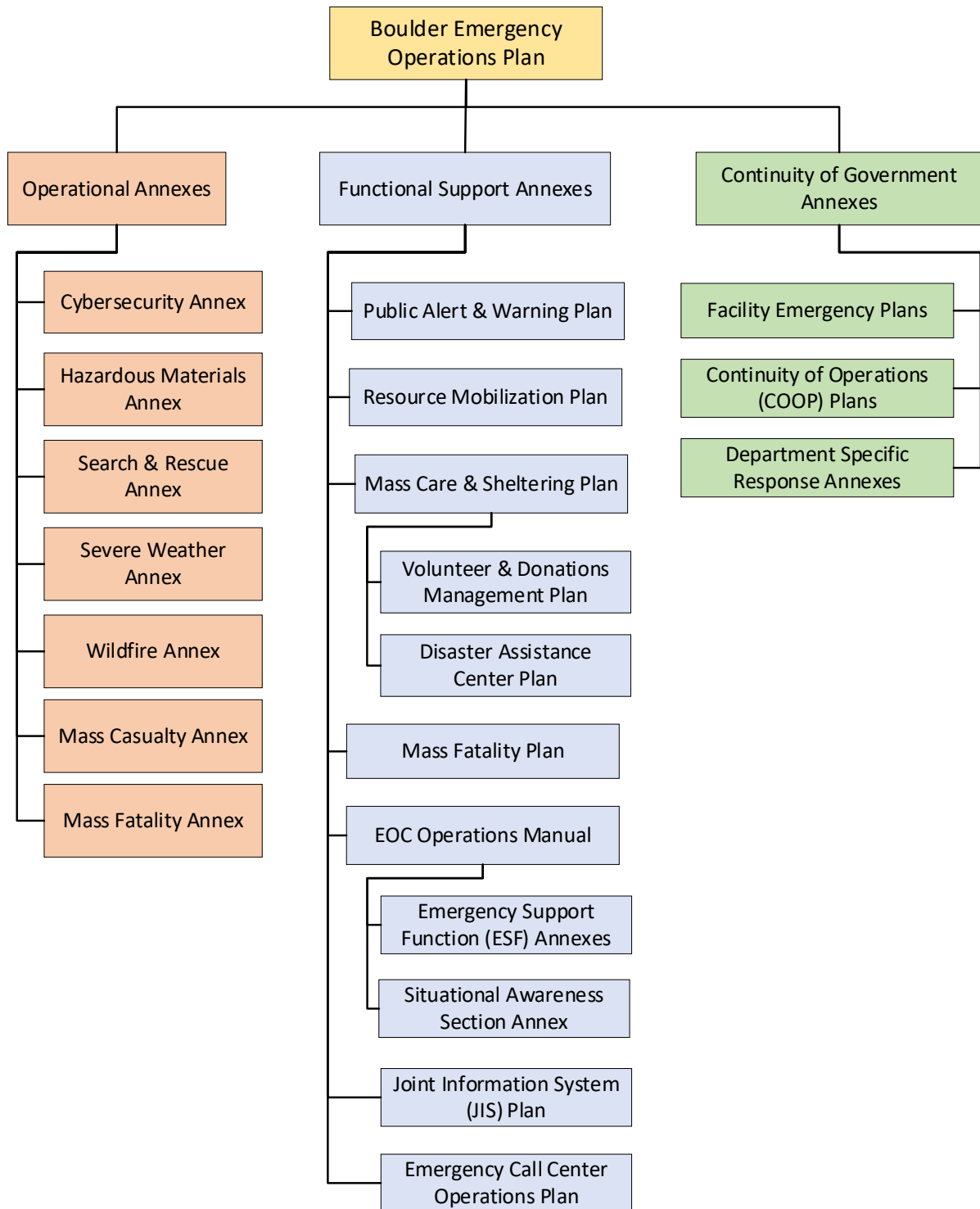
The Boulder Emergency Operations Plan (EOP) describes the structure and guidelines for managing a major emergency or disaster affecting the City of Boulder and/or Boulder County. This plan is part of a larger system of interrelated plans at the local, state, and federal levels. They are founded upon the Federal Emergency Management Agency’s (FEMA) National Response Framework (NRF) and the principles of the National Incident Management System (NIMS). The interrelated nature of the plans and incident management are designed to allow maximum coordination and cooperation between responder agencies from all levels of government.

The process, as described by law and regulations, is that the incident is “owned” by the local jurisdiction having authority. In other words, the local jurisdiction having authority is in charge and any State and/or Federal resources are in support of that local jurisdiction having authority. In accordance with this principle, the local and mutual aid resources are expended first, and if the resources are insufficient in any way, the City Manager of the City of Boulder, Chair of the Boulder County Board of County Commissioners (BOCC) or the Principal Executive Officer of a municipality or special district covered by this plan requests assistance from the State of Colorado. This assistance may be provided peer-to-peer from State agencies, or overall, under the direction of the Governor, through the State Multi-Agency Coordination Center (commonly referred to as the Emergency Operations Center, or EOC). In the event of a major emergency or disaster, Federal assistance is requested by the Governor to the President, through the Department of Homeland Security (specifically FEMA). FEMA coordinates the response and resources from the Federal government.

1.1 Emergency Operations Plan Structure

The EOP is designed in segments (illustrated below). The core document or Basic Plan (sometimes also referred to as the Basic Emergency Operations Plan, or BEOP) describes the

overall structure, assignment of responsibilities and general guidance for the overall disaster management program. The program includes activities related to mitigating the threat(s), preparing for the inevitable incident, and response and recovery from an incident.



The primary details of the EOP are found in the Operational Annexes, Functional Support Annexes, and Continuity of Government Annexes. The Operational Annexes are hazard specific guidelines that support Incident Command and critical functions both within and outside the command footprint. Hazards included are cybersecurity, hazardous materials, search & rescue, severe weather (which encompasses thunderstorms, flood, hail, and tornado) and wildfire.

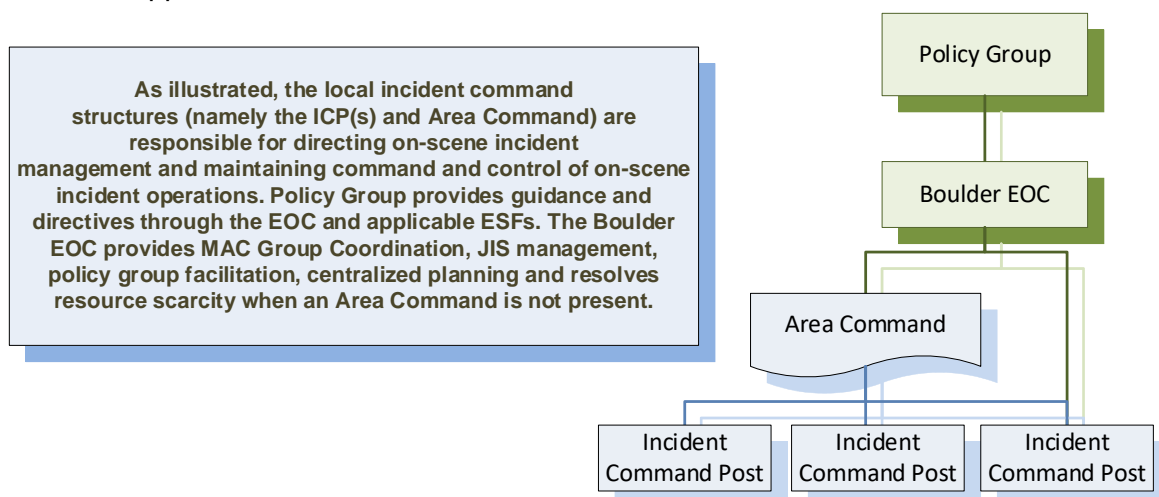
The Functional Support Annexes are function-specific guidelines for the coordination of the delivery of specific services. These Annexes are written by the primary agency organizations and are to include agreements on policies and procedures for responding to specific requests. Each plan may include attachments or reference material, resources lists, checklists, and contact information for personnel.

The Continuity of Government Annexes are specific to City of Boulder and Boulder County departments, facilities, and their specialized services. The Continuity of Government Annexes include Facility Emergency Plans (FEP), Continuity of Operations (COOP) Plans, and departmental annexes pertaining to the specific functions performed by that entity during response operations. These plans can be referenced by using WebEOC, which is the operating platform system used in the Boulder Emergency Operations Center. WebEOC can be accessed using the following link <https://boulcoco.webeocasp.com/BOULCOCO/default.aspx>.

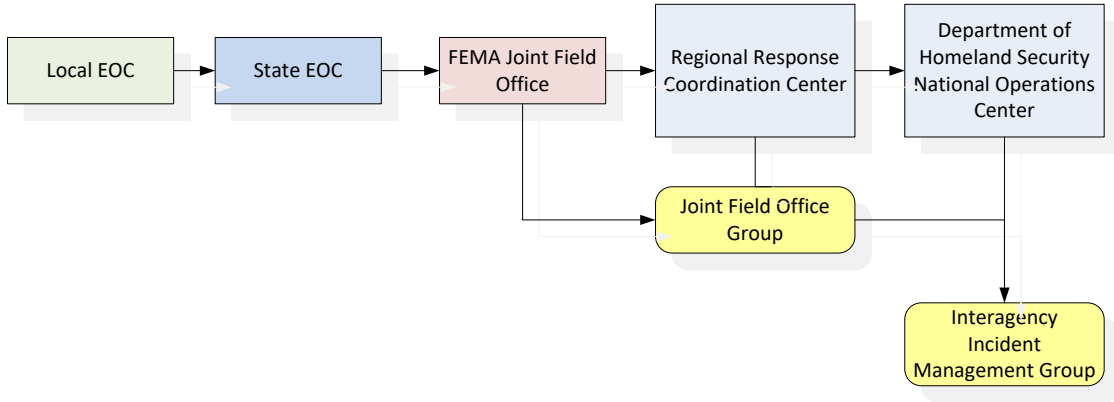
The Boulder EOP provides the structure for local resources to integrate with State and Federal systems within an organized and coordinated system. The following diagram illustrates the overall organizational system including the local, state, and federal coordinating elements.

1.2 Multi Agency Coordination Structures

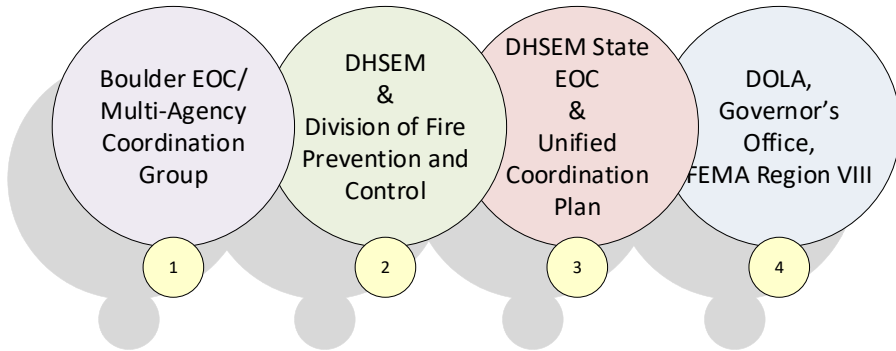
The support and coordination components consist of MACs/EOCs and multi-agency coordination entities. MACs/EOCs provide central locations for operational information-sharing and resource coordination in support of on-scene efforts.



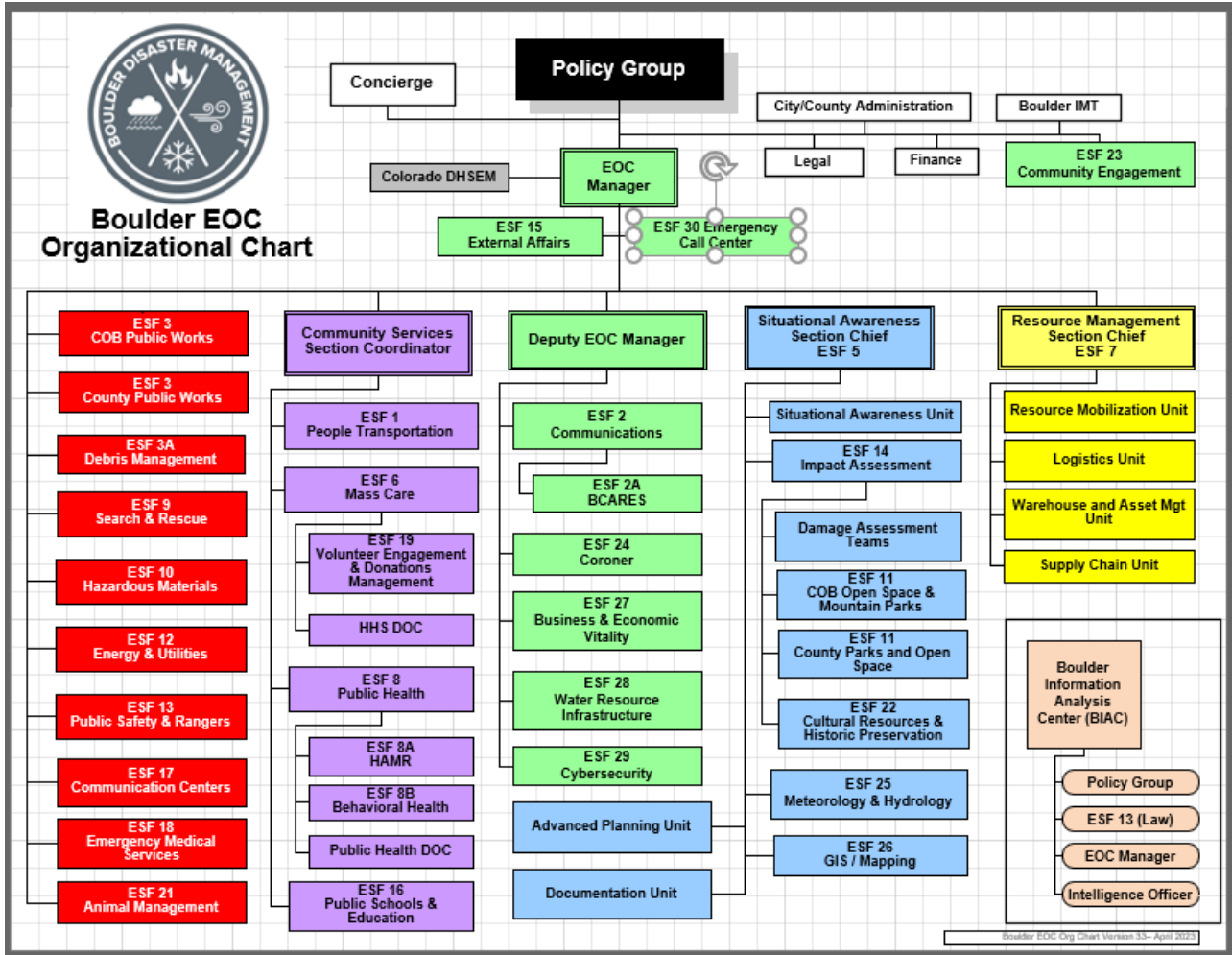
The national structure for incident management establishes a clear progression of coordination and communication from the local level to regional and national headquarters:



Multi-agency coordination entities aid in establishing priorities among the incident and associated resource allocations, resolving policy conflicts, and providing strategic guidance to support incident management activities.



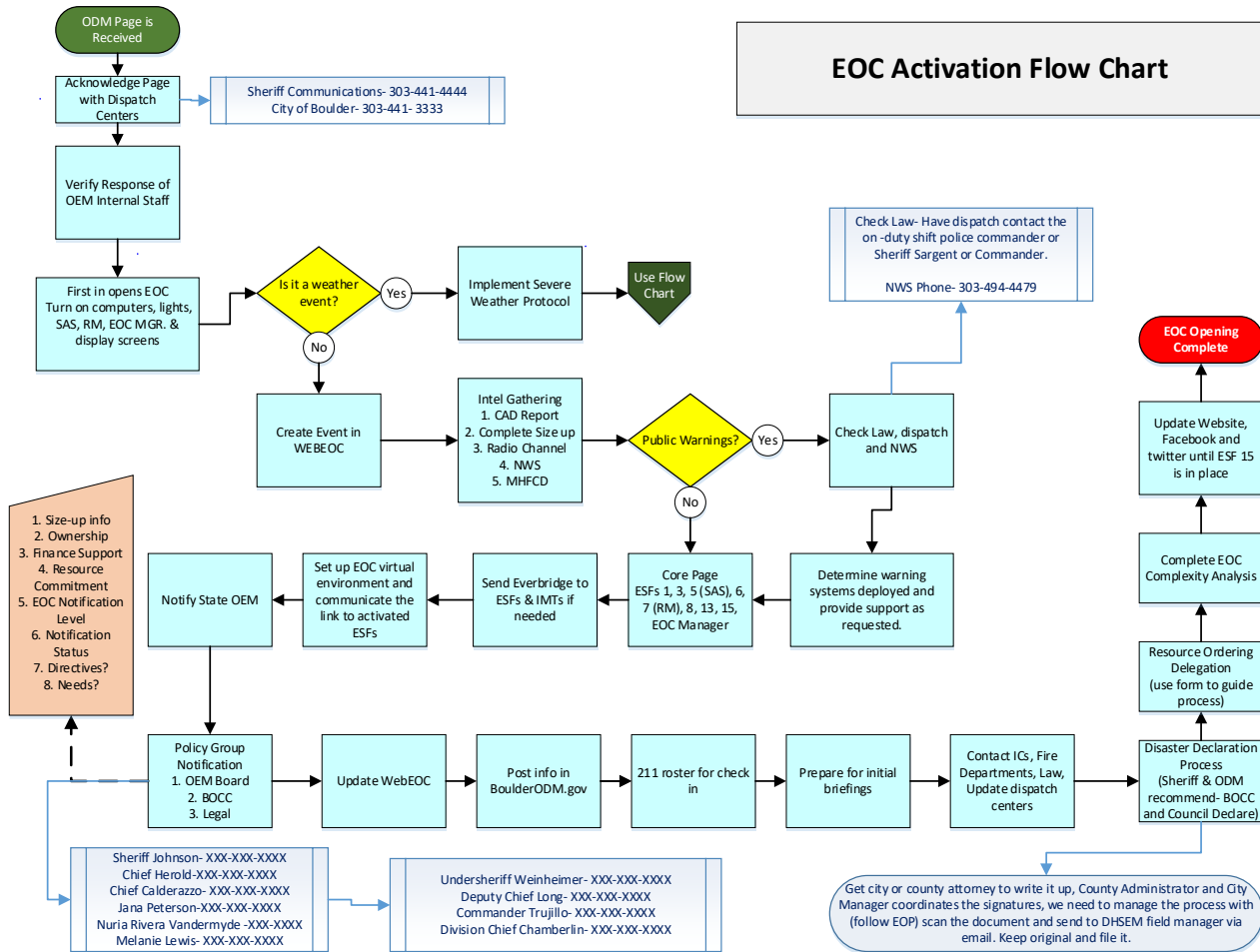
Inside the Boulder EOC, the following organizational structure is implemented to manage the EOC operational system and organize MAC group functions. Additional details on how the EOC operates are found in the Boulder EOC Operations Manual.



1.3 EOC Activation

The decision to activate the Boulder EOC can be made by the following individuals: The Boulder County Sheriff, Boulder County County Administrator, City of Boulder City Manager, Boulder Police Chief, Boulder Fire Chief, the Director of BODM. Activation is based on an analysis of a widespread emergency or disaster that affects, or could impact, all or part of Boulder County or any of its political subdivisions. If the decision to activate the EOC is not made by the BODM Director, he/she will be notified as soon as possible.

Other officials in Boulder County may request the activation of the Boulder EOC to support critical incident response and recovery. They include any Incident Commander or Commanders in a Unified Command, elected officials of political subdivisions, fire and police chiefs of political subdivisions, and other officials of statutorily designated special districts. A request to activate will be approved upon the concurrence of the BODM Board of Directors or the BODM Director.



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

Most incidents that occur in the City of Boulder and Boulder County are handled by field incident command and there is no need for the Boulder EOC to be activated. There are other incidents where EOC activation is appropriate, even though there is no incident command system in the field. Significant events will likely require both field incident command and EOC support and coordination.

Any activation of the Boulder EOC will be supported by the necessary emergency support functions (ESFs) 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 is better understood (see the Boulder EOC Operations Manual for activation level descriptions).

When the EOC is activated, the importance of having policy group engagement and involvement is critical. The BODM Director is responsible for engaging the policy groups of threatened and/or affected municipalities, towns, and special districts. Policy group members shall cooperate at a high level and commit representatives to ensure engagement throughout the disaster. The BODM Director shall provide an initial briefing to include the following known impacts, disaster forecasting projections, meeting schedules, communication process, resource requests, needs and actions lists. A meeting schedule will be established at this time to address the impacts of the disaster. Physical or virtual meetings will be used to accomplish policy group activities during the disaster and coordinated by the Boulder EOC.

Section 2: ADA Policy Statement

Boulder County, and the City of Boulder will not discriminate against an individual with a disability in connection with participation in services and activities provided in the development, implementation, and execution of Boulder County & City of Boulder Emergency Operations Plan. Boulder County and the City of Boulder will ensure that in every aspect, facet, and feature its Emergency Operations Plan will consider any potential barriers that might exclude or limit the opportunity for people with disabilities to participate in and benefit from the Boulder County and City of Boulder Emergency Operations Plan. This policy extends to all public or private entities and organizations in conjunction with Boulder County and the City of Boulder managed response to disasters.

Boulder County and the City of Boulder recognizes that disaster management is wide-ranging. It includes all programs, services, and activities related to emergencies and disasters, including, but not limited to the following:

- Preparedness – advance planning for emergencies and disasters.
- Testing of Preparedness – staging emergency simulations and other approaches to testing the effectiveness of emergency preparedness.
- Notification – alerting the public to emergencies and disasters and to available programs, services, and activities.
- Ensuring the functional operation of reverse 9-1-1, including texting capacity, and captioned warning announcements on television and websites.
- Provision for auxiliary aids and services necessary for effective communication at all planned emergency shelters.
- Community Evacuation and Transportation.
- Emergency Shelter Programs.
- Temporary Lodging and Housing.
- Social Services and Emergency- and Disaster-Related Benefit Programs.
- Emergency Medical Care and Services.
- Emergency food, water, and medical supplies.
- Relocation Programs, Activities, and Services.
- Transition and Transportation Back to the Community Following an Emergency or Disaster.
- Emergency and Disaster Recovery Programs, Services, and Activities; and

- Remediation of Damage Caused by Emergencies and Disasters– repairing and rebuilding damaged facilities, removing debris, and relocation and re-introduction of state and local government programs, services, and activities following an emergency or disaster.

Section 3: Authorization

To: All Boulder County Departments
 All City of Boulder Departments
 All Participating Organizations, Agencies and Jurisdictions

Date: _____

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

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

Signed this the _____ day of _____, 20____

 City of Boulder

 Boulder County

By: _____

By: _____

Title: _____

Title: _____

Name of Agency: _____

Date: _____

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Signed this the _____ day of _____, 20__.

Signature

Signature

By: _____

By: _____

Title: _____

Title: _____

LOCAL DISASTER EMERGENCY DECLARATION

Two (2) copies shall be sent to:
Colorado Division of Homeland Security & Emergency Management (DHSEM)
9195 East Mineral Avenue, Suite 200
Centennial, Colorado 80112
FAX (720) 852-6750

One (1) copy will be forwarded to the Governor by DHSEM

WHEREAS the ___ [locality name] _____, located in Boulder County has suffered or there is an imminent threat that it will suffer from widespread or severe damage, injury or loss of life or property resulting from (indicate nature of disaster emergency)

which occurred beginning (date)

and

WHEREAS (situation)

NOW THEREFORE BE IT RESOLVED, there is hereby declared a local disaster emergency pursuant to §24-33.5-709 C.R.S., as amended.

DATED at (Agency), Colorado this (DATE) at _____ a.m./p.m.

Chief Executive Officer
Boulder County, Colorado

Boulder Disaster Declaration Agreement Form

Pursuant to C.R.S. 24-33.5- 709 the principal executive officer of a political subdivision may declare a disaster. The declaring entity must demonstrate that ability to manage the disaster is exceeded in three areas: damage, resources, and funding ability. (1) Provide damage reports that demonstrate severe impacts to life, property, and critical infrastructure. (2) Demonstrate that available local resources are committed or exhausted. (3) Show immediate lack of ability to fund costs associated with the disaster or demonstrates exigency and imminent funding deficits due to the disaster response.

The declaring entity shall submit a disaster declaration form per the Boulder Emergency Operations Plan's requirement for the execution of a disaster declaration agreement. The disaster declaration agreement is the document that assesses the level of support needed to structure the agreement and cost share. The following form shall be completed and is the principal structure for completing a formalized written agreement document if required.

Entity Declaring a Disaster: _____

Event Name or Location: _____

Disaster Type: _____

Date: _____ Time: _____

Principal Executive Officer: _____

Sheriff: _____ ODM: _____

Cross Check on Resources		Yes	No
1	Declaring Agency's resources are committed		
2	Local Mutual aid resources are exhausted		
3	County provided contracted resources are deployed		
If 1 & 2 are not checked yes, do not proceed with the disaster declaration agreement.			

Social Impacts: Life and Property

Description	Yes	No	Numbers
Deaths			
Injuries			
Displaced residents			
Missing persons			
Animals injured or killed			
Homes destroyed			
Homes damaged			
Businesses destroyed			
Businesses damaged			
Farms and ranches damaged			
Farms and ranches destroyed			
Livestock killed			
If deaths & displaced residents are present and all resources are committed, impact is demonstrated.			

Infrastructure Impacts-

Level 1- Off-line for long term, Level 2- not working and repairs underway, Level 3- damaged but operational.

Description	Damaged	Destroyed	Level	Comments
Road systems			1---2---3	
Sewer system			1---2---3	
Water treatment facility			1---2---3	
Water delivery system			1---2---3	
Natural gas delivery system			1---2---3	
Electrical grid			1---2---3	
Telecommunications system			1---2---3	
Governmental facilities			1---2---3	
Hospital facilities			1---2---3	
Long Term Care facilities			1---2---3	
Airport facilities			1---2---3	
Fire Stations			1---2---3	
Law enforcement facility			1---2---3	
Railways			1---2---3	

Schools			1---2---3	
Irrigation ditches			1---2---3	

Resource Needs

Description	Yes	No	Cost share Sheriff / Local	Description
Need resource mobilization resources			/	
Need Interagency resources			/	
Need private sector resources			/	
PIO services			/	
Sheltering facilities			/	
Emergency animal sheltering			/	
Food / water resources			/	
Sanitation resource			/	
Security and site access control			/	
Road repair			/	
Medical Reserve Corps			/	
Transportation of victims			/	
Debris removal			/	

Notes: _____

Time that the agreement is in effect: _____

 Sheriff / ODM Personnel Signature

 Principal Executive Officer Signature

Section 4: Administrative Handling Instructions

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

Section 5: Approval Authorities

This Plan was prepared by the Boulder Office of Disaster Management and approved by the City of Boulder City Manager and the Boulder County Administrator.

Section 6: Planning Contact Information

For all information pertaining to this plan, contact:

Boulder Office of Disaster Management

3280 Airport Road

Boulder, CO 80301-2226

Phone: (303) 441-3390

Section 7: Record of Changes

All changes are to be annotated on the master copy of the Boulder Emergency Operations Plan. Should the change be significant in nature, updates shall be made to applicable web pages. If not, changes will be reviewed and incorporated into the Plan during the next scheduled update.

DATE REVISED	PAGES REVISED	REVISED BY
February 8, 2009	Entire Document	ResponseForce1
February 9, 2009	lii,9,10,18,24,27,31,32,33,35,36,38,39, 40,45	Boulder OEM (Tate)
March 23, 2009	56	Boulder OEM (Harper)
May 5, 2009	41 - updated org chart	Boulder OEM (Harper)
June 9, 2011	Pg 3, 4, 5, 6	Boulder OEM - Chard
June 11, 2011	Pgs. 19, 22, 27, 28, 29, 31, 32, 33, 34, 35, 36, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 66, & 69	Boulder OEM - Chard
March 8, 2013	Pgs. 6, 40, 48-57	Boulder OEM (Leach)
March 22, 2014	Pgs. 3,4,6,10,14,16,18,19,20,22, 25,34-46, 52-62, 64,65,67-74	Boulder OEM (Chard) Sheriff's Legal Advisor Dea Wheeler
July 23, 2014	Cover Page & pg. 59	Boulder OEM (Chard)
June 14, 2016	Cover to cover- grammar corrections	Boulder OEM Chard
July 2017	Concepts of Operations Updates	BOEM Chard
August 2017	Intro Illustrations, Public Warning Section	BOEM, Chard
September 2017	Operations Sections and Graphics updated	BOEM Chard
October 2017	ESF Updates	BOEM Chard
January 2021	ESF Updates, Annexes Reclassified and Graphics Updated, Appendix A Updated	BODM Bukartek
February 2021	Entire Document reviewed for updates	BODM Chard
March 2022	Entire Document reviewed for updates	BODM Chard
February 2023	Entire Document Review final updates	BODM Chard
March 2023	Entire Document Review for Final Updates	BODM Chard
May 2023	Transition phase to recovery	Mike Chard

	and Authorities	

Section 8: Introduction

The Boulder Emergency Operations Plan (EOP) has been developed in accordance with the requirements for local emergency planning established under the State of Colorado Disaster Emergency Act of 1992 and is aligned with the National Response Framework (NRF) and National Incident Management System (NIMS). Boulder County Commissioners adopted NIMS in 2004 which provides the policy direction for this document. It meets the requirements of other State and Federal guidelines for local emergency management plans and programs. The Boulder EOP establishes the structure for a coordinated response to various types of natural, technological, and man-made emergencies, disasters, or terrorist attacks.

The Boulder EOP provides a basis for the coordinated planning and management of the types of emergencies and disaster events most likely to occur within Boulder County. All participating agencies, departments and enterprises tasked in this plan are responsible for developing and maintaining the standard operating procedures and training necessary for implementing the assigned duties and functions of the Boulder EOP. Individual departmental plans or annexes are to be attached to this document as they are developed. The Boulder EOP is not meant to replace department or agency policies or standard operating procedures/guidelines. 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.

BODM is responsible for required periodic updates and revisions to this document. BODM 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 Boulder EOP. It is also responsible for the dissemination of emergency planning and response information to the citizens of Boulder County. All participating agencies, departments and enterprises are responsible for understanding their roles within the Boulder EOP.

Section 9: Purpose

9.1 Emergency Operations Plan Purpose

- Identify the roles, responsibilities and actions required of participating agencies, localities, departments, and enterprises in preparing for and responding to emergencies and disasters.
- 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.

- Provide a framework of policies, objectives, and approaches for coordinating, integrating, and administering the EOPs and related programs of localities, including special districts, municipality, Town, City, County, State and Federal governments.
- Provide for the integration and coordination of volunteer agencies and private organizations involved in emergency response and relief efforts.
- Establish the framework for all plans developed and used by participating agencies, departments, and enterprises.
- Establish the governing plan for all emergency plans within Boulder County.

Section 10: Legal Authority

10.1 Federal

- Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendments (Volume VI Public Law 93-288 as amended by Public Law 100-707)
- FEMA National Response Framework
- Homeland Security Act and Information Sharing Act of 2002
- Homeland Security Presidential Directive 5, Management of Domestic Incidents
- Homeland Security Presidential Directive 8, National Preparedness
- FEMA National Incident Management System (NIMS)
- Standards of Good Practice: National Fire Protection Agency 1600, Disaster/Emergency Management and Business Continuity Programs and the Emergency Management Standard by the Emergency Management Accreditation Program (EMAP)

10.2 State

- Colorado Disaster Emergency Act (§24-33.5-701, et. seq., C.R.S.), Colorado Revised Statutes, 1988 as amended)
- State of Colorado Emergency Operations Plan
- [Section 24-33.5-705 - Office of emergency management - creation](#)
- [Section 24-33.5-705.2 - Resiliency and community recovery program](#)
- [Section 24-33.5-705.3 - Statewide all-hazards resource database - creation - definitions](#)
- [Section 24-33.5-705.4 - All-hazards resource mobilization system - creation - plan - duties - reimbursement for expenses incurred by mobilized entities - eligibility - resource mobilization fund - creation - definitions - legislative declaration](#)
- [Section 24-33.5-705.5 - Auxiliary emergency communications unit - powers and duties of unit and office of emergency management regarding auxiliary communications - definitions](#)
- [Section 24-33.5-706 - Disaster emergency fund - established - financing - legislative intent](#)
- [Section 24-33.5-707 - Local and interjurisdictional emergency management agencies and services](#)
- [Section 24-33.5-708 - Establishment of interjurisdictional emergency management service area](#)
- [Section 24-33.5-709 - Local disaster emergencies](#)
- [Section 24-33.5-710 - Disaster prevention, mitigation, and recovery](#)

- [Section 24-33.5-713 - Mutual aid](#)

10.3 Local

- Joint Agreement Establishing Office of Emergency Management between the County of Boulder, Colorado and the City of Boulder, Colorado, 1993 (Agreement revised February 2021).
- Local Disaster Ordinances.

City of Boulder

- Chapter 2.5 - Civil Emergencies and Disasters

Section 11: Special Definitions

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

- 11.1.1 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.
- 11.1.2 State - or the purposes of this Plan, when "the State" is referenced, it refers to the State of Colorado.
- 11.1.3 Locality - "Locality" means any statutory political subdivision including any county, city and county, city, town, municipality, or special district, and may include any other agency designated by law as a political subdivision of this state.
- 11.1.4 non-governmental organization - 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 government.
- 11.1.5 Private sector - This sector includes organizations and entities that are 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.
- 11.1.6 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 ODM Director 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 EOC. The incident may require assistance from mutual aid localities, and State and/or Federal resources.
- 11.1.7 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 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 Boulder 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 BODM Director with the principal executive officer of a locality.

- 11.1.8 Disaster - As defined by Colorado Revised Statutes §24-33.5-703(3) disaster means "the 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 Boulder County, a disaster is an event or incident that involves severe damage or large loss of life and requires a response or mitigating action to supplement local resources in protecting lives and property as determined by the Emergency Management Director with the principal executive officer of a locality.
- 11.1.9 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 Boulder 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 BODM Director. Emergencies are usually handled with local and mutual aid resources.
- 11.1.10 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; almost immediately exceeds 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 incidents of national significance as defined by the NRF.
- 11.1.11 Planned event - A planned event is one in which the basic structure is understood well in advance, allowing for 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 nongovernmental organizations to identify threats, determine vulnerabilities and identify required resources.
- 11.1.12 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 nongovernmental organizations to identify threats, determine vulnerabilities and identify required resources. In the context of the NRF preparedness is operationally focused on actions taken in response to a threat or incident.
- 11.1.13 Prevention - Prevention involves actions taken to avoid an incident or to intervene to stop an incident from occurring. For the purposes of the Plan, this includes applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; security operations; investigations to determine the full nature and

source of the threat; public health and agricultural surveillance and testing; and law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending perpetrators.

- 11.1.14 Response - Response activities address the short-term, direct effects of an incident. These activities include immediate actions to preserve life, property, and the environment; to meet basic human needs; and to maintain the social, economic, and political structure of the affected community. Response also includes the execution of emergency operations plans and incident mitigation activities designed to limit loss of life, personal injury, property damage and other unfavorable outcomes.
- 11.1.15 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.
- 11.1.16 Mitigation - Mitigation activities are designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. The NRF distinguishes between hazard mitigation and incident mitigation. Hazard mitigation includes any cost-effective measure which will reduce the potential for damage to a facility from a disaster event. Measures may include wildfire mitigation, zoning and building codes, floodplain property acquisitions, home elevations or relocations and analysis of hazard-related data. Incident mitigation involves actions taken during an incident designed to minimize impacts or contain damage to property or the environment. BODM is responsible for countywide mitigation efforts.

Section 12: Scope

The Boulder EOP uses the all-hazard approach that addresses a full range of complex and constantly changing requirements in anticipation of, or in response to, threats or acts of major disasters (natural or technological), terrorism and other emergencies. The Boulder EOP does not specifically address long-term reconstruction, redevelopment, and mitigation measures as these are covered in separate documents. The Boulder EOP details the specific incident management roles and responsibilities of participating agencies, County/City departments and enterprises involved in disaster management.

The Boulder EOP is a cooperative agreement memorialized in an Inter-Governmental Agreement signed in 2021 between the City of Boulder and Boulder County. It is the intent of this plan and BODM to have an inclusive, rather than exclusive, relationship with the other localities within Boulder County. This plan applies to all localities that have been chosen to participate in this plan by its principal executive officer, denoted by signature on page 10 of this document. It is understood that all the jurisdictions located within Boulder County have the authority to create their own plans and to not participate in this plan. It is also understood that should any jurisdiction within Boulder County need the support that this plan could provide, those resources will be made available under normal mutual aid agreements.

Section 13: Hazard Situation Analysis

13.1 Analysis

Our unique geography and climate help shape the hazards we face in Boulder County. We live in environments ranging from the rolling prairies in the eastern part of the County to the rugged mountains and alpine forests in the western regions. We live at elevations climbing from 5,000 feet on the high plains to more than 12,000 feet at the Continental Divide which forms our western border.

Our climate is as varied as our topography. In winter we endure frequent snowstorms and temperatures as low as minus 30 degrees Fahrenheit. But, as those of us who live here know snow today does not mean temperatures in the 60s tomorrow. With gusts of 120 miles per hour or more, we also experience some of the strongest winds in the continental United States. Summer typically brings us temperatures reaching the upper 90s and low levels of humidity. We receive an average of 18.17 inches of moisture each year which means that we enjoy at least some sunshine most days.

At the 2010 census our County had a population of 294,571. According to the State Demography Office, population estimates as of 2020 for Boulder County is 330,860 residents. Below are additional population statistics from the 2020 U.S. Census.

Table 13.1 Boulder County Population by Race

Race	2020 Census	% Of total county population
White	261,253	79
African American	4,378	1.3
Asian	18,069	5.5
American Indian/Alaska Native	1,577	0.5

Table 13.2 Boulder County Disaster and Emergency Declarations, 1953-2021

Year of Declaration	Type of Declaration	Disaster Type
1969	Federal	Severe Storms and Flooding
1973	Federal	Heavy Rains, Snowmelt, Flooding
1989	Local	Wildfire
1990	Local	Wildfire
1994	Local	Flooding
1995	State	Flooding
1998	Local	Wildfire
2000	USDA Federal	Drought Wildfire- Eldorado Fire
2001	State	Severe Weather
2002	Federal	Wildfire

Year of Declaration	Type of Declaration	Disaster Type
	USDA	Drought
2003	Federal Federal	Snow Wildfire- Overland Fire
2005	Federal	Hurricane Katrina Evacuation
2006	USDA Federal	Heat, High Winds, Ongoing Drought Snow
2007	Federal	Snow
2009	Federal	Wildfire- Olde Stage Fire
2010	Federal	Wildfire
2011	Local	Flooding
2012	Federal	Wildfire
2013	Federal	Flood
2015	Federal	Severe Storms, Tornadoes, Flooding, Landslides, and Mudslides
2016	Federal	Wildfire
2017	Federal	Wildfire
2020	Federal	Pandemic- COVID-19 Pandemic
2020	Federal	Wildfire
2021	Federal	Wildfire
2021	Federal	Wildfires and Straight-Line Winds

Source: 2018-2023 Colorado Hazard Mitigation Plan; FEMA, PERI Presidential Disaster Declaration Site. U.S. Department of Agriculture

13.2 Hazard Analysis Summary

Climate change is real. Evidence from direct measurements of ocean and air temperatures unequivocally demonstrates that the Earth’s climate is rapidly warming due to human activities. In fact, the Earth is warming faster today than ever before in recorded history. Climate refers to patterns of weather that include variations in precipitation, wind, temperature, and humidity. Weather refers to short-term changes in the atmosphere whereas climate refers to averages over a longer period.

Scientists believe that global temperatures will continue to rise for decades to come due to irreversible consequences from human action. Climate change exacerbates existing vulnerabilities while generating new risks. Changes in global climate patterns are already having visible impacts on social, ecological, and technical systems in Colorado. The State is and will continue to experience more intense and frequent hazard events leading to increased loss of life, ecosystem services, and vulnerabilities. As population increases, these losses will be further magnified along with severe economic disruption.

Table 13.3 Hazard Analysis

Hazard	Geographic Extent	Probability/Frequency	Magnitude/Severity	Increased Threat (Climate Change)	Overall Significance
Air Quality	Extensive	Highly Likely	Critical	Moderate	Medium
Avalanche	Limited	Highly Likely	Limited	Low	Low
Communicable Disease	Extensive	Occasional*	Critical	Substantial	Medium
Dam and Levee Failure	Significant	Unlikely	Catastrophic	Moderate	High
Drought	Extensive	Likely	Catastrophic	Substantial	High
Earthquake	Extensive	Occasional	Catastrophic	Low	Medium
Expansive Soils	Significant	Highly Likely	Limited	Substantial	Low
Extreme Heat	Extensive	Likely	Critical	Severe	Low
Flood	Significant	Highly Likely	Critical	Severe	High
Hailstorm	Extensive	Likely	Limited	Moderate	Limited
Landslide	Limited	Occasional	Limited	Substantial	High
Lightning	Extensive	Likely	Limited	Moderate	Medium
Subsidence	Significant	Likely	Limited	Moderate	Medium
Tornado	Significant	Likely	Limited	Low	Medium
Wildfire	Significant	Highly Likely	Critical	Severe	High
Windstorm	Extensive	Highly Likely	Critical	Moderate	High
Winter Storm (Severe)	Extensive	Highly Likely	Catastrophic	Substantial	High

Geographic Extent

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

Increase Threat from Climate Change

- Low- unlikely to become more of a threat due to climate change.
- Moderate – possibly will become more of a threat due to climate change.
- Substantial- likely to become more of a threat due to climate change.
- Severe- highly likely to become more of a threat due to climate change

Hazard	Geographic Extent	Probability/Frequency	Magnitude/Severity	Increased Threat (Climate Change)	Overall Significance
<p>Probability of Future Occurrences</p> <ul style="list-style-type: none"> Highly Likely: Near 100% chance of occurrence in next year or happens every year. Likely: Between 10 and 100% chance of occurrence in next year or has a recurrence interval of 10 years or less. Occasional: Between 1 and 10% chance of occurrence in the next year or has a recurrence interval of 11 to 100 years. Unlikely: Less than 1% chance of occurrence in next 100 years or has a recurrence interval of greater than every 100 years. <p>Magnitude/Severity</p> <ul style="list-style-type: none"> Catastrophic—More than 50 percent of property severely damaged; shutdown of facilities for more than 30 days; and/or multiple deaths Critical—25-50 percent of property severely damaged; shutdown of facilities for at least two weeks; and/or injuries and/or illnesses result in permanent disability. Limited—10-25 percent of property severely damaged; shutdown of facilities for more than a week; and/or injuries/illnesses treatable do not result in permanent disability. Negligible—Less than 10 percent of property severely damaged, shutdown of facilities and services for less than 24 hours; and/or injuries/illnesses treatable with first aid <p>Significance</p> <ul style="list-style-type: none"> Low: minimal potential impact Medium: moderate potential impact High: widespread potential impact 					

Additional information can be found in the 2022-2027 Boulder Hazard Mitigation Plan located on the Office of Disaster Management’s website (BoulderODM.gov). This plan is written in a generic, “all-hazards” style which covers the hazards listed above, as well as man-made and technological hazards. For more tactical level planning, only those hazards listed above as having High significance are addressed specifically in an Operational Annex. Additional hazards may be included based on state and federal mandates.

13.3 Natural Hazards Common to Boulder County

13.3.1 Flooding - Flooding is the single greatest potential hazard to property in Boulder County.

Local flooding, usually caused by heavy stationary thunderstorms, most often occurs in the spring, summer and possibly even in early fall months. Damage potential is greatest within 20 — 30 vertical feet of an existing streambed. Areas in and below land burned by wildfire have an increased risk of flooding. Boulder County experienced significant flooding in 1938, several floods in the 1950’s, a major flood event in 1969, and a major flood event in 2013.

- 13.3.1 Wildfires – Wildfire is another hazard most likely to affect Boulder County. Boulder County experiences a mixed-severity fire regime which results in infrequent, catastrophic events along with frequent, low-severity fire return intervals. Boulder County has witnessed several major destructive wildfires in recent times. Notables are the Black Tiger Fire (1989), Olde Stage Fire (1990), second Olde Stage Fire (2009), Fourmile Fire (2010), Flagstaff Fire (2012), Cold Springs Fire (2015), Calwood Fire (2020), Marshall Fire (2021) and Sanitas Fire (2022). These fires have collectively destroyed over 1300 homes, burned over 31,000 acres, and threatened the lives and properties of thousands of mountains and urban residents. Wildfires have always been a natural occurrence in Boulder County. Various land management practices, including fire suppression, over the last 100 years, have resulted in a forest with vegetation densities 10 to 100 times their natural state. Combined with factors such as steep terrain, drought, high summertime temperatures, seasonal high winds, and an increased human presence in the form of development and recreational use, the results are an environment prone to extreme wildfire behavior.
- 13.3.2 Severe weather - Severe weather produces such events as extreme heat, high winds, snow, ice, heavy rainfall, tornadoes, flooding, or a combination thereof. Strong winds, microbursts and downdrafts can create localized damage. Urban areas, especially those along the Front Range with large populations, are more vulnerable because of larger, complex interdependent services and utilities. Boulder County has experienced several large severe weather incidents.
- 13.3.3 Thunderstorms and hail - Thunderstorms are one of the most common weather occurrences in Boulder County. They occur most often during the summer months and can produce lightning, heavy rain, strong winds, hail, flash flooding and tornadoes. Lightening associated with dry thunderstorms can also cause wildfires. Severe thunderstorms and hail have caused localized flooding, power outages and other related problems. The hail season runs from March through October.
- 13.3.4 Tornadoes - Tornadoes are a common threat to those who live along the Front Range and on the Eastern plains of Colorado. Tornadoes have occurred in nearly all counties within Colorado including Boulder County. The effect of damaging tornadoes is increasing as more people and businesses are in threatened areas. The tornado season is from April through October with May and June being the greatest risk months. Eastern Boulder County is considered more at risk of tornadoes than the western side which is mountainous.
- 13.3.5 Drought - Even in high moisture years, Colorado rainfall does not provide a consistent, dependable water supply throughout the year. Severe drought results in devastating economic consequences for agriculture, forestry, wildlife management, the environment and tourism. Recorded drought history includes severe droughts in 1894, 1930-1937, and 1976-1977 and 2002. Wildfire because of drought can affect the watershed for Boulder County.
- 13.3.6 Landslide - Landslides may occur by themselves or in conjunction with another natural event such as wildfire, severe winter snowmelt or heavy rains.

13.3.7 Earthquake - Boulder County has only one known fault line beneath it, which has been dormant for over 10,000 years. Although the state-wide activity has been minimal and the risk is rated low to moderate, the potential of an earthquake exists. Colorado is rated in the United States Geological Survey National Earthquake Hazard Maps as having low to moderate earthquake risk. However, several significant earthquakes have occurred within Colorado, including a magnitude 6.6 near Estes Park in 1882. Several small earthquakes have been experienced in this area. A significant earthquake in this area would have devastating effects on structures and the economy. Human life loss could be high depending on the day, time, and intensity.

13.4 Other Hazards Common to Boulder County

13.4.1 Dam failure - Dam failure is a technological threat facing many communities. At least 130 of the more than 2000 dams located in Colorado have failed during the last 100 years. The most recent major incident was the 1982 Lawn Lake disaster in Estes Park, which caused more than \$30 million in damage and the loss of three lives. There are 24 Class I (High Hazard) and 16 Class II (Moderate Hazard) dams that could affect the County. The failure of any of these dams has the potential of causing extensive property damage and possibly the loss of life. Many of these dams were constructed in the early 1900's making age a concern.

13.4.2 Hazardous materials - Hazardous materials used in industry, agriculture and homes 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. In 2022, there were over 125 reporting Tier II facilities in Boulder County. This does not necessarily account for all the fixed facilities with hazardous materials. BODM and the Boulder County Local Emergency Planning Committee (LEPC) prepare and maintain the Hazardous Material Annex to the EOP. This plan contains a framework for response arising at any facility required to report under EPA guidelines (storage of hazardous materials above thresholds and subject to planning requirements under Title III of the 1986 Superfund Amendments and Reauthorization Act). The steady growth in the use of chemicals has resulted in an increased need to transport these materials. Trucks transporting hazardous materials are restricted to designated routes in the City of Boulder, City of Longmont, and Boulder County. The Burlington Northern/Santa Fe and Union Pacific rails also transport hazardous materials through Boulder County.

13.4.3 Terrorism - Boulder is at risk for terrorism (domestic and 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.

13.4.4 Pandemic - Boulder has been recently affected by the Coronavirus (COVID-19) Pandemic resulting in community-wide impacts to government continuity, local business and economic health, school operations, and constraints to essential services. These incidents are long duration events with many broad and cascading impacts spanning not only local entities but also regionally up to globally.

Section 14: Planning Assumptions

Government at all levels must continue to function under all threat, emergency, and disaster conditions. Continuity of government/continuity of operations plans must be developed in accordance with this Plan.

14.1 Disaster Response Planning Assumptions

- 14.1.1 Incidents are typically managed at the local government level. Local jurisdictions should not plan on the arrival of State response assets until approximately 12-24 hours after the incident. Federal response assets may not arrive until 48-72 hours after the incident. Incidents not involving wildfire have less State and Federal processes to provide immediate operational resources.
- 14.1.2 While the public expects the government to aid and assist them during disasters, personal preparedness and self-help are paramount. BODM provides materials and classes to assist the public with personal preparedness activities. The assumption is that residents can sustain themselves for 72 hours during a disaster. Vulnerable populations will need immediate assistance with communication, transportation, sheltering and access/functional needs. Services to address vulnerable populations shall be notified within 1 hour of the EOC achieving a core or full activation status.
- 14.1.3 An emergency or disaster can occur at any time and any location. It may create significant degrees of human suffering, property damage and economic hardship to individuals, governments, the environment, and the business community. Damage assessment capabilities will be notified within the first 12 hours of an incident. Damage assessment capabilities shall begin damage assessment activities from 12-24 hours after incident occurs.
- 14.1.4 During the initial response to a disaster there is a significant deficit in accurate and timely information. It is expected that information sharing occurs across multiple levels of government, the response community and the private sector will occur. The assumption is that communication networks are functional, EOC to Incident Command Post interface is established, ESF to operational resources are connected and policy groups across affected communities are briefed by the end of the first operational period. It is recommended that these systems are at a working level within the first 2-3 hours of the EOC being activated.
- 14.1.5 The public expects the government to keep them informed and to provide guidance and assistance in the threat of or an actual emergency or disaster. Furthermore, they can be expected to make sound personal decisions when presented with information in a clear and concise manner.
- 14.1.6 The premise of the National Response Framework, the State EOP and the Boulder EOP is that all levels of government share responsibility for working together in preventing, preparing for, responding to, and recovering from the effects of an emergency or disaster event.
- 14.1.7 Participating agencies and localities, County and City departments and enterprises will respond to an incident to the extent of available resources. Once these resources have been exhausted, mutual aid will be requested. If these efforts are determined to be insufficient, requests will be made from the local to the State and State to Federal government.

- 14.1.8 With the increased possibility of terrorism and employment of weapons of mass destruction, any biological or technological incident must be approached as if it could be an act of terrorism.
- 14.1.9 NIMS will be utilized in the implementation of this plan. Specifically, the Incident Command System (ICS) will be utilized for all levels of response to control operations at the site of an incident of significance, emergency or disaster through a standard "command" system that unifies rapid and effective interagency response to the incident.
- NIMS Fundamentals and Concepts of NIMS
 - Resource Management
 - Preparedness
 - Command and Coordination
 - Communications and Information Management
- 14.1.10 The priorities for the Multi Agency Coordination System and incident management are to:
- Save lives and safeguard the public's health.
 - Incident stabilization and mitigate secondary hazards.
 - Protect property, protect the environment, and stabilize the economy.
 - Recover from the disaster and restore the community.
- 14.1.11 Private and volunteer organizations (i.e., American Red Cross, Salvation Army, Volunteer Organizations Active in Disaster) will provide immediate life-sustaining relief which is not normally available from government resources to individuals and families. Local and/or State governmental agencies will assist these organizations by providing information, guidance, and coordination of their relief efforts.
- 14.1.12 The City of Boulder City Manager or the Chair of the Board of County Commissioners may declare a disaster or emergency as provided in the §24-33.5-709(1), C.R.S. The principal executive officer of any locality participating in the Boulder EOP may also declare a disaster under §24-33.5-709(1), C.R.S. Based on damage assessment findings indicating the damages are of sufficient severity and magnitude to warrant assistance under the Stafford Act, the President, at the request of the Governor of Colorado, may grant a major disaster or emergency declaration. The principal executive officer of any locality participating in this plan may make such orders upon declaration to protect the health and safety of Boulder County residents.
- 14.1.13 Each locality participating in the Boulder EOP is responsible for complying with resource ordering through the BODM. Coordinating resource ordering and provision to localities through the BODM ensures that all possible reimbursement from state and federal resources may be accessed by the locality when following protocols for state reimbursement and federal reimbursement.
- 14.1.14 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 own unique processes, procedures, and routes of request. For example, the BODM is the point of contact for the Colorado Division of Homeland Security and Emergency Management (DHSEM) and Boulder County Public Health is the point of contact for the Colorado Department of Public Health and Environment. As the designated lead during disasters and emergencies, each agency that is coordinating assistance through their State and/or Federal partners will keep the BODM apprised of their activities and provide copies of their assistance documentation.

14.1.15 Evacuation plans lend themselves to events that are predictable 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 at-risk populations, and should include trigger points, pre-designated routes, and timelines. They may also include pre-designated safe areas for specific hazards (such as wildfire and flood), which could be reached on foot when evacuation routes are damaged, impassable, or gridlocked with traffic. Many of the County's disasters and emergencies are non-predictable with little to no warning time. When a local evacuation order is given, the City, County and localities shall provide available assets to support that evacuation. Some mitigating factors in a mass evacuation include the physical location of the incident (the geographic layout of Colorado ranges between flatlands to rough mountain terrain); and the timeframe of the incident (during the winter months, eastern plains and mountain highways may be closed, thus preventing near-by community response and support).

Section 15: Concept of Operations

It is the responsibility of the City of Boulder, Boulder County, and each locality to reasonably protect life, property, and the environment from the effects of emergencies or disasters within its jurisdiction. Each locality has the primary responsibility for emergency management activities that eliminate or reduce hazardous events and for the preparation for, response to and recovery from significant emergency and disaster events that can and do occur.

15.1 General Concepts of Operations

- By the adoption of this Plan, the City of Boulder and Boulder County as well as participating organizations and localities adopt the principles of NIMS. NIMS represents a core set of doctrine, concepts, principles, terminology, and organizational processes to enable effective, efficient, and collaborative incident management at all levels. Additional information on the County's implementation of NIMS is found in Section IX., Emergency Management and Organizations of this plan.
- The Boulder EOP coordinates a city or county-wide multi-agency response, including when capabilities and resources (including those of mutual aid) of the initial responding agency and/or the City of Boulder or Boulder County may be exceeded. Mutual Aid and resource mobilization assistance can be requested from the State of Colorado, when authorized, and will be provided as part of an effort coordinated by the Colorado DHSEM or DFPC cooperating on behalf of the Governor. The Governor may request assistance from the Federal government if the capabilities and resources of both local and State governments are exceeded.
- The Boulder EOP is the primary and general plan for managing emergencies and disasters. It details the coordinating structures and processes used during incidents in Boulder County. Other supplemental agency plans provide details on authorities, response protocols and technical guidance for responding to and managing specific situations (such as hazardous materials spills, wildland fires, health emergencies).
- 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 hierarchy of governmental responsibility and authority.

- Incidents are handled at the local government level. In some instances, a state agency in the local area may act as a first responder and may provide direction or assistance consistent with its specific statutory authorities and responsibilities.
- The Boulder EOP is designed to integrate quickly and efficiently with the National Response Framework (<https://www.fema.gov/emergency-managers/national-preparedness/frameworks/response>).
- All emergency plans developed and used by participating agencies, localities, City and County departments and enterprises should be designed to integrate quickly and efficiently with the Boulder EOP.
- The Boulder EOP can be partially or fully implemented, which is consistent with NIMS and ICS principles. This allows maximum flexibility to meet the unique operational requirements of any situation.
- A multi-jurisdictional approach will be required to manage most major incidents effectively. A unified command should be utilized when appropriate. Accordingly, emergency plans and exercises should incorporate procedures for integration of resources of City of Boulder, surrounding localities, Boulder County, volunteer agencies, the private sector and State and Federal governments.
- Plan implementation and the subsequent supporting actions taken by the City and 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 Boulder EOP is in effect for preparedness activities, response, and initial relief activities when a major emergency, disaster or incident occurs or is imminent.

15.2 Phases of Emergency Management

Community disaster resiliency regarding disaster management is not solely a response mission. The work begins long before a disaster occurs and lasts years beyond the last person rescued by first responders. Therefore, BODM is responsible for developing and implementing a comprehensive program through collaboration, partnerships, and engagement of VOAD agencies and the community in each phase of emergency management.

15.2.1 Mitigation

Mitigation involves actions to 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, preempt or disrupt illegal activity; and to apprehend and prosecute the perpetrators.
- d. Conduct public health surveillance and testing processes, immunizations and isolation or quarantine for biological and agricultural threats.

- e. Deter, detect, deny access or entry, defeat and take decisive action to eliminate threats.
 - f. Conduct code enforcement, inspections, and behavior modification to reduce risk.
- ii. Analyze threats created by natural hazards and develop action plans to reduce the threat to citizens and property.

15.2.2 Prevention

- Focuses on preventing human hazards, primarily from potential natural disasters or terrorist (both physical and biological) attacks.
- Preventive measures are designed to provide more permanent protection from disasters; however, not all disasters can be prevented.
- The risk of loss of life and injury can be limited with good evacuation plans, environmental planning, and design standards.

15.2.3 Preparedness

- Under NIMS, preparedness encompasses:
 - Development of plans and procedures, training and exercising.
 - Disaster community preparedness plans and programs.
 - Pre-deployment of response and resources.
 - Pre-establishment of incident command posts, mobilization centers, staging areas, and other facilities.
- Alert and warning planning
- Evacuation and protective sheltering.
- Implementation of structural and non-structural mitigation measures,
- Use of remote sensing technology and risk assessment, predictive and plume modeling tools.
- Private sector implementation of business and continuity of operations plans.
- Support and coordinate mitigation activities in all phases of emergency management, including preparedness, response, and recovery. Examples of key mitigation activities include the following.
- Ongoing public education and outreach activities designed to modify behavior to reduce loss of life and destruction of property.
- Structural retrofitting to deter or lessen the impact of incidents and reduce loss of life, destruction of property and impact on the environment.
- Code enforcement through such activities as zoning regulation, land management and building and fire code inspection.
- Flood insurance and the buy-out of properties subjected to frequent flooding.

15.2.4 Response

Response includes activities to address the immediate and short-term actions to preserve life, property, environment, and the social, economic, and political structure of the community. Response activities include:

- Communications
- Operational coordination
- Implementing incident command systems
- Search and rescue.
- Implementing disaster management systems and EOC operations.
- Emergency shelter, housing, food, and water.
- Emergency medical and mortuary services.
- Public health and safety.
- Decontamination following a chemical, biological or radiological incident.
- Removal of threats to the environment.
- Emergency restoration of critical services (electric and gas services, water, sewer, telephone).
- Transportation, logistics and other emergency services.
- Private sector provision of needed goods and services through contracts or donations.
- Crime scene security, investigation, evidence collection.
- Damage assessment (initial and preliminary).
- Evacuation of threatened or devastated areas.

15.2.5 Recovery (See Boulder County & City of Boulder's Recovery Plan)

Recovery involves actions and implementation of programs needed to help individuals and communities return to normal. Recovery programs are designed to assist victims and their families, restore institutions to sustain economic growth and confidence, rebuild 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:

- Repair and replacement of damaged public facilities (roads, bridges, municipal buildings, schools, hospitals, qualified non-profits).
- Debris cleanup and removal. (See Boulder County's Debris Management Plan)

- Temporary housing and other assistance for disaster victims.
- Low-interest loans to help individuals and businesses with long-term rebuilding and mitigation measures.
- Restoration of public services (electric and gas services, water, sewer, telephone).
- Crisis counseling and mental health.
- Disaster unemployment.
- Planning and programs for long-term economic stabilization, community recovery and mitigation.

15.2.6 Resiliency

Resilience is the capacity of individuals, communities, businesses, institutions, and governments to adapt to changing conditions and to prepare for, withstand, and rapidly recover from disruptions to everyday life, such as hazard events.

- A resilient community:
- Makes proactive investment and policy decisions.
- Communicates risk and vulnerability to all.
- Builds public and private sector capabilities and partnerships.
- Resumes normal operations and recovers rapidly after hazard events.

15.3 Priorities

The following operational priorities are listed in order of importance. The operational demand that is highest on the list shall prevail whenever demands for emergency assistance/requests for resources (personnel or equipment) as defined under planning assumptions defined in Boulder EOP.

15.3.1 Save Lives

- Save human lives.
- Treat the injured.
- Warn the public to avoid further casualties.
- Evacuate people from the effects of the incident.
- Save animals — livestock and domestic pets.
- Coordinate with Public Health Officials.

15.3.2 Provide for basic human needs.

- Shelter persons-in-place from the effects of the incident.
- Shelter and care for those evacuated.
- Provide support for individuals with access and functional needs.

- Communicate in multiple languages and to those with hearing loss.
- Provide medical support in shelters.
- Ensure all disaster facilities are ADA compliant.

15.3.3 Protect Property

- Save property from harm/destruction.
- Take action to prevent further harm/loss.
- Provide security for property, especially in evacuated areas.

15.3.4 Protect the Environment

- Confine hazardous chemical releases to the smallest possible area.
- Prevent runoff from entering streams, ponds, lakes, rivers, or sewers.
- Contain chemical releases and address impacts.

15.3.5 Stabilize the Economy

- Ensure access to businesses (such as debris clearance and road repair).
- Restore essential services/utilities.
- Take action to prevent price gouging in the sale of essential goods, services, and contracts.
- Establish temporary housing and transportation for employees.

15.3.6 Recover and Restore the Community

- Complete damage assessments.
- Develop a recovery plan.
- Develop recovery policy guidance.
- Provide client assistance.
- Identify mitigation projects.
- Ensure stable utility/transportation infrastructure.
- Ensure access to workforce (available for work, proximity to housing, grocery stores, pharmacies, and other businesses).
- Ensure adequate support institutions operational (like schools, day cares, houses of worship, parks, medical care) to support workforce and families.
- Restore beautification programs and promote the welfare of the community.

15.4 Emergency Operations Roles and Responsibilities

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

15.4.1 The Boulder County Administrator and the City of Boulder City Manager's Office:

- Approve and commit County and/or City resources and funds for disaster or emergency purposes.
- Formally declare an emergency or disaster. issue any official orders and emergency declarations as needed and requested by the BODM Board of Directors or the BODM Director to preserve and protect life and public safety.
- Approve emergency financial authorizations as requested.
- Authorize and approve post emergency or disaster recovery operations, including acquisition of temporary facilities.
- Establish post emergency or disaster recovery timelines as necessary and ensure implementation of the Boulder Recovery Plan.
- Serve with the BODM Board of Directors who make up the policy group who, during an emergency, has the authority to direct resources as necessary consistent with this plan.

15.4.2 Other Localities:

- Respond to local disasters and implement the municipal or district level emergency response plan, hazard specific response plans, and department level standard operating guidelines.
- Formally declare an emergency or disaster; issue any official orders and emergency declarations as needed and requested by the principal executive officer of the locality, the BODM Board of Directors or the BODM Director, to preserve and protect life and public safety for their jurisdictions as needed.
- Provide resources and other support during an incident. Operations conducted during an incident will be coordinated through the Boulder EOC.
- Coordinate with the BODM Board of Directors or the BODM Director for disaster response and resource provision consistent with this plan.

15.4.3 BODM Board of Directors:

- Pursuant to the Joint Agreement Establishing the Office of Disaster Management Revised February 15, 2021, the Board is comprised of the City of Boulder Police Chief, City of Boulder Fire Chief, Boulder County Administrator, City of Boulder City Manager or designee, and the Boulder County Sheriff. The Board is responsible for oversight of the program and is the conduit for programmatic policy-related decisions.

15.4.4 Boulder Office of Disaster Management

- Manage, organize, and coordinate emergency and non-emergency operations of the EOC in the event of a disaster or emergency. Reference the Boulder EOC Operations Manual for procedures and policies.
- Prepare and maintain the Boulder EOP.
- Ensure implementation of the ICS and NIMS for operations in the field and appropriate disaster management system in the EOC.
- Coordinate disasters, emergencies, and incidents of significance.
- Maintain ESF readiness prior to incidents.
- Manage the Joint Information System & ESF 15 during disasters.
- Conduct resource management and address resource scarcity issues during disasters.
- Provide Multi-Agency Coordination and policy group facilitation during disasters.
- Assist localities and other local governments, public and private sector organizations in the development and maintenance of EOPs, procedures and checklists.
- Serve as intergovernmental liaison and initiate formal requests for outside assistance from other jurisdictions.
- Mitigate human-made and natural hazards to the highest degree possible.
- Provide public preparedness education and support community engagement and resiliency initiatives pre and post incident.
- Support planning and response for catastrophic incidents, such as mass evacuation planning, damage assessment, resource mobilization, public warning, and recovery planning.

15.4.5 Disaster Management Director

- Make recommendations to the BODM Board of Directors on matters pertaining to an incident of significance, major emergency or disaster, or the threat thereof, and ongoing incident response and recovery activities.
- Support implementation of the ICS and NIMS for operations in the field and oversee the implementation of the disaster management system in the EOC.
- Coordinate efforts related to emergencies, disasters, and incidents of significance.
- Provide policy group advisement during delegation of authority meetings and during assumption of control processes with State and Federal Agencies.
- Activate and operate the EOC as needed.
- Coordinate mutual aid assistance and resource mobilization activities.

- Determine critical resource needs and acquire resources as needed through the direction of the BODM Board of Directors.
- Provide support and coordination for evacuation, relocation and establish sites in coordination with other agencies.
- Provide recommendations to the Policy Group 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.
- Issue formal requests to the Governor's Office through the Colorado DHSEM for the declaration of a state emergency for the purpose of obtaining State and/or Federal assistance.
- Prepare emergency or disaster declarations when necessary.
- Collect, record, and disseminate information in the EOC.
- Maintain the Boulder EOP.
- Schedule and conduct training programs and exercises.
- Maintain liaison with Localities, City, County, State and Federal agencies.
- Coordinate disaster recovery functions.

15.4.6 Department Directors

- Ensure NIMS compliance within the City and County departments.
- Prepare plans and organize assigned departments to meet natural and man-made disasters which might occur in the County based on ESF responsibilities and ensure continuity of governmental operations during an incident.
- Identify functions to be performed during an incident and assign responsibility for performing those functions to departmental Multi-Agency Coordination (MAC) group representative.
- Provide representatives to the EOC to coordinate emergency response functions with those of other agencies represented therein.
- Ensure that the EOC is informed during an incident by reporting events and activities to the EOC in a timely fashion.
- 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.
- Ensure that complete and current resource lists and on-call personnel lists are provided to the BODM on a timely basis to assist in providing resources and personnel for large-scale incidents.

15.4.7 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 Boulder EOC. A department within a locality, or agency designated as a primary agency in an Emergency Support Annex (ESF) has “ownership” of that function. As participants in the Boulder EOP, primary and supporting agencies are expected to:

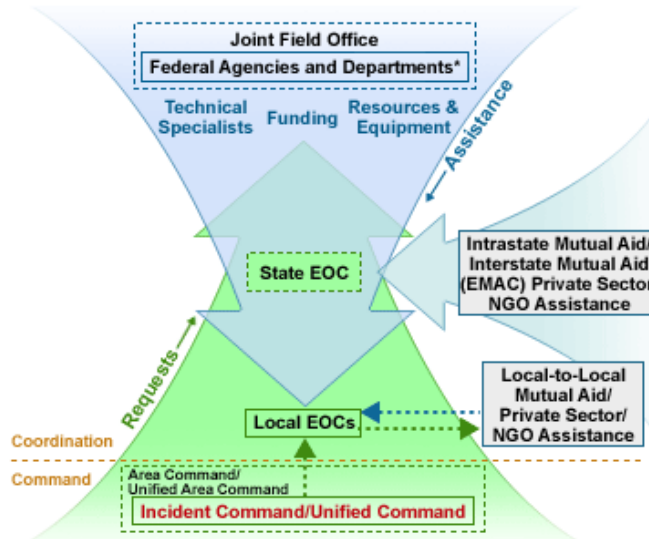
- i. Establish facility and department emergency plans, continuity of operations plans and activate the plans, as needed.
- ii. Operate within the guidance of the Boulder Emergency Operations Plan and EOC operations manual.
- iii. Operate using ICS established in NIMS.
- iv. Participate in mitigation and preparedness activities.
- v. During periods when the Boulder EOC is activated, the primary agency of an ESF is responsible for designating coordinators to the EOC. This person may be from their department or from a support agency.
- vi. Coordinate activities and maintain communication with BODM or the EOC, if activated, during all emergency operations.
- vii. Provide information and coordinate any public announcement, statement, or press release through BODM, the EOC/ESF 15 External Affairs or the Joint Information System, if activated.
- viii. Provide program assistance and expertise as appropriate and in coordination with other agencies.
- ix. Establish emergency operations supplies including food, water, blankets, electrical generators, communications, etc. to provide continued operations and shelter for employees as necessary.
- x. Provide all requested information prior to, during and following any incident to the BODM.
- xi. Keep their respective ESF Annexes current.

15.4.8 Non-Governmental Organizations

Several non-governmental organizations that help meet essential needs during an incident exist within the County. Some organizations with existing memorandums of understanding, memorandums of agreement or mutual aid agreements with the County have been assigned supporting roles to specific emergency support functions.

15.5 State Government

The Colorado DHSEM is responsible within their statutory authority (§24-33.5-705, C.R.S.), to provide assistance and support to local jurisdictions when local resources are unable to cope with an incident of significance. These agencies are responsible for implementing assigned Colorado State ESFs when the State EOP is implemented. The operations role, responsibilities and intra-organizational relationships of State departments are described in detail in the assigned State ESF Annexes.



15.6 Federal Government

The Federal government has responsibilities to respond to national emergencies and to aid states when an emergency or disaster exceeds their resource capability. The Department of Homeland Security has the overall responsibility for the coordination of 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.

Section 16: Emergency Management and Organizations

15.7 Management Concept and Policies

- 15.7.1 Principle of Local Government Control - Boulder County, the City of Boulder and localities maintain the authority for direction and control prior to, during and following an emergency, disaster, or incident of significance in their respective jurisdictions. This authority continues throughout the phases of emergency/disaster management or until conditions warrant a change in such authority as is consistent with this plan.
- 15.7.2 Incident Level Management - A local incident management system that incorporates the functions, principles and components of the National Incident Management System shall be adopted and utilized. The process for implementing incident command structures shall follow the process as identified in local agency standard operating guidelines. As the incident escalates and a disaster declaration is made the incident management directives as defined in the Boulder EOP shall be followed. 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. This

system easily adapts to supporting multiple agencies and/or multiple jurisdictional incidents. The Boulder EOP identifies the interface between the on-scene ICS and the Boulder EOC.

- 15.7.3 Local Level Management - BODM (on behalf of the City of Boulder, Boulder County governments, and participating localities) is responsible for the overall coordination of emergency operations as it impacts the jurisdiction. Most incidents that occur in Boulder County are handled by field incident command and the EOC is not activated. There are some incidents wherein the EOC may be activated without the assistance of a field incident command, such as a wide-impact area infrastructure incident, cyber-attack, humanitarian crisis, public health emergency, severe weather incident or recovery. Generally, the field incident command coordinates with the Boulder EOC 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. BODM is generally responsible for coordination and management of all lines of effort, management areas or support outside of the Incident Command footprint. Activation of the EOC may be required when an incident threatens to escalate beyond the capabilities of local resources, including mutual aid and automatic aid assistance. Resource requests that are not part of mutual aid or the DFPC immediate need surge program will be coordinated through the Boulder EOC.
- 15.7.4 State Level Management - In an emergency or disaster that overwhelms the resources and capability of a local jurisdiction, the Governor may exercise his/her authority to use the 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 State EOP and other approved emergency management plans and programs. Colorado DHSEM 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 DHSEM 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 requesting local 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.

15.8 Incident Type Definitions

NIMS/ICS establishes the following as an aid to categorize the size and magnitude of an incident. BODM 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 a Type 5 is the least complex and a Type 1 is the most complex.

The relationships are illustrative of local "ownership" of the emergency. The following definitions are based on the premise that unless the incident is a terrorist act, or is on state or federal land, that all assistance is in support of the local responders.

Incident level is important to understanding the structure of response, but complexity and escalation is pervasive in the disaster response environment. Understanding that a complex escalating incident is occurring is important to establish an incident command structure to manage the environment.

16.2.1 Complex Escalating Response Environment (CERE)

In the type 4 and type 3 incident complexity and escalation can impact incident response in the following ways.

- Lack of control measures.
- Erosion of situational awareness.
- Demand of incident are outpacing resources.
- Resources are arriving and outpacing incidents needs/management (Swarm).
- Critical details are not being communicated.
- Calling more resources than normally need, beyond normal mutual needs.
- Conditions and indices.
- Location and values at risk are present (density of people, infrastructure).
- Multiple incidents.
- One incident and multiple events.
- Incident type (hazmat) exceeds resources available to execute a tactical plan.
- Duration.

To Manage a CERE the following recommendations are critical to address escalation.

- First recognize escalation and pull back from being a tactical incident commander and establish a formal command post if not already done.
- Establish as a minimum operational coordination with all command structures and build into a unified command as soon as possible.
- Establish staging and check in. Multiple sites might be required.
- Establish middle management- division, group strike team and task force supervisors/leaders.
- If resources are directly deploying, make sure middle management is building resource status / accountability around supervision.
- Use pre-built communications plans or build one immediately.
- Place a chief officer in dispatch as a Fire Resource Coordinating Officer (FRCO).

16.2.2 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 Incident Action Plan (IAP) is not required.
- The incident can be contained within the first operational period, often within a few hours after resources arrive on scene.
- Examples include a vehicle fire, an injured person, isolated power outage or a police traffic stop.

16.2.3 Type 4 Incident

Command Structure

- Incident Commander
- Initial responders and limited mutual aid use.
- Additional local responders may also include regional mutual aid programs.

Characteristics of the Incident

- May be handled in the first operational period but commonly will extend 12-24 hours in length.
- Staging, check-in, and basic logistics must be provided.
- Command and general staff functions are activated only if needed.
- Several resources are required to mitigate the incident such specialized units and subject matter experts.
- Mutual aid is utilized through local dispatch.
- The incident is usually limited to one operational period in the control phase.
- ICS 201 must be used as the early component of a written Incident Action Plan, and 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, hazardous materials incident, or a bomb squad investigation.

16.2.4 Type 3 Incident

Command Structure

- Incident Commander
- Initial responders
- Additional local responders
- Mutual Aid is close to being exhausted, and resource mobilization begins.
- Type 3 Incident Management Team may be utilized.
- Boulder EOC

Characteristics of the Incident

- Capability requirements exceed initial attack and multiple agencies become involved.
- The situation may be an incident of significance (community impact).
- Incident Command System positions will be added to match the complexity of the incident. Some or all the command and general staff, division or group supervisors and unit leader positions may be activated.
- Incident response is managed by an Incident Management Team or incident command 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 Boulder EOC will be activated and components of the Disaster Management System.
- A Joint Information Center or System may be established.
- The incident may extend into multiple operational periods.
- Mutual aid or state resource mobilization assistance will be required.
- Boulder Resource Mobilization Plan is now enforced.

- 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.

16.2.5 Type 2 Incident

Command Structure

- Incident Commander
- Initial responders
- Additional local responders
- Mutual Aid
- Incident Management Team is required.
- Boulder EOC
- State EOC, State Agencies & Regional Mutual Aid / State Resource Mobilization

Characteristics of the Incident

- This type of incident extends beyond the capabilities of local control and is expected to go into multiple operational periods.
- This is an incident of significance and may be a declared emergency or disaster.
- This type of incident may require assistance from multi-jurisdictional, regional, state and/or national resources to effectively manage the operations, command, and general staffing.
- Command and general staff positions are filled.
- The Boulder EOC & the State EOC are activated.
- A Joint Information Center or Joint Information System is established.
- A written IAP is required for each operational period.
- Many of the functional units are staffed.
- BODM is responsible for the incident complexity analysis on an all-hazard event and working with the incident management team on a wildfire incident complexity analysis.
- The Boulder Disaster Management System may be implemented at this time.
- The EOC Policy Group has overall oversight of the incident, County management briefings and the written delegation of authority.
- Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (guidelines only).
- Examples include large wildfires, acts of terrorism, flooding where a significant number of citizens are affected, or significant property damage has occurred.

16.2.6 Type 1 Incident

Command Structure

- Incident Commander
- Initial responders
- Additional local responders
- Mutual Aid
- Incident Management Team is required.
- Boulder EOC
- State EOC, State Agencies & Regional Mutual Aid / State Resource Mobilization
- Federal Agencies and National Mutual Aid- EMAC

Characteristics of the Incident

- This type of incident is the most complex, requiring national resources to manage and operate safely and effectively.
- The Boulder EOC is fully activated.
- The State EOC is activated.
- A Joint Information Center is established.
- All command and general staff positions are activated.
- Branches are established.
- BODM, working with field incident command, is responsible for the incident complexity analysis, overall oversight and coordination of the incident, county management briefings and contributing to the written delegation of authority.
- Use of resource advisors at the incident base is recommended.
- The incident has a significant impact on the County. Additional staff for office administrative and support functions are required.
- The Boulder Disaster Management System shall be implemented at this time.
- Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1,000.
- Examples include a major wildfire involving multiple structures, pandemic flu, or widespread hostile actions.

This type of incident does not necessarily drive the presence or need of a similar type of incident management team. The ability of the local incident management system to fulfill the management needs of the incident determines if an incident management team should be requested. The Colorado State Incident Management Team system can provide expertise through one of the four teams: Jefferson County, Northwest, Southwest, and Eastern Incident Management Teams. The Federal Interagency system can also provide Type 3 local dispatch center teams to Federal Type 2 and 1 team. FEMA provides incident support teams but only during an incident of national significance or Presidential disaster declaration. Access to these resources is made through BODM. Contact BODM through the Boulder Sheriff's Communication Center or the City of Boulder Police and Fire Dispatch Center.

Section 17: Disaster & Incident Management Concepts of Operations

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.

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

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

17.1 Disaster Management System

The Disaster Management System (DMS) is a capability that utilizes the concepts of emergency / disaster management principles, emergency support functions, incident command, incident management and area command functions. The DMS is scalable and applies the concepts of complex and adaptive system management to resolve the challenges and capability gaps of disasters or catastrophes when the ESF system is not adequate.

17.1.1 The core functionality of the DMS is centered around the following three concepts.

- A high degree of adaptive capacity- the DMS operates and thrives in non-equilibrium states (manage chaos), relies on ability to surge, and concentrate resources (develop capabilities and apply), and creates energy to establish operational lines of effort with direction, coordination, information, analysis / feedback, advanced planning, communication, staffing, and logistical support.
- Non-linear or non-traditional- The Boulder DMS drives the ability to escape doctrine and implement moderate changes within system inputs to make dramatic changes on system design and operations. This concept promotes a system that feeds the development and use of local capabilities and standards to address needs, gaps, structure, and mission during a disaster.
- Operates differently than a command-and-control environment (C2)- The DMS responds to information and stimuli based on data collection, situational awareness, and gap analysis to complete advanced planning to develop needed capabilities for the response. A clear difference is that incident management systems generally revolve around the core functions of Finance, Logistics, Operations, Planning and Safety applied to an incident working within a centralized command structure.

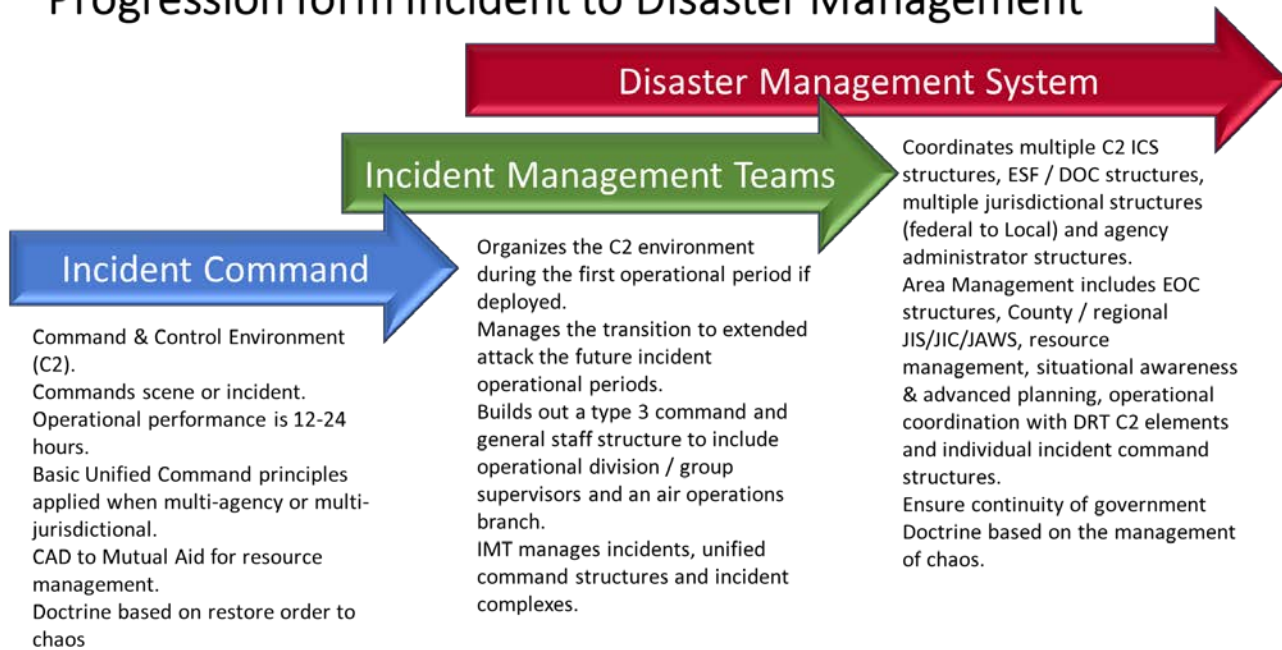
17.1.2 Activation of the Disaster Management System

- If there is a single disaster incident the Office of Disaster Management shall implement the EOC- Emergency Support Function model for response.
- If there are multiple disasters occurring at the same time, then a DMS assessment will occur by the ODM Director to determine the structure needed to manage the disasters.
- Indicators for the need to implement the DMS.
 - i. Operational response occurs for multiple and different disaster hazards (example is a pandemic, cyber-attack, and a wildfire).
 - ii. Long term disaster response, beyond a two-week period.
 - iii. Response organizations do not have the capacity to implement an incident management capability.
 - iv. There is a need to provide management to capabilities that deploy in response and are not under the police or fire incident command structure.
 - v. During any disaster response that involves infrastructure, public health, cyber-attacks, humanitarian crisis and mass fatality.
 - vi. 3 or more incidents that are occurring simultaneously and exceed local command and control capacity involving wildfires, hazardous materials, coordinated terrorist attacks, and severe weather (tornado & flash flooding).

17.1.3 The strategic priorities for the disaster management system are as follows.

- Ensuring coordination amongst multiple incident commands and supporting their operational needs.
- Providing decision makers with essential elements of information and impact assessments.
- Supporting other communities or jurisdictions if needed.
- Coordinating resources and ensuring resource scarcity issues are resolved.
- Developing situational awareness.
- Anticipating how an event may evolve or change and proposing alternative approaches and developing needed capabilities.
- Coordinating incident action plans into a centralized planning process.
- Joint information system management and informing the public.
- Providing coordination and policy direction from agency administrators.
- Create infrastructure to provide resource management capacity to include procurement, warehousing, supply chain management, tactical logistics and demobilization.
- Incorporate business operating structures into the disaster response structure with minimal intrusion.

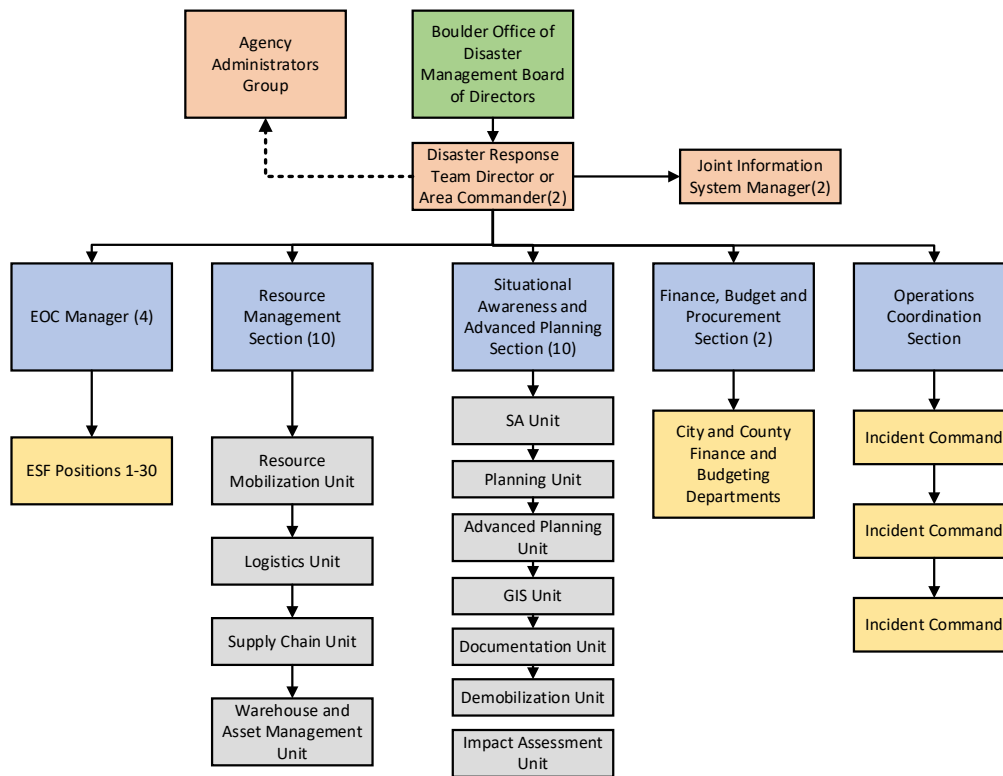
Progression from Incident to Disaster Management



17.1.4 DMS Concept of Operations

- Traditional approaches to large scale incidents and disasters are prone to pushing existing EOC/ESF capabilities and IMT capabilities beyond their design.
- Personnel in the DMS are trained and qualified to the local standard as approved by the ODM Board of Directors.
- A system that has rapid agility to expand with the disaster environment by creating an organization that can operate in a multi-layer capability environment is critical to being successful.
- The DMS is required when traditional incident management organizations are not present, cannot fulfill the needs of a disaster, or simply not an option due to availability or type of hazard.
- All disasters at some point de-escalate and do not require an EOC or IMT to manage, but covering the gaps in resource management, public information, coordination, and advanced planning may be all that is needed under a disaster business management structure.
- The presence of multiple disasters causes the need for an area command capability to function in environments that may have multiple incident commands, multiple incidents, wide agency administrator involvement, EOCs and even business management structures operating at the same time.
- The DMS can contract and expand as needed with the development of rapidly deployed capabilities under a concept that integrates concepts of area command, emergency support functions, incident management and emergency management.

Disaster Management System Base Organizational Structure



17.2 On-Scene Incident Management

- ICS forms the backbone of the Command and Management component of NIMS. ICS is 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.

17.2.1 Authority and Responsibility: during a disaster there are multiple organizations that have statutory authority to be in command, operational control or have legal responsibilities. The art of ICS is organizing interests within the Incident Command System that increases efficiency and coordination and drives down conflicts and competition. The Boulder EOP requires incidents to use the following design requirements of ICS implementation for all events in Boulder County.

- The Town, City or Special District that is jurisdictionally responsible will be Incident Command. The department assuming command responsibilities will be dependent on the nature of the incident (Fire, Police, Public Works & Health, Public Health, and Human Services depts. for example). If incident command is assumed by an agency

other than the authority having jurisdiction immediately command will be transitioned to the AHJ with an official transfer of command when it is safe to do so.

- The Boulder County Sheriff's Office (BCSO) is the Incident Commander for all law enforcement incidents within unincorporated areas, towns, or cities with legal agreements in place. Boulder Police and local police departments are responsible for incident command responsibilities within incorporated areas of their municipality or township.
- During search and rescue events regardless of capability and in wildfire events that exceed a special district's capabilities, the BCSO has a statutory responsibility by law for the coordination of response. For operational details refer to the SAR Annex & the Wildfire Annex for further details. Therefore, the BCSO and the town, city or special district that is jurisdictionally responsible will be in a Unified Incident Command structure.
- The standard for personnel to assume a role as an Incident Commander is based upon three credentials (1) local standard (ICS 100, 200, 300, 400, 700 & 800, G191 and local G-950 IC training required training course), (2) All-Hazards Incident Management Team Association (AHIMTA) incident command certification or (3) National Wildfire Coordination Group (NWCG) Incident Commander Standards Type III, II, & I.
- 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 these positions report directly to the Incident Commander / unified command. These positions will be staffed with subject matter expertise and or certification levels that specifically address the needs of the emergency. Incident command when creating these positions is delegating responsibility to the position to handle the event and will not interfere with operational decisions. Operations will develop plans and submit them verbally or in writing to incident command for approval before implementation.
- Other command and general staff positions must be trained to a local or recognized standard and are not required to be discipline specific to be utilized on an incident. Local standard for in county resources on the incident and incoming resources should be certified to the NWCG or AHIMTA standards of certification.
- The BODM Board of Directors has determined that when the EOP is activated, incident commanders shall meet the standards and operational positions shall be centric to the operational necessity to handle the incident. It is not required but preferred for the incident commander, general staff, and command staff to have experience related to the incident type or operational responsibility assigned.
- An organization maybe required or chooses to delegate authority under wildfire events as defined within the Boulder EOP or Annual Operating Plan (AOP).

17.3 ICS/EOC Interface

- When the EOC is activated, the incident command systems operating within Boulder County shall work to develop a strong interface with the Boulder EOC. The EOC opens due to the complexity of the incident increasing, evacuations being ordered, the need for resource mobilization, coordination with multiple disciplines and policy group involvement. The presence of a strong interface between these two critical structures is important to disaster coordination and support.

17.3.1 The following items are critical elements of an EOC/ICS interface, and every effort shall be made to provide the information as soon as possible.

- Command footprint- This is the physical area and facilities that the incident commander designates under their management. Operational areas or spaces outside of this footprint are managed by other governmental agencies or the EOC.
- Impacts- A list of impacts as best as can be described shall be provided for a timely creation of a disaster declaration, public information, and development of briefing information.
- Incident Command Structure- The name of the incident shall be provided, who is the incident commander and the structural positions in place provided in command staff, general staff and operational supervisory positions specifically branches and groups / divisions.
- Ownership & Response Authority- Provide ownership of the incident for example, private landowner, municipal, county, state, or federal land ownership. Also provide the response authority agency that also may be involved in the incident and considered an agency administrator consideration.
- Resources- Identify the resources committed if possible, staging areas, name and contact for staging area manager(s) and resource requests based on kind, type, quantity, location, and time.
- Communications- Provide the network names, frequencies, if possible, channels and cell phone numbers for the incident as based on incident documentation or the incident communications plan.
- Needs- Provide clear requests for information, coordination, policy direction, resources, problem resolution, logistics support, and Multi-Agency Coordination support.

17.4 Policy Group Support

- When a disaster occurs the integration of the affected community’s policy group is important to provide coordination, direction and advisement to all departments, incident commanders and EOC staff. Policy groups are comprised of elected officials, mayors, town administrators, city managers, commissioners, board members, legal teams, and department heads.
- As an incident occurs it is important to notify policy group members to explain the issues facing the community, focus on immediate requests or needs that involve the policy group and set up future meetings.
- Generally, the department heads are the first point of contact with a policy group and will inform the next level of authority. The City Manager, Town Administrator, Board President, or County Commissioner will need to interact directly with ODM is to declare a disaster or execute a delegation of authority. This can be done virtually or in person at the EOC or a designated site.

Policy Group Checklist

FACTS	
What is going on?	
When did the incident start?	
Where is it located or going?	
Who is responding or handling the problem?	

How long has this been going on and how longer will it occur?	
IMPACTS	
What is affected? (Lives property, infrastructure)	
Potential impacts?	
Consequences of impacts?	
Are measures working to control the disaster?	
ACTION STEPS	
Is the policy room prepared?	
Does the situational awareness section have a SIT report completed?	
Provide Situation Briefing	
Review EOP processes for the policy group.	
Have forms and determine if disaster declaration is needed?	
Contact legal advisor if declaration or delegation is going to happen?	
Explain the declaration process to the policy group and submit to the state.	
Provide written situational report	
Explain what policy directives are and open the conversation on determining policy group directives	
Record policy directives and provide to the EOC staff and Incident Command.	
Set-up next policy group meeting.	

17.5 Purpose and Scope of the Delegation of Authority

The purpose of the Delegation of Authority is for the IMT to manage the incident from objectives provided by the requesting Authority Having Jurisdiction (AHJ) (i.e., legal command and incident decision authority) to the recipient of the delegation, in this case to a designated Incident Commander (IC). The Delegation of Authority is a written delegation for management of the incident to the designated incident commander. Control and management of the incident will be in accordance with prescribed instructions and limitations.

17.5.1 The Delegation of Authority provides:

1. Delegation (from the Requesting Agency(s) having Jurisdiction) of full or partial responsibility and authority for incident management under prescribed terms and conditions.
2. Terms, conditions, and limitations of the authority granted.
3. Local policy (established in view of legal, financial, and political considerations).
4. Cost share agreement
5. Responsibility for evacuations
6. Public information
7. Resource ordering
8. Damage assessment
9. Information/GIS data sharing.
10. Delineation of line of authority (source of continuing local direction).
11. Special considerations for control and management
12. Direction for unified command.
13. Documentation requirements.
14. Direction for media relations and approval of releases.
15. Termination conditions.
16. AHJ administrators: In a wildfire the Division of Fire Prevention and Control is the AHJ for operational control and the Division of Homeland Security & Emergency Management (DHSEM) for consequence management and resource mobilization. During all-hazards incidents, DHSEM is the agency administrator for operational and consequence management for the State of Colorado.
17. Agencies needing to coordinate with command will appoint an agency representative.

A Delegation of Authority may only be granted by official action of the political governing body of the AHJ. However, it may by appropriate resolution, entrust the power to make that delegation to a specified jurisdiction official (e.g., city manager, mayor, police, or fire chief or Sheriff) upon certain conditions, thus assuring timeliness and continuity of effective management and control. For maximum effectiveness, a procedure for the timely granting of a Delegation of Authority should be in place as an emergency planning measure.

Understand that a Delegation of Authority is not an abdication of responsibility or authority, but rather a means of assurance in an unusual emergency setting by providing for an assignment with prescribed conditions and limitations. The authority granted must be broad enough to ensure that local policy and priorities can be effectively and feasibly implemented. Accountability must be provided for, limitations as to scope, time and/or incident may be included, and the power of review and termination retained in the Delegation of Authority. The delegation of authority process should not occur without involving county, municipality and special district agency representatives affected by the disaster. Any delegation of authority involving Boulder County, local municipality or the City of Boulder shall include the Office of Disaster Management Director. Delegations involving local fire districts, the Sheriff's Office and the Division of Fire Prevention and Control do not require the presence of the Office of Disaster Management.

During an all-hazards incident, delegations of authority are generally not executed and instead a disaster declaration is made. The political subdivision of government declaring must clearly articulate local capabilities exceeded and damage assessment. The political subdivision is requesting assistance from the County or State and resources provided and

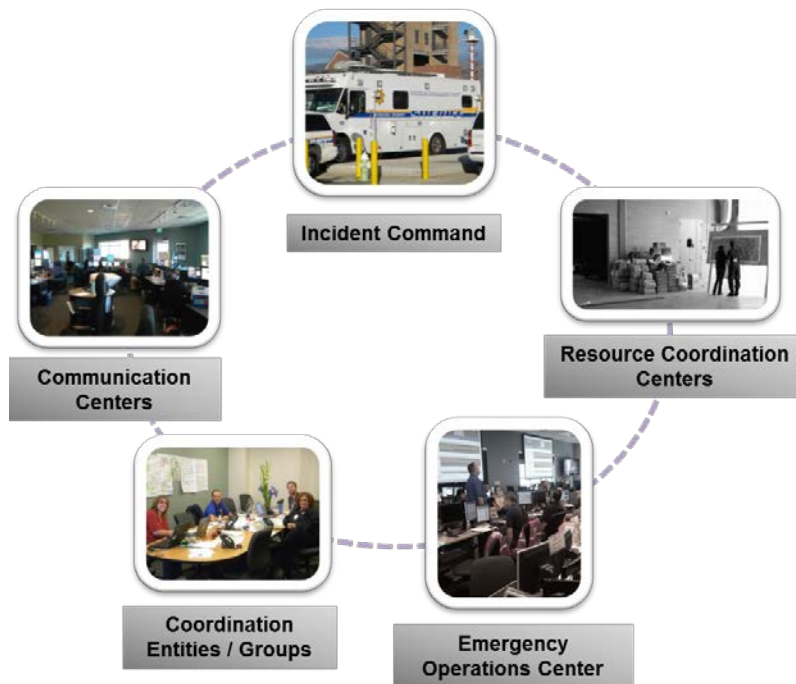
responsibilities assumed are made by agreement. The political subdivision of government never dissolves their legal statutory sovereignty and therefore continues to govern their town, city, or special district. The coordination or management of requests by local authorities to address lack of capacity, impacts or assistance shall be coordinated by the Office of Disaster Management for the City of Boulder and Boulder County with the established agency administrator group and BODM Board of Directors.

If incident complexity, duration or specialized incident management services are needed the Boulder Incident Management Team (BIMT) can be requested. The deployment of the team is pursuant to the inter-governmental agreement between the BODM Board of Directors and the BIMT. The team operates under the BIMT agency operational guidelines that define positional responsibilities, policies, and procedures. If jurisdictions affected are not covered under the standing MOU a delegation of authority with affected municipalities or special districts shall be executed.

Section 18: Boulder Multi-Agency Coordination System (MACS)

A key component of NIMS/ICS is the Multi-Agency Coordination System (MACS). As the name implies, MACS 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 the City of Boulder and Boulder County, the MACS activities will typically be conducted by the Boulder EOC.

As previously identified, the NIMS element of utilizing MACS is typically formed prior to use in the Boulder EOC facility. MACS is comprised of five critical elements that require coordination and are implemented during every emergency:



18.1 Elements of Boulder MAC Group

- Command- develops strategies and controls all the first responder resources needed to handle the emergency or disaster.
- Communications Centers- receives all 911 calls and dispatches resources to the emergency. In addition, communication centers initiate emergency notifications to the public.
- Emergency Operations Center (EOC)- supports all operations implemented during the disaster, coordinates communications, provides resource support, manages information, develops situational awareness, implements the DMS and provides policy management.
- Coordination entities and groups- are the emergency support functions (ESFs) of the EOC and organizations that provide support infrastructure.
- Resource coordination centers- are the entities that provide resource support when local resource capabilities are exceeded.
 - i. The Boulder MACS is operated under an EOC organizational structure utilizing ESFs, management functions and Disaster Management System Concepts.
 - ii. The following structure shall be followed when the MAC system is operated:
 - Policy Level Group (BODM Board of Directors, ODM Director, Legal Advisor(s), DHSEM)
 - Consists of agency representatives with decision-making authority.
 - Prioritizes critical resource allocations.
 - Provides policy direction.
 - Implementation Staff
 - Consists of department heads from the City and/or County to delegate or assign responsibilities to staff with functional or jurisdictional authority.
 - Implements multiagency coordination organization decisions.
 - Coordination Center
 - The Boulder EOC serves as the location from which to operate.
 - iii. Other entities within Boulder County such as Louisville, Lafayette, Erie, Nederland, the University of Colorado, and the City of Longmont also have emergency management programs and DOCs / EOCs from which they direct their organizations' activities. City and County departments are encouraged to develop Departmental Operational Centers (DOCs) as appropriate to facilitate their respective activities. In the event such DOCs are activated, they are to coordinate with the Boulder EOC through their respective ESF(s).
 - iv. The BODM serves as the principal point for initiating and coordinating local departments' assignments. The Boulder EOC provides governmental officials with a centralized location to analyze critical incident information facilitate the decision-making process and direct and control the response activities. If the disaster exceeds local capability the Boulder ODM EOC will assume responsibility for the municipality or special district upon request and agreement with the ODM Board.

18.2 The Boulder EOC is organized to provide all the following components:

- **Coordinate Communications:** Assure that all current contact lists, communication plans and rosters are maintained, and all entities are in communication and coordinating with one another.
- **Resource Management:** The EOC will fulfill all resource ordering and management activities unrelated to law enforcement, fire service and hazardous materials resources. If requested to execute law and fire resource ordering the EOC will utilize available systems and local processes to fulfill resource requests when asked.
- **Information Management:** During disasters information can be scarce, inaccurate, and overwhelming. The EOC is responsible for acquiring data from all available sources, ensure connections are viable with operational centers to acquire information and provide data mining, information aggregation and ultimately analysis for trend identification and forecasting.
- **Situational Awareness and Common Operating Picture:** Situational awareness is critical to maintain a current common operating picture of the disaster, awareness of actions and their effectiveness and to develop accurate decision making. The EOC is responsible for acquiring, maintaining, and preventing erosion of situational awareness over time or due to operational period transitions.
- **Policy Group Management:** The Boulder EOC is the principal center for policy group members to receive briefing information, advisory services, contingency planning, and policy group meeting facilitation.
- **Event Management:** The incident is a sudden disruption, but the consequence needs of the disaster creates planned events such as evacuation points, shelter sites, damage assessment teams, disaster assistance centers. These are significant events occurring within the community and the management responsibility of the EOC is to assign responsibilities to an ESF and (if not able) then assume operational control of the capability.
- **Operational Support and Coordination:** The Incident Command System and teams are very capable management systems. When their resource needs or operational needs exceed the incident management system's capability, the EOC is responsible for providing operational support to ensure deficiencies do not impede disaster response efforts.
- **Continuity of Government:** The EOC has excellent coordination participation from MAC members. This centralized coordination center is excellent for determining the Continuity of Operations (COOP) Plans in effect and the overall impacts to government services. The EOC is responsible for acquiring the information needed to determine the continuity of government services. A briefing will be made to the appropriate policy groups.

18.3 The EOC activates under the following levels:

- **EOC Staff-** used when an incident needs only section support or has potential for growth in size and complexity.

- Core Activation- basic services are provided with Situational Awareness and Resource Management Sections, along with essential Core ESFs that are involved regardless of the hazard type.
- Core (+) Activation- Core Activation entities with additional ESFs represented specific to the hazard.
- Full Activation- large disaster requiring all EOC elements to activate and operate for multiple operational periods.
- The EOC must be open within 1 hour of notification, start delivering partial capability within 2 hours of notification and achieve full operational capacity by 3 hours.

Please refer to the Boulder EOC Operations Manual for additional information on EOC activations.

18.4 MAC System provides the following functions when activated.

- Incident prioritization.
- Critical resource allocation.
- Communications systems integration.
- Information coordination.

18.5 The Boulder MACS provides support and coordination to incident command by:

- Making policy decisions.
- Establishing priorities.
- Resolving critical resource issues.
- Facilitating logistics support and resource tracking.
- Collecting, analyzing, and disseminating information.

18.6 Complex Incidents (Incident Complex and Area Command)

18.6.1 Incident Complex is utilized when multiple incidents occur at the same time and within a manageable geographic space.

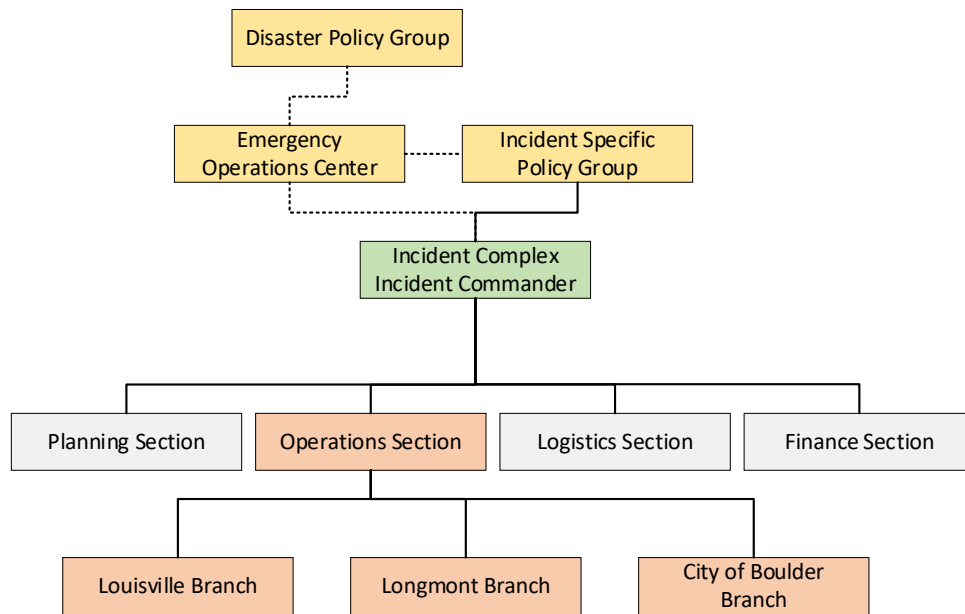
- Initiated through coordination of incident commanders because of a competition for resources, multiple operational periods or the need for full command and general staff positions are required but staff to expand roles in all command structures is not possible.
- A command and general staff shall be identified and installed.
- Once in position participating incident command structures shall shift to a designated branch structure within the incident complex command structure.
- The incident complex shall be demobilized only upon the completion of a demobilization plan based on turn back standards agreed upon by all branch directors.

18.6.2 In the event of multiple incidents within the county maintaining multiple incident command structures, a Disaster Management System or Area Command may be established to establish policies and priorities related to managing such a large-scale response.

- Coordinated messaging.
- Resource scarcity.

- Coordinated incident planning.
- Coordinate disaster facilities and incident management facilities.
- Multiple jurisdiction policy group coordination.
- Setting directives for incident commanders.

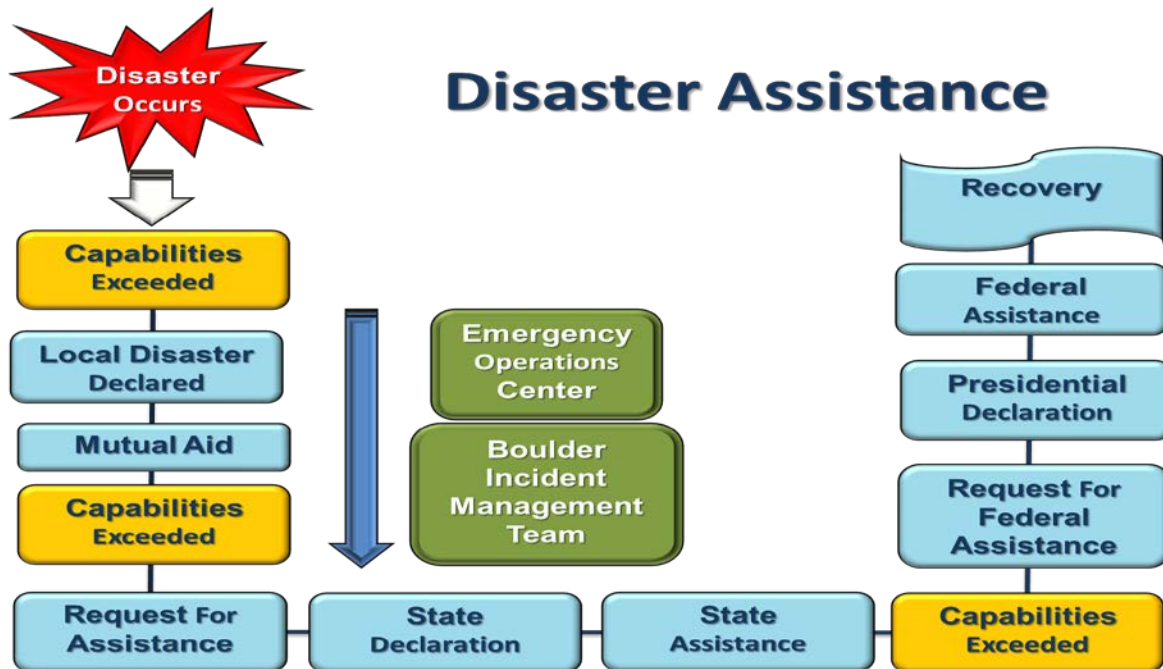
18.6.3 Widespread events such as severe weather affecting the entire City and/or County may require the use of an incident complex with a consolidated management system located in the EOC. Management of public information, resource mobilization and coordination of evacuations/sheltering shall be managed through EOC ESFs rather than multiple field level incident commands.



18.6.4 In such cases, it will be the responsibility of the Policy Group in the EOC to establish the appropriate ICS or DMS compliant management structure. During disasters that cause multiple incidents the Boulder Incident Management Team (IMT) should be used to execute incident complex structures and the Boulder EOC used to fulfill the usual coordination, multi-agency coordination, JIS management, deconflict resource scarcity, coordinate planning efforts. In disasters when the IMT is not used as an incident complex command structure, area command responsibilities can be assigned to the IMT. Notification of the Boulder IMT shall be executed by BODM or Sheriff's Fire Management Office.

Section 19: Resource Management

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 flowchart 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 in 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.

Wildland and fire centric incident resource needs should utilize the Division of Fire Prevention and Control resource management systems called surge, Colorado Mutual Aid System (CMAS) and Wildfire Immediate Needs Systems (WINS). Contacting the DFPC regional Battalion Chief or Resource Chief is the way to access the systems.

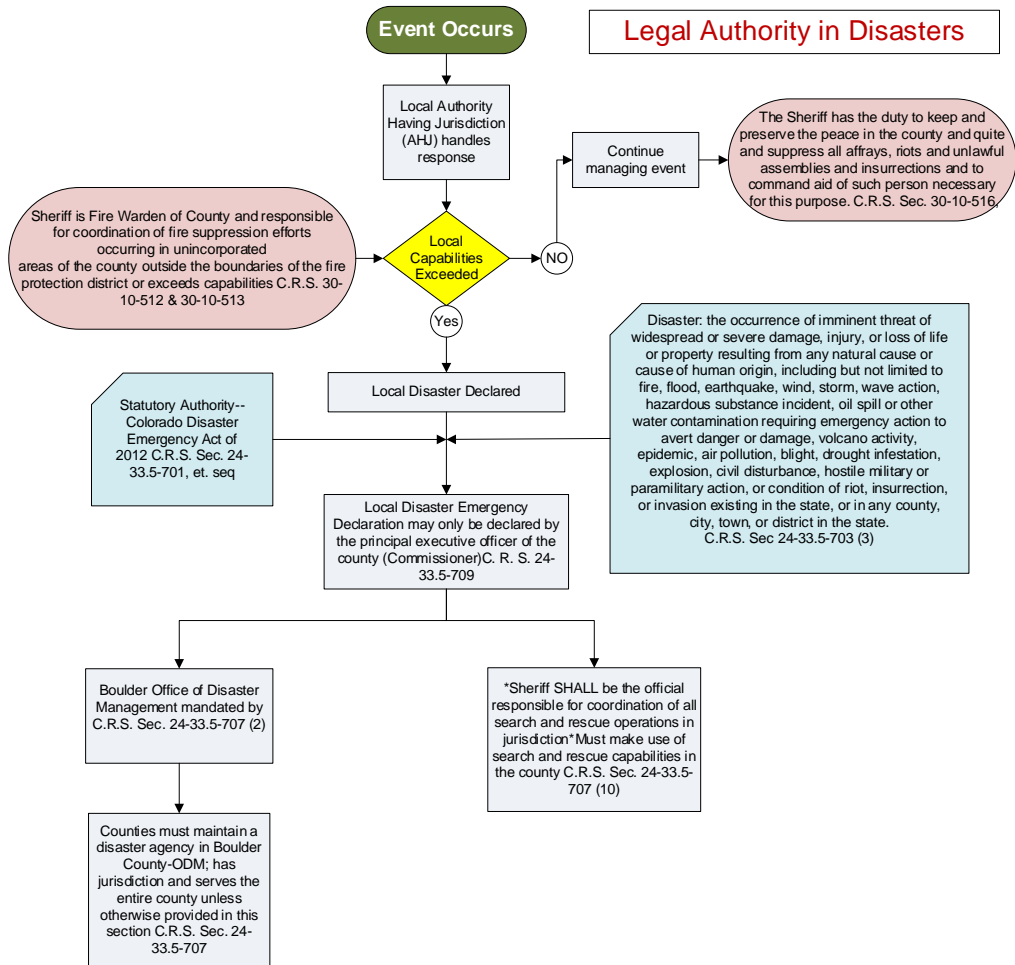
For further details, refer to the Resource Mobilization Annex of the EOP for a comprehensive understanding of resource management & mobilization within Boulder County.

19.1 Disaster Declaration Process- the following action steps shall be completed by organizations covered under this EOP.

- 1) Provide enough information that explains how all local resources and mutual aid resources are expended and the incident complexity exceeds their capability.

- 2) Provide preliminary level damage assessment information demonstrating impacts to life safety, economic vitality, housing, infrastructure, and environment.
- 3) The principal executive officer of the locality shall complete the BEOP General Disaster Declaration Form and submit it in form to the Boulder County Commissioner's Office for processing.
- 4) The BODM shall be made aware of the declaration and assist with the formation of a written disaster declaration agreement. The BODM shall also ensure that resources or responsibilities are acquired or operationalized per the agreement and within the specified timeline.
- 5) If the declaration is beyond the County's ability to aid, the BODM shall oversee the processing of the disaster declaration and submit it to the State Office of Emergency Management. The BODM shall facilitate any meetings or communications as needed to connect the Governor's Office to local elected officials.

Disaster Declaration Process Flowchart



Section 20: City of Boulder and Boulder County All-Hazards Levels of Readiness

The readiness levels in Boulder are influenced by National Weather Service advisories, watches and warnings, Mile High Flood Control District Flood Control District messages, the Department of Homeland Security and specific threat levels identified in operational emergency plans. Refer to the alert and warning annex for detailed explanation of the capabilities, processes, and systems.

The all-hazards preparedness system in the City and 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) Facility Emergency Plans, (2) Continuity of Operations (COOP) Planning, and (3) Continuity of Government Planning. Each concept fulfills a specific requirement that the City and County need to complete to withstand the effects of an emergency or disaster.

20.1 Facility Emergency Plans

Facility emergency plans are the specific actions that each building must successfully execute to ensure the safety of the employees residing within it. The critical elements of a facility emergency plan are as follows:

- All-Hazards Alert System
- Preparing for an emergency
- Emergency actions, evacuation, and hazard information
- Emergency forms
- Key staff personnel contacts
- Key staff Responsibilities
- Evacuation and relocation processes
- Attachments (i.e., important documents and maps)

Facility emergency plans should be specific to Boulder County and the City of Boulder buildings and do not supplant other plans that are required for regulatory requirements in specific City or County departments. It's recommended that facility emergency plans be updated and tested at least annually to ensure employee familiarity at required intervals. The recommended facility emergency plan format is located and stored on the WebEOC and is accessible to all City and County employees.

20.2 Continuity of Operations (COOP) Plans

COOP Plans should be implemented once all employees are safe and could be initiated as facility emergency plans are being executed simultaneously. For example, as employees are evacuating, preidentified COOP support and/or relocation personnel could be executing any of the following activities: (1) devolution responsibilities, (2) facility relocation (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 a simple to complex process depending on the portability of operations and time

allowed to execute the process. Relocation teams should be flexible and scalable in their response based on the situation. Reconstitution activities describe the personnel, actions and infrastructure needed to bring the operations of Boulder County and the City of Boulder back to the defined level of service. The relocation site should adequately support the operations and service level defined in the Continuity of Government plan. Reconstitution activities will support two definable objectives (1) emergency response support and (2) continuity of government 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. The recommended emergency plan format is located and stored in WebEOC and should be updated by departments yearly.

20.3 Continuity of Government Planning

Continuity of government is the principle of establishing defined procedures that allow Boulder County and the City of Boulder to continue essential operations in the event of an emergency or catastrophic event. Continuity of government planning is a series of policy decisions that establishes the critical services of Boulder County and/or the City of Boulder that need to be operational and defines the service level objectives. In addition, continuity of government planning addresses the timeline for additional services that may need to activate to create normal business activities in longer term events. Continuity of government planning should be initiated by the Policy Group of Boulder County and/or the City of Boulder and be scalable to the expectations of supporting emergency operations and community expectations.

The ability of the City of Boulder and Boulder County to effectively develop and implement each concept will build resiliency and sustainability of the City and County during an emergency or disaster. The integration of 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 planning activities be effectively communicated to the City Manager's Office, Boulder City Council, Office of the County Administrator, BODM policy group, and City and County Departments to permit decision-making on emergency notifications, COOP, and continuity of government planning in a timely and coordinated fashion. The completion of all three of these concepts will prepare for all hazards and ensure a robust capability within Boulder to respond to emergencies and continue services to the community.

Section 21: EOC Sections & Emergency Support Functions (ESFs)

21.1 ESF Functional Descriptions

When an emergency or disaster situation exceeds capabilities there are certain common types of assistance that are likely to be requested of the EOC. These common types of assistance have been organized into sections within the EOC. There are 30 Emergency Support Functions (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. ESF Annexes to the EOP specifically contain the mission, concepts of operation and responsibilities of specific functions. In a presidential declaration of an emergency or disaster, the EOC structure will work to coordinate with the State and Federal Agencies, who will often work through ESFs. Participating agencies, localities, City and County departments and support agencies should understand the relationship between the Boulder, State and Federal Emergency Support Functions.

- The BODM is responsible for the coordination, development, validation, adoption, and maintenance of the Boulder EOP.
- The BODM is responsible for coordinating the integration of a multi-agency response, although other agencies may act as the lead agency in certain hazard-specific scenarios.
- Participating agencies, localities, City and County departments and enterprises, and private and volunteer organizations are assigned to lead, secondary lead or supporting roles as related to the ESF and the development of the corresponding annexes. The responsibilities of each of these positions are:
- Primary - The Primary department/agency is responsible for planning, coordinating, and tasking support departments and agencies in the development of policies, procedures, roles, and responsibilities and requirements of the ESF and its operational requirements. The Primary Agency provides recommendations for ESF development and updates to the BODM. The Primary Agencies are identified in this plan and in each ESF. Normally the Primary Agency will assign a member of their own department to the BEOC when it is activated. If the Primary Agency is either unable to assign a coordinator or feels that a supporting agency representative is more appropriate, then the Primary ESF agency is responsible for making certain the position is filled. Some ESFs have more than one Primary Agency.
- Support - Certain principal components of some ESFs are clearly shared by participating departments, and enterprises or organizations other than the designated primary department. Support role functions will be assigned to volunteer and private organizations to provide disaster response or relief assistance.
- EOC staff training should be conducted on a continuing basis. Orientations, exercises, and sponsored training are sources for accomplishing this task.
- During increased readiness conditions, accelerated or refresher training for emergency operations staff and emergency response coordinators may be conducted by the BODM.
- ESF personnel are required to have BODM provided Web EOC training, EOC 101 Course, Boulder specific G191 EOC / ICS Interface, ICS 100, 200, 700, 800.

21.2 Emergency Support Functions and EOC Organizational Chart Descriptions

The EOP aligns with State and Federal plans, while addressing local needs and structure. To accommodate the divisions of authorities between the respective City and County departments, some ESFs have been sub-divided to correspond with those responsibilities. For example, ESF 8 deals with public health, but the ESF 8 Annex is sub-divided into public health, behavioral health, and the local healthcare coalition, and referred to broadly as ESF 8. That level of detail is addressed in the individual ESF Annexes and not necessarily in this ESF overview section of the EOP. The following is a summary of the ESF descriptions and primary agencies. Any or all of these may be activated during a disaster or emergency. The Boulder EOC Operations Manual describes the different activation levels and standards.

ESF 1: Transportation

ESF 1 is designed to provide transportation support to assist in incident management. Functions include processing and coordinating requests for transportation support as directed under the EOP and coordinating alternate transportation services and/or equipment for affected populations. The

ESF 1 Annex addresses the specific transportation capabilities, roles, and responsibilities of ESF 1 staff.

Primary Agencies:

- City of Boulder Public Works – Transportation and Mobility Department
- Boulder County Community Permitting & Planning Department
- VIA Services

ESF 2: Communications

The scope of the ESF 2 Annex includes all technical aspects of communications required in support of the BEOC and all City and/or County agencies involved with response to an incident. Communications support includes telephone (911 and non-emergency, landline and wireless), voice and data radio communications, computer LAN and internet communications, and public warning systems (to include the outdoor warning siren system).

BCARES (Boulder County Amateur Radio Emergency Services), identified as ESF 2A within ESF 2 provides digital video, UHF, VHF, and specific communications support during a disaster. The specific site of functional support BCARES provides are shelters, damage assessment, incident videography and coordination with established radio networks.

Primary Agencies:

- City of Boulder IT Department
- Boulder County Sheriff’s Office - Computer Support and Technical Services
- Boulder County IT Department

ESF 3: Public Works

ESF 3 is structured to provide public works/public utilities and road and bridge related support for the changing requirements of incident management, to include preparedness, prevention, response, recovery, and mitigation actions. Public utilities include city-provided water, wastewater, and stormwater/flood systems and infrastructure. Activities within the scope of this function include conducting pre-and post-incident assessments public infrastructure and reporting damage; executing emergency contract support for life-saving and life-sustaining services; providing technical assistance to include engineering expertise, construction management, contracting and real estate services; providing emergency repair of damaged infrastructure and critical facilities; recovery programs including coordinating the restoration and recovery of the transportation and public utility infrastructure; and coordinating and supporting prevention, preparedness and mitigation among transportation and public utility infrastructure stakeholders at the local and State levels.

ESF 3 provides the timely coordination of debris management operations during emergency response and recovery. ESF 3 works closely with ESF 14 Damage Assessment during incident stabilization. During recovery, debris management strategies include sorting, recycling, reducing and strategies for removal, management, and disposal.

Primary Agencies:

- Boulder County Public Works Department - Road Maintenance Division
- Boulder County Public Works Department- Resource Conservation Division
- City of Boulder Public Works Transportation- Transportation Department

- City of Boulder Public Works – Utilities Department

[Note: There is no **ESF 4** under the existing Boulder EOC organizational structure. Firefighting was previously identified as ESF 4 in previous versions of the EOP but has been combined with law enforcement under ESF 13 and reclassified as “Public Safety”]

ESF 5 Situational Awareness

The goal of the Situational Awareness Section is to spot and anticipate gaps as they arise, allow time to adjust and deal, and reduce exposure and risk by making connections both within the EOC and outside entities. ESF 5 tasks include briefings, updating the WebEOC significant events board, complexity analysis, mapping, EOC internal notifications, and documentation, transition, and demobilization activities. ESFs 11, 14, 20, 22, 25, 26, 27 and 28 all report updates through the Situational Awareness Section Chief.

Primary Agency:

Boulder Office of Disaster Management

ESF 6: Mass Care

ESF 6 provides overall coordination of shelter, feeding, disaster welfare information, distribution of emergency relief items, and other human services activities to support the unmet needs of the community in response to and recovery from a disaster.

Primary Agencies:

- City of Boulder Housing & Human Services Department
- Boulder County Community Services Housing & Human Services Departments
- Red Cross
- Salvation Army

ESF 7: Resource Management

The Resource Management Section is responsible for resource ordering and coordination for the incident, event management structures, and any EOC resource support needed. The section also handles facility contracts, supply chain and transportation of resources, statewide resource tracking and coordination with local, state, and federal cooperators; equipment and overhead demobilization, and coordinates with finance and administration staff to ensure timely and accurate payment/reimbursement of vendors and partners.

Primary Agency:

Boulder Office of Disaster Management

ESF 8: Public Health

ESF 8 coordinates local response to public health needs, including medical, behavioral, and environmental health issues for all-hazards incidents, and anticipates recovery support needs. ESF 8 has one overarching objective in a disaster—assuring the ongoing health of the community. This is achieved by ensuring the availability of adequate and appropriate healthcare, protecting the existing medical infrastructure so that it can continue to provide that care, and preventing exposure to harmful agents ranging from household hazardous wastes to mold.

Primary Agencies:

- Boulder County Public Health (BCPH)
- Mental Health Partners
- Boulder County Health and Medical Response Partnership (HAMR)

ESF 9: Search & Rescue

The mission of ESF 9 is to support search and rescue field operations, assist with resource ordering for search and rescue, provide subject matter expertise, and contribute to and maintain situational awareness.

Primary Agency:

- Boulder County Sheriff's Office - Emergency Services

ESF 10: Hazardous Materials

ESF 10 provides for a coordinated response to actual or potential hazardous materials incidents with the local Designated Emergency Response Agency (DERA). ESF 10 includes the appropriate response and recovery actions to prepare for, prevent, minimize, or mitigate a threat to public health, welfare or the environment caused by actual or potential hazardous materials incidents. Hazardous materials addressed under the EOP include chemical, biological and radiological substances, whether accidentally or intentionally released. These include certain chemical, biological and radiological substances considered to be weapons of mass destruction.

Hazardous materials incident response is carried out in accordance with the Intergovernmental Agreement, Boulder County Hazardous Material Response Plan, (2007, as amended). The Boulder EOP implements the response authorities and responsibilities created by the Comprehensive Environmental Response, Compensation, and Liability Act (EPCRA), and the authorities established by Section 311 of the Clean Water Act, as amended by the Oil Pollution Act.

Primary Agency:

- Boulder County Hazardous materials Authority
- Boulder County Public Health - Environmental Emergency Response Team

ESF 11: Natural Resources & Agricultural Protection

ESF 11 provides for coordination of response, mitigation and recovery efforts related to the food and water supply and natural resources. ESF 11 also evaluates the need for debris management on publicly owned open space during a disaster. ESF 11 coordinates with Federal Lands, U.S Forest Service, Bureau of Land Management and State Forest Service.

Primary Agencies:

- City of Boulder Public Works and Open Space & Mountain Parks Departments
- Boulder County Community Permitting & Planning and Parks & Open Space Departments

ESF 12: Energy & Utilities

ESF 12 collects, evaluates, and shares information on energy and utility system damage and estimations on the impact of system outages within affected areas. The term “energy” includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy systems and system components. ESF 12 also is responsible for working with regulatory bodies and providers of fuels for heating and transportation.

Primary Agencies:

- Xcel Energy

ESF 13: Public Safety

ESF 13 provides a mechanism for coordinating and providing support to local authorities to include non-investigative/non-criminal law enforcement, firefighting, public safety and security capabilities and resources during potential or actual incidents of significance. ESF 13 capabilities support incident management requirements including force and critical infrastructure protection and firefighting activities. It outlines provisions for personnel, equipment, and supplies in support of agencies involved in firefighting and law enforcement operations.

Primary Agencies:

- City of Boulder Police and Fire Departments
- Boulder County Sheriff’s Office – Jail Division
- Boulder County Fire Agencies
- Boulder County Parks and Open Space Rangers
- City of Boulder Open Space and Mountain Parks Rangers

ESF 14: Impact Assessment

ESF 14 Damage Assessment assesses the nature and extent of the damage incurred by a disaster. Damage assessment evaluates damages to the public and private sector within an impacted area in support of response and recovery efforts from a local disaster.

Primary Agencies:

- City of Boulder Planning & Development Services Department
- Boulder County Community Permitting & Planning Department

ESF 15: External Affairs

ESF 15 coordinates actions necessary to provide the required external affairs support to local incident management elements. The ESF 15 annex details the establishment of support positions to coordinate communications to various audiences. ESF 15 applies to all participating agencies, City and County departments, localities and enterprises that may require public affairs support or whose public affairs assets may be employed during a disaster. ESF 15 provides the resources and structure for implementation of the EOP. Incident communications actions contained in the EOP are consistent with the template established in the NIMS.

Primary Agencies:

- Boulder ODM- JIS Management & ESF Preparedness.
- Boulder County Sheriff's Office – Lead ESF Response Agency for County Incidents.
- City of Boulder Communications Department- Lead Response Agency for City Incidents.
- Office of the County Administrator- ESF 15 resource support during activations.

ESF 16: Education & Public Schools

ESF 16 coordinates actions necessary to provide the required support from school districts and higher education institutions. This ESF has support resources for transportation, mass care, medical, utilities and staffing. The schools in our community are also considered to be an important part of the local infrastructure and are critical to the community's ability to recover quickly from a disaster.

ESF 16 provides a vital link between all schools and higher education operations centers during a disaster. A representative from one of the ESF coordinators is responsible for the coordination and support during an incident by staffing ESF 16 in the Boulder EOC. The ESF 16 mission is to establish and maintain connection with ESF 16 members, collect information, communications, and process requests for transportation, sheltering and mass care. ESF 16 due to its multiple missions has a requirement to organize and operate under its own ESF structure to maintain its primary mission and support disaster response.

Primary Agencies:

- Boulder Valley School District
- St. Vrain Valley School District
- University of Colorado - Boulder

ESF 17: Communications Centers

Communications centers during disasters are the first point of contact for the community and important to the collection of hazard information, dispatching of critical resources and providing information to the community in the form of public warnings. ESF 17 provides a vital link between all Public Safety Access Points (PSAPS) in Boulder to coordinate the mission tasks between centers and response organizations.

ESF 17 coordinates information and actions amongst all public safety answering points (dispatch centers) during a disaster. All resource ordering is performed through the dispatch centers until it is delegated to the EOC with a "Delegation of Resource Ordering Responsibility" form. ESF 17 provides emergency warning, information, and guidance to the public. It facilitates the

requirements and resources needed to provide backup capability for all means of communications. ESF 17 describes the procedures to activate the Emergency Mass Notification System, and can communicate directly with the National Weather Service, as needed, including launching an Emergency Alert System message.

Primary Agencies:

- City of Boulder Police and Fire Communications
- Boulder County Sheriff’s Office Communications Center

ESF 18: Emergency Medical Services

ESF 18 coordinates actions necessary to provide emergency medical services during a disaster. ESF 18 works with local hospitals, public health officials and BEOC to coordinate the care and transportation of the sick and injured. In addition, ESF 18 coordinates EMS resources with ESF 17 – Communications Centers to acquire resources needed to manage the medical response to an incident.

ESF 18 provides a vital link between all emergency medical service providers, healthcare facilities and equipment caches within Boulder County, the North Central Region, and the State of Colorado.

Primary Agency:

- American Medical Response (AMR)
- Boulder County Fire Agencies with advanced life support capabilities

ESF 19: Volunteer & Donations Management

ESF 19 coordinates communications concerning volunteers and donations and provides a vital link between Boulder County and City of Boulder voluntary organizations active in disaster (VOADs), non-governmental organizations (NGOs), and faith-based organizations (FBOs) to manage volunteers during response and initial recovery phases of a disaster. This includes recruitment of ESF19 staff, management of spontaneous and unaffiliated volunteers, and sharing volunteer information and donations offers.

Volunteer Management is to track and communicate offers of spontaneous and unaffiliated volunteers during response and recovery efforts of a disaster in Boulder County. The purpose of Donations Management is to coordinate and manage donations in Boulder County. This includes messaging to limit spontaneous donations and encouraging monetary and appropriate donations.

Primary Agencies:

- Boulder County Housing & Human Services and Community Services Departments
- City of Boulder Communications & Engagement Department

ESF 20: Open ESF Slot

Primary Agencies:

ESF 21: Animal Management

ESF 21 provides services to all animals (owned, stray, domestic or wild) impacted by emergencies, including animals that are incapable of being cared for by their owners or are a danger to themselves or the public. Essential tasks include rapid assessment, animal evacuation, animal search and rescue, animal control and stray management, transportation of animals, animal sheltering, animal care, emergency veterinary care, animal disease prevention, and animal/owner reunion and recovery.

Primary Agencies:

- Boulder Police Department – Animal Protection
- Boulder County Sheriff’s Office – Animal Control

ESF 22: Cultural Resources & Historic Preservation

ESF 22 evaluates historical sites that are possibly affected by the disaster and coordinates with the local and state historical preservation organizations to limit the impacts on these sites. ESF 22 also completes an assessment of the disaster area to identify historical and cultural sites, areas, buildings and environmental locations for damage assessment, impact, emergency protective actions required.

Primary Agencies:

- City of Boulder Planning and Development Services Department
- Boulder County Community Permitting & Planning Department

ESF 23: Community Engagement

ESF 23 coordinates the process for determining if community engagement is necessary, develops a plan and supports community engagement activities beginning with response and into recovery. Activities of community engagement are.

- Work with damage assessment to identify affected community sectors in need of possible community engagement services.
- Identify the community leaders within the affected sectors and begin engagement with them to solicit their input on practices, procedures, process, and final approval of actions.
- Develop a community engagement action plan based around these outcomes.
- Develop resources, facilities, and personnel to execute the process.
- Coordinate with EOC structures that are involved in the community engagement mission. Policy group, legal, PIOs and ESFs (6, 8, 19, 3, 13, for example)
- Prepare to continue the process or transition to recovery structure based upon recovery policy group for the county and policy steering committee for the City of Boulder.

Primary Agencies:

- City of Boulder Communications & Engagement Department
- Boulder County Commissioner’s Office – Office of Sustainability, Climate Action & Resilience

ESF 24: Coroner

The Coroner's Office investigates all sudden and/or unattended deaths throughout the county. Through an investigation, a determination is made as to the cause and the manner of death.

The Coroner's Office is responsible for:

- Identification of the deceased.
- Notification of a death to the family.
- Performing autopsies.
- Initiation of the death certificates.
- Providing mortuary information to help in facilitating final arrangements.
- Testifying in civil and criminal proceedings.
- Distributing accurate and timely information to family members, health care professionals, insurance companies, and the public through the media and news releases.
- Support mass fatality incidents by expanding the capabilities normally conducted by the coroner.
- Report to the EOC Manager information, resource needs and coordination efforts between other ESFs.
- Coordinate with law enforcement on death investigations and death notifications.

Primary Agency:

- Boulder County Coroner's Office

ESF 25: Meteorology

ESF 25 provides meteorological support to the City and County. The services are used for forecasting, predictive modeling, weather reporting, and climatic influences. ESF 25 during an emergency works closely with the BEOC to create and initiate public warning messages and anticipate impacts based on historical data and meteorological projections.

Primary Agencies:

- National Weather Service
- Mile High Flood District

ESF 26: GIS/Mapping

ESF 26 provides all Geographic Information Systems services during an activation including data development, map production, and support for public information mapping applications for the community. ESF 26 collaborates with other agencies who may possess relevant GIS data.

Primary Agencies:

- City of Boulder IT Department
- City of Boulder Open Space & Mountain Parks Departments
- City of Boulder Planning and Development Services
- City of Boulder Parks and Recreation Department
- City of Boulder Public Works Department, Utilities
- Boulder County IT
- Boulder County Community Permitting & Planning Department
- Boulder County Public Works Department
- Boulder County Assessor's Office

ESF 27: Business & Economic Vitality

ESF 27 provides the business community in Boulder County with situational awareness during disasters. ESF 27 helps identify resources for economic disaster response and recovery, helping to make connections between public and private sector services. ESF 27 specifically looks to identify areas affected, infrastructure impacts, road closures, evacuation zones and re-entry and site access control information. ESF 27 can be used to request damage assessment from affected communities for use in response and assessment for recovery structure.

Primary Agencies:

- City of Boulder Community Vitality Department
- Area Chambers of Commerce

ESF 28: Water Resource Infrastructure

ESF 28 provides subject matter expertise and situational awareness about drinking water supplies, water infrastructure, and potable (treated) water in Boulder County. Disasters can contaminate source waters, damage water delivery and treatment infrastructure, and contribute to drinking water treatment issues (including boil, do not drink, or do not use, water orders). ESF 28 engages key land and resource managers to evaluate risks and impacts to water resources.

Primary Agencies:

- Boulder County Public Health – Water Quality Program
- City of Boulder Public Works – Utilities Department
- Northern Colorado Water Conservancy District
- St Vrain & Lefthand Water Conservancy District
- Denver Water

ESF 29: Cybersecurity

ESF 29 provides subject matter expertise and serves as a liaison to the entity responsible for responding to a cybersecurity incident that is impacting systems within the City of Boulder or Boulder County. ESF 29 also maintains situational awareness of cybersecurity incidents and assists with coordination activities with other agencies who may possess applicable cybersecurity resources.

Primary Agencies:

- City of Boulder IT Department
- Boulder County IT Department

ESF 30: Call Center

An emergency call center is utilized to absorb the influx of calls from the community during a disaster. During non-activation times or “peace time,” the Office of Disaster Management will coordinate the recruitment, training, and development of the call center team. During emergency activations of the call center, the team will report directly to the EOC Manager. The services are used by impacted community members during a disaster to obtain information, ask questions, report impacts and inquire about services.

Primary Agencies:

- Management provided by the Office of Disaster Management.
- Staffing provided by City and County employees.

Finance Staff

City of Boulder and Boulder County Finance staff are responsible for procurement, payroll, contracts, purchase orders, time keeping, invoicing, and coordinating purchasing. Finance is also responsible for building processes and ensuring documentation are put in place to ensure reimbursement at the local, state, and federal levels.

Recovery Office

The Recovery Office was established for the disaster and provides the framework for the City and County to coordinate the multi-agency, multi-jurisdictional response to an incident affecting part or all of Boulder County. The policies and concepts in the City of Boulder and Boulder County Recovery Plans apply to appropriate agencies, City and/or County departments and enterprises following a disaster that affects the long-term recovery of the community. 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.

21.3 Functional Support Annexes

The EOC Operational Annexes provide the framework for Boulder County, City of Boulder, support organizations and the private sector to coordinate and execute the common functional processes and administrative requirements necessary to support an efficient and effective incident operation.

21.3.1 EOC Operations Manual- Describes the operating system for the EOC during activations. Procedures on the process for developing policy guidance on issues related to standards of care, regulatory standards, building codes, planning review processes, codes, and ordinance modification during disasters.

21.3.2 Situational Awareness Section Annex- Describes the systems used to obtain and maintain resources status tracking, situation awareness, common operating picture maintenance, damage assessment, documentation, technical expertise, and GIS support.

21.3.3 All-Hazards Resource Mobilization & Management Plan - provides clear and concise direction for resource mobilization and management of resources and defines the process for locating, ordering, and moving resources to Boulder County to assist with disaster response when regional resources or specialized resources are required.

21.3.4 Financial Management Annex- Addresses issues such as emergency purchases, rentals and cost tracking and reimbursement.

21.3.5 The Damage Assessment Plan- Defines the phases of damage assessment and the processes and procedures to complete primary, secondary, and tertiary damage assessment phases.

21.3.6 Public Alert & Warning Plan- The alert and warning plan provides the structure of the alert and warning system, roles and responsibilities and overall process for operation of the systems.

21.4 Operational Annexes

The Operational Annexes are hazard-specific that address some of the unique aspects related to specific threats. They describe the situations, concept of operations, responsibilities, unique positions of authority and special actions that may be appropriately applied to support the incident under the Boulder EOP. Additional annexes will be added related to other hazards as the Plan is updated in future years.

- Cybersecurity
- Severe Weather
- Hazardous Materials
- Search and Rescue
- Wildfire

21.4 Continuity of Government Annexes

Continuity of Government Annexes encompass all site-specific Facility Emergency Plans (FEP) and department-specific Continuity of Operations (COOP) Plans within the City of Boulder and Boulder County governments. FEPs help facilitate and organize employer and employee actions during workplace emergencies. COOP Plans within individual departments or offices ensure their mission essential functions continue to be performed during or after an emergency. Additional information regarding Continuity of Government operations is detailed in Section XXI of this Plan.

Section 22: Continuity of Government

22.1 General

- Incidents of significance can interrupt, paralyze, or destroy the ability of local and State government to carry out their executive, legislative and judicial functions. Therefore, it is important that each level of government build the capability to preserve, maintain and reconstitute its ability to function under the threat, or actual occurrence of, any major or catastrophic disaster that could disrupt governmental operations and services.
- Effective and responsive emergency operations are inseparable from the concept of continuity of government. The Colorado Division of Homeland Security and Emergency Management (DHSEM) is responsible for the state's comprehensive emergency management program which supports local and state agencies. The State's comprehensive emergency management program identifies two important factors for assuring continuity of government at the local and state level: First, have well defined and understood lines of succession for key officials and authority. Second, preserve records that are essential to the effective functioning of government and for the protection or rights and interests of the citizens.
- The City of Boulder and Boulder County have developed their own continuity of operation plans that establish policy and guidelines to ensure the execution of the mission essential functions if an emergency threatens or incapacitates operations and for the relocation of personnel and functions to an alternate site.

- It is the duty of the Boulder City Manager's Office and the Office of the County Administrator to direct city or county departments to prepare and keep current all continuity of operations plans. The BODM will provide support and guidance to departments in the preparation of the continuity of operation plans.

22.2 Preservation of Essential Records

Protection of essential City and County records is vital if government and society are to resume functioning after a major catastrophe or national emergency. Essential records and documents which require safeguarding fall into three (3) general types:

- Records that protect the rights and interests of individuals such as vital statistics, land and property records, financial and tax records, election records, license registers, and articles of incorporation.
- Records required for effective emergency operations such as plans, procedures, resource inventories, lists of succession, maps, memorandums of understanding, agreements, and lists of regular and auxiliary personnel.
- Records are required to re-establish normal governmental functions and to protect the rights and interests of government such as laws, rules and regulations, official proceedings, financial and court records.
- The selection of the records to be preserved rests with the official rendering the service involved or with the custodians of the records.
- These decisions should be made in concert with the organization's overall plan for determination of value, protection, and disposal of records. The records should be housed in the safest possible location.
- Administration, Logistics and Mutual Aid

22.3 Administration

During an emergency or disaster, City and County government shall determine what normal administrative procedures/resolutions/ordinances shall be suspended, relaxed, or made optional to prevent unnecessary impediment of emergency operations and recovery activities. Such action should be carefully considered, and the consequences should be projected realistically. Any City and County government departure from the usual methods of doing business will normally be stated in the request for an emergency or disaster declaration, or as specified in the Plan and its supporting documents. (Reference Continuity of Operations Plans)

22.4 Finance

- A major disaster or emergency may require the expenditure of large sums of City and County funds. Financial operations may be carried out under compressed schedules and intense political pressures, which will require expeditious actions that still meet sound financial management and accountability requirements.
- State financial support for emergency operations shall be from funds regularly appropriated to agencies, City and County departments and enterprises. If the demands exceed available funds, the City and County may make additional funds available from the Emergency Fund. If funds are insufficient, City and County may grant authorization

to transfer and expend moneys appropriated for other purposes under a declared emergency or disaster.

- Participating agencies, localities, City and County departments and enterprises designated as lead agencies in the Boulder EOP are responsible for organizing their functional activities to provide financial support for their emergency support operations. Each department is 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.
- The City of Boulder and Boulder County, including all applicable departments, are responsible for documenting all emergency or disaster related expenditures using generally accepted accounting procedures. Localities participating in this plan are responsible for documenting all emergency or disaster related expenditures using generally accepted accounting procedures. All expenditure and procurement transactions must follow Federal Emergency Management Agency (FEMA) guidelines. Each City and County department or enterprise and locality must exercise proper oversight throughout the course of the incident to maintain logs, records, receipts, invoices, purchase orders, rental agreements, and all other applicable documentation. Proper documentation is necessary to support claims, purchases, reimbursements, and disbursements. Recordkeeping is necessary to facilitate closeouts and to support post recovery audits, which can be a lengthy process.

22.5 COOP Plan Template

22.5.1 Continuity of Operations (COOP) Plans (See WebEOC for a template)

COOP plans should be implemented once all employees are safe and can be initiated as facility emergency plans are being executed simultaneously. For example, as employees are evacuating a facility for an emergency, the critical COOP personnel will respond per the plan which includes the following activities: (1) devolution responsibilities, (2) relocation teams (3) reconstitution activities and (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 a simple to complex process depending on the portability of operations and time allowed to execute the process. Relocation teams should be flexible and scalable in their response based on the situation. Reconstitution activities describe the personnel, actions and infrastructure needed to bring the operations of Boulder County and the City of Boulder back to the defined level of service. The relocation site should adequately support the operations and service level defined in the Continuity of Government plan. Reconstitution activities will support two definable objectives (1) emergency response support and (2) continuity of government 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. The recommended emergency plan format is located and stored in WebEOC and should be updated by departments yearly.

22.5.2 Continuity of Government Plan

Continuity of government is the principle of establishing defined procedures that allow Boulder County and the City of Boulder to continue essential operations in case of an emergency or catastrophic event. The continuity of government plan is a series of policy decisions that establishes the critical services of Boulder County that need to be operational and defines the service level objectives. In addition, the continuity of government plan addresses the timeline for additional services that may need to activate to create normal business activities in longer term events. The continuity of government plan should be created by the policy group of Boulder County and be scalable to the expectations of supporting emergency operations and community expectations.

The ability of the City of Boulder and Boulder County to effectively develop and implement each concept will build resiliency and sustainability of the county during an emergency or disaster. The integration of 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 City Manager's Office, Boulder City Council, County Commissioner's Office, BODM policy group, and the County Administration Offices to permit decision-making on emergency notifications, COOP, and continuity of government in a timely and coordinated fashion. The completion of all three of these concepts will prepare for all hazards and ensure a robust capability within Boulder to respond to emergencies and continue services to the community.

Section 23: Logistics & Resource Mobilization

23.1 General (See Boulder Resource Mobilization Plan)

Resource mobilization shall be conducted during incidents in accordance with the Boulder County Resource Mobilization Plan.

- The BODM and the EOC Resource Mobilization Section will facilitate logistical support for City and County emergency operations and, if required, sleeping, and feeding facilities for EOC staff.
- The BODM and the Resource Mobilization Section shall implement established resource controls and determine resource availability, including source and quantity of available resources. Further, they shall keep the EOC advised of any anticipated shortfalls in resources required to support an incident operation and develop solutions for resource inadequacies or short falls.
- BODM and ESF positions will develop and maintain a current database of locally available resources and their locations. The database should include public and available private equipment, and personnel with special technical skills.
- All fire, law, EMS, and hazardous materials response resources shall be ordered via the local 911 CAD system, Colorado Mutual Aid System, DFPC and DHSEM State EOC Logistics Section unless local incident commanders request the EOC to mobilize resources.

23.2 Mutual Aid Agreements

No single local jurisdiction will have all the personnel, equipment and materials required to cope with a major emergency or disaster. Necessary additional assistance may be rendered through mutual aid agreements that provide for obtaining additional resources from non-impacted inter/intra-jurisdictional governmental agencies and other organizations. Mutual aid agreements are an essential component of emergency management planning, response, and recovery activities. These agreements can significantly increase the availability of critical resources and improve response and recovery efforts. It is the responsibility of local government and localities to ensure that local emergency operations plans contain adequate provisions for the rendering of and the 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 are signatories to the State Intergovernmental Agreement for Emergency Management.

23.3 Compacts

Colorado is a member of the Emergency Management Assistance Compact (see § 24-60-2902 C.R.S.). The Emergency Management Assistance Compact is administered by the National Emergency Management Association. Any member state may request Emergency Management Assistance Compact assistance when the Governor of the affected state has declared a state of emergency. When a state suffers or expects to suffer a major disaster and needs assistance from other states, the authorized representative for each state (identified in the Emergency Management Assistance Compact Standard Operating Procedures) will initiate the Emergency Management Assistance Compact procedures for requesting assistance

Section 24: EOC Transition to Recovery Structure

24.1 Summary

During an incident the beginning of recovery manifests in two emergency support functions called ESFs. ESF 14 Impact Assessment, which is responsible for assessing what is damaged, status of lifelines and estimating impacts facing the response and community. ESF 14 Impact Assessment gathers intelligence from incident command updates, social media, dispatch reports, GIS situational awareness assessment tool, assessor's data, and field assessments. ESF 23 Community Engagement, is responsible for gathering intelligence related to needs of the community and structures forming as immediate needs develop into longer term challenges in the recovery space. During the EOC activation life cycle ESF 23 Community Engagement can use public meetings, shelter staff, call center and public information officers to gather immediate needs information.

As the disaster response starts to wind down structures that form usually are driven by needs such as emergency housing, access to damaged areas to recover and secure valuables, emergency basic needs support, restoration of critical infrastructure, and access to emergency funding sources. As recovery progresses the needs get wider and deeper, but structures of recovery begin to take on community centric groups or interests. The responsibilities of the EOC structure are to provide a disaster management system that encompasses response, and early recovery capabilities through the transition phase into a formal recovery structure.

24.2 Scope

This section describes the structure and process required to build out the transition structure from an EOC environment, operate and manage the structure until a full recovery structure is implemented. This section does not describe how to conduct impact assessment, community engagement or the process to establish a recovery structure.

24.3 Planning Assumptions

- Incident command structures are no longer in place at the level or capacity of the response during the transition phase.
- The EOC will need to adjust from a coordination and support structure into a disaster management structure that can manage the capabilities of the transition environment.
- County or City departments will need to commit resources to operational tasks within the lines of effort during the transition phase.
- The Recovery and Resilience Division during the transition phase is building the recovery structure and preparing for the hand-off from the EOC within 2 weeks ideally.

Table 24.1 EOC Transition Phase Operating Structure

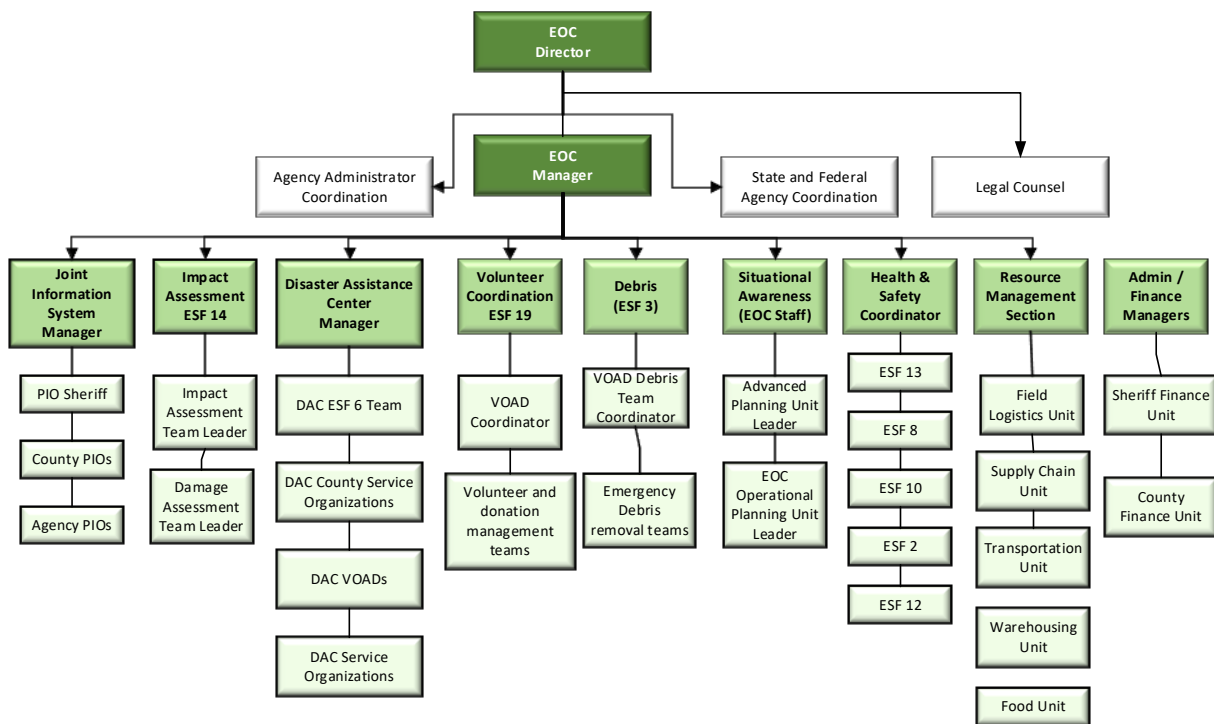
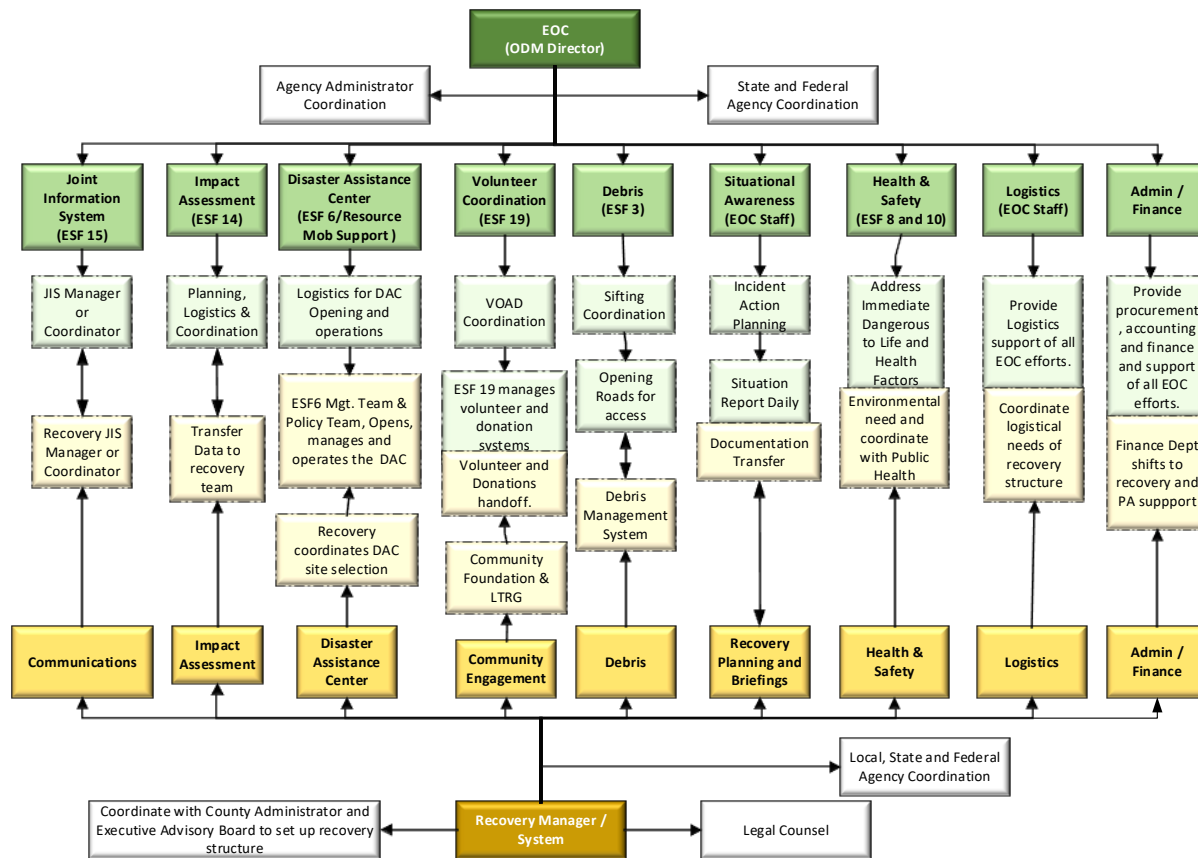


Table 24.2 EOC transition integration of capabilities into recovery



24.2 Authorities

The authority of the Office of Disaster Management obtains its authority to be responsible for the Transition Phase of the disaster through C.R.S. Sec 24-33.5-703 (3), C.R.S. Sec. 24-33.5-707.

The adoption of the Boulder Emergency Operations Plan through adoption and approval of the plan by the Boulder County Administrator and ODM Board.

24.3. Roles & Responsibilities

24.3.1 EOC Director- ensure recovery focus is integrated into the response operations of the EOC and prepare to implement the transition capabilities when the operational response phase is completed. The EOC Director manages the transition phase structure until transferred to the recovery manager.

24.3.2 Recovery Manager- obtain all related recovery information and intelligence from the EOC. Debrief the incident with the EOC Director and determine what recovery priorities and structure is needed to initiate community recovery. Establish a timeline for transferring recovery management from the EOC to the Recovery Office.

24.3.3 County Administrator- meet with the EOC, Department Directors and recovery manager to approve the proposed structure, resources and management plan or provide critical feedback on required changes. Once the structure and plan are approved, coordinate resource support, direct department heads, and provide on-going policy direction.

24.3.4 Department Directors- provide staff, resources, and support to deliver capabilities as directed by the County Administrator. Work with the EOC Director and Recovery Manager to sustain capabilities from transition into a formal recovery structure, provide critical feedback, resolves problems, and assist with prioritization of resources during scarcity environments.

24.4 Concept of Operations

The following describes how each line of effort during the transition phase of the EOC operations are conducted.

24.4.1 EOC Director & EOC Manager- ODM Staff

- The EOC Manager assumes the responsibility for managing all lines of effort established during the transition phase.
- The EOC Director shall convene a policy group meeting to scope the needs of transition and achieve consensus on directives. Once directives are determined the EOC Director shall develop an operational plan.
- The EOC Manager shall assign personnel to key management positions to operate the transition structure. If personnel are not available, the EOC Manager shall request resources through the EOC Director to fill positions.
- All capabilities or lines of effort operating during the transition phase shall report directly to the EOC Manager or Director and operate within the management structure created, assigned supervisory structure, and participate in all planning requirements.
- The EOC Director will work with the City Managers and the County Administrator to engage state and federal agencies on initial discussions about longer term recovery issues and programs.
- The EOC Director shall work with the Incident Commander, DHSEM Field Services and DFPC representatives to ensure all delegations, turn back standards, demobilization agreements and new recovery structures standing up are integrated into the Transition Phase structure.
- The EOC Manager is responsible authorizing the operational plan for the day and the end of day situational report.

24.4.2 Joint Information System- County or City PIOs

- The joint information system (JIS) or joint information center (JIC) established during response shall maintain the structure and meeting cadence as established during the EOC response structure.
- If at the time of implementing the Transition phase, if ESF 15 PIO / External Affairs is all that is in place then the EOC Director shall establish a JIS concept and assign a JIS Manager.
- Develop daily objectives for the JIS and incorporate into daily operational planning, develop staffing plan, provide information, and develop daily activity reports for the situation report.
- The JIS Manager is responsible for scheduling meetings, provide JIS facilitation and management, coordinate messaging, resolve problems, communicate directives from the Policy group and EOC Director.

24.4.3 Impact Assessment- ESF 14 Staff, ESF 11 Parks and Open Space Staff

- Impact assessment shall complete the requirements of the rapid damage assessment and determined likely impacts and report findings to the EOC Director before the transition phase is declared.
- Once the transition phase is declared impact assessment shall continue to conduct preliminary damage assessment for state or federal declarations and complete initial lifeline assessments.
- All lifeline assessments shall continue through the transition phase to ensure that status changes are observed, and work to restore impacted lifelines is progressing.
- Maintain all records and when transferring to the recovery structure provide all essential elements of information, plans, and all GIS materials to the recovery team digitally.

24.4.4 Disaster Assistance Center- ESF 6 Mass Care Staff, Resource Management Section, ESF 8 Public Health Staff, and departments providing services.

- The EOC Director shall assign a Disaster Assistance Center Manager (DCAM) responsible for convening requisite staff to determine location, size, and services of the disaster assistance center.
- The DACM is responsible for working with the situational awareness section-operational planning unit to develop a daily operational plan.
- The DCAM shall develop with the Resource Management Section Chief to develop a logistics support plan for the operational life span of the DAC.
- The DCAM will provide daily Condition, Action, and Needs (C.A.N.) Assessments to the Situational Awareness Section Chief to complete the daily situation report.
- The DCAM shall conduct daily operational coordination briefings with all service organizations associated with the disaster assistance center.

24.4.5 Volunteer Coordination- ESF 19 Volunteer and Donation Management Staff, Boulder VOAD Representatives, State VOAD Chairperson.

- ESF 19 Volunteer and Donations Management shall continue to manage the systems of response that have collected data related to spontaneous volunteers or groups and donated equipment, goods, and services.
- ESF 19 shall develop, engage, and manage the discussions with the community foundation or other financial structure to accept disaster donation funds from the community or private sector.
- The EOC Director shall appoint a coordinator assigned to stage, brief and support incoming organized VOAD groups. These groups shall receive briefing information from ESF 14 Impact Assessment to familiarize themselves with the scope of the need, access procedures and safety information about existing hazards.
- The VOAD Coordinator shall hold daily briefings to keep all VOAD groups operating in the impacted areas current on situational awareness, operational activities and solicit any problems that need to be addressed.
- The VOAD Coordinator shall provide information for the EOC Transition operational plan and daily situational briefings.

24.4.5 Debris Management – ESF 3 Public Works

- The Public Works Director shall be briefed on the scope and size of debris from the damage assessment leader conducting field assessments.
- The focus during the transition phase is to remove any immediate debris problems that prohibits emergency access, returning critical infrastructure to functional levels, opening access to residents, and stabilizing environmental dangers.
- The debris management plan possibly is implemented in the transitional phase but only if the Public Works Director authorizes its implementation. All implementation actions shall be managed by the Public Works Director or designee.
- Public Works shall support debris sifting and removal provided by the VOAD groups and work through the VOAD Coordinator and attend the daily VOAD brief meetings.
- The personnel assigned to debris management shall work with the EOC Situational Awareness Section Operational Planning unit to provide information for the creation of the daily operational plan and situational report.

24.4.6 Situational Awareness Section- EOC Staff

- The Situational Awareness Section Chief shall continue to provide EOC activities of response to include situational briefings in the EOC, weather monitoring, GIS coordination, maintain the GIS Sit-viewer, tracking meeting schedules for the EOC, coordinate with the incident command planning section and complete the daily situational report at end of day.
- The Situational Awareness Section Chief shall establish an advanced planning unit that shall perform demobilization planning and transition planning for the EOC to handoff recovery duties to the Recovery manager.
- The Situational Awareness Section Chief shall establish an operational planning unit to develop an operational plan for the period defined by the EOC Manager. The unit shall establish a meeting schedule for each capability and extract required essential elements of information, develop objectives, prioritize lines of effort, establish agreement on courses of action and ensure resources are in place or provided. Operational Plan may consist of an EOC 202, 204, 205, 205A, 206, 207, 215, 215A, 215 EA, 215DP & 230 forms.
- Ensure each planning product is approved by the Situational Awareness Section Chief, Resource Management Section Chief, and EOC Manger before submitting to the EOC Director.

24.4.7 Health and Safety- ESF 8 Public Health, ESF 9 Hazardous Materials, ESF 13, Law, Rangers & Fire, NWS, PH Environmental Response Team, ESF 12 gas /power, ESF 2 communications, water & wastewater.

- The EOC Manager shall convene daily coordination meetings with the identified ESF representatives to address health and safety issues during the transition phase structure.
- The EOC Manager shall identify the essential elements of information (EEl)s for site access and control, crime prevention, air monitoring, water quality, erosion, flash flooding, hazardous materials, critical infrastructure protection or repair. The EEl)s will be used by each ESF or agency to develop response plans.
- Many of the ESFs addressing health and safety issues operate their own incident command or DOC structure. Therefore, their participation in the daily EOC operational plan is not required. The general lines of effort should be record in the EOC 204 and referenced with general objectives and responsible part contact

information. The EOC Manager should assess if the ESFs have a structure of response and if not then incorporate into the EOC operational planning process.

24.4.8 Resource Management- EOC Staff

- The Resource Management Section Chief shall continue to support resource management and logistics services from the EOC response structure during the transition phase.
- The Resource Management Section Chief shall develop a logistics support plan for the Disaster Assistance Center and for all lines of effort of the EOC transitional structure.
- The Resource Management Section Chief should increase staffing as field logistics units will be needed to support supply chain needs, delivery services, trailer movement, and field coordination with service vendors.
- The Resource Management Section Chief shall engage in the EOC operational planning to provide the proper resource mobilization or logistics services to fulfill the plan.
- The Resource Management Section Chief shall provide the SAS section with information to complete the daily situational report.
- The Resource Management Section Chief shall ensure all resource ordering delegations are reversed when necessary and land use agreements are completed, or new ones executed.
- The Resource Management Section Chief shall demobilize resources of response and prepare a transition plan for the recovery office to assume logistics management long term.
- The Resource Management Section Chief shall establish daily finance briefings with the Sheriff's Office Finance Department and County Finance Department to ensure information sharing, procurement and accounting activities are robust and current.

24.4.9 Administration and Finance Section- Sheriff and County personnel

- The finance manager for the Sheriff and County Finance Director shall establish a briefing cadence for the transition phase. The need to finalize operational accounting, purchasing and payment will be ongoing. In addition, the need for resources in the transition phase will drive more procurement activities, possibly new accounting practices and a shift in policy as the emergency is coming to an end and recovery is starting.
- The finance managers / directors shall develop a strong relationship with the County Administrator, Sheriff, and legal advisors to establish policy directives for recovery related to procurement, access to funds, spending authorization and accounting.
- The EOC Director shall ensure that the administrative / finance leadership are involved in policy meeting updates as directed by the County Administrator.
- The Resource Management Section Chief should be engaged as determined by the need of finance managers /directors to stay current on EOC purchasing activity and needs to support critical requests for resources.

24.5 Transition from EOC to Recovery Structure Process

24.5.1 When the Recovery Manager completes the process of establishing the necessary recovery structure, written notification shall be made to the EOC Director with the following information provided.

1. The Recovery structure showing a 1 to 1 relationship of all EOC lines of effort that are not going to be demobilized.
2. Date and time when the recovery operations shall come on-line and shadow the EOC Transition Structure before complete EOC demobilization.
3. Date and time when the recovery structure officially is in place and shadowing activities terminate and EOC operations enter demobilization.
4. Information and documentation requirements prior to the official transfer.
5. Logistics requirements

24.5.2 The EOC Director shall prepare a complete documentation box containing the following:

1. All EOC operational plans and situational briefings.
2. Impact assessment / damage assessment data
3. Lifeline assessments
4. GIS Information
5. Copies of external media posts and/or press releases that inform future commitments to community or municipal partners.
6. Summaries of any community engagement activities and input
7. DAC plans and case management files.

24.5.3 The Recovery Manager shall be briefed by the EOC Director prior to taking over recovery management on the status of the following:

1. Policy group directives and on-going directives still in place.
2. Resource Management activities (1) resources in place, (2) resources inbound, (30 resources in staging or warehousing units.
3. Logistics infrastructure in place and ability to continue longer term.
4. JIS management and public messaging efforts.
5. Situational awareness on current objectives, management structures and effectiveness of all lines of effort established.
6. State and federal coordination activities.
7. Political and social factor influences.
8. Financial structures, policies, and management.
9. Areas of ability that the Office of Disaster Management can support.

Section 25: Plan Development, Implementation and Maintenance

The 2023 Boulder EOP supersedes all other versions of this plan and is effective immediately for planning, training, and exercising, preparedness and response operations.

- All plans, annexes, appendices, procedures, and resource inventories to support the needs of the community before, during and after any emergency or disaster incident shall be based on potential hazards to the City and the County. Plans, annexes, appendices, and procedures will detail who (by title), what, when, where and how emergency tasks and responsibilities will be conducted.
- The Boulder EOP, its annexes and appendices, checklists and notification lists shall be maintained and kept current per individual plan or annex schedules or on the following five-year schedule:

Year 1	Review the Boulder ESF Annexes
Year 2	Review the Incident and Support Annexes
Year 3	Review the Appendices
Year 4	Review the Basic Plan
Year 5	Review the Boulder EOP, annexes, and appendices. Submit the EOP to all plan participants for review and present the plan for re-adoption.

- In addition, the Boulder EOP should be tested through scheduled exercises every other year. Tabletop exercises and functional exercises should be considered when full-scale exercises are not practical because of financial or operational reasons. Emergency notification lists should be verified every six (6) months.
- BODM will review and revise procedures following critiques of actual emergency or disaster operations or exercises where deficiencies were noted. During each event review, BODM will submit appropriate sections to plan participants for review. Recommendations for changes, revisions or updates to the Plan, its annexes and appendices shall be forwarded to BODM for review, publication, and distribution to holders of the Plan. If no changes, revisions, or updates are required, BODM shall be notified in writing by the department head that the respective plan, annex, and appendices, have been reviewed and are considered valid and current.
- Plan participants will be notified when substantive changes are made to the plan. The plan will be circulated to plan participants annually for comment before approval by the Board. Changes to the plan during the review cycle will not need the City Council or Boulder County Board of Commissioners approval.

25.1 Boulder Emergency Operations Plan Implementation

Plan implementation and the subsequent supporting actions taken by City and County government are specific to the emergency or disaster situation. The timely acquisition, assessment and reporting of reliable information gathered from the incident influence implementation. This plan is in effect for mitigation, preparedness, response, and recovery activities when emergencies or disasters occur or are imminent. The plan is activated when the Boulder EOC is activated, or a disaster declaration is executed.

- Responsibility for the maintenance and regular updating of this plan rests with the BODM. Each participating organization will provide support and input for the appropriate annex as determined by the BODM. Each participating organization with a role in an emergency shall develop emergency operation plans in support of the Boulder EOP. These annexes and plans will indicate how the locality, agency, department, or enterprise will implement its specific support to the Boulder EOP. Copies of these plans are to be submitted to the BODM and will be appendices to this Plan.
- Each department will train staff members in their responsibility under the Plan and ensure they understand how they fit into the overall management of an emergency. The BODM will regularly test and review the Plan.

Appendix A - Glossary of Terms

Agency Administrator: A person who has statutory authority through state law, local ordinance, or charter.

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

American Red Cross (ARC): A volunteer organization that works closely with government at all levels in planning for and providing assistance to disaster victims. The ARC operates under a Congressional charter. All its disaster assistance is based on verified disaster-caused need and is outright grant from donations from the American people.

Area Command (Unified Area Command): An organization established: (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met, and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at a Multi-Agency Coordination Center facility or at some location other than an incident command post.

BODM: Boulder Office of Disaster Management

Department of Homeland Security and Emergency Management (DHSEM): The agency within the Department of Public Safety responsible for emergency management programs in the State of Colorado. It is in Centennial and is situated in the State Multi-Agency Coordination Center (EOC), which DHSEM organizes and operates during emergencies or disasters.

DOC: Department Operations Center is a facility and structure used to manage incidents.

Continuity of Government (COG): All measures that may be taken to assure the continuity of essential functions of governments during or after an emergency or disaster.

Continuity of Operations Plan (COOP Plan): (Colorado Definition) All measures that may be taken to assure the continuity of essential functions of governments during or after an emergency or disaster.

Damage Assessment: The appraisal or determination of the actual effects resulting from technological or natural disaster.

Disaster: (Colorado Definition) The occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property, or significant adverse impact on the environment, resulting from any natural or technological hazards, or a terrorist act, including but not limited to fire, flood, earthquake, wind, storm, hazardous substance incident, water contamination requiring emergency action to avert danger or damage, epidemic, air contamination, blight, drought, infestation, explosion, civil disturbance, or hostile military or paramilitary action. For State or Federal disaster declarations, the term disaster generally falls into one of two categories relative to the level of severity and impact on local and State resources, they are: major - likely to require immediate state assistance supplemented by limited federal resources, if necessary, to supplement intra-state efforts and resources. and catastrophic - will require immediate and massive State and Federal assistance in both the response and recovery aspects. Local government's adaptation of the definition of a disaster denotes an event which threatens to or does inflict damage to people or property, and is, or is likely to be, beyond the capability of the services, personnel, equipment, and facilities of a local jurisdiction, thereby, requiring the augmentation of resources through state-directed assistance.

Emergency: (Colorado Definition) A suddenly occurring and often unforeseen situation which is determined by the Governor to require state response or mitigation actions to immediately supplement local government in protecting lives and property, to provide for public health and safety, or to avert or lessen the threat of a disaster. Local government's adaptation of this definition denotes an event that threatens to or does inflict damage to people or property, exceeds the daily routine type of response, and still can be dealt with using local internal and mutual aid resources.

Emergency Alert System (EAS): The replacement system for the Emergency Broadcast System (EBS). This system, based on the same structure as EBS, will allow local government representatives to put out local warnings and alerts from and for their geographic areas. The EAS will also allow alerts and warnings to be broadcasted even if the participating radio station is unmanned after certain hours.

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

Emergency Operations Plan (EOP): A brief, clear and concise document description of action to be taken, or instructions to all individual and local government services concerned, stating what will be done in the event of an emergency. The plan will state the method or scheme for taking coordinated action to meet the needs of the situation. It will state the action to be taken by whom, what, when and where based on predetermined assumptions, objectives, and capabilities. The Boulder EOP is defined as the Local Disaster Emergency Plan as stated in Section 24-32-2107 Colorado Revised Statutes.

Emergency Support Function (ESF): is a structure used within an EOC to provide incident support capabilities when local response structures to disasters exceeds capacity.

Event: A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

Executive Order: A rule or order having the force of law, issued by an executive authority of a government.

Exercise: A practice/simulated response to a natural or technological disaster involving planning, preparation, and execution. It is carried out for the purpose of training and/or evaluation. Exercises can be described as seminars, workshops, tabletops, drills, games, functional exercises, and full-scale exercises.

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

Floodplain: The lowland and relatively flat areas adjoining inland and coastal waters including, at a minimum, that area subject to a one percent or greater chance of flooding in any given year.

Hazardous Materials (HAZMAT): Any element, compound, or combination thereof, which is flammable, corrosive, detonable, toxic, radioactive, an oxidizer, an etiologic agent, or highly reactive, and which, because of handling, storing processing, or packaging, may have detrimental effects upon operating and emergency personnel, the public, equipment and/or the environment.

Hazard Mitigation Plan (HMP): A FEMA planning process to address identification of natural hazards through a hazard vulnerability assessment to develop mitigation strategies to reduce the risk and impacts of disasters.

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

Incident Action Plan (IAP): An oral or written plan containing general objective 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 Post (ICP): The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

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 Team (IMT): A local team of specialized personnel with the capability to manage complex incidents using advanced incident command system techniques.

Intelligence Officer: The intelligence officer is responsible for managing internal information, intelligence and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

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 at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

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

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

Locality: Any statutory political subdivision including any county, city and county, city, or town and may include any other agency designated by law as a political subdivision of this state

Local Government: The elected officials of each political subdivision (counties municipalities, towns, cities, and special districts) have responsibility for reducing the vulnerability of people and

property to the effects of emergencies and disasters. They should ensure that local governmental agencies are capable of efficient and responsive mobilization of resources to protect lives, minimize property loss, and expedite recovery efforts during an emergency or disaster. They should ensure that an emergency management office serves the jurisdiction. The Local Emergency Operations Plan should be prepared based upon a valid hazards and risk analysis.

Major Disaster: As defined by the Robert T Stafford Disaster Relief and Emergency assistance Act, 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 damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby." For Boulder County, a major disaster will be catastrophic incident that requires a response or mitigating action to supplement local resources in protecting lives and property as determined by the Emergency Management Director.

Mitigate: To lessen in force or intensity.

Mitigation: The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts and analysis of hazard related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

Multi-agency Coordination Systems (MACS): Multi-agency Coordination Systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of Multi-agency Coordination Systems include facilities, equipment, emergency operation centers (EOCs), specific multi-agency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

Multi-jurisdictional Incident: An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

Mutual-Aid Agreement: Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment and/or expertise in a specified manner.

National Incident Management System (NIMS): A system mandated by HSPD-5 that provides a consistent nationwide approach for Federal, State, local, and tribal governments. the private-sector and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS. Multi-agency Coordination Systems. training. identification and management of resources (including systems for classifying types of resources). qualification and certification. and the collection, tracking, and reporting of incident information and incident resources.

National Response Framework: A plan mandated by HSPD-5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

National Weather Services (NWS): That federal government agencies charged with weather related reporting and projections.

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

One Hundred-Year Floodplain: The land area adjoining a river, stream, lake, or ocean which is inundated by the 100-year flood. The 100-year flood is the regulatory (base) flood under the National Flood Insurance Program.

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 not over 24 hours.

Preparedness: 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. Preparedness involves efforts at all levels of government and between government and private sector and nongovernmental organizations to identify threats, determine vulnerabilities and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations, heightened inspections, improved surveillance, and security operations. investigations to determine the full nature and source of the threat. Public health and agricultural surveillance and testing processes. Immunizations, isolation, or quarantine, and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Public Assistance: The Federal financial assistance provided to state and local governments or to eligible private non-profit organizations for disaster-related requirements.

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

Recovery: The development, coordination, and execution of service- and site-restoration plans. the reconstitution of government operations and services. individual, private sector, non-governmental and public-assistance programs to provide housing and to promote restoration. long-term care and treatment of affected persons. additional measures for social, political, environmental, and economic restoration. evaluation of the incident to identify lessons learned. post-incident reporting. and development of initiatives to mitigate the effects of future incidents.

Recovery Plan: A plan developed by a State, local, or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area.

Resource Management: Efficient incident management 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 the NIMS includes mutual-aid agreements. the use of special Federal, State, local, and tribal teams. and resource mobilization protocols.

Response: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit

the loss of life, personal injury, property damage and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident. increased security operations. continuing investigations into nature and source of the threat. ongoing public health and agricultural surveillance and testing processes. immunizations, isolation, or quarantine. and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

Search and Rescue (SAR): An organized mission to locate and remove a person(s) reported as missing.

Staging Area: Location established where resources could be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

State Multi-Agency Coordination Center (SEOC): The facility, located in the city of Centennial, from which state emergency/disaster operations are coordinated.

State Emergency Operations Plan (SEOP): The State level plan for actions to be taken by government and citizens when disaster threatens or strikes. It consists of assignment of responsibilities to State agencies, coordinating instructions, staffing, essential facilities, and general operations common to most major emergencies.

Threat and Hazard Identification Risk Assessment (THIRA):

Unified Area Command: A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional. (See Area Command.)

Unified Command: An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross-political jurisdictions. Agencies work together through the designated members of the Unified Command, often the senior person from agencies and/or disciplines participating in the Unified Command, to establish a common set of objectives and strategies and a single TAP.

Mile High Flood District (MHFD): Special district that supports flood mitigation and community preparedness with the district boundaries.