DENVER
THE MILE HIGH CITY

EMERGENCY OPERATIONS PLAN: BASE PLAN

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Mayor's Acknowledgment

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

The purpose of the City and County of Denver's Emergency Operations Plan (EOP) is to provide a programmed response from the whole community when an emergency or disaster incident occurs. The Denver EOP guides the implementation of the Incident Command System (ICS), administration and strategic planning necessary to ensure effective and efficient all-hazard emergency response and recovery. The EOP sets forth the necessary requirements that will promote effective resource management; training; exercise; communications and public information dissemination that will result in meeting our commitment and obligation to protect the health, safety and property of the citizens, visitors and communities of Denver.

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

Signed this 24 day of January, 2020

Mayor, City and County of Denver

Record of Change

Date	Description of Change

DENVER
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SECTION 1:

INTRODUCTION AND RISK ASSESSMENT

SECTION 1: INTRODUCTION AND RISK ASSESSMENT

1.1 Introduction

1.1.1 Purpose

This Emergency Operations Plan (EOP) provides a framework for the coordinated management of emergencies that affect the City and County of Denver (the City). This plan considers the entire Denver community and was developed in cooperation with all City departments, agencies and offices (departments), as well as special districts; local, state and federal government agencies; private sector organizations; and citizen groups (partner organizations). The EOP creates a unified framework for emergency operations by identifying roles and responsibilities, as well as actions to be taken before, during and after an emergency or disaster.

1.1.2 EOP Structure

The EOP is comprised of four sections:

- **Base Plan:** The Base Plan defines the purpose of the EOP, the plan's underpinning legal authorities, Denver's emergency management organization and each department's major emergency responsibilities.
- **General Appendices:** The general appendices include a glossary of terms and acronyms and other indexes to guide use of the EOP and exhibit compliance with all relevant standards.
- **Support Annexes:** Support Annexes expand upon certain critical sections of the Base Plan to further explain how the City organizes and manages particular emergency functions.
- **Hazard Specific Annexes:** While it is impossible to list all hazards the City may face, the Hazard Specific Annexes examine management strategies for certain consequential threats and hazards.

1.1.3 Foundational Laws and Standards

1.1.3.1 National

- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 and Amendments (42 U.S.C. § 5121 *et seq.*).
- Americans with Disabilities Act of 1990 (42 U.S.C. § 12101 *et seq.*).
- Emergency Planning and Community Right-to-Know Act of 1986 (42 U.S.C. § 11001 *et seq.*).
- Pandemic and All Hazards Preparedness Reauthorization Act (PAHPRA) of 2013 (42 U.S.C. § 201 *et seq.*).
- National Incident Management System (NIMS), 3rd Edition, October 2017.

- FEMA's National Preparedness Goal, 2nd Edition, September 2015.
- FEMA's National Planning System, February 2016.
- FEMA's National Preparedness System, November 2011.
- FEMA's National Prevention Framework, 2nd Edition, June 2016.
- FEMA's National Protection Framework, 2nd Edition, June 2016.
- FEMA's National Mitigation Framework, 2nd Edition, June 2016.
- FEMA's National Response Framework, 3rd Edition, June 2016.
- FEMA's National Disaster Recovery Framework, 2nd Edition, June 2016.
- FEMA's Comprehensive Preparedness Guide (CPG) 101, 2nd Edition, November 2010.
- FEMA's Comprehensive Preparedness Guide (CPG) 201, 3nd Edition, May 2018.
- National Fire Protection Association (NFPA) Standard 1600, 2019 Edition.
- Emergency Management Accreditation Program (EMAP) Standards, 2018 Edition.

1.1.3.2 State

- Colorado Disaster Emergency Act (C.R.S. § 24-33.5-701 *et al.*).
- Natural Disaster Fund (C.R.S. § 25-8-608.7).

1.1.3.3 Local

- D.R.M.C. § 16-11 to 16-32 (Emergency Preparedness).
- Mayoral Executive Order (EO) No. 85 (City and County of Denver's Emergency Management Program and Mission and Organization of the Mayor's Office of Emergency Management and Homeland Security).

1.1.4 Planning Principles

This plan outlines the City's emergency response and recovery framework structured to manage any emergency that occurs. The EOP allows flexibility and discretion within a well-defined emergency management framework to enable a nimble and coordinated response. The EOP is based on the following principles:

- The EOP addresses emergency management within Denver from a whole community perspective by incorporating the needs, responsibilities and capabilities of not only government, but that of private and non-profit partners as well.

- Emergency preparedness is everyone's responsibility. Citizens, businesses and government have individual preparedness responsibilities that must be internally addressed and coordinated with each other.

- Nothing in this EOP alters or impedes the ability of local, state, and federal governments or private agencies and organizations from carrying out their specific authorities or performing their specific responsibilities under all applicable laws, executive orders and directives.
- The immediate response priority to an emergency or disaster situation of any size and scope is saving lives and then protecting critical infrastructure, property and the environment.
- Emergency response and recovery operations are designed to serve all residents of Denver, including those with access and functional needs, language barriers, transit challenges, housing instability, economic insecurity and other social vulnerabilities.
- City departments and partner organizations may be required to respond on short notice at any time of the day or night to provide effective and timely assistance. It is the responsibility of leaders in each department and organization to ensure their staff is trained, prepared and available to meet the requirements of this plan.
- An emergency may impact emergency management and response personnel rendering them unable to execute their emergency responsibilities. Each department and partner organization should build personnel depth within their organizations to ensure they are able to meet their responsibilities outlined in this plan.
- Certain essential services must be maintained during an emergency, and it is the responsibility of each department and organization to ensure that they can both support citywide emergency management efforts and continue their own essential services. All City businesses and non-governmental organizations (NGOs) should also develop business continuity plans to be implemented if an incident or emergency affects their organization.
- Response operations may last for several hours, days, weeks or longer. Recovery operations may last for days, weeks, months or even years.
- An emergency may require the mobilization and reallocation of available local resources. All resources maintained by the City may be called upon to assist with emergency response. Furthermore, resources not normally available to the City may be acquired through emergency procurement, donations or other means.
- If an emergency exceeds local response capabilities, outside assistance may be available through mutual aid agreements with nearby jurisdictions or through the State's Emergency Operations Center. Often a local emergency must be declared and local resources fully committed before state or federal assistance is requested. Additionally, depending on the size and scope of the emergency and/or concurrent emergencies across a wide geographic area, resources may not be available in a timely manner.

1.1.5 Scope and Applicability

The EOP is the principal plan governing all emergencies and disasters occurring within the limits of the City and its mountain parks or affecting the well-being of Denver's residents, visitors, businesses or environment. This plan was created with input from a variety of government, non-profit and private sector stakeholders and defines how the whole Denver community responds to and recovers from emergencies.

As detailed in Mayoral Executive Order 85, City departments must support the EOP's Concept of Operations and carry out their assigned functional responsibilities to ensure orderly and timely delivery of assistance during an emergency.

Furthermore, the EOP applies to all partner organizations, private businesses and NGOs operating within Denver and its mountain parks. While the EOP is not binding on the operations of organizations external to City government, Denver strongly encourages all local organizations and businesses to coordinate their emergency plans and procedures with the provisions of the EOP to ensure a coordinated citywide emergency response and recovery effort.

The EOP does not need to be officially activated prior to one or more of the sections herein being implemented. Furthermore, each department and organization listed in the EOP is responsible for understanding its own emergency authority and procedures when implementing the provisions of the EOP.

1.1.6 Integration with Denver's Family of Emergency Plans

The EOP supports the Denver Emergency Management Strategic Plan by defining the methods by which Denver will implement its vision "[t]o become a national model in shaping and sustaining the culture of preparedness throughout the whole community."

Denver has adopted FEMA's five emergency management mission areas for categorizing citywide emergency management efforts:

- **Prevention Mission Area:** Capabilities needed to avoid, prevent or stop criminal or terrorist attacks.
- **Protection Mission Area:** Capabilities needed to secure Denver against natural and technological hazards or intentional threats.
- **Mitigation Mission Area:** Capabilities needed to prevent or lessen the impacts of natural or technological hazards.
- **Response Mission Area:** Capabilities needed to save lives, protect property and meet basic human needs during and immediately after an emergency or disaster.
- **Recovery Mission Area:** Capabilities needed to restore the essential elements of the Denver community after an emergency or disaster.

The EOP is the primary document defining the management of the Response and Recovery Mission Areas and integrates with the other three Denver emergency management plans:

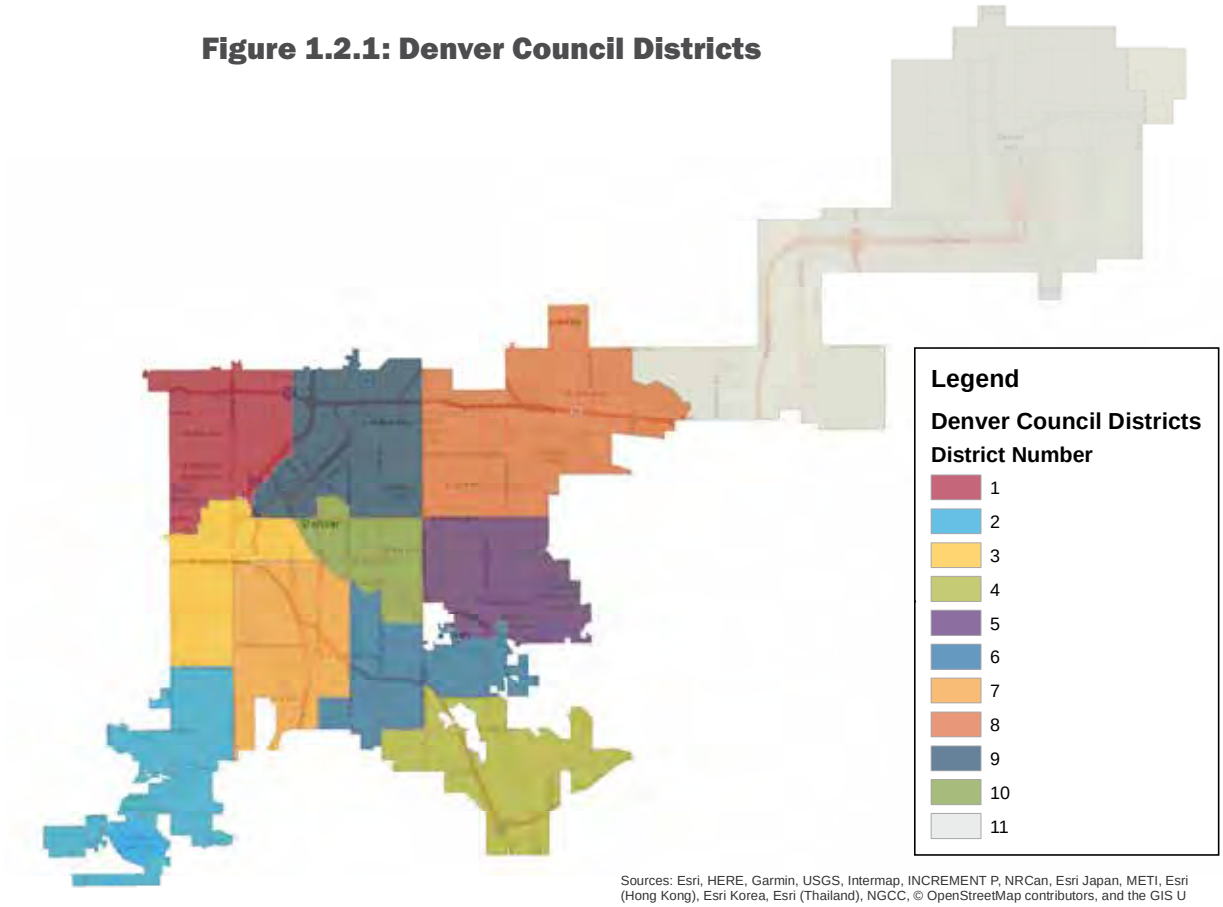
- **Hazard Mitigation Plan:** Governs the City's management of the Prevention, Protection and Mitigation Mission Areas and contains the City's Hazard Identification and Risk Assessment.
- **Continuity of Government Plan:** Establishes methods by which Denver's charter government will continue to function during emergencies and business interruptions. This plan is supported by various agency Continuity of Operations Plans (COOPs).
- **Training and Exercise Plan:** Outlines annual events at which the City's emergency management plans will be trained on and tested.

1.2 Community Risk Profile

1.2.1 City and County Overview

Denver is a home-rule municipality in the Front Range Region of Colorado and both the state's capital and largest city. The City is led by a Mayor as well as 13 City Council members consisting of 11 district representatives and two at-large positions. The 11 city council districts also serve as emergency management districts.

Figure 1.2.1: Denver Council Districts



In the 2018 Census Bureau estimate, Denver was comprised of 716,492 residents residing in 153 square miles. The City's population grows by approximately 21% during the workday as employees commute into the City to work at Denver's nearly 80,000 firms. Denver boasts a diverse population, with 16% of the City's population being born outside the United States and 27% of the city's 287,262 households speaking a language other than English. The five most common languages spoken in Denver are respectively:

1. English.
2. Spanish.
3. African Languages.
4. Vietnamese.
5. Chinese Languages.

Denver's Race and Ethnic makeup consists of:

6. Black or African American alone: 9.9%.
7. American Indian and Alaska Native alone: 1.8%.
8. Asian alone: 4.0%.
9. Native Hawaiian and other Pacific Islander alone: 0.2%.
10. Two or More Races: 3.2%.
11. Hispanic or Latino: 29.9%.
12. White alone, not Hispanic or Latino: 54.4%.

Twenty percent of Denver's population are minors (under 18 years of age), and 12% are over the age of 65. Approximately seven percent of the Denver population under the age of 65 lives with one or more disabilities. The City's median household income is $60,098, and approximately 13% of the population is below the poverty line.

Denver is bordered by the counties of Adams, Arapahoe and Jefferson and is part of a larger metropolitan statistical area of 2,888,227 residents. Within Denver there are three enclaves not governed by the City and County of Denver. These enclaves include the City of Glendale and two separate portions of unincorporated Arapahoe County. Furthermore, Denver maintains land in Jefferson, Clear Creek, Douglas and Grand Counties. This land is managed by Denver Parks and Recreation and are referred to as Denver Mountain Parks.

Geographic isolation contrasts the Denver metropolitan area with most areas of similar size around the world. Denver is nearly 800 miles from an urban area of comparable size, and the City relies heavily on Denver International Airport (DEN) for access to emergency resources. DEN is the nation's fifth busiest airport for passenger traffic and 20th busiest for cargo.

Denver is a member of the State of Colorado's North Central All-Hazards Emergency Management Region (NCR), which also includes Adams, Arapahoe, Boulder, Broomfield, Clear Creek, Douglas, Elbert, Gilpin and Jefferson Counties. Denver works with the NCR to build strong regional partnerships for managing regional emergencies. The City chairs the Denver Urban Area Security Initiative (UASI), which encompasses many of the same counties as the NCR and is designated by the US Department of Homeland Security (DHS) to receive funding to address regional homeland security threats.

1.2.2 Risk Overview

Denver is vulnerable to an array of natural, technological and security related threats and hazards. The City's geographic isolation further compounds Denver's risk by limiting the accessibility of mutual aid resources and requiring an increased need for local and regional emergency management capability.

Denver's Hazard Mitigation Plan contains the City's Hazard Identification and Risk Assessment, which ranks risks according to the following factors:

- The probability of a threat or hazard occurring in Denver.
- The magnitude and severity of the hazard or threat if it were to occur in Denver.
- The geographic extent of the hazard or threat's impact within Denver.

These three factors are aggregated into an overall significance ranking of either Low, Medium, or High for each threat or hazard.

Figure 1.2.2 City and County of Denver Risk Summary

High Risk	• Cyber Incident • Drought • Flooding • Severe Thunderstorm • Severe Winter Weather • Public Health Emergency • Utility and Supply Chain Interruption • Major Transportation Accident (Including Aircraft)
Medium Risk	• Infrastructure Failure (Including Dam Failure) • Earthquake • Extreme Heat • Hazardous Materials Incident • Tornado • Terrorism and Mass Violence • Civil Unrest • Extreme Cold • Environmental Emergency and Climate Change
Low Risk	• Expansive Soil and Subsidence • Wildland Fire • Urban Conflagration

Preparedness goals for each capability are derived from the projected consequences of each hazard listed in the risk assessment. However, Denver's preparedness efforts are capability based, meaning that plans and resources are concentrated on building the emergency management capabilities needed to address an array of hazards rather than focusing separately on each individual risk or hazard. Additional information on Denver's core capabilities is available in Section 3.1.2 of this plan.

Additional demographic and risk information is available in the Denver Hazard Identification and Risk Assessment located in the Denver Hazard Mitigation Plan.

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SECTION 2:
CONCEPT OF OPERATIONS

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SECTION 2: CONCEPT OF OPERATIONS

2.1 Emergency Management Authorities and Responsibilities

2.1.1 Introduction

City, state and federal agencies are each granted unique authorities to manage emergencies. These authorities are closely coordinated between government agencies as well as with external partner organizations to ensure a whole community emergency management strategy. While successful emergency management is a collaborative effort, C.R.S. § 24-33.5-707 vests ultimate legal authority for coordinating emergency response and recovery activities within Denver with City government, and D.R.M.C. § 16-15 grants limited legal immunity to City employees, agents, or representatives engaged in carrying out these activities. Large emergencies and disasters may require the support and resources of state and federal entities, but overall direction and control of emergency response and recovery activities is maintained by City government until the point that Denver's Continuity of Government Plan indicates devolution.

2.1.2 Mayor

The Mayor of the City and County of Denver provides ultimate oversight of Denver's emergency management per C.R.S. § 24-33.5-707. The Mayor sets policy objectives for the five emergency management mission areas listed in Section 1.1.6 and provides final approval for Denver's emergency plans. During emergencies, the Mayor leads citywide response and recovery efforts as the Director of the Denver EOC or delegates this role to another senior City official. While the Mayor may delegate certain authorities to the City official designated to serve as the EOC Director, the Mayor retains his or her charter authority until such a time that it is officially transferred to the Deputy Mayor.

C.R.S. § 24-33.5-709 empowers the Mayor to issue a local state of emergency declaration for emergencies threatening Denver. A local state of emergency declaration may stay in effect for up to seven days without the approval of City Council. If council approval is needed to extend a declaration, the Mayor must give 24-hour written notice to council of a special meeting to discuss the continuation of the state of emergency declaration (D.R.M.C. § 3.3.2).

Local state of emergency declarations may be issued by verbal or written proclamation of the Mayor. All verbal proclamations should be recorded in writing and attested to by the Clerk and Recorder as soon as reasonably possible to do so. State of emergency declarations must be given prompt publicity through public media and other means and kept on file by both the Office of Emergency Management (OEM) and Clerk and Recorder.

In situations where the Mayor is unable, from any cause, to perform the duties of the office, the Deputy Mayor shall become Mayor and possess the full legal authority of the Mayor in

accordance with D.R.M.C. § 2.1.2 and the Denver Continuity of Government Plan. If both the Mayor and Deputy Mayor are unable to serve, the full legal authority of the Mayor falls to the president of City Council.

2.1.3 City Council

City Council possesses all legislative powers within the City as set forth in D.R.M.C. § 3.2.1. As the City's legislative body and governing board, Council is given authority in C.R.S. § 24-33.5-709 to approve local states of emergency declarations lasting longer than seven days. City Council must also approve all emergency contracts in excess of $500,000 per D.R.M.C. § 20-68.

As elected advocates for the 11 City Council Districts, council members are responsible for coordinating with their respective districts during an emergency to determine the needs of the citizens of their districts. At-large council members are responsible for assisting their colleagues in identifying the needs of the City as a whole. These needs should then be communicated back to the City's Emergency Operations Center (EOC).

2.1.4 Clerk and Recorder

As prescribed in C.R.S. § 24-33.5-709 and D.R.M.C. § 8.1.2, the Clerk and Recorder is responsible for attesting to and filing all local state of emergency declarations and other official emergency acts of the Mayor. The attesting to and filing of an act by the Clerk and Recorder should be conducted as expeditiously as is reasonably possible, but these actions are not prerequisite to an act possessing its full legal power. The Deputy Clerk and Recorder possesses the same authorities of the Clerk and Recorder and may also attest to and file any emergency acts of the Mayor.

2.1.5 Office of Emergency Management (OEM)

C.R.S. 24-33.5-707 and Denver EO 85 establishes the Executive Director of the OEM as the principal advisor to the Mayor for emergency management activities and the OEM as the entity responsible for coordinating preparedness, prevention, protection, mitigation, response and recovery activities among all City departments. In carrying out this mandate, EO 85 requires that the OEM maintain an EOP with the necessary supporting policies, plans, and annexes. D.R.M.C. § 16-13 also requires the OEM to manage the City EOC and organize resources and staff to manage emergency logistics needs.

D.R.M.C. § 16-13 further designates the OEM Executive Director as the City's liaison with regional, state, federal, and private sector agencies for activities related to emergency preparedness. In executing these responsibilities, the OEM may pursue mutual aid agreements and partnerships to ensure the resources of neighboring jurisdictions, state government, volunteer disaster relief organizations, and the private sector are available to Denver during

an emergency. This ordinance further empowers the OEM Executive Director, upon approval by the Mayor, to supply neighboring jurisdictions with mutual aid resources from Denver during emergencies.

D.R.M.C. § 16-13 and EO 85 tasks the OEM with performing other tasks connected with the federal, state and City emergency management programs. These tasks include:

- Coordinating the City's implementation of the National Incident Management System (NIMS). The OEM provides City departments with NIMS training, exercises, and compliance guidance and must complete all required NIMS compliance reports to state and federal agencies. The OEM Director is the City's primary official for NIMS implementation.

- Leading local efforts to identify, assess, and institute protective measures concerning Denver's critical infrastructure to ensure the safety and security of Denver's vital critical services.

- Chairing the Local Emergency Planning Committee (LEPC) to address hazardous materials risk citywide and implement the provisions of 42 § U.S.C. 116.

2.1.6 City and County of Denver Departments

As mandated by EO 85, each City department is responsible for plans that cover preparedness, protection, prevention, mitigation, response, and recovery activities that are appropriate for its mission. Departments must keep these plans current in coordination with the OEM. As part of this mandate, departments must designate a coordinator to create and maintain a COOP that is integrated with the City's Continuity of Government Plan.

EO 85 requires departments to adopt the NIMS for responses to multi-jurisdictional and/or multi-agency incidents. This includes identifying a departmental point of contact to coordinate with the OEM concerning NIMS training, exercises and compliance. Each department's point of contact is responsible for informing the OEM how that department has implemented NIMS into their procedures, guidelines, Incident Action Plans, trainings, exercises, mutual aid agreements, and resource management procedures.

Furthermore, City departments must familiarize themselves with the provisions of this plan and ensure that they maintain the ability to perform their assigned responsibilities. This includes retaining the appropriate amount of essential staff during an emergency and providing these staff members with equipment, training and support necessary to accomplish their assigned tasks. Departmental emergency management tasks and legal authorities are enumerated in Section 3.2 of this plan.

2.1.7 Special Districts and Non-Governmental Organizations (NGOs)

The success of Denver's emergency management effort is contingent on strong partnerships and coordination with NGOs, including Voluntary Organizations Active in Disaster (VOADs), and

Special Districts. Many of Denver's essential services, such as potable water and Emergency Medical Services (EMS), are provided by special districts that daily serve the citizens of Denver. Similarly, numerous NGOs operating within Denver provide key services such as mass care support, disaster casework, and housing assistance.

Special districts and some NGOs are responsible for fulfilling their missions to the community even during emergencies. Each organization is expected to develop and exercise continuity, response, and recovery plans to ensure a high level of readiness. During an emergency, the City may call upon local NGOs and special districts to provide resources to assist in response and recovery efforts and/or provide liaisons to the EOC. The City also encourages these organizations to align their emergency planning with the Denver EOP to ensure there is a coordinated citywide response to emergencies.

2.1.8 Private Sector

Most resources needed to manage an emergency within Denver are owned by the private sector, and the maintenance or restoration of private enterprise following an emergency is essential to the City's recovery. Although City government does not exercise direct oversight of the private sector, there are certain expectations and requests that the City makes of businesses within its jurisdiction.

Businesses are expected foremost to provide for their own well-being and that of their employees. All businesses are also strongly encouraged to develop a comprehensive business continuity plan that is regularly exercised and addresses all hazards and threats facing the business and its employees. By investing in continuity, businesses can mitigate the impact of an emergency and expedite Denver's overall recovery.

The City may also call upon the private sector to actively participate in emergency response and recovery. Some businesses, such as utility and communication providers, provide essential services with well-defined emergency roles. Other businesses have goods and services that may be called upon to fulfill infrequent emergency needs. In both circumstances, the City requests that businesses explore ways to support their community during emergencies and be ready to respond to requests for resources from the Denver EOC. Emergency coordination with the private sector is managed through the EOC's Liaison Section, and, in certain circumstances, businesses may also be requested to provide liaisons to the EOC.

2.1.9 Individual Residents

Individual residents are the fundamental building blocks of the City and County of Denver and the foundation of the City's emergency preparedness. The City strongly encourages all residents to take this role seriously by preparing themselves, their families, and their neighborhoods for emergencies. As part of this responsibility, Denver urges all residents to maintain three or more days of emergency supplies capable of sustaining each household in the event access is

interrupted to utilities, communications, financial institutions, stores and government services. Prepared residents are more able to protect their own lives and property and therefore reduce the strain on community resources during an emergency. This allows the City to focus on aiding vulnerable populations and those most directly impacted by the emergency. By contacting Denver OEM prior to an emergency, residents and visitors can access numerous City resources available to assist in increasing their level of preparedness.

2.1.10 State of Colorado

When local and mutual aid resources are exhausted or anticipated to be exhausted, Denver may reach out to the State of Colorado for assistance. The Governor of Colorado, in accordance with C.R.S. § 24-33.5 704, is the state official responsible for addressing threats and hazards to the state and its people and possesses the authority to declare a "disaster emergency" and subsequently implement any of the following measures:

- Suspend the provisions of any regulatory statute prescribing the procedures for conduct of state business or the orders, rules, or regulations of any state agency, if strict compliance with those provisions would in any way prevent, hinder or delay necessary action to cope with the emergency.
- Utilize all available resources of the state government and of each political subdivision of the state as reasonably necessary to cope with the disaster emergency.
- Transfer the direction, personnel, or functions of state departments and agencies or units thereof for the purpose of performing or facilitating emergency services.
- Subject to any applicable requirements for compensation under C.R.S. § 24-33.5-711, commandeer or utilize any private property if the governor finds this necessary to cope with the disaster emergency.
- Direct and/or compel the evacuation of all or part of the population from any stricken or threatened area in the state if the governor deems this action necessary for the preservation of life or other disaster mitigation, response or recovery.
- Prescribe routes, modes of transportation, and destinations in connection with evacuation.
- Control ingress to and egress from a disaster area, the movement of persons within the area, and the occupancy of premises therein.
- Suspend or limit the sale, dispensing or transportation of alcoholic beverages, firearms, explosives, or combustibles.
- Make provisions for the availability and use of temporary emergency housing.
- Determine the percentage at which the state and a local government will contribute money to cover the non-federal cost share required by the federal "Robert T. Stafford Disaster Relief and Emergency Assistance Act", as amended, 42 U.S.C. §. 5121 *et seq.*, required by the federal highway administration pursuant to 23 U.S.C. § 125, or required by any other federal law in order to receive federal disaster relief funds.

The State of Colorado may also reach out to other states and territories for resources through the Emergency Management Assistance Compact (EMAC), or request federal resources through a presidential emergency or major disaster declaration.

In the event of a public health emergency, under the provisions of C.R.S. § 24-33.5-704, the governor may also choose to activate the Governor's Expert Emergency Epidemic Response Committee (GEEERC) to provide expert advice and guidance.

2.1.11 United States Government

If local and state resources are exhausted or anticipated to be exhausted, the State of Colorado, in coordination with Denver and all other affected local jurisdictions, may request assistance from the federal government. The President, as the chief executive of the United States, may, in accordance with 42 U.S.C. § 5192, exercise any of the following authorities to address an emergency:

- Direct any federal agency, with or without reimbursement, to utilize its authorities and the resources granted to it under federal law (including personnel, equipment, supplies, facilities, and managerial, technical and advisory services) in support of state and local emergency assistance efforts to save lives, protect property and public health and safety, and lessen or avert the threat of a catastrophe, including precautionary evacuations.
- Coordinate all disaster relief assistance (including voluntary efforts) provided by federal agencies, private organizations, and state and local governments.
- Provide technical and advisory assistance to affected state and local governments for:
    - The performance of essential community services.
    - Issuance of warnings of risks or hazards.
    - Public health and safety information, including dissemination of such information.
    - Provision of health and safety measures.
    - Management, control and reduction of immediate threats to public health and safety.
- Provide emergency assistance through federal agencies.
- Remove debris in accordance with the terms and conditions of 42 U.S.C. § 5173.
- Provide individual and household assistance in accordance with 42 U.S.C. § 5174.
- Assist state and local governments in the distribution of medicine, food and other consumable supplies and emergency assistance.
- Provide accelerated federal assistance and federal support where necessary to save lives, prevent human suffering or mitigate severe damage, which may be provided in the absence of a specific request and in which case the President:
    - Shall, to the fullest extent practicable, promptly notify and coordinate with a state in which such assistance or support is provided.

- Shall not, in notifying and coordinating with a state, delay or impede the rapid deployment, use and distribution of critical resources to victims of an emergency.

In exercising his or her authority under 42 U.S.C. § 5121, *et seq.,* the President may grant requests from the Governor of the State of Colorado for either an Emergency Declaration or Major Disaster Declaration. These presidential declarations permit federal agencies to deploy personnel and resources to support disaster response and recovery. Presidential declarations also open federal funding streams and cost sharing for assistance directly to citizens, known as Individual Assistance (IA); assistance directly to local and state governments and qualifying non-profits, known as Public Assistance (PA); and funding to prevent future disasters through the Hazard Mitigation Grant Program (HMGP). PA and IA each have multiple subcategories of funding that Denver may or may not qualify for even after receiving a presidential declaration.

- **Emergency Declaration:** 42 U.S.C. § 5193 allows the President to spend up to $5 million (without reporting to Congress) to protect lives, property, public health and safety, or to lessen or avert the threat of catastrophe. Potential PA reimbursement under an Emergency Declaration is limited to expenditures for Category A (debris removal) and Category B (emergency protective measures). Potential IA assistance is limited to the Individuals and Households Program (IHP). No HMGP funding is made available for an Emergency Declaration.
- **Major Disaster Declaration:** 42 U.S.C. § 5170a allows the President to make available federal assistance and cost shares to address a wide array of emergency response and recovery needs that exceed local and state capabilities. In the event that Denver is declared a federal disaster area, federal departments and agencies may make available resources and assistance to augment those of the county and the state. Potential PA reimbursement under a Major Disaster Declaration includes expenses related to Category A (debris removal), Category B (emergency protective measures), Category C (roads and bridges), Category D (water control facilities), Category E (public building and contents), Category F (public utilities) and Category G (parks, recreational, and other facilities). Potential IA assistance under a Major Disaster Declaration includes Crisis Counseling Assistance and Training Program (CCP), Disaster Unemployment Assistance (DUA), Disaster Legal Services (DLS), Disaster Case Management (DCM), Individuals and Households Program (IHP) and Disaster Supplemental Nutrition Assistance Program (D-SNAP). HMGP funding may also be available after the emergency to assist in preventing future disasters.

Apart from presidential declarations, numerous federal agencies can provide disaster assistance. The following federal agencies may separately provide grants and loans to citizens, local governments and certain NGOs.

- **Department of Health and Human Services (DHHS):** If disease or disorder presents a public health emergency, including significant outbreaks of infectious disease or bioterrorism attacks, the Secretary of the Department of Health and Human Services (DHHS) may exercise his or her authority under 42 U.S.C. Ch 6A § 201, *et seq.* to declare a public health state of emergency. A public health state of emergency allows DHHS to access emergency

funding and waive or modify certain privacy rules and other regulations under Medicare, Medicaid, Children's Health Insurance Program (CHIP), and Health Insurance Portability and Accountability Act (HIPAA). DHHS may also provide states and municipalities with large quantities of pharmaceutical and medical supplies known as the Strategic National Stockpile (SNS), assistance in evacuating large numbers of sick or injured patients through the National Disaster Medical System (NDMS), or technical expertise to guide local and state decision makers.

- **Small Business Administration (SBA):** The SBA may use its authority under 15 U.S.C. § 633(c) to separately issue disaster assistance in the form of:
    - **Physical Loans:** Loans to businesses owners, home owners, renters and qualifying non-profits for physical damage sustained to their property during a disaster.
    - **Economic Injury Loans:** Loans to businesses for economic injury sustained during a disaster.
- **Department of Agriculture (USDA):** The USDA's Rural Development, Farm Service Agency, and Natural Resource Conservation Service may implement one or more assistance programs focused on removing debris or restoring forests, farmland, water quality, grazing land, livestock herds or crops. (7 U.S.C. § 1531-7333; 16 U.S.C. § 2201-3893; 19 U.S.C. § 2497a)
- **Highway Administration:** The Federal Highway Administration may, subject to the provisions of 23 U.S.C. § 120(e) & 125, issue funding through the Emergency Relief Program to repair federal-aid highways and roads on federal lands that are damaged due to natural hazards or other external cause.
- **Office for Victims of Crime:** Following events of mass violence or terrorism, 34 U.S.C. § 20101 allows for grants to be provided directly to victims, local governments or victims assistance organizations by the Office for Victims of Crime. Office for Victims of Crime funding is administered through the Colorado Department of Public Safety's Division of Criminal Justice.

While overall management and command authority for incidents within Denver rests with the City, the federal government may exercise jurisdiction over aspects of an emergency response in certain situations. These situations include:

- **Investigating acts of terror:** 50 U.S.C. § 401 and Presidential EO 12333 gives the Federal Bureau of Investigation (FBI) authority to oversee investigations related to acts of terror. All other response and recovery functions related to acts of terror within Denver are managed by the City.
- **Investigating certain transportation incidents:** 49 U.S.C. § 1131 gives the National Transportation Safety Board (NTSB) authority to oversee investigations related to certain aviation, marine, pipeline and surface transportation incidents. This includes most aircraft incidents at DEN.

- **National states of emergency:** In certain nationwide crises, most notably an attack by a foreign nation, the President's powers under Article II of the US Constitution and 50 U.S.C. § 1601-1651 gives the federal government more direct control over local affairs and emergency response decisions.

2.2 Emergency Organization and Operations

2.2.1 Introduction

The management of large emergencies or declared disasters within Denver requires coordination between on-scene resources, support and coordination organizations, public information entities and policy makers. The concerted effort of the multiple organizations needed to accomplish these key emergency management tasks is known as a Multi-Agency Coordination System (MACS). Denver adheres to the principles of the National Response Framework, National Disaster Recovery Framework and NIMS in organizing a MACS.

The Denver MACS is comprised of several key organizations that conduct response and recovery efforts. On-scene incident response is conducted using the Incident Command System (ICS). Citywide emergency response and short-term recovery coordination is conducted through the EOC. Long-term recovery operations are conducted through the Long-Term Recovery Committee (LTRC). The Joint Information Center (JIC) coordinates all citywide emergency public information. City departments may also establish Departmental Operations Centers (DOCs) or Communication Centers to coordinate their internal response. Disaster Assistance Centers (DACs) may open to provide access to key emergency information, services and programs. When critical commodities become scarce or inaccessible, the City may establish logistics staging areas (LSAs) and commodity points of distribution (C-PODs). Pharmaceutical points of dispensing (P-PODs) may be needed to deliver essential supplies and medicine to citizens. Partner organizations may also establish their own EOCs to manage emergency needs and coordinate with the Denver EOC. Each of these organizations is a critical component of the MACS and must be integrated into a unified emergency management effort.

2.2.2 Incident Command System (ICS)

2.2.2.1 ICS Overview

The ICS as defined in the NIMS establishes a structure for how all incidents throughout the City are managed. The ICS is based on the principle of unity of command, meaning that teams of three to seven responders on an incident site each report to one supervisor, and the supervisors in turn report to one supervisor, on up the chain to the Incident Commander (IC). The IC is responsible for leading multi-agency operations on an incident scene and approving an Incident Action Plan (IAP) to guide incident objectives. An IC should be from the agency with the appropriate incident management responsibility listed in Section 3 of this plan. All agencies involved in incident response report up through the ICS structure regardless of their

usual chain of command. The ICS structure is scalable, modular and flexible to meet changing incident demands. This means that only the components needed to meet incident demands are activated.

Some complex incidents fall within the jurisdiction of multiple agencies and require increased inter-agency coordination to manage. For these incidents, the IC may choose to establish a Unified Command. Unified Command consists of two or more representatives from different agencies working together to lead an ICS structure. Establishing Unified Command means that there is no longer a single IC, and all command decisions must be agreed upon among the Unified Commanders (UCs) and communicated down the ICS structure with a singular voice. Whether led by an IC or UC, a fully implemented ICS structure is comprised of the command staff and four or five general staff sections.

2.2.2.2 ICS Command Staff

The Command Staff is comprised of the IC and several support positions needed to ensure incident safety, liaise with the EOC or other MACS structures, and coordinate with the media or JIC.

2.2.2.3 ICS Operations Section

The Operations Section is responsible for all tactical operations at the incident level. This includes carrying out the objectives of the incident action plan and providing information on ongoing operations to the ICS Planning Section. The Operations Section Chief manages the section and reports to the IC.

2.2.2.4 ICS Planning Section

The Planning Section is responsible for the collection, evaluation and dissemination of information related to the incident, and for the preparation and documentation of Incident Action Plans and situation reports. The Planning Section maintains information on the current and forecasted situation and tracks the status of resources assigned to the incident. The Planning Section Chief manages the section and reports to the IC.

2.2.2.5 ICS Logistics Section

The Logistics Section is responsible for providing facilities, services and materials for the incident. The Logistics Section Chief manages the section and reports to the IC.

2.2.2.6 ICS Finance and Administration Section

The Finance and Administration Section is responsible for reviewing expenditures, allocating funds, and managing all other financial considerations. The Finance and Administration Section Chief manages the section and reports to the IC.

2.2.2.7 ICS Intelligence and Investigation Section

During certain incidents, the IC may choose to add an ICS Intelligence and Investigation Section. This section is responsible for investigating possible crimes and gathering information to prevent future threats.

Figure 2.2.2: Incident Command System

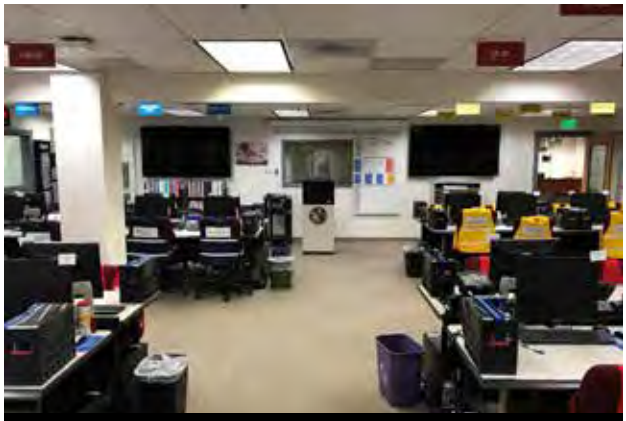
2.2.2.8 Area Command

For emergency incidents spanning multiple geographic locations, an Area Command may be established. An Area Command structure consists of an individual or unified command structure that oversees multiple incident locations which are in turn managed by their own IC and ICS structure. An Area Commander (AC) is responsible for the operational response components of the incident area and the effective deployment of resources to each of the area's ICs and UCs.

Figure 2.2.2.8: Area Command

2.2.2.9 Incident Management Teams

An Incident Management Team (IMT) provides on-scene incident management support immediately prior to and during incidents or events that exceed a jurisdiction's or agency's capability or capacity. Teams could include members of local, state, federal, tribal and territorial entities; NGOs; and private sector organizations. Denver may request an IMT to assist in running operations for large incidents; however, Denver does not typically transfer incident command authority to an IMT. Instead, IMTs are used to support incident management under the authority of the IC.



City and County of Denver Primary EOC, City and County Building

2.2.2.10 ICS and EOC Integration

The ICS structure defines how agencies organize to manage incident operations within their respective areas of responsibility. Agencies and their respective incident management responsibilities are detailed in Section 2.1 of this plan. Once an incident progresses to a degree that normal incident management capabilities are strained, the IC, UC or AC should request that the EOC be activated.

City and County of Denver Alternate EOC, Community College of Aurora

2.2.3 Emergency Operations Center (EOC)

2.2.3.1 EOC Purpose and Application

The EOC activates at the discretion of the Mayor or the OEM Director and exists to coordinate the efforts of the whole community to manage an emergency. The EOC does not usurp the responsibilities of an IC but instead supports ICs while managing citywide emergency needs by mobilizing resources, tracking costs, planning for future needs and addressing systemic issues that are beyond the focus of any individual incident. EOC operations are guided by an EOC Action Plan that outlines strategic objectives for each operational period.

The OEM maintains primary and alternate EOC facilities for Denver. The Primary EOC is in the basement of the Denver City and County Building at 1437 Bannock Street, in downtown Denver.

The alternate EOC is located at 9235 East 10th Drive, Aurora, CO 80010, on the campus of the Community College of Aurora.

Like the ICS structure, the EOC is scalable, modular and flexible to meet the demands of each emergency. The EOC is comprised of three shifts (A shift, B shift and alternate shift) that are capable of alternating for sustained 24-hour operations consisting of 12-hour operational periods.

The EOC may be activated to one of the following three levels depending on emergency needs.

- **Activation Level Three (Watch):** The EOC activates to activation level three (AL-3) at the direction of the OEM Director when only OEM staff are needed to closely monitor a developing incident or threat. At AL-3, the EOC will begin gathering situation awareness information, but emergency coordination is largely left to the routine processes and procedures maintained by each department or organization.
- **Activation Level Two (Partial):** The EOC is activated to activation level two (AL-2) at the discretion of the Mayor when some, but not all, EOC positions are needed to manage an emergency. The EOC Director is responsible for determining which positions are needed to meet the City's needs. The following are examples of triggers for when an AL-2 activation may be appropriate:
    - A request for EOC activation from a City and County of Denver Department.
    - An incident resulting in 30 or more serious injuries or fatalities.
    - A mass care effort requiring the sheltering of 100 or more individuals.
    - An evacuation of 250 or more people from their residences.
    - An order to Shelter in Place for 1,000 or more people.
    - A utility outage to 10,000 or more energy customers. (A customer is defined as a metered energy user, and each customer could represent multiple individuals.)
    - An incident resulting in damage to five or more habitable structures.
    - A credible threat of terrorism or mass violence as determined by DPD or the Colorado Information Analysis Center.
    - Events with a Special Event Assessment Rating of three or higher.
    - A forecast from the National Weather Service of a Blizzard Warning or a prediction of major flooding.
- **Activation Level One (Full):** The EOC is activated to activation level one (AL-1) at the discretion of the Mayor when all EOC positions are needed to manage an emergency. The following are examples of triggers for when an AL-1 activation may be appropriate:
    - An incident resulting in 100 or more serious injuries or fatalities.
    - A mass care effort requiring the sheltering of 500 or more individuals.

- An evacuation of 500 or more people from their residences.
- An order to Shelter in Place for 5,000 or more people.
- A utility outage to 50,000 or more energy customers. (A customer is defined as a metered energy user, and each customer could represent multiple individuals.)
- An incident resulting in damage to 25 or more habitable structures.
- Events with a Special Event Assessment Rating of one or two.
- A forecast from the National Weather Service for historic flooding or historic winter weather.
- Significant civil unrest.

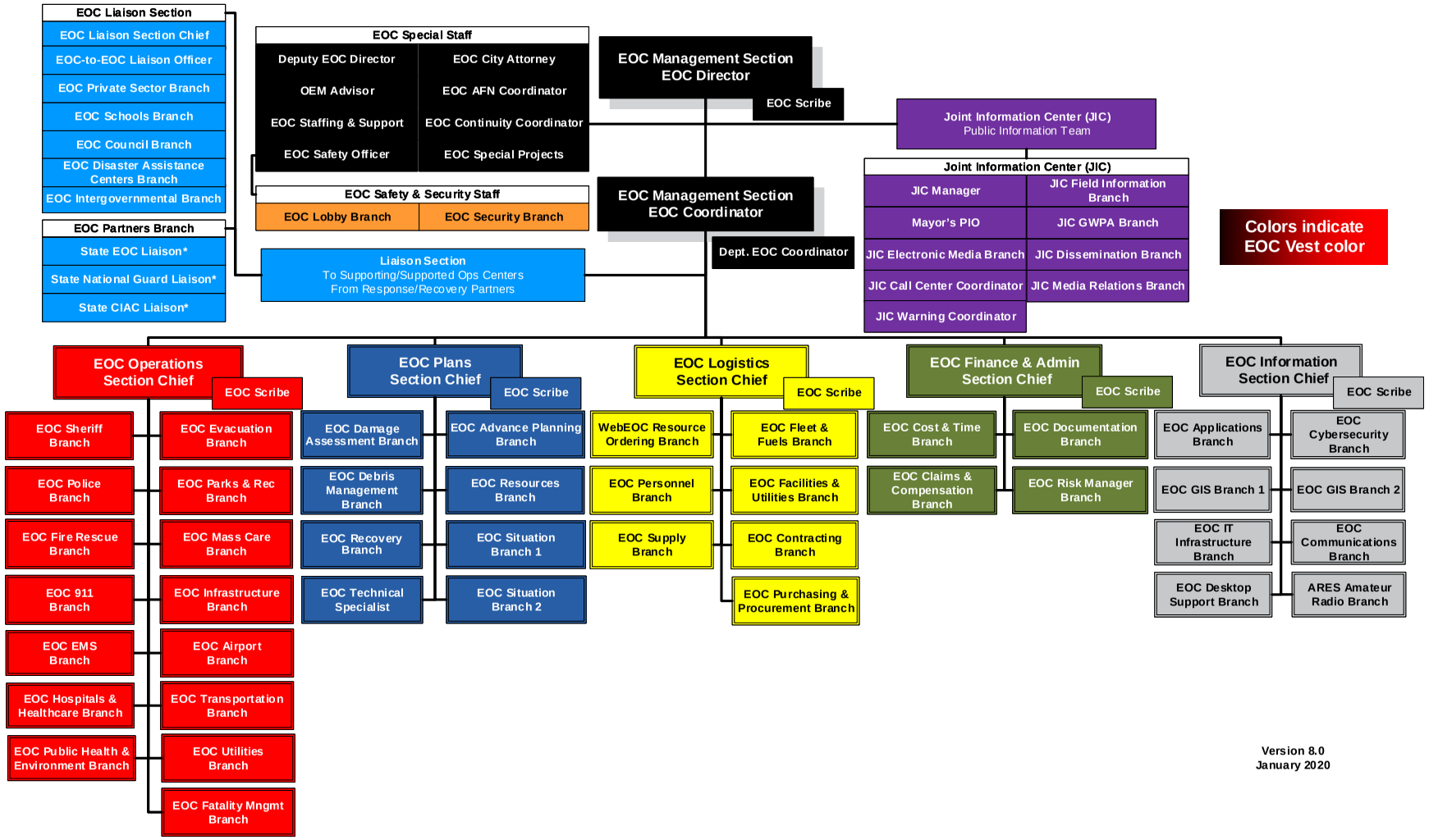
The EOC is divided into seven sections, and at AL-1, all are fully activated. Each section consists of various branches and units that report to a single Section Chief. Each Section Chief then reports to the EOC Director who is in turn responsible for the overall direction and control of the EOC.

2.2.3.2 EOC Management Section

The EOC Management Section is responsible for setting the EOC strategic objectives, making key citywide emergency management decisions and supporting each of the other sections as they work to achieve these objectives. The EOC Director serves as the Section Chief of the EOC Management Section and is responsible for coordinating Denver's citywide emergency response efforts.

The Mayor serves as the EOC Director or delegates this role to another senior City official. Denver does not establish a separate policy group or multi-agency coordination group (MAC Group) to issue emergency policy directives.

City and County of Denver Emergency Operations Center (EOC) Team
Figure Figure 2.2.3



2.2.3.3 EOC Operations Section

The EOC Operations Section is the coordination conduit between the EOC and the response organizations in the field. The EOC Operations Section provides updates from the public and private organizations involved in emergency response activities to track progress towards achieving the EOC's strategic objectives. Additionally, the EOC Operations Section identifies unmet response needs and works with the logistics sections to meet them. The EOC Operations Section Chief leads the EOC Operations Section.

2.2.3.4 EOC Plans Section

The EOC Plans Section is responsible for gathering status updates from the other EOC sections, forecasting future incident demands and creating plans to accomplish the EOC's strategic objectives for each upcoming operational period. The Plans Section prepares EOC Action Plans and situation reports. In addition, the Plans Section begins planning recovery actions during the initial response phase of an emergency. The EOC Plans Section Chief leads the EOC Plans Section.

2.2.3.5 EOC Logistics Section

The EOC Logistics Section is responsible for ordering, tracking and overseeing delivery of all resources requested through the EOC. Departments may deploy their internal resources or other resources for which there are per-existing agreements without processing the request through the EOC Logistics Section. Similarly, communication centers and DOCs may order resources without going through the EOC. However, departments, communication centers and DOCs must report all resource orders and deployments to the EOC Logistics Section for citywide resource tracking and accounting. The EOC Logistics Section coordinates with the EOC Finance and Administration Section to track expenditures and adhere to spending limits. The EOC Logistics Section Chief leads the EOC Logistics Section.

2.2.3.6 EOC Finance and Administration Section

The EOC Finance and Administration Section is responsible for managing all emergency expenditures by setting purchase limits, tracking costs and managing claims. The EOC Finance and Administration Section is also responsible for coordinating with the Plans Section to quantify damage estimates to determine possible eligibility for state and federal disaster assistance programs. The EOC Finance and Administration Section Chief leads the EOC Finance and Administration Section.

2.2.3.7 EOC Information Section

The EOC Information Section is responsible for managing all EOC technology, including camera systems, dashboards, computers, networks, communications, information sharing tools and

Geographic Information Systems (GIS). The EOC Information Section also houses the Amateur Radio Emergency Service (ARES), which provides auxiliary communication capability to the EOC. The EOC Information Section Chief leads the EOC Information Section.

2.2.3.8 EOC Liaison Section

The EOC Liaison Section is responsible for managing relationships and communications with a wide array of organizations including City Council, other EOCs, Denver Public Schools, the State of Colorado and the private sector. The EOC Liaison Section is comprised of standing positions as well as numerous ad hoc positions that can be filled by representatives from various companies and organizations affected by the emergency. The EOC Liaison Section Chief leads the EOC Liaison Section.

2.2.4 Joint Information System (JIS) / Joint Information Center (JIC)

During an emergency, the City must gather information from a myriad of departments, partner organizations, media outlets and open source platforms; synthesize it into clear messaging; and communicate the message with one voice to the public. For small incidents, this is accomplished using a Joint Information System (JIS) in which an agency's public information officer (PIO) coordinates messaging with relevant organizations and then communicates directly with the public.

During a significant emergency, however, public information demands quickly outpace the ability of one PIO, and the JIC must be activated. The JIC brings together public information professionals from across the City in one location to manage citywide media relations, public relations, public warnings and advisories, and media monitoring. The JIC is activated using the same three activation levels as the EOC but may be opened either in conjunction with the EOC or independently. The JIC is led by the JIC Manager, who reports directly to the EOC Director when the EOC is active and to the Mayor, or mayoral designee, when the EOC is inactive.

2.2.5 Partner Emergency Operations Centers

Hospitals, special districts, neighboring cities and municipalities, private organizations, and the State of Colorado may open their own EOCs during an emergency. The City does not have oversight of these EOCs; however, Denver EOC's Liaison Section is tasked with communicating the Denver EOC's strategic objectives to partner EOCs and coordinating joint efforts to accomplish them.

2.2.6 Incident Management Assistance Teams (IMATs)

Incident Management Assistance Teams (IMATs) are small groups of FEMA personnel (typically about 10 members) that deploy to the state EOC during a large emergency that may require federal assistance. An IMAT's primary responsibility is to coordinate with the local and state

EOCs to support the deployment of federal resources to assist in response and recovery efforts. IMATs do not possess direction and control authority. Instead, an IMAT supports the City and state as they exercise their respective emergency management responsibilities and authorities. Denver coordinates with IMAT teams through the State EOC Liaison.

2.2.7 Departmental Operations Centers (DOCs)

The Denver EOC is supported by multiple DOCs. DOCs are coordination centers established by one or more City departments to manage certain capabilities or departmental responsibilities. DOCs may be activated at the discretion of a department independent of the Denver EOC. When the EOC is inactive, DOCs report through their normal departmental organizational structure to the Mayor.

When the EOC is activated, all DOCs support the EOC and are also supported by the EOC. DOCs may establish their own action plans to support the strategic objectives established by the Denver EOC Action Plan as well as their own departmental needs. Each DOC is assigned an EOC position as a Primary Coordination Contact. Denver's DOCs are as follows:

- **Airport DOC:** The Department of Aviation may establish a DOC to coordinate all operations on airport property. The Airport DOC reports to the EOC through the EOC Airport Branch.
- **Mass Care DOC:** The Department of Human Services may establish a Mass Care DOC to coordinate mass sheltering, feeding, and social support operations in coordination with VOAD partners. The Mass Care DOC reports to the EOC through the EOC Mass Care Branch.
- **Public Health and Environment DOC:** The Department of Public Health and Environment (DDPHE), in partnership with Denver Public Health (DPH), may establish a Public Health and Environment DOC to coordinate public health, environmental, fatality management and animal care needs. The Public Health and Environment DOC reports to the EOC through the EOC Public Health and Environment Branch.
- **Security Operations Center (SOC):** The Department of General Services' (GS) SOC regularly coordinates the security needs of City facilities. However, during emergencies, the SOC functions as a DOC and supports the EOC's strategic objectives. The SOC reports to the EOC through the EOC Facilities and Utilities Branch.
- **Traffic Management Center (TMC):** The Department of Transportation and Infrastructure's (DOTI) TMC regularly coordinates citywide traffic operations. However, during emergencies, the TMC functions as a DOC and supports the EOC's strategic objectives. The TMC reports to the EOC through the EOC Transportation Branch.
- **Other DOCs:** Other DOCs may be established as deemed necessary by departmental leadership. These DOCs will then be assigned a coordination position in the EOC.

2.2.8 Disaster Assistance Center (DAC)

The Denver EOC may establish Disaster Assistance Centers (DACs) to serve as a clearinghouse for recovery assistance during an emergency or declared disaster. Each DAC provides disaster assistance to residents, visitors and businesses. These services include financial, insurance, employment and housing assistance, among others. DACs are staffed by representatives from public, private and non-profit recovery service providers. DACs coordinate with the EOC through the EOC Liaison Section's DAC Branch.

If the City and County of Denver is included in a Presidential Disaster Declaration, a DAC may transition to a Disaster Recovery Center (DRC) by integrating state and federal staff into the existing DAC. The DRC structure makes resources available that may not be regularly offered or are depleted at the local level. DRC supervision is provided jointly by the Federal Emergency Management Agency (FEMA), state and local managers through the Joint Field Office (JFO). The process of establishing a DRC is initiated through a recommendation by the State Coordinating Officer (SCO) to the Federal Coordinating Officer (FCO) overseeing federal operations for the disaster.

2.2.9 Mass Casualty Management Structures

2.2.9.1 Victim Identification Center (VIC)

The rapid identification of human remains during a mass fatality incident is critical to supporting victims' families and informing any ongoing investigation. If the normal resources of the Medical Examiner's Office are overwhelmed, the City may establish a Victim Identification Center (VIC) to augment and expedite the City's existing victim identification capabilities. The VIC is responsible for collecting records, data, DNA and other resources to identify victims and assist the Family Assistance Center (FAC) in managing the missing persons list. The VIC coordinates its operations with overall City emergency management efforts through regular communication with the Public Health and Environment DOC.

2.2.9.2 Family Assistance Center (FAC)

A FAC may be established following a mass casualty incident to assist the families of the missing, injured or deceased. FACs are responsible for managing the missing persons list and informing family members of the status of their loved ones. This often includes answering questions from family members who arrive at the FAC or who call in for information. The FAC may also provide initial psychological, spiritual and emotional support services to the family members of those affected. The FAC Coordinates its operations with City emergency management efforts through the Mass Care DOC.

2.2.10 Joint Field Office (JFO)

During presidentially declared disasters, FEMA may establish a Joint Field Office (JFO) to coordinate recovery operations among federal, state and local entities. There is typically only one JFO for a disaster area, and the JFO may not be located within Denver. The JFO does not manage on-scene recovery operations or provide services directly to citizens. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site. The JFO also coordinates the resources and information being distributed throughout the disaster region including at DRCs. Denver's EOC Recovery Branch is responsible for coordination with the JFO.

2.2.11 Communication Centers

2.2.11.1 Introduction

Communication centers provide daily incident management and resource coordination for emergency and routine operations. Each is operated independently of the EOC during normal operations but supports the EOC's strategic objectives during emergencies. Communication centers may coordinate the ordering and deployment of resources typically under their jurisdiction even when the EOC is activated. However, during EOC activations each communication center functions similarly to a DOC and must report their ordering and deployment action to the EOC for documentation and accountability.

2.2.11.2 911 Communications Center

The 911 Communication Center serves as the City's 24/7 public safety answering point for calls from the public for emergency assistance as well as the dispatch centers for the Denver Fire Department (DFD), Denver Police Department (DPD) and Denver Health Paramedic Division. During emergencies, 911 is charged with triaging and prioritizing calls for emergency services to ensure the limited number of response assets are utilized as efficiently as possible.

The 911 Communications Center is responsible for receiving all emergency notifications issued from the state or federal government through the National Warning System (NAWAS) and initiating initial response actions as well as notifying key City staff and leadership. 911 Communications is further tasked as the primary issuer of public warnings for the City. 911 Communications coordinates with the EOC through the EOC 911 Branch.

2.2.11.3 311 Contact Center

The 311 Contact Center typically provides non-emergency information concerning City services to residents during limited hours. During emergencies, the EOC may request that the 311 Contact Center extend its hours and/or increase on-duty staff to serve as a primary hub for the public to call and receive information on response and recovery programs and assistance. The

311 Contact Center may also be tasked with triaging non-life-threatening reports from the public concerning an emergency. Communication concerning life-threatening incidents should go through 911 and not 311. The 311 Contact Center coordinates with the JIC through the JIC Call Center Coordinator.

2.2.11.4 Airport Communications Center

The Airport Communications Center manages 24/7 communications for routine and emergency operations at Denver International Airport. At the first sign of an emergency affecting airport property, the Airport Communications Center notifies the on-duty Airport Operations Manager (AOM), who in turn notifies key City staff and leadership. The on-duty AOM is then responsible for activating the Department of Aviation's DOC to further manage the airport emergency. Furthermore, the AOM possesses primary authority for activating public warning systems for incidents on airport property through the Airport Communications Center. The Airport Communications Center coordinates operations with the Airport DOC which in turn coordinates with the Denver EOC.

2.2.12 Communication Systems

Denver employs multiple interoperable communication systems to support emergency operations. These systems include:

- Public Service Radio (800 MHz) programmed with local, regional and statewide channels.
- Voice Over Internet Protocol (VOIP) and traditional landline telephones aided by Government Emergency Telephone Service (GETS).
- Cellular telephones aided by Wireless Priority Service (WPS).
- Email, video conferencing and other methods of online communication.
- Satellite phones.
- NAWAS for communication with other counties, the State of Colorado, and the National Weather Service (NWS).
- Amateur radio managed by the Denver ARES Club.

All agencies that employ these systems should utilize plain language to avoid confusion caused by code and terminology differences between agencies.

2.2.13 Public Alert and Warning

2.2.13.1 Introduction

Public alert and warning is the task of alerting a community that a hazard or threat poses an imminent risk and providing instructions on how the public can protect themselves. Due to the

varying methods through which the public may receive a warning, Denver relies on multiple warning systems that can be activated by multiple departments. This approach is designed to be able to communicate quickly and effectively to the diverse communities within Denver, including non-English-speaking populations and those with access and functional needs. The systems detailed in this section are the primary warning methods maintained by the City and may be supplemented by social media platforms, the city's website and other communication platforms.

2.2.13.2 Outdoor Warning Sirens (OWS)

The OWS is a network of sirens located throughout the City that are activated to alert the public to seek shelter indoors. The sirens can be activated citywide or geographically targeted to a section of the City. With the exception of DEN, DFD Dispatch (housed within 911 Communications) is the primary OWS alerting entity for the City and is backed up by the Airport Communications Center and the OEM. The Airport Communication Center is the primary alerting entity for DEN and is backed up by DFD Disptach and the OEM

2.2.13.3 Emergency Public Notification (EPN)

The EPN system, commonly referred to as Reverse 911, is a system that can be geographically targeted to send mass voice notifications to landline phones. It also has the capability to reach subscribers through additional channels such as text messaging, email or voice calls. Subscribers must list the addresses for which they would like to receive alerts and may also list any access and functional needs or communication barriers. Activation responsibility for the EPN as well as the management of the subscriber database is overseen by 911 Communications.

2.2.13.4 Wireless Emergency Alerts (WEAs)

WEAs are a component of the Integrated Public Alert and Warning System (IPAWS) that allows for emergency messages to be sent to mobile devices in a geographic area. In contrast to EPN, WEAs are based on a cell phone's current location and not a registered address. Furthermore, WEAs do not require cell phone users to subscribe to the service and most cell phones will automatically receive alerts unless the user has manually opted out. The messages use a unique alert tone and appear as text. With the exception of DEN, 911 Communications is the primary WEA alerting entity for the City and is backed up by the Airport Communications Center and the OEM. The Airport Communication Center is the primary alerting entity for DEN and is backed up by 911 Communications and the OEM.

2.2.13.5 Emergency Alert System (EAS)

The EAS is a component of IPAWS that allows for emergency messages to be sent to radio and TV broadcasters. Messages are typically broadcasted over numerous local radio stations (although AM 850 KOA is designated as Denver's primary EAS station) and scrolled across the bottom of the TV on local broadcast stations. 911 Communications is the primary EAS alerting

entity for the City and is backed up by the OEM. It should be noted that bleed over from the Denver EAS into neighboring jurisdictions may be extensive, and coordination with neighboring jurisdictions is essential.

2.2.13.6 National Oceanic and Atmospheric Administration (NOAA) All Hazard Radio

NOAA All Hazard Radio is a component of IPAWS that allows for voice messages to be sent to certain radio receivers. These radio receivers are available to the public and often have backup power sources making them resilient to electrical failures and certain communication disruptions. NOAA All Hazard Radio can only be activated by the National Weather Service (NWS); however, 911 Communications is the primary agency responsible for contacting the NWS' Boulder office and requesting that NOAA All Hazard Radios be activated. The OEM serves as the backup agency for requesting NOAA All Hazard Radio activation. It should be noted that the NWS Boulder office will likely automatically issue EAS and WEA messages in tandem with an All Hazard Radio activation.

2.2.13.7 Route Alerting

The process of route alerting consists of DFD, DPD, EMS or other personnel traveling through an area and broadcasting an emergency alert message over a vehicle's public address system and/or physically knocking on doors to alert residents. This method of alerting is extremely labor intensive and time consuming; however, it may be necessary to reach certain demographics or specific geographic areas, or when no other forms of communication are available. Except for incidents on DEN airport property, 911 Communications is the primary agency responsible for coordinating route alerting. The Airport Communications Center oversees route alerting for incidents at the airport and is backed up by 911 Communications.

2.2.13.8 Public Warning Responsibilities

Primary warning responsibility is transferred from 911 Communications or the Airport Communications Center to the JIC when the JIC is activated to AL-2 or AL-1. The transfer of primary warning responsibility only occurs after 911 Communications and the Airport Operations Manager receive confirmation that the JIC is operational and prepared to take over primary alerting responsibility. After primary public alert and warning responsibilities are transferred to the JIC, the 911 Communications and the Airport Communications Center should coordinate with the JIC prior to sending alerts unless a rapidly developing life safety threat necessitates that this coordination occur after the alert is issued.

The State of Colorado and the federal government has primary warning responsibility for certain hazards. Denver does not issue Watches or Warnings for hazardous weather; these are issued by the National Weather Service. The City also does not issue Amber Alerts or Silver Alerts for missing persons; these warnings are issued by Colorado Bureau of Investigation. However, Denver may choose to use any of its available warning methods to amplify alerts

and warnings from other agencies, even if the City is not the agency primarily responsible for issuing the warning.

All public warnings should be followed by public information efforts such as social media posts, press releases, updates to the City's and/or Airport's website and outreach to local print and electronic media. 911 Communications and the Airport Communications Center are not responsible for conducting these follow-up public information efforts. Instead, these tasks are initially managed by an appropriate City PIO as part of a JIS and then transferred to the JIC if necessary.

2.2.14 Public Protective Actions

2.2.14.1 Introduction

Public protective actions consist of orders to the public to take measures to protect their lives, property and wellbeing. These orders may be issued by an IC for an incident scene or by the Mayor for large portions of the city. While there are many potential public protective action orders that may be issued, the most common are detailed below.

2.2.14.2 Evacuation

Evacuation orders are notices to the public to leave a geographic area. Evacuation areas can be a single city block or a large portion of the City. Evacuations must consider the transportation needs and accessibility challenges of people in the area being evacuated. Affected populations must also be given information regarding safe evacuation routes. Additionally, an evacuation center should be set up nearby to receive evacuees and provide information related to returning to the evacuated area or support evacuees through an extended displacement. Evacuations also require significant coordination to ensure safe and organized re-entry and reoccupation of evacuated areas. The DPD is responsible for enforcing and carrying out evacuation orders.

2.2.14.3 Shelter in Place

Certain threats require the public to immediately go indoors and stay there until told it is safe to leave. This type of protective action is typically implemented to address immediate security threats, police operations in an area or a hazardous materials release. The order to shelter in place is normally short-lived and targets a specific neighborhood or at-risk geographic area. For a hazardous materials releases, the public may also receive instructions to close all doors, windows, flumes and other exterior openings of a structure. DPD is responsible for enacting and enforcing shelter in place orders. When relevant, DFD and DDPHE are charged with providing DPD with subject matter expertise involving the chemical or environmental hazard and what areas should be sheltered in place.

2.2.14.4 Curfew

Curfew orders assist in preventing damages, injuries or unrest by restricting who may be outside of their home in a certain geographic area at a given time. Curfew orders should include the times of the curfew, the area of the curfew and who is exempt from the curfew. Only the Mayor has the authority to issue curfews, which are then enforced by the DPD and publicized by the JIC.

2.2.14.5 Avoid the Area

Avoid the area orders deny access to a geographic area and instruct the public to avoid that area. Avoid the area orders are often issued in tandem with orders to those living, working or otherwise doing business in the restricted area to shelter in place or evacuate. DPD is responsible for enacting and enforcing avoid-the-area orders.

2.2.14.6 Public Health Protective Actions

Public health protective actions are as varied as the public health threats that may face the City. For example, contamination of the City's drinking water may result in instructions to boil or not use tap water. For communicable diseases, certain quarantine, isolation, or social distancing orders may be issued. Subsequent to a state of emergency and upon the recommendation of the DDPHE, the Mayor may issue a public health protective action. DDPHE is responsible for implementing public health protective actions and coordinating with all relevant lead, support and partner organizations.

2.2.15 Re-Entry

After an evacuation or an order to avoid the area, residents, business owners and recovery vendors must be allowed to orderly return to an area. For smaller emergencies with a limited scope, re-entry may be managed at the incident site by DPD. For larger emergencies, re-entry may need to be managed using a tiered process at an off-site location.

For a major emergency or disaster, Denver may establish a re-entry credentialing site. Property owners and tenants, as well as service providers, recovery contractors and other key personnel will be vetted and credentialed at this location and issued passes to enter areas of restricted access. Entry will be prioritized according to the following tiers:

Tier 1: Access restricted to the damage assessment and repair personnel that are needed to address immediate life safety needs or restore basic infrastructure needed to allow the safe re-entry of additional personnel.

Tier 2: Access restrictions broadened to include property owners and tenants as well as their approved recovery contractors.

Tier 3: Open access. Increased police patrols and curfews may still be in effect.

2.2.16 Emergency Logistics and Resource Management Structures

Certain emergencies interrupt the normal supply chains or delivery methods of essential commodities such as fuel, food and water. In these instances, the City will initially attempt to support impacted businesses and service providers to continue commodity delivery through traditional means. However, if needs remain, the City may establish LSAs and C-PODs to receive essential goods from vendors or partner agencies and provide them to the public.

Other emergencies may pose a threat to public health and require the City to distribute medication using rapidly deployed emergency logistics systems. These public health logistics systems include P-PODs that receive medications from LSAs or the state resource Receiving, Staging and Storage (RSS) site.

2.2.16.1 Receiving, Staging and Storage (RSS) Site (Public Health Emergencies)

The U.S. DHHS Assistant Secretary for Preparedness and Response (ASPR) maintains large quantities of pharmaceutical and medical supplies known as the Strategic National Stockpile (SNS) that can be surged to areas experiencing public health emergencies. In emergency situations, the director of the Colorado Department of Public Health and Environment may request SNS supplies. Once SNS supplies are on their way, the RSS site should be set up to manage the shipments at the state level. The Public Health and Environment DOC will coordinate the delivery of SNS supplies from the RSS to LSAs or directly to P-PODS.

2.2.16.2 Logistics Staging Areas (LSAs)

LSAs serve as the primary point for emergency pharmaceutical and commodity delivery and sorting. Items entering the LSA from multiple sources are sorted into packages tailored to the needs of each of the LSA's assigned C-PODs or P-PODs. LSAs are typically activated by the EOC Director when a large influx of commodities or pharmaceuticals is anticipated. LSAs may also be referred to as Local Transfer Points (LTPs) during public health emergencies. LSAs coordinate their operations through the EOC Supply Branch.

2.2.16.3 Commodity Points of Distribution (C-PODs)

C-PODs receive commodities from an LSA or directly from a supplier and efficiently and equitably distribute them to Denver residents and visitors with special consideration given to those with access and functional needs.

C-PODs are tailored to the modes of transportation and expected volume of users within their service area. The EOC Director activates one or more C-PODs when an area of the City lacks access to essential commodities such as food or water. C-PODs can be categorized as either

open or closed. Open C-PODs serve the public, and closed C-PODs are made available only to certain high-risk groups such as institutionalized populations and educational campuses, or groups essential to emergency operations such as first responders, key support personnel and certain private sector service providers. C-PODs coordinate their operations through the Mass Care DOC.

2.2.16.4 Pharmaceutical Points of Dispensing (P-PODs)

P-PODs receive medicine, vaccines and other pharmaceutical supplies from an LSA, directly from the RSS or from a supplier. The P-POD then efficiently and equitably distributes these pharmaceutical supplies to Denver residents and visitors. Like C-PODs, P-PODs are designed to serve the whole community, including those with access and functional needs and can be open (accessible to the general public) or closed (open only to high-risk groups or critical personnel). Due to additional chain-of-custody, medication-storage and documentation needs, the throughput rate for P-PODs is generally less than that of C-PODs and can vary widely depending on each medication's administration needs. P-PODs coordinate their operations through the Public Health and Environment DOC.

2.2.16.5 Resource Management

Timely and accurate tracking of resources is critical to emergency management efforts and personnel safety. Each organization is responsible for tracking the status of each resource under their direction, to include contracted, mutual aid and volunteer assets. Assets ordered through the EOC are tracked by the EOC's Logistics Section until they arrive on scene and report to the requesting organization. Once on scene, it is the responsibility of the requesting organization to continue to track the status of the resource and report back to the EOC when it is demobilized.

2.2.17 Mass Care Structures

2.2.17.1 Introduction

Mass care is the ability to provide for basic physical and emotional needs of Denver's residents and visitors during an emergency. This includes shelter, food, water, basic hygiene supplies, essential clothing, routine medications and behavioral health counseling. Mass care and emergency logistics are interdependent, with logistics structures providing the resources needed to successfully conduct mass care. Given the resource and logistical demands of mass care operations, all efforts should be made to maintain or rapidly restore services that allow residents to stay in their own homes and provide for their own basic needs.

2.2.17.2 Evacuation Centers

Evacuation centers are locations established to care for displaced populations in the hours immediately following an evacuation. Evacuation centers are typically established in a city

facility located near the evacuated area, and transportation may be provided to assist in moving individuals from an evacuation area to the evacuation center. An evacuation center may provide basic assistance to displaced populations, including transportation to emergency shelters for further assistance. Evacuation centers coordinate their operations through the Mass Care DOC.

2.2.17.3 Emergency Sheltering

Emergency sheltering consists of providing a basic, temporary living facility for the public and their pets (excluding exotic animals). Routine sheltering for single family house fires or similar incidents is normally managed by NGO partners including the American Red Cross (ARC). Sheltering for significant emergencies is led by Denver Human Services in coordination with government, NGO and private sector partners. To be successful, mass sheltering must be supported by mass feeding, case work, behavioral health and logistics operations. Denver is committed to providing accessible shelters for the whole community. While not all potential shelter locations within the City and County of Denver have been upgraded to modern standards of accessibility, the City will ensure that an adequate number of shelters in an affected area are accessible to those with access and functional needs. Shelters coordinate their operations through the Mass Care DOC.

The City categorizes shelters into two categories:

- **Primary shelters:** Denver recreation centers serve as the primary shelters for the City. Recreation centers are located throughout the City and are typically capable of sheltering 250 or fewer people.
- **Consolidated shelters:** If the number of primary shelters is predicted to exceed the City's ability to manage, shelter populations will be consolidated into one or more large shelters. Consolidated shelters are located at one of Denver's large venues.

2.2.17.4 Mass Feeding

Mass feeding may be necessary to support shelters, neighborhoods without access to normal food service or the needs of responders. NGO and private sector partners are key in providing mass feeding services. The City may distribute food at C-PODs or by supporting the feeding operations of NGOs and private sector organizations. Administrators and staff of all mass feeding operations should consider religious dietary restrictions and the health needs of those receiving food.

2.2.17.5 Case Work

Case work is essential for determining when to transition residents out of shelters and into other housing options and for identifying appropriate assistance to ensure nutrition and other needs are met after mass feeding operations are discontinued. Mass care operations are intended to provide temporary aid to the public in the immediate aftermath of an emergency. As the focus

of emergency operations shifts to recovery, mass care operations should be demobilized and routine services resumed to serve the community's everyday needs.

2.2.17.6 Behavioral Health

Mass care extends beyond physical needs and includes psychological needs of emergency survivors and responders. The City and its NGO partners are committed to helping address the community's immediate psychological needs after a significant emergency. Typically, DPD is responsible for triaging and providing immediate behavioral health support to victims. DDPHE is able to support DPD by providing additional behavioral health resources and referring individuals to resources for long-term assistance.

2.2.17.7 Pet Sheltering

An estimated 64% of Denver households are home to one or more pets. Pets should be sheltered on-site near their owners or at a nearby facility that is accessible to owners. Denver Animal Protection should ensure that all pets are properly vaccinated and tracked prior to being admitted to a shelter. While animals are normally not allowed in the main housing and sleeping areas of a shelter, exceptions will be made for service animals.

2.2.17.8 Volunteer and Donations Management

The City encourages residents to take an active role in their community's emergency preparedness. This includes volunteering to assist in emergency response and recovery operations. However, it is imperative that volunteers sign up with and function under the supervision of a VOAD, business or government organization operating in accordance with this emergency plan. Organizations utilizing volunteers should also be able to provide the appropriate safety, legal and insurance protections, as well as proper training and official identification. All emergency volunteers affiliated with the City and County of Denver must be pre-approved for their role by the Denver Office of Human Resources. Spontaneous volunteers should be referred to appropriate VOADs.

The City does not accept in-kind donations due to their extreme administrative burden and often limited utility to survivors. Instead, in-kind donations will be referred to Denver's VOAD and NGO partners. Exceptions to this policy may be made for donations from known organizations of supplies specifically requested by the EOC. All monetary donations should be directed to a single fund established in partnership with the City or a non-profit identified by the Denver EOC. Prior to accepting monetary donations, the EOC's Finance and Administration Section should ensure that the JIC is prepared to publicize how the public can donate.

2.2.18 Emergency Finance

Financial planning, tracking and documentation is essential to successful emergency response and recovery efforts. Emergency finance procedures should be developed by all City departments, independent government agencies and qualifying non-profits that could qualify for state and federal PA programs or other forms of reimbursement.

Once activated, the EOC's Finance and Administration Section may establish a program code for citywide cost reporting. Reported costs should be a direct result of the emergency, incurred within Denver or its mountain parks, and be the result of the department performing a task outside normal operations and associated with its legal responsibility as enumerated in Section 3 of this plan. Costs associated with mutual aid or other deployments outside of Denver may also be considered for PA funding and should be reported using a separate program code. PA-eligible organizations external to the City cannot report their costs using the City's program code; however, it is recommended that they track costs and provide documentation to the EOC Finance and Administration Section to ensure the whole community's costs are captured.

Procurement of items during a presidentially declared disaster, or emergency that may escalate into a presidentially declared disaster, should comply with FEMA's procurement policies. Each organization should document costs related to labor, materials and supplies, equipment, contracts, and other expenses. These costs should then be reported to the EOC Finance and Administration Section.

2.2.19 EOC Recovery Operations

The EOC's mission extends beyond initial response actions intended to preserve life, property and the environment to also include short-term recovery coordination. Short-term recovery operations consist of actions to restore the services that are needed to reoccupy homes and businesses, obtain any available state or federal disaster assistance and bridge any remaining resource gaps that are preventing residents and businesses from moving swiftly towards recovery.

While recovery should begin with the initial response, the EOC's primary focus shifts to recovery once the EOC Director's response objectives are achieved and the EOC Action Plan's emphasis shifts to recovery needs. This shift may be marked by the EOC's operational periods lengthening beyond 12 hours or the EOC shifting to daytime only operations. When transitioning to recovery operations, the EOC Director may elect to activate or deactivate certain EOC positions or bring in additional recovery focused liaisons.

2.2.20 Damage Assessment

2.2.20.1 Introduction

Damage assessment begins during response operations and typically escalates as the emergency transitions towards recovery. Citywide damage assessment is led by the DOTI, in close coordination with the Department of Community Planning and Development (CPD), GS, Department of Finance (DOF) and other organizations.

2.2.20.2 Windshield Survey

The initial damage assessment occurs as first responders enter areas of the City affected by the emergency and report damage back to 911 Communications (and the Airport Communication Center for damage on DEN property). This assessment is known as a Windshield Survey. 911 Communications and the Airport Communications Center then note areas of damage with a focus on immediate life safety risks. The EOC 911 Branch and EOC Airport Branch relay information from the Windshield Survey to the EOC Damage Assessment Branch.

2.2.20.3 Safety Assessment

The EOC Damage Assessment Branch is responsible for taking reports from the EOC 911 Branch and EOC Airport Branch and coordinating the deployment of teams to perform safety assessments of structures that pose an immediate life safety threat. When possible, safety assessment teams should be organized and placed on standby prior to the emergency. Teams are primarily comprised of officials from DOTI and CPD with engineering and architectural specialties. Safety assessments are focused on immediate life safety risks and determining if a structure is safe or unsafe.

2.2.20.4 Initial Damage Assessment (IDA)

Once immediate life safety threats have been addressed and the emergency begins to transition to recovery, the EOC Damage Assessment Branch will evaluate the need for an Initial Damage Assessment (IDA). The purpose of the IDA is to map the scope of damage in order to inform EOC actions related to debris management and other recovery needs, and to quantify the damage to assess eligibility for state and federal disaster assistance. IDA teams are typically comprised of officials from DOTI and CPD; however, GS, the DOF and officials from other departments may be included when damaged City facilities are involved. IDA teams coordinate directly with the EOC Damage Assessment Branch.

2.2.20.5 Preliminary Damage Assessment (PDA)

If the EOC Director determines that damages from the emergency may meet the indicators for a federal disaster declaration, he or she will request that the Governor of Colorado ask

the President of the United States to issue a Major Disaster Declaration. To verify damage estimates in the IDA, FEMA and the Colorado Department of Emergency Management and Homeland Security (DHSEM) may perform a preliminary damage assessment (PDA). The EOC Damage Assessment Branch is responsible for providing the PDA team with data from the IDA to review and confirm.

2.2.20.6 Ongoing Damage Assessment

Ongoing damage assessments are key to the success of recovery efforts. Ongoing damage assessments are organized by the EOC Damage Assessment Branch and intended to document the progress of recovery efforts as well as identify any developing issues. Ongoing damage assessment teams may be comprised of specialized officials from many different departments. For example, if flood damage leads to a developing environmental risk from mold or insects, the DDPHE may join ongoing damage assessment teams to assess environmental safety.

2.2.21 Debris Management

Certain emergencies generate large amounts of debris from damaged and destroyed structures, vehicles, vegetation and other sources. This debris must be collected, sorted and ultimately disposed of. The City is responsible for managing the disposal of debris on public property or in the rights-of-way but may also assist with the disposal of debris on private property that poses an immediate public safety risk. The rapid removal of debris is essential to the community's overall recovery and may also qualify Denver for increased federal reimbursement during presidentially declared disasters.

Debris management operations of a limited scope may be managed internally by DOTI; however, large operations will require help from private-sector contractors. The City should maintain several debris management and monitoring contracts to ensure expeditious debris management.

2.2.22 Long-Term Recovery Committee (LTRC)

The LTRC coordinates long-term recovery activities following the deactivation of the EOC. Long-term recovery consists of actions to restore Denver's economic, cultural and environmental vibrancy in a way that is resilient to future emergencies and disasters. Long-term recovery objectives typically require extensive time to implement and operational periods may span months to years. The Mayor or his or her designee will chair the committee, and other representatives may include supporting agencies, elected officials, regional partners, nongovernmental organizations (NGOs), the state of Colorado and federal agencies. The number of members on the committee can fluctuate throughout the long-term recovery effort.

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DENVER
THE MILE HIGH CITY

SECTION 3:

ROLES AND RESPONSIBILITIES

SECTION 3: ROLES AND RESPONSIBILITIES

3.1 Organizational Emergency Functions

3.1.1 Overview of Emergency Functions

City departments and outside partner organizations have critical emergency management roles, categorized by core capability. Core capabilities are the key functions necessary to comprehensively address Denver's five emergency management mission areas: Prevention, Protection, Mitigation, Response and Recovery. Each City department and external organization supports Denver's core capabilities as either the lead agency, support agency or a partner organization.

3.1.1.1 Lead Agencies

Lead agencies are Denver departments that are assigned primary responsibility for coordinating the community's effort to address a capability. Lead agencies are not expected to address their core capabilities alone but are instead charged with organizing support from other City departments and external organizations. Lead agencies are ultimately accountable to the Mayor for the development of their core capability.

3.1.1.2 Support Agencies

Support agencies are Denver departments that assist the lead agency in accomplishing an assigned core capability. Core capabilities are assigned only one lead agency, but they may have numerous support agencies that bring an array of useful assets and skill sets. Support agencies work in coordination with the lead agency but are ultimately accountable to the Mayor for assisting the lead agency in developing an assigned core capability.

3.1.1.3 Partner Organizations

Partner organizations are organizations external to the City government that are critical in addressing a core capability. Core capabilities may require the resources and aptitudes of numerous partner organizations to successfully build resiliency. Like support agencies, partner organizations should coordinate their efforts with the lead agency; however, partner organizations do not ultimately report to the Mayor and therefore possess more autonomy than support agencies.

3.1.2 Core Capabilities

Core capabilities must be continuously developed and evaluated to ensure the City is adequately prepared for an emergency. Denver's core capabilities are listed by mission area in this section.

Some capabilities are shared among all mission areas and are listed first. The Prevention and Protection Mission Areas share a number of common capabilities and are grouped together.

3.1.2.1 Capabilities Share Among All Mission Area

- **Operational Coordination:** Establish and maintain a unified and coordinated operational structure and process that integrates all critical stakeholders and supports the execution of core capabilities.
- **Planning:** Create an ongoing and systematic process engaging the whole community in the development and execution of strategic, operational and/or tactical-level approaches to meet defined objectives.
- **Public Information and Warning:** Deliver coordinated, prompt, reliable and actionable information to the whole community through the use of clear, consistent, and culturally and linguistically appropriate communications regarding any threat or hazard, including the actions taken and the assistance available.

3.1.2.2 Prevention and Protection Mission Areas

- **Access Control and Identity Verification:** Apply and support necessary physical, technological and cyber measures to control access to critical locations and systems.
- **Cyber Security:** Protect (and if needed, restore) electronic communications systems, data and services from damage, unauthorized use, and exploitation.
- **Forensics and Attribution:** Conduct forensic analysis (including means, methods and attribution) of terrorist acts and/or preparation for an attack in an effort to prevent initial or follow-on acts and/or swiftly develop counter-options.
- **Intelligence and Information Sharing:** Gather and provide timely, accurate and actionable information concerning physical and cyber threats; the development, proliferation, or use of weapons of mass destruction; or any other matter threatening Denver's security. Information sharing is the ability to exchange intelligence, information, data or knowledge among government or private sector entities.
- **Interdiction and Disruption:** Delay, divert, intercept, halt, apprehend or secure threats and/or hazards.
- **Physical Protective Measures:** Implement and maintain risk-informed countermeasures and policies protecting people, structures, materials, products and systems associated with key operational activities and critical infrastructure.
- **Risk Management for Protection Programs:** Identify, assess and prioritize risks to inform protection activities, countermeasures and investments.
- **Screening, Search and Detection:** Identify, discover and locate threats and/or hazards through active and passive surveillance and search procedures. This may include the use of systematic examinations and assessments, bio surveillance, sensor technologies or physical investigation and intelligence.

- **Supply Chain Integrity and Security:** Strengthen the security and resilience of the supply chain.

3.1.2.3 Mitigation Mission Area

- **Community Resilience:** Enable the recognition and understanding of potential risks, encourage adequate planning for those risks and empower individuals and communities to make informed decisions necessary to adapt to, withstand and quickly recover from future incidents.
- **Long-Term Vulnerability Reduction:** Build and sustain resilient systems, communities, critical infrastructure and key resource lifelines to reduce vulnerability to natural, technological and human-caused threats and hazards by lessening the likelihood, severity and duration of the adverse consequences.
- **Risk and Disaster Resilience Assessment:** Assess risk and disaster resilience so that decision makers, responders and community members can take informed action to reduce risk and increase resilience.
- **Threat and Hazard Identification:** Identify the threats and hazards that could occur, determine the potential frequency and magnitude and incorporate this into planning processes to clearly understand the needs of a community or entity.

3.1.2.4 Response Mission Area

- **Critical Transportation:** Provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals, and the delivery of vital response personnel, equipment and services into the affected areas.
- **Environmental Response/Health and Safety:** Conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from all-hazards in support of responder operations and the affected communities.
- **Fatality Management Services:** Provide fatality management services, including decedent remains recovery and victim identification; provide mortuary processes, temporary storage or permanent internment solutions; share information with mass care services for the purpose of reunifying family members and caregivers with missing persons/remains; and provide counseling to the bereaved.
- **Fire Management & Suppression:** Provide structural, wild-land and specialized firefighting capabilities to manage and suppress fires of all kinds and complexities while protecting the lives, property and the environment in the affected area.
- **Infrastructure Systems (Shared with the Recovery Mission Area):** Stabilize critical infrastructure functions to minimize health and safety threats, and efficiently restore and revitalize infrastructure systems and services to support a viable, resilient community.

- **Logistics and Supply Chain Management:** Deliver essential commodities, equipment and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples.
- **Mass Care Services:** Provide life-sustaining and basic services to the affected population, including hydration, feeding, sheltering, temporary housing, evacuee support, reunification and emergency supplies.
- **Mass Search & Rescue Operations:** Deliver traditional and atypical search-and-rescue capabilities, including personnel, services, animals and other assets to survivors in need, with the goal of saving the greatest number of endangered lives in the shortest time possible.
- **On-Scene Security, Protection and Law Enforcement:** Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities in affected areas and also for response personnel engaged in life-saving and life-sustaining operations.
- **Operational Communications:** Ensure the capacity for timely communications in support of security, situational awareness and other emergency operations by any and all means available, among and between affected communities in the impact area and all response forces.
- **Public Health, Healthcare and EMS:** Provide life-saving medical treatment via emergency medical services and related operations, and avoid additional disease and injury by providing targeted public health, medical treatment and behavioral health support, and bringing medications and other medical supplies to all affected populations.
- **Situational Assessment:** Provide all decision makers with relevant information regarding the nature and extent of the hazard or emergency, the status of the response and any cascading effects.

3.1.2.5 Recovery Mission Area

- **Economic Recovery:** Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.
- **Health and Social Services:** Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health) and well-being of the whole community.
- **Housing:** Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.
- **Natural and Cultural Resources:** Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response and recovery actions to preserve, conserve, rehabilitate and restore them consistent with community priorities and best practices and in compliance with applicable environmental and historic preservation laws and executive orders.

3.1.3 Capability Tables

The lead, support and partner responsibilities for each capability are listed by department and organization in Figure 3.1a through Figure 3.1d on the following pages.

Figure 3.1a: City and County of Denver Charter Departments

	Aviation	CPD	Excise and License	Finance	General Services	Human Services	Law	Parks and Recreation	DDPHE	Safety	Trans. and Infrastructure
Operational Coordination	S	S	S	S	S	S	S	S	S	S	S
Planning	S	S	S	S	S	S	S	S	S	S	S
Public Information & Warning	S	S			S	S	S	S	S	S	S
Access Control & Identity Verification	S				S					L	S
Cyber Security				S						S	
Forensics & Attribution		S								L	S
Intelligence & Information Sharing										L	
Interdiction & Disruption										L	
Physical Protective Measures	S				S			S		L	S
Risk Management for Protection Programs	S			L	S					S	S
Screening, Search & Detection	S									L	
Supply Chain Integrity & Security	S				S					L	S
Community Resilience	S	S	S	S	S	S	S	S	S	S	S
Long-Term Vulnerability Reduction	S	S		S	S	S		S	S	S	S
Risk & Disaster Resilience	S	S	S	S	S	S	S	S	S	S	S
Threat & Hazard Identification	S	S		S	S	S	S	S	S	S	S
Critical Transportation	S				S			S		S	L
Environmental Response/ Health Safety	S	S	S	S		S	S	S	L	S	S
Fatality Management Services	S				S	S			L	S	
Fire Management & Suppression	S									L	
Infrastructure Systems	S			S	S			S	S	S	L
Logistics & Supply Chain Management	S		S	S	L			S			S
Mass Care Services	S			S	S	L		S	S	S	
Mass Search & Rescue Operations	S									L	
On-Scene Security, Protection & Law Enforcement	S						S			L	
Operational Communications	S									S	
Public Health, Healthcare & EMS						S			L	S	
Situational Assessment	S	S	S	S	S	S	S	S	S	S	S
Economic Recovery	S	S	S	S		S			S		S
Health & Social Services						L			S		
Housing		S				S			S		
Natural & Cultural Resources		S						L	S		S

■ = Lead ■ = Support ■ = Partner

Figure 3.1b: City and County of Denver Offices and Agencies

	HRCP	Arts and Venues	Board of Ethics	City Council	Housing and Sustainability	Mayor's Office	NDCC	Children's Affairs	DEDO	Emergency Management	Human Resources	Independent Monitor	Nat'l Western Center	Special Events	Technology Services
Operational Coordination	S	S	S	S	S	S	S	S	S	L	S	S	S	S	S
Planning	S	S	S	S	S	S	S	S	S	L	S	S	S	S	S
Public Information & Warning	S	S		S	S	S	S	S	S	L	S		S	S	S
Access Control & Identity Verification		S								S	S				S
Cyber Security															L
Forensics & Attribution															
Intelligence & Information Sharing										S					
Interdiction & Disruption															
Physical Protective Measures		S					S			S			S	S	
Risk Management for Protection Programs		S								S				S	S
Screening, Search & Detection		S													
Supply Chain Integrity & Security										S					S
Community Resilience	S	S		S	S	S	S	S	S	L			S	S	S
Long-Term Vulnerability Reduction	S	S		S		S	S	S	S	L			S		S
Risk & Disaster Resilience	S	S		S		S	S	S	S	L			S	S	S
Threat & Hazard Identification	S	S							S	L				S	S
Critical Transportation							S			S					
Environmental Response/ Health Safety					S					S				S	
Fatality Management Services										S					
Fire Management & Suppression															
Infrastructure Systems		S								S			S		S
Logistics & Supply Chain Management									S	S					S
Mass Care Services		S								S					
Mass Search & Rescue Operations										S					
On-Scene Security, Protection & Law Enforcement															
Operational Communications		S													L
Public Health, Healthcare & EMS					S										
Situational Assessment	S	S		S		S			S	L					S
Economic Recovery	S	S		S	S	S	S		L	S			S	S	S
Health & Social Services	S				S			S							
Housing	S				L			S	S	S					
Natural & Cultural Resources	S	S					S		S	S			S		

■ = Lead ■ = Support ■ = Partner

Figure 3.1c: Independent Agencies, State Government, Federal Government and Quasi-government Organizations

	Colleges and Universities	Denver Health and Hospitals	Housing Authority	Public Schools	Denver Water	Metro Wastewater	Mile High Flood District	Private and Charter Schools	Regional Transport Dist.	Neighborhood Orgs.	Sci. & Cultural Facilities	State of Colorado	United States Government
Operational Coordination	P	P	P	P	P	P	P	P	P	P	P	P	P
Planning	P	P	P	P	P	P	P	P	P	P	P	P	P
Public Information & Warning	P	P	P	P	P		P	P	P	P	P	P	P
Access Control & Identity Verification	P	P	P	P	P	P		P	P		P	P	P
Cyber Security	P	P	P	P	P	P		P	P		P	P	P
Forensics & Attribution		P		P					P			P	P
Intelligence & Information Sharing	P			P					P			P	P
Interdiction & Disruption	P			P					P			P	P
Physical Protective Measures	P	P	P	P	P	P		P	P		P	P	P
Risk Management for Protection Programs	P	P	P	P	P				P		P	P	P
Screening, Search & Detection	P			P					P			P	P
Supply Chain Integrity & Security	P	P		P	P	P					P	P	P
Community Resilience	P	P	P	P	P	P	P	P	P	P	P	P	P
Long-Term Vulnerability Reduction	P		P	P	P		P	P	P	P	P	P	P
Risk & Disaster Resilience	P	P	P	P	P	P	P	P	P	P	P	P	P
Threat & Hazard Identification	P	P	P	P	P	P	P	P	P	P	P	P	P
Critical Transportation	P	P		P	P			P	P			P	P
Environmental Response/ Health Safety	P	P	P	P	P	P		P				P	P
Fatality Management Services												P	
Fire Management & Suppression		P										P	
Infrastructure Systems	P	P	P	P	P	P	P	P	P		P	P	P
Logistics & Supply Chain Management	P	P		P	P	P			P			P	P
Mass Care Services	P	P	P	P					P			P	P
Mass Search & Rescue Operations		P										P	P
On-Scene Security, Protection & Law Enforcement	P			P					P			P	P
Operational Communications	P	P		P					P			P	P
Public Health, Healthcare & EMS	P	P	P	P								P	P
Situational Assessment	P	P		P				P				P	P
Economic Recovery	P	P	P	P	P			P	P		P	P	P
Health & Social Services	P	P	P	P	P			P	P			P	P
Housing	P		P									P	P
Natural & Cultural Resources	P			P				P			P	P	P

■ = Lead ■ = Support ■ = Partner

Figure 3.1d: Private Sector Organizations

	Communication Providers	Financial Institutions	Hospitals	Business Groups	Local Media	Lodging Providers	Pharmacies and Clinics	Supermarkets	Transportation Providers	VOADs	Xcel Energy
Operational Coordination	P	P	P	P	P	P	P	P	P	P	P
Planning	P	P	P	P	P	P	P	P	P	P	P
Public Information & Warning	P		P	P	P					P	P
Access Control & Identity Verification	P	P	P			P					P
Cyber Security	P	P	P	P							P
Forensics & Attribution		P	P								
Intelligence & Information Sharing		P	P								P
Interdiction & Disruption											
Physical Protective Measures	P	P	P			P					P
Risk Management for Protection Programs	P		P			P					P
Screening, Search & Detection											
Supply Chain Integrity & Security	P	P	P			P		P	P		P
Community Resilience	P	P	P	P	P	P	P	P	P	P	P
Long-Term Vulnerability Reduction	P	P	P	P		P	P	P	P	P	P
Risk & Disaster Resilience	P	P	P	P	P	P	P	P	P	P	P
Threat & Hazard Identification	P	P	P	P	P	P	P	P	P	P	P
Critical Transportation									P	P	P
Environmental Response/ Health Safety			P	P						P	P
Fatality Management Services			P							P	
Fire Management & Suppression											
Infrastructure Systems	P	P	P	P	P	P	P	P	P		P
Logistics & Supply Chain Management	P	P	P	P		P	P	P	P		P
Mass Care Services						P	P	P	P	P	P
Mass Search & Rescue Operations											
On-Scene Security, Protection & Law Enforcement											
Operational Communications	P										
Public Health, Healthcare & EMS			P				P			P	
Situational Assessment	P	P	P	P	P	P	P	P	P	P	P
Economic Recovery	P	P	P	P	P	P	P	P	P	P	P
Health & Social Services			P				P			P	
Housing		P				P			P	P	P
Natural & Cultural Resources										P	

■ = Lead ■ = Support ■ = Partner

3.1.4 Other Emergency Responsibilities

In addition to lead, support and partner roles in support of each core capability, organizations have specific assignments related to their emergency management roles. These include:

- **EOC Positions Staffed:** EOC position(s) for which the agency is expected to coordinate staffing to fill three rotating 12-hour shifts (A Shift, B Shift and alternate shift). EOC staff is expected to be able to work both day and night shifts, and activations could last extended periods of time. Positions may be staffed by multiple agencies, but the assigned agency is responsible for ensuring each of the three shifts is filled with trained personnel.
- **JIC Positions Staffed:** JIC position(s) for which the agency is expected to coordinate staffing to fill three rotating 12-hour shifts (A Shift, B Shift and alternate shift). JIC staff is expected to be able to work both day and night shifts, and activations could last extended periods of time. Positions may be staffed by multiple agencies, but the assigned agency is responsible for ensuring each of the three shifts is filled with trained personnel.
- **Communication Center, DOC or EOC Managed:** DOCs and/or Communication Centers for which the organization is expected to develop and maintain. This includes developing procedures, staffing plans and training standards that integrate with EOC operations. Organizations external to the City with their own EOCs are also listed.
- **Incident Management Responsibilities:** Incidents where the organization is responsible for leading field response and recovery efforts. This includes developing notification procedures to detect that an incident is occurring, initiating response actions, establishing an ICS structure and coordinating with the OEM and the EOC if the incident escalates into an emergency. Agencies with incident management responsibility for a particular type of incident are referred to as “incident management agencies.”
- **Major Emergency Management Responsibilities:** Specific tasks that the agency is charged with managing to support citywide emergency operations. These tasks include responsibilities related to supporting their assigned core capabilities and incident management responsibilities.

3.2 Responsibilities: City and County of Denver Charter Departments

3.2.1 Department of Aviation

Legal Authority: Denver Charter § 2.11.1—2.11.3; 14 C.F.R. Part 139; 49 C.F.R. § 1542; 14 C.F.R. 91.137; 29 C.F.R. 1910.120; 29 C.F.R. 1910.1200
Capabilities Led: None
EOC Positions Staffed: EOC Airport Branch
JIC Positions Staffed: None
Communication Center/DOC Managed: Airport DOC; Airport Communication Center
Incident Management Responsibilities: Incidents, aviation-related or otherwise, on airport property

Major Emergency Management Responsibilities:

- Maintain or restore Denver's air transportation infrastructure to meet the needed capacity following an emergency.
- Assist with the coordination of the orderly movement of evacuees out of Denver by aircraft.
- Receive emergency supplies, equipment, response personnel and repatriates arriving in Denver by aircraft.
- Support ground transportation operations at the airport by providing vehicles, drivers and equipment for evacuation and movement of supplies and responders.
- Ensure adequate passenger and cargo air transportation capabilities exist to support Denver's economy and recovery operations following an emergency.
- Warn travelers and implement protective actions when hazards threaten airport property, including activation of Wireless Emergency Alerts (WEA) and the Outdoor Warning Sirens (OWS).
- Coordinate and assist in sheltering, feeding and supporting all airport passengers stranded at the airport during an emergency.
- Conduct damage assessment of airport property when necessary and report findings to the EOC Damage Assessment Branch.
- Rapidly remove debris from airport property that impedes airport operations or emergency services and coordinate with the EOC Debris Management Branch to collect and dispose of debris on airport property.
- Ensure security protections for all airport facilities and flight operations.
- Coordinate with the DDPHE to implement infectious disease control measures at the airport during times of public health concern.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.2.2 Department of Community Planning and Development

Legal Authority: Denver Charter § 2.13.1-2.13.3
Capabilities Led: None
EOC Positions Staffed: EOC Plans Section Chief, EOC Situation Branch, EOC Advance Planning Branch, EOC Recovery Branch, EOC Resources Branch
JIC Positions Staffed: None
DOC Managed: None

Incident Management Responsibilities: Incidents related to the structural habitability of buildings

Major Emergency Management Responsibilities:

- Conduct initial damage assessments of all private businesses and homes within the City and County of Denver.
- Evaluate structural stability and safety of homes and businesses.
- Oversee the demolition of any unsafe structures.
- Assist Technology Services as needed with mapping environmental hazards.
- Assist DOTI in evaluating structural stability of public infrastructure.
- Oversee the long-term recovery operations of the City and County of Denver.
- Advise recovery and rebuilding efforts to ensure compliance with the Denver Comprehensive Plan.
- Vet and credential vendors and residents for re-entry operations.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.2.3 Department of Excise and License

Legal Authority: Denver Charter § 2.7.1-2.7.4
Capabilities Led: None
EOC Positions Staffed: EOC Lobby Branch, liaisons on an as needed basis
JIC Positions Staffed: JIC Medial Relations Branch Calltaker
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Assist in the restoration of operations at licensed facilities following an emergency through expedited permitting and communicating the needs of licensed facilities to the EOC
- Identify mission essential functions that must be maintained or rapidly restored during an Emergency and maintain a department-specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.2.4 Department of Finance

Legal Authority: Denver City Charter § 2.5.1-2.5.5
Capabilities Led: Risk Management for Protection Programs
EOC Positions Staffed: EOC Finance & Admin Section Chief, EOC Documentation Branch, EOC Cost/Time Branch, EOC Claims & Compensation Branch, EOC Risk Manager Branch, EOC Safety Officer, EOC Scribe
JIC Positions Staffed: None
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Controller: Coordinate with the EOC's Finance and Administration Section to set citywide spending limits for emergency response activities.
- Controller: Ensure employees, contractors and vendors continue to be paid during an emergency.
- Controller: Coordinate with all City departments and agencies to track, collect and catalog all emergency expenditures.
- Real Estate: Assist Facilities in identifying PODs, LSAs, shelters and other emergency facilities.
- Real Estate: in coordination with Facilities Management, Technology Services and Human Resources, identify alternate facilities for citywide continuity of operations needs.
- Risk Management: Ensure responders and City and County of Denver staff are properly trained on how to manage their own safety during an emergency.
- Risk Management: Maintain the DenverReady Program to educate staff and the public on emergency preparedness.
- Risk Management: Manage emergency volunteer wavers, insurance and liability issues.
- Risk Management: Determine what losses to the City during an emergency are covered by insurance and calculate the total uninsured loss.
- Risk Management: Ensure the safety of EOC staff.
- All: Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- All: As the City's lead of agency for disaster finance and administration, account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.2.5 Department of General Services

Legal Authority: Denver City Charter § 2.9.1-2.9.5

Capabilities Led: Logistics and Supply Chain Management
EOC Positions Staffed: EOC Logistics Section Chief, EOC Facilities and Utilities Branch, EOC Purchasing and Procurement Branch, EOC Supply Branch
JIC Positions Staffed: None
DOC Managed: Security Operations Center
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Director for Purchasing: Approve emergency contracts up to $500,000 as allowed by D.R.M.C. § 20-68.
- Executive Director of General Service: Approve emergency purchases as allowed by D.R.M.C. § 20-64.
- Facilities Management: Coordinate with each Denver department and agency to conduct an initial damage assessment of all City facilities.
- Facilities Management: Assist in identifying locations for C-PODs, P-PODs, LSAs, shelters or other emergency facilities.
- Facilities Management: in coordination with Technology Services, the Division of Real Estate and Human Resources, identify alternate facilities for citywide continuity of operations needs
- Purchasing: Rapidly obtain assets necessary for an emergency response and communicate expenditures to the DOF.
- Purchasing: Inventory, manage and maintain City contracts for services needed during an emergency.
- All: Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department-specific continuity of operations plan to address these functions.
- All: Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.2.6 Department of Human Services

Legal Authority: Denver City Charter § 2.10.1-2.10.4 and D.R.M.C. § 29-1–29-87
Capabilities Led: Mass Care Services, Health and Social Services
EOC Positions Staffed: EOC Mass Care Branch
JIC Positions Staffed: JIC Gathering, Writing, Production and Analysis (GWPA) Branch - Strategy/Analysis
DOC Managed: Mass Care DOC
Incident Management Responsibilities: Mass care incidents, repatriation operations, emergencies in which external evacuees are being moved into Denver.

Major Emergency Management Responsibilities:

- Coordinate all mass care and sheltering operations within the City and County of Denver.
- Ensure all sheltering plans, procedures and operations comply with Chapter 7 of the U.S. Department of Justice's ADA Best Practices Tool Kit for State and Local Government to the greatest extent practical.
- Oversee volunteer and donations management in coordination with both the DOF and VOADs.
- Coordinate interpreters, social workers, nurses and other essential staff to run mass care operations.
- Maintain plans for all facilities identified as shelters across the City.
- Lead and facilitate Family Assistance Center planning and operations.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.2.7 Department of Law (Also known as the City Attorney's Office)

Legal Authority: Denver City Charter § 6.1.1-6.1.6
Capabilities Led: None
EOC Positions Staffed: EOC City Attorney, EOC Contracting Branch
JIC Positions Staffed: None
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Advise the Mayor concerning the legal implications of emergency management decisions.
- Vet all emergency contracts to ensure compliance with laws, regulations, and state and FEMA guidelines.
- Ensure all emergency intergovernmental agreements and mutual aid contracts comply with applicable laws and regulations.
- Review all emergency plans for legality.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.2.8 Department of Parks and Recreation

Legal Authority: Denver City Charter § 2.4.1-2.4.7 and D.R.M.C. § 39-1–39-122
Capabilities Led: Natural and Cultural Resources
EOC Positions Staffed: EOC Parks and Recreation Branch
JIC Positions Staffed: JIC Gathering, Writing, Production and Analysis (GWPA) Branch – Info Gathering
DOC Managed: None
Incident Management Responsibilities: Incidents occurring on/in Parks and Recreation property and facilities (often conducted in unified command with other departments).

Major Emergency Management Responsibilities:

- Provide land for debris management sites and response staging areas.
- Conduct Initial Damage Assessments of all Parks and Recreation facilities within the City and County of Denver as well all Denver Mountain Parks.
- Provide recreation facilities and staff to establish DACs and shelters.
- Create and maintain mitigation strategies for hazards affecting parkland.
- Coordinate debris removal from park land.
- Coordinate facilities and support personnel to manage LSAs, C-PODs and P-PODs.
- Provide personnel, vehicles, and resources for DACs, shelters and emergency logistics operations.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.2.9 Department of Public Health and Environment

Legal Authority: Denver City Charter § 2.12.1-2.12.5
Capabilities Led: Environmental Response/Health and Safety; Fatality Management Services; Public Health, Healthcare and EMS
EOC Positions Staffed: EOC Public Health and Environment Branch, EOC Fatality Management Branch
JIC Positions Staffed: JIC Status Board Administrator
DOC Managed: Public Health and Environment DOC
Incident Management Responsibilities: Hazardous materials incident (primarily cleanup and long-term management), public health emergencies, environmental emergencies, animal health emergencies.

Major Emergency Management Responsibilities:

- Lead citywide environmental monitoring and remediation efforts.
- Lead citywide public health preparedness, response and recovery efforts.
- Coordinate citywide emergency response efforts related to agriculture and natural resources in close coordination with the Department of Parks and Recreation and key partner organizations.
- Ensure the safety of the Denver food supply.
- Provide animal control and the management of pets during sheltering operations.
- Monitor animal-borne diseases and oversee the disposal of deceased animals in coordination with DOTI.
- Support the JIS or JIC with public information messaging for incidents involving public health or the environment.
- Maintain and manage resources from the Office of Behavioral Health Strategies to partner with DPD in supplying emergency behavioral health providers to incident scenes, the EOC, shelters, DACs or other locations.
- Ensure the environmental health and safety of all shelters, Disaster Assistance Centers and mass feeding operations.
- Assist the DFD in the management of hazardous materials incidents.
- Manage the cleanup of hazardous materials spills as well as environmental restoration.
- Lead citywide fatality management efforts.
- Provide vector control by assessing the threat of vector-borne diseases following a major emergency or disaster, providing technical assistance and offering protective actions regarding vector-borne threats.
- Conduct fatality management efforts, including management of the Victim Identification Center (VIC).
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.2.10 Department of Safety

Legal Authority: Denver City Charter § 2.6.1-2.6.7
Capabilities Led: Forensics and Attribution; Intelligence and Information Sharing; Screening, Search, and Detection; Access Control and Identity Verification; Physical Protective Measures; Supply Chain Integrity and Security; Fire Management and Suppression; Mass Search and Rescue Operations; and On-Scene Security, Protection and Law Enforcement

EOC Positions Staffed: EOC Operations Section Chief, EOC Police Branch, EOC Sheriff Branch, EOC Fire Rescue Branch, EOC 911 Branch, EOC Evacuation Branch, EOC Security Branch, EOC Scribe
JIC Positions Staffed: JIC Warning Coordinator, JIC Media Relations Branch, JIC Social Media Branch, JIC Dissemination Branch
Communication Center/DOC Managed: 911 Communications
Incident Management Responsibilities: Law enforcement incidents, criminal investigation incidents, fire suppression incidents, search and rescue incidents, hazardous materials incidents (initial response only), search-and-rescue incidents, technical rescue incidents, evacuations and shelter-in-place orders.

Major Emergency Management Responsibilities:

- 911 Communications: Issue initial warning to the public through the Swift 911 system, the Emergency Alert System (EAS) and Wireless Emergency Alerts (WEA). Alerts are issued in geographically targeted means and with attention to various access and functional needs.
- 911 Communications: Take calls for assistance through 911 and dispatch the appropriate resources to incidents throughout the City.
- 911 Communications: Serve as the City's primary entity for routine emergency information gathering, detection and monitoring.
- 911 Communications: Manage Department of Safety response resources and triage calls by priority when resources are limited.
- 911 Communications: Request mutual aid or other routine first-response resources to assist in incident response.
- Fire: Provide fire suppression, fire prevention, search-and-rescue services and hazardous materials response.
- Fire: Provide emergency medical services at the Basic Life Support (BLS) level.
- Fire: Provide fire code regulation/enforcement.
- Fire: Provide technical rescue response (swift water, open water, ice, confined space, structural collapse/instability, rope rescue and high/low angle rescue).
- Fire: Conduct evacuations of residents from unsafe structures.
- Police: Provide law enforcement, incident investigation, forensic analysis and crime prevention services.
- Police: Establish and enforce perimeters around incident scenes or critical infrastructure.
- Police: Partner with DDPHE to provide behavioral health services to emergency victims.
- Police: Coordinate victim identification and family reunification operations.
- Police: Make initial evacuation decisions and coordinate with 911 communications to issue public warnings.
- Police: Provide continuous on-scene protection at shelter sites.

- Police: Issue and enforce evacuation and shelter-in-place orders.
- Sheriff: Provide buses and trucks for the movement of responders, evacuees or supplies.
- Sheriff: Assist with the protection of facilities and critical infrastructure.
- Sheriff: Provide detention facility services and law enforcement support.
- All: Provide subject matter experts and public information officers to help manage incidents.
- All: Support and control traffic flow around critical emergency facilities.
- All: In coordination with the OEM, maintain mutual aid agreements for emergency response resources with entities external to the City.
- All: Maintain tactical level incident plans related to crowd control, response deployment, facility pre-plans, triage or other relevant incident response tasks.
- All: Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- All: Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.2.11 Department of Transportation and Infrastructure

Legal Authority: Denver City Charter § 2.3.1-2.3.3
Capabilities Led: Critical Transportation, Infrastructure Systems
EOC Positions Staffed: EOC Fleet and Fuels Branch, EOC Infrastructure Branch, EOC Transportation Branch, EOC Utilities Branch, EOC Damage Assessment Branch, EOC Debris Management Branch, EOC WebEOC Resource Ordering Branch
JIC Positions Staffed: JIC Field Information Branch
DOC Managed: Traffic Management Center (TMC)
Incident Management Responsibilities: Utility interruptions, water shortages, transportation incidents

Major Emergency Management Responsibilities:

- Fleet Management: Assist in maintaining fuel needs and mechanical readiness for vehicles involved in emergency operations.
- Solid Waste: Manage debris collection, staging, sorting and disposal operations.
- Solid Waste: Maintain primary and contingency debris management and monitor contracts to augment the City's debris management capabilities.
- Street Maintenance: Maintain Denver's transportation infrastructure and provide rapid repair of key transportation pathways.
- Traffic Operations: Oversee transportation and traffic management operations from the TMC.
- Traffic Operations: Assist in routing and traffic control during evacuations.

- Wastewater: Maintain Denver's wastewater and flood mitigation infrastructure.
- All: Coordinate with public and private sector partners to ensure the maintenance or rapid restoration of energy and utility services.
- All: Conduct initial damage assessments of Denver's wastewater, fiber optic and transportation networks in coordination with the CPD.
- All: Assist in providing heavy equipment as needed for certain recovery and response efforts.
- All: Coordinate with DDPHE to dispose of deceased animals.
- All: Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- All: Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3 Responsibilities: City and County of Denver Offices and Agencies

3.3.1 Agency for Human Rights and Community Partnerships

Legal Authority: D.R.M.C. § 28-16–28-27
Capabilities Led: None
EOC Positions Staffed: EOC AFN Coordinator, EOC Liaison Section Chief, EOC Disaster Assistance Center Liaison, EOC Scribe
JIC Positions Staffed: JIC Media Relations Call Taker, JIC Media Monitoring Branch
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Provide sign language or foreign language interpreters for public information efforts.
- Provide data on sensitive populations that may be affected by an emergency.
- Assist DDPHE with family assistance center operations.
- Coordinate with private sector partners to obtain food, water, sheltering facilities and other necessary supplies during an emergency.
- Ensure that all emergency protective actions, messaging and publicly available resources are available to those with access and functional needs.
- Solicit support for community partners.
- Lead planning to mitigate racialized outcomes during and following emergencies.
- Lead efforts to connect spontaneous volunteers with VOADs that can use their assistance.
- Lead efforts to connect individuals with unsolicited donations with VOADs that can use their assistance.

- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain an agency specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3.2 Arts and Venues

Legal Authority: D.R.M.C. § 2-191–1-194
Capabilities Led: None
EOC Positions Staffed: None
JIC Positions Staffed: None
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Support event safety operations at Arts and Venues managed facilities.
- Assist in the coordination of large venues for consolidated shelters.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and develop an agency specific continuity of operations plan to address these functions.
- Develop and maintain a process to account for all internal emergency or disaster related expenditures.

3.3.3 Board of Ethics

Legal Authority: D.R.M.C. § 2-53
Capabilities Led: None
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain an agency specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3.4 City Council

Legal Authority: Denver City Charter § 3.1.1-3.1.8
Capabilities Led: None
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Serve as a liaison to each council district and relay each district's unique emergency needs to the Mayor and the EOC.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and develop an agency specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3.5 Department of Housing Stability

Legal Authority: Mayoral Executive Order 145
Capabilities Led: Housing
EOC Positions Staffed: None
JIC Positions Staffed: None
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Lead housing recovery efforts in Denver.
- In partnership with Human Services, assist in finding intermediate and long-term housing options for residents displaced by disaster.
- Coordinate disaster service delivery to individuals experiencing homelessness.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster-related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3.6 Mayor's Office

Legal Authority: Denver City Charter § 2.2.1-2.2.11
Capabilities Led: None
EOC Positions Staffed: EOC Director, Deputy EOC Director, EOC Staffing & Support Branch, EOC-to-EOC Liaison Officer, EOC City Council Liaison Officer, EOC Intergovernmental Liaison Officer, EOC Scribe
JIC Positions Staffed: JIC Mayor's PIO
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Maintain direction and control of the City's overall response to an emergency.
- Set emergency management goals and EOC strategic objectives for the City.
- Provide final approval for the City's state-of-emergency declarations, and, if necessary, the City's request for aid from the State of Colorado.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain an agency specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3.7 North Denver Cornerstone Collaborative

Legal Authority: None
Capabilities Led: None
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Support preparedness, response, damage assessment and recovery efforts related to the redevelopment properties in north Denver.
- Support evacuation planning and mitigation efforts related to the redevelopment of north Denver.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain an agency specific continuity of operations plan to address these functions.

- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3.8 Office of Children's Affairs

Legal Authority: D.R.M.C. § 2-141–2-145
Capabilities Led: None
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Ensure all emergency plans and procedures adequately address the needs of children.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain an agency specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3.9 Office of Economic Development and Opportunity

Legal Authority: Mayoral Executive Order 28
Capabilities Led: Economic Recovery
EOC Positions Staffed: EOC Private Sector Liaison Officer
JIC Positions Staffed: JIC Gathering, Writing, Production, and Analysis (GWPA) Branch – Research/Writer
DOC Managed: None
Incident Management Responsibilities: Assist the entire community avoid or respond to a severe economic downturn

Major Emergency Management Responsibilities:

- Assist the private sector in rapidly returning to regular business operations after an emergency.
- Coordinate with the State of Colorado and the U.S. Small Business Administration (SBA) to determine eligibility for SBA disaster assistance.
- Assist CPD in restoring and redeveloping damaged areas of the City in a way that is economically advantageous to Denver.

- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain an agency specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3.10 Office of Emergency Management

Legal Authority: D.R.M.C. § 16-1--16-32 and Mayoral Executive Order 85
Capabilities Led: Planning, Public Information and Warning, Operational Coordination, Community Resilience, Long-Term Vulnerability Reduction, Risk and Disaster Resilience Assessment, Threat and Hazard Identification, Situational Assessment
EOC Positions Staffed: EOC Continuity Coordinator, EOC Coordinator, Deputy EOC Coordinator, OEM Advisor
JIC Positions Staffed: JIC Manager
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Lead citywide private sector coordination efforts for the purpose of emergency and disaster preparedness, response and recovery.
- Coordinate EOC operations and facilitate the training of all EOC staff.
- Maintain mutual aid agreements with partners external to the City in close coordination with the lead agencies assigned to each capability in this plan.
- Maintain the City's overarching emergency plans, including the EOP, Hazard Mitigation Plan, Continuity of Government Plan, Training and Exercise Plan and Emergency Management Strategic Plan.
- Coordinate the City's Critical Infrastructure and Key Resources Program in conjunction with the DOTI and other public and private partners.
- Advise the Mayor and City leadership on best practices for the prevention/protection against threats, and for hazard mitigation, emergency response and recovery.
- Coordinate emergency response among City departments and outside organizations.
- Conduct regular exercises to evaluate the readiness of City emergency management capabilities.
- Maintain readiness of the EOC, JIC and alternate facilities.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain an agency specific continuity of operations plan to address these functions.

- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3.11 Office of Human Resources

Legal Authority: D.R.M.C. § 18-1–18-6
EOC Positions Staffed: EOC Personnel Branch
DOC/Agency EOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Identify City personnel capable of filling key emergency functions.
- In coordination with Technology Services, the Division of Real Estate, and Facilities Management, identify alternate facilities for citywide continuity of operations needs.
- Assist the DOFin tracking employee time for emergency related tasks.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain an agency specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3.12 Office of the Independent Monitor

Legal Authority: D.R.M.C. § 2-371–2-390
Capabilities Led: None
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain an agency specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3.13 Office of the National Western Center

Legal Authority: Mayoral Executive Order 141
Capabilities Led: None
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Support preparedness, response, damage assessment and recovery efforts related to the National Wester Center.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain an agency specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3.14 Office of Special Events

Legal Authority: None
Capabilities Led: None
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
DOC Managed: None
Incident Management Responsibilities: None

Major Emergency Management Responsibilities:

- Coordinate with special event organizers to ensure events have proper safety plans and capabilities in place.
- Coordinate with City departments and external agencies to ensure capabilities exist to ensure the safety of special events.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain an agency specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.3.15 Office of Technology Services

Legal Authority: D.R.M.C. § 10.5-51–10.5-61; Mayoral Executive Order 18
Capabilities Led: Cyber Security, Operational Communication
EOC Positions Staffed: EOC Information Section Chief, EOC Cybersecurity Branch, EOC Applications Branch, EOC GIS Branch, EOC Communications Branch, EOC IT Infrastructure Branch, EOC Desktop Support Branch.
JIC Positions Staffed: JIC Call Center Coordinator, JIC Electronic Media Branch
Communication Center/DOC Managed: 311 Contact Center
Incident Management Responsibilities: Information technology failures, cyber attacks

Major Emergency Management Responsibilities:

- 311: Supply contact center support for emergency public information.
- Denver 8: Support technology and production needs for press conferences and emergency public messaging.
- Electronic Engineering Bureau (EEB): Support radio communication capabilities for City responders.
- GIS: Provide mapping and GIS capabilities to assist with incident response.
- Marketing: Oversee the branding and presentation of preparedness and emergency messaging.
- All: Ensure the resilience of City IT systems and lead the response and recovery from all IT-related incidents.
- All: Lead citywide efforts to ensure the resiliency of emergency communication systems.
- All: In coordination with Facilities Management, the Division of Real Estate and Human Resources, identify alternate facilities for citywide continuity of operations needs.
- All: Maintain tactical-level plans related to cyber security, communication systems, and technology resiliency.
- All: Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain an agency specific continuity of operations plan to address these functions.
- All: Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

3.4 Responsibilities: Independent Agencies, State Government, Federal Government and Quasi-government Organizations

3.4.1 Colleges and Universities

Legal Authority: C.R.S. § 23-1-101 – 23-77-105 and 20 U.S.C. § 1092

EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: Various University EOCs

Major Emergency Management Responsibilities:

- Maintain methods to warn and communicate with students regarding emergency events and what initial safety actions to take.
- Maintain methods to provide vaccines, prophylaxis and basic healthcare needs to students.
- Develop and maintain a process to account for all internal emergency/disaster related expenditures.
- Provide preparedness information and training to students and faculty.

3.4.2 Denver Health and Hospital Authority, excluding Denver Health Medical Center, pharmacies, clinics and assisted living facilities

Legal Authority: C.R.S. § 25-3.5-101–25-3.5-1306; Second Amended and Restated Operating Agreement Between City and County of Denver and Denver Health and Hospital Authority, City Alfresco No. ENVHL-CE60436
EOC Positions Staffed: EOC EMS Branch, EOC Hospitals and Healthcare Branch, other liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC/DOC Managed: Public Health and Environment DOC (in conjunction with DDPHE)

Major Emergency Management Responsibilities:

- Paramedics: Provide advanced life support and medical transportation to definitive care facilities.
- Paramedics: Provide on-scene triage of patients and provide advanced notification to local hospitals of mass casualty incidents.
- Public Health: Perform monitoring of first responders and other personnel who may have been exposed to an infectious disease or environmental contaminate.
- Public Health: Provide DDPHE and the JIC with subject matter expertise for public health related messaging.
- Public Health: Advise on control measures for public health emergencies.
- Public Health: Partner with DDPHE in the maintenance of plans for P-PODs, mass prophylaxis, patient tracking and quarantine, and other forms of public health preparedness.
- Public Health: Provide City and County-wide disease/injury surveillance and situation awareness.
- Public Health: Identify impaired healthcare capacity and support surge and patient load adjustments.
- Paramedics: Stage and/or deliver mobile/temporary healthcare assets.

- All: Provide healthcare subject matter expertise at the EOC and joint Public Health and Environment DOC.
- All: Support communication between healthcare Incident Command Posts, the joint Public Health and Environment DOC and the Denver EOC.
- All: Develop and maintain a process to account for all internal emergency/disaster related expenditures.

3.4.3 Denver Housing Authority

Legal Authority: C.R.S. § 29-1-204.5
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: None

Major Emergency Management Responsibilities:

- Assist Denver residents in finding housing after an emergency or disaster.
- Develop and maintain a process to account for all internal emergency/disaster related expenditures.

3.4.4 Denver Public Schools

Legal Authority: C.R.S. § 22-30-101–22-38-115
EOC Positions Staffed: EOC Schools Liaison Officer
JIC Positions Staffed: None
Agency EOC Managed: Denver Public Schools EOC

Major Emergency Management Responsibilities:

- Provide buses for the movement of responders or evacuees.
- Maintain procedures to protect students during an emergency and reunify them with their families or guardians.
- Provide law enforcement services to protect school property, students and staff.
- Conduct initial damage assessments of all Denver Public School facilities.
- Coordinate with DDPHE and DPD to provide disaster mental health services to students.
- Develop and maintain a process to account for all internal emergency disaster related expenditures.

3.4.5 Denver Water

Legal Authority: D.R.M.C. § 10.1.1 – 10.1.22 and C.R.S. § 32-4-401 – 32-4-416
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None

Agency EOC Managed: Denver Water EOC

Major Emergency Management Responsibilities:

- Maintain and repair potable water infrastructure.
- Ensure Denver's water supply is potable and free from contaminates.
- Maintain plans to manage emergency incidents at Denver Water facilities.
- Provide subject matter expertise to the City when expertise is needed for events affecting potable water safety, distribution or quality.
- Maintain emergency action plans related to Denver Water's treatment facilities and dams.
- Maintain necessary emergency plans related to water shortages, drought or contamination.
- Recommend water conservation measures during drought conditions.
- Conduct initial damage assessments of the water collection, treatment, storage and distribution system and oversee facilitate repairs.
- Develop and maintain a process to account for all internal emergency/disaster related expenditures.

3.4.6 Metro Wastewater Reclamation District

Legal Authority: C.R.S. § 32-4-501 – 32-4-547
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: None

Major Emergency Management Responsibilities:

- Maintain the city's sanitary sewer system and water treatment capabilities.
- Conduct an Initial Damage Assessment of all sewer and water treatment facilities following an emergency.
- Develop and maintain a process to account for all internal emergency/disaster related expenditures.

3.4.7 Mile High Flood District (MHFD)

Legal Authority: C.R.S. § 32-11-101 – 31-11-817
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: None

Major Emergency Management Responsibilities:

- Maintain the local stream gauge and flood warning system.
- Advise City leaders on flooding threats and possible impacts.

- Partner with the City in implementing flood mitigation measures.
- Develop and maintain a process to account for all internal emergency/disaster related expenditures.

3.4.8 Private and Charter Schools

Legal Authority: C.R.S. § 22-30.5-101 – 22-30.5-704
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: None

Major Emergency Management Responsibilities:

- Develop and maintain procedures to protect students during an emergency and reunify them with their families or guardians.
- Develop and maintain a process to account for all internal emergency/disaster related expenditures.

3.4.9 Regional Transportation District

Legal Authority: C.R.S. § 32-9-101 – 32-9-164
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: None

Major Emergency Management Responsibilities:

- Maintain or rapidly restore public transportation capabilities following an emergency.
- Provide messaging on what means of public transportation are available to the public following an emergency.
- Conduct initial damage assessments of all RTD-owned infrastructure and facilitate repairs.
- Provide buses for rapid on-scene sheltering of displaced populations and movement to shelter facilities.
- Maintain methods of issuing emergency warnings to RTD riders.
- Develop and maintain a process to account for all internal emergency/disaster related expenditures.

3.4.10 Registered Neighborhood Organizations

Legal Authority: D.R.M.C. § 12-91 – 12-98
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: None

Major Emergency Management Responsibilities:

- Assist in conducting needs assessments at the neighborhood level.
- Build resilience and preparedness capabilities at the neighborhood level.

3.4.11 Scientific and Cultural Facilities District

Legal Authority: C.R.S. § 32-13-101-112
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: None

Major Emergency Management Responsibilities:

- Ensure community historic, environmental and intellectual resources are maintained in a way that is resilient to emergencies.
- Conduct an initial damage assessment of the district's facilities that are damaged during an emergency.
- Develop and maintain a process to account for all internal emergency/disaster related expenditures.

3.4.12 State of Colorado

Legal Authority: Various
EOC Positions Staffed: EOC CIAC Liaison, State EOC Liaison, State National Guard Liaison, other liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: State EOC

Major Emergency Management Responsibilities:

- CO National Guard (CONG): Provide hazardous materials response and decontamination support through the Civil Support Team (CST) and Chemical, Biological, Radiological, Nuclear, and Explosives (CBRNE) Enhanced Response Force Package (CERFP).
- CONG: Provide support to law enforcement during times of civil unrest.
- CONG: Provide search-and-rescue, logistics, transportation or other support to responders.
- State Patrol (CSP): Support DPD in providing law enforcement within Denver as requested.
- CSP: Support hazardous materials response efforts with assets and personnel from the CSP hazardous materials team.
- Department of Local Affairs: Assist Denver in obtaining recovery funding and conducting recovery operations.
- Department of Public Health and Environment: Assist DDPHE with matters related to public and environmental health.

- DHSEM: Serve as the liaison between Denver and the federal government.
- DHSEM: Assist in determining if Denver has reached thresholds for state or federal disaster declarations and/or other disaster funding programs.
- DHSEM: Facilitate the fulfillment of resource requests for state or federal assets.

3.4.13 United States Government

Legal Authority: 42 U.S.C. § 5121 *et seq.*
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: FEMA Region 8 Regional Response Coordination Center (RRCC), FEMA National Response Coordination Center (NRCC)

Major Emergency Management Responsibilities:

- FEMA: Conduct a PDA in partnership with the City and the state.
- FEMA: Provide IMAT support as requested.
- FEMA: Assist in staffing any DRCs and a JFO as needed.
- President: Approve requests for Major Disaster or Emergency Declarations.
- Various Federal Agencies: Provide disaster assistance as requested and detailed in Section 2.1.11 of this plan.

3.5 Responsibilities: Private Sector Partners

3.5.1 Communication Providers (telecom, internet, TV, etc.)

Legal Authority: C.R.S. § 40-1-101 – 40-17-105
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: Various corporate EOCs

Major Emergency Management Responsibilities:

- Maintain or rapidly restore communication services to City customers following an emergency.
- Communicate status updates on the City's communication infrastructure to the Denver EOC Utilities Branch.

3.5.2 Financial Institutions

Legal Authority: Various
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None

Agency EOC Managed: Various corporate EOCs

Major Emergency Management Responsibilities:

- Ensure resilient access to funds though Automatic Teller Machines, bank branches, and the internet.
- Support the community with recovery loans as possible.

3.5.3 Hospitals

Legal Authority: C.R.S. § 25-3-100.5 – 25-3-704
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: Various hospital EOCs

Major Emergency Management Responsibilities:

- Maintain EMResource and radio communication capabilities.
- Maintain systems to increase surge demand capabilities.
- Supply a Radiation Safety Officer to provide subject matter expertise in treating radioactively contaminated patients.
- Maintain resilient infrastructure to continue operations during an emergency or disaster.
- Provide definitive treatment for medical and trauma patients.
- Maintain adequate amounts of medical supplies and contracted support to address surge needs during an emergency.
- Track patients during a mass casualty incident and supply updated lists, as legally allowed under Health Insurance Portability and Accountability Act of 1996 (42 U.S.C. § 300gg, 29 U.S.C. § 1181 et seq., and 42 § U.S.C. 1320d et seq.) to City-designated family reunification centers.
- Develop and maintain a process to account for all internal emergency/disaster related expenditures.

3.5.4 Local Business Groups and Organizations

Legal Authority: Various
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: None

Major Emergency Management Responsibilities:

- Building Owners and Managers Association (BOMA): Provide information on damages to privately owned buildings to assist in response and recovery efforts.

- Business Improvement Districts (BIDs): Assist Economic Development and Opportunity with economic recovery efforts in the areas within the district.
- Business Improvement Districts: Distribute warnings and other important emergency information to businesses within the district.
- Denver Metro Chamber of Commerce: Gather information on needs and available resources from its member businesses and provide this information to the EOC.
- Downtown Denver Partnership (DDP): Assist with mass alert and warnings by activating its mass notification system to contact hotels and businesses within the Downtown BID. DDP may also assist in alerts and warnings for those on the 16th Street Mall using messaging on Interactive Kiosk Experience (IKE) pillars.
- All: Communicate needs and available resources to the EOC Private Sector Liaison.
- All: Distribute protective action or recovery messaging to member organizations and businesses within each organization's sphere of influence.

3.5.5 Local Media

Legal Authority: None
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: None

Major Emergency Management Responsibilities:

- In coordination with the JIC, communicate timely, accurate and actionable information to the public during an emergency.
- Communicate all emergency-related requests to the JIC Media Relations Branch.

3.5.6 Lodging Providers

Legal Authority: None
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: Various corporate EOCs

Major Emergency Management Responsibilities:

- Assist displaced families with accommodations when possible.

3.5.7 Pharmacies, Clinics and Assisted Living Facilities

Legal Authority: C.R.S. § 25-21.5-101 – 25-50-120
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: None

Major Emergency Management Responsibilities:

- Communicate needs and available resources to the Public Health and Environment DOC.
- Maintain or rapidly restore basic medical services following an emergency to ensure patients receive sustaining treatment and medications.
- Maintain awareness and compliance with emergency medical orders (state level) and requests from Denver EOC or Public Health and Environment DOC.
- Build resiliency into business practices.
- Maintain and exercise emergency operations plans as required by federal or state laws or certification.

3.5.8 Supermarkets and Food Suppliers

Legal Authority: None
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: Various corporate EOCs

Major Emergency Management Responsibilities:

- Communicate needs and available resources to the EOC Private Sector Liaison.
- Maintain or rapidly restore food and water sales to customers following an emergency.
- Build resiliency into the City's food and water supply chain.

3.5.9 Transportation Providers

Legal Authority: None
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: Various corporate EOCs

Major Emergency Management Responsibilities:

- Coordinate with the Denver EOC to determine how to safely assist in evacuation efforts and the movement of essential emergency goods.
- Coordinate with the Denver EOC or Mass Care DOC to determine how to best assist with the transportation needs of those in shelters.

3.5.10 Voluntary Organizations Active in Disaster (VOAD)

Legal Authority: Various
EOC Positions Staffed: ARES Branch Director, ARES Operator, Liaisons on an as needed basis
JIC Positions Staffed: None
DOC/Agency EOC Managed: Various VOAD EOCs

Major Emergency Management Responsibilities:

- American Red Cross: Manage sheltering operations for routine incidents and small emergencies within Denver.
- American Red Cross: Ensure all Red Cross managed shelters comply with Chapter 7 of the U.S. Department of Justice's ADA Best Practices Tool Kit for State and Local Government.
- American Red Cross/Salvation Army: Assist the Department of Human Services in large scale mass shelter operations and mass feeding.
- ARES: Provide additional radio communication capacity to response and recovery operations.
- Colorado VOAD: Assist the Department of Human Services and the DOF with volunteer and donations management.
- Colorado Emergency Preparedness Partnership: Coordinate with private sector partners to build resiliency and share information on emergency resources and needs with the Denver EOC.
- All: Develop and maintain a process to account for all internal emergency/disaster related expenditures.
- All: Support sheltering, feeding and other services as directed by the Human Services DOC and Public Health and Environment DOC.

3.5.11 Xcel Energy

Legal Authority: CRS § 40-1-101 – 40-17-105
Capabilities Partnered: See Figure 3.1d
EOC Positions Staffed: Liaisons on an as needed basis
JIC Positions Staffed: None
Agency EOC Managed: None
Major Emergency Management Responsibilities:

- Maintain or rapidly restore electric and gas services to City customers following an emergency.
- Communicate status updates on the City's energy infrastructure to the Denver EOC Utilities Branch.
- Provide public education on how to handle emergencies affecting energy infrastructure.
- Continuously build resilience into the local energy infrastructure
- Maintain cyber and physical security around energy infrastructure.
- In coordination with the DFD, respond to and quickly mitigate natural gas releases within the Xcel Energy system.
- Prioritize electrical service restoration to critical infrastructure and vulnerable populations.

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DENVER
THE MILE HIGH CITY

SECTION: 4

PLAN MAINTENANCE

SECTION 4: PLAN MAINTENANCE

4.1 Introduction

Continued review and revision of the Denver EOP is essential to the City's Emergency Preparedness. Proper maintenance of the plan is coordinated by the OEM and is highly dependent on the engagement of departments and organizations across the whole community.

4.2 Maintenance Process

Reviews of the EOP's base plan and annexes are conducted annually. The OEM initiates plan reviews by soliciting input from the Denver Emergency Management Planning Committee. The Denver Emergency Management Planning Committee is reflective of the whole community and is open to government, private and non-profit partners, including advocates for those with access and functional needs. After a comment period lasting no less than one month, the plan is updated using the provided input.

Any administrative changes to the EOP and its annexes may be made by the OEM at any time and recorded in the Record of Change Section. Administrative changes are defined as those that do not fundamentally alter emergency processes or organizational roles and responsibilities. Examples include minor updates to citations, terminology, EOC position names, and similar items. Administrative changes are noted in the decimal place under the EOP version number.

Substantive updates to the EOP and its annexes are defined as those that significantly affect emergency processes or organizational roles and responsibilities. These changes are sent for signature from the Mayor before being promulgated as Denver Executive Order 85.a. Substantive changes are noted to the left of the decimal place under the EOP version number.

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DENVER
THE MILE HIGH CITY

FOR MORE INFORMATION:
Please contact the Denver Office of Emergency Management at (720) 865-7600 for more information on this plan or for additional emergency management and preparedness material related to the City and County of Denver.

February 2020, Version 1.0