

# **SW Regional Homeland Security Strategy (SHSS)**

## **Introduction**

### **Purpose**

The Strategy furnishes SW Region and local officials with the means to develop interlocking and mutually supporting emergency preparedness programs. It is a guide to the ongoing efforts on the part of SW Region, tribal, and local governments as well as the private sector to ensure the safety of our citizens from the existing threats of today as well as the unknown threats of the future. The SW Region will accomplish this through the strategic allocation of resources to build the capacity of public safety and emergency response professionals and reduce vulnerabilities to terrorism and other disasters across the SW Region.

The SW Region strategy aligns itself to the national priorities articulated in HSPD-8 in its focus, goals and objectives. The implementation of Homeland Security Presidential Directive 8 (HSPD-8), National Preparedness Goal & guidance (NPG), defines the direction and emphasis for homeland security efforts. HSPD-8 describes a pathway for the nation to close the gap between where we are today and where we need to be using a prioritized, capabilities-based approach which will allow us to improve substantially our ability to prevent, protect against, respond to, and recover from a terrorist attack or natural disaster.

### **Vision**

The SW Region will attain both a responder community with an optimal level of preparedness to prevent, protect, respond and recover from terrorist attacks and other disasters and a citizenry that is confident in these abilities and empowered to assist in these efforts.

### **Focus**

SW Region's Homeland Security Strategy includes four key preparedness focus areas: prevention, protection, response, and recovery. The SW Region will prioritize efforts within these focus areas which include three overarching priorities and four capability-specific priorities:

#### Overarching Priorities:

- Implementation of NIMS & NRP
- Expanded regional collaboration
- NIPP Implementation

#### Capability specific priorities

- Strengthen information sharing and collaboration capabilities
- Strengthen interoperable communication capabilities
- Strengthen CBRNE detection, response & decontamination capabilities
- Strengthen medical surge and mass prophylaxis capabilities

The Strategy's prevention focus consists of identifying and protecting critical infrastructure and improving the ability of SW Region and local agencies to gather, share, and analyze terrorism related information. Critical Infrastructure Protection in this SW Region also includes a significant agricultural component.

The Strategy's protection focus is to enhance the SW Region's ability to protect its citizenry and critical infrastructure from both terrorist attacks and the effects of natural disasters. Inherent in this effort is our ability to harden critical infrastructure which includes multiple sectors such as

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agriculture, large public venues, mass transportation, cyberspace and public water supplies. Protection also requires the ability to share information and to provide mass prophylaxis to protect the health of our citizenry during a bioterrorism attack.

The Strategy response focus includes ensuring effective coordination of emergency response across disciplines and jurisdictions and identifying and closing gaps in basic emergency response capabilities. Critical to this effort are current CBRNE response plans, strong interoperable communications capabilities, adequate equipment, training & exercises as well as stronger medical surge and mass prophylaxis capabilities. Critical to response is citizen involvement as active participants in volunteer responder roles as well as neighbor-helping-neighbor.

The Strategy's recovery focus will enable recovery from an emergency for both private and public entities. Recovery requires regional collaboration, COOP and COG planning/execution and information sharing between public & private entities.

**Coordination**

*Original FY 03 Strategy Development and Approval Process*

- In May, 2004, Regions was approved by Governor Owens. These regions grouped the counties together to facilitate collaboration and planning for prevention, protection, response, and recovery purposes. For guidance purposes, each region also developed its own multidisciplinary governing board and subcommittees.

*Process for the Regional Strategies*

The SW Regions will develop a Regional Strategy that is complimentary to the State strategy. The Regional Strategy, developed by the SW Regional Advisory Council, will be reviewed by the SW Region All Hazards Advisory Committee (SAHAC) which consists of the Regional Coordinators, DOLA, DEM, State Department of Health and the Environment, other SW Region agencies involved with homeland security, the Fire Chiefs, Police Chiefs, Sheriffs and other subject matter experts.

*Coordination of Local Government Concerns and Citizen Involvement*

Coordination of local government concerns is addressed through our regional approach. The construct of the regions is described as five counties and two tribes. The SW Region is lead by a Regional Homeland Security Coordinator responsible for programmatic, financial & strategic management.

Citizen involvement will be coordinated through the SW Colorado Chapter of the American Red Cross.

**Description of the Jurisdictions**

The Southwest Region includes Archuleta, Dolores, La Plata, Montezuma, and San Juan counties and the Ute Mountain and Southern Ute tribes.

**Regionalization and Mutual Aid**

*Regionalization*

Within the region there are additional regionalized response teams such as HAZMAT and Type III Incident Management Teams.

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The Southwest Region EMS plans participate in the Regional Emergency Medical and Trauma Advisory Councils (RETACs). The RETACs act in an advisory role and are integrated into the All-Hazard Region.

*Mutual Aid*

Intrastate mutual aid agreements amongst the counties, Tribes and jurisdictions are currently being processed.

**Goals, Objectives, and Implementation Steps**

**GOAL 1: Planning**

Develop a comprehensive homeland security planning process which mirrors the State strategy and the National Response Plan (NRP), provides for prevention of disaster emergencies, and will effectively integrate all disciplines in response and recovery operations.

- Objective 1.1** Establish a strategic planning process chartered to develop a capabilities-based long-range strategic plan by March 2006. *The Regional Coordinator will take the lead on this objective.*
1. Facilitate the creation of a strategic planning process with an all discipline approach that includes local input that will be institutionalized within the SW Region and HLS Advisory Council.
- Objective 1.2** Create and maintain the SW Homeland Security Strategy by January 2006. *HLS Council will take the lead on this objective.*
1. Periodically amend the strategy to reflect changing circumstances, requirements, or capabilities.
- Objective 1.3** Identify the unmet training and awareness needs of all responders. *HLS Advisory Council will take the lead on this objective.*
1. Convene a working group to address the unmet training needs of all response disciplines.
  2. In coordination with first response organizations, prioritize list of training needs.
  3. By December 31, 2006, revalidate the 2003 ODP Risk Assessment identified training needs against the progress that has been made to date and reprioritize resources to address those training gaps.
- Objective 1.4** Provide technical and financial assistance to local governments.
1. Sponsor regional workshops focused on information sharing and comprehensive planning across all disciplines with the view toward building regional capability.
  2. On a semi-annual basis, conduct a regional workshop to address financial rule changes in allowable expenses associated with integrated planning efforts.
- Objective 1.5** The SW Region will maintain a current terrorism annex to its SW Region Emergency Operations Plan (SEOP) by December 2006. *La Plata County OEM will take the lead on this objective.*
1. Contact local agencies.

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2. Assess terrorism component of current plans.
3. Ensure that updated plan becomes part of the strategic planning process.

- Objective 1.6** Every county government and two tribes will update, maintain, and submit to the SW Region a current terrorism annex to its all-hazards plan. *The HLS Advisory Council will take the lead on this objective.*
1. Contact units of government and tribes.
  2. Assess terrorism components of current plans.
  3. Provide assistance, as needed, for the improvement of current plans.
  4. Ensure that updated plans become part of the regional planning process.
- Objective 1.7** Inventory and identify gaps in mutual aid agreements among all emergency responders throughout SW Region by November 2006. *The HLS Advisory council in coordination with the Homeland Regional and Security Regional Coordinators will take the lead on this objective.*
1. Research and document existing regional or county-to-county all-hazard mutual aid agreements.
  2. Determine which agencies lack agreements.
  3. Identify participants to develop mutual aid agreements.
  4. Develop model mutual aid agreements.
  5. Provide assistance, as needed, to help local jurisdictions ensure the completion of all-hazards mutual aid agreements.
- Objective 1.8** Create and implement plans that address the protocols and procedures for the prevention of terrorist activity, protocols for access and security measures at biotech labs and facilities, and protocols and procedures for the handling of evidence. *The HLS Advisory Council will, take the lead on this objective.*
1. Create draft protocols.
  2. Promulgate protocols as policy.
  3. In conjunction with State, ensure that a specific health alert protocol is developed for terrorist-related food and biological disasters.
  4. Complete procedures for the CHEMPACK and the City Readiness Initiatives.
- Objective 1.9** Adopt and implement the National Incident Management System (NIMS) SW Region wide by November 30, 2005. *The HLS Advisory Council will take the lead on this objective.*
1. Develop sample NIMS adoption resolution for local government use.
  2. Develop sample NIMS implementation plan, to include training elements.
  3. Certification of local jurisdictions and SW Region agency compliance with NIMS will lie with the Division of Emergency Management.
- Objective 1.10** Implement the National Fire Incident Reporting System (NFIRS) by December 31, 2006. *The HLS Advisory Council will take the lead on this objective.*

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1. Increase the number of reporting fire departments from the present number of 15 by at least 50 percent by December 2006. Continue work to increase reporting fire departments through the end of the project period.
2. Distribute NFIRS software to reporting local fire departments and provide training and technical assistance on NFIRS software as required.
3. Encourage the “real time” reporting of incident data in order to integrate its use in the Terrorism Early Warning Network.
4. Collect, validate, and enter data into NFIRS from participating fire departments. Provide feedback reports to participating fire departments.
5. Compile and analyze aggregate data. Provide an annual report on Trends.

**GOAL 2: Training and Exercises**

Through training and exercises, improve the SW Region’s ability to deal with terrorist-related incidents.

**Objective 2.1** Provide comprehensive and adequate training opportunities for terrorist-related incidents to elected officials and emergency responders throughout the SW Region. *The HLS Advisory Council will take the lead on this objective.*

1. Determine needs/interest of elected officials and emergency responders.
2. Establish desired and attainable end-SW Region for this objective within FY05.
3. Develop and validate appropriate tailored training programs to meet the needs of these various groups.
4. Schedule and deliver training events, workshops, and seminars during FY05.

**Objective 2.2** Provide a comprehensive and adequate homeland security public awareness and education program throughout the SW Region. *The HLS Advisory Council will take the lead on this objective.*

4. Create a Public Information/Education Steering Committee with appropriate expertise to develop clear practical messages on Homeland Security for the public.
5. Obtain Homeland Security public information/education learning points from the State.
6. Identify existing public information/education materials.
7. Evaluate delivery strategies/options.
8. Develop media and message appropriate public information/education products.
9. Deliver through selected methods.

**Objective 2.3** Conduct threat and performance based exercises to practice procedures and determine gaps in the prevention, response, and recovery of terrorist-related incidents. *The HLS Advisory Council will take the lead on this objective.*

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1. Revise the 2005 SW Region 3-year exercise strategy by July 2006.
2. Incorporate multiple emergency response disciplines in local, regional, SW Region-level exercises. This shall also include the general public and the media.
3. Conduct exercises to validate current planning against Potential Threat Elements (PTEs) to test the effectiveness of coordination among local, SW Region, and federal agencies, emergency responders, and the private sector (as appropriate).
4. Establish achievable goals and objectives for each exercise.
5. Increase complexity and scope of cycle of exercises in order to build team confidence and increase capability.
6. Use an HSEEP.
7. Develop a post-exercise plan of action to address areas identified by the exercise as needing additional planning and training efforts.

**Objective 2.4** Train, exercise, and evaluate all-hazard public health emergency response systems to ensure a well-planned, adequately resourced, organized, and coordinated approach to emergency response, with an emphasis on acts of bioterrorism, disease outbreaks, care of victims, or events requiring use of the Strategic National Stockpile. *The San Juan Basin Health Department of Public Health and Environment will take the lead on this objective.*

1. Identify any regional coordinated training and exercise efforts.
2. Establish local training and exercise schedules.
3. Establish an exercise program for local public health agencies, including disease surveillance and detection.
4. Develop and conduct exercises at the SW Region level for the deployment of the SNS.
5. Establish an exercise schedule in accordance with the HSEEP that prioritizes requirements by location, response levels, and PTEs; undertake awareness, offensive and defensive, and planning and management exercises.
6. Schedule training for law enforcement, public health, healthcare providers and others involved in implementing isolation and quarantine plans from the State.
7. Provide exercises to allow emergency responders to coordinate with EMS agencies, including hospitals to carry out mass patient care, including effective patient transport, triage, and disease containment procedures.

**Objective 2.5** Provide training and exercises related to food and agriculture protection. *The HLS Advisory Council will take the lead on this objective.*

1. Train, exercise, and evaluate opportunities related to sustaining both food and agriculture within the region.

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2. Ensure rapid investigation of all agency regulated activities, related to livestock, crops, and plans within the SW Region.

**Objective 2.6** Maintain a SW Region wide training and exercise calendar. *The HLS Coordinator will take the lead on this objective.*

1. Maintain and monitor a long-range SW Region-level Homeland Security activity calendar to track all meetings, trainings, exercises, etc.
2. Create and monitor a long-range exercise plan that validates newly-developed capabilities.

**GOAL 3: Information Sharing**

Facilitate the prevention of terrorism by enhancing the abilities of SW Region and local agencies to gather, analyze, and share information.

**Objective 3.1** Establish Regional information sharing strategic planning task force by December 2004. *The HLS Advisory Council will take the lead on this objective.*

1. Identify members and convene the SW Regional information sharing strategic planning task force.
2. Review standards, laws and regulations for collection and dissemination of information.
3. Develop agreements that establish information sharing relationships between the federal, SW Region, and local governments and private sector.
4. Establish standards and agreements on how information will be used and protected.

**Objective 3.2** Participate in Colorado Information Analysis Center (CIAC). This center will provide timely analysis and information sharing. *The Office of Preparedness, Security, and Fire Safety will take the lead on this objective.*

1. Partner with the Department of Homeland Security (HSIN, HSOC).
2. Analyze information from the intelligence community, federal government, SW Region and local government, tribal government, and the private sector.
3. Identify the various information needs (i.e. information for prevention, detection, preparedness, and response).
4. Establish methods, processes, and policies for the collection and dissemination of information.

**Objective 3.3** Establish a SW Regional Geographic Information System (GIS) that will support spatially-based decision-making and enable emergency responders to develop and share spatial information about resources, events, infrastructure, and response planning by July 2006. *The County Government will take the lead on this objective.*

1. Develop SW Region wide GIS responsibility, authority and resources for an integrated and coordinated program.
2. Develop partnerships with local governments and federal agencies to share data across levels of government to support incident responsiveness.
3. Develop partnerships to improve and coordinate imagery acquisition for geospatial analyses.

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- Objective 3.4** Ensure that the SW Region's first responder public and private networks participate in the Resource Ordering and Status System (ROSS) by the end of 2005. *The HLS Advisory Council will take the lead on this objective.*
1. Determine the total number of potential participating agencies.
  2. Determine which agencies participate in ROSS.
  3. Contact non-participant agencies.
  4. Enroll non-participant agencies.
  5. Train new agencies in the use of the system.
- Objective 3.5** Implement the National Fire Incident Reporting System (NFIRS) by end of 2006. *The HLS Advisory Council will take the lead on this objective.*
1. Enlist active participation of SW Region fire chief's association and other key groups.
  2. Identify equipment needs.
  3. Exercise the system.
- Objective 3.6** Participate in the function of 24-hour notification and information sharing systems. *The HLS Advisory Council will take the lead in this objective.*
1. Identify who should be included in system.
  2. Establish notification procedures and protocol.

**GOAL 4: Communications Interoperability**

Develop a SW Regional standards based comprehensive interoperable communication system that provides instant and disruption-resistant communications capabilities for all public safety and first responder agencies.

- Objective 4.1** Continue implementation of the Digital Trunked Radio Project (DTR). DTR provides a single seamless SW Regionwide radio system facilitating interoperability between all participating agencies.
- The HLS Advisory Council will take the lead on this objective.*
1. Identify infrastructure construction costs for completion of DTR implementation in remaining region of the SW Region.
  2. Identify remaining subscriber costs for SW Region departments requiring radio units.
  3. Assist local governments and first responders in the development of cost estimates based upon their individual requirements.
  4. Request funding from alternate sources including Federal and Homeland Security grant programs for project continuance.
  5. Assist local government in grant requests from Federal and SW Region Homeland Security Grant programs.
- Objective 4.2** Complete a SW Regionwide comprehensive operational plan for interoperable communications by December 2005, incorporating regional plans. *The HLS Advisory Council will take the lead on objective.*
1. Develop a comprehensive and inclusive planning process that provides the following: provides organizational structure for this objective; forms regionally based organizations to provide information, collaboration, and input for this objective; identifies SW Regionwide interoperability communications requirements and all hazards approach; defines the scope of interoperability

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of communication that includes both voice and data; develops the interoperability architecture for the SW Region that includes standards, processes, and procedures; addresses known insufficiencies; provides a process for technological insertion; recommends hardware and software specifications based on new technological advances; and obtains data necessary to make cost benefit analysis and provides coordinated funding requests for SW Regionwide interoperability of communication.

**GOAL 5: Critical Infrastructure Protection**

Identify and prioritize critical infrastructure, key assets, and high-population density venues pursuant to the principles of the National Strategy for Homeland Security (NSHS).

**Objective 5.1** Identify and prioritize SW Region's most critical infrastructures and develop "best practices" recommendations. *The HLS Advisory Council will take the lead on this objective.*

1. Revise and update an assessment of risks, vulnerabilities and threats in the SW Region.
2. Produce revised threat, vulnerability and risk information.
3. Working in partnership with the SW Region Homeland Security Regional Coordinators, identify local critical infrastructure for assessment.
4. Establish a working committee to provide recommendations to the Homeland Security All-Hazards Senior Advisory Committee.

**Objective 5.2** Assess and harden prioritized critical infrastructure. *The HLS Advisory Council will take the lead on this objective.*

1. Complete SW Regionwide vulnerability assessments based on requests identified by SW Region Homeland Security Coordinator.
2. Complete SW Region asset property vulnerability assessments.
3. Assist public and private entities with developing plans and procedures designed to implement protective actions.
4. Provide technical assistance to assist holders of critical public and private assets in the development of protection plans.
5. Develop a standing group of representatives from critical infrastructure sectors (Critical Infrastructure Committee) to work on plans for protection of National Infrastructure targets outlined in the National Strategy for Homeland Security.
6. Collaborate with public and private sector partners to identify and promote best practice security measures to protect and secure vulnerability in the event of a terrorist attack.
7. Implement new security measures for identified SW Region critical assets.

**Objective 5.3** Develop protocols to guide SW Region and local law enforcement and emergency response officials in responding to any case involving suspected terrorist activity by March 2005. *The HLS Advisory Council will take the lead on this objective.*

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1. Promulgate protocols as policy.
2. Review and revise regional protocols as appropriate.
3. Exercise the protocols.

**Objective 5.4** Develop protocols concerning the handling, storage, and disposal of biological agents, chemical weapons, destructive devices, radioactive materials, and toxins obtained as evidence of terrorist activities by March 2005. *The HLS Advisory Council will take the lead on this objective.*

1. Promulgate protocols as policy.
2. Review and revise regional protocols as appropriate.
3. Exercise the protocols.

**Objective 5.5** Train and exercise prevention protocols. *The HLS Advisory Council will take the lead on this objective.*

1. In coordination with CDEM, exercise and continually revise the plans to ensure currency and practicality of plans.
2. Provide training to first responders and public and private stakeholders programs such as Soft Target Awareness Training through the DHS Information Analysis and Infrastructure Protection Directorate.

**GOAL 6: Cyber Security**

Prevent and deter widespread disruption and damage caused by cyber attacks on XXX's critical infrastructure.

**Objective 6.1** Develop, distribute and employ minimum standards for the protection of SW Region and local government information networks, including those networks that contain information on the conditions or status of key homeland security facilities or infrastructure. *The HLS Advisory Council will take the lead on this objective.*

1. Develop the SW Region's Information Security Program (SWRISP)
2. Establish a security baseline.
3. Acquire hardware and software, as required.
4. Provide security awareness training to system users.
5. Ensure compliance with standards.

**Objective 6.2** Form collaborative relationships with federal, SW Region, local, and private entities to mitigate cyber attacks and information security risks. *The HLS Advisory Council will take the lead on this objective.*

1. Formalize cyber security organizational structure that identifies duties and responsibilities across jurisdictions.
2. Plan for the identification, formalization, and documentation of relationships with federal, local, and private entities.
3. Maintain a database of cyber contacts for inclusion to the SW Regionwide GIS.
4. Plan for cyber security exercises with identified strategic partners.

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**Objective 6.3** Establish policies and procedures at the SW Region level that capture relevant information security risks and develop metrics to support resource requests. *The HLS Advisory Council will take the lead on this objective.*

1. Encourage participation of external network monitoring.
2. Encourage audit and assessment processes that accredit networks and computer systems.
3. Encourage executive level certification of networks and computer systems.
4. Base compliance criteria on the Federal Information Security Management Act.

**GOAL 7: Food and Agriculture Protection**

Provide the SW Region's food and agriculture sectors with the means to prepare, prevent, respond, and recover from agroterrorist attacks.

**Objective 7.1** Create an integrated agricultural response plan including critical infrastructure documentation, reference materials, and biosecurity awareness information. *The HLS Advisory Council will take the lead on this objective.*

1. Identify emergency response leadership across local, SW Region.
2. Develop emergency response annexes/tabs to all-hazard plans.
3. Develop risk communication plans.
4. Describe information sharing systems applicable to both pre- and post-harvest threats.
5. Identify technology services needed in the preparedness, prevention, response, and recovery efforts within SW Region.
6. Develop plans on how the Incident Command System (ICS) and the National Incident Management System (NIMS) can be applied to both food and agriculture sectors.

**Objective 7.2** Perform an agricultural assessment that identifies vulnerabilities, determines priorities, and evaluates potential threats. *The HLS Advisory Council will take the lead on this objective.*

1. Update a SW Region-wide agricultural assessment each fiscal year, with input from government, stakeholders, and local agriculture industry representatives.

**Objective 7.3** Create working relationships among allied agencies and stakeholders. *The HLS Advisory Council will take the lead on this objective.*

2. Assess public partnerships with the San Juan Basin Public Health and Environment, Colorado Department of Public Safety, State Department of Local Affairs.
3. Assess educational partnerships with SW Region University.
4. Assess private partnerships within all related food and agriculture sectors of the industries.

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- Objective 7.4** Gain stakeholders' cooperation, including identifying alternative sources of staple agricultural products and target recipients of these needed commodities. *The HLS Advisory Council will take the lead on this objective.*
1. Distribute informational packets to related food and agriculture businesses identifying the importance of pre-planned partnerships.
- Objective 7.5** Conduct ongoing surveillance activities. *The Colorado Department of Agriculture will take the lead on this objective.*
1. Continue to implement surveillance programs in animals, crops, and plants, and other associated areas deemed important by officials within both the food and agricultural industries.
- Objective 7.6** Develop, deploy and maintain needed technologies. *The Colorado Department of Agriculture will take the lead on this objective.*
2. Deploy needed communications systems to aide in the preparedness, prevention, response, and recovery from agroterrorist attacks or all-hazard emergencies.
  3. Obtain needed information technology infrastructure to support the preparedness, prevention, response, and recovery from agroterrorist attacks or all-hazard emergencies.
  4. Obtain cyber-secure systems needed to share confidential information in the preparedness, prevention, response, and recovery from agroterrorist attacks or all-hazard emergencies.

**GOAL 8: Public Health Protection**

Provide an effective response and coordinated patient care that protects the health of SW Region's citizens in the event of a terrorist attack.

- Objective 8.1** Assess resources, infrastructure, and capacities to respond to an emergency and develop, update, evaluate, and revise scalable plans that facilitate response. *The San Juan Basin Health Department will take the lead on this objective.*
1. Identify public health emergency response leadership, including medical and behavioral health, in order to build partnerships.
  2. Refine the SNS plan for receipt, storage, staffing, distribution, security, dispensing, and public information/communication.
  3. Develop emergency medical/epidemic response annexes/tabs to all-hazard plans.
  4. Develop risk communication plans.
  5. Refine the 24/7-communication plan to ensure a constant means of reaching all health agencies, partner agencies and essential resources.
  6. Develop plans identifying how the National Incident Management System (NIMS) will be used to manage all public health emergency responses and integrate with responses of other partner organizations.
  7. Enact systems to ensure public health staffs are knowledgeable about public health statutes and their implementation.
  8. Utilize Department of Homeland Security's 'After Action Report' as the basis for future training and needs assessments following outbreak investigations and public health-medical exercises.

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9. Actively work to improve and/or develop relationships with first responders (including hospitals), SW Region veterinarian and veterinary clinics and the health care communities. (EPI R&R)

**Objective 8.2**

Develop, maintain, and update IT systems, communications systems, and databases to ensure public health and medical communications capabilities throughout the SW Region to respond to emergencies. *The San Juan Basin Health Department will take the lead on this objective.*

1. Continue to update the communication systems including the use of the Health Alert Network and 'EMSystem'.
2. Update the 24/7 epidemiological surveillance capacities through improvements to CEDRS GIS capability.
3. *Continue each aspect of the communication system quarterly testing.*
4. Maintain servers, virus protection, patch management, vulnerability monitoring, SPAM filtering, intrusion detection, advanced firewalls.
5. Ensure secure web portal, high speed internet, call-down system, broadcast fax, conference calls, high frequency radios, and satellite communications.
6. Develop standardized vocabularies, message scheduling, HL7 formatting, XML schemas.

**Objective 8.3**

Verify the effectiveness of redundant and secure public health communications systems, while providing necessary health and risk information to the public and key partners as preparation for a public health emergency. *The San Juan Basin Health Department will take the lead on this objective.*

1. Implement a plan for connectivity of key stakeholders involved in public health detection and response. Ensure public health key stakeholders can receive and send critical health information.
2. Improve routine information exchange and emergency notification systems utilizing new technologies.
3. Improve the redundant methods of communication to include high frequency (HF) radios and/or satellite voice/data systems.
4. Review and implement security and intrusion audit recommendations.
5. Develop and deliver risk communication training to local communities.
6. Develop and exercise local crisis and emergency risk communications plans, to be integrated into agency and regional plans.

**Objective 8.4**

Ensure appropriate epidemiological response is provided in the event of a public health emergency. *SJBHD will take the lead on this objective.*

1. Ensure and improve 24/7 electronic reporting of diseases and unusual disease occurrences.
2. Develop and maintain ongoing spatial and temporal analysis of all SW Region surveillance data pertaining to public health and medical, including hospital bed capacity.
3. Expand and enhance GIS capability of CEDRS, hospital and pre-hospitals care data.
4. Build on the current linkage with laboratories to ensure a rapid confirmation of potential diseases/emerging threats.

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5. Implement syndrome-surveillance systems for biological and chemical threats and evaluate their usefulness within SW Region (BioSense, SYRIS, Harvard, RMPDC, etc).
6. Ensure personnel are trained and skilled to perform routine health monitoring and evaluation for biological, radiological and chemical exposures.
7. Ensure continuous communication regarding public health risks to healthcare providers, including pre-hospital care, and the public.
8. Continue to ensure availability of outbreak investigation, infection control, and epidemiologic analytic training, as well as support the use of the 'Regional Epidemiology Team' model.
9. Integrate SW Regionwide communicable disease control programs with regional epidemiology teams and incorporate hospital and pre-hospital care infection control coordinators.

**Objective 8.5**

Provide an analytical all hazards approach for receipt, analysis, and results reporting of environmental samples and biological specimens collected from a suspected act of terrorism or disease outbreak. *The SJBHD will take the lead on this objective.*

1. Design and build secure triage/response laboratories to ensure the protection of analytical facilities.
2. Acquire analytical instrumentation to detect biological, chemical and radiological events.
3. Train laboratory analysts in proper collection, packaging, and shipping of samples and specimens.

**GOAL 9: Citizen Participation**

Strive to include every SW Region's citizen in homeland security activities through public education and outreach, training, and volunteer service opportunities at the community level.

**Objective 9.1**

Advance citizen awareness, safety, and preparedness by working with regional and local entities to form and maintain an active Citizen program that encourages the development of public awareness, and opportunities for our citizens to be part of homeland security efforts through increased volunteerism and involvement in safety and preparedness programs. *The SW Colorado Chapter of the American Red Cross will take the lead on this objective.*

1. Develop, conduct and maintain a citizen training program. Which includes First Aid, CPR/AED, Disaster Action Teams and basic safety skills.
2. Develop and maintain active volunteer database.
3. Create a resource library of materials related to Disaster, preparedness and related topics that will be established and available for public use.

**Objective 9.2**

Identify opportunities for informed volunteerism and service opportunities through American Red Cross component programs. *The SW Colorado Chapter of the American Red Cross will take the lead on this objective.*

1. Work with partner organizations such as Citizen Corps grantees, Department of Local Affairs, Division of Emergency Management, to promote volunteerism and service opportunities through

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American Red Cross and component programs through community meetings, public awareness campaigns, and educational material distribution.

**Objective 9.3** Identify planned opportunities for local, SW Region, tribal, and federal organizations and individuals to collaborate on the shared goal of expanding informed volunteerism and service opportunities in the areas of homeland security and disaster preparedness. *The HLS Advisory Council will take the lead on this objective.*

1. The HLS Advisory Council will actively seek out opportunities for local, SW Region, tribal, and federal organizations and individuals to collaborate through the Regional Sessions, and information sessions conducted SW Regionwide.

**GOAL 10: Continuity of Government**

Develop a comprehensive plan for continuity of government that focuses on constitutional governance, ensures command and control of response and recovery operations, and facilitates the restoration of critical and essential services expected by our citizens. The Continuity of Government (COG) plan will ensure, to the maximum extent possible, continuity of leadership and direction to provide for citizen safety, reduce disruption of critical and essential government functions, and minimize property loss and damage.

**Objective 10.1** Identify the critical and essential functions of the executive, legislative, and judicial branches of local government required during any pre-, trans- and post-emergent situation to assure continuity of government business operations by March 2006. *The HLS Advisory Council will take the lead on this objective.*

1. Identify those critical tasks that have a grave impact upon the lives of the public and private property in the SW Region if not performed.
2. Identify those essential functions which would have a severe negative impact upon the lives of the public and private property, but the impact would not necessarily be as immediate or significant as the consequence of critical functions.
3. Identify those necessary tasks, which still need to be executed, but can be delayed for 30 days.

**Objective 10.2** Develop, analyze, and validate a comprehensive Local Continuity of Government Plan that provides for the expeditious restoration of SW Region services, including timelines and function assignments for such restoration by March 2006. *The HLS Advisory Council will take the lead on this objective.*

1. Upon completion of the initial COG Plan, each agency will conduct an exercise workshop to validate this plan.
2. The Continuity of Government (COG) plan will ensure, to the maximum extent possible, continuity of leadership and direction to provide for citizen safety, reduce disruption of critical and essential government functions, and minimize property loss and damage.

**Objective 10.3** Develop, analyze, and validate a model template of methodologies for adoption and implementation by SW Region agencies, local governments and quasi-governmental entities to allow them to develop

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their own COOP (Continuity of Operations Plan) by March 2006. *The HLS Advisory Council will take the lead on this objective.*

1. By March 2006, have a minimum of two members attend and successfully complete the FEMA COOP Train-the-Trainer course.
2. Upon completion of the initial SW Region COG plan and their inherent workshop exercises, a training class will be developed and geared towards local jurisdictions.

**Objective 10.4** Develop and evaluate an exercise program to validate the plan, templates, and methodologies, and a program to train participants in plan development and implementation. *The HLS Advisory Council will take the lead on this objective.*

1. Integrate Continuity of Government scenarios into the Homeland Security exercise plan.
2. As a minimum, annually exercise each SW Region agency's COG plan.

**GOAL 11: Emergency Responder Capabilities**

The SW Region will build capacity to equip, train, and effectively manage first responder resources for terrorism events.

**Objective 11.1** Ensure all mutual aid agreements are in written form. *The Division of Emergency Management will take the lead on this objective.*

1. Work with each of the 5 counties and two tribal governments formalizing all mutual aid agreements by Oct 1, 2005.
2. Work with each municipality greater than 10,000 in population formalizing all mutual aid agreements by Oct 1, 2005.
3. When appropriate, revalidate the provisions of the Emergency Management Assistance Compact.

**Objective 11.2** Develop strategically-placed hazmat teams to ensure a timely response. *The HLS advisory Council will take the lead on this objective.*

1. Establish minimum requirements for hazmat teams to ensure response consistency.

**Objective 11.3** Integrate local and regional responder groups with citizen programs that train, exercise, and utilize citizens as part of their prevention and response efforts, including Community Emergency Response Teams (CERT), Volunteers in Police Service (VIPS), Medical Reserve Corps (MRC), Neighborhood Watch (NW), and Fire Corps (FC). *The Division of Emergency Management will take the lead on this objective.*

1. Ensure that volunteer teams are given access to appropriate training programs that will enhance their current skills.
2. When appropriate, volunteer teams will be integrated into the planning, coordination, and execution of Homeland Security-related exercises.
3. Conduct an annual conference to update these teams on new initiatives and programs. The first conference will take place during the second quarter of the 2006 SW Region Fiscal Year.

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- Objective 11.4** Review the integration of local public works' services and responsibilities into jurisdictional and regional plans. *The HLS Advisory Council will take the lead on this objective.*
1. Division of Emergency Management Regional Coordinators, in association with Regional Homeland Security Coordinators and Public Health Coordinators, will review all regional and county-level plans for public works inclusion by December 2005.
- Objective 11.5** Ensure that SW Region and local first responders and support personnel across all disciplines and jurisdictions have access to proper equipment at the appropriate levels to respond to CBRNE terrorist attacks. *The HLS Advisory Council will take the lead on this objective.*
1. Review the data collected within the 2003 ODP risk assessment to identify equipment gaps by April 2006.
  2. Gaps will be compared to the contents of the draft 2005 SW Region Homeland Security Program Grant applications and used to make appropriate adjustments.
  3. Program audits will be conducted every year of all recipients, to include both financial and equipment areas to insure grant recipients are closing equipment capability gaps.

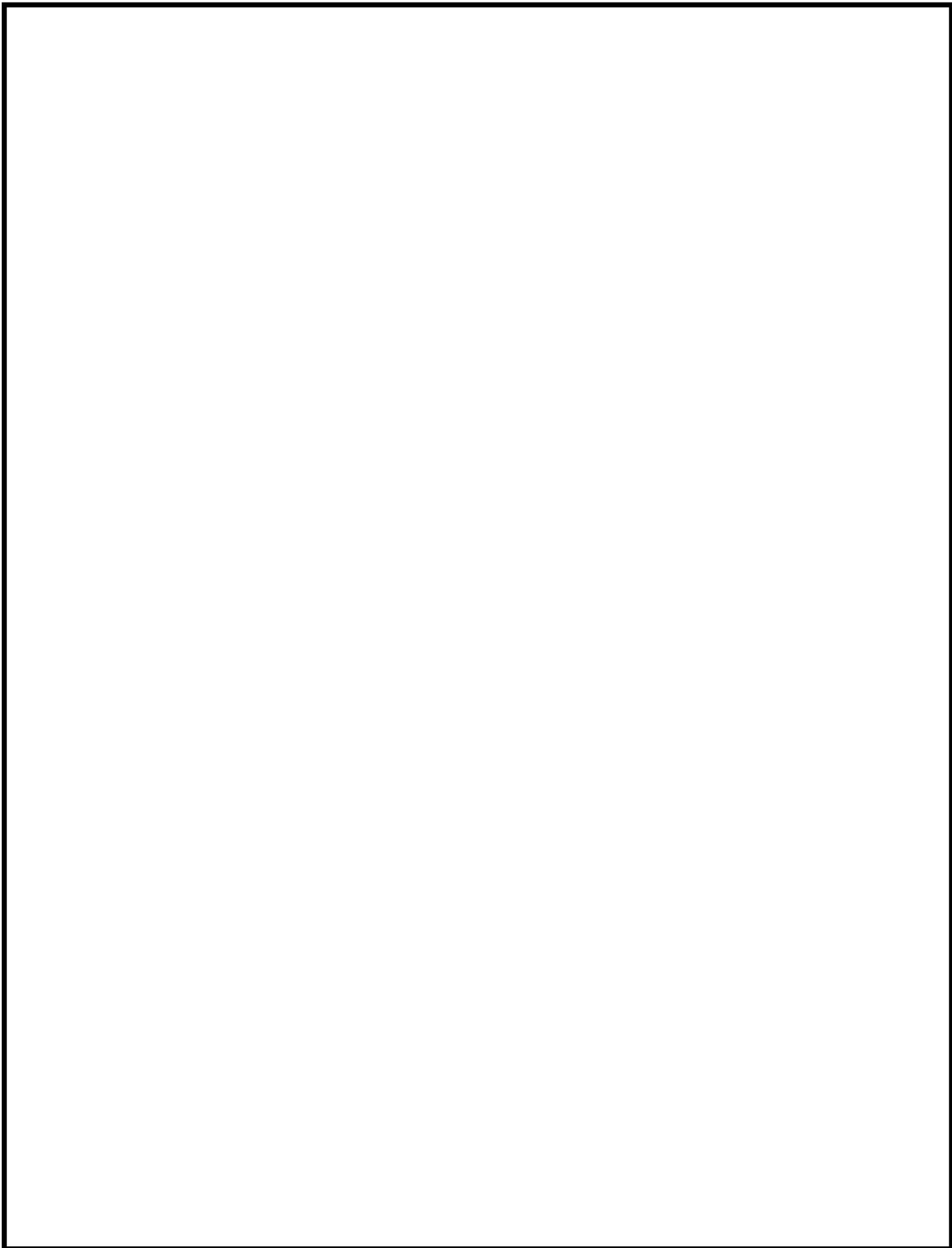
#### **Evaluation Plan**

Evaluation of progress is tracked by project using the BSIR reporting tool. This information will be used in assisting the SME's with the development of the biannual "Subject Matter Recommendation" report form.

Evaluation of progress will also be tracked through our Exercise program. Through the use of HSEEP, exercises will be tracked at the Regional level by the Regional Coordinators and at the SW Region level by the HLS Advisory Council to ensure that recommendations from After-Action reports are instituted.

The Committee will review annually the SW Region Homeland Security Strategy and make recommendations to the Region on the goals, objectives, and priorities. The Committee will advise the Region, through written recommendations and status reports, regarding the planning and implementation of tasks and objectives working to achieve goals outlined in the Strategy.

The SW Region's Homeland Security Strategy will be updated at least annually based upon the recommendations of the Homeland Security Advisory Council.

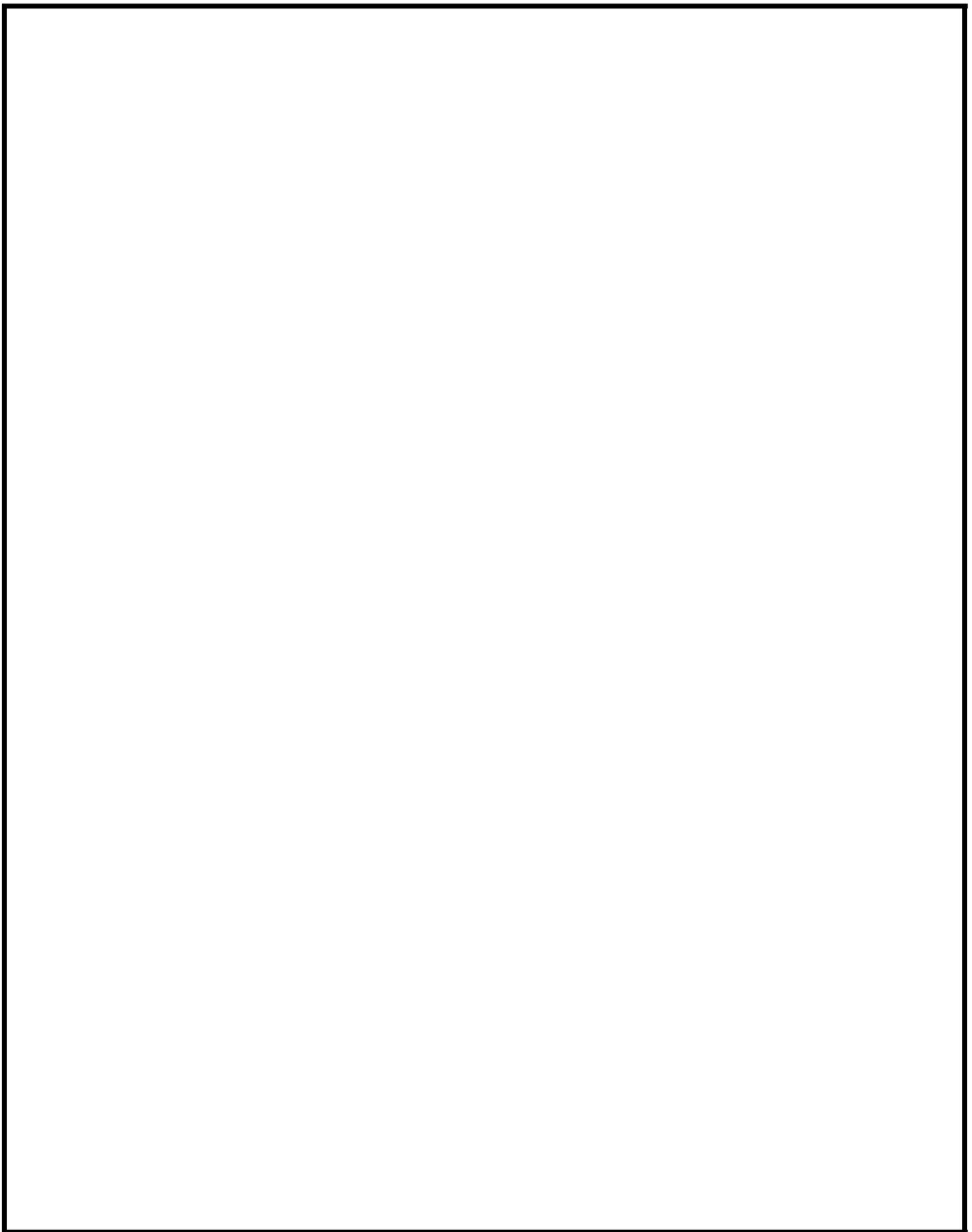


**City of Durango-Department Directors**

Last Name	First Name	Agency	Title		City
		Cell Phone	Business Phone	Email	Other
Boysen	Gregg	City of Durango	Director-Engineering	780 Hidden Valley Circle	Durango
		970-759-4340	970-375-4819	<a href="mailto:Boysengb@ci.durango.co.us">Boysengb@ci.durango.co.us</a>	
Brown	Julie	Finance	Director Finance	112 Terra Vista	Durango
		970-769-7920	970-375-5039	<a href="mailto:brownJL@ci.durango.co.us">brownJL@ci.durango.co.us</a>	
Campbell	Phil	City of Durango	Director Communication	617 Pine Tree Dr.	Bayfield
		970-759-4326	970-375-4629	<a href="mailto:campbellPL@ci.durango.co.us">campbellPL@ci.durango.co.us</a>	
Dent	Ron	City of Durango	Director Airport	644 East Pioneer Drive	Durango
		970-749-2975	970-382-6069	<a href="mailto:dentRB@ci.durango.co.us">dentRB@ci.durango.co.us</a>	
Hall	Kevin	City of Durango	Director Sustainable Svc	-	Durango
		970-759-4345	970-375-7315	<a href="mailto:HallKS@ci.durango.co.us">HallKS@ci.durango.co.us</a>	
Hoch	Greg	City of Durango	Director Planning	862 Main Ave. #4	Durango
		970-759-4322	970-375-4859	<a href="mailto:hochGS@ci.durango.co.us">hochGS@ci.durango.co.us</a>	
LeBlanc	Ron	City of Durango	City Manager	330 Hillcrest Dr.	Durango
		970-759-4300	970-375-5009	<a href="mailto:leblancRP@ci.durango.co.us">leblancRP@ci.durango.co.us</a>	
Metz	Cathy	City of Durango	Director Parks & Rec	107 Linda Ct.	Durango
		970-759-4330	970-375-7329	<a href="mailto:metzcl@ci.durango.co.us">metzcl@ci.durango.co.us</a>	
Petersen	Roy	City of Durango	City Operations Director	949 E. 2nd Ave	Durango
		970-759-4309	970-375-4999	<a href="mailto:petersenRL@ci.durango.co.us">petersenRL@ci.durango.co.us</a>	
Phillips	Amy	City of Durango	Director Administrative Services/City Clerk	44750 Road L	Mancos
		970-759-2711	970-375-5015	<a href="mailto:phillipsAF@ci.durango.co.us">phillipsAF@ci.durango.co.us</a>	
Rogers	Jack	City of Durango	Director Public Works	902 N. Hidden Valley Cir.	Durango
		970-759-4301	970-375-4809	<a href="mailto:rogersOJ@ci.durango.co.us">rogersOJ@ci.durango.co.us</a>	
Spratlen	Jim	City of Durango	Police Chief	990 E. 2nd. Ave.	Durango
		970-759-4253	970-375-4769	<a href="mailto:spratlenjj@ci.durango.co.us">spratlenjj@ci.durango.co.us</a>	
White	Michael A	City of Durango	Director Library	41 Crystal Ln	Durango
		970-560-8724	970-375-3389	<a href="mailto:whiteMA@ci.durango.co.us">whiteMA@ci.durango.co.us</a>	

**Key Emergency Personnel-DFRA**

Last Name	First Name	Department	Title	Address	City
		Cell Phone	Business Phone	Email	Other
Noonan	Dan	Administration	Fire Chief	584 Hogan Circle	Durango
		970-799-2061	970-382-6005	<a href="mailto:noonanDJ@ci.durango.co.us">noonanDJ@ci.durango.co.us</a>	





## EMERGENCY OPERATIONS PLAN

### Disaster Declaration Fact Sheet

#### Why Declare a Disaster?

- To gain access to TABOR emergency reserves
- To qualify for certain types of federal and state disaster assistance
- To activate local and inter-jurisdictional emergency plans, mutual assistance agreements, and to provide aid
- To support the enactment of temporary emergency restrictions or controls (e.g., curfews, price controls)

#### Steps in the Declaration Process:

1. Response and Initial Damage Assessment by Local Governments
  2. Resolution/Ordinance by Effected Local Governments Declaring a Disaster
  3. Request for State Assistance
  4. Implementation of State Emergency Operations Plan (SEOP) and Activation of State Resources
  5. Situation Reports from State to FEMA Region VIII
  6. Joint (Federal-State-Local) Preliminary Damage Assessment (PDA)
  7. Governor's Request for a Presidential (Federal) Disaster Declaration
  8. FEMA Region VIII Review and Recommendation
  9. Decision by President Whether or Not to Authorize Stafford Act Assistance
- **Local Government Response.** Local jurisdiction responds to an emergency event, supplemented by mutual aid from neighboring communities and volunteer agencies. If the disaster exceeds local capabilities, state assistance may be requested. A local government may declare a local disaster or emergency through the Chair of the Board of County Commissioners (BOCC), or other principal executive officer of a political subdivision (i.e., Mayor, City or County Manager), through an order or proclamation and submit it to the State. This activates response and recovery of all applicable local and inter-jurisdictional disaster emergency plans.
  - **Documentation of Costs.** Careful documentation of all disaster-related costs and expenditures should begin at the onset of a local disaster emergency in order to establish eligibility for possible reimbursement under state and federal assistance programs. Records on both contract and force account work should be maintained, including site photographs, labor records, equipment logs, supply and material receipts, purchase orders and contracts.
  - **Damage Assessment.** The effected jurisdiction(s) may request that the Governor make a state disaster declaration, based on damage assessment and situation reports provided to the Colorado Division of Emergency Management (DEM). The State may also ask FEMA to conduct a joint local-state-federal preliminary damage assessment (PDA), in order to determine if the disaster impacts are severe enough to warrant federal disaster assistance. The Governor may request, through FEMA, that the President declare a major disaster for the effected counties based



## EMERGENCY OPERATIONS PLAN

on the damage assessment and an agreement by the State to commit funds and resources to the long-term recovery effort.

- **FEMA Recommendation.** FEMA Region VIII will evaluate the request and recommend action to the White House based on the disaster damage assessment, and the ability of the local community and the state to recover from the impacts.
- **Executive Action.** The President approves the request or FEMA informs the Governor it has been denied. The decision process could take a few hours or several weeks depending upon the nature of the disaster.

### OTHER INFORMATION:

#### **“Robert T. Stafford Disaster Relief & Emergency Assistance Act”**

- Conditions must exceed state and local capability to respond effectively before major disaster assistance from the federal government is granted.
- The President decides whether conditions are met, then assistance is rendered under the terms of the Act.
- FFY 2007 Colorado Public Assistance Thresholds:
  - \* County Per Capita: \$3.05
  - \* State Per Capita: \$1.22
  - \* Per Capita State Threshold: \$5,247,538.00
  - \* Stafford Act Threshold: \$1,000,000.00
- The Law specifically prohibits FEMA from denying assistance “solely by virtue of an arithmetic formula or sliding scale based on income or population.” (GAO)

#### **“Colorado Disaster Emergency Act of 1992”**

[www.dola.colorado.gov/dem](http://www.dola.colorado.gov/dem)

[Indian Tribes may choose to declare directly to FEMA, or through the state process.]



## EMERGENCY OPERATIONS PLAN

# ***AGENDA DOCUMENTATION***

Meeting Date: December 21, 2010

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**TO: DURANGO CITY COUNCIL    FROM:    DAVID SMITH, CITY ATTORNEY**

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**SUBJECT:    A REQUEST FOR PUBLIC HEARING TO CONSIDER THE ADOPTION OF AN ORDINANCE CREATING A NEW CHAPTER 9 OF THE CODE OF ORDINANCES OF THE CITY OF DURANGO PERTAINING TO THE ESTABLISHMENT OF PROCEDURES TO RESPOND TO CIVIL EMERGENCIES, EMERGENCIES AND LOCAL DISASTERS.**

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### **PURPOSE/BACKGROUND**

In 1992, the State of Colorado enacted the Colorado Disaster Emergency Act of 1992, which establishes a procedural framework for emergency or disaster response at both the State and local governmental levels. The legislation created a Division of Emergency Management in the Department of Local Affairs and charged the Division with the development and preparation of a state disaster plan which would comply with applicable Federal and State regulations.

The Act also directs that local jurisdictions are to include themselves within a local or interjurisdictional agency which will assume responsibility for disaster preparedness and coordination of response. Historically, the City has had many mutual aid agreements with neighboring jurisdictions which provide for the furnishing or receipt of personnel and necessary equipment in order to respond to local disasters or emergencies. While these mutual aid agreements have served a beneficial purpose, a more formalized emergency response structure is both necessary and appropriate, and will aid in the receipt of Federal and/or State funds in the event of a formal declaration of disaster.

The proposed ordinance will establish a new Chapter 9 of the City Code [Chapter 9 previously addressed Flood Protection and Prevention, but the Chapter was repealed, in its entirety, in April of 1989.] The proposed ordinance authorizes the City Manager to declare a civil emergency, emergency or local disaster if he finds that the city or any part thereof is under imminent threat or danger of suffering significant damage or harm from an emergency, civil emergency or disaster, as those terms are defined in the ordinance. In the event of a declaration of emergency by the City Manager, the City Manager may exercise certain powers to protect the inhabitants of the City, which include the establishment of a curfew, an order of evacuation of all or a part of the City, an order controlling or regulating the use, sale, production or consumption of food, water, clothing or other essential commodities, the establishment of controlled routes of transportation ingress or egress, directing the control of the City's water resources and similar orders or directives.

### **FISCAL IMPACT**

There is no direct fiscal impact associated with the adoption of the proposed ordinance. The establishment of an emergency management plan and the granting of authority to the City Manager to coordinate emergency response may well save significant sums for the City in the event of an emergency or disaster requiring the utilization of



## EMERGENCY OPERATIONS PLAN

this authority.

### **APPLICABILITY TO COMPREHENSIVE PLAN/GOALS**

N/A

### **RECOMMENDATION**

It is the recommendation of the City Manager and the City Attorney that the Council establish a public hearing date of January 4, 2011, to consider public testimony regarding a proposed ordinance adopting a new Chapter 9 of the Code of Ordinances of the City of Durango pertaining to the establishment of procedures to respond to civil emergencies, emergencies and local disasters.

Ronald P. LeBlanc, City Manager



EMERGENCY OPERATIONS PLAN  
AMENDED  
ORDINANCE NO. 0-2010-1

**AN ORDINANCE ENACTING CHAPTER 9 OF THE CODE OF ORDINANCES OF THE CITY OF DURANGO PERTAINING TO CIVIL EMERGENCIES, EMERGENCIES AND LOCAL DISASTERS AND DECLARING AN EFFECTIVE DATE.**

WHEREAS, C.R.S., §§24-32-2101, *et seq.*, established the Colorado Disaster Emergency Act of 1992 (the “Act”); and

WHEREAS, the Act directs that local jurisdictions within the State of Colorado include themselves within a local or interjurisdictional agency which will assume responsibility for disaster preparedness and coordination of response in the event of an emergency or local disaster; and

WHEREAS, the Chief of Police, as the local Emergency Operations Coordinator and the Chief of Police have recommended that the City adopt an ordinance vesting in the City Manager the power and authority to declare an emergency or disaster condition within the City if he finds that the city or any part thereof is under imminent threat or danger of suffering significant damage or harm from an emergency, civil emergency or disaster, as those terms are defined in the proposed ordinance; and

WHEREAS, public hearing has heretofore been held before the City Council of the City of Durango, and the Council has determined, subsequent to said public hearing, that the enactment of a new Chapter 9 of the Code of Ordinances of the City of Durango pertaining to the establishment of procedures to respond to civil emergencies, emergencies and local disasters would be in the best interests of the citizens of the City of Durango;

NOW, THEREFORE, THE CITY OF DURANGO HEREBY ORDAINS:



## EMERGENCY OPERATIONS PLAN

**Section 1.** That Chapter 9 of the Code of Ordinances of the City of Durango should be and the same is hereby enacted, as follows:

### CHAPTER 9

#### RESPONSE TO EMERGENCIES, CIVIL EMERGENCIES OR LOCAL DISASTERS

##### **Sec. 9-1. Title.**

This chapter shall be known and may be cited as the Durango Emergency and Local Disaster Response Act.

##### **Sec. 9.2. Legislative Declaration.**

It is the intent of this chapter to provide for continuity of government and for the necessary organization, powers, and authority to enable the timely and effective use of all available city resources to prepare for, respond to and recover from civil emergencies, emergencies, or local disasters, whether natural or manmade, that are likely to affect the health, security, safety, or property of the inhabitants of the city. It is intended to grant as broad a power as permitted within applicable law, the letter and spirit of the Durango City Charter, and the council - manager form of government. The city council retains the power and authority to direct the city manager during the pendency of any declaration of emergency under this chapter.

##### **Sec. 9-3. Definitions.**

The following words, terms and phrases, when used in this chapter, shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:  
*Civil emergency* - means conditions of unrest including, but not limited to riot, civil disturbance, unlawful assembly, hostile military or paramilitary action, war, terrorism, or sabotage.  
*Declaration* - means the written document executed by the city manager which declares a disaster, emergency, or civil emergency, as defined within this chapter.  
*Emergency* - means any occurrence or threat of natural or man made disaster of a major proportion in which the safety and welfare of the inhabitants of the city or their property are jeopardized or placed at extreme peril that timely action may avert or minimize.  
*Local disaster* - means the occurrence of widespread or severe damage, injury, or loss of life or property resulting from any natural or manmade cause including but not limited to flood, fire, cyclone, tornado, earthquake, severe high or low temperatures, blizzard, landslide, mudslide, hurricane, building or structural collapse, high water table, water pollution, air pollution, epidemic, riot, drought, utility emergency, sudden and severe energy shortages, volcano, snow, ice, windstorm, waves, hazardous substance spills, chemical or petroleum spills, biological material release or spill, radiological release or spill, structural failure, public health emergency or accidents.

##### **Sec. 9-4. Authorization to issue declaration of civil emergency, emergency, or local disaster.**



## EMERGENCY OPERATIONS PLAN

The city manager is authorized to declare a civil emergency, emergency, or local disaster if the city manager finds that the city or any part thereof is suffering from or is in imminent danger of suffering a natural or manmade civil emergency, emergency, or local disaster.

### **Sec. 9-5. Filing of declaration of civil emergency, emergency or local disaster.**

Any declaration of a civil emergency, emergency, or local disaster by the city manager shall be promptly filed with the city clerk and the city manager shall promptly notify the city council of such declaration. The public shall be notified of such a declaration through general dissemination to the news media, posting on the city website or other means of publicity. intended to promptly advise the general public.

### **Sec. 9-6. Term of declaration.**

The declaration of a civil emergency, emergency, or local disaster shall be in effect as determined by the city manager for a period of up to seven days. This period may be extended upon submission of a request by the city manager and the approval of the city council. In the event a quorum of the city council cannot be assembled to approve a continuance of the declaration, such declaration shall remain in effect until such time as a quorum can be assembled. In the event a quorum of the city council can meet to provide the city manager with advice and consultation during the pendency of a declaration, such meeting shall be held in compliance with the Colorado Open Meetings Law and city council rules and procedures as soon as possible, but in no event later than seven days following the initial declaration.

### **Sec. 9-7, Succession of authority.**

If the city manager is unavailable, the line of succession of authority shall include in order, the emergency manager, if different from the city manager, *assistant* city manager followed by the emergency operations coordinator, assistant emergency operations coordinator, public works director, general services director, finance director, and thereafter any other department head in alphabetical order of the name of the department. In the event none of these people are available to serve as the acting city manager, the deputy *or assistant* director of the various departments in the line of succession as indicated shall serve in such capacity.

### **Sec. 9-8. Powers.**

Upon the issuance of a declaration of civil emergency, emergency, or local disaster, the city manager may exercise the following powers, including, but not limited to:

(a) An order establishing a curfew during such hours of the days or nights and affecting such categories of persons as may be designated.

(b) An order to direct and compel the evacuation of all or a part of the population from any stricken or threatened areas within the city, if the city manager deems this action is necessary for the preservation of life, property or other civil emergency, emergency, or local disaster mitigation, response or recovery activities, and to prescribe routes, modes of transportation and destination in connection with any such evacuation.



## EMERGENCY OPERATIONS PLAN

- (c) An order controlling, restricting, allocating or regulating the use, sale, production or distribution of food, water, clothing, and other commodities, materials, goods, necessities, services or resources.
- (d) An order requiring the closing of businesses deemed nonessential by the city manager.
- (e) An order suspending or limiting the sale, distribution, dispensing, or transportation of alcoholic beverages, firearms, explosives and/or combustible products, and requiring the closing of those businesses or parts of businesses insofar as the sale, distribution, dispensing or transportation of these items are concerned.
- (f) An order prohibiting the sale or distribution within the city of any products which, the city manager determines, could be employed in a manner that would constitute a danger to public health or safety.
- (g) An order closing any streets, alleys, sidewalks, public parks, public ways or other public places.
- (h) An order closing the access to any buildings, streets, alleys, sidewalks or other public or private places.
- (i) An order establishing control routes of transportation ingress or egress.
- (j) An order imposing traffic restrictions to control ingress and egress from a civil emergency, emergency, or local disaster site, including prohibiting all traffic except for vehicles operated by individuals deemed essential by the city manager to assist in the emergency operations and prohibiting any person to stop, stand, park or abandon any vehicle in a right-of-way that in the discretion of a police officer obstructs emergency operations or snow removal operations. Any such vehicle shall be subject to removal pursuant to the general police power of the city to protect the public health, safety and welfare.
- (k) Subject to any applicable requirements for compensation, commandeer or use any private property if the city manager finds this action necessary to cope with the civil emergency, emergency or local disaster.
- (l) Appropriate and expend funds, execute contracts, authorize the obtaining and acquisition of property, equipment, services, supplies and materials without the strict compliance with procurement regulations or procedures.
- (m) Transfer the direction, personnel or functions of city departments and agencies for the purposes of performing or facilitating civil emergency, emergency, or local disaster services.
- (n) Utilize all available resources of the city as may be reasonably necessary to cope with the civil emergency, emergency, or local disaster whether in preparation for, response to, or recovery from a civil emergency, emergency, or local disaster.
- (o) Suspend or modify the provisions of any ordinance, if strict compliance thereof would in any way prevent, hinder or delay necessary action in coping with any civil emergency, emergency, or local disaster.
- (p) Accept services, gifts, grants and loans, equipment, supplies, and materials whether from private, nonprofit or governmental sources.
- (q) Suspend or limit the use of the city's water resources.
- (r) Require emergency services of any city officer or employee. If regular city forces are determined to be inadequate, then to acquire the services of such other personnel as are available, including citizen volunteers. All duly authorized persons rendering emergency services shall be entitled to the privileges and immunities provided by applicable state law.
- (s) Hire or contract for construction, snow removal, engineering, architectural, building, electrical, plumbing, and/or other professional or construction services essential to continue the



## EMERGENCY OPERATIONS PLAN

activities of the city without the advertising of bids or compliance with procurement requirements which otherwise would be applicable.

- (t) Make application for local, state or federal assistance.
- (u) Terminate or suspend any process, operation, machine, device or event that is or may negatively impact the health, safety and welfare of persons or property within the city.
- (v) Delegate authority to such city officials as the city manager determines reasonably necessary or expedient.
- (w) Require the continuation, termination, disconnection or suspension of natural gas, electric power, water, sewer or other public utilities.
- (x) Close or cancel the use of any municipally owned or operated building or other public facilities.
- (y) Exercise such powers and functions in light of the exigencies of civil emergency, emergency, or local disaster including the waiving of compliance with any time consuming procedures and formalities, including notices, as may be prescribed by law pertaining thereto.
- (z) Issue any and all other orders or undertake such other functions and activities as the city manager reasonably believes is required to protect the health, safety, welfare of persons or property within the city, to preserve the public peace, or to abate, clean up, or mitigate the effects of any civil emergency, emergency or local disaster.

The declaration of civil emergency, emergency or local disaster shall list the restrictions applicable to that circumstance by reference to the individual subsections of this section. The restrictions may be changed from time to time during the time frame of the declaration based upon the discretion of the city manager.

### **Sec. 9-9. Enforcement of orders.**

- (a) The members of the police department, code enforcement, and such other law enforcement and peace officers as may be authorized by the city manager, are further authorized and directed to enforce the orders, rules and regulations made or issued pursuant to this chapter. All members of the public shall be deemed to have been given notice of the restrictions contained within a declaration upon its dissemination to the news media or publication on the city website or other means of publicity.
- (b) During the period of a declared civil emergency, emergency, or local disaster, a person shall not:
  - (1) Enter or remain upon the premises of any establishment not open for business to the general public, unless such person is the owner or authorized agent of the establishment;
  - (2) Violate any of the orders duly issued by the city manager or designee pursuant to such declaration;
  - (3) Willfully obstruct, hinder, or delay any duly authorized city officer, employee or volunteer in the enforcement or exercise of the provisions of the chapter, or of the undertaking of any activity pursuant to this chapter.
- (c) The municipal court shall have the jurisdiction to preside over alleged violations of this section. A person convicted of a violation of this section shall be subject to the penalties set forth in §1-16 of the code of ordinances.



## EMERGENCY OPERATIONS PLAN

### **Sec. 9-10. Authority to enter a property.**

During the period of a declared civil emergency, emergency, or local disaster, a city employee or authorized agent may enter onto or upon private property if the employee or authorized agent has reasonable grounds to believe that there is a true emergency and an immediate need for assistance for the protection of life or property, and that entering onto the private land will allow the person to take such steps to alleviate or minimize the emergency or disaster or to prevent or minimize danger to lives or property from the declared civil emergency, emergency, or local disaster.

### **Sec. 9-11. Location of governing body meetings and departments.**

(a) Whenever a civil emergency, emergency, or local disaster makes it imprudent or impossible to conduct the affairs of the city at its regular locations, the governing body may meet at any place, inside or outside the city limits, or may meet via the telephone or other communication device. Any temporary civil emergency, emergency, or local disaster meeting location for the governing body shall continue until a new location is established or until the civil emergency, emergency, or local disaster is terminated and the governing body is able to return to its normal location.

(b) Whenever a civil emergency, emergency, or local disaster makes it imprudent or impossible to conduct the affairs of any department of the city at its regular location, such department may conduct its business at any place, inside or outside the city limits and may remain at the temporary location until the civil emergency, emergency or local disaster is declared ended or until the department is able to return to its normal location.

(c) Whenever a civil emergency, emergency, or local disaster makes it imprudent or impossible for city council, or any city committee, board or commission to meet at a previously scheduled date and time, such meeting shall be deemed to be postponed until a quorum of the city council, committee, board or commission is able to meet.

(d) Any official act or meeting required to be performed at any regular location of the governing body or of its departments is valid when performed at any temporary location authorized under this section.

(e) The provisions of this section shall apply to all executive, legislative and judicial branches, powers and functions conferred upon the city and its officers, employees, and authorized agents by the Colorado Constitution, Colorado Statutes, the Durango City Code, including the Durango City Charter.

### **Sec. 9-12 Mutual aid agreements.**

(a) The city manager may, on behalf of the city, enter into such reciprocal aid, mutual aid, joint powers agreements, intergovernmental assistance agreements or other compacts or plans with other governmental entities for the protection of life and property. Such agreements may include the furnishing or exchange of supplies, equipment, facilities, personnel and/or services.

(b) The governing body or any of its committees, commissions or authorities may exercise such powers and functions in light of the exigencies of the emergency or disaster and may waive compliance with time consuming procedures and formalities prescribed by law pertaining thereto.



## EMERGENCY OPERATIONS PLAN

(c) The foregoing shall apply to all executive, legislative and judicial powers and functions conferred upon the city and its officers, employees and authorized agents.

### **Sec. 9-13. Duties of local emergency operations coordinator.**

The local emergency operations coordinator shall:

(a) Comply with all requirements issued by the Federal Emergency Management Agency (FEMA) and the Colorado Division Emergency Management Agency (CDEM) in order to procure the maximum amount of federal and state assistance and grant monies for the city.

(b) Assure that the local emergency operations plan (EOP) is kept current.

(c) Act as liaison with all local emergency response agencies and ensure their cooperation in drafting their portions of the plan. All agencies over which the city has authority shall provide such cooperation in planning.

(d) Develop a schedule of training to ensure that all persons with specific responsibilities under the EOP understand their duties and are capable of performing such duties. All persons with specific responsibilities under the EOP shall comply with the training schedule to understand their duties and be capable of performing their duties.

(e) Prepare and coordinate exercises of the EOP as mandated by CDEM and FEMA. The emergency operations plan shall be tested as deemed necessary.

(f) Conduct debriefings in the aftermath of plan exercises and revise the plan to reflect lessons learned.

(g) Assist the city manager in negotiating and entering into mutual aid agreements.

(h) Coordinate resources for the city manager and perform all other duties assigned by the city manager in the response to a civil emergency, emergency, or local disaster.

(i) Cooperate and coordinate with state and federal authorities in the aftermath of a civil emergency, emergency or local disaster to ensure the maximum available support for recovery and assistance for persons and businesses.

(j) Develop a mitigation plan for the city in cooperation with all city departments and agencies. All agencies over which the city has authority shall provide cooperation in mitigation planning.

(k) Work through the city manager to ensure that requirements for infrastructure replacement are consistent with current best practices to ensure the maximum assistance from the federal government in the event that public facilities must be reconstructed or replaced in the aftermath of a civil emergency, emergency, or local disaster.

### **Sec. 9-14. Access to TABOR funds.**

In the event of a declared civil emergency, emergency, or local disaster, the city manager shall have access to the city emergency reserves mandated by the Taxpayer's Bill of Rights (TABOR) as set forth in article X, section 20, subsection (5) of the Colorado Constitution. Funds utilized pursuant to this section shall be replenished no later than the conclusion of the following fiscal year.

### **Sec. 9-16. Report by city manager/discretionary ratification by city council.**



## EMERGENCY OPERATIONS PLAN

At such time as a civil emergency, emergency, or local disaster shall be declared ended, the city manager shall prepare a written report that details the official actions taken by the city manager during the declaration, including a timeline, significant actions, and a detailed summary of all expenses incurred during such declaration. Such written report shall be submitted to the city council within 30 days. The city council may, but is not required to, approve a resolution ratifying the actions taken by the city manager during the declaration. In the event that a resolution is not approved, the city manager's report shall be retained by the city clerk and made a part of the official record of the city council meeting at which the report was discussed by the city council in conjunction with the city manager.

### **Sec. 9-17. Severability.**

The provisions of this chapter are declared to be severable, and if any section, sentence, clause or phrase of this chapter shall for any reason be held to be invalid, unenforceable or unconstitutional by a court of competent jurisdiction, or if the application of this chapter to any person or circumstance is held to be invalid, unenforceable or unconstitutional by such court, such holding shall not affect the validity of the remaining sections, sentences, clauses or phrases of this chapter.

**Section 2.** This ordinance shall become effective ten (10) days after its passage and final publication as provided by law.

**Section 2.** This ordinance shall become effective ten (10) days after its passage and final publication as provided by law.

CITY COUNCIL OF THE CITY OF  
DURANGO

Attest:

\_\_\_\_\_  
City Clerk

\_\_\_\_\_  
Mayor

STATE OF COLORADO )

) ss.

COUNTY OF LA PLATA )

I, Amy Phillips, City Clerk of the City of Durango, La Plata County, Colorado, do hereby certify that Ordinance No. 0-2011-1 was regularly introduced and read at a regular meeting of the



## EMERGENCY OPERATIONS PLAN

City Council of the City of Durango, Colorado on the 4<sup>th</sup> day of January, 2011, and was ordered published in accordance with the terms and conditions of the statutes in such cases made and provided, in the Durango Herald, a newspaper of general circulation, on the 9<sup>th</sup> day of January, 2011, prior to its final consideration by the City Council.

City Clerk \_\_\_\_\_

I further certify that Amended Ordinance No. 0-2011-1 was duly adopted by the Durango City Council on the 19<sup>th</sup> day of January, 2011, and that in accordance with instructions received from the Durango City Council, said ordinance was published in full in the Durango Herald on the 23<sup>rd</sup> day of January, 2011.

City Clerk \_\_\_\_\_



**EMERGENCY OPERATIONS PLAN  
City Emergency Disaster Declaration**

**WHEREAS,** City of Durango suffered serious damage to:

\_\_\_\_\_ (i.e., roads, bridges, private residences, businesses, and other public/private facilities, etc.)

caused by \_\_\_\_\_ (i.e., flood, tornado, hazardous materials incident, wildfire, etc.)

which occurred \_\_\_\_\_; (inclusive dates)

and

**WHEREAS,** the cost and magnitude of the incident (responding to and recovering from the impact of \_\_\_\_\_) is far in excess of the City’s available resources;

**NOW THEREFORE, BE IT RESOLVED,** that the City Manager/Mayor of the City of Durango, Colorado, declare this to be an Emergency/Disaster.

Dated at \_\_\_\_\_, Colorado, this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_\_

City Manager \_\_\_\_\_

Or

Mayor \_\_\_\_\_

**Distribution:**

- Original - City Clerk
- One copy - County Clerk
- One copy - City of Durango EOC
- Two copies - Colorado Division of Emergency Management (one of which will be forwarded by the CDEOC to the Governor’s Office)

**CDEM 24-Hour Emergency Telephone Number (303) 279-8855  
CDEM Fax Number (303) 273-1795**

# EVACUATION AND SHELTER GUIDANCE FOR LOCAL GOVERNMENTS

2010

Colorado Division of Emergency Management in cooperation with the  
American Red Cross Mile High Chapter



**American  
Red Cross**  
Mile High Chapter

**EVACUATION AND SHELTER GUIDANCE  
FOR LOCAL GOVERNMENTS**

**SIGNATURE PAGE**

The Division of Emergency Management, a division of the Colorado Department of Local Affairs, and the American Red Cross Mile High Chapter hereby affirms their support of the Evacuation and Shelter Guidance for Local Governments.

---

Hans Kallam  
Director  
Division of Emergency Management

---

Jonathan Comyn  
Chief Operating Officer  
American Red Cross Mile High Chapter

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## **I. Overview**

Planning for evacuation and sheltering of citizens, across a wide spectrum of operations from response through recovery, presents significant challenges for local governments that must be thoroughly addressed in advance of the onset of a major disaster.

The ultimate responsibility for emergency sheltering lies with the local jurisdiction. While there are several agencies that can assist with sheltering activities, Humanitarian Relief Organizations and State Government serve as second tier adjunct response resources. Therefore, local governments should be fully prepared to operate Mass Care operations independently of State, Region, and Federal emergency response organizations as assistance to the local jurisdictions may be delayed or unavailable due to the nature of the disaster. Local jurisdictions must have a plan for the protection and shelter of their citizens.

This guide has been established to identify responsibilities and provide local governments with the key issues and information regarding the evacuation and sheltering of populations during emergencies and disasters.

The objectives of this guidance are:

- To provide guidance to local governments regarding the responsibilities, issues, needs, potential solutions and the role that each level of government and private and non-profit sectors should play in evacuations and sheltering.
- To provide a user-friendly process that jurisdictions can use without requiring extensive specialized professional expertise.

## **II. Local Government Roles and Responsibilities**

Each County is responsible for developing a plan for coordinating and providing mass care services to persons affected by a disaster. The local government, usually through the Incident Commander or EOC Manager, is expected to request the opening of shelters and provision of mass care services based on the emergency situation that prevails.

- In the event of a large-scale emergency/disaster, the local government should be prepared to rely on resources that are available locally or within the jurisdiction.
- In a catastrophic disaster, it is likely that long-term mass care will be required until rental assistance and temporary housing resources become available.
- A significant influx of mass care workers could strain the resources of the impacted areas. A plan is needed to coordinate and manage the large numbers of volunteers that would assist in mass care operations.
- In some cases, people may evacuate before official recommendation to do so. Hence, shelter and mass care operations may take place in the early stages of a disaster.

Below is a list of common responsibilities of local jurisdictions during evacuation and sheltering activities.

- Initiate the evacuation of persons who are or may be threatened by the affects of a major disaster.
- Coordinate and operate evacuation points and shelters to care for displaced persons and their pets and service animals.
- Include arrangements for Functional Needs populations in an integrated setting if possible.
- Provide for local law enforcement at mass care facilities for crowd control, security and controlling access to, and traffic around, a shelter facility.
- Provide trained personnel for emergency call out to staff evacuation points and shelters. Personnel should be familiar with basic food safety and an understanding of food operations to staff kitchens at evacuation points and shelters.
- Within existing resources, provide medically trained personnel to assist at evacuation points and shelters, and/or special needs shelters for non-urgent medical care.
- Provide supervision and care to children separated from parents or guardians until they are reunited, picked up by relatives, or other appropriate placement is found for them.
- Coordinate the emergency response operations of governmental and support agencies before, during, and after a major disaster event.
- Coordinate transportation resources for mass evacuations of those who are unable to evacuate on their own.
- Coordinate the provision of skilled personnel for crisis oriented behavioral health services following a disaster.
- Designate and operate information centers with facilities for the registration of victims, the locations of missing persons, and the reunification of families.
- Provide emergency social services for the rehabilitation and resettlement of displaced persons.
- Provide welfare assistance funds to eligible disaster victims.
- Provide supplies and other logistical support when requested.
- Provide the maintenance of facilities used as evacuation points or shelters.
- Provide disaster public education to promote individual and family self-sufficiency for at least 3 days following a major disaster. The 72-hour preparedness kit and family disaster plan are key components to this effort.

## Authorities

Local Emergency Operations Plans

Local Resolutions and Regulations

Colorado State Disaster Emergency Act, as amended  
C.R.S. Title 24, Article 32, Part 21

<http://www.dola.state.co.us/dem/publications/DisasterHandbook.pdf>

Homeland Security Presidential Directive (HSPD) 5

<http://www.fas.org/irp/offdocs/nspd/hspd-5.html>

Homeland Security Presidential Directive (HSPD) 8

<http://www.fas.org/irp/offdocs/nspd/hspd-8.html>

National Response Framework, as amended

<http://www.fema.gov/pdf/emergency/nrf/nrf-core.pdf>

National Incident Management System, as amended

<http://www.fema.gov/emergency/nims/>

Pets Evacuation and Transportation Standards Act (PETS Act)

[http://thomas.loc.gov/cgi-bin/bdquery/z?d109:h.r.03858:](http://thomas.loc.gov/cgi-bin/bdquery/z?d109:h.r.03858)

## III. Planning Assumptions

- Emergencies and disasters may occur without warning at any time of day or night, and may cause mass casualties.
- Widespread damages may necessitate the relocation of victims. Some victims will go to shelters while others will find shelter with friends and relatives. Some may stay with or near their damaged homes.
- Depending on the hazard and severity of its effects, the affected jurisdiction may have limited numbers of shelters or resources to manage shelters.
- Disaster conditions are likely to require that pets, service animals and livestock be evacuated and cared for.
- Mass care includes such basic human needs as emergency medical care; emergency shelter; emergency provisions of food, water, medicine, and other essential needs.
- Large numbers of spontaneous volunteers may emerge, which will require planning and training before volunteers are released to field operations.

#### **IV. Public and Private Agencies and Stakeholder Groups**

Various private and public partners are often available to assist local jurisdictions with evacuations and sheltering operations. The most common of these includes the American Red Cross, Salvation Army, Southern Baptist Disaster Relief, Colorado Volunteer Organizations Assisting in Disasters (COVOAD), the Colorado Veterinary Medical Foundation's Animal Emergency Management Program (AEMP), and the Colorado Division of Emergency Management.

##### **1. American Red Cross (ARC)**

The American Red Cross is a federally chartered disaster relief organization that supports local jurisdictions with evacuation point/shelter operations. Although the ultimate responsibility for mass care services for citizens rests with local government, the ARC has a Congressional Mandate to provide mass care to disaster victims and therefore will be a partnering agency for the operating of mass care facilities during disasters. If the ARC is unavailable for any reason, all duties fall to the appropriate local governing body.

The Mile High Chapter (MHC) of the American Red Cross will initially respond to all levels of disasters within their jurisdiction. Disaster response will include: administration, emergency mass care, associated health and behavioral health, preliminary disaster assessment, and liaison with local government and voluntary agencies. In regional incidents, the American Red Cross may work independently while coordinating services for multiple jurisdictions. Should the emergency be significant enough to be declared a state disaster operation, the ARC can serve as the Emergency Support Function (ESF) #6 Lead at the EOC level until adequately staffed by the appropriate state agency.

The ARC signs agreements with local governments, school districts, churches, and other organizations to use their facilities for shelter and mass care operations. The ARC identifies suitable shelter facilities based on a set of standards, maintains a list of potential shelters, maintains shelter kits, and trains shelter management personnel.

The ARC is proactive rather than reactive. They are willing to be one of the first on scene to establish a Red Cross presence and assess the needs of victims and workers. In some cases, the ARC may contact the jurisdictional OEM regarding an event that may require ARC service.

If the American Red Cross takes responsibility for operation of the evacuation point/shelter, it will designate an American Red Cross official as the Shelter Manager to operate the sheltering activities.

Responsibilities of the American Red Cross include:

- Maintaining an updated list of mass care facilities that have been entered into the National Shelter System.
- Providing 24-hour emergency phone coverage.
- Assessing the situation and making recommendations to the Emergency Manager and ESF #6 lead agency on the number and locations of mass care facilities to be opened. Selection of mass care facilities shall take into consideration:
  1. Hazard/vulnerability analysis.
  2. Locations in relation to evacuation routes.
  3. Services available in facilities.
  4. Input from the Emergency Manager and ESF #6
- If appropriate, provide personnel to manage and staff mass care facilities.
- Registering those occupying ARC run shelters.
- Coordinating with EOC and ESF #6 on the resources and supplies needed for disaster relief operations.
- For extended operations, activate a disaster welfare inquiry system.
- Providing on-call behavioral health support and Health Services (nursing) support.
- Providing a trained government liaison to the Emergency Operations Center to coordinate ARC emergency response functions with the ESF #6 and other agencies at the authority of the affected jurisdiction.
- Collaborating with AEMP and local animal response in the co-locating of animal shelters proximate to ARC run shelters.
- When needed, activating mutual aid agreements with neighboring ARC chapters.
- Having procedures in place for returning facilities to the owners. Provide detail on repair of damages as needed.

## **2. The Salvation Army (TSA)**

The Salvation Army Emergency Disaster Services program (EDS) provides physical, emotional and spiritual comfort in times of disaster. The Salvation Army has the ability to provide both immediate emergency assistance and long-term recovery help. Emergency response services are activated on short notice by notifying the 24 hour telephone number at Harbor Light, (303) 296-2456, who will then activate local resources. With the ability to be flexible and respond quickly based upon the community's situation, there are several basic services that TSA offers in most disasters:

- Providing a trained government liaison to the Emergency Operations Center to coordinate TSA emergency response functions with the ESF #6 and other agencies at the authority of the affected jurisdiction.
- Food and Hydration Service (primary)
- Hydration Services
- Emergency Shelter in coordination with ARC

- Cleanup and Restoration
- Donations Management
- Spiritual and Emotional Care
- Disaster and Social Services
- Emergency Communications (SATERN)
- Administration

**3. Southern Baptist Disaster Relief**

The Southern Baptist Disaster Relief provides more than 200 mobile feeding units staffed by volunteers who can prepare and distribute thousands of meals a day. Active in providing disaster childcare, the agency has several mobile childcare units. Southern Baptists also assist with clean-up activities, temporary repairs, reconstruction, counseling, and bilingual services.

**4. Colorado Volunteer Organizations Active in Disasters (COVOAD)**

COVOAD coordinates planning efforts in concert with voluntary organizations responding to disaster. Through interagency collaboration, member organizations provide more effective service and less duplication of effort. This cooperative effort has proven to be an effective way for a wide variety of volunteers and organizations to work together in a crisis.

**5. Colorado Division of Emergency Management (DEM)**

The Colorado Division of Emergency Management (DEM) will coordinate assistance from state government agencies in support of local governments when it has been determined by the Governor that an incident is beyond the response capabilities of the local jurisdiction (including mutual aid). The Governor may request assistance from the federal government if the capabilities and resources of both local and state governments are exceeded.

The execution of incident management activities at the state level is guided by the State Emergency Operations Plan (SEOP). The SEOP is intended to provide a seamless link between local, state and federal operations in conformance with the National Response Framework (NRF). The SEOP is supported by: (1) the Statewide Intergovernmental Agreement for Emergency Management, (2) the Colorado Resource Mobilization Plan, and (3) the Emergency Management Assistance Compact (EMAC).

The direction of state resources in support of local government during response operations will take place from the State Emergency Operations Center/Multi-Agency Coordination Center in Centennial.

## **6. Animal Emergency Management Program (AEMP)**

AEMP, an initiative of the Colorado Veterinary Medical Foundation (CVMF), partners with state agencies, academic institutions, non-governmental associations, the private sector and volunteers to use its charitable status, staff resources, voluntary programs and the strength of the veterinary community to help build Colorado's capacity to respond to animal issues during disasters. AEMP provides training, resource development, community planning assistance and support for local, regional and specialized team development. A core mission of AEMP is the training and support of Community Animal Response Teams (CART).

AEMP can provide additional resources to support local animal emergency response efforts via the credentialed veterinary professionals and animal emergency responders of the Colorado Veterinary Medical Reserve Corps (CO VMRC) and its support of animal issues at the State Emergency Operations Center (SEOC) during disasters.

## **V. Evacuation Point and Shelter General Information**

### **Evacuation Point**

Emergency or disaster situations may require partial or total evacuations of the community. The characteristics and scope of the emergency will determine where an evacuation occurs, the number of people affected, and the measures needed to ensure safety. Mass evacuations could be required in the event of a hazardous materials incident, terrorist threat or major natural disaster.

Depending on the event, several types of evacuation can occur:

#### Voluntary

A precautionary (voluntary) evacuation may be appropriate when there is a natural or man-made critical incident within a community. This may be limited to a specific area or the entire town. If time permits, this may be a staggered / timed release procedure to help alleviate traffic gridlock.

#### Mandatory

An emergency (mandatory) evacuation will be necessary if there is an imminent danger or if a sudden event has occurred that requires the removal of all persons from the effected area as quickly as possible. In the State of Colorado, the decision to order a mandatory evacuation rests with the Sheriff or his/her designee.

#### Self-Evacuation

Self-evacuation occurs when no evacuation order is given, but individuals self-evacuate as a result of hearing media reports about an emergency.

An evacuation point (also known as a Reception Center) is a specified location or facility established to provide short-term basic needs for those displaced or stranded due to the emergency. This could be something as simple as a parking lot or open field where people can seek refuge, or it could be a facility with staff that can assist those who have been evacuated. This does not include dormitory functions.

Each jurisdiction should establish evacuation point locations and make a reasonable effort to staff an evacuation point outside of the impacted area to respond to the immediate needs of those displaced or stranded due to the emergency.

An evacuation point will:

1. Provide for the immediate general health and safety of persons reporting to the evacuation point.
2. Assist with basic first aid needs for non-urgent injuries. If advanced care is needed, an ambulance should be requested to respond and assist.
3. Register those arriving by recording essential information.
4. Provide for the basic needs – such as shelter, water, food, clothing, personal care supplies and other sustaining items/measures.
5. Coordinate the location and distribution of medications to those at risk or those that may cause risk to others.
6. Provide for the care and shelter of pets that are brought to an evacuation point and/or shelter.
7. Maintain records of all activities from start-to-finish.

Many of Colorado's disaster emergencies are considered no-notice events, or those without prior warning. Therefore, it is a local jurisdiction responsibility to develop evacuation plans that address primary and alternate routes, special needs populations, and a supporting infrastructure. However, when a local evacuation order is given, the State may provide assets to support that evacuation. This support assistance may utilize assets from the Colorado Department of Local Affairs, the Colorado Department of Transportation, the Colorado Department of Public Health and Environment, the Colorado State Patrol, the National Guard (Department of Military and Veterans Affairs), the CVMF Animal Emergency Management Program, and other state agencies along with volunteer and non-profit organizations.

### **Shelter**

A shelter is a specified location or facility established to provide for the longer-term needs of those displaced or stranded due to the emergency. A shelter provides dormitory functions, food, non-urgent medical care, and emergency relief items.

#### General Population Shelter

These shelters are for the general population with little to no special needs requirements. The people for whom these shelters are intended are self-sufficient and able to maintain their own medical needs, if any. They could have some mobility difficulties, but do not require assistance or medical care.

### Special Needs Shelter

These shelters can accommodate people with functional needs that require additional assistance or around-the-clock medical care. These shelters should be ADA-compliant as well as have an onsite generator. In addition, these shelters could potentially act as an alternate care site if medical resources are available.

In planning emergency support to special needs populations, there is no “one size fits all” solution. Due to the very nature of the population found in the community, emergency planners must provide and ensure an array of communications, transportation, housing and relief strategies to meet a variety of individual needs and circumstances. Perhaps the most important aspect of this planning process is the critical need for networking and collaborative planning between people with disabilities and planners, responders and government leaders. The stated goal of shelter planning is to provide the appropriate level of care in the least restrictive setting.

## **VI. Sheltering and Evacuation Point Preparedness Activities**

Prior to any emergency, local jurisdictions should create shelter and evacuation point planning documents to ensure they are prepared when the need arises to assist their citizens and their pet/service animals with evacuations and sheltering. Preparedness can be accomplished through a number of ways:

- Designate key supervisory personnel for shelter positions and provide them with training necessary to accomplish their tasks.
- Make a shelter site visit in order to meet with the shelter owner / Facilities Manager and staff to define responsibilities, and coordinate shelter use. Shelter facilities should be re-assessed to determine their accessibility for individuals, pets and service animals within the community. Keep a current list of all available shelters in the community.
- Local Emergency Managers should have written MOU's with the agencies providing Mass Care and Shelter services. Proper documentation will reduce confusion during a response and maximize the potential for cost recovery if the event received a federal disaster declaration.
- The time of day, day of the week, or time of year all play a part in shelter and evacuation planning. Many locations are multi-use facilities (such as schools) and can only be utilized at certain times. Additionally, winter weather or extreme heat can cause some concerns for planners. These situations should be considered during the planning and preparedness phase to ensure they do not become an issue during an evacuation.

- Planners should work with local interest groups to determine whether signs are readable (based on language, size of text, color contrast, etc), floor space is adequate (taking into account personal assistive devices, need to have supporting caregivers in close proximity, etc.), and if processes (such as registration, accountability, etc) are able to be accomplished by all members of the community.
- In today's society telephone and internet communications are more of a necessity than a luxury. Telephone and internet access are critical not only for communication with relatives, but they are an essential part of recovery efforts for local governments, private industry, and community organizations. Health care providers and insurance companies also depend on the internet and telephones for customer contact and access to resources. Universally accessible shelters ideally would be equipped with phone banks as well as computers able to connect to the internet -- either hard-wired desktops or some wireless connectivity.
- Every universally accessible shelter should be able to make the provision of power a priority. Aside from supporting the communications systems discussed above, a variety of other power-demanding appliances are reasonable to anticipate. Refrigeration certainly makes issues concerning food storage and mass feeding easier to address. Additionally, in today's community shelter, refrigeration space may be required by some community members for things such as:
  - Medication storage (Insulin, for example);
  - Special diets (if people provide their own and only need someplace to store it);
  - Or other necessary nutritional supplies.
 An emergency generator should be available in the appropriate location to provide necessary electricity in the event of a power loss to the building.
- Agreements should exist with local fire protection agencies for shelter inspections, Fire Watch, and ongoing shelter support.

## **VII. Sheltering and Evacuation Point Operational Guidelines**

### Activation of an Evacuation Point or Shelter

An Incident Commander, Emergency Manager or EOC Manager should have procedures in place for the activation of an evacuation point or shelter, outlining which agencies should be contacted for support operations.

### Evacuation Point Operations

Evacuation Points are temporary and established whenever there is a need to provide a location to account for, assemble, and provide for the short-term needs of those people displaced or stranded due to the emergency. The local jurisdiction should coordinate through the EOC or the IC to identify the evacuation point location. American Red Cross may assist if available. Law

Enforcement personnel should be responsible for providing security at emergency evacuation locations.

#### Transition from Evacuation Point to Shelter Operations

Evacuation points may scale up for the purposes of sheltering at the current site, or all citizens may be transported to a shelter that is being set up in another location, using resources provided at the request of the Incident Commander, EOC Manager or designees.

#### Shelter Operations

A shelter provides all services of an evacuation point and expanded food operations, and dormitory functions. The local jurisdiction, often through a Shelter Manager, should notify and coordinate with the American Red Cross Disaster Relief Operation, Health and Human Services, Recreation Services, and other volunteer agencies to ensure food, potable water, clothing, shelter, and other basic necessities are provided to those citizens requiring shelter. They are also responsible to ensure that shelter staffing meets all requirements for efficient operation and safety of the citizens.

Shelters are opened or closed based on need. When the occupancy of existing shelters reaches 75 to 80 percent, consideration should be given to opening an additional facility. The ARC may provide a liaison to the EOC. This will allow for a coordinated response between the ARC and County officials for mass care service and support.

#### Registration

A registration system is needed to be able to respond to inquiries about the status of evacuees, monitor health concerns, and provide a basis for post-emergency follow-up support. Therefore, records should be kept of all persons arriving at the Evacuation Point or Shelter by the agency operating the facility. Additionally, a registration / care system for pets/service animals is needed to assure proper care of animals and reunification with their owners.

#### Staffing and Training

Each jurisdiction should establish guidelines for training volunteers and staff in staffing evacuation points and shelters.

##### Resources:

- Your local chapter of the ARC is an excellent source of ideas. Take advantage of the low and no cost training available through the American Red Cross.
- AEMP provides no cost training on the establishment of a Community Animal Response Team (CART) and a roster of additional animal response training.
- Area Agency on Aging may have resources to assist you in training.

### Supplies for Sheltering and Evacuation Points

The jurisdiction should maintain a reasonable cache of emergency supplies including food, water, toiletries, and blankets sufficient to care for a reasonable number of displaced and/or stranded people and their pets/service animals. This cache of supplies should be located at possible shelter locations, especially in geographically diverse counties where weather may inhibit travel.

If it becomes necessary to use a privately owned facility or public facility in an outside jurisdiction for an evacuation point and/or shelter:

- An agreement with the facility coordinator/operator should be established if no pre-agreement exists.
- The jurisdiction will need to provide resources to fulfill evacuation point/shelter services.

### Feeding

Both fixed facilities and mobile units may be used for preparing and serving meals. Fixed facilities include schools, churches, and civic buildings serving as shelters. The ARC and The Salvation Army may deploy self-contained mobile feeding units to service impacted areas of the disaster, or supplement fixed facilities. Work with your local Salvation Army and Red Cross to leverage their existing partnerships that can assist with mass feeding. Additionally, feeding services for pets/service animals should be considered when sheltering animals.

## **VIII. Special Situations**

### Meeting the Needs of Sheltered Populations with Sensitivity and Respect

Does your Sheltering or Evacuation Plan include a basic statement regarding confidentiality laws and regulations as they relate to the shelter population? Some communities have such significantly diverse population groups they have developed methods to address the needs of each group as a separate entity. Consider developing formal diversity and/or cultural awareness training for all employees involved in mass sheltering.

### Special Non-Medical Dietary Needs

When immigrant populations eat the foods typical to their native lands on a daily basis, a sudden switch to basic American foods can cause a severe upset in the digestive system, particularly among the elderly and small children. The same effects may occur in those who are vegetarian or vegan. Use demographic information, and experience, to identify target populations. Work with local resources to meet the special, non-medical dietary needs of the resident immigrant populations, and to establish MOUs or contracts with local restaurants, specialty markets, or churches serving the target population(s).

Dietary Resources:

- Your County Board of Education may have a nutritionist assigned to work

with the local immigrant communities to assure healthy, appropriate food is served to their children within the public education environment.

- Your County Agricultural Commissioner's office may have specialists who can assist in planning for any special dietary needs in your community.

#### Behavioral Health Support

Evacuations and Sheltering can have significant impacts on the affected populations. Therefore, the jurisdictions should plan for behavioral health support at evacuation points and shelters. Local Health and Human Services departments often have skilled behavioral health professionals that can be utilized for this purpose. Additionally, state and non-profit agencies can provide support and the American Red Cross Disaster Mental Health volunteers can triage and assess behavioral health needs/assistance necessary during the emergency.

#### Behavioral Health Resources:

- The Salvation Army may assist in the coordination of pastoral care and make referrals for behavioral health care.
- The Red Cross provides on-call behavioral health support with licensed behavioral health therapists for shelters.
- COVOAD's disaster response includes volunteer counseling/pastoral care services through the following agencies:
  - Adventist Community Services
  - American Red Cross
  - Catholic Charities
  - Christian Reformed World Relief Committee
  - Colorado Victims Assistance
  - Mennonite Disaster Service
  - Salvation Army
  - United Methodist Committee on Relief

#### Non-Urgent Medical Care

Oftentimes, medical personnel are needed at evacuation points or shelters to assist with non-urgent medical care. This may include any person with a minor injury or illness that does not require special equipment or an ambulance for transport. Health personnel should be a part of any planning process for evacuation points and shelters to ensure the safety of the citizens.

#### Medical Resources:

- The Colorado Department of Public Health and Environment (CDPHE) maintains a list of disaster volunteer nurses through the Colorado Nurse Alert System.

#### Pharmacy Support

Pharmacy support is often needed for those displaced persons that are on medications for life-threatening illnesses. Many will leave their homes during an

evacuation and forget to bring vital medications for themselves or family members. Having a plan for the provision of medications to displaced persons is essential.

Pharmacy Resources:

- The American Red Cross Health Services team can assist with placement of lost prescriptions.

Transportation for Persons Requiring Assistance

Licensed facilities serving persons with medical and/or functional limitations (e.g., nursing homes, assisted living centers, etc.) should pre-identify and secure transfer agreements with appropriate destination facilities and obtain adequate and appropriate transportation resources for moving the patients/residents to those facilities. This information should be included in any evacuation or sheltering planning efforts.

Sheltering and Evacuating Animals

As per the PETS Act, the jurisdiction must include the evacuation and sheltering of pets and service animals in its planning documents. It is strongly recommended that planning documents also address the evacuation and shelter of livestock. Failure to develop such plans can increase response costs and possibly create a failure in evacuation situations, endanger life safety and create a public health hazard. Many pet owners will not evacuate without their pets, presenting a potential threat to the safety of not only themselves, but also rescue workers. Jurisdictions must develop local capacity to implement animal response evacuation and sheltering plans.

American Red Cross shelters cannot accommodate domestic pets; but will accommodate service animals. They do partner with animal agencies, however, to co-locate whenever possible. Although ARC cannot physically host pets within their shelters, they can support the proper local agencies that specialize in animal care in their role to shelter and ensure the safety of pets. ARC does so through two key areas:

1. Communication – ARC can develop and distribute comprehensive resource listings for animal welfare, boarding sites, and/or local veterinarians in order to provide information or referrals to pet owners who contact the ARC for assistance.
2. Mass Care – In situations where animal care organizations need support with feeding staff, volunteers, or those impacted by disaster, ARC can work with those organizations to provide mass care support. This may include providing mobile feeding for shelter residents, loaning cots for the duration of the event, or providing comfort kits.

Consider a PR campaign, stressing the importance of each individual or family having a plan for the evacuation and subsequent care of their pets and livestock. Animals need a 72 hour “go kit” and identification, the same as their owners. This may include such items as: name, owner, address, telephone, shot records, any medications currently being taken, food and water.

Animal Resources:

- READY Colorado, a public awareness campaign on all-hazards preparedness, has resource materials on pet and livestock preparedness. ([www.readycolorado.com](http://www.readycolorado.com))
- The CVMF Animal Emergency Management Program provides tips on developing a community animal response team and access to animal response resources, including the Colorado Veterinary Medical Reserve Corps. ([www.cvmf.org/aemp](http://www.cvmf.org/aemp))
- Contact your local animal control, animal welfare organizations, veterinary professionals/associations, kennels and pet groups, livestock associations, brand inspectors, equine groups, wildlife officials, county fairground personnel, representatives from the CSU Cooperative Extension and community public health to assist with the development of your animal evacuation/sheltering plan and response.
- The Colorado Department of Agriculture has the responsibility to establish state livestock emergency preparedness plans in preparation for, response to, or recovery from livestock disease or disaster.
- The County CSU Extension Office can often assist in making a decision on the number and location of shelters that will be used to house livestock and farm animals.
- A template to assist with local animal response plan development is available at: <http://www.dola.state.co.us/dem/plans/plans.htm>.

Sheltering and Evacuating Minors in the Absence of Parents

In many communities it is common for a significant percentage of working adults to commute outside of their local community or county to the work site. In the event of an emergency or disaster affecting transportation arteries, it is possible those with children might experience delays in returning home well beyond 24 hours.

Consider including a plan to address sheltering unsupervised minors in the event of a disaster that would clearly impede the return of commuters to your community for an extended period.

Unfortunately, the needs of children are too often being ignored when designing

and operating shelters in the US, and there is little guidance or oversight of the government agencies and private organizations that are providing shelter services. Some of the considerations for children and minors include:

- Are there safe play areas?
- Are the bathrooms located in a safe and well lit area?
- Are there appropriate facilities for families to maintain proper hygiene?
- Are appropriate physical and behavioral health services being provided?
- Are the needs of children with physical or behavioral challenges being met?
- Has the shelter stockpiled enough food and supplies to accommodate the unique needs of children?
- Are the needs of children incorporated into the training of volunteers and shelter managers?
- What protocols are in place to ensure the security of children in shelters, particularly regarding the threat of sexual predators? Is there a need for a better system to protect children from sexual predators in shelters?

Minor Children Resources:

- Your local Child Protective Services Agency may have a plan that could become an annex to your Mass Care Plan.
- The Board of Education may have a plan or template for evacuating and sheltering children during school hours.

### **IX. Special Needs and Considerations of Vulnerable Populations**

According to the National Response Framework, special needs populations are defined as: Populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures; who have limited English proficiency or are non-English speaking; or who have limited transportation resources.

It is understood that many people with special needs may be quite self-supporting, even in an emergency situation. However, it is the impact that the disaster has on the individual's resources and support network that may cause that person to have special needs and to require additional assistance.

The ARC does not provide shelters specifically for special needs populations but will co-locate with special needs populations if accompanied by the appropriate number of facility staff or specially trained health care providers and any special equipment and supplies. Any person who has the support and equipment to function independently in a standard shelter without any additional assistance will be sheltered with the rest of the evacuated community. Red Cross shelters provide basic first aid, standard nutrition meals and dormitory style sleeping arrangements on light weight cots.

Special needs planning should include the following provisions: 1) Allow individuals with disabilities to keep essential equipment, support staff, and service animals with them at all times, 2) Maintain the dignity of the individuals, 3) Create a process for individuals with special needs/disabilities to be a part of the emergency response process and not fall victim to it, 4) Create an emergency response capability to address and respond to the needs of those individuals in the community with special needs/disabilities, and 5) Create a system wherein additional facilities can be created, supported and sustained to provide additional support services to those individuals requiring additional assistance.

Identification and care of special needs populations can be done by:

- Decide how “vulnerable populations” will be defined. Those with special needs or considerations may be included in the term.
- Using demographics, including Census data, to identify your vulnerable populations.
- Developing a program to identify those living independently that may need evacuation assistance (voluntary). Include contact information for family, neighbors or others who are willing to assist the resident.
- Working with your County Public Health Department, In-Home Support Services (IHSS), Department of Aging or other programs to develop an awareness program to address vulnerable populations (educational materials).
- Pre-identifying licensed facility populations, including special individual medical needs and prescriptions.

Special Needs Resources:

- National Organization on Disability, “Guide on the Special Needs of People with Disabilities for Emergency Managers, Planners and Responders” [www.nod.org](http://www.nod.org)
- The Salvation Army may provide emergency financial assistance for persons with special needs on a case by case basis.
- Local Regional Emergency and Medical Trauma Advisory Council’s (RETAC’s) can often provide planning support and resources.

## **X. References and Resources**

### **Resources:**

Federal Emergency Management Agency (FEMA)  
[www.fema.gov](http://www.fema.gov)

Colorado Division of Emergency Management (DEM)  
<http://www.dola.state.co.us/dem/index.html>

Colorado Voluntary Organizations Active in Disaster (COVOAD)  
<http://coloradovoad.org/>

American Red Cross  
[www.redcross.org](http://www.redcross.org)

CVMF Animal Emergency Response Program  
[www.cvmf.org/aemp](http://www.cvmf.org/aemp)

The Salvation Army  
[www.salvationarmyusa.org](http://www.salvationarmyusa.org)

National Organization on Disability  
“Guide on the Special Needs of People with Disabilities for Emergency Managers, Planners and Responders”  
[www.nod.org](http://www.nod.org)

## **XI. Glossary of Terms and Acronyms**

### **Acronyms**

ACC - Acute Care Center  
ACS - Alternative Care Site  
ADA - Americans Disabilities Act  
ADL – Activities of Daily Living  
AEMP – Animal Emergency Management Program  
ARC – American Red Cross  
ARES – Amateur Radio Emergency Services  
CART – Community Animal Response Team  
DEM – Colorado Division of Emergency Management  
CDPHE – Colorado Department of Public Health and Environment  
CERT - Community Emergency Response Teams  
COHAN – Colorado Health Alert Network  
CO VMRC – Colorado Veterinary Medical Reserve Corps  
COVOAD – Colorado Volunteer Organizations Active in Disaster  
CVMF – Colorado Veterinary Medical Foundation

DHS – Department of Human Services  
DWI – Disaster Welfare Information  
EMS – Emergency Medical Service  
EOC – Emergency Operations Center  
EOP – Emergency Operations Plan  
ESF – Emergency Support Function  
FEMA – Federal Emergency Management Agency  
HAN – Health Alert Network  
IC – Incident Commander  
ICP – Incident Command Post  
JIC - Joint Information Center  
MHC-ARC – Mile High Chapter of the American Red Cross  
MOU - Memorandum of Understanding  
NGOs – Non-Governmental Organizations  
NIMS – National Incident Management System  
NRP – National Response Plan  
OEM – Office of Emergency Management  
PETS Act – Pets Evacuation and Transportation Standards Act (of 2006)  
PPE - Personal Protective Equipment (safety glasses, gloves, etc.)  
SATERN – Salvation Army Team Emergency Radio Network  
TSA – The Salvation Army

## **Definitions**

Activities of Daily Living (ADL): Activities such as eating, dressing, and bathing without assistance that are used to measure a person's need for care.

Acute Care Center (ACC): A system that is designed, organized, equipped, and staffed specifically to provide inpatient medical services to treat patients who need inpatient treatment but do not require mechanical ventilation and those who are likely to die from an illness resulting from an agent of bioterrorism. The ACC should be an extension of a nearby medical facility (hospital) and transparent to the public.

Acute Medical Needs: Those activities that require immediate attention in order to protect life.

Alternative Care Site (ACS): Location for the delivery of medical care that occurs outside the acute hospital setting for patients who, under normal circumstances, would be treated as inpatients. It may be a site to provide event-specific management of unique considerations that might arise in the context of a catastrophic mass casualty event, including the delivery of chronic care; the distribution of vaccines or medical countermeasures; or the quarantine, cohorting, or sequestration of potentially infected patients in the context of an easily transmissible infectious disease.

Types of Alternative Care Sites include:

- Neighborhood Emergency Health Center
- Acute Care Center
- Special Needs Shelter

Animal Shelter - The provision of food, shelter and basic veterinary care to pets and livestock impacted by a disaster. A small animal shelter may be co-located with a general population shelter, established in an existing animal facility or temporarily located on a site separate from the general population shelter. A large animal shelter supports livestock and is typically located at a fairground or other facility that can support its operations.

Caregiver(s): An individual or individuals who provide assistance and/or care to a person who has one or more deficits in their capacity to perform ADLs. Caregivers may be family members, friends, and service provider employees among others and may or may not be paid for their services.

Chronic Medical Needs: Chronic medical needs are those that require ongoing care and treatment to sustain activities of daily living.

Disaster Behavioral Health: The provision of brief stress management and behavioral health services designed to lessen the adverse effects of psychological trauma for victims, survivors, and responders and to assist individuals and families return to normal functioning.

Evacuation Point: A specified location or facility established to provide short-term basic needs for those displaced or stranded due to the emergency. This does not include dormitory functions.

General Population Shelter: A type of shelter designed to house members of the public without regard to age, gender, or health conditions.

Health Alert Network (HAN): Statewide electronic communications system designed to provide epidemiological and treatment information as well as emergency and non-emergency information to individuals/organizations with disaster-related responsibilities.

Mass Care: Coordination of non-medical mass care services to include sheltering of victims, organizing feeding operations, and coordinating bulk distribution of emergency relief items.

Medical Special Need: Persons requiring personal and/or medical assistance are:

- Persons dependent on others or in need of others for routine care (eating, walking, toileting, etc) and children under 18 without adult supervision.
- Persons with physical, sensory, psychiatric, cognitive or developmental

disabilities.

- Persons requiring assistance with medical care administration, monitoring by a nurse, dependent on equipment, assistance with medications, and behavioral health disorders.

Medical Surge: The ability to provide adequate medical evaluation and care in events that severely challenge or exceed the normal medical infrastructure of an affected community (through numbers or types of patients).

Mental Illness: An illness, disease, or condition, other than epilepsy, senility, alcoholism, or mental deficiency, that substantially impairs a person's thought, perception of reality, emotional process, or judgment; or grossly impairs behavior as demonstrated by recent disturbed behavior.

Mobility Limitations: Persons who have limited ability to move without assistance.

Neighborhood Emergency Health Center: A community-based outpatient center that:

- Directs casualties and “worried well” away from emergency departments (EDs), allowing hospitals to continue to remain open in some capacity.
- Renders basic medical evaluation and triage, allowing medical providers to focus their efforts and make efficient use of limited resources.
- Provides limited treatment to people seeking aid, including stabilization care and distribution of prophylactic medications and self-help information.

Personal Care: Basic Personal Care (PC) services are generally medically oriented tasks, designed to meet the maintenance needs of individuals with chronic health conditions who need assistance with activities of daily living. Basic PC services may include any of the following activities such as dietary, dressing/grooming, toileting/continence, mobility/transfer, self administration of medication, and medically-related household tasks.

Special Needs: – Individuals that typically have physical, sensory, psychiatric, cognitive or developmental needs that require limited medical/nursing oversight. This may include the elderly, medically fragile, mentally and/or physically challenged or disabled, mobility impaired, non-English speaking, children centers, nursing homes, and people without transportation. Because of their condition, people who have special needs may need to be sustained with more medical resources and individual care than can be provided in a general (mass) shelter.

Special Needs Shelter: A location that provides shelter to those with special needs.