Littleton
ANYTHING BUT LITTLE

City of Littleton Emergency Operations Plan

2017

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I.   Introduction

Within the State of Colorado, local governments and other organizations *must* be prepared to respond to emergencies that *might* occur within their areas of responsibility and *must* be able to assess whether their capabilities are sufficient to respond effectively. The City of Littleton Emergency Operations Plan (EOP) addresses these requirements. It is a comprehensive all-hazards plan that describes potential emergencies and delineates emergency response responsibilities and lines of authority.

This EOP replaces the City of Littleton Emergency Operations Plan dated November 2013, and reflects changes that conform to the National Response Framework (NRF), National Disaster Recovery Framework (NDRF), and the State of Colorado Emergency Operations Plan (SEOP). The focus is on emergency planning providing a framework of competencies and resources that are suitable for the wide range of threats and hazards that may impact the city.

This plan is intended to be a management document to be read and understood _before_ an emergency occurs. It is a living document and will evolve as it is tested in exercises and real incidents.

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II. Promulgation Document / Signature

This document serves as the formal declaration and announcement of the issuance of the **City of Littleton Emergency Operations Plan** (EOP).

All departments, agencies and organizations within the city are responsible for developing and maintaining procedures in order to support the overall EOP. The coordination and integration of all emergency plans and procedures is an ongoing process that should be collectively promoted by convening inter-agency and inter-jurisdictional disaster training and exercises.

This EOP is approved, published, and distributed. All departments and personnel are directed to accept assigned responsibilities and participate in the organizational planning and training necessary to implement the EOP when and to the extent required.

_____   _____

City Manager   Date

III.   <u>Contents</u>

IV. Approval and Implementation

The City of Littleton Emergency Operations Plan (EOP) is consistent with the accepted standards and principles of the National Incident Management System (NIMS) as mandated by Homeland Security Presidential Directive #5 (HSPD 5), as well as Presidential Policy Directive 8 (PPD-8). The use of NIMS ensures that the city's response and recovery efforts are aligned with the nationally accepted emergency management system for addressing all types of hazards and for integrating multiple agencies, jurisdictions and disciplines into a coordinated response and relief effort. By the adoption of this plan, the city also adopts the principles of the NIMS.

This EOP is developed to be consistent with the Colorado Disaster Emergency Act and The Robert T. Stafford Disaster Relief and Emergency Assistance Act. Elected officials and all city employees will endeavor to fully comply with the EOP as detailed and consistent with their statutory and constitutional obligations of office set forth by the City of Littleton Emergency Management Policy (Ordinance No. 12-2016). It delineates the roles and responsibilities of city departments, outside agencies and volunteer organizations in the event of a disaster or emergency.

The Emergency Management Policy adopted by city council on September 6, 2016, delegates the authority to declare, continue or discontinue a state of local disaster or emergency in the city. The policy provides for any and all of the disaster and emergency powers permitted by the state and by local laws and resolutions.

EOP implementation and the subsequent supporting actions taken by city government are specific to the emergency or disaster situation. Implementation is influenced by the timely acquisition and assessment of reliable information gathered from affected areas. The EOP may be implemented by the city manager, deputy city manager, police chief, fire chief, emergency manager or their designee.

Major modifications to this document must be submitted to the city council for approval prior to implementation or distribution. Minor modifications may be made by the emergency manager without prior approval by city council. The definitions of major and minor modifications are located in the Glossary.

All changes to the document shall be noted in the Record of Changes document.

V. Record of Changes

The Record of Change page acts as the official documentation of changes, updates, revisions, revocations, or other alterations of the City of Littleton Emergency Operations Plan (EOP). This record, in its entirety, carries over between major versions and publications of the plan and helps provide documentation of the plan development, testing and maintenance process. Changes to the document should be noted here as specifically as possible. The emergency manager is responsible for tracking any changes and for distributing the updates.

Date of Change	Section	Page No.	Description of Change	Changed By	Initials
DD/MM/YY	Update Section	X	Update Summary	Name	SS

VI.   Purpose, Scope, Overview, and Assumptions

Purpose

The purpose of the City of Littleton Emergency Operations Plan (EOP) is to provide a consistent, familiar framework for the city government and partner agencies in the preparation for, response to and recovery from emergencies and disasters impacting the city. The plan will ensure a coordinated response by the city government, volunteer agencies and private organizations in managing emergencies or disasters, saving lives, preventing injuries, protecting property and protecting the environment.

The overall goal of this plan is to coordinate the roles, responsibilities and resources of city departments and other stakeholders to ensure a rapid, flexible response to any disaster, critical incident, or planned event within the city.

This is a plan, not a procedural document. The contents of the EOP are intended to provide a basis for the coordinated planning and management of the types of emergencies and disaster events most likely to occur in the city. This EOP is not intended to outline specific operational or functional procedures. Instead, this document consolidates the various policies and considerations which impact the development of procedures. In short, this is the 'what', not the 'how'.

Scope

This EOP uses the all-hazards approach that addresses a full range of complex and constantly changing requirements in anticipation of or in response to threats or acts of major disasters, terrorism and other emergencies. This EOP applies to all disasters or events within the geographic boundaries of the city and is intended to assist and support, but not supersede, the plans of jurisdictions outside the city.

This EOP embraces the concept of scalability, and therefore may be expanded or contracted to suit any size, scope, scale, or magnitude of events, including catastrophic incidents. While the plan is not intended for use in the response or recovery of incidents which are considered part of the daily operating procedures, the plan may be helpful if standard events coincide and cause a strain on the cities resources. This EOP does not specifically address long-term reconstruction, redevelopment and mitigation measures as these are covered in separate documents. This EOP is developed to provide a seamless link between local, county and state operations.

Situation Overview

This section provides a summary of hazards to which the city is vulnerable, and provides a risk analysis based on the probability and consequences of these hazards. This plan draws information from the Denver Regional Council of Governments' (DRCOG) Regional Natural Hazard Mitigation Plan (November 24, 2010) as well as the Colorado Division of Homeland Security and Emergency Management's Hazard/Risk Assessment.

The city is contained within Arapahoe (seat), Douglas, and Jefferson counties. The city is the 20th most populous city in the State of Colorado, with an estimated population of 43,368 according to the US Census Bureau (2015). The city is heavily urbanized and is part of the larger Denver Metro Area. Littleton's neighbors include Denver, Centennial, Highlands Ranch District, Englewood, Columbine, Greenwood Village, the Town of Columbine Valley and the Town of Bow Mar.

In general, the city is most vulnerable to the natural hazards of: severe winter storms, severe summer storms (including flash flooding due to rainfall, lightning, hail, and tornados), extreme temperatures, wildfires, and drought. The city is also vulnerable to pandemic events, which would be handled in conjunction with Tri-County Health. Technology hazards such as dam failure, train derailment, power outages and hazardous materials spills are possible and would have potentially catastrophic consequences; however, they are considered a relatively low risk. Finally, human-driven hazards such as acts of terrorism including cyber events and civil disturbances are possible, but are also considered to be low risk.

Mitigation Overview

The city has adopted the Arapahoe County Multi-Hazard Mitigation plan which details mitigation projects, processes, progress, and future efforts for mitigation. Public education efforts, ongoing training and drilling of city employees and a general increased awareness are all effective daily mitigation applications in the city.

Planning Assumptions

The planning assumptions collected here identify the facts used during the planning process in order to create an emergency plan that is executable. The list is not comprehensive or exclusive. Obvious assumptions are only included here if necessary to provide clarity or delineate specific conditions. Planning assumptions are as follows:

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

- All city departments are responsible for developing and maintaining up-to-date Standard Operating Procedures (SOPs), checklists, or other materials necessary for implementing assigned duties and functions, and for providing training on these materials for their employees, in coordination with the emergency manager.

- The National Incident Management System (NIMS) and National Response Framework (NRF) are the adopted methods and organizational structures for managing all emergency response operations in the city. In larger incidents, the Incident Command System (ICS) structure will be extended and supported by the activation of the City's Emergency Operations Center (EOC).

- Response and recovery efforts will apply the principles of scalability embodied within the ICS, the NIMS, and NRF.

- Events that cross jurisdictions will result in the establishment of a Unified Command (UC). Events with multiple locations or incident sites will result in the establishment of an Area Command (AC).

- Information sharing will occur across multiple levels of government, response community, private sector, and the public. The public expects the government to keep them informed and to provide guidance and assistance in the threat of or an actual emergency or disaster.

- This EOP coordinates a city-wide multi-agency response, including when capabilities and resources (including those of mutual aid) of the initial responding agency and the city may be exceeded. Mutual aid assistance can be requested from neighboring jurisdictions and from the State of Colorado, when authorized, and will be provided as part of an effort coordinated by the Colorado Office of Emergency Management, operating on behalf of the governor. The governor may request assistance from the federal government if the capabilities and resources of both local and State government are exceeded.

- County and state assistance is typically in the form of operational support such as equipment, personnel, or technical assistance. Federal assistance, if approved, will generally be in the form of financial reimbursement and require a thorough and intensive application process. Recovery operations and damage assessment may commence while some emergency response activities are still underway.

- Management of different hazards during emergency situations will generally require similar resources and procedures, direction and control, communications, resource coordination, population protection, and public information. In responding to major emergencies and disasters, local officials may be required to take extraordinary measures to protect public health and safety and preserve property. Local officials will also require timely advice regarding the legality of proposed measure.

- With the increased possibility of terrorism and employment of weapons of mass destruction, any biological or technological incident will be approached as if it could be an act of terrorism.

- The priorities for incident management are to:
  1. Save lives and safeguard the public's health.
  2. Incident stabilization and mitigation of secondary hazards.
  3. Protect property and the environment, and stabilize the economy.
  4. Recover from the disaster and restore the community.

- Private and volunteer organizations (American Red Cross, Salvation Army, Colorado Volunteer Organizations Active in Disasters, etc.) will provide immediate life-sustaining relief which is not normally available from government resources to individuals and families. The city will assist these organizations by providing information, guidance and coordination of their relief efforts.

- When a local evacuation order is given, the city shall provide available assets to support that evacuation.

VII. Concept of Operations

The Concept of Operations (CONOPS) section explains the intended approach to address all-hazard events within the city or within jurisdictions contracted with the city. The information presented here is scalable, flexible, and general. It applies to plausible emergency, disaster, or catastrophic events within the city. The CONOPS section does not include specific procedures.

All incidents will be organized using the National Incident Management System (NIMS), including the use of the Incident Command System (ICS). This includes activities that occur at the incident (command activities) and those that occur elsewhere in the city (coordination activities) as well as preparation efforts. The management of all incidents will start in the field. If appropriate, an Incident Command Post (ICP) will be established and the incident scene may be expanded to suit the needs of the event. As the incident expands and resource requirements escalate, the City of Littleton Emergency Operations Center (EOC) will open and provide support to the ICP. Notification of an incident will occur via standard dispatching procedures.

ICS will be established by the first arriving units in the field. An Incident Commander (IC) takes charge of the scene and assigns positions within ICS as the incident evolves. These organizational concepts are addressed in the Organization and Assignment of Responsibilities section.

Based on the assessment of emergency conditions by the designated command structure, the city manager may be notified and advised of the situation. If necessary, the city council and department heads will convene as advisory groups.

For events within the jurisdiction of the city, the coordination of demobilization, financial documentation, and reimbursement for all city assets that were part of the response and recovery process will be overseen by the city. For events in which the city is a supporting agency, the city will ensure the proper check-out of all city resources mobilized for the event and that appropriate documentation is obtained for financial reporting. All events will include a debriefing of personnel and the production of an After Action Report (AAR) and Improvement Plan (IP) by the emergency manager as part of the demobilization and recovery process.

This EOP is the primary and general plan for managing emergencies and disasters in the city. It details the coordinating structures and processes used during incidents in the city. Other supplemental agency plans provide details on authorities, response protocols and technical guidance for responding to and managing specific situations (such as hazardous materials spills, wildland fires and health emergencies).

VIII.   Organization and Assignment of Responsibilities

This section establishes the general organizational structure for incident response and outlines essential functions and responsibilities for city departments. All departments, agencies, and organizations with responsibility identified in this section are responsible for developing internal policies, documents, action plans, checklists, Standard Operating Procedures (SOPs), and other procedural documents necessary for accomplishing the tasks outlined here.

Organization

The city responds to disasters using the tenets of the Incident Command System (ICS). The response is divided between the on-scene incident command (operational) and the incident support (coordination) efforts. In all cases, chain of command, span of control, and ICS organization principles are utilized.

Phases of Emergency Management

Mitigation

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

- Collect, analyze and apply intelligence and other information.
- Conduct investigations to determine the full nature and source of the threat and to implement countermeasures such as inspections, surveillance, security and infrastructure protection.
- Conduct tactical operations to interdict, preempt or disrupt illegal activity; and to apprehend and prosecute perpetrators.
- Conduct public health surveillance and testing processes, immunizations and isolation or quarantine for biological and agricultural threats.
- Deter, detect, deny access or entry, defeat and take decisive action to eliminate threats.
- Conduct code enforcement, inspections and behavior modification to reduce risk
- Analyze threats created by natural hazards and develop action plans to reduce the threat to citizens and property.

Prevention

Prevention describes what the community and senior leaders should do upon the discovery of intelligence or information regarding an imminent threat to the homeland in order to thwart an initial or follow-on terrorist attack. Prevention includes those capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism.

Preparedness

Preparedness takes the form of plans or procedures designed to save lives and to minimize damage when an emergency occurs. Planning, training, and exercising are the essential elements of preparedness. These activities ensure that when a disaster strikes,

emergency personnel will be able to provide the best response possible. Preparedness includes:

- Development of plans and procedures, training and exercising.
- Pre-deployment of response and resources.
- Pre-establishment of incident command posts, mobilization centers, staging areas and other facilities.
- Evacuation and protective sheltering.
- Implementation of structural and non-structural mitigation measures.
- Use of remote sensing technology and risk assessment, predictive and plume modeling tools.
- Private sector implementation of business and continuity of operations plans.
- Support and coordinate mitigation activities in all phases of emergency management, including preparedness, response and recovery.

Response

Response activities begin when an emergency event is imminent or immediately after an event occurs. Response encompasses the activities that address the short-term, direct effects of an incident. Response also includes the execution of the EOP and of incident mitigation activities designed to limit the loss of life, personal injury, property damage, and unfavorable outcomes. Response activities include:

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

Recovery

The goal of recovery is to return the community back to normal. Recovery begins right after the emergency starts. Some recovery activities may be concurrent with response efforts. Recovery is the development, coordination, and execution of services and site-restoration plans for impacted areas and the reconstruction of government operations.

City recovery activities include:

- Repair and replacement of damaged public facilities (roads, bridges, government-owned buildings)
- Debris cleanup and removal

- Temporary housing and other assistance for disaster victims
- Low-interest loans to help individuals and businesses with long-term rebuilding and mitigation measures
- Crisis counseling and mental health
- Disaster unemployment
- Planning and programs for long-term economic stabilization, community recovery and mitigation

Incident Command System (ICS)

ICS was designed to provide a common management structure that results in better decisions, more effective use of available resources, and clarification of command.

ICS is based on several important philosophical principles:
- ICS does not require individual agencies to relinquish their legal or basic operational responsibilities.
- ICS is an organizational system based on functions rather than by agency. This means that personnel from one department may be assigned to several organizational divisions, depending on their function in an emergency.
- ICS is a flexible system that permits all response agencies to anticipate and modify the management structure.

Functional Areas of the Incident Command System

ICS is organized into five basic functions.
- Command
- Planning
- Operations
- Logistics
- Finance/Administration

Command consists of an individual or a group of individuals (Unified Command) who are jointly responsible for overall management of the incident. Command is responsible for establishing an appropriate, overall incident management organization and identifying strategic incident objectives. Command ensures safe and coordinated operations by developing a single, integrated Incident Action Plan (IAP).

Operations Section is responsible for developing tactics to meet the incident objectives that are established by command. The operations section is responsible for all functions and tasks that must be accomplished to resolve the incident, including a wide variety of services provided to the victims of the emergency.

Planning Section is responsible for collecting, evaluating, packaging, and disseminating information about the evolution of the incident and status of deployed resources. Planning also is responsible for developing the IAP based on the incident

objectives established by command. Planning also prepares a demobilization plan that allows for the timely release of resources committed to an incident.
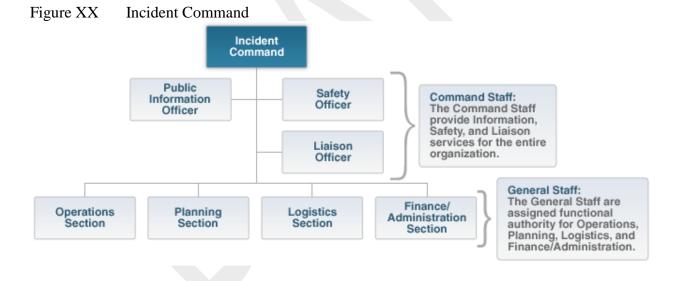
Logistics Section is tasked with providing the personnel, resources, services, and supplies required by the incident.

Finance/Administration Section is responsible for tracking incident costs and reimbursements.

On-Scene Incident Command

At the scene of an incident, the city utilizes the ICS to guide the organization of response agencies and the execution of tactical priorities. These guidelines are consistent with the most current ICS protocols used by the Federal Emergency Management Agency (FEMA). The first arriving department assumes command of the incident.

Personnel trained in ICS tactics and strategies can rapidly integrate responding resources, establish interagency liaisons, and control resources to avoid duplication or over-commitment of effort. If the event exceeds the capabilities of the ICP, the IC may request the activation of all or part of the City Emergency Operations Center (EOC) to assist.

Figure XX   Incident Command

Incident Support

Incident support has the sole purpose of providing support to on-scene personnel. Incident support typically occurs in the Emergency Operations Center (EOC) and can include the coordination of resources and public information.

City of Littleton Emergency Operations Center (EOC)

The EOC is the facility designated as a central location for coordinating emergency management activities in support of incident command. The EOC, in most situations, is staffed by city department subject matter experts, with authority to direct the use of city resources, as well as responding representatives from cooperating agencies, including volunteer and private organizations. In addition to supporting incident command activities, EOC personnel coordinate intergovernmental and supplemental assistance, gather and document disaster information, perform damage assessment activities, and facilitate demobilization and recovery operations. The co-located meeting space provides city leadership with a single location to assemble and analyze critical information, facilitate policy decision making, coordinate the response activities of city and ensure interagency cooperation, coordination, and communication.

IC and the EOC must be closely integrated to adequately address and resource issues facing a community during emergencies and disasters. The EOC can be organized to provide support for: management, operations, planning and information, logistics, and finance and administration. Based upon staffing availability and/or incident requirements, these functions can be combined or activated on and "as needed" basis.

EOC Activation

1. EOC activation:
   a. On-scene IC will notify the emergency manager of expanding incidents that may require incident support.
   b. The emergency manager, in coordination with police and fire command, determine if EOC activation is appropriate.
   c. The emergency manager will notify the city manager and appropriate city personnel.
2. EOC notification process:
   a. The emergency manager will activate relevant functional SMEs based on the nature of the incident.
   b. The emergency manager will notify the county on-call duty officer of current activation level.
   c. The county duty officer will notify the State of Colorado EOC Coordinator and/or the regional field representative, and county staff if necessary.

EOC Activation Levels

Emergency activation levels are issued to indicate what level of readiness the EOC staff should be in to adequately prepare for any pending threat or hazard. The EOC will be activated at a level corresponding to the threat level and needs of the community. The dispatch center will notify all relevant personnel of activation level.

The EOC Activation Levels are:

1. *Level 3* – A full scale activation of the EOC. Level 1 activations require all functional areas to be staffed and require full command and general staff for EOC management. This type of incident is the most complex, and enables the city to seek county, state and/or federal resources.

2. *Level 2* – A partial EOC activation with representation from the required functional areas to support the incident or event as it is predicted to extend beyond the capabilities of the local resources, and response is expected to be comprised of multiple operational periods. Level 2 activations may require some or all of the command and general staff to effectively manage emergency or disaster operations, planning and logistics. An Incident Action Plan (IAP) is required for multiple operational periods.

3. *Level 1* – This is the level of monitoring a developing situation, or day-to-day operations. The EOC is not activated but the emergency manager is gathering and maintaining situational awareness and sharing information as needed in preparation for a possible Level 2 activation.

EOC Organization

In the EOC, roles and responsibilities work on a model of the ICS structure with functional support. The EOC is organized by functional elements to provide for continuity and seamless transition into county and state EOC functions if necessary.

The EOC will activate and be staffed based upon the severity of an incident. The EOC structure is designed to support the following functions:

- Leadership Group
- Public Information
- On-scene operations support
- Planning
- Logistics
- Finance

Incident Types

The severity of an incident dictates the level or degree of emergency response required and facilitates the activation of the EOC. The use of incident typing provides a standardized classification system to assist emergency response personnel in the identification of appropriate response and resource mobilization levels. The incident types used by the city are consistent with the typing found in ICS guidelines, though they have been slightly expanded to reflect specific city considerations.

IX. Assignment of Responsibilities

City Council
- Enact ordinances that authorize the City Manager to initiate and implement actions necessary to protect the lives and property of the citizens of Littleton.
- Approve to commit city funds for disaster or emergency purposes.
- Issuance of formal requests to the Governor's Office through the Colorado Division of Emergency Management (CDEM) for the declaration of a state of local emergency for the purposes of obtaining state and/or federal assistance.

City Manager
- Formal declaration of a state of local emergency or disaster.
- Issuance of official orders regarding population protection or temporary social restrictions, such as evacuation orders, establishment of curfews, and enactment of price controls.
- Issuance of directives to city departments and personnel regarding changes in normal duties/work schedules, temporary reassignments, and employment of temporary workers, as needed.
- Implement the Emergency Operations Plan (EOP) in whole or in part as the situation requires.
- The city manager has the authority to commit local resources (personnel, equipment, and financial) to respond to, recover from, and mitigate emergencies and disasters.
- The city manager may also promulgate such regulations as he or she deems necessary to protect life and property and preserve critical resources as provided for with the City Code Title One, Chapter 19: Emergency Management.
- Act as intergovernmental liaison to the city council.

Emergency Manager
- Act as the coordinating staff advisor to the city manager and key city officials during all levels of response.
- Implement the EOP.
- Activate and manage the EOC.
- Request additional levels of assistance from other city agencies, mutual aid partners, the North Central Region, and/or the State of Colorado based on the assessment of the IC.
- Support search and rescue operations, including the activation and deployment of the Arapahoe Rescue Patrol (ARP), and heavy rescue and urban search and rescue (HR/USR) efforts.
- Support the facilitation of mutual aid assistance.
- Facilitate the use of volunteer amateur radio (ARES) resources used for backup communications.

- Support Community Development in the coordination and utilization of volunteer organizations.
- Support incident command's decisions regarding population evacuations, as requested.
- Provide emergency information assessments and assist with recommendations to city officials concerning the need for local disaster declarations, travel restrictions, curfews or other temporary social restrictions.
- Establish communications with Colorado Division of Homeland Security and Emergency Management (DHSEM).
- Prepare and distribute situation reports and damage assessment reports.
- Support with temporary shelters for pets, animals, and livestock, including those that are co-located with human shelters.
- Support Community Development with human shelters, including those that are co-located with animal shelters and those addressing special population considerations.
- Support Hazardous Materials (HAZMAT) accident response and incident control.
- Ensure the city personnel are trained in the use of the Incident Command System (ICS) and that the appropriate command and control systems are being utilized in the EOC.
- Coordinate the maintenance of the Emergency Operations Plan (EOP), scheduling and conducting training and exercises of the plan, and ensure the EOP compliments other city planning efforts.
- Coordinate with the city dispatch center and the communications department for emergency public information, warning systems, the establishment of procedures for release of disaster-related information, establishment of a joint information center (JIC), and other public information-related concerns.
- Support wildland fire suppression.

City Clerk's Office
- Contribute personnel, records, and other resources necessary to support identity verification and recovery needs during and after a disaster.
- File emergency orders and declaration of state of local emergency.
- Serve as a liaison to the EOC as requested.
- Serve as official recording secretary to the city council during emergency or disaster-related meeting and other related activities.

Communications Department
- Serve as the lead for communications-related functions not contained within the city dispatch center, and head public information outreach and efforts while coordinating with the emergency manager.
- Provide subject matter insight and oversight of communication-driven actions that are enacted as a result of the incident.
- Organize and manage all press conferences and briefings.
- Serve as a liaison to the EOC as requested.

- Distribute public education materials related to community disaster recovery and reentry into disaster-impacted structures and neighborhoods (e.g., safety and stored goods, removal of mildew, cleaning of smoke damage, etc.).
- Create a photographic and or video record of the damage or incident scope.

Community Development/Library and Museum
- Assist the American Red Cross, Salvation Army and other volunteer organizations in the provision of emergency shelters, temporary housing and other assistance to displaced citizens.
- Assist in the coordination of overall efforts of volunteer organizations and other volunteers, in coordination with Colorado Volunteer Organization Active in Disasters (COVOADS).
- Coordinate resources of emergent and spontaneous volunteers.
- Assist with the coordination of transportation needs for disabled individuals, senior citizens, and other groups with special needs.
- Coordinate resources for stress counseling/crisis counseling for disaster victims and disaster relief workers.
- Serve as a liaison to the EOC as requested.
- Serve as the lead for ESF 6 (Mass Care) tasking in the EOC.
- Assist with after-incident documentation requirements as requested.
- Setup and maintain shelter, emergency feeding stations, emergency distribution centers etc. as required.
- Provide subject matter insight to special populations related concerns in the city.

City Attorney
- Provision of legal counsel and assistance to city officials before, during and after disaster and emergency incidents.
- Preparation of legal documents (disaster declarations, curfews, and price controls).
- Facilitate legal considerations for medical care and compensation for injured city employees.

Public Works
- Restore public facilities, services and utilities.
- Provide maintenance and repair support to emergency response vehicles, heavy equipment, and other city vehicles and equipment as needed in support of emergency operations.
- Provide staffing to the EOC, as needed.
- Make available updated floor plans for city owned/occupied facilities.
- Provide emergency traffic engineering and control measures to include signalization.
- Remove snow or debris, clear public right-of-ways, and plan for street/route recovery operations, with priority assigned to critical emergency services lifelines.

- Provide personnel and heavy rescue equipment in support of search and rescue operations.
- Provide assessment of structural conditions of bridges and roadways.
- Restore damaged city roads and bridges and other public services and facilities.
- Participate with other departmental representative on city damage assessment teams and on local/state field damage survey teams, primarily city-owned transportation infrastructure, as needed.
- Provide personnel for structure and facility inspections to determine safety of individual structures (businesses, residences and public buildings), including during rescue operations and to identify needed repairs (or to implement condemnation procedures when necessary.
- In coordination with the local utility company, provide for the coordination of response for all water and sewer related matters
- Coordinate all wired and radio communication technology.

Finance Department
- Procure emergency-related supplies and materials and administer vendor contracts for emergency services and equipment.
- Assist with resource tracking, office services, printing services, record keeping and documentation of disaster-related costs and financial commitments.
- Participate with other departmental representatives on city damage assessment teams at the EOC and on local field damage survey teams, as needed.
- Provide staffing for the EOC or ICP as requested.
- Administer finance considerations for emergency situations.
- Assist in reimbursement process following an event.

Human Resources
- Assist with coordinating time tracking and personnel during incident scheduling.
- File and Coordinate claims with CIRSA as needed.
- Provide subject matter insight for scheduling requirements of personnel when requested.
- Provide a liaison to the EOC, as requested.
- Assist with after-incident documentation requirements.
- Provide guidelines for emergency hiring and staff reconstitution following and incident.
- Ensure emergency payroll needs are addressed.
- Track volunteer resources.

Information Services
- Provide audio/visual support for the EOC and/or other locations throughout the city to facilitate emergency related communications and conferences.
- Provide technical information, support and assistance with information technology (IT) related equipment and services in the EOC, to patrol cars, at city facilities, or in the Command Post, as requested or necessary during an incident.
- Provide GIS mapping.

- Provide a liaison to the EOC, as requested.
- Assist with the after-incident documentation requirements as requested.
- Provide subject matter insight for emergency equipment procurement and other vendor services relevant to IT scope.
- Provide technical support for communication during disaster recovery efforts.

Police Department
- Implement available public warning measures
- In coordination with the fire department, determination of location in the field for incident command posts (ICP)
- Provide law enforcement and traffic control within the disaster areas and in other areas of the city
- In coordination with the fire department, direct and implement emergency evacuation operations
- Coordinate the actions of field personnel in the response to the immediate incident and scene, including rescue efforts, population protection, access control, incident mitigation actions and communications
- Ensure the implantation of ICS on-scene, establishment of Incident Command Post (ICP), filling of necessary positions and/or request EOC support for these positions as needed
- Order the mobile command post to the ICP
- Coordinate all wired and radio communication technology.
- In coordination with the fire department, assess the incident, determine appropriate response actions
- Provide security measures at the ICP and in evacuated and impacted areas
- Provide security measures for shelters as needed
- Coordinate uniformed reserve forces and uniformed explorer cadets
- Provide or coordinate transportation resources and services with the EOC
- Assist with temporary shelter facilities, in cooperation with American Red Cross, for response personnel
- Provide logistics support (food service, blankets, etc.), in cooperation with American Red Cross, for response personnel through the EOC
- Provide security for the primary and secondary EOC locations, as requested
- Control access to city facilities
- Provide staffing for the EOC and ICP, as requested
- Coordinate all wired and radio communication technology.
- Assist in disaster psychology evaluation of victims, responders and community members (Victim Advocates)
- Help coordinate community outreach and counseling procedures (Victim Advocates)
- Provide monitoring for safety and security for emotional well-being of responders (Victim Advocates)

City of Littleton Dispatch Center

- Coordinate resource and logistics support unless delegated to another source (for example to the EOC)
- Responsible for all radio and emergency call communications within protocol
- Provide staff support for field Incident Command Post (ICP) and EOC as requested

Fire Department

- Assist in implementation of emergency evacuation operations
- Provide triage, extrication, medical treatment, to include field coordination of emergency transportation to hospitals (per Denver Metropolitan Paramedic Protocols)
- Provide heavy rescue and urban search and rescue services
- Provide onsite emergency medical facility for minor injuries
- Provide fire suppression, fire causation, and arson investigation services as needed
- Provide staffing for the EOC
- Order the mobile command post to the ICP
- In coordination with the police department, assist with temporary shelter facilities
- Provide logistical support (food service, blankets, etc.) for response personnel through the EOC
- In coordination with the police department, determine location in the field for incident command post
- In coordination with the police department, direct and implement emergency evacuation operations
- Coordinate all wired and radio communication technology.
- Provide psychological first aid to emergency responders, including on-scene support, demobilization's, defusing, debriefings and follow-up services (HOPE)

Local Stakeholders

Utility Providers
- Support responders with maps of utility lines, relay stations, cache locations, and other critical information
- Help restore critical infrastructure during emergency events
- Help with recovery efforts for energy, water, and sewer following disasters

School Districts
- Coordinate with Red Cross for the provisions of locations suitable to mass care activities
- Partner with community development and public works to procure buses and other special transpiration support for evacuations
- Determine appropriate school closures, relocation of students, and arrange for continuity of educational services as appropriate

- Partner with city council and emergency management to include education concerns in emergency declarations, continuity arrangements, and staffing needs

Healthcare and Emergency Medical Services

Arapahoe Rescue Patrol
- Provision of trained uniformed personnel and equipment in support of search and rescue operations
- Traffic control assistance to fire, EMS and police
- Provide emergency locator transmitter search teams for downed aircraft
- Provide search and rescue for missing people and clients of Colorado Life Trak

Arapahoe/Douglas Mental Health Network
- In coordination with police department victim advocates, assist in disaster psychology evaluation of victims, responders and community members
- In coordination with police department victim advocates, help coordinate community outreach and counseling procedures
- In coordination with police department victim advocates, provide monitoring for safety and security for emotional well-being of responders
- Coordinate and provide debriefings for event-related stressors, actions, major events, injuries, fatalities, or extended duration operational periods

Arapahoe/Douglas Hazardous Materials Response Team
- Assist in hazardous materials planning, education, response and cleanup efforts
- Provide mutual aid to incidents as requested

Tri-County Health Department
- Coordination of outside health resources providing assistance to the city, in cooperation with the fire department (EMS)
- Assist emergency manager in assessing overall health and medical resources needs during response and recovery operations and in maintaining situational information at the ICP and the EOC
- Provide environmental health services and technical support, including the identification of chemical or biological hazards, sources of contamination, or unsanitary conditions that present health hazards to the general public

Volunteer Organizations

American Red Cross
- Pre-approve and designate shelter sites within the city

- Provide immediate assistance to disaster victims, including food, water, shelter, clothes, physical and mental health counseling and referrals
- Establish and manage emergency shelters for mass care
- Provide temporary and immediate housing for displaced disaster victims
- Provide damage assessment information upon request

Salvation Army
- Provide immediate assistance to disaster victims, including food, water, counseling services, and pastoral care
- Provide food, water and other assistance to emergency response personnel and emergency relief workers as requested
- Assist in donations management as requested
- Provide emergency communications as requested

211 Mile High United Way – Information and Referral Line
- Assist with call-in center activation, staffing and support for information dissemination when requested
- Assist with family re-unification as requested

Animal Services

City of Littleton Public Works, Humane Society of the South Platte Valley, Medical Reserve Corp.
- Establish emergency animal control measures
- Recommend emergency animal ordinances, as requested by officials
- Activate, staff, and demobilize small-animal and large-animal shelters
- Coordinate emergency veterinary services
- Assist in animal/owner reunification efforts

City of Littleton Departmental Responsibilities

In Preparation for an Incident
1. Develop and maintain internal operations plans. Department plans and checklists should be consistent with the EOP. Departmental plans will include:
   a. Specific procedures and checklists necessary for accomplishing assigned tasks.
   b. Provisions to delegate authority and assign responsibility to divisions, offices, or other components of the department.
   c. Procedures for notification of key staff, and setting up 24-hour shifts as necessary.
   d. Names, positions and 24-hour contact phone.
   e. Current inventory and resources lists.
   f. Relevant contracts and/or MOUs.
   g. Other functionally relevant emergency response information.

2. Appoint a representative and (at least) two alternates, to act on behalf of the department or agency and to provide representation at the EOC during activations and exercises.
3. Ensure all relevant staff and personnel assigned responsibility in support of the EOP are adequately trained and prepared to assume those responsibilities.
4. Notify emergency manager of any information regarding possible/pending incidents or emergencies.
5. Departments will maintain a current resource database of all personnel, equipment, and materials available to perform assigned emergency operation functions.

In Response to an Incident
1. Provide a representative to the EOC as requested. The representative must be knowledgeable of and represent all divisions and programs within the department. The representative will be empowered to make decisions and expend resources in providing operational and technical support.
2. Retain administrative control of their personnel and equipment when tasked to support other city departments or surrounding jurisdictions.
3. Maintain detailed logs of personnel and other costs for possible reimbursement.
4. Coordinate plans, procedures, and preparations with participating partner agencies (including other municipalities, county and state, federal, and private and volunteer agencies). As appropriate, enter into working agreements with these agencies in order to promote effective and efficient emergency response efforts.
5. Assist in assessing and reporting damages of city-owned facility or property under departmental jurisdiction. Report this information to the EOC.
6. Record and report to the EOC all costs incurred in carrying out emergency operations. Best practices must be followed on all financial/logistical record keeping.
7. Within the service area of the department, identify, prioritize and assist in providing support as directed to community members, including those with access and functional needs, and report any gaps in service or unmet needs to the EOC.
8. Coordinate the release of departmental emergency public information through the EOC and PIOs, or the Joint Information Center (JIC), if activated.

X.   Direction, Control, and Coordination

This section describes the identification of tactical and operational control of the response assets and further explains the multijurisdictional integration procedures for complex responses.

The responsibility for the management of an emergency or disaster in Colorado rests with the local jurisdiction. The overall authority for providing direction and control of the city's emergency resources during an event rests with the city manager.

Line of Succession

For events requiring decisions about the commitment of resources beyond those normally available to the city, the following line of succession will be observed, based on the availability of the senior ranking public official. Public officials are advised and assisted by the emergency manager where appropriate.

1. City Manager
2. Deputy City Manager
3. Public Works Director
4. Police Chief
5. Fire Chief

Policy Coordination Group

A policy coordination group can be developed depending on the type and level of the incident. The policy coordination group is comprised of department heads and provides recommendations to the city council and city manager on the need for a declaration of state of local emergency and on specific actions that are needed under their special powers after a declaration of state of local emergency, such as issuing orders of mandatory evacuation or controlling ingress and egress from a disaster area.

The Policy Coordination Group must take care to focus on broad strategic issues and not delve into incident operations and tactical issues that are assigned to IC personnel under NIMS.

XI.   Information Collection, Analysis, and Dissemination

This section discusses the procedures for collecting and distributing information about an event. Relevant information includes the types of information required, sources for obtaining it, methods of transmitting and documenting the materials, and formal procedures, policies, or forms.

Collection

Information is collected from a variety of sources. On-scene reports, including situation and scenario assessments by responders, eyewitness accounts, or debriefing of staff between operational periods all provide on-scene information and intelligence. The news and social media may also be a source of information for events. In addition, other agencies may have intelligence resources available.

Information should be collected in the timeliest manner possible. Incident assessments should be made early in the process for the safety of responders and to allow Incident Command to establish the correct response system, and then be updated periodically to maintain accuracy. Additional information may have different spans of usefulness, so timely application is important. Collected data should be forwarded through the chain of command.

Dissemination

Information is communicated to on-scene responders, support personnel in the Emergency Operations Center, and other critical stakeholders. Briefings are conducted periodically throughout the incident and that information should be communicated to other relevant personnel. Supervisors are responsible for ensuring all reporting personnel are informed of critical information. Communication may be written or verbal, depending on content. Informal communication and dissemination of information may also be appropriate for less-critical or non-sensitive topics.

Use of ICS Forms

All information regarding the incident, including but not limited to resource ordering and tracking, situation reports, incident action plans, communication logs and plans, site maps and sketches, command structure charts, etc. will be filled out using the most appropriate ICS forms and, when possible, will be translated into electronic format immediately. While ICS forms may be tailored to reflect the differences between field and Emergency Operations Center (EOC) operations, all forms will adhere to the most current guidelines issued by the Federal Emergency Management Agency (FEMA). FEMA maintains an online resource center that hosts electronic copies of ICS forms, as well as provides other useful information about ICS positions, checklists, and responsibilities.

Public Information

The objective of emergency public information is to provide timely, accurate and comprehensive information about an emergency situation to the public and to the news media. Emergency public information can include general information about the incident, including a summary of government response actions and the projected duration of emergency conditions, as well as specific information and instructions regarding street closures, shelter locations, and hazardous areas to avoid, or where to find additional information.

A Public Information Officer (PIO) and/or the Emergency Manager should be prepared to respond to media inquiries. In order to reduce confusion, control rumors, and promote public confidence in emergency response efforts, a single point-of-contact (POC) will be established for the direct release of city-wide, disaster-related information to the public and to the news media. In smaller incidents, a single spokesperson from the primary response agency at the scene should be designated to release information about the incident. In large and protracted disaster events, a single spokesperson (PIO) should be designated at the EOC to give media briefings and to approve coordinated news and public information releases. A Joint Information Center (JIC) may be established when there is a need to coordinate emergency information from a large number of agencies and/or political jurisdictions.

XII. Communications

In disasters and large-scale emergencies, a coordinated response depends on the ability of emergency agencies and personnel to communicate with one another, regardless of location. Establishing communication links between the command posts and the Emergency Operations Center (EOC) at the onset of an emergency/disaster can help speed delivery of emergency resources request from the city and outside sources.

During response operations, agencies will utilize their own dedicated radio frequencies and those specifically designated for emergency response according to the policy of the responding agency. Where possible, an emergency channel will be established and dedicated for emergency-related traffic between the ICP, EOC, and primary and supporting jurisdictions.

The lead agencies dispatch center operates as the primary facility and system for providing emergency communications. Backup communication can be provided by neighboring county agencies that are available to support emergency operations. In serious incidents, communication resources may be available upon request from state and federal agencies, the military, and volunteer amateur radio organizations.

The City of Littleton Dispatch Center will conduct quarterly testing drills on the backup dispatch capabilities in the mobile command post and the secondary EOC in case of an event which renders the dispatch center inactive. Routine exercise of communication resources and procedures are included in all planned events and small-scale event responses conducted by the city communications managers, in coordination with the emergency manager.

XIII.   Administration, Finance, and Logistics

This section provides an overview of the support requirements necessary to facilitate an emergency response and resource management policy. This includes Mutual Aid Agreements (MAAs), authorities and policies for staffing, liability provisions, and tracking of financial information and ownership.

Finance and Administration

Tracking the flow of resources is a complex project, including the documentation of personnel hours worked, overtime authorization, flexing of staff schedules, insurance costs, injuries, expenditures of resource materials, consumables needed, and payment of logistical requirements. The city manager has authority to approve expenditures for resources available to the city. The city must follow internal approval procedures to authorize resources and payment, and is responsible for tracking this information internally. If the resources available to the city are insufficient, the city council can approve additional expenses and authorize their request prior to the ordering of the supplies and resources.

All resources, including but not limited to: personnel (including mutual aid personnel or hired contractors), air operational assets, audio-visual equipment, blankets, cars, clothing, computers/laptops, decontamination materials, electrical cords and generators, food and water supplies, hoses, medical support personnel, special operations vehicles, personal protective equipment (PPE), radios, sanitation stations, tables, tarps, telephones, tents, trucks, temporary workspaces, office equipment procurement, data recovery, and water tankers must be tracked on the appropriate ICS forms.

Logistics

When resources are contributed to an event, each city department is responsible for tracking its own resources and maintains internal financial records. Designated logistics personnel and other departmental representatives within the Emergency Operations Center (EOC) should have access to up-to-date resource lists and have the authority to commit resources to emergency relief efforts. Inter-departmental coordination of resource and financial information is needed in order to determine cumulative disaster expenditures. The logistics chief will prioritize, request and utilize resources. All resource ordering is conducted through the lead agencies dispatch center unless it is transferred to the EOC or another entity, and adheres to the resource tracking and allocation standards outlined in NIMS.

XIV.   Plan Development and Maintenance

This section outlines the intended development, testing, maintenance procedures, and schedules for this Emergency Operations Plan (EOP).

Development

This EOP and subsequent revisions supersede all previous editions and is effective immediately for planning, training and exercising, and preparedness and response operations.

The update schedule mandates a large-scale revision of the plan on a five-year basis. This ensures continuity between the development of mitigation and response and recovery events, and also that all planning efforts in the city operate based on the same hazard analysis data. Review and revisions of procedures shall follow an actual emergency or disaster operation or exercises where improvement planning is needed.

Testing

The city follows and participates in the North Central Region's (NCR) exercise schedule for emergency and disaster response and recovery efforts. The emergency manager has also created a Training and Exercise Plan (TEP) for regular exercises and training sessions to ensure that provisions of the EOP are well understood by all departments and offices with assigned responsibilities. All exercises will follow the established Homeland Security Exercise Evaluation Program (HSEEP) guideline and protocols. The exercises are evaluated and improvement plans are developed and implemented for the relevant aspects of the EOP.

Departments and organizations with responsibilities identified in the plan are responsible for ensuring that their staff are familiar with provisions of the plan and adequately trained to carry out emergency assignments. Staff participation in quarterly training and exercises provides the best opportunities for refining plans and procedures in preparation for actual disaster and emergency events. All-hazard multi-agency and multi-jurisdictional exercises will be coordinated by the emergency manager. All city departments are expected to play a role in emergency planning, training, exercising, and response.

Maintenance

Responsibility for maintenance and regular updates of this plan rests with the emergency manager. The plan will be evaluated on an annual basis for baseline accuracy and any known changes. Larger, more sophisticated updates are coordinated on a five-year rotational basis under the emergency manager in accordance with the Emergency Management Planning Cycle.

Departments within the city are responsible for informing the emergency manager of any changes or updates to the plan as they occur. In addition, agencies and elected officials are required to participate in the five-year update of the entire document by providing requested information reviewing and revising draft documents, and approving the final document. Departments are also responsible for updating internal plans which are based on or contribute to the EOP, and also for training staff on plan contents and updates.

Evaluation

In an effort to ensure that the EOP addresses current vulnerabilities and accomplishes its goals and objectives, After Action Reports (AARs) and Improvement Plans (IPs) will be utilized to evaluate emergency management methods. AAR's and IPs are documented and disseminated to all stakeholders and selected partners. Corrective actions identified in the evaluation process will be used to revise relevant plans. The evaluation process is always ongoing; when possible, the EOP will be evaluated before, during, and after planned and unplanned events.

XV. Authorities and References

Authorities

Federal
- Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendments (P.L. 93-288, as amended by P.L. 100-707).
- Homeland Security Presidential Directive 5: *Management of Domestic Incidents,* February 28, 2003
- Homeland Security Presidential Directive 7: *Critical Infrastructure Identification, Prioritization, and Protection,* December 17, 2003
- Homeland Security Presidential Directive 8: *National Preparedness,* December 17, 2003
- Homeland Security Presidential Directive 8: Annex I, *Planning,* February 2008
- National Security Presidential Direction 51: Homeland Security Presidential Directive 20, *National Continuity Policy,* May 4, 2007
- The Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002)
- The Post-Katrina Emergency Management Reform Act (PKEMRA), Pub. L. 109-295, 120 Stat. 1355 (2006)
- United States Dept. of Homeland Security (2013). *National Infrastructure Protection Plan (NIPP).* [Washington, D.C.]: U.S Dept. of Homeland Security

State
- C.R.S. 24-33.5-701 Colorado Disaster Emergency Act (2014)
- C.R.S. 24-33.5 §1601-1615: Division of Homeland Security and Emergency Management
- C.R.S. 24-33.5 § 1101-1109: Disaster Relief
- C.R.S. 24-33.5 § 1501-1507: Colorado Emergency Planning Commission

Local
- City of Littleton, Colorado Ordinance No. 12-2016, Emergency Management
- City of Littleton, Colorado Resolution No. 138-2014, Emergency Procurement Authority
- City of Littleton Media Policy

References
- National Incident Management System, December 2008. Department of Homeland Security
- National Response Framework, January 2008. Department of Homeland Security
- National Strategy 2007, Department of Homeland Security
- Colorado State Emergency Operations Plan (SEOP) 2013, Colorado Division of Emergency Management

- Comprehensive Planning Guide (CPG) 101 – March 2009, Department of Homeland Security and FEMA
- HSEEP Guidelines
- City of Littleton Crisis Communications Manual
- Colorado State Security Strategy, 2008
- Arapahoe County Emergency Operations Plan 2015, Arapahoe County Emergency Management
- Jefferson County Emergency Operations Plan 2015, Jefferson County Emergency Management
- U.S Census 2015