

City Council
Table Top Exercise

January 23, 2015
Library Conference Room
951 Spruce Street
8:00 AM – Noon

Members of the City Council and staff will participate in a tabletop exercise regarding disaster response.

City Convergence



Situation Manual
Louisville, CO

Tabletop Exercise January 23, 2015



Schedule of Events

8 a.m.-Disaster Strikes (for the purpose of this exercise it is 8 p.m. on Friday night).

***Notifications made to City Manager**

***Elected Officials (some to serve in a role, and some to serve as observers**

Department Heads

9 a.m.-Exercise begins-Community Room at the Library (which will serve as the Emergency Operations Center for this event).

***City Manager/Police Chief provide overview of exercise/mock disaster**

9:15 a.m.

***Work begins**

11:15 a.m.

***Discussion on lessons learned**

What went well?

What we need to work on (takeaways)?

Next steps?

***Next exercise?**

12 noon-Exercise concludes

PREFACE

This Tabletop Exercise Situation Manual (SitMan) provides exercise participants with all the necessary tools for their roles in the exercise and is an unclassified exercise. Control of exercise information is based on public sensitivity regarding the nature of the exercise rather than actual exercise content. Some exercise material is intended for the exclusive use of exercise planners, facilitators, and evaluators, but players may view other materials that are necessary to their performance. All exercise participants may view the SitMan.

All exercise participants should use appropriate guidelines to ensure proper control of information within their areas of expertise and protect this material in accordance with current jurisdictional directives. Public release of exercise materials to third parties is at the discretion of the City of Louisville.

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HANDLING INSTRUCTION

1. The title of this document is the ***City Convergence Tabletop Exercise Situation Manual (SitMan)***.
2. Information in this SitMan is designated as For Official Use Only (FOUO) and should be handled as sensitive information that is not to be disclosed. This document should be safeguarded, handled, transmitted, and stored in accordance with appropriate security directives. Reproduction of this document, in whole or in part, without prior approval from the City of Louisville is prohibited.
3. For more information about the exercise, please consult the following points of contact (POCs):

Exercise Director:

David Hayes, Chief of Police

Louisville Police Department

Office: 303-335-4633

Fax: 303-335-4634

dhayes@louisvilleco.gov

Regional POCs:

Scott Kellar

North Central Region

Homeland Security Coordinator

Office: 303-768-8732

Fax: 303-768-8729

skellar@co.arapahoe.co.us

Rachelle Miller

North Central Region

Homeland Security Planning & Exercise Support Analyst

Office: 303-768-8733

Fax: 303-768-8729

rmiller@co.arapahoe.co.us

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INTRODUCTION

Background

The City of Louisville is continuing to improve upon their ability to respond to all-hazard emergencies. The public safety leaders within the city believe exercises are essential to identifying areas that may need improvements and to increase response capabilities across the community. There are threats to this area which if actually occurred could lead to an evacuation of a portion of the residents and visitors. Of special concern are the summer visitor populations that increase the need for public safety resources.

The City of Louisville has approximately 20,000 residents. During the summer there are major events held in the historic downtown that increase the population by 10,000+ visitors. In this same area the majority of the Louisville businesses and parks are co-located next to rail tracks that carry hazardous materials through the city.

As North American crude oil production increased in 2013, fuel-by-rail has doubled. Spills are also an unfortunate secondary emergency of a possible derailment scenario. 2013 saw a number of rail incidents in the U.S. and Canada that ended in flames. These included derailments in Alabama, North Dakota, and the Canadian province of Quebec. One derailment and explosion in 2013 destroyed half of a small town and killed 47 people.

For this exercise the planning team chose a train derailment scenario; however this exercise should be broad enough in scope to evaluate general emergency response plans.

Purpose

The purpose of this tabletop exercise is to provide an opportunity for the City of Louisville emergency response agencies to gain an understanding of challenges and planning gaps related to a catastrophic local emergency. The exercise will focus on an evaluation of current plans, capabilities, and response related to a large scale emergency. The guiding document for the concept of operations is the Louisville Emergency Response Plan and City Ordinances.

Scope

This exercise will consist of four modules that should challenge current plans, capabilities, and leadership decisions among public safety, city management, and financial officials.

The final product of this exercise will be an After Action Report with an Improvement Plan Appendix that outlines the major strengths and weakness and also identifies corrective action tasks with an assigned responsible party for overseeing that the task is completed.

Exercise Design Objectives

Exercise design objectives focus on improving the understanding of a response concept, identifying opportunities or problems, and achieving a change in attitude. This exercise will focus on the following design objectives:

1. Review the capability of existing local Emergency Response Plans within the given scenario and document any areas that may need developed or improved.
2. Evaluate the ability of leadership to organize into an effective command structure and document any areas of knowledge that may need improvements. Evaluate players understanding of how to request outside resources and the Boulder Office of Emergency Management (Boulder EOC). Find areas of improvement within the City of Louisville processes and procedures related to emergency preparedness and response, communication channels (flow not actual radio use), financial decisions, and staffing decisions.

Participants

- **Players.** Players respond to the situation presented, based on expert knowledge of response procedures, current plans and procedures, and insights derived from training.
- **Observers.** Observers support the group in developing responses to the situation during the discussion; however they are not participants in the moderated discussion period.
- **Facilitators.** Facilitators provide situation updates and moderate discussions. They also provide additional information or resolve questions as required. Key Exercise Planning Team members also may assist with facilitation as Subject Matter Experts (SMEs) during the TTX.

Exercise Structure

This tabletop exercise (TTX) will be a facilitated exercise. Players will participate in the following four modules:

- **Module 1: Planning, Notification, and Coordination**
- **Module 2: Mass Care, Search and Rescue, and Situational Assessment**
- **Module 3: Planning and Other Considerations**
- **Module 4: Reentry and Recovery Considerations**

Module 1 outlines the event and response, which is intended to provide enough information to set the stage for the higher level decisions. All modules include situation/key issue updates to highlight the problem and areas for discussion.

Participants will review the situation and engage in group discussions based on a typical response to address appropriate issues related to the situation.

During the group dialogue, participants will engage in a facilitated discussion with the assistance of facilitators.

Players should be organized into a response structure that is suitable for the incident and they should answer based upon their role in the response.

A large graphic should be developed on a white board or similar as the incident unfolds to assist the players in understanding their role within the command structure. This effort should be led by a designated incident commander and, if appropriate, his or her general staff. (ICS terminology for the Incident Commander and his or her main staff includes a Public Information Officer, Safety Officer, Planning Section Chief, Operations Section Chief, Finance Section Chief and Administrative Section Chief, and possibly a Deputy Incident Command, if the event is large enough. This could also be a unified command structure.)

Exercise Guidelines

- This TTX will be held in an open, low-stress, no-fault environment. Varying viewpoints, even disagreements, are expected.
- Respond on the basis of your knowledge of current plans and capabilities (i.e., you may use only existing assets) and insights derived from your training.
- Decisions are not precedent setting and may not reflect your organization's final position on a given issue. This exercise is an opportunity to discuss and present multiple options and possible solutions.
- Issue identification is not as valuable as suggestions and recommended actions that could improve response and preparedness efforts. Problem-solving efforts should be the focus.

Assumptions and Artificialities

In any exercise, assumptions and artificialities may be necessary to complete play in the time allotted. During this exercise, the following apply:

- The scenario is plausible, and events occur as they are presented.
- There is no hidden agenda, and there are no trick questions.
- All players receive information at the same time.

Module 1: Planning, Notification, & Management

KEY FOCUS AREAS:

- Public Information and Warning (Notification)
- Environmental Response/Health and Safety
- Operational Coordination (Incident Management)
- Planning

Situation/Issues

On July 15th at 7:30pm the City of Louisville is hosting "Street Faire." This summer event had a popular artist performing that night that brought in approximately 7,000 people to Main Street. The streets are packed with cars and bikes, but many of the fair goers used public transportation as well.



At 7:33pm an explosion is reported in the city, followed by at least two others. Initial reports suggest 30 buildings are destroyed. Much of downtown is flooded with crude oil and fire. Visitors in the downtown flee. Dispatch is receiving calls with reports of a fire, terrorist attacks, a train crash and some kind of bomb explosions near Caledonia Street and Main.

A Louisville Police Officer radios dispatch that it appears the cause of the fire is a train derailment close to Louisville Fire Station Number 1 near the tracks. Fire personnel may



be inside.

Questions <45 Minutes> (20 minutes to prepare and 25 minutes to report back)

1. Public Information and Warning-

- a. What means are available to notify the public? What plans, templates, policies, and procedures guide this notification process?
- b. What critical information needs to be relayed and who develops the message?
- c. How is the message relayed for a coordinated release?
- d. What are the access and functional needs messaging systems that are available?
- e. Are messages sent in other languages and, if so, with what means?
- f. How often are messages sent out?

2. Environmental Response/Health and Safety –

- a. What are the unique safety considerations for the general public and responders? (PPE?)
- b. How and when are notifications of the toxins made?
- c. What notifications need to be made regarding the environmental impact?
- d. Do hazmat teams need to be called upon?
- e. If so, what is the process and what do they need to know about the situation?
- f. Insert- notification from railroad that some of the cars contained poison gas?
- g. Insert -notification that both Main and South Boulder Road and the tracks at Pine (the city's primary eastern access points) are blocked by the train)
- h. Insert- Flight For Life Helicopter has crashed in-bound to Louisville near 104th and Colorado 42?

3. Operational Coordination –

- a. What plans govern the mobilization of resources?
- b. How is command, control and coordination structures setup within your community at this point?
- c. Please use a white board to detail the structures and communication flow.
- d. How quickly would a command structure, post, staging areas, etc. be established?

4. Planning-



- a. What plans will be activated across the city and possibly county?

Module 2: Mass Care, SAR, & Situational Assessment

KEY FOCUS AREAS:

- Mass Care
- Search and Rescue
- Situational Assessment
- Environmental Response/Health and Safety

Situation/Issues

At 8:00pm explosions continue as tanker cars containing oil ignite. Firefighters and volunteers have been alerted and beginning to assess the scene. They receive backup from many surrounding police and fire agencies. About 7,000 people are fleeing from the area because of toxic fumes and dangerous particles. Early reports suggest that nearly 45 homes are burning, including the fire house. Other fire and EMS personnel are trying to sort out the damaged property and looking for those that may be injured.

Crowds and road congestion is being controlled by law enforcement as best they can with the resources on-scene. Calls overwhelm the city and the Boulder County Communications Center from loved ones trying to contact each other. Social media is full of information regarding what may have happened and people trying to contact each other. Main stream news teams are in route or already reporting from a distance.



damage on a broad scale.

Several injuries are being reported across the healthcare system. EMS personnel have been transporting the injured with an estimate of two transports being completed, but on-scene personnel believe there are many more resources needed. As fire crews were setting up a perimeter they discovered two fatalities outside a camper near the tracks. Fire personnel and police are assessing the

At 8:10pm the city is told the train owner/company is sending their emergency response personnel for investigation activities, as liaisons and environmental protection purposes. They also fax the information to the city regarding the 36 cars involved in the derailment. Most of the cars were carrying oil and fertilizer. The National Transportation Safety Board is also in route according to the company.

A nearby sports complex was holding a baseball tournament and according to dispatch 12 children have been reported as missing from that complex. The parents are still near the fields searching and requesting help.

A nearby assisted retirement community is requesting transport assistance for their patients due to smoke inhalation and family concern for those patients. Forty people, 16 in wheel chairs need moved immediately according to the retirement home manager.

Traffic congestion on the roads out of the city has caused many accidents. The all of the Louisville exits off the Denver Boulder Turnpike/Highway 36 have multiple car accidents causing traffic to stop getting on to Highway 36. The State Patrol is on-scene; however they are letting dispatch know that this road will need to be closed and traffic rerouted North and out of the smoke direction. Visitors that used public transportation are trying to walk out.



Questions <30 Minutes> (10 minutes to prepare and 20 minutes to report back)



Based on the information provided, participate in the discussion concerning the issues raised in Module 2. Identify any additional requirements, critical issues, decisions, or questions that should be addressed at this time. Address the following questions in preparation for Module 3:

1. Mass Care –
 - a. What plans are in place to setup and resource shelters? Do these plans include access and functional needs and other who may be considered to be at –risk?
 - b. Who is responsible for these efforts?

2. Search and Rescue –
 - a. What local plans/resources are in place to conduct search and rescue operations?
 - b. If this will take more than through the night to finish this mission, who is planning for the future teams and resources?
 - c. Next operational periods for Elected and Appointed Officials?
 - d. Does this event require a SAR team to assist?
 - e. How does the city request assistance for these types of teams?

- f. How do local search and rescue operations differ from those of a specialized task force (techniques, coordination, command, and communications)?
3. Situational Assessment –
 - a. How is information delivered to decision-makers within the community regarding life-saving and sustaining activities?
 - b. How is it delivered to the State and private sector involved in the event?
 - c. How and when is information updated to these decision-makers?
4. Environmental Response/Health and Safety –
 - a. What environmental issues need to be assessed at this point?
 - b. How are updates made to responders as data and information changes?
 - c. Is public health involved in this decision-making process?
5. Operational Coordination –
 - a. Add any updates to the command structure needed at this time.
 - b. What are the roles and responsibilities of those that are leading this effort for the City?
 - c. What is the process for getting more resources outside the City of Louisville?
6. Planning –
 - a. Is someone responsible for developing plans for the likely continued operational periods?
 - b. What are the issues and resources that will be need 10 hours from now?

Module 3: Planning and Other Considerations

KEY FOCUS AREAS:

- Mass Care
- Search and Rescue
- Situational Assessment
- Planning

At 5am the house fires are no longer a threat and only two tanks are still burning with crews on-scene. Liaisons from several federal agencies are now working with command as well. Searches continue with four 7-9 year old children still missing from the ballpark, but they were seen together heading away from the accident. Search and rescue continues within the houses and around the scene.



NCR Search & Rescue Exercise.



NCR Search & Rescue Exercise.

Most patients have been transported except those that have not been found. Approximately 35 people are believed to be missing. Shelters have been opened in several locations around the Boulder and Westminster areas. Road crews have finished cleaning up the accidents on the roadways. The early assessment of the environmental impact is estimating 2 million dollars in damage and 30+ days for cleanup.

Questions <30 Minutes > (10 minutes to prepare and 20 minutes to report back)

Based on the information provided, participate in the discussion concerning the issues raised in Module 3. Identify any additional requirements, critical issues, decisions, or questions that should be addressed at this time. Address the following questions in preparation for Module 4:

1. Mass Care –
 - a. Does document exist that supports these ongoing shelters and does it account for continual resupply?
 - b. What entity is responsible for paying these expenses initially and are they tracked for the reimbursement process?
 - c. Who is planning for long-term housing for those that have lost their homes?
 - d. Is there relief for these citizens from the government?
 - e. What organization is responsible for helping citizens recover some of their financial losses during this period?

2. Search and Rescue –
 - a. If resources were needed, who pays for these resources and how are expenses tracked?

3. Situational Assessment –
 - a. How is major planning decisions being made within the community?
 - b. Is there a spokesperson for this decision making body that is regularly updating the public and other officials?
 - c. What are the objectives of the city at this time?

4. Planning –
 - a. What are some limitations in the city's ability to certain questions during this exercise because it has not been addressed as a policy or procedure or the documents need updated?



Pictures of a community with a similar incident.

Module 4: Reentry and Recovery

KEY FOCUS AREAS:

- Operational Coordination
- Planning
- Economic Recovery

Situation/Issues

It is now August 15th. Search and Rescue operations have been completed. There is no threat to life safety at this time. The community can officially reenter, assess the damages, and work toward recovery.

Questions <30 Minutes> (Save for next Exercise?)

Based on the information provided, participate in the discussion concerning the issues raised in Module 3. Identify any additional requirements, critical issues, decisions, or questions that should be addressed at this time. Address the following questions:





Picture of a community with a similar incident.

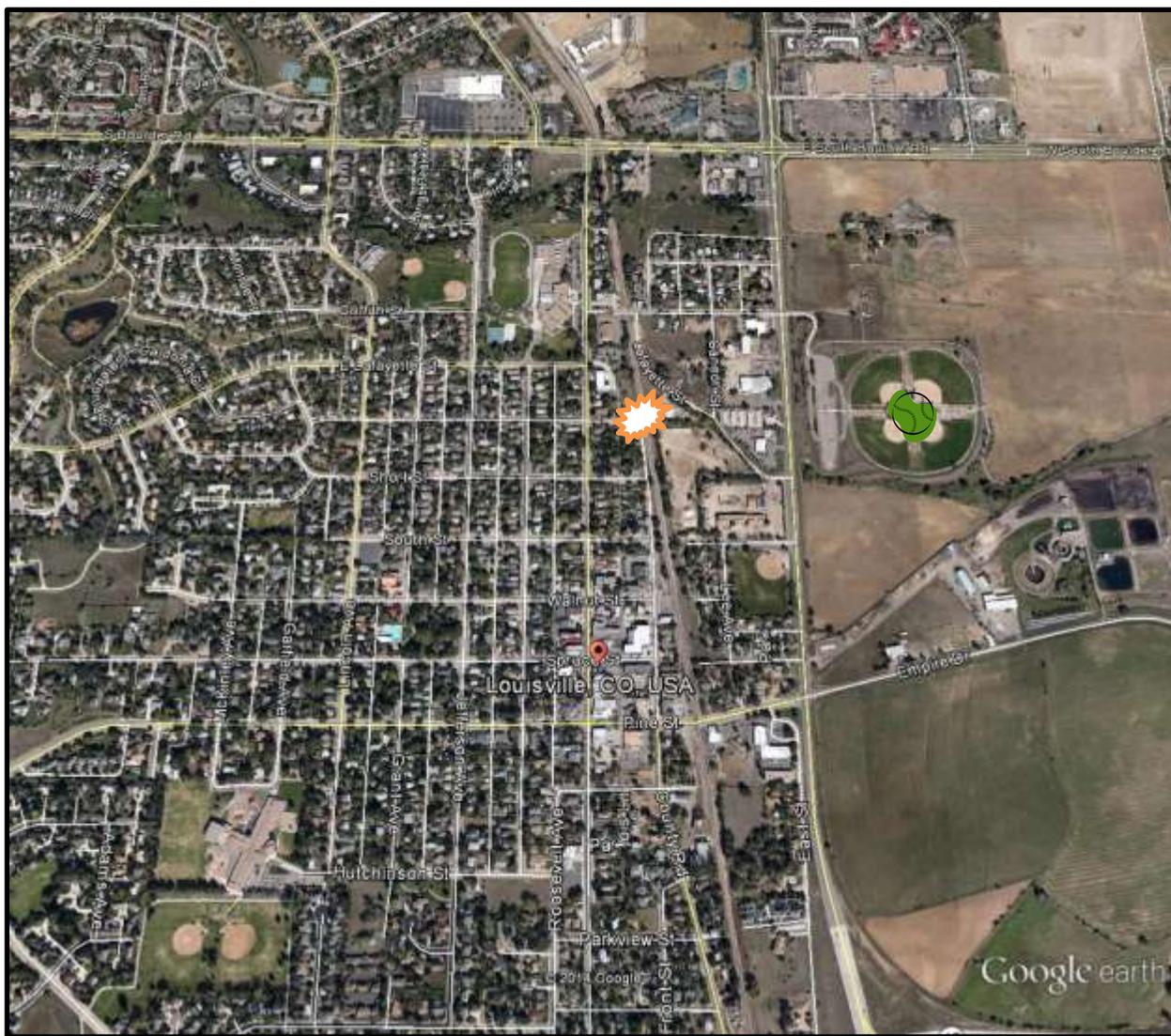
1. Planning –
 - a. Is there an overall Recovery Plan that guides the community through this period?
 - b. Does the plan address local and business Disaster Assistance (community cost assessments and insurance claims – some communities have plans to setup centers to assist the community)?

2. Operational Coordination –
 - a. What process governs the demobilization of resources?
 - b. How have the command, control and coordination structures changed?
 - c. Is this command transition from response to recovery planned for?
 - d. Please use white board to detail the structures and communication flow.

3. Economic Recovery –
 - a. Is a department responsible for monitoring and tracking the administrative aspect of this event to have sufficient documentation for any reimbursements, investigations, or inquiries that may be sought?
 - b. Is the county or local Mitigation Plan updated for the purposes of being eligible for reimbursements from FEMA?
 - c. What is the plan within the city and what department may be responsible for assessing the economic impact and planning to stabilize the community?
 - d. Is the private sector involved in the plans for or process to rebuild economically?
 - e. Is there a city official that monitors the event to prevent or mitigate legal matters to protect the city and/or the citizens?

APPENDIX A: PLAYER HANDOUTS

MAP OF SIGHT IN LOUISVILLE, COLORADO



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City of Louisville

Continuity of Operations Plan

Policy

It is the policy of the City of Louisville to protect life and property. To this end, procedures have been developed to support the resumption of governmental operations and functions in the event of their prolonged disruption. The City of Louisville is committed to supporting service resumption and recovery efforts at alternate facilities, if required.

Continuity of Government (COG) is the principle of establishing defined procedures that allow a government to continue its essential operations in case of catastrophic event. Such an emergency could be any event that results in extraordinary levels of victims, damage, or disruption of services affecting Louisville's population, or government functions.

Continuity of Operations Plan (COOP) establishes guidance to ensure the execution of the mission-essential functions for the City of Louisville if an emergency threatens or incapacitates operations; and the relocation of selected personnel and functions of any essential facilities that require continuous operations. The principles of this COOP include:

- Ensure that the City of Louisville is prepared to respond to emergencies and to recover from them.
- Ensure that the City of Louisville is prepared to provide critical services when the governmental environment is threatened, diminished, or incapacitated.
- Provide a means of information coordination with agencies and levels of government.
- Provide a means of information dissemination with Louisville residents.
- Provide timely direction, control, and coordination by the City of Louisville's leadership before, during, and after an event.
- Facilitate the return to normal operating conditions as soon as practical.
- Ensure that the City of Louisville's COOP is viable, operational and capable of addressing most types of emergencies.
- Ensure that the City of Louisville's essential functions are able to continue with minimal or no disruption during all types of emergencies.
- Establish emergency condition decision guidelines. During regular operations there are resources and time to advance functions through the normal channels, policies and procedures. During emergency conditions the organization may lack the ability to process



some things as usual such as large dollar purchases, contracting for services, use of City facilities for unusual purposes, or mutual-aid agreements.

Applicability and Scope

The provisions of this document apply to the City of Louisville, its facilities and its employees.

Essential Functions

It is important to establish priorities before an emergency to ensure everyone understands priorities and works together towards fulfilling the City's essential functions. These are the functions that are critical to the health and safety of residents, and required for the protection of property and the functions of government that enable them. Any task not deemed mission-essential must be deferred until additional personnel and resources become available.

Relocation of Functions

This document applies to situations that require relocation of mission-essential functions of the City of Louisville as determined by the City Manager. The scope does not apply to temporary disruptions of service during short-term building evacuations or other situations where services are anticipated to be restored in the primary facility within a short period. The City Manager will determine situations that require implementation of the COOP.

Alternate Facilities

An event may require a City facility to be closed or abandoned, and governmental operations be transferred to another site for continuity and continuation. The COOP identifies in advance alternative facilities within Louisville, and, if the event forces wide area displacement, alternate facilities outside of its boundaries.

A. Alternate Facilities' Operations

The alternate facility should have pre-positioned resources to sustain operations for three days without resource support. The alternate facility will require installation of:

- Telephones
- Computers/LAN
- Fax machines
- Copiers
- Furniture
- Setup of the alternate facility may require vendor and resource support to provide the labor and equipment to outfit the facility.

B. Memorandum of Understanding Considerations

The City should have MOUs or pre-arranged contracts with other organizations to provide basic support to the City of Louisville during COOP events.

C. Joint Facility Support Requirement

The COOP Relocation Team (CRT) is responsible for developing a coordinated support plan with the facility manager of the primary alternate facility. At a minimum, the plan will address the following items:

- Receiving, supporting, and relocating personnel at the alternate facility;
- Repositioning supplies and equipment at the alternate facility;

- Adequate logistical support;
- Adequate infrastructure;
- Adequate services;
- Capability of the facility to accept the COOP team and operations;
- Capability of the facility to sustain COOP operations for a minimum of 30 days.

D. Alternate Facility Selection Process

The alternate facilities should be fixed facilities capable of supporting emergency operations in a safe environment. The facility requirements, selection, and occupancy planning should be based on a worst-case scenario. A list cataloging each facility and its capability and capacity will be used to assist in the selection process. The COOP Leader is responsible for maintaining the facility list and ensuring the accuracy of the data.

- The facilities should be located in areas where the ability to initiate, maintain, and terminate operations will not be disrupted.
- The ability to be operational not later than 12 hours after deployment and to sustain operations for up to 30 days.
- Number of personnel per shift required for accomplishing these functions for 30 days or until the emergency ends.
- Minimum amount of space relocated City of Louisville employees need to accomplish their functions under emergency conditions.
- Space allocation as a guideline should allow an average of 100 square feet per person relocated.
- The distance from the threat area to any other facilities/locations, e.g., hazardous materials.
- Facility construction must be such that it is uniquely resistant to natural disaster risk factors, e.g., tornadoes.
- Access to essential resources such as food, water, fuel, medical facilities, and lodging.
- The availability of transportation and parking.
- Power requirements to support the alternate facility.
- Interoperable communications in sufficient quantity, mode, and media to effectively interface with critical customers, including other State, county, and city agencies.
- Availability of existing equipment and furniture in the facility that can be used by the COOP Relocation Team.

Chain of Command

Assume that any major wide area event or a local catastrophic incident will stress the City's ability to deliver services because of the impact on City employees. Most likely some managers and key personnel will be unavailable and there will be high absenteeism resulting in disrupted normal information flow and work orders. Establishing clear emergency chain of commands in advance of the event reduces disorder and personnel clashes.

- Stipulate the lines of succession for City Administration and for each department.



- Discuss and make decisions about any chain of command situations that may cross department and division lines.
- For the COG hierarchy of authority, list each manager's / supervisor's name, title, department, responsibility and contact information.
- Distribute and discuss with department members so that each person understands their department's chain command during an emergency may be different than usual.
- Inform elected officials.
- Update and redistribute regularly.

COOP Activation Scenarios

An essential facility of the City of Louisville is closed or uninhabitable as the result of an event or credible threat of an event.

- The City of Louisville is severely impacted by a widespread utility failure, natural disaster, significant hazardous material incident, civil disturbance, or other event.
- An event causes or is likely to cause high employee absenteeism or the nonattendance of employees responsible for critical operations or essential decision making.

COOP Activation

Incidents could occur with or without warning and during any hour. The City of Louisville's COOP may be executed in response to any event that does or is likely to surpass the capacity of normal operations. Under these circumstances, the process of activation would normally enable the partial, limited, or full activation of the COOP Plan with a complete and orderly alert, notification of personnel, and appropriate responses.

The COOP Leader may activate the COOP Plan to include activation of alternate facilities and the direction of employees to that alternate site.

At the alternate site employees will ensure that the continuation or reestablishment of mission-essential functions until full operations is permanently relocated.

With Warning

It is expected that in most cases the City of Louisville will receive warning of an event that will enable the full execution of the COOP with a complete and orderly alert and deployment of personnel if necessary.

Without Warning

The ability to execute the COOP following an event that occurs with little or no warning will depend on the severity of the emergency and the number of personnel impacted. Activation of the COOP will become more difficult and delayed because of the unavailability of personnel and the loss of leadership.



Regular Office Hours

If an event occurs during regular office hours the COOP may be activated and available personnel will be deployed as directed to support operations for the duration of the emergency. Employees who are not assigned roles may be sent home.

Non-Regular Office Hours

The ability to contact employees at other times is important for ensuring resumption of essential services. Procedures must be in place for contacting off-duty employees.

Disaster Magnitude Classification

Minor Disaster - Any event that is likely to be within the response capabilities of local government and results in only minimal need for county or state assistance.

Major Disaster - Any event that will likely exceed local capabilities and require support from county, state or federal agencies.

Catastrophic Disaster - Any event that requires massive state and federal assistance for responses, recovery and mitigation.

Essential Functions

In planning for COOP activation, it is important to identify priorities before an emergency to ensure the continuation of essential functions that are critical to the overall operation of the City of Louisville. Tasks deemed not essential are deferred until additional personnel and resources become available. Following are the essential functions performed by the City of Louisville in order of priority:

1. Fresh water treatment.
2. Payroll.
3. Law enforcement.
4. .
5. .

Essential Function	Department	Position(s)
Water Treatment	Public Works	2 engineers, 1 bucket tender, 1 supervisor
Payroll	Finance	1 payroll technician, 2 admin assistants
Law Enforcement	Police	All available employees.



Personnel Coordination

Procedures should be in place to address personnel issues that may arise during a major event such as:

- Health, safety, and emotional well-being of employees and their families
- Employee status, pay status and leave issues
- Insurance and special needs
- Temporary employees.

Records and Databases

Vital records and databases identified as critical to supporting the functions of government, both paper and electronic, have been identified and will be maintained, updated, and stored in secure offsite locations. Procedures will also identify how emergency operating records will be made available. Identified below are different categories of vital records:

- Records essential to the continued functioning or reconstitution of Louisville's municipal government during and after an emergency in a secure offsite location:
- Emergency plans and directives
- Orders of succession
- Delegations of authority
- Staff roster
- Staffing assignments
- Records of a policy or procedural nature that provide staff with guidance and information or resources necessary for conducting operations during any emergency and for resuming normal operations
- Vital records critical to carrying out the City's legal and financial functions and activities:
- Financial records
- Contracting and acquisition files
- Property management and inventory records
- Personnel files.

Pre-Positioned Resources

It is encouraged that essential items, such as office supplies and equipment, data, vital records, and other critical resources be pre-positioned at an alternate facility or off-site location to facilitate the transition to alternate operations during COOP emergencies. The pre-positioned resources should be inventoried and regularly maintained by the City's Facility Manager to ensure that there is a clear accounting of exactly what resources are pre-positioned at the alternate facility and will not require relocation during COOP emergencies.

Telecommunications and Information Systems Support

Interoperable communications and the ability for Louisville's staff to communicate are critical during COOP emergencies, as during any other types of emergencies. Access to information systems that are used to accomplish essential functions during normal operations from the primary facility should also be assured at the alternate facility. The connectivity must be in place at the alternate facility and system servers should be backed up on a daily basis at more than one location.

- Wired, cellular and satellite telephones
- Computers
- Radios.



Transportation, Lodging and Food

Policies and procedures should be developed that consider transportation, lodging, and feeding of staff working from the alternate facility. During COOP activations, staff will likely prefer to use their individual vehicles for transportation to the alternate facility; however, in the event that they are not able to do so, an alternate transportation plan should be in place. All of the above can be accomplished by having agreements in place with other agencies or non-profit organizations. Also, have agreements with private vendors to provide support on short notice during emergencies.

Personal and Family Preparedness

All staff should be prepared for and aware of COOP activation procedures. To assure that all employees are prepared for COOP contingencies, training should be a part of the City of Louisville orientation for new staff and should be regularly conducted (at least annually) for existing staff. The training focuses on preparing employees for situations in which they will not be able to work from their primary facility; how to be personally prepared by developing personal emergency supply kits; and by ensuring that their families are prepared for all types of emergencies, including COOP activations.

State of Colorado Continuity of Operation Planning / Continuity of Government

Continuity of Operation Planning

The Governor, through the appointment of a COOP/COG Program Manager, has restated his commitment to ensuring that the State of Colorado is both ready to respond and ready to recover from either a natural or man-made incident.

The aim is to develop COOP plans for all State of Colorado agencies using Federal standards for content per FPC 65. These plans will address identification and prioritization of agency essential functions, succession, delegation of authority, interoperable communications, identification of alternate facilities, identification of vital records and databases, human capital aspects, reconstitution of facilities and the testing, training and exercising of these plans.

Goals and Objectives

The goal of the project is to allow State of Colorado agencies to recover from a natural or man-made incident that impacts the delivery of State functions. It also aims to plan for the safety and well being of State employees through disaster planning for their own families and orderly and proper notification of when and where employees should report to work.

- Provide planning for recovery of State of Colorado functions after a man-made or natural disaster.
- Mission critical functions are prioritized within the State.
- Alternate work locations are available for agencies.
- That staff are trained in activating and operating within a COOP environment
- Establish an on-going maintenance and training regime within each State Agency.
- Project Benefits and Deliverables
- The benefits of Continuity of Operations planning include:-
 - Ability to perform functions that agencies and State government is mandated and expected to perform through times of crisis
 - Provide a safe orderly work environment for agency essential and non-essential personnel.
 - Provide assurance to the community and business that the government is stable and able to provide services and functions as demanded.
 - Staff become aware of the non-availability of everyday services and put in place their own personal capability to be self sufficient during disruptions to power, fuel, telecom, and food supply chains.

Colorado Emergency Management and Homeland Security Statutory Authorities Summarized

Keith Bea
Specialist in American National Government
Government and Finance Division
L. Cheryl Runyon and Kae M. Warnock
Consultants
Government and Finance Division

Summary

Six Colorado statutes address terrorism and emergency management: Colorado Response to Terrorism Act; Office of Preparedness, Security and Fire Safety Act; Office of Anti-Terrorism Planning and Training Act; Division of Fire Safety Act; Office of Emergency Management Act; and Colorado Disaster Emergency Act of 1992. Seven units are assigned the main duties of emergency response. Disaster aid is provided at the governor's direction to state agencies by means of a state facility security fund and a disaster emergency fund. The governor and the disaster emergency council may declare disasters. The statutes require that continuity of government rules and plans be adopted. The Office of Emergency Management provides mutual aid in disasters.

This report is one of a series that profiles the emergency management and homeland security statutory authorities of the 50 states, the District of Columbia, the Commonwealth of the Northern Mariana Islands, the Commonwealth of Puerto Rico, and three territories (American Samoa, Guam, and the U.S. Virgin Islands). Each profile identifies the more significant elements of state statutes, generally as codified. Congressional readers may wish to conduct further searches for related provisions using the Internet link presented in the last section of this report. The National Conference of State Legislatures provided primary research assistance in the development of these profiles under contract to the Congressional Research Service (CRS). Summary information on all of the profiles is presented in CRS Report RL32287. This report will be updated as developments warrant.

Entities with Key Responsibilities

Governor: The governor is responsible for meeting dangers to the state as presented by disasters, serves as commander-in-chief of the militia and other forces, and delegates or assigns command by prior arrangement. The statute does not restrict the governor's authority to issue orders at the time of the disaster emergency (Colo. Rev. Stat. § 21-32- 2 104). The governor may direct state agencies to provide technical assistance and advisory personnel to affected state and local governments. The governor is authorized to provide assistance as deemed appropriate and may compel evacuations, suspend certain commerce, and control traffic to and from a disaster area (Colo. Rev. Stat. § 24-32-2502).

Governor's Disaster Emergency Council: The Council advises the governor and the director of the Office of Emergency Management (Colo. Rev. Stat. §21-32-2104).

Office of Preparedness Security, and Fire Safety: The Office, within the Department of Public Safety, includes two agencies—the division of fire safety and the office of antiterrorism planning and training. The office must create and implement state terrorism preparedness plans, conduct inquiries into the threat of terrorism, respond to the threats, and make recommendations to the governor and the General Assembly. Also, the Office must promulgate necessary rules and cooperate with other federal agencies (Colo. Rev. Stat. §24-33.5-1601 to 1613).

Division of Fire Safety: The division, within the Department of Public Safety, administers the statewide plan to allocate and deploy firefighting resources and administers the uniform statewide reporting system for fires, hazardous materials and emergency medical incidents (Colo. Rev. Stat. § 24-33.5-1201).

Governor's Expert Emergency Epidemic Response Committee: The committee develops a supplement to the state disaster plan that addresses public health responses to bioterrorism and epidemics; it also must cooperate with the Governor's Disaster Emergency Council (Colo. Rev. Stat. §24-32-2104(8)).

Office of Emergency Management: The office prepares and maintains a state disaster plan and takes part in the development and revision of local and interjurisdictional disaster plans, using services of professional and technical experts to assist disaster and planning agencies (Colo. Rev. Stat. § 24-32-2 105).

Colorado Emergency Planning Commission: Created within the Department of Local Affairs, the Commission promulgates rules and regulations and establishes uniform reporting and management of information procedures as required by the federal Emergency Planning and Community Right-to-Know Act (Colo. Rev. Stat. § 24-32- 2603.5).



Preparedness

See Entities with Key Responsibilities - *Office of Preparedness Security, and Fire Safety*

Declaration Procedures

The governor, who is responsible for meeting dangers posed by disasters, may issue executive orders, proclamations, and regulations, and also amend or rescind them, all having the force and effect of the law. The statute created a Governor's Disaster Emergency Council to meet at the call of the governor and advise the governor and the director of the Office of Emergency Management on all declarations of disasters and disaster response and recovery activities. Nothing in the duties of the Council limits the authority of the governor to act without the advice of the Council when disaster threatens. If the governor finds that a disaster has occurred or the threat is imminent, a disaster emergency shall be declared by an executive order or proclamation. Such an order or proclamation activates the response and recovery aspects of emergency plans. A state of disaster emergency must be terminated by the governor, and automatically terminates after 30 days unless renewed by the governor. The General Assembly may also terminate a state of disaster emergency at any time by joint resolution, and the governor must then issue an executive order or proclamation. (Colo. Rev. Stat. §21-32-2104)

Upon the recommendation of the "coordinator of environmental problems" the governor may issue an emergency proclamation and may restrict or limit activities that pose a "significant risk of serious danger" to the public. Such a proclamation is effective for only 15 days, although the effective period may only be extended another 15 days (Colo. Rev. Stat. §24-20-108).

Types of Assistance

The governor may provide emergency assistance by directing state agencies to provide technical assistance and advisory personnel to affected state and local governments. Aid may be provided in the performance of essential community services and the delivery of public information and assistance in health and safety measures, as well as assistance in the distribution of medicine, food and other consumable supplies or emergency assistance. The governor is authorized to provide directives to the Office of Emergency Management to provide temporary housing for disaster victims. The governor is authorized to clear debris and accept federal funds for that purpose, under specified limits. The governor is authorized to provide grants of up to \$5,000 to each individual or family (C.R.S.A. 24-32-2502 to 2506).

Mutual Aid

The Office of Emergency Management must encourage and assist political subdivisions by furnishing mutual aid during disasters. The governor considers whether local disaster plans include adequate provisions for rendering and receiving mutual aid. The governor may require an interjurisdictional agreement to provide mutual aid on a regional basis if political subdivisions have not made adequate provision for mutual aid (Colo. Rev. Stat. § 24-32-2113).

The Emergency Management Assistance Compact is codified (Colo. Rev. Stat. § 24- 60-2902).



Funding

The general assembly directs that grants and other available resources, including federal and private funds and donations, be pursued to defray expenses incurred by the Office of Preparedness, Security, and Fire Safety (Colo. Rev. Stat. § 24-33.5-1607). The statute created a state facility security fund in the state treasury, with moneys appropriated by the general assembly and provided through gifts or donations. Moneys in the fund remain continuously available to the Department of Personnel for disbursement to executive branch agencies (Colo. Rev. Stat. § 24-33.5-1613).

The statute established a disaster emergency fund from moneys appropriated by the general assembly. The statute does not impose limits on the governor's authority to apply for, administer, and expend grants, gifts, or payments in aid of disaster prevention, preparedness, response, or recovery. It is state policy that first recourse is to funds regularly appropriated to state and local agencies (Colo. Rev. Stat. § 24-32-2 106).

Hazard Mitigation

In addition to disaster prevention measures included in state, local and interjurisdictional disaster emergency plans, the governor is authorized to consider ongoing measures to prevent or reduce the harmful consequences of disasters. The governor and the emergency management director are authorized to make recommendations to the general assembly, local governments, and other appropriate entities to facilitate measures for prevention or reduction of harmful disaster consequences (Colo. Rev. Stat. § 24-32-2110).

Continuity of Government Operations

The director of the Office of Preparedness, Security, and Fire Safety is authorized to adopt rules on continuity of state government operations and to provide guidance to state departments and agencies for the development of viable and executable contingency plans for the continuity of operations. The director shall use as guidelines the plans published by the Federal Emergency Management Agency (Colo. Rev. Stat. § 24-3 3.5- 1609).

The state constitution provides for a line of succession to the offices of governor and lieutenant governor (Colo. Constitution, Art. IV, Sec. 13).

The governor may, on extraordinary occasions, convene the legislature in times of emergency or disaster (Colo. Constitution, Art. IV, Sec. 9).

Other

Local disaster emergencies may be declared only by the principal executive officer of a political subdivision (Colo. Rev. Stat. § 24-32-2 109).

The expert epidemic response committee and the state are not liable for claims related to emergency epidemics (Colo. Rev. Stat. §24-32-2111.5).

The director of the Office of Preparedness, Security, and Fire Safety must adopt rules to protect state personnel and property owned or leased by the state, including facilities, buildings,



and grounds. State buildings must remain open to the public unless a state of emergency or an alert has been declared (Colo. Rev. Stat. §24-33.5-1608).

Key Terms

Table 1. Key Emergency Management and Homeland Security Terms Defined in Colorado Statutes, with Citations

Act of Terrorism	Colo. Rev. Stat. §24-33.5-1602
Bioterrorism	Colo. Rev. Stat. §24-32-2103(1)
Disaster	Colo. Rev. Stat. §24-32-2103 (1.5)
Emergency epidemic	Colo. Rev. Stat. §24-32-2103 (1.7)
Search and rescue	Colo. Rev. Stat. §24-32-2103(3)
Anti-terrorism	Colo. Rev. Stat. §24-32-2602
Emergency medical service personnel	Colo. Rev. Stat. § 15-18.6-101 (3)

CONTINUITY OF POLICE OPERATIONS

Police service is considered to be an essential function of government. That is to say, that even in the event of natural disaster, disease, acts of terror or other situations, there is an expectation that police services, while perhaps reduced, modified or redirected, will be available to the public in some fashion.

An agency such as ours, with fewer personnel and less resources than many metropolitan police departments, is prepared to modify its operations in order to continue serving the public.

Rather than develop different plans for every possibility, we have elected to provide everyone in the department philosophical guidelines to help direct decision making or planning that might take place in the absence of the usual structure of command and control. As an aid to such decision making, we have also developed prescriptive actions that may be considered in the furtherance of our police mission during critical times.

Philosophy

Regardless of the severity, the magnitude or the longevity of the exceptional situation, the Police Department's responsibility to serve citizens does not change. We do this because we embrace obstacles and our most rewarding successes are helping those who need us. Do not let the immediate state of affairs blur your mission.

Focus of Resources

Under normal circumstances, our department provides a wide range of services to the public. By way of example, those might include writing reports, investigating crimes, making arrests, conducting vacation checks, extra patrol, etc.

1. Under emergency circumstances our department must focus its resources on only the most important tasks. The philosophical guide for such actions is to be the protection of human life. At a time of serious emergency conditions, the protection of human life will be the primary factor in deciding how police resources are used. Only after the issue of protecting human life has been successfully addressed should resources be considered for other tasks.
2. As a second philosophical consideration under emergency conditions, we must protect assets that are considered essential to public welfare. Such assets might include water and sewage, fire protection, electrical utilities, etc.

Acceptance of Responsibility for Decision Making

Under normal circumstances, our department operates within a framework of designated decision makers and a chain of command. Physical resources, money and organization-wide decisions are controlled at management and supervisory levels.

Under emergency circumstances, each employee must be prepared to assume the responsibility for making decisions and putting plans in action. This responsibility must be borne until the situation changes and permits the transfer of responsibility to someone with more experience, seniority or authority.

Fallibility

Given the appropriate resources, personnel and guidance, we have a high expectation that decisions that are made and actions that are taken will be appropriate and reasonable. Under extraordinary circumstances, we should accept that people confronting unfamiliar situations may make mistakes because of lack of familiarity or experience. Fear of after-action criticism should not prevent employees from acting.

Prescriptive Actions

Altering shift hours or duration –

- Eight-hour, ten-hour or twelve-hour shifts for all or part of the department may provide flexibility in coverage to meet staffing needs. Shift start and ending times may also be altered for situational flexibility. Normal days off may be cancelled or changed. The use of overtime may be necessary to maintain adequate staffing.
- Other than for severe or extreme situations, personnel should not be scheduled to work for more than twelve continuous without at least a six hour break from duty.

Reassignment of personnel

- Police officers are interchangeable. Detectives may be temporarily assigned to patrol duties or a patrol officer assigned to handle investigations. A code enforcement officer may be assigned to handle modified records duties, etc. Supervisors are able to handle normal police duties.

Exclusive use of telephones or computers for routine matters

- While our preference is normally for face-to-face interactions with people, we may need to use telephone service or e-mail for routine tasks.

Closure of the facility to the public

- It may be necessary to close the police building to the public in order to maintain operations. This decision could be made either as a result of our ability to staff the functions that the public uses – records, fingerprints, etc. – or done in order to reduce contagion.

Use of the facility to house employees

- The basement, training room, etc. may be useful for temporary overnight or off-shift housing for employees. Contingencies for food, clean-up and sleeping will need to be made.
- To enable the continuity of police operations, police personnel are authorized to use City purchase cards for food, consumables and non-capital equipment necessary to sustain operations.

Re-prioritization or temporary elimination of routine service calls.

Cancellation of previously approved vacations, training or regular days off will provide additional personnel for regular duty staffing.

Cancellation of non-essential meetings

- Routine meetings may be cancelled until staffing levels return to normal

Suspension of certain functions or services

- A variety of services that we normally provide may be suspended. Those could include people getting copies of reports, fingerprinting services, etc.

Suspension of certain normal responsibilities

- It may be appropriate to maintain staffing levels by electing to not make custodial arrests under some circumstances.
- Except for crimes of violence, taking a person into routine custody may stress staffing because of the necessity of transporting arrested persons to jail.

Buying necessary supplies from retail operations

- In order to maintain operations, or in the event of using the police building to board personnel, it may be necessary to purchase food, water, etc. from different local vendors.

Resources

All employees have access to on-line and paper employee rosters. Notifications, call-ups and call-outs may be done using these.

All sworn employees have access to all vehicles and equipment.

The department may have to request resources from other agencies.

Sec. 2.50.020. - Disaster emergency response powers.

- A. Upon the issuance of the disaster emergency declaration and for as long as said declaration is in effect, the city manager shall have and may exercise any and all emergency powers granted by applicable state law subsequent to issuance of the disaster emergency declaration.
- B. During the course of a declared disaster emergency, 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 an emergency situation exists and that an entry on private property is required in order to protect life or minimize an imminent threat to property.
- C. During the course of a declared disaster emergency, the city manager may, on behalf of the city, enter into reciprocal aid, mutual aid, joint powers agreements, intergovernmental assistance agreements or other contracts or plans with other governmental entities necessary for the protection of life and property. Such agreements may include the furnishing or exchange of supplies, equipment, facilities, personnel and/or services.
- D. During the course of a declared disaster emergency, the city manager may promulgate such regulations as the manager deems necessary, to protect life and property and preserve critical resources. These regulations shall be confirmed at the earliest practical time by the city council, shall be circulated to the public, and shall be disseminated to the news media. These regulations may include, but shall not be limited to powers granted by applicable state law. Specifically, during the course of any declared disaster emergency, the city manager may:
 - 1. Suspend the provisions of this code that prescribe procedures for conduct of city business, if strict compliance would in any way prevent, hinder, or delay necessary action in coping with the emergency.
 - 2. Transfer, reassign or otherwise change the direction, personnel, or functions of city departments for the purpose of performing or facilitating emergency services.
 - 3. Direct and compel evacuation of persons from any stricken or threatened area within the city if the city manager deems this action necessary for the preservation of life or other emergency mitigation, response, or recovery measures.
 - 4. Prescribe routes, modes of transportation, and destinations in connection with evacuation.
 - 5. Control ingress to and egress from a disaster area, the movement of persons within the area, and the occupancy of premises therein.
 - 6. Make provisions for the availability and use of temporary emergency housing.
 - 7. Waive all provisions for competitive bidding and may direct the purchasing agent to purchase necessary supplies in the open market at not more than commercial prices.
 - 8. Prohibit or restrict the movement of vehicles in order to facilitate the work of disaster forces or to facilitate the mass movement of persons from critical areas within or without the city.
 - 9. Declare a public curfew.
 - 10. Cause to be carried out such other measures or regulations as are necessary to preserve public peace, health, and safety.
- E.

During the course of a declared disaster emergency, the city manager is authorized to exercise all powers permitted by city charter and state law to require emergency services of any city officer or employee and command the aid of as many citizens of the city as the manager deems necessary in the execution of the manager's duties. Such persons shall be entitled to all privileges, benefits, and immunities as are provided by state law for civil defense workers.

(Ord. No. 1613-2012, § 1, 4-17-2012)

Sec. 2.50.030. - Compensation.

Compensation for services or private property used by the city in responding to an emergency shall be compensated as specified by contract or as required by state law, subject to the principles and procedures set forth in C.R.S. § 24-32-2111 and Articles 1 to 7 of Title 38 of the Colorado Revised Statutes.

(Ord. No. 1613-2012, § 1, 4-17-2012)

Sec. 2.50.040. - Line of succession.

- A. If the mayor is unable to perform the duties of the mayor set forth in this chapter, then the duties conferred upon the mayor shall be performed in descending order, as follows: by the mayor pro-tem, then by the city council member most senior in length of service, and in the event two or more members have the same seniority, then by the city council member whose last name begins with a letter that is the closest to the beginning of the alphabet. The city manager shall annually publish a list that reflects this line of succession.
- B. The city manager shall, at the start of each calendar year, publish and submit to city council an order of succession of city officials who shall execute the duties and powers described in this chapter for execution by the city manager in the event that the city manager is unavailable to manage a disaster emergency.
- C. In any calendar year in which the city manager fails to publish and submit such list to city council, the line of succession of authority to manage a disaster emergency shall include those occupying the following positions in the following order:
 1. The city manager;
 2. The deputy city manager;
 3. The police chief;
 4. The director of public works;
 5. The finance director; or
 6. In the event none of the above noted people are available to serve, the next highest ranking person within each of the various departments, in the line of succession as indicated above, shall serve.
- D. However, the succession of authority provided in this section shall always be subject to the power of the city council to determine, by appropriate motion, that the mayor shall take responsibility for the management of a disaster emergency.

(Ord. No. 1613-2012, § 1, 4-17-2012)

Sec. 2.50.050. - Conflicting ordinances, orders, rules and regulations suspended.

Any ordinances, orders, rules or regulations promulgated during a declared disaster emergency shall take precedence over existing ordinances, order, rules and regulations if a conflict arises.

(Ord. No. 1613-2012, § 1, 4-17-2012)

Sec. 2.50.060. - Violation of regulations.

It shall be unlawful for any person to violate any of the provisions of this chapter or of the ordinances, orders, rules or regulations issued pursuant to the authority contained in this chapter, or to willfully obstruct, hinder or delay any person in the exercise of any duty or authority pursuant to the provisions of this chapter. Police, code enforcement and such other law enforcement and peace officers as may be authorized by the city manager shall be authorized to enforce the ordinances, orders, rules and regulations made or issued pursuant to this chapter.

(Ord. No. 1613-2012, § 1, 4-17-2012)

Sec. 2.50.070. - Penalty.

Any person convicted of a violation of any section of this chapter or of any ordinance, order, rule or regulation issued pursuant to the authority contained herein shall be punished by a fine or by imprisonment or by both such fine and imprisonment pursuant to the provisions in section 1.28.010 of this Code.

(Ord. No. 1613-2012, § 1, 4-17-2012)

Sec. 2.50.080. - Applicability of state law.

The Colorado Disaster Emergency Act of 1992, as amended, shall govern the implementation of the duties, powers, immunities and other provisions set forth in this chapter to the extent applicable.

(Ord. No. 1613-2012, § 1, 4-17-2012)