



CITY OF CENTENNIAL  
EMERGENCY OPERATIONS PLAN

2016

With Approval of:  
Arapahoe County Sheriff's Office

In Accordance with Section 6 of the Intergovernmental Agreement between Arapahoe County  
and the City of Centennial to Provide Law Enforcement and Public Safety Services

## PROMULGATION DOCUMENT

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

This plan is intended to provide City of Centennial officials and critical stakeholders with a basis for the coordinated management of disaster incidents in order to preserve life, property and natural resources, and to minimize the impacts of the disaster on the community in order to resume daily City operations and community conditions as quickly as possible.

The City of Centennial is responsible for developing and maintaining up-to-date internal standard operating procedures, training and exercise plans, and plan maintenance procedures in order to support the overall EOP. The coordination and integration of emergency plans and procedures is an ongoing process that should be collectively promoted by convening inter-agency meetings, formulating mutual aid agreements and by conducting or participating in multi-agency and inter-jurisdictional emergency exercises.

X   
\_\_\_\_\_  
John Danielson  
City Manager

X   
\_\_\_\_\_  
David Walcher  
Arapahoe County Sheriff

## **APPROVAL AND IMPLEMENTATION**

The purpose of the ***City of Centennial Emergency Operations Plan*** (EOP) is to provide general guidelines and principles for planning, managing and coordinating the overall response and recovery activities of City of Centennial departments before, during and after major planned events, emergencies, or disaster events.

The EOP applies to all areas of the City of Centennial and areas that have agreements with City of Centennial (hereafter referred to as the City), as applicable.

The 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 of Centennial'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.

This document utilizes the all-hazards preparedness and planning approach, which is consistent with federal guidelines including NIMS, the National Response Framework (NRF), the National Preparedness Goal, and the Core Capabilities List. As such, the EOP recognizes that while all disaster situations are unique, key response and recovery activities and planning elements are consistent.

The plan is organized into four parts:

1. **Basic Plan:** This section introduces the general emergency planning concept, outlines standard or commonly accepted department responsibilities at a City level, and identifies legal authorities and references. The EOP is considered a public document, though it may have information redacted prior to public distribution.
2. **Incident Appendices:** Hazard-specific information relating to the unique responsibilities and resource requirements of the types of disasters most likely to be faced in the City of Centennial are collected in these documents. Hazard-specific information is based on the Arapahoe County All-Hazards Mitigation Plan.
3. **Emergency Support Function (ESF) Annexes:** Each Annex contains a general description of the function, the major response and recovery responsibilities of the function, and identifies primary and support agencies. Lead agencies may identify other planning efforts or procedures that assist in the execution of the ESF. These documents may fall under different rules or requirements for public availability.
4. **Annexes:** These documents provide specific information or tools such as maps, sample or actual contracts and agreements, phone lists, specialized city programs, ICS guidelines, or diagrams. Tabs serve to augment the EOP; due to the sensitive nature of their content, they are not considered public documents. This section is updated more frequently than the rest of the plan to reflect changes in best practices and standard operating procedures.

The statutory responsibility for the management of an emergency or disaster in Colorado rests with the duly elected leadership of each jurisdiction. For events requiring decisions about the commitment of resources beyond those normally available for City emergency response, the following line of succession will be observed, based on the availability of the senior ranking public official:

1. Centennial City Council
2. Arapahoe County Sheriff

For the City of Centennial, pursuant to § 2-2-130 of the Municipal Code, the City Manager has the authority to declare a local disaster, which may initiate City emergency operations, which may range from deploying additional resources to activating the Arapahoe County EOC.

The Arapahoe County Sheriff's Office is the contracted emergency manager for the City of Centennial. With this dynamic, the County's disaster authority is important to understand as well. In Arapahoe County, the Board of County Commissioners has delegated statutory responsibility of the Director, Deputy Director and Coordinator of Arapahoe County Emergency Operations and Disaster Agency to the Arapahoe County Sheriff.

All changes to the document shall be noted in the Record of Changes document, which shall be a continuous record from all versions of the plan beginning with Version 1.0

This plan is approved and implemented effective upon adoption by administrative directive by the City Manager in August 2016 by Administrative Directive No. 2016-CM-AD-02, which approves the Emergency Operation Plan for a period of five (5) years from the effective date.



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## **RECORD OF DISTRIBUTION**

This record serves as official documentation for the distribution of this planning document, in part or in whole, to critical stakeholders. The record is maintained in its entirety and carries over between various versions of the planning document. Changes to the document noted in the Record of Changes should be distributed to relevant parties and tracked in this section as well.

<b>Date</b>	<b>Name/Title</b>	<b>Agency</b>	<b>Distribution</b>	<b>Signature</b>
MM/DD/YY	John Smith, Title	City of Centennial	Entire Plan Document, Version 1.0 (electronic)	
	John Danielson, City Manager	City of Centennial	Entire Plan (electronic)	
	Elisha Thomas, Deputy City Manager	City of Centennial	Entire Plan (electronic)	
	Andy Firestine, Assistant City Manager	City of Centennial	Entire Plan (electronic)	
	Dawn Priday, Finance Director	City of Centennial	Entire Plan (electronic)	
	Sheri Chadwick, Communications Director	City of Centennial	Entire Plan (electronic)	
	Travis Greiman, Public Works Director	City of Centennial	Entire Plan (electronic)	
	Paula Gibson, Human Resources Director	City of Centennial	Entire Plan (electronic)	
	Scott Blumenreich, Chief Innovation Officer	City of Centennial	Entire Plan (electronic)	
	Robert Widner, City Attorney	City of Centennial	Entire Plan (electronic)	
	Barbara Setterlind, City Clerk	City of Centennial	Entire Plan (electronic)	
	Cathy Noon, Mayor	City of Centennial	Entire Plan (electronic)	
	CJ Whelan, Mayor Pro Tem	City of Centennial	Entire Plan (electronic)	
	Candace Moon, Council Member	City of Centennial	Entire Plan (electronic)	



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## **GLOSSARY**

**Area Command (AC)**: An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned.

**Branch**: The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and the division or group in Operations Section, and between the section and units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

**Chain of Command**: A series of command, control, executive, or management positions in hierarchical order of authority.

**Command Group**: That portion of the Emergency Operations Staff organization charged with the strategy of directing and/or controlling resources by virtue of explicit legal, agency or delegated authority. The six major functional areas of the Command Group include Command, Operations, Planning, Logistics, Administration/Finance and Safety. The Command Group is supported directly by the Command Staff who include the Public Information Officer and the Emergency Services Coordinator. The Command Group receives policy direction from the Executive Group.

**Department Operations Center**: A smaller or discipline-specific facility which supports the Emergency Operations Center (EOC). This can be used in all levels of an emergency.

**Emergency**: A situation arising with or without warning, causing or threatening death, injury or disruption to normal life for numbers of people in excess of those which can be dealt with by the public services operating under normal conditions, and which requires special mobilization and organization of those forces.

**Emergency Alert System (EAS)**: A communications system that enables the President, federal, state and local officials to rapidly disseminate emergency information over commercial AM and FM radio bands as well as National Weather Service weather radios.

**Emergency Operations Center (EOC)**: A central facility from which key officials can gather information, make decisions, and coordinate response and recovery efforts. The EOC is located at the Arapahoe County Sheriff's Office.

**Emergency Operations Plan (EOP)**: Multi-hazard, functional plan that treats emergency management activities generally, with the unique aspects of individual disasters contained in hazard-specific annexes. It describes the emergency organization and the means of coordination with other entities. It assigns functional responsibilities and details tasks to be carried out as accurately as permitted by the situation.

**Emergency Procurement**: The need for the immediate purchase of materials, services or construction that cannot be met through normal procurement methods, the lack of which seriously threatens public health or safety, the preservation of property or the functioning of government.

**Emergency Response Plan (ERP)**: A document created to provide direction for internal response to a disaster or emergency

Emergency Support Functions (ESFs): These annexes outline specific primary and secondary disaster responsibilities assigned to specific organizations

Federal Emergency Management Agency (FEMA): The central point of contact within the federal government for a wide range of emergency management activities, both in peacetime and wartime. Its roles include coordinating government activities, providing planning assistance, advising various agencies and delivering training.

Hazardous Materials: Substances or materials, which because of their chemical, physical, or biological nature pose a potential risk to life, health, or property if they are released. Explosive substances, flammable or combustible substances, poison, and radioactive materials are all classified as hazardous materials.

Homeland Security Presidential Directive 5 (HSPD 5): Management of Domestic Incidents, February 28, 2003, is intended to enhance the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system. In HSPD-5 the President designates the Secretary of Homeland Security as the Principal Federal Officer (PFO) for domestic incident management and empowers the Secretary to coordinate Federal resources used in response to or recovery from terrorist attacks, major disasters, or other emergencies in specific cases.

Incident Action Plan (IAP): An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Commander (IC): The individual who is responsible for management of the tactical field operations of all involved departments and supporting agencies/organizations at or near the scene of an emergency. The Incident Commander functions from the Command Post.

Incident Command System (ICS): A nationally recognized system of managing small to large-scale events through the systematic development of a complete, functional organization. The system uses common terminology; is modular in nature; and has a unified command structure, manageable span of control, consolidated action plans, comprehensive resource management and integrated communications.

Joint Information Center (JIC): A facility organized to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

Joint Field Office (JFO): A temporary Federal facility established locally to provide a central point for Federal, State, local, and tribal executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate protection, prevention, preparedness, response, and recovery actions. The JFO will combine the traditional functions of the Joint Operations Center, the FEMA Disaster Field Office, and the Joint Information Center within a single Federal facility.

National Incident Management System (NIMS): A comprehensive management by objective approach to incident management. It includes response, training and exercises to improve the ability to manage an emergency or disaster.

National Response Framework (NRF): A framework mandated by HSPD-5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one unified, all-discipline, and all-hazard approach to domestic incident management.

Standard Operating Procedure (SOP): Generally a checklist or set of instructions, having the force of a directive, which lends itself to a definite or standardized procedure without loss of effectiveness.

State of Emergency: The duly proclaimed existence of conditions of disaster or extreme peril to the safety of persons or property in the state which are or are likely to be beyond the control of the services, personnel, equipment, or facilities of any single county, city or town, and which requires the combined efforts of the state and the political subdivision.

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

## **ACRONYMS**

- AC – Area Command
- ACEOC – Arapahoe County Emergency Operations Center
- COOP – Continuity of Operations Plan
- COVOAD – Colorado Volunteer Organizations Active in Disaster
- DOC – Department Operations Center
- EAS - Emergency Alert System
- EOC – Emergency Operations Center
- EOP – Emergency Operations Plan
- ERP – Emergency Response Plan
- ESF - Emergency Support Function
- FEMA – Federal Emergency Management Agency
- HMP – Hazard Mitigation Plan
- HSPD-5 - Homeland Security Presidential Directive 5
- IAP - Incident Action Plan
- IC- Incident Commander
- ICP – Incident Command Post
- ICS – Incident Command System
- IGA – Inter-Governmental Agreements
- JFO - Joint Field Office
- JIC – Joint Information Center
- MAA – Mutual Aid Agreement
- MOA – Memorandums of Agreement
- MOU – Memorandums of Understanding
- NIMS – National Incident Management System
- NRF – National Response Framework
- PIO - Public Information Officer
- SOP - Standard Operation Procedure
- UC - Unified Command

## **PURPOSE, SCOPE, SITUATIONS, AND ASSUMPTIONS**

### **PURPOSE**

The purpose of the *City of Centennial Emergency Operations Plan* (EOP) is to provide general guidelines and principles for planning, managing and coordinating the overall response and recovery activities of the City of Centennial before, during and after major events.

The overall goal of this plan is to coordinate the roles, resources and responsibilities of City departments and other stakeholders to ensure a rapid, flexible response to any disaster, critical incident, or planned event in City of Centennial. To facilitate this goal, the EOP utilizes the all-hazards preparedness and planning approach, which is consistent with federal guidelines including the [National Incident Management System \(NIMS\)](#), the [National Response Framework \(NRF\)](#), the [National Preparedness Goal](#) and the [Core Capabilities List](#).

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 City of Centennial. The 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'. Appropriate procedural documents are referenced as needed.

## **SCOPE**

This EOP outlines broad responsibilities for government and non-profit organizations that conduct mitigation, prevention, preparedness, protection, response, and recovery operations. This plan is not intended for use in the response or recovery of incidents which are considered part of the daily operating procedures. Rather, the EOP is designed to achieve integrated, City-wide coordination of emergency management activities among all departments and with outside agencies.

The EOP applies to all incidents or events within the geographic boundaries of the City of Centennial. The EOP embraces the concept of scalability, and therefore may be expanded or contracted to suit any size, scope, scale or magnitude of events.

By contract, the Arapahoe County Sheriff's Office is responsible for managing emergency response operations in the City of Centennial, when appropriate. The Organization and Assignment of Responsibilities section in this document provides further detail.

## **SITUATION OVERVIEW**

The City of Centennial was incorporated from portions of unincorporated Arapahoe County, CO in 2001. Located entirely within Arapahoe County, and forming part of the Denver metropolitan area, Centennial was formed February 7, 2001 (the day after its first city officials were elected). The citizens of the formerly unincorporated portion of Arapahoe County had voted to incorporate on September 12, 2000, choosing Centennial as the official name during the vote. Incorporation was approved by 77 percent of the voters, and the 100,000+ person population of the area made it the largest incorporation in U.S. history at the time.

The City of Centennial is located in the southern region of the Denver Metropolitan Area. The City shares boundaries with the cities of Littleton, Greenwood Village, Aurora, Lone Tree, Town of Foxfield and unincorporated areas of Arapahoe and Douglas counties. The City's current incorporated area is more than 29 square miles.

Transportation infrastructure is a key asset for the community, with connectivity via Interstate 25, Arapahoe Road (State Highway 88), Parker Road (State Highway 83), University Boulevard (State Highway 177), and the light rail stations at Arapahoe at Village Center and Dry Creek.

## **Hazard and Threat Analysis Summary**

The City was included in the 2009-2010 update of the Regional Hazard Mitigation Plan (HMP) under the Denver Regional Council of Governments (DRCOG) planning process, which was approved in 2011. In 2014, Arapahoe County, with participation from the City, began the process of overhauling its Multi-Hazard Mitigation Plan with the help of Michael Baker Corporation. The 2015-2020 Arapahoe County Hazard Mitigation Plan (HMP) builds upon the initial HMP and expands on relevant sections that will likely affect Arapahoe County. The plan has been approved by Federal Emergency Management Agency (FEMA) and follows the guidelines put forth by the [Emergency Management Accreditation Program \(EMAP\)](#). This plan contains a detailed hazard analysis of Arapahoe County and should be referenced for specific details.

In general, the City is most vulnerable to the natural hazards of: severe winter storms, severe summer storms (including lightning, hail, and tornadoes), extreme temperatures, wildfires and drought. Technological hazards such as 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 and civil disturbances are possible, but are generally considered to be low risk. When intelligence is available that the risk has increased, the City, in conjunction with the Arapahoe County Sheriff's Office, responds with an appropriate shift in mitigation activities and awareness.

## **Mitigation Overview**

As with the Hazard Analysis Summary, this section is specifically detailed in the Hazard Vulnerability Summary by Jurisdiction in Arapahoe County's Multi-Hazard Mitigation Plan. The HMP should be referenced for a detailed explanation of mitigation projects, processes, progress, and future efforts. Public education efforts, ongoing training and drilling of staff members at the City level, and general increased awareness are all effective daily mitigation applications in the City.

Neighboring jurisdictions, such as the City of Aurora and City of Englewood, use emergency alert sirens for natural hazard events such as tornadoes, but these sirens are operated autonomously from city mitigation and warning projects. While the City does not have its own alert sirens, it does utilize Arapahoe County's Citizen Alert program, which is housed within the Sheriff's Office. Landline phones in Arapahoe County are automatically registered and will receive emergency

notifications. Citizens without landlines or any citizens who want to register to receive notifications via alternate devices (cell phone, text message or email) may register [online](#).

## 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. Assumptions that are both obvious and reasonable are not included here, but are implied in the creation of the document.

1. The guidelines and concepts of the [Comprehensive Preparedness Guide 101 Version 2.0 \(CPG 101\)](#) have been applied throughout the development of this document.
2. The City of Centennial is 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 to employees.
3. Pursuant the Intergovernmental Agreement between Arapahoe County and the City to Provide Law Enforcement and Public Safety Services, the Arapahoe County Sheriff is designated as the Emergency Manager for the City of Centennial.
4. The City of Centennial City Manager's Office is responsible for ensuring the plan is regularly updated, practiced and revised as outlined in the Plan Development and Maintenance portion of this document.
5. The [National Incident Management System \(NIMS\)](#) and [National Response Framework \(NRF\)](#) are the adopted methods and organizational structures for managing emergency response operations in the City. In larger incidents, the Incident Command System (ICS) structure will be extended and supported by activation of the Arapahoe County Emergency Operations Center (ACEOC).
6. Response and recovery efforts will apply the principles within the Incident Command System (ICS), the National Incident Management System (NIMS) and the National Response Framework (NRF).
7. 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).

## **CONCEPT OF OPERATIONS**

The Concept of Operations (CONOPS) section explains the City's intended approach to address all-hazards events. The information presented here is scalable, flexible, and general, and as such it applies to plausible emergency, disaster or catastrophic events in the City. The CONOPS section does not include specific procedures. This section addresses the integration of the City into the larger disaster response picture. The City will be responsible as the lead agency for those incidents in Centennial's jurisdiction. As the City's contracted emergency manager, the Arapahoe County Sheriff's Office may serve as a supporting or lead agency if the scope of an incident expands beyond Centennial's ability to respond, or if assistance is requested by the City.

All incidents will be organized using the NIMS, including the use of the Incident Command System (ICS). This includes activities that occur at the incident scene (command activities) and those that occur elsewhere in the City (coordination activities) as well as preparation efforts. The management of 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 may request to open the Arapahoe County Emergency Operations Center (ACEOC) and provide support to the ICP.

When the City is the lead agency, 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. When the City is a support agency, personnel will integrate into the existing ICS structure. During complex responses, the IC may be replaced with a Unified Command (UC). If there are multiple events that require multiple resources, an Area Command (AC) may be established. These organizational concepts are addressed in the Organization and Assignment of Responsibilities section.

When the City is not the lead agency, dissemination of information will come from the Sheriff's Office. Based on the assessment of emergency conditions by the designated command structure, the City Manager and/or City Council may be notified and advised of the situation. If necessary, the City Council and other identified leadership personnel will comprise the Policy Group, which may be co-located with the EOC or another appropriate venue. The location of municipal leadership will depend on the type of command in place and the incident type (see below).

For all events when the City is the lead and the City does not require additional assistance, the City will oversee and coordinate the demobilization of the event, coordinate the process for financial documentation, and begin the process for reimbursement for all City assets that were part of the response and recovery process. For events in which the City is a supporting agency, ACSO will likely be the lead agency, depending on the incident. In those cases, Centennial 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 key personnel as part of the demobilization and recovery process.

### **Mutual Aid**

Emergency response agencies in Arapahoe County request resources through mutual aid agreements, which are usually discipline-specific. All local governments and special districts within Arapahoe County are generally responsible for coordinating with one another and for determining the provision of mutual aid within their capabilities and according to established written agreements. Various types of aid agreements include Mutual Aid Agreements (MAA), Memorandums of Agreement (MOA) and Memorandums of Understanding (MOU). In addition, jurisdictions or special districts may enter into Inter-Governmental Agreements (IGA).

Resource requests should be declared to and coordinated through the ACEOC depending on the incident, and be documented on the appropriate ICS form. (Copies of current ICS forms are located in the [WebEOC system](#).) In some instances, use of statewide resource databases will be required. Original aid documents are on file with each of the participating agencies. Mutual Aid arrangements are addressed in the incident appendices when appropriate.

### **Activation of Operations Centers**

In the event an incident in the City occurs which requires the opening of a Department Operations Center (DOC), the City would establish a location within the Civic Center to operate. A DOC is a smaller-scale version of an EOC. This may be useful as a supplemental, remote operations center, or for use before an incident reaches the level of ACEOC activation.

The ACEOC is the facility designated as a central location for coordinating emergency management activities in support of incident command forces in the field. The ACEOC, in most situations, is staffed by Arapahoe County department officials, with authority to direct the use of County resources, and responding representatives from cooperating agencies and jurisdictions, including volunteer and private organizations. If City personnel are unable to fulfill roles in an emergency, the City may designate certain roles to be filled by County staff.

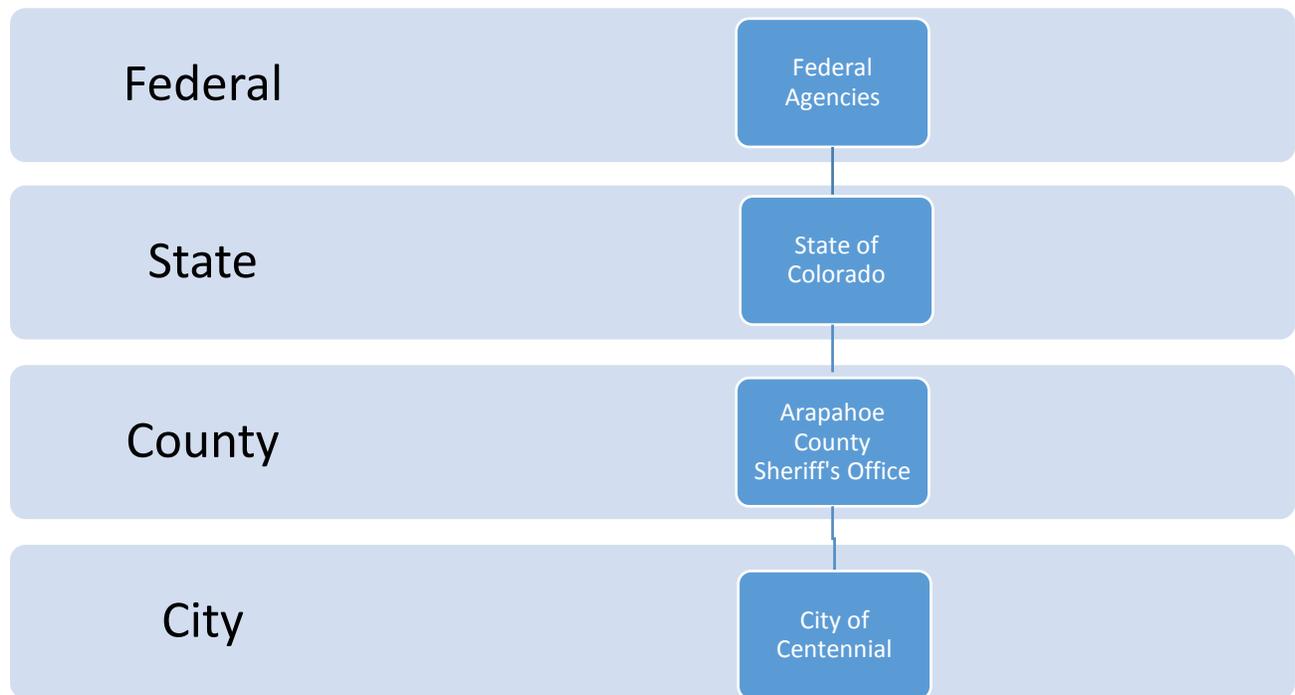
Representatives of the City of Centennial may staff the ACEOC, depending on the size and the scope of the incident. While in the ACEOC, personnel coordinate intergovernmental and supplemental assistance, gather and document disaster information, perform damage assessment activities, and facilitate demobilization and recovery operations.

Additional information regarding the EOC is located in the [Organization and Assignment of Responsibilities](#) Section.

## Intergovernmental Relationships

Figure 1 illustrates the relationship between all levels of government. In accordance with [HSPD 5](#), the directive which established NIMS, incidents are handled at the lowest level possible. Requests for mutual aid or additional assistance from the state or Federal Government is only requested when local resources are exhausted. The City of Centennial will request help from the Arapahoe County Sheriff's Office once its resources are exhausted or the incident expands beyond its scope. From there, if ACSO needs additional assistance, it will request it from the State of Colorado, and the State will request additional support from Federal Agencies. For simplicity, Figure 1 only illustrates the relationship the Arapahoe County Sheriff's Office has with the City of Centennial. This plan recognizes that single jurisdictions within counties are also significant mutual aid resources, and that jurisdictions and municipalities may request or respond to aid agreements without involving their county entities.

**Figure 1. Intergovernmental Relationship Flow Chart for City of Centennial**



## Incident Types

The severity of an incident dictates the level or degree of emergency response required and facilitates the activation of the Centennial DOC or the ACEOC. 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 both the City and Arapahoe County are consistent with the typing found in ICS guidelines, though they have been slightly expanded to reflect specific City and County considerations. The Incident Types are located in Table 1.

**Table 1: Incident Types**

<b>Incident Type</b>	<b>Description</b>	<b>ICP &amp; EOC Activations</b>	<b>Examples</b>
Type 5	Single incident and no activation of command or general staff.	No formal ICP required, no EOC activation	Daily activities by emergency personnel
Type 4	Single incident requiring several different resources for mitigation, but typically limited to a single operational period. The command and general staff functions are activated as needed.	ICP may be small scale, DOC may be activated, EOC may be partially activated	Arapahoe High School Shooting 2013, Hazardous Materials or Bomb Squad calls
Type 3	Single or multiple incidents requiring multiple resources and may extend into multiple operational periods. Some or all of the command and general staff are usually activated, and division/group supervisors and/or unit leader level positions may be required.	ICP often required, DOC may be activated, EOC may be partially or fully activated and for a few operational periods	Christmas Blizzards of 2006, Arapahoe County 2013 Floods
Type 2	A disaster which exceeds local resources and may exceed regional resources, requiring state-level assistance and often goes into multiple operational periods. Most or all of the command and general Staff positions are filled. Typically, operational personnel do not exceed 200 per operational period and the incident personnel (in the field) does not exceed 500, although this may vary.	Sophisticated ICP and on-site staging required, DOC may be activated, EOC fully activated for prolonged staffing periods	Holly Tornado 2007, Hayman Fire 2002, Windsor Tornado 2008, Black Forest Fire 2013, Waldo Canyon Fire 2012
Type 1	The most complex type of incident, which requires federal resources for incident management. Local agencies may require additional staff for office administrative and support functions. If Arapahoe County is not directly affected, the emergency management team may be activated in support of other jurisdictions, including state governments.	ICP at most sophisticated set up, DOC may be activated, EOC fully activated and staffed for extended periods	Democratic National Convention 2008, Hurricane Ike 2009

# **ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

This section establishes the general organizational structure for incident response and outlines essential functions and responsibilities for the City of Centennial and Arapahoe County Departments, as well as additional agencies and stakeholders. All departments, contractors and organizations with responsibilities identified in this section of the plan are responsible for understanding their role during an emergency and being prepared to respond to an emergency event.

## **ORGANIZATION**

As the City’s emergency manager, the Arapahoe County Sheriff’s Office responds to disasters using the tenets of ICS. The response is divided between the on-scene response (tactical and operational) efforts and the off-scene coordination (strategic) efforts. In all cases, chain of command, span of control and ICS organization principles are utilized. Major areas or capabilities that may impact emergency operations are divided into Emergency Support Functions (ESF), which identify lead and support agencies for each function. This assists in streamlining the assignment of responsibilities.

### **On-Scene Incident Management**

At the scene of an incident, the County utilizes the Incident Command System to guide the organization of response agencies and the execution of tactical priorities. These guidelines are consistent with the most current ICS protocols issued by the FEMA.

ICS is a flexible management command structure based on “best practices” for safely directing all emergency response activities at the scene of an emergency during life-threatening situations, and is particularly helpful during events that extend beyond routine, single-agency responses. 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. Incident operations are typically directed from the on-scene ICP, including emergency personnel communications, incident planning, public information, resource management and unified command. If the event exceeds the capabilities of the ICP, the IC may request the activation of all or part of the ACEOC to assist the City. More complicated response events may evolve into a Unified UC or an AC, depending on the situation. Table 2 describes the relationship of the three command options, and Figures 1 – 3 illustrate examples of the three types of command.

**Table 2. ICS Command Options**

<b>Type of Command</b>	<b>Scenario</b>	<b>Example</b>
Incident Command	Single Resource/Jurisdiction, Single Event	Small hazardous materials incident
Unified Command	Multiple Resources/Jurisdictions, Single Event	Low intensity tornado
Area Command	Multiple Resources/Jurisdictions, Multiple Events	Large wildland fire

Figure 1. Incident Command

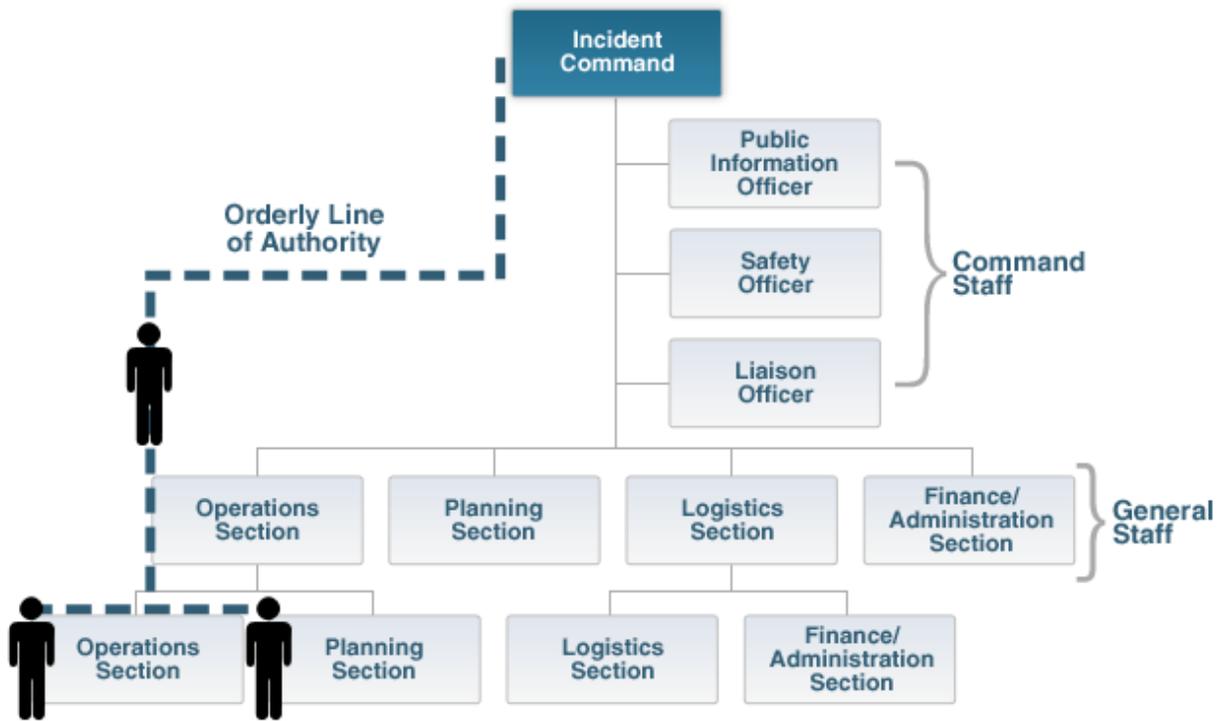


Figure 2. Unified Command



Figure 4. Area Command



## **ASSIGNMENT OF RESPONSIBILITIES**

The City EOP utilizes the Emergency Support Function (ESF) model for planning and preparedness activity. This is a brief overview of the major departments, sections and stakeholders that have responsibilities in the overall disaster response picture. This is not a comprehensive or exhaustive list. By the nature of the City's contract service design, many services provided by the City are under a contractual obligation to fulfill their duties, even during an emergency. The contracts which describe these relationships can be found in the Authorities and References section under Local Authorities.

Additionally, due to the City's unique design, and due to the legal authorities in the region, there are also certain support functions which are outside of the City's purview. These functions are either supplemented by Arapahoe County, or by a separate agency.

### ESFs which may include City Involvement

- ESF 1 – Transportation
- ESF 2 – Communications
- ESF 3 – Public Works and Engineering
- ESF 5 – Emergency Management
- ESF 7 – Logistics
- ESF 12 – Energy Annex
- ESF 14 – Long-term Community Recovery
- ESF 15 – External Affairs

### ESFs fulfilled by other agencies

- ESF 4 – Firefighting
- ESF 6 – Mass Care
- ESF 8 – Public Health
- ESF 8b – Fatalities Management
- ESF 8c – Public Mental Health Service
- ESF 9a – Urban Search and Rescue
- ESF 10 – Hazardous Materials
- ESF 11 – Agriculture and Natural Resources
- ESF 13 – Public Safety and Security

More information on all of the ESFs can be found in the ESF annex. Please refer to the appropriate ESF for more detail on each area of responsibility and more detailed descriptions of those positions, as well as conceptual overviews for the responsibilities of each ESF.

Because of the unique relationship between the City and the County, with the Arapahoe County Sheriff's Office serving as the City's emergency manager, it is helpful to understand the roles of both agencies. This is a brief overview of the major departments, sections and stakeholders that may have responsibilities in the response and recovery elements for the City of Centennial, Arapahoe County and additional stakeholders. Many of the agencies also have responsibilities to emergency response and recovery beyond the City of Centennial.

Individual agencies should develop individual emergency response and operations plans that include the considerations listed in this document.

## **City of Centennial**

### **Animal Services (Humane Society of the Pikes Peak Region)**

- Assist in the establishment of locations for temporary shelters for pets, animals, and livestock.
- Assist and recommend the establishment of measures for animal control, including the coordination of animal relief measures, the assurance of their care, and the search for their owners.

### **Building Services (SAFEbuilt)**

- Provision of 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).
- Participation with other departmental representatives on damage assessment team at EOC and on local/state field damage survey teams.

### **City Attorney (Widner & Juran)**

- Provision of legal counsel and assistance to City Council and to other City officials before, during and after disaster and emergency incidents in Centennial.
- Preparation of legal documents (disaster declarations, curfews, and price controls).

### **City Clerk (City)**

- Provide assistance related to records/information management.
- Serve as a liaison to the EOC as requested.
- Staff and record official minutes of meetings.

### **City Council (City)**

- Approval and commitment of City resources and funds for disaster or emergency purposes in excess of the City Manager's authority identified in Centennial Municipal Code Section 2-2-130.
- Approval of local disaster extensions past seven (7) days by resolution.
- Upon recommendation from the City Manager, issuance of formal requests to the Governor's Office (through Colorado OEM) for the declaration of a State emergency for the purposes of obtaining State and/or Federal assistance.
- Convene (if necessary) for any action or briefing.
- Monitor situation through updates from City Manager or Executive Staff.

### **City Manager (City)**

- Declaration of a local disaster for up to seven (7) days.
- Determine operational status of City offices.
- Provide regular updates to City Council.

- Issuance of directives to City departments and personnel regarding changes in normal duties/work schedules, temporary reassignments, and employment of temporary workers, as needed.
- Intergovernmental liaison and initiation of formal requests for outside assistance from other local jurisdictions, including coordination of emergency efforts with Arapahoe County Emergency Management Director (furnish representative to Arapahoe County EOC, when possible, even if Municipal EOC is activated).
- Issuance of official orders regarding population protection or temporary social restrictions, such as evacuation orders, establishment of curfews, and enactment of price controls, among others.
- Disaster and emergency powers permitted by state and local law, pursuant to Centennial Municipal Code 2-2-130(2).

#### Communications / Public Information Officer (City)

- Prepare and distribute internal and public information while coordinating with Incident Command and the EOC.
- Inform media/conduct media briefings in coordination with ACSO
- Provide subject matter insight and oversight of communication-driven actions that are enacted as a result of an incident.
- Serve as a liaison to the JIC or EOC as requested.
- Refer to Crisis Communications Plan

#### Community Development (City)

- Participation with other departmental representatives on damage assessment team at EOC and on local/state field damage survey teams.
- Participation in long-term disaster recovery and hazard mitigation planning to ensure the compatibility of community redevelopment plans and hazard mitigation measures with other community development plans.

#### Facilities & Fleet Management (ch2m)

- Restoration of public facilities, services and utilities.
- Provision of transportation services in support of emergency response and recovery efforts (e.g., movement of City personnel, equipment and supplies to designated staging areas).

#### Finance (City)

- Procurement of emergency-related supplies and materials and administration of vendor contracts for emergency services and equipment.
- Resource tracking, office services, printing services, record keeping and documentation of disaster-related costs and financial commitments.
- Participation with County damage assessment team at EOC and on local/state field damage survey teams, as needed.
- Risk Management staff will prepare documents necessary to recover monies from insurance providers, State/Federal Disaster Assistance Programs, or other funds or

combinations of funding sources. Communication with the Colorado Intergovernmental Risk Sharing Agency (CIRSA) as necessary.

- Facilitate medical care and compensation for injured City employees through Workers' Compensation Plans.
- Process vendor payments, payroll, and timecards as necessary, including administering the City's Purchasing Card program.

#### Human Resources (City)

- Assist with coordinating time tracking and personnel during incident scheduling.
- Provide subject matter insight for scheduling requirements and regulations.
- Assist with after-incident documentation requirements as requested.
- Provide guidelines for emergency hiring and staff reconstitution following an incident.

#### Information Technology (Greystone/City)

- Provide technical information, support, and assistance with IT-related equipment and services, including internal and external communications, continuity of operations, and computer support.
- Provide subject matter insight for related procurement and vendor services related to IT scope of work.

#### Public Works (ch2m/City)

- Removal of debris, clearance of public right-of-ways, and planning for street/route recovery operations, with priority assigned to critical emergency services lifelines.
- Provision of personnel and heavy rescue equipment in support of search and rescue operations.
- Provision of personnel, equipment, supplies and materials for flood control and flood hazard mitigation measures.
- Restoration of damaged roads and bridges and other public services and facilities.
- Participation with other departmental representatives on City and County Damage Assessment Team at EOC and on local/state field damage survey teams, as needed.
- Partner with external agencies such as SEMSWA as necessary.

### **Arapahoe County Departments**

#### Assessor and Damage Assessment Team

- Contribute personnel, records and other resources necessary to support the damage assessment needs following a disaster.
- Serve as a liaison to the EOC as requested.
- Provide the actual and assessed values of impacted properties.
- Help establish or verify the ownership of property or land when proprietors cannot be located.
- Partner with state and federal assessment teams.

#### Board of County Commissioners

- Approve and commit county resources and funds for disaster or emergency purposes.

- Issuance of directives to county departments and personnel regarding changes in normal duties/work schedules, temporary reassignments, and employment of temporary workers, as needed.
- Formal declaration of a county 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.
- Intergovernmental liaison and initiation of formal requests for outside assistance from other local jurisdictions.
- Issuance of formal requests to the Governor's Office through the Colorado Division of Emergency Management (CDEM) for the declaration of a state emergency for the purposes of obtaining state and/or federal assistance.

#### Clerk and Recorder's Office

- Contribute personnel, records, and other resources necessary to support identity verification and recovery needs during and after a disaster.
- Serve as a liaison to the EOC as requested.
- Serve as official scribe to the Board of County Commissioners during emergency or disaster-related meetings and other related activities.
- Partner with state and federal disaster recovery teams, as needed.

#### Communication Services

- Serve as the lead for communication-related functions not contained within Arapahoe County Sheriff's Office Communication's Center, and head public information outreach and efforts while coordinating with other entities involved.
- Provide subject matter insight and oversight of communication-driven actions that are enacted as a result of the incident.
- Serve as a liaison to the EOC as requested.

#### Community Resources Department

- 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 Organizations Active in Disasters (COVOADS)
- Coordinate resources of emergent or spontaneous volunteers.
- Assist in the coordination of transportation needs for disabled individuals, senior citizens, and other groups with special needs.
- Distribute public education materials related to community disaster recovery and reentry into disaster-impacted structures and neighborhoods (e.g., safety of stored goods, removal of mildew, cleaning of smoke damage, etc).
- Coordinate resources for stress counseling/crisis counseling for disaster victims and disaster relief workers.
- Assist in the administration of individual and family grant programs in presidentially declared disasters in Arapahoe County.
- Serve as a liaison to the EOC as requested.

#### County Coroner

- Provide temporary morgue and mortuary services.
- Coordinate the identification, verification and disposition of deceased victim remains.

- Ensure the protection of personal effects with the deceased as applicable.
- Coordinate notification efforts for relatives of deceased individuals.
- Provide information about fatalities to the public information officer (PIO) and the EOC.
- Determine cause and manner of death.
- Coordinate the recovery of remains during and following an incident.
- Serve as a liaison to the EOC as requested.

### County Attorney

- Provision of legal counsel and assistance to county officials before, during and after disaster and emergency incidents in Arapahoe County.
- Preparation of legal documents (disaster declarations, curfews, and price controls).
- Risk management staff will prepare documents necessary to recover monies from insurance providers, state/federal disaster assistance programs, or other funds or combinations of funding sources.
- Facilitate legal considerations for medical care and compensation for injured employees.

### Facilities & Fleet Management

- Restore public facilities, services and utilities.
- Provide maintenance and repair support to emergency response vehicles, heavy equipment, and other county vehicles and equipment as needed in support of emergency operations.
- Provide staffing to the EOC, as requested.
- Provide audio/visual support for the EOC and/or other locations throughout the county to facilitate emergency related communications and conferences.
- Make available updated floor plans for County owned/occupied facilities.

### 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 County damage assessment teams at the EOC and on local/state field damage survey teams, (primarily for county owned facilities), as needed.
- Provide a liaison to the EOC as requested.

### Human Resources Department

- Assist with coordinating time tracking and personnel during incident scheduling.
- Provide subject matter insight for scheduling requirements of personnel when requested.
- Provide a liaison to the County EOC, as requested.
- Assist with after-incident documentation requirements, as requested.
- Provide guidelines for emergency hiring and staff reconstitution following an incident.

### Human Services

- Serve as the lead for ESF 6 (Mass Care) tasking in the EOC.
- Provide a liaison to the EOC as requested.
- Assist with after-incident documentation requirements as requested.

- Partner with American Red Cross and other volunteer organizations for the setup and maintenance of shelters, emergency feeding stations, emergency distribution centers, etc. as required.
- Provide subject matter insight to special populations-related concerns in the county.

### Information Technology

- Provide technical information, support and assistance with information technology related equipment and services in the EOC, to patrol cars, at County facilities, or in the Command Post, as requested or necessary during an incident.
- Provide a liaison to the EOC as requested.
- Assist with after-incident documentation requirements as requested.
- Provide subject matter insight for emergency equipment procurement and other vendor services relevant to IT scope.

### Public Works & Development

- 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 personnel, equipment, supplies and materials for flood control and flood hazard mitigation measures.
- Restore damaged County roads and bridges and other public services and facilities.
- Participate with other departmental representatives on county damage assessment teams and on local/state field damage survey teams, primarily county-owned transportation infrastructure, as needed.
- Partner with the [Southeast Metro Stormwater Association \(SEMSWA\)](#) to administer the Arapahoe County Floodplain Management Program and matters relating to participation in the [National Flood Insurance Program \(NFIP\)](#).

### Public Works & Development (continued)

- 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).
- Participate in long-term disaster recovery and hazard mitigation planning to ensure the compatibility of community redevelopment plans and hazard mitigation measures with the [Comprehensive County Land Use Plan](#) and other community development plans
- Provide a liaison or staffing for the EOC as requested.

### Treasurer

- Partner with the Finance department as requested.
- Provide a liaison to the EOC as requested.
- Advise the Board of County Commissioners (BOCC) as requested.
- Assist with after-incident documentation requirements as requested.

## **Arapahoe County Sheriff's Office**

### *Support Services Bureau*

#### Budget & Logistics

- Administer finance considerations for emergency situations relevant to Arapahoe County Sheriff's Office (ACSO) expenditures.
- Provide staffing for the EOC or ICP as requested.
- Ensure forms and documentation for expenditures are complete.
- Assist in reimbursement process following an event.
- Ensure emergency payroll needs are addressed.

#### Office of Emergency Management

- Activate and manage the ACEOC.
- Request additional levels of assistance from other county or city agencies, mutual aid partners, the North Central Region, and/or the State of Colorado based on the assessment of the Incident or Area Commander(s).
- Coordinate 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 lead agencies in the coordination and utilization of volunteer organizations
- Support Incident Command's decisions regarding population evacuations, as requested.
- Provide emergency information assessments and assist the Sheriff with recommendations to County officials concerning the need for local disaster declarations, travel restrictions, curfews or other temporary social restrictions.
- Establish communications with [Colorado Division of Emergency Management \(CDEM\)](#).
- Prepare and distribute situation reports and damage assessment reports for Sheriff's Office command staff, county commissioners and CDEM.

#### Office of Emergency Management (continued)

- Support lead agencies for temporary shelters for pets, animals, and livestock, including those that are co-located with human shelters.
- Support lead agencies for human shelters, including those that are co-located with animal shelters and those addressing special population considerations.
- Coordinate Hazardous Materials (HAZMAT) accident response and incident control in assigned areas of responsibility, or as requested under mutual aid.
- Ensure that county personnel are trained in the use of the ICS and that the appropriate command and control systems are being utilized in the EOC.
- Coordinate the maintenance of the EOP, scheduling and conducting training and exercises of the plan, and ensure the EOP compliments other county planning efforts such as the Continuity of Operations Plan (COOP) or HMP.
- Coordinate with the communications section in ACSO and the communications department in the county for emergency public information, warning systems, the establishment of procedures for releases of disaster-related information, establishment of a Joint Information Center (JIC), and other public information-related concerns.
- Coordinate with the City PIO
- Coordinate wildland fire suppression efforts in non-fire district areas of Arapahoe County and as requested under mutual aid.

#### Office of Professional Standards

- Provide staffing for the EOC or ICP as requested.
- Maintain records of overtime expenditures for personnel.

#### Human Resources

- Provide staffing for the EOC or ICP as requested.
- Assist in emergency hiring or firing needs of ACSO.

#### Communications Section

- 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.
- Request commitment of other ACSO personnel to assist as needed and directed (example: Training, Civil-Warrants).

#### Telecommunications Section

- Coordinate all wired and radio communication technology.
- Provide telecommunications staff support for field ICP and Telecommunications Truck and EOC as requested.
- Provide technical support/resources for communications during disaster recovery efforts.

#### Detention/Administrative Services Bureau

- 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 the detentions facility, as required.

- Commitment of other divisional law enforcement personnel to assist as directed.
- Ensure continued care and custody of inmates.

## **Public Safety Bureau**

### Patrol Section

- Implement available public warning measures.
- Determination of location(s) in the field for ICP.
- Provide law enforcement and traffic control within the disaster area(s) and in other areas of Arapahoe County.
- 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 implementation of ICS on-scene, establishment of ICP, filling of necessary positions and/or request EOC support for these positions as needed.
- Order the mobile command post to the ICP.
- Assess the incident, in cooperation with the emergency management director, and determination of appropriate response actions.
- Provide security measures at the ICP and in evacuated and impacted areas.
- Coordinate uniformed reserve forces and uniformed explorer cadets.

### Investigations Section

- Create a photographic and or video record of the damage or incident scope.
- Provide investigative support to National Transportation Safety Board/Federal Aviation Authority (NTSB/FAA) and other investigative agencies.
- Commit division personnel as directed to assist with evacuation, shelters and Coroner's Office support.

## **Special Districts and Local Stakeholders**

### *Fire Departments and Protection Districts*

- 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).
- Assist in coordinating heavy rescue and urban search & rescue services.
- Provide onsite emergency medical facility for minor injuries.
- Provide fire suppression, fire causation, and arson investigation services as needed.
- Provide a representative to a unified ICP and/or the EOC.
- Assist in coordinating a hazardous materials incident response.

### *Law Enforcement Agencies*

- Support county law enforcement or take leadership in an event during jurisdiction-specific incidents.
- Provide security to ICP and EOC locations, conduct evacuation notifications, provide traffic control and direction, serve warrants or conduct arrests in support of mission planning, continue standard law-enforcement activities as possible.

### *Utility Providers*

- Support responders with maps of utility lines, relay stations, cache locations, and other critical information.

- Help restore energy to critical infrastructure during emergency events.
- Help with recovery efforts for energy, water, and sewer following disasters.

#### *School Districts*

- Coordinate with local sheltering agencies for the provision of locations suitable to mass care activities.
- Partner with transportation leads to procure buses and other specialized transportation support for evacuations.
- Determine appropriate school closures, relocation of students, and arrange for continuity of educational services as appropriate.
- Partner with local policy makers 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 of the ACSO.
- Traffic control assistance to fire, EMS and uniformed law enforcement personnel.
- Provide emergency locator transmitter search teams for downed aircraft.
- Provide search and rescue for missing people and clients of Colorado LifeTrak.

#### [Arapahoe/Douglas Mental Health Network](#)

- Assist in disaster psychology evaluation of victims, responders, and community members.
- Help coordinate community outreach and counseling procedures.
- 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.

#### *Stress Management Incident Teams*

- Provide critical incident stress management services to emergency responders, including on-scene support, demobilization's, defusing, debriefings and follow-up services, and debriefings and support services for emergency services and significant others.

#### [Tri-County Health Department](#)

- Coordination of outside health resources providing assistance to all of Arapahoe County, in cooperation with EMS agencies.
- Assist emergency management staff in assessing overall health and medical resource 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 Arapahoe County.
- 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, in cooperation with county or municipality agencies.
- 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 by the emergency manager.

### **211 Mile High United Way - Information and Referral Line**

- Assist with call-in center activation, staffing and support for information dissemination when requested.

## **State and Regional Resources**

### **Division of Homeland Security and Emergency Management**

- The Colorado Division of Homeland Security and Emergency Management (DHSEM) is located at 9195 E. Mineral Ave, Centennial, CO 80112.
- CDEM is available 24 hours a day to provide advice and technical assistance to Arapahoe County and to provide state resources or coordinate other supplemental assistance in support of local emergency management actions.
- A formal declaration of a disaster by the Arapahoe County Board of Commissioners (and/or by affected municipalities) may be required as a precondition of some forms of state assistance or to expedite state assistance.
- DHSEM is also the state agency responsible for processing requests for state and federal disaster assistance.

### **Division of Fire Protection and Control DFPC**

- Serve as a liaison for wildland fire incidents and operations.
- Provide a representative to EOC and /or ICP.

### **Colorado State Patrol**

- Assist with perimeter security for the incident.
- Provide ingress and egress for emergency vehicles and needed personnel (establish one-way routes).
- Provide support in hazardous materials incidents.
- Provide a representative to EOC and/or ICP.

## **DIRECTION, CONTROL AND COORDINATION**

This section describes the identification of tactical and operational control of the response assets, further explains the multijurisdictional integration procedures for complex responses, and provides a conceptual overview of the City's efforts at horizontal and vertical integration of emergency plans.

The statutory responsibility for the management of an emergency or disaster in Colorado rests with the duly elected leadership of each jurisdiction. The City Manager has the authority to declare a local disaster. As the City's contracted emergency manager, the ACSO will maintain overall authority for providing direction and control of City emergencies during an event where the City has requested assistance from the Sheriff's Office.

In that case, authority rests with the Emergency Management Director, by special delegation of authority from the Board of County Commissioners. The response to an emergency or disaster by the Sheriff's Office will be made at the lowest governmental level that will ensure operational effectiveness. Unilateral management of an incident will occur when disaster impacts are confined to a single jurisdiction, unless outside assistance is requested. Requests for mutual aid assistance and supplemental assistance from state and federal agencies will be made if Arapahoe County resources become limited or expended as a result of the event.

### **LINE OF SUCCESSION**

For events requiring decisions about the commitment of resources beyond those normally available to the City of Centennial, the City would request additional assistance from the ACOEM. In instances where the City needs to spend additional funding beyond what is permitted for City emergencies, the following line of succession will be observed. Public officials are advised and assisted by the City Manager's Office or Sheriff's Office, where appropriate.

- Centennial City Council
- Arapahoe County Sheriff

### **LINES OF AUTHORITY BETWEEN JURISDICTIONS**

In multi-jurisdictional disasters, local government units retain control of their own resources and are responsible for approving the use of resources under their control for emergency purposes. The leadership of each jurisdiction within Arapahoe County is responsible for establishing a line of succession for authorizing funds and other emergency resources.

### **Horizontal Coordination**

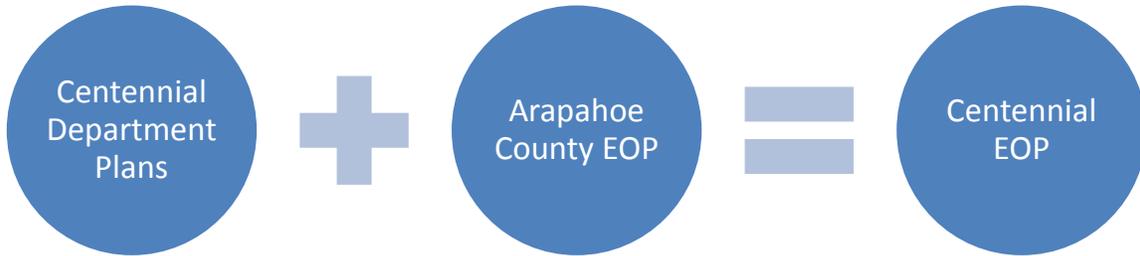
Horizontal Coordination refers to the maintenance of department and agency plans at a City level. This document is the guiding document for the development of emergency plans for each of the City departments. Each agency is a stakeholder in this plan, as they are reflected in the division of ESF. The agencies contribute to the development of this plan by accurately assessing their capabilities and contributions to an event, accepting ownership of primary or supporting roles in the ESF, and in updating relevant agency information and contact information contained in this document. Figure 4 (below) illustrates this integration concept.

### **Vertical Coordination**

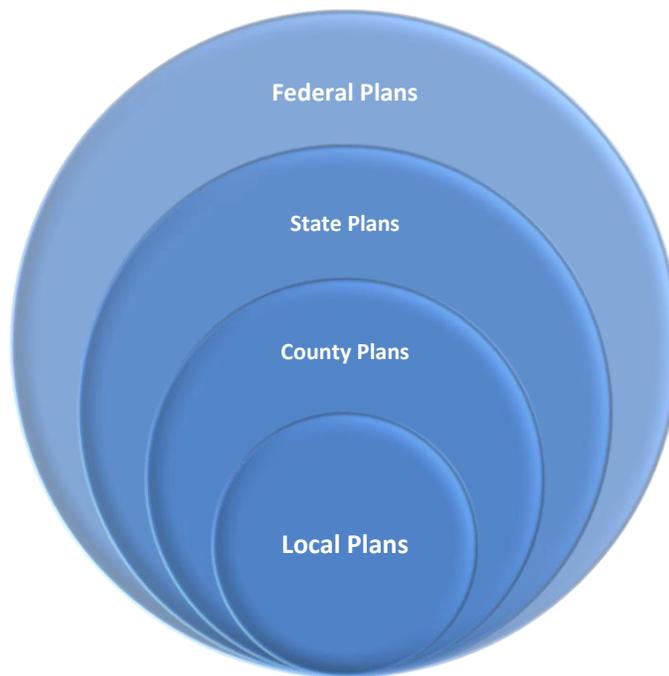
Vertical Coordination refers to the layering of emergency plans between levels of government. Each level of government's emergency plan should link into the next higher level to ensure continuity of response as the incident expands and to facilitate interoperability of procedures and expectations. In addition, since emergency planning is tiered and designed to fully utilize the

lowest possible level of response before escalation, higher levels of government cannot fully plan without knowing the capabilities and expectations of the layers below.

**Figure 4. Horizontal Integration**



**Figure 5. Vertical Integration**



## **INFORMATION COLLECTION AND DISSEMINATION**

This section discusses the procedures for collecting and distributing information about an event, relevant information indirectly related to the event, and other intelligence-related functions. Conceptually, this identification includes the types of information required, sources for obtaining it, methods of transmitting and documenting the materials, and formal procedures, policies, or forms. Intelligence functions may be housed at either the ICP, the EOC, or both.

### **COLLECTION**

Information is collected from a variety of sources. On-scene reports, including situation and scenario assessments by responders, eyewitness accounts, or debriefings 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. In some cases, intelligence from federal or state agencies participating in or supporting the response may be 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 the IC 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 emergency centers, and other critical stakeholders. Briefings are conducted periodically throughout the incident on-scene, 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, where possible, will be translated into electronic format immediately. While ICS forms may be tailored to reflect the differences between field and EOC operations, all forms will adhere to the most current guidelines issued by the 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 and where to call for additional information.

For the City, the designated person to handle public information inquiries is the Communications Directors, who also serves as the Public Information Officer (PIO). Elected officials, or other officials at the DOC or EOC should be prepared to respond to media inquiries or to designate a spokesperson or PIO to handle media relations in their absence. 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 Citywide, 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 PIO should be designated 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.

In addition to the guidelines here, the City of Centennial has a Crisis Communications Plan (CCP) which provides detailed information for the execution of public information duties during a disaster event.

## **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 command posts and operations centers at the onset of an emergency/disaster can help speed delivery of emergency resources requested from City, County and outside sources.

Each City Department is responsible for establishing procedures for communicating internally with staff and externally to other agencies during disaster operations. The City Emergency Response Plan and Crisis Communication Plan may be good references.

In the City of Centennial, communications will come from the Civic Center unless the facility is unavailable, in which case it will refer to its secondary location as established in the continuity plan.

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## **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 (MAA), Emergency Management Assistance Compacts (EMAC), authorities and policies for staffing, liability provisions, and tracking of financial information and ownership. This information is greatly expanded at a county level in Emergency Support Function #7: Resource Management. Individual jurisdictions should develop their own resource management plans, and Arapahoe County agencies should develop appropriate policies and procedures to assist in the County ESF #7 function.

### **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 needs and the payment of logistical requirements.

The City Manager or designee has authority to approve expenditures for resources normally available to the City and the City is responsible for internal tracking this information. Pursuant to City policy, the City Manager is granted the authority to incur financial obligations and execute contracts and agreements on behalf of the City for expenditures. These expenditures shall not exceed the City's total restricted and unassigned funds which are not otherwise committed to another purpose by law or contract.

If the resources available to the City are insufficient, the City can request additional resources from the EOC. As the contracted Emergency Manager, and as declared in the Intergovernmental Agreement between the City and the Arapahoe County Sheriff's Office, the Sheriff has spending authority on behalf of the City up to \$150,000 with prior notice (if possible).

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, radios, sanitation stations, tables, tarps, telephones, tents, trucks, temporary workspaces, emergency office equipment procurement, data recovery, and water tankers must be tracked on the appropriate ICS forms. Relevant suggested forms include: Organization Assignment List (ICS 203), Incident Communications Plan (ICS 205), Medical Plan (ICS 206), Check-in/Out List (ICS 211), Operational Planning Worksheet (ICS 215), and the Air Operations Summary (ICS 220).

### **LOGISTICS**

When resources are contributed to an event, each City department is responsible for tracking its own resources and maintaining internal financial records. If the City requests EOC activation by ACSO, or if any incident escalates to a County-wide emergency, the Sheriff's Office will assume responsibility for logistics. Designated logistics personnel and other departmental representatives within the ACEOC should have access to up-to-date resource lists and be vested with 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 and costs.

The logistics chief on scene will request and utilize resources, while a logistics position at a county, city, state or federal level will focus on resource prioritization. In the event of an area command, the area command will staff a logistics element within the command that will prioritize critical resources throughout each operational period. Once the ACEOC is activated, all resource ordering is conducted through the ACEOC. If an incident does not require the ACEOC to be activated, the City will maintain control of resource ordering.

## **RESOURCE MANAGEMENT AND LOGISTICS**

The City works with ACSO to manage WebEOC, and as the contracted emergency manager, the Sheriff's Office holds primary responsibility for management of resources in that database. WebEOC is an online program meant to enhance event reporting, situational awareness, and resource management. By consolidating the resource management functions online, ACSO ensures that its resources are accessible and available 24/7. Arapahoe County OEM personnel are responsible for maintaining a current list of internal resources on the WebEOC platform consistent with FEMA resource typing. The City is responsible for providing an updated resource list to the Arapahoe County OEM personnel. All efforts will be made to ensure that the Arapahoe County resource section in WebEOC reflects changes in resource ownership, maintenance issues, and resources already being used. When resources which require contracts or bidding are needed for the City, the resource requests would be managed by City logistics and purchasing.

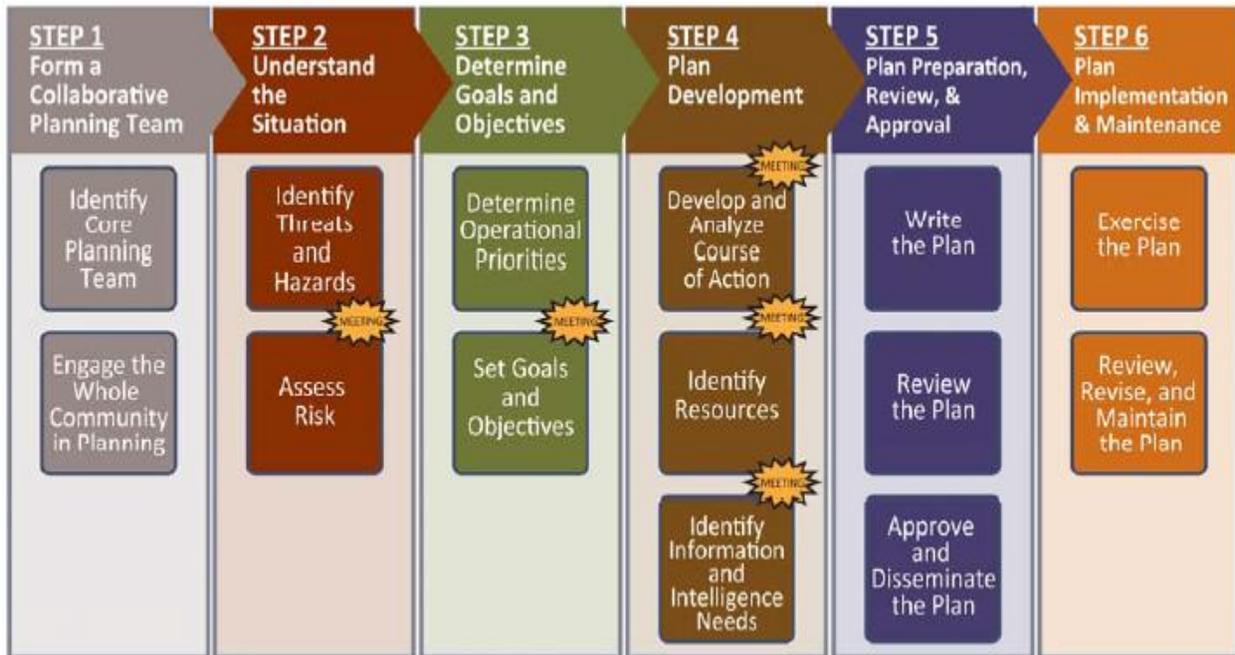
# PLAN DEVELOPMENT, EVALUATION, TESTING, AND MAINTENANCE

This section outlines the intended development, testing, maintenance procedures, and schedules for the EOP.

## DEVELOPMENT

The update schedule mandates a large-scale revision of the plan on a five-year rotational 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. Minor edits to the plan occur as needed, but typically on an annual basis. As an additional companion to this element, the City also participates in continuity of operations planning (COOP). The planning cycle is represented in Figure 3.

**Figure 3. Emergency Management Planning Cycle**



## TESTING

Arapahoe County follows and participates in the North Central Region's (NCR) exercise schedule for emergency and disaster response and recovery efforts. ACOEM 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. ACOEM maintains HSEEP qualified personnel at all times. The exercises are evaluated and improvement plans are developed and implemented for the relevant aspects of the EOP.

The City of Centennial participates in the Arapahoe County training schedule, and works together with ACSO for City-specific trainings and exercises. Departments, offices and other organizations with responsibilities identified in the plan are responsible for ensuring that their staffs are familiar with provisions of the plan and adequately trained to carry out emergency assignments.

## MAINTENANCE

Responsibility for maintenance and regular updates of this plan rests in the City Manager's Office for the City of Centennial. The coordinator of the EOP may delegate the maintenance of the plan. The plan should be evaluated on an annual basis for baseline accuracy and any known changes (such as a change in personnel or a reorganization of an agency.) Larger, more sophisticated updates are coordinated on a five-year rotational basis in accordance with the Emergency Management Planning Cycle.

The City of Centennial is responsible for informing the ACOEM 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. Agencies 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.

The City will issue updates to all parties listed in the Record of Distribution. Updates will be issued in the most economical and efficient method possible, which may include but is not limited to: email, CD or other media format, or hard copy. Those entities are responsible for ensuring updates are further disseminated to relevant parties within the agency or jurisdiction.

## 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 the current emergency management methods. AAR's and IP's are documented and disseminated to all stakeholders and selected partners within the Emergency Management Program. 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.

## **ADVISORY COMMITTEE**

The City of Centennial, Arapahoe County OEM Personnel and other City stakeholders participate in a variety of committees at the local, state, and federal levels of government. These committees serve as an opportunity to network, solicit input on current plans, and maintain situational awareness regarding industry best practices, legislative changes, new stakeholder involvement, and funding issues. Arapahoe County uses these committees to aid in the preparation, implementation, evaluation, and revision of the Emergency Management Program. Although each committee deals with unique areas in emergency management and homeland security, they feed into the all-hazards approach that Arapahoe County adopts.

### **STATE ALL-HAZARDS ADVISORY COMMITTEE**

The State All-Hazards Advisory Committee (SAHAC) makes recommendations to the Governor's Office, provides advice to the Colorado Department of Local Affairs (DOLA), Public Safety, and Public Health organizations on matters relating to all-hazards emergency management practices. SAHAC also conducts region-to-region and region-to-state information coordination processes.

### **LOCAL EMERGENCY PLANNING COMMITTEES**

Mandated under the Emergency Planning and Community Right-to-Know Act (EPCRA), the Arapahoe County LEPC is an opportunity for citizens, private industry, and the media to discuss hazardous material plans, commodity-flow information within the jurisdiction, and any other issues relating to hazardous materials. Major elements include evacuation plans, training programs for responders, and identification of any facility that may house hazardous materials.

### **ESF-5 EMERGENCY MANAGEMENT COMMITTEE**

Coordinate and facilitate Multi-Agency Coordination (MAC) for incident management by activating and operating the EOC for pre-planned or no-notice events and coordinate with other EOCs and MACs within the Region. ESF-5 members meet on a monthly basis to discuss regional projects, set goals, and conduct capability assessments.

### **ARAPAHOE/DOUGLAS COUNTIES HAZARDOUS MATERIALS RESPONSE TEAM EXECUTIVE BOARD MEETING (E-BOARD)**

The E-Board committee is a joint effort with neighboring Douglas County to share information relating to hazardous materials plans and equipment. Meetings focus on operational coordination, resource coordination, regional collaboration, training coordination, and recordkeeping.

### **ESF WORKING GROUPS**

Several ESF working groups were created as part of the 2016 EOP Process. However, most ESFs are covered by Arapahoe County, as they are outside the scope of the City. For each ESF covered by the County, stakeholders were identified based on their previous involvement in the emergency management program and expertise in each ESF field. After a period of review and recommendations, the ESF's were reworked to include best practices and to reflect the changes in the operational environment.

## **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 Directive 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. §24-33.5-701-716: Emergency Management
- ◆ 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 Centennial*

- ◆ City of Centennial, §2-2-130 of the Centennial Municipal Code, regarding the authority of the City Manager to declare an emergency and authorize emergency expenditures
- ◆ City of Centennial, Administrative Directive No. 2014-CM-AD-04, assigning the emergency declaration order of succession.
- ◆ City of Centennial, 2008 Intergovernmental Agreement between Arapahoe County and the City of Centennial, authorizing Arapahoe County Sheriff's Office to provide Law Enforcement and Public Safety Services for the City of Centennial. (**Public Safety Services**)
- ◆ City of Centennial, 2016 Agreement for Legal Services of City Attorney between City of Centennial and Widner Juran LLP (**Legal Services**)
- ◆ City of Centennial, 2014 Professional Services Agreement between the City of Centennial and G4S Secure Solutions to Provide Regularly Schedule and On-Call Armed Security Services (**Facility Security Services**)
- ◆ City of Centennial, 2010 Professional Services Agreement between SAFEbuilt, INC. and the City of Centennial to Provide Building Services (**Building Services**)

- ◆ City of Centennial, 2013 Amended and Restated Professional Services Agreement between ch2m and the City of Centennial for Public Works Services (**Public Works Services**)
- ◆ City of Centennial, 2011 Professional Services Agreement between ch2m and the City of Centennial to provide Code Compliance Services (**Code Compliance Services**)
- ◆ City of Centennial, 2012 Professional Services Agreement between Greystone Technology Group, INC. and the City of Centennial to Provide Informational Technology Professional Services (**IT Services**)
- ◆ City of Centennial, 2008 Professional Services Agreement between the Human Society of the Pikes Peak Region and the City of Centennial to Provide Animal Control Services (**Animal Services**)

Arapahoe County

- ◆ Arapahoe County, Resolution No. 389-95, reassigning responsibilities of Director/Coordinator of Arapahoe County Emergency Operations/Disaster Agency to the Arapahoe County Sheriff.
- ◆ Arapahoe County, Resolution No. 040271, adoption of the National Incident Management System (NIMS).
- ◆ Arapahoe County, Resolution No. 140296, appointment of Sheriff David Walcher as the Emergency Management Director/Coordinator.
- ◆ Arapahoe County, Resolution No. 140221, Department of Finance, Purchasing Policies

**REFERENCES**

- ◆ National Incident Management System (NIMS), 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 Operation Plans (SEOP) 2013, Colorado Division of Emergency Management.
- ◆ Colorado Springs Emergency Operations Plan 2008, Colorado Springs Emergency Management.
- ◆ Comprehensive Planning Guide (CPG) 101 – March 2009, Department of Homeland Security and FEMA.
- ◆ HSEEP Guidelines.
- ◆ Arapahoe County Crisis Communications Manual.
- ◆ Colorado State Security Strategy, 2008.
- ◆ Colorado Earthquake Evaluation Report, 2008.
- ◆ National Climactic Database Center.
- ◆ Various inter-office procedures, mutual aid agreements, etc.
- ◆ Centennial Continuity of Operations and Continuity of Government Plans.