

EMERGENCY SUPPORT FUNCTION (ESF 5) Information and Planning

Primary Agency: Boulder County and City of Boulder Office of Emergency Management

Support Agencies: All City and County Departments in Boulder County
National Weather Service
Urban Drainage and Flood Control District
University of Colorado Environmental Health and Safety
Colorado Division of Emergency Management
Colorado North Central Region
Non-governmental entities in Boulder County
Longmont Emergency Coordinator

I. Purpose

The purpose of ESF 5 is to: 1) collect, analyze and disseminate tactical information on the nature, scope and potential impacts of an incident or major disaster; 2) use this information to evaluate and activate the human and material resources needed to respond to the incident; 3) provide this information to the Policy Group, Operations Section, Logistics Section and others in the Emergency Operations Center (EOC) in order to enhance decision making and 4) identify and anticipate future needs and resource requirements, and incorporate this analysis into Incident Action Plans.

ESF 5 Planning and its subcomponent, the Situation Unit, are responsible for monitoring threat conditions and relaying that information to the, Boulder County Communications Center, the Multiple Agency Coordinating System (MACS) and the Policy Group. ESF 5 will determine which components of the MACS need to be activated to respond to the EOC and will make notifications accordingly. The response is progressive in nature beginning with the activation of the EOC at its lowest level. ESF 5 will activate only those components of the MACS, broken down by Emergency Support Functions, required to address the situation.

II. Situation and Assumptions

It is assumed that ESF 5, staffed primarily by the Office of Emergency Management, will be the primary function in organizing the EOC response to the threat, or actual occurrence, of a disaster. It is also assumed that ESF 5 will serve to coordinate operations of the EOC and will provide support to the Section Chiefs, the Policy Group and other components of the organizational structure.

III. Concept of Operations

A. General

- A. ESF 5 is organized consistent with Colorado Department of Emergency Management Center and the requirements of the National Response Plan, the National Incident Management System, and the Incident Command System. ESF 5 will serve to support a field incident command system that is responding to an incident and may also be activated when only the EOC is needed. Generally, ESF 5 will be the first EOC component to stand up and the last to stand down at the conclusion of the disaster response.
- B. Procedures, protocols and plans for disaster response activities are developed by each ESF to guide operations in the EOC. These are commonly referred to as ESF binders and are backed by individual operations plans and corresponding Appendices.
- C. In a large event requiring local or state mutual aid assistance, ESF 5 will work with its support agency counterparts to seek and procure, plan, coordinate and direct the use of required assets.
- D. The development of a fully functional, effective, and sustainable ESF 5 capability will be guided by the following principles:
 - i. ESF 5 will coordinate and gather input from the technical personnel of the Situation Unit. Technical experts include, but are not necessarily limited to, hydrologists, engineers, GIS mapping specialists, hazmat personnel and meteorologists. When practical, ESF 5 should always consider the analysis and recommendations provided by the Situation Unit.
 - ii. All activated ESFs will be fully integrated into all phases of ESF 5.
 - iii. It is imperative, that when possible, ESF 5 will be “leaning forward” at the earliest time the threat of a disaster is indicated. ESF 5 will also be responsible for coordinating with the Boulder County Communications Center to ensure other ESFs that may be needed to respond are “leaning forward.”
 - iv. Emphasis will be given to pre-disaster planning.
- E. ESF 5 will give priority to the following interrelated functions:
 - i. The use of technology and human intelligence to collect, analyze and disseminate information on disaster impacts, including direct impacts (people, buildings, infrastructure) and indirect impacts (debris generated, hazmat releases).
 - ii. Assess the capabilities of local government, the business community and volunteer agencies to effectively respond to the disaster.
 - iii. Assess and prioritize the immediate needs of impacted communities and neighborhoods, especially the most vulnerable of the population such as the elderly and the disabled.
 - iv. Incorporate the analyses into Incident Action Plans that establish operational objectives, and identify resource requirements to accomplish these objectives.

- v. Focus on the requirements needed to address the future demands generated by the disaster.

B. Organization and Assignment of Responsibilities

1. The City of Boulder/Boulder County Office of Emergency Management (Boulder OEM).
 - a. The mission of the Boulder OEM partnership is to develop, coordinate and lead a comprehensive emergency management program, enabling effective preparation for and efficient response to emergencies and disasters, in order to save lives, reduce human suffering and protect resources.
 - b. Boulder OEM is responsible for the management of the EOC, during normal times and when there is activation.
 - c. Boulder OEM is responsible for the EOC being ready for use when a disaster threatens or occurs.
 - d. The Director of Boulder OEM will normally serve as the EOC Manager during activation.
 - e. Staff members from Boulder OEM will normally serve in the ESF 5 planning positions and be responsible for the ESF 5 binder.
 - f. Boulder OEM will be responsible for establishing EOC procedures for the flow and documentation of information.
2. ESF 5 Components
 - a. Consistent with NIMS, ESF 5 will generally conduct operations with five separate units performing interrelated functions, they are as follows:
 - i. Intelligence Unit. This unit incorporates essential elements of information, which include:
 1. Areas of damage.
 2. Damage and loss of functionality to essential facilities.
 3. Damage and loss of infrastructure.
 4. Disaster impacts on vulnerable population.
 5. Status of staging areas.
 - ii. Planning Unit. This unit is responsible for the Incident Action Plans that set forth the tactical objectives for upcoming operational periods.
 - iii. Documentation Unit. This unit maintains accurate and complete incident files and records EOC activities.
 - iv. Situation Unit. This unit contains the technical experts that provide support to the EOC Manager, Policy Group and the Section Chiefs staff this unit. Commonly these experts are GIS specialists,

hydrologists, engineers, meteorologists and others depending on the nature of the incident.

- v. Resource Unit. This unit is responsible for establishing incident check-in activities and verifying that all resources/personnel are accountable.
- b. The size and structure of ESF 5 will be flexible and adjust to the nature and size of the disaster. It may not be necessary for all sub-components (listed above) to be activated.

C. Response- EOC Activation, levels of activations, and Mode Alerts

1. Decision to activate the Boulder Emergency Operations Center.

Field Incident Command handles most critical incidents without the EOC being activated. However, some incidents, due to their nature and scope, need the EOC to be activated to support field Incident Command. The EOC does not assume command and control of the incident, that authority remains with the field Incident Commander or the Unified Command. The decision to activate the BEOC is made by the Boulder County Sheriff, Boulder County Commissioner(s), Boulder Police Chief, Boulder Fire Chief, the Boulder City Manager, or the Boulder Director of the Office of Emergency Management. Activation is based on an analysis of a widespread emergency or disaster that affects, or could impact, all or part of Boulder County or any of its political subdivisions. If the decision to activate the EOC is not made by the OEM Director, he/she will be notified as soon as possible.

2. Requests to activate the Boulder Emergency Operations Center.

Other officials in Boulder County may request the activation of the BEOC to support critical incident response and recovery. They include any Incident Commander or Commanders in a Unified Command, elected officials of political subdivisions, fire and police chiefs of political subdivisions, chiefs of fire authorities and districts and officials of the University of Colorado. A request to activate will be approved upon the concurrence of Boulder County Sheriff, Boulder Police Chief, Boulder Fire Chief, or the Boulder Director of the Office of Emergency Management.

3, Levels of EOC Activation.

There are three levels of BEOC activation, which are as follows:

- (1) CORE Activation- A CORE activation is ESF 2, Communications; ESF 4, Fire; ESF 5, Emergency Management; ESF 13, Law Enforcement; and ESF 15, External Affairs. If the critical incident is a wild-land fire, ESF 4A, Wildfire Suppression will become a CORE component.

- (2) CORE Plus other ESFs. Depending on the nature of the critical incident, a CORE activation of the BEOC may need to be supplemented by other ESFs. Under this activation, only those ESF that are needed to address the emergency will be activated and added to the CORE. Additional, ESFs should be activated as soon as it becomes apparent that functions and resources other than the CORE are required to address the emergency. Generally, the decision to call up additional ESF resources will be made by the EOC Manager and/or Operations Section Chief in support of the needs of field incident command or others involved in the disaster response.
- (3) FULL Activation- Catastrophic disasters may require an activation of the EOC where every emergency support function is needed to address the response and recovery.

A CORE activation of the BEOC will be supported by, at minimum, an Operations Section Chief and an EOC Manager. The Operations Section Chief will be a command level person from police or fire, dependant on the nature of the incident. Logistics and Planning Sections Chiefs will be added to the command structure as necessary and when available. See the EOC Activation Handbook for more information on establishing the EOC structure.

The primary agency for each ESF is responsible for ensuring the EOC is staffed for their particular function. However, it is not a requirement that the ESF staffing for the function be from the primary agency. The primary agency can coordinate with other agencies within their discipline (law enforcement, fire, etc.) to fill the position.

4. The OEM, serving in ESF 5, is responsible for issuing Mode statuses when the threat of a disaster is indicated. Modes are issued to provide cooperators information regarding the levels of readiness and response needed to address the situation. The following describes the levels of Mode Alerts that are relative to all hazards:

- b. **Mode 1** starts at the earliest time the threat of a disaster is indicated. During this mode, the OEM notifies the OEM

Boards of Directors (Sheriff, the Boulder Police Chief, and the Boulder Fire Chief) and any other city, county or University of Colorado officials deemed appropriate. During a threat of a flood, Mode 1 is generally issued when both the OEM and the technical specialists concur that the threat of a disaster exists. OEM coordinates with the Boulder County Communications Center to issue messages to members of the MACS group regarding EOC activation and specifies the ESFs that are requested to respond. A Mode 1 alert during a flood threat may typically only involve the OEM staff and the technical specialists. A full EOC activation may not be needed to monitor the threat.

- c. **Mode 2** will be issued when a disaster that endangers property or lives is believed possible. Warnings, evacuations and sheltering operations may be considered and ordered during Mode 2. This will also be an activation of the EOC and will include the OEM staff, members of other city and county departments, as well as representatives from external entities such as the American Red Cross. ESF 5 will make the initial determination of which ESFs are required to address the situation and relay this information through the Boulder County Communications Center or by direct communications. Individuals responding to EOC will assume their assigned ESF roles. The EOC Manager will be responsible for following the EOC Organizational Chart, however, only those ESFs required to address the situation will be utilized. .
- d. **Mode 3** will be issued when it is known the disaster is imminent and lives and property will likely be endangered or lost. The EOC will be fully engaged and most, if not all, of the ESFs will be activated to address the situation. A local state of emergency will normally be declared by the City Manager, and /or the County Commissioners, during Mode 3 and may accompany a disaster declaration by the Governor. Emergency responses will continue to focus on reducing human and animal suffering and protection of property.
- e. **Mode 4** will be confirmation that flooding is occurring. Disaster intelligence, impact assessment, medical assistance, sheltering operations, traffic control, damage assessments, safety reviews and public health danger evaluations will be conducted. The EOC will remain operational with most, if not all, ESFs operational.

D. Recovery

Planning for recovery will begin with initial analysis of the potential impacts of the disaster. Planning for recovery will continue with initial analyses of actual effects of a disaster, including impacts on population,

building and infrastructure. Recovery planning under ESF 5 will address the following:

1. Building inspections by needs requirements.
2. Emergency and temporary housing issues
3. Business Impacts
4. Debris Management
5. Route clearance and road assessments
6. Utilities restoration (power, water, gas, television, communications)

IV. Direction and Control

A. Boulder Emergency Operations Center

- i. The Boulder EOC is organized and flexible pursuant to NIMS and Incident Command System guidelines.
- ii. The ESF 5 component of the EOC will be under the direction and control of the Planning Section Chief.
- iii. The lead for ESF 5 will normally be a staff member from the OEM that is trained in NIMS, ICS and the National Response Plan.
- iv. The ESF 5 lead will coordinate with the other components of the section and provide the Planning Section Chief with status reports, objectives, constraints, contingency plans and other matters related to the incident. ESF 5 will be preparing the Incident Action Plans utilized by Planning during formal operational period briefs.
- v. ESF 5 will be responsible for coordinating with its counterparts at the Colorado Division of Emergency Management, FEMA, and other Emergency Operations Centers when appropriate.
- vi. The ESF 5 lead will be responsible for staffing levels of the function depending on the type and scope of the emergency or disaster event.
- vii. A staffing resource directory will be maintained in the ESF binder and call lists will be updated annually by ESF 5.

V. Continuity of Operations

Currently, the Denver Area Urban Area Security Initiative (UASI) has a contract in place with BOLD Planning Solutions (BPS) to assist Denver Metro area municipalities with Continuity of Operations (COOP) planning. All Boulder City and County Departments have been tasked with completing the Bold Planning Solutions software application that guides users through COOP planning. This develops a standardized plan that outlines the responsibilities and resources needed to ensure an agency's ability to relocate and restore operations during times of disaster.

All completed city and county COOP plans can be found at the BPS website address, <https://www.denvermetrocoop.org/>. OEM maintains access to the web site and can review departmental plans when needed.

VI. Plan Development and Maintenance

The OEM will be responsible for updating the ESF 5 Annex and related exhibits and Appendices. It will be reviewed on an annual basis. The contact information should be updated as needed as personnel change.

VII. Authorities and References

See the Basic Plan listing all laws, regulations and executive orders.

VIII. Appendices

1. ESF 5 Call-Out List.
2. Situation Unit Check list.
3. Documentation Unit Check List.
4. Resource Unit Check List.
5. Sample Forms.