

# **IMPORTANT**

## **PLAN MAINTENANCE FORM**

The person assigned custody and use of this plan should fill out and return this form promptly so that amendments can be distributed effectively.

DEPT/AGENCY \_\_\_\_\_

NAME \_\_\_\_\_

POSITION/TITLE \_\_\_\_\_

ADDRESS \_\_\_\_\_

CITY/STATE/ZIP \_\_\_\_\_

PHONE NUMBER \_\_\_\_\_

PAGER NUMBER \_\_\_\_\_

FAX NUMBER \_\_\_\_\_

CELL PHONE \_\_\_\_\_

E-MAIL ADDRESS \_\_\_\_\_

DATE RECEIVED \_\_\_\_\_

PLAN NUMBER (on plan spine) \_\_\_\_\_

### **RETURN FORM OR INFORMATION TO:**

Department of Emergency Management

ATTN: Karen Ashcraft

320 West 10th Street, B1

Pueblo, CO 81003-2995

(719) 583-6202 - Office

(719) 583-6218 – Fax

[ashcraft@co.pueblo.co.us](mailto:ashcraft@co.pueblo.co.us) (Please put **LEOP** in subject line)

**PUEBLO COUNTY EMERGENCY OPERATIONS PLAN**  
**TABLE OF CONTENTS**

Table of Contents----- Tab Index 1

Introduction ----- Tab Index 2

Acknowledgments----- Tab Index 3

Letter of Promulgation----- Tab Index 4

Distribution List of Plan ----- Tab Index 5

Record of Changes ----- Tab Index 5

Preface ----- Tab Index 6

BASIC PLAN ----- Tab Index 8

    Appendix 1 Hazard Analysis

    Appendix 2 EOC Staff

    Appendix 3 Disaster Declaration Sample Form

ANNEX A Flood----- Tab Index A

ANNEX B Tornado/Thunderstorm----- Tab Index B

ANNEX C Winter storm----- Tab Index C

ANNEX D Earthquake - (To be developed) ----- Tab Index D

ANNEX E Terrorism----- Tab Index E

ANNEX F Hazardous Materials ----- Tab Index F

    Appendix 1 Hazardous and Nuclear Materials Route Restriction Map

Appendix 2 Pueblo County Hazardous Materials Response Areas

ANNEX G Mass Transportation Accidents - (To be developed) ----- Tab Index G

ANNEX H Blank----- Tab Index H

ANNEX I Warning ----- Tab Index I

Appendix 1 National Warning System Procedures

Appendix 2 Communications

Tab A Pueblo Communications Centers

Tab B Outdoor Warning & Meteorological Monitoring System

Tab C Outdoor Warning & Meteorological Monitoring System Map

Appendix 3 Chemical Stockpile Emergency Preparedness Program (CSEPP)

Tab A CSEPP Map

Tab B Traffic Control Points

ANNEX J Public Information ----- Tab Index J

Appendix 1 JIC Initiating Checklist

Appendix 2 Media Callout List

Appendix 3 Prescribed EAS Messages

ANNEX K Evacuation ----- Tab Index K

ANNEX L Blank----- Tab Index L

ANNEX M Blank----- Tab Index M

ANNEX N Fire----- Tab Index N

Appendix 1 Fire Departments Responding in Pueblo County

Appendix 2 Pueblo County Fire Protection Areas (map)

ANNEX O Health and medical----- Tab Index O

ANNEX P Law Enforcement ----- Tab Index P

ANNEX Q	Mass Care, Shelter and Reception -----	Tab Index Q
ANNEX R	Mass Fatalities -----	Tab Index R
ANNEX S	Military Support-----	Tab Index S
ANNEX T	Blank-----	Tab Index T
ANNEX U	Blank-----	Tab Index U
ANNEX V	Emergency Operations Center (EOC)-----	Tab Index V
	Appendix 1 Emergency Operations Center Location Map	
	Appendix 2 EOC Activation Sequence	
	Appendix 3 EOC Floor Plans	
	Tab A Routine Use	
	Tab B Disaster Use	
	Tab C Operations room	
	Tab D Executive Policy Group workroom and Director's Office	
	Tab E Utilities, Clerks, State and Federal workrooms	
	Tab F Technology Support	
	Tab G Pueblo County Communications Center	
	Tab H CSEPP offices/Dormitory rooms/Medical room	
	Appendix 4	
	Tab A Initiating Checklist	
	Tab B EOC Sign In Sheet Form	
	Tab C Message Form	
ANNEX W	Recovery -----	Tab Index W
ANNEX X	Damage Assessment -----	Tab Index X
ANNEX Y	Resources -----	Tab Index Y
ANNEX Z	Definitions and Abbreviations -----	Tab Index Z

# INTRODUCTION

A key element in the development of a community Emergency Operations Plan is the review of local agency and jurisdictional plans relative to each other, with a goal of identifying and modifying systems or procedures that would otherwise significantly detract from a coordinated community disaster response. It is critical that our individual response to routine emergencies relies on systems and procedures that are reasonably compatible to those we would use in a coordinated community response to a community or regional disaster. Consequently, many elements of this Plan mirror routine operations that may already be in play before an emergency reaches disaster proportions.

The *Pueblo County Emergency Operations Plan* establishes an outline for a coordinated response to either natural or man made (technological) disasters. Each department/division or individual assigned specific responsibility under this plan should have a broad understanding of the basic document and a thorough understanding of their assigned tasks.

This plan neither replaces nor replicates standard department or division operational plans (SOP's). It will be used when a situation calls for multiple departments/ divisions to integrate into a single command structure. That ability to integrate is especially important when an incident escalates beyond the capabilities of the community and the need to request outside resources arises.

This plan will be reviewed at least annually in conjunction with our exercise program. Procedures will also be reviewed immediately following an incident and necessary revisions incorporated into the plan as soon as possible. Contact lists will also be updated at that time. Plan maintenance is the responsibility of the Pueblo County Department of Emergency Management (DEM), with thoughtful input from jurisdictions, agencies, elected officials and the general public from all across Pueblo County. Update is normally done by preparing replacement pages which contain new information. Changes should be reviewed and inserted in the plan. Responsibility for maintaining the SOP's, upon which this plan relies, remains that of the departments and divisions to whom they belong.

In the event of a local disaster emergency, the principal executive officer(s) of the affected political subdivision(s) may declare a local disaster and said declaration of a local disaster shall not be continued or renewed for a period in excess of seven

days except by or with the consent of the governing board(s) of said political subdivision(s). The effect of a declaration of a local disaster emergency is to activate the response and recovery aspects of any and all applicable local and interjurisdictional disaster emergency plans. No interjurisdictional disaster agency or official thereof may declare a local disaster emergency unless expressly authorized by the agreement pursuant to which the agency functions.

This plan is (a) not an intergovernmental or interjurisdictional agreement, (b) does not, and is not intended to, modify the terms of any existing intergovernmental agreements, (c) does not limit or modify any political subdivision's authority as provided in §§24-32-2101 and as defined in §§24-32-2103(2)(CRS), et seq., to declare or respond to a local disaster in the manner any political subdivision deems to be in the political subdivision's best interest and the best interest of the political subdivision's residents, (d) does not commit or constitute an agreement on behalf of any political subdivision to commit the political subdivision in the future to undertake any deployment of personnel or equipment or to contract for any equipment or materials in the event of an emergency or otherwise, (e) does not modify the provisions of City Resolution No. 6923 or County Resolution No. 93-109, and (f) that it does not and is not intended to, create any rights or impose any duties for the benefit of any person.

Members of local government and volunteer agencies developed this plan in cooperation with the Colorado Division of Emergency Management and with funds provided largely by the Chemical Stockpile Emergency Preparedness Program (CSEPP), a federally funded project of the Department of Defense (DOD), and the Federal Emergency Management Agency (FEMA).

The plan is structured to begin with the Basic Plan followed by Annexes to cover specific areas. To support the Annexes there may be Appendices and in support of the Appendices there may be Tab(s)

## ACKNOWLEDGMENTS

This version of the *Pueblo County Emergency Operations Plan* represents a routine update of existing elements of the 2004 edition of the Plan, reflecting experience gained through training, exercises and responses. Those responses include routine emergency work as well as the more extensive experiences of the October 1997 Blizzard, Spring 1999 Flood, Y2K preparations, July 2000 Hailstorm, the September 11, 2001 terrorist attacks on the World Trade Center and Pentagon, and the anthrax mailings that followed. The 1999 Flood and 2000 Hail events each resulted in federal disaster declarations. Each experience has allowed us the opportunity to review and fine-tune the previous edition of the Plan. Development and annual maintenance of the *Pueblo County Emergency Operations Plan* is not the effort of a single individual or department, it is a community effort. Each portion of the plan reflects the combined effort of those responsible for implementing it, with guidance and review by emergency management, legal and other professionals who lent Pueblo County their expertise. That approach to Plan development was somewhat unique in 1990, when it was first applied in Pueblo County. Experience gained here, across Colorado and nationally in the past decade has demonstrated the value of that shared planning approach. We believe that it is the key to sound community plan development and maintenance.

As with the 1995, 2001, 2002, 2003 and 2004 editions, Ms. Karen Ashcraft ((Coordinator, Office of Emergency Preparedness (OEP)/Department of Emergency Management (DEM)) has been the coordinator and, in some cases, the lead writer of the 2003 edition of the Plan. Mr. Carl Ballinger ((Coordinator, Chemical Stockpile Emergency Preparedness Program (CSEPP)/DEM)), Ms. Cori Mullen (Assistant Coordinator, OEP/ DEM), Mrs. Lisa Shorter (Public Information Officer, CSEPP/DEM), Mr. Art Pope (Planner/TARS Specialist, CSEPP/DEM) and I have also written portions of the Plan. In each case, we relied on verbal and written input from others, as well as drawing from our own experience. Virtually all other members of the Department of Emergency Management provided input to the plan, but the Department's effort would be meaningless without the input of professionals from the following organizations: Pueblo County Sheriff; Pueblo City Police; Colorado State Patrol; Pueblo Chemical Depot; Colorado National Guard; fire departments of the City of Pueblo, Pueblo West, Pueblo Rural, Colorado City-Rye, West Park and Boone; the City-County Hazardous Materials Response Team; Pueblo Local Emergency Planning Committee; the Pueblo Emergency Response Teams; Transportation Technology Center; Pueblo School

District 70; Pueblo City Schools; Colorado State University - Pueblo; Pueblo Community College; St. Mary Corwin Hospital; Parkview Medical Center; Pueblo City-County Health Department; Pueblo Emergency Medical Services Council; Pueblo city departments of Transportation and Public Works; county departments of Public Works, Information Systems and Information Technology; American Red Cross; Salvation Army; Amateur Radio Emergency Services; WDSL US LLC.; National Weather Service; U.S. Bureau of Reclamation; U.S. Geological Survey; the Colorado State Division of Emergency Management; El Paso County and Colorado Springs Offices of Emergency Management; Federal Emergency Management Agency, Region VIII; Pueblo City and County attorneys; Mayor of Boone; Pueblo City Manager; members of the Pueblo City Council; and Pueblo County Board of Commissioners. The order of listing does not signify importance of input and the list is no doubt incomplete. The wonderful maps included in the plan are the product of the Pueblo County Geographic Information System (GIS) Center and the excellent staff that bring life to the system's software and hardware. All those who have and continue to participate in this process have both my respect and appreciation. To any participating organization that was inadvertently omitted, I offer both my thanks and apology.

It continues to be my role and honor, as Director of the Pueblo County Department of Emergency Management, to provide guidance, motivation and editorial services to the project. The good news and the bad news is that the task of plan revision is ongoing. By committing to a team approach to routine Plan review and revision, Pueblo County will continue to prepare itself to meet the emergency needs of its citizens and guests.

---

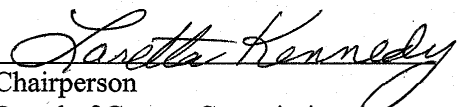
Steven G. Douglas, Director  
Pueblo County Department of Emergency Management  
May 7, 2008

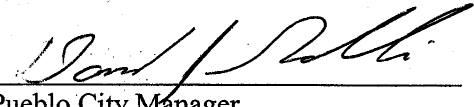
**PUEBLO COUNTY EMERGENCY OPERATIONS PLAN**  
**LETTER OF PROMULGATION**

This emergency operations plan is approved and is hereby ordered published and distributed.

Pueblo County

City of Pueblo

  
\_\_\_\_\_  
Chairperson  
Board of County Commissioners

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

8-10-04  
Date

8/12/04  
Date

## DISTRIBUTION OF PLAN

The initial hard copy distribution of this plan was made to the following listed officials. Additional copies are available upon request from the Department of Emergency Management. Each copy is numbered for accountability and updating. The plan is also available on-line at the Department of Emergency Management's web site, i.e., [www.dem.co.pueblo.co.us](http://www.dem.co.pueblo.co.us).

Amateur Radio Emergency Services	Colorado Department of Corrections
American Medical Response	Colorado Department of Health
American Red Cross	Colorado Dept. of Transportation
Animal Control	Colorado Dept. of Water Resources
Aquila, Colorado Electric	Colorado Division of Wildlife
Argonne National Labs	Colorado Emergency Management
Beulah Fire Department	Colorado Interstate Gas
BNSF Railroad	Colorado Irrigation Division Eng.
Board of Water Works	Colorado Mental Health Institute
Bonfils Blood Center	Colorado National Guard (Pueblo)
Boone Fire Department	Colorado Parks & Outdoor Recreation
Boone Town Hall	Colorado Springs Emergency Mgmt.
Centura-St. Mary Corwin Medical Cen.	Colorado State Fair
City Attorney	Colorado State Forest Service
City Clerk	Colorado State Patrol
City Communications	County Admin. Support Services
City Communications Center	County Assessor
City Council	County Attorney
City Finance Department	County Clerk/Recorder
City Fire Department	County Commissioners
City Housing/Community Services	County Communications Center
City Manager	County Coroner
City Parks & Recreation	County Correctional Services
City Personnel Department	County Facilities
City Planning	County Fleet Management
City Police Department	County Human Resources Dept.
City Public Works Department	County Information & Computer Ser.
City Purchasing Department	County Office of Budget & Finance
City Transportation	County Planning and Development
City Zoning	County Public Works Department
City/County Health Department	County Purchasing Department
Civil Air Patrol	County Sheriff
Colorado City Metro District	County Technical Services

County Treasurer  
Crowley County OEM  
CSEPP Coordinator  
CSU Extension Service  
Custer County OEM  
Department of Social Services  
District Attorney  
El Paso County OEM  
El Paso County S&R  
Emergency Preparedness Coordinators  
FEMA Headquarters  
FEMA Region VIII  
Fort Carson  
Fremont County OEM  
Huerfano County OEM  
KMG Electronic Chemicals  
Las Animas County OEM  
Latino Chamber of Commerce  
Lincoln County  
Local News Media  
Mobile Command Center  
National Weather Service  
Otero County OEM  
Parkview Medical Center  
Pueblo Area Agency on Aging  
Pueblo Chamber of Commerce  
Pueblo Chemical Depot  
Pueblo City Schools  
Pueblo Community College  
Pueblo County Health & Human Serv.

Pueblo Regional Building Dept.  
Pueblo Rural Fire Department  
Pueblo West Fire Department  
Pueblo West Metro District  
Pueblo West Streets & Roads  
Rocky Mountain Steel Mills  
Rye Fire Protection District  
Rye Metro District  
Rye Telephone Company  
Salvation Army  
School District #70  
SE CO Water Conservation District  
Senior Resource Develop. Agency  
Spanish Peaks Mental Health Center  
St. Charles Mesa Water Association  
Transportation Technology Center  
U.S. Army Corps of Engineers  
U.S. Bureau of Reclamation  
U.S. Geological Survey  
U.S. West Communications  
Union Pacific Railroad  
University of Southern Colorado  
USDA – Farm Service Agency  
USDA Forest Service  
West Park Fire Department  
Xcel Energy  
Pueblo Regional Building Dept.  
Pueblo Rural Fire Department  
Pueblo West Fire Department



# PREFACE

All levels of government have a responsibility for emergency preparedness planning. Planning will reduce the vulnerability to injury and loss of life or property.

The Local Emergency Operations Plan (LEOP) was prepared under the Federal Emergency Management Agency's Comprehensive Emergency Management concept which integrates all available emergency management resources so as to increase the level of emergency preparedness.

**The four components of emergency management are:**

**MITIGATION** - Any action taken to eliminate or reduce the degree of long-term risk to human life and property from natural and manmade hazards. Mitigation assumes that society is exposed to risks whether or not an emergency occurs. Mitigation efforts include, but are not limited to the following:

Hazard identification/analysis	Statutes/ordinances
Risk mapping	Monitoring/inspection
Risk analysis	Disaster insurance
Research	Tax incentives
Land use management	Public education
Floodplain management	Safety codes
Building code	

**PREPAREDNESS** - Any activity taken prior to an emergency that facilitates a coordinated response. Some elements of preparedness are as follow:

Hazard analysis	Emergency communications
Risk analysis	Resource inventory
Identify capabilities	Resource management
Identify shortfalls	Mutual aid agreements
Continuity of government	Training
Emergency Operations Center	Information materials
Emergency Operations Plan	Test/exercises
Emergency Alert System	Plan review/update
Alert/Warning system	

**RESPONSE** - Any action taken immediately before, during, or directly after an emergency occurs to save lives, minimize damage to property, and enhance recovery. Examples of response are:

Alert EOC staff	Activate mutual aid agreements
Activate emergency plan	Resource mobilization
Activate warning system	Shelter/evacuation
Activate EOC	Reception/care
On-scene control	Search and rescue
Instruction to public	Record keeping

**RECOVERY** - Both short-term activities to return vital life-support systems to minimum operating standards and long-term activities designed to return life to normal or improved levels. Examples of recovery activities are as follow:

Public information	Disaster loans/grants
Crisis counseling	Unemployment assistance
Debris clearance	Temporary housing
Disaster assistance centers	Audits
Damage assessment	Reconstruction
Decontamination	Assess emergency plans

The four components of emergency management are interrelated, with action on one often calling for subsequent action on one or all of the others.

# **PUEBLO COUNTY EMERGENCY OPERATIONS PLAN**

## **BASIC PLAN**

### **I. PURPOSE**

The purpose of the Local Emergency Operations Plan (LEOP) is to:

- A. Outline the process by which we may respond to hazards which threaten the City of Pueblo, the County of Pueblo, the towns of Rye and Boone, the Pueblo West and Colorado City Metropolitan Districts, and the residents and guests of our community;
- B. Describes the concept of operations for response to disasters, and delineates the role and responsibilities of agencies or organizations expected to contribute to the protection of people and property;
- C. Ensure a coordinated response by local, state and federal governments by the use of the National Incident Management System (NIMS) in managing emergencies or disasters; to save lives, prevent injuries, protect property and the environment, and to return the affected area to a state of normalcy as quickly as possible;
- D. Provide for the integration and coordination of volunteer agencies and private organizations involved in emergency response and relief efforts.

### **II. SITUATIONS AND ASSUMPTIONS**

#### **A. Situations**

- 1. An emergency could develop at any time in this community, stemming from hazards that fall into two general categories.
  - a) Pueblo County is at risk from natural hazards including floods, fires, earthquakes, severe storms (e.g. snow, rain, hail, tornado), drought, and major water supply or power failure (see Appendix 1 for Hazard Analysis).
  - b) Pueblo County is at risk from man-made hazards including transportation incidents involving hazardous materials, accidents involving hazardous materials stored at various facilities, major air and ground transportation accidents, civil disturbances, terrorists or

bomb threats, and conventional, nuclear, biological or chemical attack. (See Appendix 1 for Hazard Analysis.)

#### B. Assumptions

1. Warning time for emergencies and disasters will vary from little or none, to days or weeks, depending on the type of hazard.
2. In the event of a local disaster local government officials, both elected and appointed, will execute all responsibilities regarding public safety and protection of property, including continuity of government, within the framework and in the manner prescribed by all applicable law.
3. Departments and organizations with emergency responsibilities will ensure that all personnel concerned are properly trained, to include NIMS, are familiar with existing plans and procedures, and are prepared to execute them.
4. State and federal assistance, as well as volunteer and private organizations, will be available to supplement local government resources if needed.

### III. CONCEPT OF OPERATIONS

#### A. General

1. Emergency response functions will parallel normal operations of local government agencies. However, many day-to-day functions may be suspended for the duration of the emergency and recovery period to use limited resources for emergency tasks.
2. If an emergency occurs, local agencies will respond initially. City, town, district and county personnel may be called upon to perform functions that are not a part of their daily routine.
3. Except for routine state assistance, requests by the Pueblo Emergency Operations Center (EOC) for state or federal assistance must go through the Colorado Division of Emergency Management (CDEM).
4. The Executive Policy Group, (EPG) composed of county, city, town, and metropolitan district elected officials and managers, shall cooperate as the governing bodies of each of those political subdivision deem appropriate and to the extent that each is authorized by law, to make

policy decisions and commitments of resources necessary to execute comprehensive emergency management.

5. The Operations Task Force (OTF), composed of county, city, town, district, and agency appointed officials will execute protective action measures. The Task Force will assemble by decision of the County Commissioners; Sheriff; the Department of Emergency Management (DEM) Director; or designee. The Operations Task Force membership will be tailored to meet the needs of the specific emergency.
6. An analysis of the major hazards facing Pueblo is provided in Appendix 1.
7. Field personnel will report damage in their area of responsibility to their supervisor and/or to the EOC.

#### B. Specific

1. Upon notification of an actual or pending major emergency, the EOC may be opened to facilitate field agencies (see Annex V EOC Operations). A Joint Information Center (JIC) may be opened to facilitate emergency public information (see Annex J PIO)
2. Pueblo's disaster response will generally be conducted in three operational phases:
  - a) **Readiness** starts when a threat is identified. If time allows, the Department of Emergency Management personnel will notify the city and county officials of the potential threat, place key designated personnel on standby alert, declare the readiness phase operational, and as the seriousness of the situation dictates, notify the CDEM. Public notification and evacuation of specific areas will be considered. Some emergencies, such as a hazardous materials accident, evolve very rapidly and collapse the time available for this phase.
  - b) **Response** begins when the emergency occurs, and lives and property are endangered. Local emergency response actions may include assessing the situation, warning the populace, evacuating all or part of an area if deemed necessary, establishing and maintaining communications, and employing resources to preserve lives and property. Assistance from the state will be requested when it is

determined to be necessary by the governing body of any effected political subdivision. Response agencies coordinate under the NIMS.

- c) **Recovery** activities may commence during the response phase. Damage will be assessed and actions identified for immediate and/or long-term accomplishment. Short-term operations seek to restore critical services to the community and provide for the basic needs of the public, e.g., temporary shelter, temporary road and bridge repairs, and restoration of utility and government services. Long-term recovery aims to restore the community to either its normal state, or create an improved state or condition, e.g. flood control measures or reconstruction of infrastructure (which may also help to mitigate the hazard.)
3. The Director of Pueblo County's Department of Emergency Management (DEM) is staff advisor to the Executive Policy Group. The Emergency Preparedness Coordinator, Assistant Emergency Preparedness Coordinator, CSEPP Coordinator, DEM Director, or their designee is the EOC Coordinator. The EOC Coordinator and EOC staff will ensure maps, information and data are reasonably current. Filling these individual positions is a function of staff availability. In reality, one may be required to fill several roles.
  4. All operational elements within the EOC will maintain detailed logs of actions to include date, time, situation and/or action required, response taken or directed, and any other information of operational nature or of value in establishing cost or settling claims following termination of the disaster.

#### **IV. CONTINUITY OF GOVERNMENT**

- A. General - Continuity of government will be maintained in Pueblo County through:
  1. The utilization of all available resources and manpower.
  2. The pre-identification and orientation of alternates to key officials, both appointed and elected.
  3. The selection and preparation of alternate sites for government operations (alternate EOCs).

4. Officials assigned as action officers in the EOC will designate alternates in their Standard Operations Procedures. To the extent possible, officials will designate alternates at least two deep to accommodate 24 hour operations and unavoidable absenteeism.
5. All city/county personnel will support efforts to maintain civil government and will assist moving the seat of government to an alternate location if necessary.

B. Lines of Succession

1. Pueblo County

The following line of succession for continuity of government in the event of a local disaster in Pueblo County shall be exercised:

- a) The Board of County Commissioners of Pueblo County, then
- b) The Chairperson of the Board of County Commissioners of Pueblo County, then
- c) Any other member of the Board of County Commissioners of Pueblo County, then
- d) A Policy Committee consisting of the County Attorney, Emergency Management Director and/or Budget & Finance Director, then
- e) The Director of the Pueblo County Department of Emergency Management (DEM).

2. City of Pueblo

The following line of succession for continuity of government in the event of a local disaster in the City of Pueblo shall be exercised:

- a) Legislative matters: the City Council, then a majority of the City Council, then the President of the City Council.
- b) Executive matters: The City Manager, then the Assistant City Manager designated by the City Manager, then a committee composed of any two or more of the following: Director of Public Works, Director of Finance and City Attorney; to conduct City business and exercise the necessary authority on behalf of the City

in accordance with the Charter and Ordinances of the City of Pueblo.

- c) Judicial matters: the presiding municipal judge, then the part-time municipal judge appointed by the City Council.
3. Colorado City Metropolitan District
    - a) Administrator, then
    - b) Superintendent of Public Works, then
    - c) Chairman of the Board of Directors
  4. Pueblo West Metropolitan District
    - a) District Manager, then
    - b) Chairman and President of the Board, then
    - c) Secretary of the Board, then
    - d) Treasurer of the Board, then
    - e) Board members
  5. Town of Rye
    - a) Mayor, then
    - b) Board members
  6. Town of Boone
    - a) Mayor, then
    - b) Board members, then
    - c) Fire Chief
  7. EOC Coordinator
    - a) Emergency Preparedness Coordinator or
    - b) CSEPP Coordinator (lead depends on incident), then
    - c) Emergency Management Director, then

d) Assistant Emergency Preparedness Coordinator

C. Preservation of Records

The City of Pueblo and County of Pueblo departments and agencies will develop or improve procedures, which will preserve essential records, files and reference documents necessary for internal operations.

D. Pre-delegation of Authority

The City of Pueblo has by ordinance (see Chapter 5 of Title XI of 1971 Code of Ordinances of the City of Pueblo, as amended) and by Resolution No. 6923, prescribe procedures and authorized the City Manager to take certain actions in the event of civil emergencies. The County has, by Resolution Number 93-109 and all amendments thereto prescribe the County's policy with regard to emergency preparedness and designated certain authorities thereunder. Actions taken by City or County pursuant to these provisions will be undertaken in a manner which is also consistent with all applicable law.

E. Publication of Emergency Declaration

Any emergency proclamation will be given prompt and general publicity, and will be filed with the Colorado DEM promptly by Pueblo County DEM. Filing automatically activates the Pueblo County Emergency Operations Plan.

F. Emergency Operations Center (EOC)

The EOC has been designated at 320 West 10th Street (basement of the Pueblo Judicial Building) and will be utilized to facilitate disaster operations.

G. Alternate Emergency Operations Centers

The decision to move the Pueblo EOC to an alternate site will be made by the Executive Policy Group after consideration of recommendations by the Director of DEM or his/her alternate. The move will be given the widest publicity if appropriate.

H. Protection of Government Resources, Facilities and Personnel

The Executive Policy Group, upon recommendation from the DEM Director and other officials, will take those actions necessary to protect resources, facilities and personnel.

## **V. ORGANIZATION AND RESPONSIBILITIES**

All departments and agencies within local government and various outside agencies have emergency functions. Each department or agency will develop and maintain standard operating procedures that support the Pueblo Emergency Operation Plan. Specific responsibilities and tasks are outlined in the annexes of this plan.

A. Executive Policy Group (EPG) is comprised of policy-making officials from:

- Board of County Commissioners
- Sheriff
- City Manager (if jurisdiction is involved or mutual aid is needed)
- Rye Mayor (if jurisdiction is involved or mutual aid is needed)
- Colorado City representative member (if jurisdiction is involved or mutual aid is needed)
- Boone Mayor (if jurisdiction is involved or mutual aid is needed)
- Pueblo West representative member (if jurisdiction is involved or mutual aid is needed)
- Emergency Management Director (liaison, or member in absence of Commissioners)
- Others as needed

And, the Executive Policy Group will:

1. Monitor operations of metropolitan district, town, city and/or county departments and agencies during all phases of the disaster;
2. Monitor execution of the Pueblo County Emergency Operations Plan and mutual aid agreements;
3. Issue public proclamations on emergency matters;
4. Monitor and support the National Incident Management System;

5. Implement policy decisions and commit resources for their jurisdictions, within the framework and in the manner prescribed by all applicable law;
  6. Issue a local disaster declaration for Pueblo County when appropriate. The declaration will be signed by the Chairperson of the Board of County Commissioners, senior Commissioner or their representative in attendance at the EOC (in that order);
  7. Provide for preparedness and planning requirements i.e., succession, pre-delegation of emergency authority, emergency operations center (EOC), alternate EOC's, emergency action steps, and protection of government, resources, personnel and facilities associated with Continuity of Government (COG) responsibilities; and
  8. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC), i.e., participate with media briefings, as needed; provide information from the EPG for release information through the JIC; authorize news releases for evacuation decisions.
- B. Directors, Managers, Chiefs and other responsible parties will:
1. Prepare and maintain Standard Operating Procedures (SOP's) and the emergency organization to support them;
  2. Identify functions to be performed in time of emergency and assign operational responsibility;
  3. Provide staff liaison to the Emergency Operations Center;
  4. Report events and activities to the Emergency Operations Center; and
  5. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).
- C. Department of Emergency Management (DEM) Director will:
1. Act as staff advisor to the Executive Policy Group;
  2. Act as EOC Coordinator, if needed;

3. Activate a portion or all of the Emergency Operations Center;
  4. Keep the Executive Policy Group appraised of readiness of the community to respond to emergencies;
  5. Be authorized to implement Emergency Funds according to County Resolution #00-224, in the event that the Board of County Commissioners, the Sheriff or the Emergency Policy Committee is unavailable to approve such expenditures; and
  6. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).
  7. Coordinate the preparation of after action reports for an EOC activation.
- D. EOC Coordinator will:
1. Act as coordinating staff advisor to the DEM Director;
  2. Support the Incident Commander as needed with disaster planning and operations with the community's emergency response organizations, area industrial installations, public utilities, welfare agencies, and adjacent jurisdiction emergency management coordinators; facilitate integrated emergency response and recovery;
  3. Support the Emergency Alert System (EAS). Coordinate with local media to encourage its cooperation in a disaster;
  4. Keep the Colorado DEM informed of the potential or actual emergency and progress thereof;
  5. Coordinate use of the Amateur Radio Emergency Services (ARES);
  6. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC); and
  7. Prepare an After Action Report for any EOC activation or declared disaster.
- E. Law Enforcement agencies will:
1. Establish and maintain law and order;
  2. Assist in warning the public regarding the nature of the emergency or disaster;

3. Provide staff liaison to the Emergency Operations Center or maintain contact with the EOC;
  4. Coordinate search and rescue activities within Pueblo County (Sheriff's Office);
  5. Coordinate aircraft and aviation support services, as required (Sheriff's Office);
  6. Coordinate law enforcement through the National Incident Management System;
  7. Designate and secure evacuation routes to include traffic control points and road blocks;
  8. Provide security for evacuated areas; to include areas accommodating evacuees, such as reception centers and emergency shelters; and
  9. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).
- F. Public Works Departments, Transportation Departments, Metropolitan Districts and utility companies should:
1. Assist in facilities protection and coordinate emergency repairs to public buildings, roads, hospitals, utilities, and other essential facilities; recommend priorities for repair of damage;
  2. Assist in damage assessment;
  3. Ensure clearance of critical thoroughfares;
  4. Provide available emergency traffic control equipment such as barricades and street flares;
  5. Conduct or oversee emergency shutdown of utilities to prevent damage; monitor condition of sewage, electrical, gas and water distribution systems; determine emergency sources of electricity, gas and potable water;
  6. Conduct or oversee debris removal and disposal; and
  7. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).

G. Fire Protection Districts will:

1. Coordinate fire operations through the National Incident Management System;
2. Provide staff liaison to the Emergency Operations Center or maintain contact with the EOC;
3. Conduct all regularly assigned functions relating to fire prevention and control to minimize loss of life and property due to fire, both structural and wildfire, within their districts and assist with mutual aid when possible;
4. Assist in rescue operations;
5. Assist in warning the public of impending danger, and, as necessary, evacuating potential danger areas and providing fire security in evacuated areas as needed; and
6. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).

H. Public Information Officer(s) will:

1. Advise the Executive Policy Group and local authorities on public information matters;
2. Act as liaison with the news media for dissemination of information and coordinate media tours when appropriate;
3. Maintain and operate a citizens inquiry center through the Joint Information Center;
4. Prepare and distribute emergency public information material; and
5. Prepare news releases during emergency situations.

- I. Pueblo City/County Hazardous Materials Response Team will;
  - 1. Respond to hazardous materials incidents when appropriate;
  - 2. Maintain communications with the EOC; and
  - 3. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).
  
- J. Pueblo City/County Health Department will:
  - 1. Coordinate all medical, public health and environmental services for disaster operations;
  - 2. Activate the Mass Fatality Plan (Annex R) and the Behavioral Health Plan (Annex O – Appendix 1), as needed.
  - 3. Advise the Executive Policy Group on all public health, medical and environmental matters;
  - 4. Coordinate support for inoculations, water purification, insect and rodent control and other necessary health protection measures;
  - 5. Evaluate and recommend methods for the disposal of contaminated food and animal carcasses;
  - 6. Identify residents with health problems that require special equipment or assistance in event of an evacuation;
  - 7. Plan, provide and supervise nursing services, as needed;
  - 8. Identify sites for debris disposal and oversee their use; and
  - 9. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).
  
- K. Pueblo City Transportation will:
  - 1. Coordinate and provide transportation resources required; locate staging and rest areas;

2. Facilitate the evacuation of special populations such as the disabled, infirm, elderly, and handicapped in nursing homes, retirement homes, emergency shelters, jail, group homes, institutions, residences and other places; and
3. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).

L. Department of Social Services will:

1. Maintain ongoing assistance programs, such as, food stamps, Low Energy Assistance Program, Aid to Dependent Children, Social Security Income, Aid to Needy and Disabled, and Old Age Pension;
2. Coordinate with volunteer agencies and religious organizations to provide food, counseling, clothing, heat, occupational needs, furniture, emergency location services and housing;
3. Implement an Individual/Family Grant program following a Presidential-declared disaster; and
4. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).

M. County Coroner and staff will:

1. Conduct an initial evaluation of the scene to determine equipment needs;
2. Establish morgue operations;
3. Secure scene for body recovery
4. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).

N. The County Treasurer with City Finance, County Budget & Finance Director, and other entity finance offices will establish and maintain an incident record of costs.

- O. The County Clerk and Recorder, and City Clerk will preserve and secure vital records.
- P. County Assessor will:
  - 1. Assist in damage assessment; and
  - 2. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).
- Q. Planning Departments will:
  - 1. Coordinate damage assessment reporting, recommend courses of actions to reduce community vulnerability, and assist the Pueblo City/County Health Department in the selection of debris disposal sites; and
  - 2. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).
- R. School Districts will:
  - 1. Safeguard pupils and school personnel;
  - 2. Plan to house students and faculty;
  - 3. Coordinate with American Red Cross for feeding and housing displaced persons;
  - 4. Provide school buses for evacuation of endangered population;
  - 5. Plan for evacuation or in-place sheltering of school population; and
  - 6. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).
- S. American Red Cross will:
  - 1. Coordinate and operate mass care operations to include sheltering of persons made homeless due to disaster; Establish and operate mass feeding for victims and disaster workers;

2. Provide basic health and mental health services for the victims within the shelters;
  3. If necessary, participate in damage assessment of residential areas;
  4. Receive and process in-bound disaster inquires;
  5. Assist in locating missing persons; and
  6. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC)
- T. Salvation Army will:
1. Coordinate with American Red Cross for mass feeding, sheltering to victims and workers;
  2. Coordinate distribution centers for food, clothing, furniture and other supplies, as needed;
  3. Provide spiritual counseling and conduct religious services during the disaster; and
  4. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).
- U. Amateur Radio Emergency Services (ARES) will:
1. Establish communications at the Pueblo EOC, the JIC, Parkview Medical Center, Centura Health-St. Mary Corwin Medical Center, American Red Cross and/or other sites as requested;
  2. Amateur Radio operator will establish communications at the NWS during a NWS call up for severe weather situations;
  3. Assist with and provide backup for overall communications, as well as health and well being messages; and
  4. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).

V. Other Emergency Services Agencies:

1. Clergy will prepare religious activities for victims or others involved in an emergency or disaster;
2. Agencies such as the Mennonites, REACT, Spanish Peaks, Search and Rescue organizations, private agencies and local groups will address emergency needs of victims; and
3. Assist in the provision of accurate and coordinated emergency public information through participation in the Joint Information System (JIS) and use of a Joint Information Center (JIC).

W. 2-1-1 is the national abbreviated dialing code for free access to health and human services information and referral. 2-1-1 is a non-profit entity and may be used in the recovery phase of a disaster or emergency to fill non-emergency requests for items like shelter, food, donation, etc.

**VI. PLAN DEVELOPMENT AND MAINTENANCE**

The primary responsibility for development and maintenance of this plan is that of the Pueblo County Department of Emergency Management, with support from all agencies and departments having responsibilities in the Emergency Operations Plan. The plan will be reviewed and revised accordingly at least annually, unless significant changes warrant earlier revision.

**VII. REFERENCES AND AUTHORITIES**

- A. Federal Civil Defense Act of 1950 (Public Law 81-920 as amended)
- B. Federal Disaster Relief Act of 1974 (Public Law 93-288)
- C. County Resolution No. 89-293 Creating the Pueblo County Department of Public Safety and Operations and Naming of Director
- D. Colorado Disaster Emergency Act of 1992
- E. County Resolution No. 93-109 Establishing the Office of Emergency Preparedness
- F. County Resolution No. 95-188 Amending Resolution No. 93-109
- G. County Resolution No. 05-252 Adopting the National Incident Management System (NIMS) for preparing and responding to disaster incidents.
- H. City Resolution No. 6923 – Designating a local disaster agency.

# HAZARD ANALYSIS

## BACKGROUND

Historically Pueblo has not had many disasters, but there are two historic disasters that are still talked about today. The 1921 flood on the Arkansas River resulted in 19 million dollars of property damage (in 1921 dollars). The number of known deaths was 120, and number not accounted for was 142. The 1965 flood on the Fountain Creek resulted in no deaths, but there was \$3,706,000 worth of property damage recorded (in 1965 dollars). Pueblo County was one of twelve Colorado counties included in the spring 1999 Presidentially declared flood disaster.

Flooding is the single greatest potential hazard to property in Pueblo. The county also received a federal disaster declaration for the July 2000 Hailstorm, 2002 Drought and 2005 Mason Gulch Fire. Severe weather such as hail and snow storms may not be life threatening in Pueblo, but can cause monetary damage for homeowners, businesses and insurance companies. Wildfire, both natural and human-caused, is a risk to the entire county. Please see the Pueblo County Community Wildfire Protection Plan at [http://www.dem.co.pueblo.co.us/wildfire\\_plan.html](http://www.dem.co.pueblo.co.us/wildfire_plan.html). Tornadoes have touched down in rural portions of Pueblo County, but the urbanized area has been spared their impact, to date. The earthquake hazard in Pueblo County is considered moderate. Good fortune and/or good response has thus far averted major hazardous materials accidents in the community. **Pueblo County's most probable source of disaster is linked to an accident involving hazardous materials.**

Listed below are natural and technological/manmade hazards that are a potential threat to Pueblo County. **Although most of these hazards are low in probability, they can all be high in consequence.**

## NATURAL HAZARDS

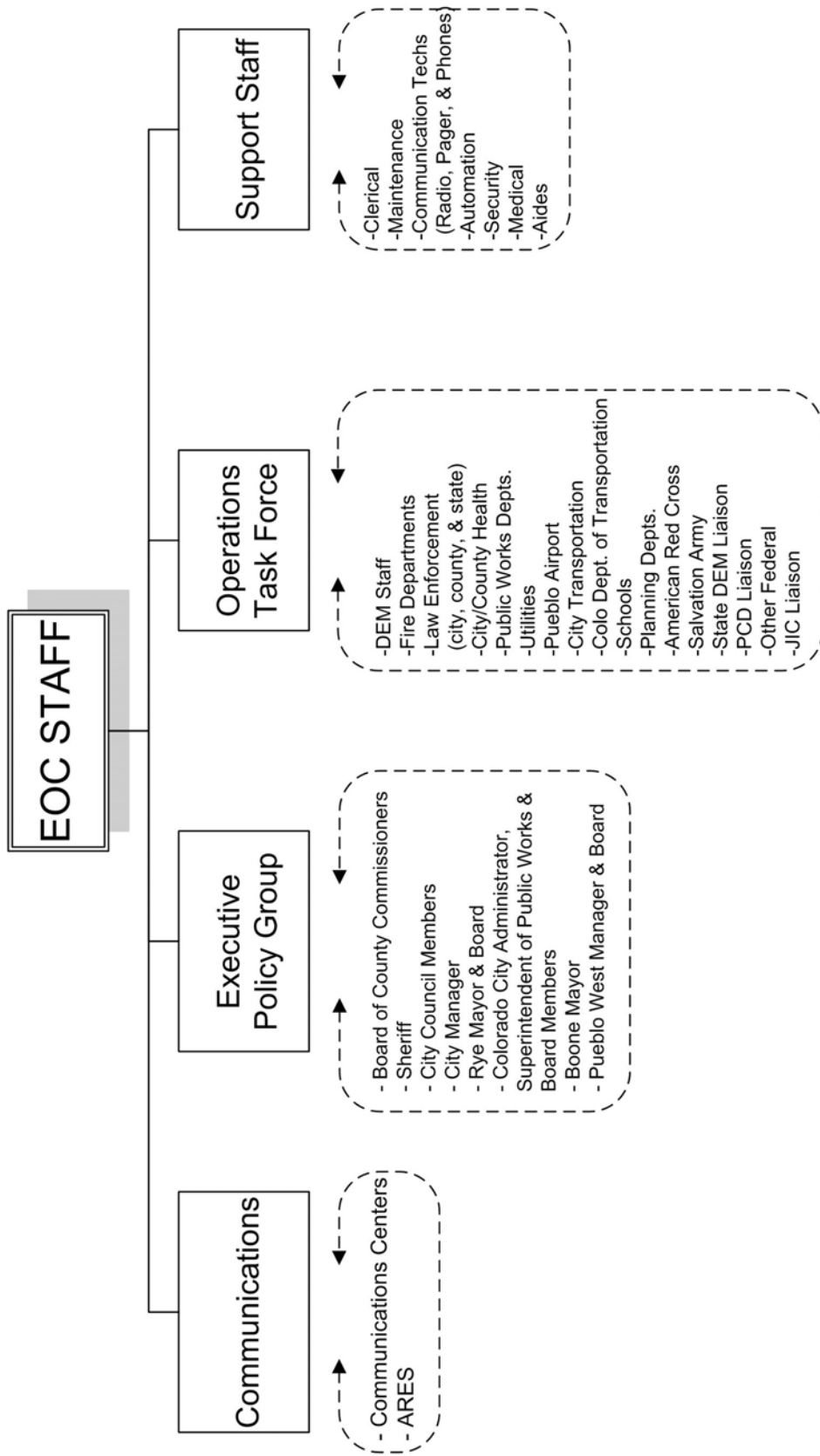
- Flood (to include dam failure)
- Tornado
- Severe Weather (snow, rain, hail, and/or electrical storms)
- Wildfire
- Drought
- Earthquake
- Landslide

## **TECHNOLOGICAL/MANMADE HAZARDS**

- Hazardous Materials (including radioactive)
  - Fixed facilities (including chemical weapons storage at the Pueblo Chemical Depot)
  - Transportation
    - Rail
    - Highway
    - Pipeline
    - Waterways
    - Air
- Mass Transportation
  - Rail
  - Highway
  - Air
- Urban Fire
- Civil Disorder/Terrorism
- Power Failure
- Nuclear Attack

## **SUPPORTING MATERIALS**

- Flood plain maps
- Inundation maps
  - Pueblo Reservoir
  - Rampart Dam
  - Fountain Creek
- List of SARA Title III facilities
- Tier II reports from SARA Title III reporting facilities
- Waste Isolation Pilot Program documents
- Chemical Stockpile Emergency Preparedness Program (CSEPP) documents (to include)
  - Immediate Response Zone/Protective Action Zone map
  - Traffic Control Points map
  - Pueblo CSEPP Dispatch Manual



# DISASTER / EMERGENCY DECLARATION

---

WHEREAS, Pueblo County suffered or there is an imminent threat that Pueblo County will suffer from widespread or severe damage, injury or loss of life or property resulting from \_\_\_\_\_  
(indicate nature of disaster ).

which occurred \_\_\_\_\_ 20\_\_\_\_:  
(Date)

and

WHEREAS, the cost and magnitude of responding to and recovery from the impact of the ensuing event is far in excess of the County's available resources.

NOW THEREFORE BE IT RESOLVED, there is hereby declared a local disaster.

DATED at Pueblo, Colorado this \_\_\_\_\_ day of \_\_\_\_\_ 20\_\_\_\_,  
at \_\_\_\_\_ a.m./p.m.

---

Chairperson,  
Board of County Commissioners  
Pueblo, County, Colorado

Two (2) copies shall be sent to:  
Colorado Division of Emergency Management (CDEM)  
9195 East Mineral Avenue, Suite 200  
Centennial, Colorado 80112  
FAX (720) 852-6750  
CDEM will forward one (1) copy to the Governor's Office