



# Emergency Operations Plan

Adopted November 5, 2013

CITY OF LITTLETON  
Emergency Operations Plan

LETTER OF PROMULGATION

To: City Officials, Employees, and Citizens of the City of Littleton and the areas served by the City of Littleton.

The preservation of life, property, and the environment is an inherent responsibility of local, state, and federal government. The City of Littleton has prepared this Emergency Operations Plan to ensure the most effective and economical allocation of resources for the maximum benefit and protection of the community in time of emergency.

While no plan can completely prevent emergencies and disasters, good plans and well-trained personnel can minimize losses. This plan establishes the emergency organization, assigns tasks, specifies policies and general procedures, and provides for coordination of planning efforts of various emergency staff and service.

This Emergency Operations Plan is the city's primary reference when responding to a local disaster or emergency; however, the plan has the capability to integrate with the emergency plans of Arapahoe County, Douglas County, Jefferson County and the State of Colorado Emergency Operations Plans when necessary.

The objective of this plan is to incorporate and coordinate all the facilities and personnel of the city into an efficient organization capable of responding to any local disaster or emergency. This level of self-sufficiency is vital to maintain the health and welfare of our citizens, especially in large scale incidents when county, state and federal assistance can be limited or unavailable. To meet the objectives of this plan, it will be reviewed, exercised periodically, and revised as necessary to meet changing conditions.

I give my full support to this plan and urge all officials, employees, and citizens, individually and collectively, to support any emergency effort of the City of Littleton and on the areas served by the city.

Michael Penny

City Manager

# City of Littleton

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**1. INTRODUCTION**

**1.1. Purpose**

The purpose of the Littleton Emergency Operations Plan (EOP) is to provide direction and principles for planning, managing and coordinating the overall preparedness, response and recovery activities of Littleton government before, during and after major emergency and disaster events. It delineates the roles and responsibilities of city departments, outside agencies and volunteer organizations who are anticipated to contribute to the protection of citizens and property.

The plan was prepared under the Comprehensive Emergency Management Concept, which was developed by the Federal Emergency Management Agency (FEMA) to integrate the response of all available emergency management resources and increase the level of emergency preparedness in the City of Littleton.

**1.2 Implementation**

This Emergency Operations Plan may be implemented during a disaster situation or significant emergency situation by the City Manager, Assistant City Manager, Police Chief, Fire Chief or their designee. The members of the Littleton City Council and the appropriate county emergency manager will be immediately notified by the City Manager's office, Police Chief or Fire Chief when the duties identified for the Mayor or City Council in section 2.6 of this plan are needed or are presumed to be needed at any point in the incident.

**2. BASIC PLAN**

The intent of this plan is to provide a means to utilize all available resources to:

- MITIGATE or prevent potential emergencies or disasters when possible.
- PREPARE to deal efficiently with the effects of emergency events.
- RESPOND to the incident to save lives and protect property.
- RECOVER rapidly from the incident.

This plan is designed to cover the City of Littleton, which encompasses an area of 14 square miles and a population of approximately 42,000. In addition, this plan also serves that area serviced by Littleton Fire Rescue which encompass an area of 92 square miles and a population of approximately 220,000 people, including the City of Littleton, when not covered by the appropriate county emergency plan.

This plan should be reviewed annually and updated as necessary. Maintaining and updating this plan is the responsibility of the designated Emergency Manager for the City of Littleton.

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Any changes, additions or deletions to the substantive content of this EOP must be approved by the Littleton City Manager.

Annexes to this EOP will be developed and updated as needed and shall be incorporated into this EOP by reference. The annexes shall include responsibilities as described in the Emergency Support Functions (ESFs) as identified by the federal government and local identified needs. The annexes shall be approved by the City Manager.

### **2.1. Legal Authorities**

The development of this plan meets the requirements for local emergency planning established under the State of Colorado Disaster Emergency Act of 1992 and also meets the requirements of other State and Federal plans for local emergency management plans and programs. The contents of the plan are intended to provide a basis for the coordinated planning and management of the types of emergencies and disaster events most likely to occur in the City of Littleton and contracted jurisdictions. It also provides the basic framework for the management of unforeseen events. Specific legal references include:

- Title 24, Article 32, Part 2101 et. seq., Colorado Revised Statutes, as amended; entitled the "Colorado Disaster Emergency Act of 1992."
- Intergovernmental agreements of political subdivisions of the State of Colorado as specifically authorized by Section 29-1-203 C.R.S. (1986) and other sections of the C.R.S
- Title VI of PL 93-288, as amended, entitled "The Robert T. Stafford Disaster Relief and Emergency Assistance Act."
- Disaster Mitigation Act of 2000. The Disaster Mitigation Act of 2000 provides for new approaches and support for comprehensive hazard mitigation planning. One of the requirements of this Act was the development of a State Mitigation Plan as a condition of federal disaster assistance.
- Emergency Management and Assistance, 44 U.S. Code 2.1 (Oct. 1, 1980)
- P.L. 81-920, Federal Civil Defense Act of 1950 as amended
- P.L. 99-499, Title III, Emergency Planning and Community Right-to-Know, Oct.17, 1986
- National Response Framework, 2008
- Presidential Policy Directive 8: National Preparedness
- National Disaster Recovery Framework, 2011

### **2.2. Situations**

Situations that may require the implementation of this plan include natural hazards, technological, man made hazards and planned events.

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- These may include:
  - Earthquakes
  - Floods/dam failure
  - Wildland interface fires
  - Severe weather events, including: severe wind storm, high heat or extreme cold, tornado, winter storm, drought
  - Pandemic events
  - Hazardous materials
  - Transportation accident
    - Aircraft crash
    - Heavy rail Incidents
    - Light rail Incidents
  - Structure fires/conflagration
  - Civil disturbance
  - Terrorism
  - Infrastructure disruption
    - Extended utility outage
    - Major utility or cyber disruptions
  - Mass casualty incidents
  - Mass gatherings

The city recognizes that the planning process must address each hazard that threatens the city.

### **2.3. Assumptions**

With respect to natural or technological emergencies, standard assumptions can be made regarding the incident:

- The city will continue to be subject to the hazards noted above. Warning time available to implement this plan will range from little or no warning, to days or weeks, depending on the type of hazard.
- City officials will implement procedures regarding public safety and protection of property. This includes all phases of comprehensive emergency management and provisions to ensure continuity of government.
- Citizens expect elected officials to keep them informed and to provide timely guidance and assistance in the event of a threat, emergency or disaster.
- Departments with emergency responsibilities will ensure that all personnel are properly trained and familiar with this plan and departmental Standard

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Operating Procedures (SOPs) so that they are capable of implementing them in a timely and effective manner.

- City personnel without emergency responsibilities may be asked to work in a support role during a disaster.
- With the possibility of terrorism and Weapons of Mass Destruction (WMD), any technological hazard must be approached initially as if it may be an act of terrorism.
- The Incident Command System (ICS), National Incident Management System (NIMS) and Unified Command (UC) shall be used as the on-scene incident management system.
- County, state and federal assistance, as well as volunteer and private organizations, may, or may not be available to supplement the city's resources as required and available. Such resources will be necessary should the capability of the city to perform necessary functions during an emergency is overwhelmed or compromised.
- Financing for an emergency event will need to be provided from reserve funding or funding granted under an emergency declaration with that funding then provided by the city, county, state or federal government.

## **2.4. Continuity of Government**

### **Purpose**

The purpose of the Continuity Of Operations Plan (COOP) is to provide a means of ensuring the continuity and preservation of the City of Littleton government during a major emergency or disaster. Disasters can interrupt, paralyze, or destroy the ability of local government to carry out its functions. Therefore, it is important that each level of government have the capability to preserve, maintain, and reconstitute its ability to carry out essential functions. A separate Continuity of Operations Plan (COOP) shall be maintained to ensure continued function of local government.

There are two important factors for assuring continuity of government at the local level: first, well defined and understood lines of succession for key officials and authorities; second, preservation of records and critical facilities which are essential to the effective functioning of government and for the protection of rights and interests of the citizens.

### **Provision of Essential Services**

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Identify those services that are determined to be critical to the immediate operation of the city. Such services need to be maintained or restored immediately should they be incapacitated by a disaster and rendered unusable.

Identify functions that can be suspended during emergencies and which functions can be performed through telework and/or alternate scheduling. In the event that a city facility is rendered unusable, a back-up facility must be designated that allows for essential services to continue. This should be identified in the COOP.

**Preservation of Essential Records**

Protection of essential records is vital if City government and society are to resume functioning after a major catastrophe or emergency.

The selection of the records to be preserved rests with the official rendering the service involved or with the custodians of these records. These decisions should be made in concert with the organization's overall plan for determination of value, protection and disposal of records. Vital records should be duplicated and the duplicate copies maintained in an accessible format in the safest possible location, preferably off site. The records and personnel responsible for them should be identified in the COOP.

**Line of Succession**

The statutory responsibility for the management of an emergency or disaster in Colorado rests with the duly elected leadership of each jurisdiction. Identified lines of succession for city departments are delineated in the Annex section of this plan and fully described in the COOP.

**2.5. Concept of Operations**

If a disaster occurs within the City of Littleton or within jurisdictions contracted with the city, an immediate response will be required. Only personnel trained in the prearranged plans and procedures will be prepared to make the coordinated efforts necessary to deal with a threat to life and/or property.

In unincorporated and incorporated areas that are under contract for services to the City of Littleton, but are not within the legal boundaries of the City of Littleton, the respective county EOPs shall take priority over this plan.

If a response to a disaster exceeds the capabilities of the city, the responsible department will request resources through mutual aid agreements (usually discipline specific, such as fire, law enforcement, emergency medical, or public works). All local governments and special districts within the individual counties

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are responsible for coordinating with one another and for providing mutual aid within their capabilities as established by written agreements.

When local resources and mutual aid resources are exhausted, the City of Littleton, through the appropriate county, may request aid from the State of Colorado.

The EOP is based on the concept that emergency response functions will generally parallel the normal operations of all city departments. To the extent possible, the same personnel should be utilized in both cases. Day-to-day functions which would not contribute to emergency operations may be suspended for the duration of the emergency and recovery period. Resources normally required for day-to-day operations may be redirected for accomplishment of emergency tasks.

### **National Incident Management System (NIMS)**

NIMS is a predetermined flexible command structure, incorporating the concepts of the ICS for safely directing all emergency response activities at the scene of an emergency during situations that go beyond a routine, single-agency response.

### **Incident Response**

Emergencies will be managed in the field under the plan assignments as set forth herein. The EOC will be activated to support responders, coordinate resources and keep records of the event, as well as to coordinate the additional functions that are needed (e.g. damage assessment, coordination of outside agencies and volunteers, intergovernmental relations, public information, finance, etc.)

### **Management and Functional Facilities**

#### Incident Management

Each hazard, whether natural or man-made, will be assigned a lead agency/department based on the expertise that the agency brings to the problem. It will be the lead agency's responsibility to provide the overall incident management utilizing UC.

The Emergency Manager or designee will then coordinate with the department directors and all supporting agencies within the EOC. The coordinator will ensure that information is kept current and that written communications are processed in a timely manner.

#### Functional Facilities

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The EOC provides a functional area for policy and decision-making officials to operate. It also provides communication capabilities, resources for logging data, and a conference area. Access to the EOC is restricted to key city officials or other designated individuals with decision-making authority for their department or agency.

The Incident Commander (IC) will control and coordinate all response personnel at the emergency or disaster scene. The IC will establish and maintain communication between the EOC and the response personnel. UC and the NIMS shall be utilized.

## **2.6. Organization and Assignment of Responsibilities**

### **General**

Most City departments have emergency functions in addition to their normal operations. Each department should develop and maintain its own emergency procedures. Each department should use the responsibilities listed below as a basis for the development of its own procedures. Each department shall maintain a list of outside resources and contacts in the event that the city's resources, and mutual and automatic aid are exhausted.

### **Mayor/City Council**

- Announce the existence and the subsequent termination of the emergency. Officially declare a disaster.
- Enact ordinances that authorize the City Manager to initiate and implement actions necessary to protect the lives and property of the citizens of Littleton and contracted jurisdictions.
- Declare a local emergency when necessary.
- Approve and commit city resources and funds for disaster and emergency purposes
- Issuance of official orders such as evacuation orders, curfews, and enactment of price controls. This may be directed through the appropriate city department.
- Intergovernmental liaison and initiation of formal requests for outside assistance from other local, county, state and federal jurisdictions.
- Issuance of formal requests to the Governor's Office through the appropriate county to the Colorado Office of Emergency Management (COEM) for emergency and disaster declarations, resource requests and financial assistance requests.

### **City Manager**

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- Implement the EOP in whole or in part as the situation requires.
- Maintain direction and control of all city departments before, during and after an emergency event.
- Establish a policy for expenditures and allocation of funds.
- Develop a plan to ensure that all vital records are identified and protected.
- Request county and/or state assistance if it appears that local resources are inadequate to cope with the emergency.
- Assign city employees as needed to assist with other functions and duties outside of their normal responsibilities.

**Emergency Manager**

- Act as the coordinating staff advisor to the City Manager and key city officials during all levels of response to disaster emergencies.
- Monitor implementation of the EOP.
- Keep the City Manager and other key officials informed of the emergency situation.
- Establish the EOC and be responsible for its operation.
- Assist with compiling, coordinating and presenting a request to the county, state and federal government for disaster relief assistance.
- Assist the City Manager in evaluating the need for declaring a disaster emergency.
- Prepare the EOP for the City of Littleton and conduct training exercises as necessary to maintain and improve the response capabilities of all elements in the city.
- Develop private and local government resource lists. Assist in developing written agreements for their effective utilization during emergencies and disasters.
- Coordinate disaster planning, operations, and training exercises with appropriate outside agencies to enhance the integrated emergency management system.
- Represent the city as directed on matters relating to emergency management.
- Keep the Colorado Office of Emergency Management (COEM) and appropriate county informed of a disaster situation.
- Maintain coordination with neighboring jurisdictions and counties.

**Police Department**

- Conduct all regularly assigned functions relating to law enforcement in the City of Littleton.

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- Evacuate people who are or may be threatened by an imminent disaster.
- Control traffic access to the scene of a disaster.
- Plan and coordinate response to hostage situations, as well as civil disturbances.
- Establish mutual aid agreements with local law enforcement jurisdictions.
- Develop an intelligence gathering and analysis capability.
- Establish, maintain, and coordinate an emergency public warning and notification system.
- Provide law enforcement assistance to shelter managers when requested.
- Establish a methodology to control access of persons and vehicles into secured buildings and limited-access areas.
- Maintain and operate a mobile command post and provide continuous communications between the disaster scene and EOC in conjunction with the LFR.
- Disseminate appropriate information from the Colorado Information Analysis Center (CIAC).

**Fire Department**

- Provide all regularly assigned departmental functions relating to fire prevention and control so as to minimize the loss of life and property
- Receive and relay National Warning Service (NAWAS) emergency messages.
- Respond to and direct operations in hazardous materials incidents. Establish and maintain hazardous materials monitoring capabilities. Provide decontamination and mitigation during any hazardous materials incident.
- Establish automatic and mutual aid agreements with local fire jurisdictions.
- Maintain and operate a mobile command post and provide continuous communications between the disaster scene and EOC in conjunction with the police department.
- Disseminate appropriate information from the Colorado Information Analysis Center (CIAC).

**Public Works**

- Provide emergency traffic engineering and control measures to include signalization. Maintain emergency traffic routes in coordination with police and fire departments.
- Coordinate clearing of major thoroughfares and removal of debris that inhibits or blocks thoroughfares. Coordinate with the state and the appropriate county to clear areas under their jurisdictional authority.

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- Establish damage assessment capabilities and procedures for city-owned property.
- Provide snow removal during winter storm conditions for areas under the city's authority. Coordinate with the state and appropriate county to clear area under their jurisdictional authority when necessary.
- Provide resources and technical support to public safety operations.
- Provide assessment of structural conditions of bridges and roadways under the jurisdictional authority of the city. Coordinate with the state and appropriate county to assess the structural conditions of bridges and roadways under their jurisdictional authority when necessary.
- Participate in damage assessment activities as necessary.
- Provide additional personnel to all departments as needed.
- Provide for the coordination of response of all water and sewer matters. Domestic water, sanitary sewer and storm water are provided by outside agencies or jurisdictions.
- Assist in the coordination of disaster recovery planning efforts as it relate to public buildings.
- Assist in the preparation of damage assessment reports as it relates to public buildings.
- Assist in recommending which public buildings or structures are retained or demolished.
- Assist in the declaration of safe buildings or structures deemed safe for occupancy.
- Develop a plan to keep vital city facilities operating during a disaster.
- Identify alternate facilities for use by the city to carry on essential operations.

**Human Resources**

- Provide administrative and logistical support to City Council, the City Manager, and all departments within the city.
- Provide emergency public information printing needs.
- Provide equipment and manpower upon request.
- Provide for the safety and protection of the employees of the City of Littleton.
- Provide a methodology to utilize and track volunteer resources.

**Information Services**

- Coordinate the development of a damage assessment reporting system to meet post-disaster needs.

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- Insure redundancy and backup of essential city electronic communications, documents and reports.

**Building Department**

- Coordinate the development of damage assessment reporting system to meet post-disaster needs.
- Coordinate data for damage assessment reports to be forwarded to County, state and federal disaster agencies.
- Assist in recommending which public buildings or structures are retained or demolished.
- Establish damage assessment capabilities and procedures.
- Staff and support damage assessment teams.
- Participate in damage assessment activities.
- Assist in the preparation of damage assessment reports as they relate to public buildings.

**City Attorney**

- Provide legal assistance to the City Council, City Manager, and all city departments to include operation of the municipal justice system.
- Prepare emergency disaster declarations and emergency ordinances prior to emergencies or disasters for more rapid enactment.
- Provide interpretation of county, state and federal regulations that relate to disasters.

**Finance/Administration**

- Provide financial advice to the City Council, City Manager, and all city departments.
- Coordinate the development of a damage assessment reporting system to meet post-disaster needs.
- Maintain detailed records of all disaster-related expenditures.
- Coordinate all data for damage assessment reports to be forwarded to county, state and federal disaster agencies.
- Develop a methodology for purchasing supplies, equipment and services, under emergency conditions.

**Community Development**

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- Conduct natural hazard mitigation studies before a disaster occurs and during the post-disaster recovery period to include making appropriate recommendations.
- Implement identified mitigation measures during the development application process.
- Collect and maintain data on significant population relocation.
- Provide GIS mapping as necessary.
- Provide mapping, ownership, and assessment of structural conditions of bridges and roadways.

**Victim Assistance**

- Coordinate volunteer staffing to help provide services to disaster victims.
- Coordinate with surrounding victim assistance advocates to respond to the event if needed.
- Act as a liaison between the victims of a disaster and other agencies such as Red Cross, Salvation Army, and other referral resources.
- Provide crisis counseling to victims.
- Provide services to emergency services workers who are affected by the disaster.
- Provide follow up with emergency services workers after the event to ensure their mental health needs are met through EAP services and debriefings such as Arapahoe-Douglas Mental Health or other appropriate venues or systems.

**Communications**

- Provide timely public information using electronic and traditional media.
- Coordinate all media interview requests.
- Develop messages and prepare sole spokesperson.
- Organize press conferences and briefings.
- Represent Littleton at the Joint Information Center (JIC) when established.
- Monitor electronic media for information and intelligence that may be of value to decision makers in the EOC.

**Specific Outside Agencies**

In addition to city departments, specific outside agencies provide emergency functions in addition to their normal operations. Actions that may be requested of these agencies are identified in the annex section of this plan.

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**Letter of Approval**

This EOP is hereby approved and ordered published and distributed.

All department directors and personnel are directed to accept the responsibilities as herein assigned and to conduct the organizational planning and training to implement the Plan.

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City Council

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City Manager

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Date

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**Review and Concurrence**

The following departments, who are assigned responsibilities in the plan, have reviewed and concurred with it.

City Council/Mayor	
City Manager	
Community Development Director	
Public Works Director	
Police Chief	
City Clerk	
Finance Director	
Fire Department	
City Attorney	
Communications Director	
Information Services Director	
Human Resources Director	
Museum Director	
Library Director	

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**Revisions**

Policy

The Emergency Manager shall update the EOP whenever necessary, and shall formally review the plan on an annual basis. All such revisions shall be so noted in the Record of Revisions. Revisions must be approved and accepted by the City Manager.

RECORD OF REVISIONS

Date	Change Made