

JCPH 2017 PHEOP Memo & Summary

Dear Community Emergency Preparedness Partner,

We are sending you this email to let you know that our Public Health Emergency Operations Plan (PHEOP) is available, upon request, for your review and input. We are making our PHEOP available for two reasons. First and most importantly, we want you to understand our emergency response procedures. Secondly, we are required to make this available as part of the Colorado Board of Health rules pertaining to emergency preparedness and response.

Our hope is to continue to plan, train, and exercise together so we can respond effectively when the time comes. Please email HealthEPR@jeffco.us if you would like a full copy of the PHEOP, have any questions, or if you'd like to work on jointly planning any exercises moving forward. We have also provided you with a summary of the document (below). We appreciate you and all of your support in our community.

Sincerely,

The Jefferson County Public Health Emergency Preparedness and Response Team, January 2, 2018

JCPH 2017 PHEOP SUMMARY

This is a summary of the Jefferson County Public Health (JCPH) Public Health Emergency Operations Plan (PHEOP). The JCPH PHEOP is organized into two parts:

- **Concept of Operations**, provides guidance based on the three operation phases:
 - Prepare, Prevent, Protect
 - Respond
 - Recover
- **Plan Annexes**, consists of several support annexes that provide specific guidance for specific situations, such as mass care and public information communications. Please see [Appendix A](#) in the PHEOP for a complete list of the Plan Annexes.

PURPOSE

The purpose of the JCPH PHEOP is to describe the basic strategies and mechanisms by which JCPH will prepare, prevent, protect against, quickly respond to, and recover from all-hazard emergencies, particularly those whose scale, timing, or unpredictability threatens to overwhelm routine activities (referred to as incidents in this plan). The processes described in this plan are the same for all public health hazards, to include infectious disease outbreaks, environmental public health hazards, natural disasters, and other threats that threaten the public's health.

SCOPE

The PHEOP applies to incidents that may impact the health of the public within Jefferson County, Colorado, and when JCPH has the authority to respond to the incident.

AUTHORITY

COLORADO

The Colorado Revised Statutes (C.R.S.) provide the authority for JCPH to function as the public health department for Jefferson County, Colorado, and specifically outline the powers and duties of the health department. Some of the duties outlined, such as implementation of isolation and quarantine, are specific to a public health incident while others, such as provision of the essential core public health services, are part of daily operations but could be impacted during an incident. Complete C.R.S. and legal information is in the *Legal Annex*.

JCPH is governed by the Jefferson County Board of Health (BOH) which provides support and policy oversight to JCPH. The BOH receives an electronic copy and summary of this plan on an annual basis.

JEFFERSON COUNTY

Jefferson County's Emergency Operation Plan designates JCPH as the lead for Emergency Support Function (ESF) 8b (8 – Health and Medical, 8b – Public Health). As such, JCPH is responsible for coordinating public health emergency response actions in Jefferson County, and supporting public health emergency response actions in Gilpin, Clear Creek, and Broomfield Counties.

RESPONSIBILITY

JCPH Emergency Preparedness and Response (EPR) program employees are responsible for creating, maintaining, reviewing, and updating the PHEOP. The JCPH Executive Director or their designee is responsible for activating and implementing the PHEOP. The JCPH Executive Director or their designee may delegate responsibility for activating and implementing the PHEOP to another individual or group of individuals. In an incident, the decision on which JCPH clinic services will continue to be provided to the public will be guided by the JCPH Continuity of Operations Plan.

JCPH EMERGENCY PREPAREDNESS AND RESPONSE PROGRAM

JCPH EPR employees' role is primarily dedicated to public health emergency preparedness planning. This plan and its annexes will be reviewed at least annually by the JCPH EPR program to assure accuracy.

EMERGENCY MANAGEMENT ROLES AND RESPONSIBILITIES

JCPH is the lead agency for Emergency Support Function (ESF) 8b-Public Health. It is the responsibility of JCPH to provide leadership, direction, and coordination for health and medical response and recovery when the Emergency Operation Center (EOC) is activated.

JCPH ROLES AND RESPONSIBILITIES

- Providing representation as part of the Jefferson County Disaster Advisory Group, as appropriate.

- Serving as the lead agency in the development and implementation of Emergency Support Function 8b – Public Health.
- Coordinating all County public health services and operations in incident planning, preparedness, response and recovery.
- Advising the Board of County Commissioners (BCC) and BOH, as appropriate, on matters relating to public health emergency response.
- Coordinating the inspection of water supplies, waste water systems, and regulated facilities; evaluating and recommending methods of disposal of contaminated foods and common household waste.
- Providing public health assistance to the affected community once residents are allowed to return to their homes.
- Providing public health information and risk communication with other County agencies.
- Providing appropriate assistance to ensure proper management and disposal of hazardous and radiological materials in addition to solid waste.
- Conducting epidemiological surveillance and outbreak investigations.
- Coordinating with CDPHE, as appropriate, for public health emergency response initiatives and guidance.
- Coordinating damage assessments for private septic systems.
- Providing guidance and direction for Public Health safety issues relating to the handling and disposal of debris generated by fires, floods, tornadoes and other debris generating incidents.

PARTNER AGENCIES ROLES AND RESPONSIBILITIES

Listed below are JCPH community and response partners and their roles and responsibilities. These include private sector, local, regional and state partners. These partners receive electronic copies of the summary of this plan annually, and this plan is made available to them, upon their request (*JCPH-Public Health Emergency Operations Plan Memo & Summary-2016*).

COLORADO DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT (CDPHE)

CDPHE is the oversight agency for Public Health in the State of Colorado. CDPHE provides fiscal resources and management, planning guidance and support, scope of work development and accountability, and operations and maintenance of integrated operating systems, including: EMSystems, the Inventory Management System (IMS), the Colorado Notification System (CNS), and the Colorado Volunteer Mobilizer (CVM).

NORTH CENTRAL REGION (NCR) PUBLIC & ENVIRONMENTAL HEALTH AGENCIES

The North Central Region (NCR) is one of the nine All Hazard Regions in Colorado, and encompasses the 10 counties of Adams, Arapahoe, Boulder, Broomfield, Clear Creek, Denver, Douglas, Elbert, Gilpin, and Jefferson. The public and environmental health agencies located in the NCR are Boulder County Public Health, Broomfield Public Health, Clear Creek Public and Environmental Health, Denver Environmental

Health, Denver Public Health, Jefferson County Public Health, Gilpin County Public Health (emergency preparedness covered by JCPH), Tri-County Health Department, and Elbert County Public Health (emergency preparedness covered by TCHD). Representatives from these agencies make up the Regional Public Health Policy Group (RPHPG). Contact information for the NCR CRI Regional Notification List can be found [here](#), and in the *Internal and External Emergency Contacts Annex*.

The RPHPG plans for the regional public health response to incidents. The RPHPG will be activated once two or more of its counties' PHEOP's have been activated. This group will be activated through the Colorado Notification System (CNS), following the steps outlined in the *North Central Region (NCR) Public Health (PH) Command and Control* document.

METRO FOOTHILLS HEALTHCARE COALITION (MFHCC) CHAPTER MEMBERS

In 2017, the State of Colorado was tasked with restructuring Healthcare Coalitions (HCC) to better align with the state's nine all-hazards regions. This restructuring process resulted in the creation of the North Central Region Healthcare Coalition (NCR HCC), which was a merging of the three-existing Denver metro area healthcare coalitions, to include the Metro Foothills Healthcare Coalition (MFHCC). These three HCCs then became chapters of the larger NCR HCC. The purpose of the NCR HCC is to promote, develop, and enhance the region's cross jurisdictional coordination to the health and medical component of incident preparedness, response, and recovery. This is achieved through communication, planning, training, and collaboration with coalition members and partners.

The MFHCC Chapter of the NCR HCC is one of three chapters, and throughout the rest of this plan, we will reference the MFHCC Chapter, which covers the five counties of Broomfield, Clear Creek, Denver, Gilpin, and Jefferson.

JCPH may utilize the members of the MFHCC Chapter in support of a public health incident. The member agencies participate in preparedness planning, represent their ESF in the County EOC, provide staff surge capacity for JCPH, and participate in information sharing.

MFHCC Chapter Members represent various agencies including EMS, hospitals, fire, emergency management, long term care facilities, school systems, behavioral health, outpatient medical facilities, private businesses, federally qualified health centers (FQHC), regional emergency medical and trauma services advisory councils (RETACs), and others.

It also includes agencies that support populations with access and functional needs which may require additional support during an emergency response, such as long term care (to include assisted living and nursing homes), end-stage renal disease (dialysis), aging community members, and people experiencing homelessness.

JEFFERSON COUNTY EMERGENCY MANAGEMENT

JCPH may utilize the Jefferson County Emergency Operations Center (EOC) for resource support of the public health incident, to include utilization of the County EOC as the JCPH Department Operations Center (DOC). Please see the Jefferson County EOP for descriptions of the roles and responsibilities of the County Agencies supporting the County EOC.

JEFFERSON COUNTY TYPE III INCIDENT MANAGEMENT TEAM

JCPH may utilize the Jefferson County Type III Incident Management Team (IMT) to fill the Command and General Staff roles if the management of the incident exceeds the capacity of JCPH.

JEFFERSON COUNTY ROAD AND BRIDGE

JCPH may utilize Jefferson County Road and Bridge to support the inventory management and transportation of health and medical materials during an emergency. For example, Road and Bridge may provide the drivers for the trucks that are used to distribute medications and personal protective equipment (PPE) to Open and Closed POD sites and hospitals during a public health incident.

JEFFERSON COUNTY FLEET SERVICES

JCPH may utilize Jefferson County Fleet Services to support the inventory management and transportation of health and medical materials during an emergency. For example, Fleet Services may provide the vehicles to distribute medications and personal protective equipment (PPE) to Open and Closed POD sites and hospitals during a public health incident.

PREPARE, PREVENT & PROTECT

The first part of the Preparedness and Response Cycle, and the first section in our Concept of Operations, addresses three aspects of what is commonly known as “preparedness”; prepare, prevent and protect.

- Prepare addresses the steps that can be taken so that an agency, individual and community are ready, willing and able to respond to an incident.
 - e.g., Creating emergency plans.
- Prevent addresses steps that can be taken to either prevent an incident from occurring altogether or to prevent the occurrence of an event from turning into a larger incident.
 - e.g., Flu shots to prevent or reduce the impact of seasonal influenza.
- Protect addresses the steps that can be taken to defend against the impacts of an incident.
 - e.g., Fire mitigation around a house in the mountains to protect against wildfires.

The Prepare, Prevent & Protect phase refers to the period before an incident occurs. It begins when a potential threat to public health has been identified. Based on past experience or general knowledge and information from a few Hazard and Vulnerability Assessments (HVAs), JCPH methodically anticipates potential incidents and directs efforts to help the community prepare, prevent and/or protect against those hazards. The following section outlines JCPH’s steps to prepare, prevent and protect against incidents.

HAZARD & VULNERABILITY ASSESSMENT

The Prepare, Prevent & Protect phase begins with the identification of potential incident(s). This is done through a Hazard and Vulnerability Assessment (HVA). JCPH conducts their own HVA and participates in an additional HVAs done by Jefferson County Emergency Management (Mitigation Plan), and two Joint

Risk Assessments: one done by the North Central Region/Urban Area Security Initiative (NCR/UASI), and one done by the North Central Region Healthcare Coalition (NCR HCC).

In addition to identifying potential situation risks, JCPH also reviews health status and vulnerable population data. JCPH completes a Community Health Assessment (CHA) every 3-5 years that analyzes the health status of the community.

PREPARE

EPIDEMIOLOGIC SURVEILLANCE

JCPH conducts on-going epidemiologic surveillance. Please see the *Epidemiological Investigation Annex* in the PHEOP for details.

PLANNING

Jefferson County's Office of Emergency Management's (OEM) *Emergency Operations Plan (EOP) (2015)* provides general guidelines and principles for managing and coordinating the overall response and recovery activities before, during and after major emergencies and disaster events that affect unincorporated areas of the County, as well as incorporated areas that have agreements with Jefferson County, or rely on Jefferson County, for the provision of emergency management assistance. This planning process involves community-wide partners.

The Jefferson County OEM EOP lists JCPH as the lead agency for ESF 8b (public health) response.

PREVENT

VACCINATIONS

JCPH provides information for the community to encourage individuals to receive vaccinations to protect them against communicable diseases.

PROTECT

JCPH CACHES

A cache is a collection of items of the same type stored in a concealed or inaccessible place. JCPH maintains caches of antibiotics, personal protective equipment (PPE) and communication equipment that can be utilized in an incident.

RESPOND

The second part of the Preparedness and Response Cycle, and second part of the PHEOP's Concept of Operations, addresses the most well-known part of emergencies: respond. Respond refers to initial and continuous activities that occur during an incident and that are a direct result of the incident.

The Respond phase begins at the identification of an incident and is always driven by the incident's objectives. JCPH's incident response always begins at the direction of the Executive Director or designee in his absence. Incidents that may impact the public's health can be classified into two types:

- **Public Health Led Incident:** An incident that the primary objective of the response requires public health resources and/or public health expertise. In this type of incident JCPH may take the lead role in the coordination of all responding agencies and resources.
- **Public Health Supported Incident:** An incident that the primary objective of the response does not require public health resources and/or public health expertise. In this type of incident JCPH may act in support of another agency, but does not take the lead role in the coordination of all responding agencies and resources.

This section outlines JCPH's 21 Steps to respond to incidents, starting with incident identification, and ending with implementing the demobilization plan.

RECOVER

The final part of the Preparedness and Response Cycle addresses recovery. Recovery addresses the steps that can be taken so that an agency, individual and community are able to return to a normal state of health, mind, or strength. For example, well water testing (and clean-up, if well is contaminated) after a flood.

The recovery phase refers to the period after an incident occurs, and can overlap with the response phase. Recovery often begins while response is still occurring, but continues long after the response has concluded. The 5 steps of this phase include: identifying the recovery lead; conducting a community needs assessment (includes epidemiological surveillance); restoring public health services; debriefing and compiling the After Action Report & Improvement Plan (AAR/IP); and mitigation. Mitigation is the part of recovery where the recovery efforts focus on preventing or reducing the impact of the occurrence of a similar incident in the future. Mitigation can be seen as part of recovery and as part of preparedness.

PLAN ANNEXES

JCPH's PHEOP's Annexes are divided into two groups, those that need the Executive Director's approval to activate (Response Annexes) and those that do not (On-going Annexes).

- Response Annexes
 - Continuity of Operations Annex
 - Mass Dispensing & Distribution Annex
 - Medical Surge Annex (draft)
- The On-going Activity Annexes
 - Community Containment Annex
 - Epidemiological Investigation Annex
 - Disease Specific Appendices
 - Health Alert Network Annex
 - Internal and External Emergency Contacts (IEEC) Annex
 - Internal Information and Communications (IIC) Annex
 - JCPH Clinic Annex

- Legal Annex
- Public Information and Communications (PIC) Annex
- Training and Exercise Annex
- Volunteer Annex (draft)