

PREPARED

EMERGENCY MANAGEMENT NEWS

Colorado
DEPARTMENT of
LOCAL Affairs
Division of
EMERGENCY
MANAGEMENT
EMERGENCY
MANAGEMENT
ASSOCIATION
Bill Ritter, JR.
GOVERNOR

INSIDE

CEMA PRESIDENT NOTES.....2
LOSS of a NORTHEAST EM.....3
NEW EMERGENCY NOTIFICATION .3
EVOLUTION of PLANNING SECT. ...3
THE JIC & THE DNC.....5
LET'S Kill THE LAWYERS7
Fairplay BLAST 2008 9
JIC & THE CSEPP EX..... 11
ENTRY-POINT EX..... 12
CEMA CERTIFICATION NEWS.. 15
THE REST of the STORY 15
OPERATION MOUNTAIN MOVE.. 16
EASTERN Colorado IMT 17
DISASTER TRIVIA..... 18
SCHOOL IN THE HOT ZONE 19

Vol. 14, No. 2
WINTER 2008

PUEBLO COUNTY EMERGENCY MANAGER RETIRES AFTER TWO DECADES OF SERVICE

By Lisa Shorter, Public Information Officer, Pueblo County Sheriff's Emergency Services Bureau

Over the last two decades, Emergency Management all over the country has faced a variety of challenges and seen a lot of change. During that time, Emergency Management in Pueblo, Colorado has had one man beckoning the way.

Steve Douglas has built Pueblo County's Emergency Operations Center and it's Operations Plan from the ground up, literally. He has held a management role in over 100 exercises and/or actual events in Pueblo County.

Steve has had an instrumental role in two 911 center upgrade projects. He facilitated the acquisition of, the funding for, and the transition to the digital trunk radio system. When he noticed a gap in radio communication for first responders, he arranged for new radio towers and site locations as well as the necessary funding each required.

Steve has shared the wealth of his knowledge during any number of committee, board and staff meetings, each time keeping his primary objective, a safer Pueblo County, forefront in his mind. He has participated in nearly every conversation pertaining to the Pueblo Community's strategy for developing and sustaining all-hazards preparedness, response, and recovery for the past 19 years.

Steve has been a driving force in the South All-Hazards Region of the state for collaboration with emergency managers and key stakeholders in the all hazards environment. Time after time, Mr. Douglas has proven himself a leader.

Outside of the Emergency Operations Center, Steve is an avid outdoorsman. As such, he lends his knowledge to Search and Rescue efforts throughout all of Colorado. As the Team Leader for the Pueblo Emergency Response Team, Search and Rescue Unit, Steve has taught dozens of men and women in the Pueblo Community the safest of procedures, and the best practices in survival skills. Each will now be able to use those skills to save themselves or another should the time come. In addition, the responsibility to manage the fire response in unprotected areas of Pueblo County has been his for nearly two decades. The number



of fires he has responded to in that time is over 500. As a strong proponent of mitigation, he has worked closely with home and business owners in and around Pueblo County to help them reduce the risk of fire on their property.

On a recent visit to Pueblo, the Federal Emergency Management Agency (FEMA) recognized Director Douglas with a Letter of Appreciation for his service to the Chemical Stockpile Emergency Preparedness Program (CSEPP).

(Continued on page 2)

STEVE DOUGLAS RETIRES

CSEPP Branch Chief, Dan Civis, presented Douglas with the award. He credited Steve with the completion of several large projects in the community and the sound fiscal and professional management of resources. He complimented Steve for his contributions to a recovery plan that guides CSEPP/FEMA operations to this day. Civis told Steve, "Your legacy is a safer, more prepared community and nation. Thank you."

Steve has been more than a director of a department; he has been a source of support and inspiration for many. He has led Pueblo County Emergency Management into the 21st century and even beyond. Indeed, Pueblo County is a safer place because of the knowledge, experience and accomplishments of Mr. Douglas.

As members of emergency agencies, we are always focused on others. Others' preparedness, others' well being, others' safety, others' recovery. Now, we join together, as we encourage one of our own to stop *living at work* and to enjoy *working at life*. And with that Director Steven G. Douglas, we all thank you for your dedication and wish you nothing but the best retirement has to offer.

NOTES FROM THE COLORADO EMERGENCY MANAGEMENT ASSOCIATION PRESIDENT



By James A. Lancy, MA, CEM,
Emergency Management Coordinator,
City of Arvada, CO

The Colorado Emergency Management Association (CEMA) was approached in 2008 for guidance and assistance in crafting two important pieces of Colorado legislation. Senate Bill SB08-006, School Safety Resource, establishes a school safety resource center to provide evidence-based practices and expertise to all schools in an effort to improve schools safety. This effort will assist schools in preventing, preparing for, responding to, and recovering from emergencies and crisis situations.

And, secondly, House Bill HB08-1097, Protection for Emergency Volunteers, provides leave and job protection for volunteer emergency managers, emergency services, and other disaster workers under certain circumstances.

CEMA was also asked to weigh in on the issue of compensation for volunteers during regional training and exercises. The state had denied such compensation as a qualified expenditure of homeland security grants. CEMA supports compensating volunteers and argued for this to be allowed and that each region should establish guidelines. After a flurry of emails and personal contacts, documents from DHS were produced that clearly state that such expenditures were appropriate.

I would like to extend a personal thank you to Senator Ken Salazar for signing on as a supporter of the increase in the 2008 Emergency Management Program Grant (EMPG). Working with the Senator's staff and support from the International Association of Emergency Managers (IAEM) CEMA convinced the Senator of the importance of this funding for rural Colorado emergency management programs. Senator Salazar is now a strong supporter of this very important program and CEMA will ensure he and the new Colorado Senator understand the value of this program to the State of Colorado.

I had the honor of sitting on the review committee that ranked projects submitted for funding through the Emergency Operations Center (EOC) Grant Program. All applicant submittals were outstanding. Unfortunately, Colorado was shut out of receiving any funding for our projects. CEMA will work closely with CDEM to insure that our projects and application better fit the guidelines for future EOC grants and we are confident that Colorado EOCs and emergency management programs will receive support from this grant in the future.

I encourage all CEMA members to be engaged with your local elected officials. We are the subject matter experts they should turn to with questions about emergency management and homeland security. Make a call and establish the relationships that will ensure we are at the table to influence the resolutions, ordinances, and legislation that affect our emergency management community.

"Experience is what you get when you don't get what you want."

—Dan Stanford

NORTHEAST COLORADO'S LOSS OF AN EMERGENCY MANAGER

George L. Severin

March 18, 1932 – October 12, 2008

By Kevin Kurelich, CDEM Northeast Region Field Manager

The Voice Is Still.... For twenty years George Severin was a leader of the Northeast Colorado Emergency Managers. He served as Emergency Manager for Washington County. He served as Local Emergency Planning Committee (LEPC) chairman and coordinator of events large and small, at home and away.



His voice could be heard blending with other voices of Emergency Managers at many meetings and exercises. As Master of many assemblies, the voice thanked, directed, and made introductions at events too numerous to mention. The voice thrilled thousands of students young and old, as both an educator and emergency manager.

This Regional Field Manager often described George as "The Golden Voice of the Northeast Colorado Emergency Managers." The voice is now still, yet we know he is singing praises in another place. He will be greatly missed at the "Round Table" of the Northeast Colorado Emergency Managers.

NEW EMERGENCY NOTIFICATION SYSTEM IN LARIMER COUNTY

By Mike Gavin, Director, City of Fort Collins Office of Emergency Management

Larimer Emergency Telephone Authority (LETA) recently contracted with 3N for a new emergency notification system. This system is being implemented county wide and will provide a more efficient, rapid, and effective system than in the past. The new system can contact hard wired phones, as in the past, but can also send emergency messages via cell phones, text message, Short Message Service (SMS), pagers, Voice Over Internet Protocol (VOIP) and email. Citizens must "opt in" for these services on media other than hard wired phones.

In addition to the emergency notification, the system also has a component for "non-emergency notification." Non emergency incidents are those which could impact public safety versus normal public information. Non-emergency issues would include scheduled power outages, prolonged road closures, scheduled water outage, mosquito spraying, and other occurrences that could impact public safety.

Individual members of LETA also have the ability to build internal notification groups within their respective organizations. This might include SWAT, Bomb Team, Hazmat Squads, Snow Plow Teams, Storm Water Response Teams, and the like. Emergency managers within Larimer County are excited due to the value and power this new system will provide in an emergency. The capability of this system is something we have not had at our disposal in the past.

For more information contact Kimberly Culp at kculp@leta911.org or go to Larimer Emergency Telephone Authority home page at <http://www.leta911.org/index.html>

THE EVOLUTION OF THE PLANNING SECTION AT THE EMERGENCY OPERATIONS CENTER

By Todd Manns

With the emphasis of Incident Command System (ICS) training across the nation, the use of an ICS structure in the Emergency Operations Center (EOC) is evolving and the management by objectives approach is conducive to this concept. While the command system in the field during an expanding incident is executing the operational planning cycle, the planning section at an Emergency Operations Center is supporting the field plans chief's objectives.

ICS has successfully been used in the Colorado State Emergency Operations Center on a number of occasions. With each incident and each operational period within those incidents, the communication seemed to evolve. Some of the interaction between the various planning section components were; scheduled conference calls, the submittal of a daily ICS 209 (Incident Intelligence Summary) and the sharing of Incident Action Plans and Incident Support Plans. In a complex incident like the Alamosa Salmonella Outbreak, additional planning components were in play.

(Continued on page 4)

The Evolution of the Planning Section at the Emergency Operations Center

(Continued from page 3)

The Colorado Department of Public Health and Environment had its own plans section at its Department Operations Center (DOC). A key to making the various relationships work is training. In late April 2008, the Eastern Colorado Incident Management Team (IMT) hosted the National Wildfire Coordinating Group, S-440 Planning Section Chief course at the Colorado State Emergency Operations Center (SEOC). The course was taught by two Type 1 planning section chiefs. It included planning section staff from the Eastern Colorado team, an incident commander (IC) from the Northwest Incident Management Team, an IC and plans chiefs from the Denver International Airport IMT, plans chiefs from the newly formed Ft. Carson IMT, a plans chief from the Douglas County IMT, the Colorado Division of Emergency Management's planning officer, and a plans chief from Colorado Department of Public Health and Environment.

In Colorado, the evolution of the planning section at the SEOC includes addressing the advanced stages of objective development. Breaking objectives down into the **Primary, Alternative, Contingency, and Emergency**, or the acronym P.A.C.E., categories during the Windsor Tornado helped the section to better align resource support and more effectively support the Incident Management Team in the field.

The planning section in Operations Centers becomes much more of a think tank than its field counterparts. However, these activities can only be based on the best information available from the field. As a result, regular interaction between the ICS organization in the field and the EOC planning components becomes essential.

The section does many things consistent with traditional planning section activities in the field. These include creating a daily document called the Incident Support Plan which is similar to the Incident Action Plan coming from the field for each operational period.

The Incident Support Plan also illustrates the relationship between which section is in command of the incident (field) and which section is in support (EOC).

Lastly, creating and maintaining appropriate incident displays for the presumed audience of agency administrators that may visit a County, Department or State Emergency Operations Center is a new challenge. A scrolling PowerPoint of current information in the State EOC was designed by the planning section on recent activations. This also worked well during the activation for the Democratic National Convention. Scrolling updates is very effective tool not only to maintain a common operating picture for incident participants, but to also instill confidence in high level officials. The critical mission of maintaining situational awareness is placed squarely on the shoulders of the planning section in the Emergency Operations Center, including advising the Emergency Support Functions representatives, the Emergency Operations Center managers and high level directorship.

New display and communications responsibilities include, but are not limited to, map displays, usage of various computer programs (Web EOC, I Suite, CAMEO, SA Tool, HC Standard), running the polycom phone, video conferencing, and of course facilitating briefings.

For a pre-planned event like the Democratic National Convention, the same ICS principles apply even though there are more political sensitivities involved. One of the major

lessons learned from this event was that training between responding agencies needs to be conducted on a regular basis to address changes in policy, procedures, and doctrine.

To advance this evolution, continued communication and exploration of concepts in the EOC planning and its support of plans chiefs in the field is needed.

About the Author: Todd Manns is Emergency Management Coordinator for the Berthoud Fire Protection District. He is currently a qualified Type 3 planning section chief and a Type 2 trainee. In 2008, he responded to multiple incidents and assists the plans section in the State Emergency Operations Center during incidents and events. As the planning section chief on the Eastern Colorado Incident Management Team, he supervises a planning section with five members.



The JIC AND THE DNC

By Lynn Kimbrough

It was a great experience to be part of the planning and execution of a Joint Information Center (JIC) for the Democratic National Convention (DNC) held in Denver last August. There were 56 people who worked 12-hour shifts over six days in the Joint Information Center and most of them would likely say the same thing. And hopefully, so would the 90 or so other public affairs professionals who were located off-site and who were part of a larger “Virtual JIC.”

It was a great experience for a number of reasons including good planning and training, excellent communication between agencies, and having a positive, cooperative group of people with a high level of professionalism.

How it came together –

As recently as 2006 Denver did not have a Joint Information System or Joint Information Center in place. But a new director for the Office of Emergency Management came on board in 2006 and started the process of creating a JIC. Those efforts were stepped up when the city endured record blizzards in December 2006. A short time later when Denver learned it would be hosting the 2008 Democratic National Convention, the JIC group realized it now had a deadline for having an effective JIC up and running.

The convention was designated a National Special Security Event (NSSE) making the US Secret Service the lead agency for security planning. Public Information Officers (PIOs) from Denver and local jurisdictions, as well as state and federal agencies, began monthly public affairs meetings in the summer of 2007. Malcolm Wiley with the US Secret Service and Lt. Ron Saunier with the Denver Police Department co-chaired these meetings which featured updates on planning for the JIC, current talking points from participating agencies, and an on-going effort to identify and invite other agencies into the public affairs planning process. Ultimately, more than 60 different agencies or departments were represented in the public affairs effort!

It was important early on to be connected with each other and monthly meetings didn't always lend themselves to the needs of media with daily deadlines. We developed an email distribution group that became known as our “Virtual JIC” enabling us to quickly share information and alert each other to media inquiries and potential issues. We continued to add people right up to convention week and had nearly 150 public affairs people on the Virtual JIC by the time the convention was over.

In the weeks leading up to the convention, we identified the agencies that would have a seat in the JIC and those agencies that would be located off-site either in their regular office or in another operations center.

In making these decisions, we tried to anticipate the nature of media inquiries, knowing the JIC was solely a resource for the media (not the public) and would be responding only to public safety, traffic, and security inquiries.

How it worked –

The Denver Emergency Operations Center (EOC) was remodeled to expand

seating capacity and create a more effective work space. As part of the remodeling, an area just around the corner from the EOC was identified as space which could be used for a JIC. Its previous life was a Janitor's Locker Room. The remodeling was completed just weeks before the convention and the location of the JIC so near to the EOC proved to be invaluable.



(Continued on page 6)

The JIC AND THE DNC

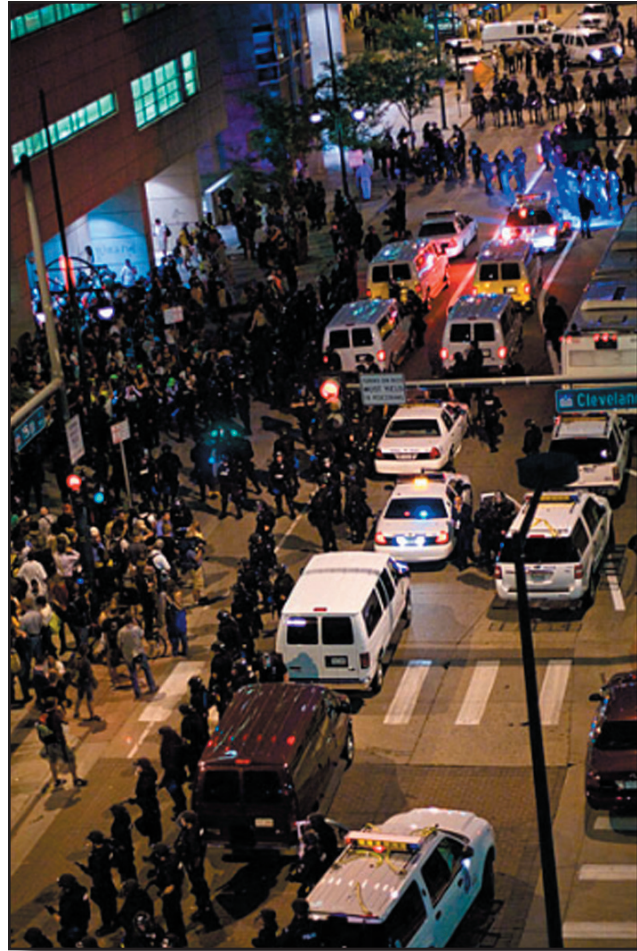
(Continued from page 5)

The JIC proximity to the EOC enabled us to have someone from the JIC easily move back and forth as a liaison and allowed JIC staff to easily attend shift change briefings. There was simply no substitute for being close to the operations.

There were 18 workstations in the Joint Information Center with an additional eight workstations in another room to serve as front-line media call takers. We were staffed 24/7 beginning the Saturday before the convention in 12-hour shifts from 10 a.m. to 10 p.m.

We designated one telephone number and one email address for incoming media calls and emails. We also had a web page hosted on DenverGov to post JIC news releases. This contact information was sent out to the media the week before the convention. The 8-seat media call center was set up so if those PIOs were all on the phone, subsequent calls would roll over into the main JIC. Each call was logged onto a scrolling log so everyone could track the inquiries, see how they were handled, and identify trends.

The goal of the JIC was to speak with one voice on any issue related to public safety, traffic, and security. To that end, we asked all of those participating in the public affairs effort, particularly those who were off-site, to send news releases to the JIC before sending them to the media. The JIC could then share the information with all the partners prior to media distribution. We tried to follow that process with news releases that were being generated in the JIC as well.



Ideally, news releases were sent to the virtual JIC via email and also posted on WebEOC.

WebEOC is an Internet-based software program. Anyone with access to the system can log into it to share information. The JIC staff could see the significant events that the EOC was handling and the EOC could see our news releases. All of our off-site partners could also see all of this information. WebEOC was a very effective tool for us in that we were all looking at the same status board, the same list of approved news releases, and the same log of media calls all in real time.



One of the elements of the JIC that also worked well was the use of field PIO teams. This was a departure from the way some of our federal partners had staffed an NSSE JIC in the past, but was an element Denver felt was critical to effective communications.

(Continued on page 7)

THE JIC AND THE DNC

(Continued from page 6)

Denver police PIOs teamed up with PIOs from the Jefferson County Sheriff's Office and the Aurora Police Department to create teams of three that were on the front lines of the demonstrations and marches. Their goal was to help provide the media safe access and to be available to provide basic information on-scene. They worked closely with a single point of contact in the JIC to ensure consistent messaging.



Some of the areas we identified for improvement include taking better advantage of opportunities to get out positive stories, prioritizing our talking points and messages, having conference calls with off-site partners during the event, providing better training on each JIC function, and not having the JIC manager and the lead spokesperson position be handled by the same person (too much for one person to handle).

We owe a debt of gratitude to all of the partners for their support and dedication during this historic event. It was also an opportunity to be part of an incredible event in a way that will continue to benefit Colorado as we build on the relationships and planning that will help ensure effective communication in future events.

Lynn Kimbrough is the Communications Director for the Denver District Attorney's Office and serves as an assistant JIC manager for Denver OEM. She spent more than a decade as a broadcast journalist then went on to work the front lines as a public information officer for the Lakewood (CO) Police Department before joining the DA's Office in 1999. She is also a FEMA reservist and most recently deployed to Mississippi as a Field PIO after Hurricanes Katrina and Rita.

"THE FIRST THING WE DO, LET'S KILL ALL THE LAWYERS...."



By David W. Holm, CO-CEM®, JD, CDEM

The title of this column is often used as a pejorative dismissal of lawyers by no less a notable than The Bard, William Shakespeare. What many don't realize is that Shakespeare was in fact complimenting lawyers and their value in society, and in particular to government.

The phrase is extracted from King Henry VI, Part II, Act IV, Scene 2. It is spoken by Dick the Butcher, a follower of the anarchist Jack Cade, "head of an army of rabble and a demagogue who sought to overthrow the government." The fact that Shakespeare recognizes that the most crippling blow to a government in times of emergency is elimination of lawyers by extreme means, is a strong acknowledgement of the value of legal advice to governments in turmoil. This column will acknowledge that accolade.

We received a number of suggestions at the Legal Issues Workshops held this fall around Colorado. We are ignoring one of the suggestions and publishing this column anyhow. This will be the first of what will probably be a semi-regular feature on the law and emergency management.

This first column will focus on Intergovernmental Agreements, Memoranda of Understanding, Memoranda of Agreements, Mutual Aid Agreements, and other formalized methods of two or more entities accomplishing something together.

The Colorado Constitution at Article XIV, Section 18 (2) (a) and (b) and Colorado Revised Statutes 29-1-201 et seq., permit and encourage governments to make the most efficient and effective use of their powers and responsibilities by cooperating and contracting with other governments. Jurisdictions so empowered include counties, city and counties, cities, towns, special districts, authorities, and other municipal, quasi-municipal and public corporations organized pursuant to law.

They may by cooperation or contract provide any function, service or facility authorized to each of the participating entities including sharing of costs, imposition of taxes, and incurring of debt if approved by the respective legislative bodies.

(Continued on page 8)

“THE FIRST THING WE DO, LET’S KILL ALL THE LAWYERS....”

(Continued from page 7)



The agreements/contracts shall set forth the details of administration and may create a separate legal entity to do so.

In other words, anything that the individual governments can do, they can do collectively, by agreement with other governments, or by creation of a new entity. Such methods are not restricted to emergency services related functions.

Under the Colorado Disaster Act, the state Division of Emergency Management is authorized to execute its responsibilities by, among other methods, contracting with federal, state, local, and private entities. Additionally, political subdivisions of the state are encouraged to participate in “suitable arrangements to furnish mutual aid in coping with disasters.” If such mutual aid agreements are not in place, or are determined by the governor to be insufficient, then the governor may order the participation in such agreements or even the establishment of interjurisdictional emergency management agencies.

The state currently participates in four intergovernmental agreements involving emergency management:

- 1.) the 1950 Interstate Compact on Civil Defense, signed by 48 of the 50 states, which provides comprehensive interstate mutual aid and also provides for supplemental agreements;
- 2.) the Southwestern States Supplemental Agreement to the above, which provides specific procedures under the 1950 Compact for all states bordering Arizona;
- 3.) the Emergency Management Assistance Compact (EMAC), signed by 50 of the 50 states and which provides a formal mechanisms for interstate mutual aid and operations;
- 4.) The Colorado Intergovernmental Agreement (IGA) on Emergency Management (also known as the Master Mutual Aid Agreement) which provides for every kind of mutual aid between state, local, private non-profit and some commercial entities.

The first three are managed by the state, but can be accessed through the state for assistance needed, or to be provided, to out of state entities by local governments. The fourth is designed for peer-to-peer assistance, activated by each individual entity.

It can be found at <http://www.dola.state.co.us/dem/publications/agreement.pdf>. All of the agreements have provisions for cost reimbursement under certain circumstances, and for reallocation of those costs by mutual agreement, but the Colorado IGA has as a base position, that the providing agencies will provide for their own costs. Unless otherwise decided, resources responding to a mutual aid request will retain their own command and control structure.

The Colorado IGA has been signed by most Colorado counties, many municipalities and special districts, the State of Colorado, and even some private organizations, such as hospitals, ambulance services and the Colorado Bar Association. There are provisions for jurisdictions to limit participation by filing language interpretations or reservation clauses, but none have so far been filed.

The Colorado IGA also has a clause which allows any jurisdiction, at its sole discretion, to withhold any requested resource.

The primary purpose of an IGA is to get decision/policy maker approval in advance for something that will almost certainly happen anyhow. It also has another distinct advantage in that it brings the mutual aid under the umbrella of the Colorado Disaster Act, which provides strong liability protection for local governments, which we will talk more about in a future column.

For the purposes of state and local governments, Memoranda of Understanding (MOU) and Memoranda of Agreement (MOA) are essentially the same, though some federal agencies differentiate them. A Memorandum of Understanding is a legal document describing a bilateral or multilateral agreement between parties, usually indicating an intended common line of action and may not imply a legal commitment. It is a more formal alternative to an informal agreement but in some cases, depending on the exact wording, lacks the binding power of a contract. MOUs/MOAs are typically used by state and local governments to memorialize the methods of operating on a single topic of action and are narrower in scope than IGAs.

Every local government entity in the state should take a close look at its needs for conducting emergency services by cooperation with other government entities, and should at a minimum be a signatory to the Colorado IGA on Emergency Management.

If you or your jurisdictions have any questions, feel free to call me at 720-852-6613 or call me at 720-350-1982. Until next time at least, don't let's kill all the lawyers!

Fairplay Blast 2008

By Lori Hodges
Park County Emergency Manager

On Saturday, October 4, 2008, over 260 emergency responders and 70 volunteers from seven counties gathered together in Fairplay for a full-scale emergency exercise. The South Central All-Hazards Region decided to conduct a series of exercises involving an intentional explosion in a public building to test regional response capabilities.

Since the June 2001 Kenosha Pass bus accident involving over 40 patients, Park County has taken lessons learned and developed new plans and procedures. Through the South Central Region training project, Park County and the surrounding area were given the opportunity to test many of these procedures, ultimately improving emergency response.

The exercise involved multiple scenarios, multiple victims, and several buildings throughout the Town of Fairplay. It began with a county meeting at the cafetorium of the South Park School complex where over 100 people were in attendance. Multiple reports came into the dispatch center regarding an explosion that occurred within the cafetorium causing mass casualties. The locals were tasked with evacuating, triaging, treating, and transporting over 65 patients. They did an admirable job evacuating all patients from the scene. They had very few resources at their disposal, but they accomplished their task in a timely and professional manner.

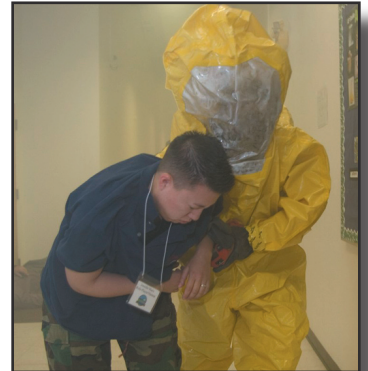
Several citizens from multiple counties assisted the emergency responders by volunteering as "victims" of the explosion. They were each given a set of symptoms and injuries, and the volunteer coordinators dressed them appropriately, fake blood and all. The cafetorium was organized in a chaotic fashion, simulating debris and other hazards that may be found in an actual emergency scene.

Victim volunteer briefing.



As the incident progressed, outside resources were released from staging and responded to the scene to assist. Ambulance services within the county participated, including Ute Pass Regional Ambulance District, South Park Ambulance District, Southern Park County Fire Protection District, and Elk Creek Fire Protection District. Additionally, the region received assistance from Summit County Ambulance Service.

As law enforcement officers checked the other buildings in the complex, they found several victims of a hazardous materials release creating a green haze in the Vo-Tech Building. Over 40 HAZMAT trained personnel responded and decontaminated victims before



being transported by emergency medical crews. Several officers from El Paso County Sheriff's Office volunteered to be HAZMAT victims and participated in a wet Decon. For those who have been to Park County, you understand the sacrifice they gave on that cold October day.

To make matters worse, Park County Sheriff's Office detectives were forced to activate the Regional Explosives Team after discovering another possible threat. The team was tasked with disarming a bomb strapped to a manikin inside the courthouse.

(Continued on page 10)

Fairplay Blast 2008

(Continued from page 9)

To accomplish this task, they used the Andros F6A Bomb Robot to enter the area and disarm the device. To further test the team, a secondary device was located at the other end of town, splitting the team in two once the robot was engaged. The team did an excellent job of prioritizing tasks and handling two incidents with minimal resources.



The Incident Command Post was activated using a Unified Command system between Fairplay Police Department, Park County Sheriff's Office, and North-West Fire. The Emergency Operations Center (EOC) was also activated where over 30 people concentrated on the long-term effects of the incident, such as school closures, economic considerations, and policy issues. Maria Lunn, Colorado Information Analysis Center Analyst and Under Sheriff Monte Gore, worked together in the EOC to resolve investigative concerns from a law enforcement perspective. While there wasn't a large law enforcement component to the exercise, EOC members concentrated on the aftermath of the event and what would be needed from investigators and law enforcement to ensure scene control and evidence protection.

One of the two biggest concerns in the EOC were victim services and mass care needs. Patient tracking was a key objective in this exercise, and providing for the mental health of all victims was vital. The

American Red Cross, Mountain Peace Shelter, Park County Human Services, and Victim Advocates were all available to work through plans and procedures to ensure the citizens would be well cared for after an event of this magnitude.



Additionally, Amateur Radio participants from ARES and RACES worked together to relay information on-scene and to others in the State. To add a level of complexity to the incident, and test ARES and RACES, a cell and landline failure was simulated, requiring all communication between the ICP and EOC to go over Amateur Radio.

This scenario actually occurred earlier in the year when Park County was in the middle of an emergency declaration for blizzard conditions, so it was extremely beneficial to test the use of Amateur Radio in the case of a communications failure.

The purpose in conducting the event was to evaluate community and regional response plans, local resource coordination, and interagency cooperation. Overall the exercise was a great success. Sixty-seven jurisdictions in seven counties participated, including Summit, Clear Creek, Lake, Chaffee, Teller, El Paso, and Park. They brought with them Hazardous Materials, Decontamination, Explosives, and Incident Command expertise.

Some of the biggest lessons learned from this exercise involved Incident Command, patient and responder accountability, and communications. While the region now has a strong understanding of the major positions within Incident Command, further training is needed on positions within each section to improve overall incident management. Standardized patient tracking systems and credentialing of responders is needed to effectively manage an incident involving mass casualties. Additionally, as in every exercise and incident, communications with multiple agencies needs to have improved coordination to ensure all responders have needed information. As we work through every exercise, the South Central Region gets stronger and is better able to manage large-scale events. We will look at these lessons in coming exercises and work towards turning the areas of improvement into strengths.

This was the first time in Park County's history that a full-scale exercise was hosted in Fairplay, increasing the town's population for that day by 50%. The citizens were very appreciative to the responders for their involvement in the training and continue to support activities that enhance emergency response.

“Never go out to meet trouble. If you will just sit still, nine cases out of ten someone will intercept it before it reaches you.”

—Calvin Coolidge (1872 - 1933)

JOINT INFORMATION CENTER PUT TO THE TEST IN CSEPP EXERCISE

By Lisa Shorter, Public Information Officer, Pueblo County Sheriff's Emergency Services Bureau

Two hazardous materials incidents in the course of two hours, different communities in our small county threatened and needing treatment, evacuation and information. That was our drill.

A simulated bus vs. tanker accident occurred in an industrial park. It involved a “volatile when wet” chemical that required an evacuation of a large commercial area, busy highway, and several residents. One public information officer on that scene can't possibly monitor stories, write news releases, disseminate public safety information, arrange for interviews, handle VIP/media tours, and answer phone calls.

After we talked to the field PIO and the Emergency Management Director, we activated our Community Joint Information Center (JIC). Our JIC is staffed by Army personnel, community public information officers, and volunteers from several agencies and follows a command structure similar to that in the field. The purpose of a JIC is to quickly disseminate accurate and coordinated emergency public information. We utilize an electronic status board, media monitoring equipment, several incoming phone lines, and over three dozen computers to get the job done.

An hour and a half in, a second “mock” incident occurred at the US Army Pueblo Chemical Depot, a storage location for Mustard agent from the World War II era. A lightning strike, routine chemical munitions activities, possible fire and wind conditions all combined to create a second hazard to the public.



The Commander of the Depot recommended an evacuation of the residences north of the depot. That quickly moved the “mock” incident to a level of national interest. Mock media were intent on testing the capabilities of the call takers and public information officers in the JIC and the test really began. They were relentless, just as media would be if the incidents were real. Team leads and a facility liaison worked to keep the dedicated JIC staff hydrated, fed, and as relaxed as possible.

We worked through conflicting information, adjustments to the protective action directives, and technical difficulties. We paid attention to the trends in media reports and citizen inquires (both generated by a simulation team). When things died down a bit, we scheduled a press conference. The Commander of the Chemical Depot, the Director for Emergency Management, the fire chief, and others either made statements or were available for questions. When the press conference ended, so did the exercise.

The evaluators provided us with some valuable feedback. They talked about what a terrific team we are, how well we all work together, and what an amazing facility we have. They did have some suggestions for improvements. One was to use a blog page for posting information as opposed to the status board that we have which relies on a member of County IT department to post updates.

(Continued on page 12)



JOINT INFORMATION CENTER PUT TO THE TEST IN CSEPP EXERCISE

(Continued from page 11)

Another was to take timeouts for mandatory “all staff” briefings. Briefings relied on something like the old game of telephone, from lead to team lead to staff, so some didn’t get briefed at all and others heard misinterpretations of the original message.



Finally, train more. Getting everyone together at once is a logistical problem, but we are looking into functional trainings that will allow us to task teams separately, without having to get them all together at once. We know that you can’t plan for everything, but well drilled responsibilities become habit and leave time for creative troubleshooting when the unexpected occurs.

We also rely a lot on the quality of our people and their ability to work together. Teamwork is everything when so much is to be done. Everyone must (and did) leave their egos at the door and work in unity to manage the information flow. Overall, we did pretty well. There are always things to be learned but we are all proud of the job we did and remain confident that we can count on each other to communicate critical information to our community in a time of crisis.

The purpose of CSEPP exercises is to assess the level of preparedness of the CSEPP community to protect the general public, the workforce, and the environment from the effects of a chemical agent release at U.S. Army chemical stockpile storage sites. The exercises provide a basis upon which to build and strengthen the response capabilities both on- and off-post. Emergency response is the primary emphasis of each community during the annual, federally evaluated, CSEPP exercise.

ENTRY-POINT



By William A. Cain
Associate Director, Center for Homeland Security
University of Colorado, Colorado Springs

The opinions, findings, and conclusions or recommendations expressed in this article are those of the author and do not necessarily reflect the views of the U.S. Department of Homeland Security or the Division of Emergency Management, City of Colorado Springs, or El Paso County Sheriff. They are purely my observations as the lead planner and facilitator for entry point.

PROLOG

March 2008. University of Colorado at Colorado Springs. A fast moving front is bringing the chilling sting of freezing fog, turning sidewalks to skating rinks. In the building, you move quickly with your hastily formed team. The shooter lays crumpled in the hallway. Normally this hallway hosts pre-test jitters, post-test sighs of relief, and the arm bent cell phone posture prevalent with today’s college students.

Your senses detect the blood, joining latte stains and spilled cola, further darkening the carpeted floor. Relief is in your stomach, but the anxiety has not left. Muscles tense, your heart pounds in ears now deafened by the painfully loud reverberation of multiple gunshots.

Purplish red saturates the center of mass, the weight of the automatic causing the pistol to twist her hand. A backpack drapes awkwardly in a macabre competition for your attention. Contents spill onto the floor. Not text books or computer. What is it? Your training keeps you in the shoulder tight four person diamond formation.

As your entry team approaches, people hysterically eject from doorways alternating down the corridor. In that calm cop voice of experience, Sarge turns her head inward toward her epaulette clipped microphone, “Suspect down, need medical support, proceeding to clear rooms.”

You move to cuff the downed shooter as you retrieve the gun. The backpack contents look odd. A canister wrapped in clear plastic wrap, ash gray wrinkled tape, with a twist of connection wires dangles from the opening. A simple two-way radio keeps the shooter’s face from fully meeting the carpet.

Then Sarge gestures as she commands, “I think we have a bomb. Evacuate these people.” Some are down with wounds, others run in panic. Most seem to be in a daze.

(Continued on page 13)

ENTRY-POINT

(Continued from page 12)



Phrases resonate from your radio and you grasp that elements of the Tactical Enforcement Unit (TEU) have entered the building. Where are they? Do they know we're here? Your earpiece garbles announcements about shooters, wounded, triage points, units arriving, medical on scene. A dispatcher crisply reports a second campus building involved, another shooter with hostages claiming he will gas everybody in the building.



Two reported down at front entrance. No, no, wrong. We have the shooter, you think. Reports of gas in the science building. But this is the science building isn't it, or is it the Computer Science building? You can't remember what was written above the front door.

The TEU is now in your building. They use a tactical frequency. You don't use that frequency. That may be a bomb flopping out of the backpack. You and your team of City and University patrol officers realize at the same time, TEU is coming from a different part of the building, and you don't know from where. The exercise evaluator raises his pen and marks the form on his clipboard. And, so begins the full scale exercise called Entry-Point.

Exercise Entry-point: Planning the plan

In addition to the Homeland Security Exercise and Evaluation Program (HSEEP) Cycle, homeland security preparedness involves outreach, planning, capability development, training, exercising, evaluation, and improvement. Truly successful exercises, carefully planned with all possible participants, will lead you to an opportunity for creating positive change — change designed to ensure your team's ongoing success for any eventuality. Whether or not you take that opportunity to induce change depends on a lot of factors. This article is intended to assist agency planners and responders who are striving for preparedness by using the Entry-Point experience to look at how to:

- Analyze exercise results
- Identify strengths to be maintained and built upon
- Identify potential areas for further improvement, and
- Recommend exercise follow-up actions.

But, first a word about how we got here: Entry-Point was a series of exercises supported by a 2007 U.S. Department of Homeland Security grant administered by the State and South Central All-Hazards Region and further buttressed by in-kind efforts provided by the University of Colorado in Colorado Springs (UCCS). This partnership doubled the investment value of the exercise as University resources were employed from the initial planning to the final after action report.

Why UCCS? In June of 2007, UCCS Chancellor Pam Shockley-Zalabak directed her senior staff to enter into a problem solving dialog with Colorado Springs city leadership. The dialog was intended to solidify coordinated support planning for a unified response in the event of a large scale violent event on campus. The active shooter events at Virginia Tech and at Platte Canyon High School were recent reminders of the need to be prepared for these situations. Although University police and CSPD had mutual support agreements in place, the 14 or so officers of the Public Safety department can be rapidly overwhelmed. This potential opportunity to stress the plans and “find the holes” got the full attention of Fire Captain Ed Breece, in his role as the City Emergency Planner.

Concurrently that summer, Patty Baxter, El Paso County emergency manager, conducted a HAZMAT exercise for the South Central Region. Grant demands required this activity involve a toxic chemical release from an industrial source – a TIC – for malicious purposes. The effort was intended to examine capabilities and allow gap identification concerning responding to illicit and violent employment of a WMD.

Enter the Center for Homeland Security (CHS). The Center is the UCCS arm for providing advanced education and training; conducting leading-edge research; and developing innovative networks through strategic partnerships for the purpose of exploring homeland security and defense solutions. CHS is staffed with seasoned planners who have years of experience in exercise simulation and war game development in the government and civil sectors.

In July of 2007, the city and UCCS held an initial exercise coordination meeting. At the same time, the Colorado Springs Police Department (CSPD) began conducting active shooter response training with the UCCS Police Department.

(Continued on page 14)

ENTRY-POINT

(Continued from page 13)



The existing DHS grant would support the needs of school, city, and county for a coordinated exercise to respond to escalating events in multiple locations involving a Weapon of Mass Destruction (WMD). The Rule of 3's went into action. When three entities work together, greater success is assured.

Available literature indicates violent behaviors exhibited by a determined individual may likely involve more than the classic active shooter gunning down random individuals. Throughout the world, school violence has escalated from rage revenge to horrific acts designed to create historical statements. First responders must be prepared to deal with the next level of school violence, not the last.

The exercise design team determined the exercise would begin with active shooters, have an explosives component, and end with the introduction of a Toxic Industrial Chemical (TIC). The TIC met grant specifications and UCCS's chemistry lab had just the right combination of ingredients.

Scope: Entry Point Tabletop and the Full Scale would evaluate the Incident Command System Command and Control capability in a combined city, county, school construct, while at least three (3) other Critical Tasks were identified from the HSEEP Volume II, Appendix B: Exercise Evaluation Guides and Appendix D, Exercise Improvement Matrix.

Based on the exercise planning team's deliberations, the following objectives were developed for Entry Point:

1. Evaluate Response Community's Understanding of Plans & Methods for a WMD Response
2. Evaluate Coordination of UCCS, City and County Assets to Respond to A WMD
3. Evaluate Key Actions to Be Taken, When, and by Whom in a Lethal HAZMAT Scenario
4. Evaluate Public/Private Sector Communication
5. Evaluate Implementation of Initial Response and City support

Major Strengths to be Achieved: We knew we had at least three strengths we could achieve. These became our positive assumptions to which we aligned. Anymore than three would be lost on the cutting room floor, as they say in the movies. They are:

- Active participation by all departmental representatives would demonstrate continuing commitment of the three entities to prepare for and respond to potential emergencies as a disciplined team of jurisdictions;

- Recognition and validation of the need for effective internal and external communication; control the communications, control the crisis early in the game and evolve it to an event;
- Tapping into departments not directly impacted. Those entities can act as the 'force multipliers' who should plan for and offer personnel support where applicable.

Major Improvement to be Achieved: Throughout the exercise, several opportunities for improvement in UCCS, County, and Colorado Springs's ability to respond to the incident were identified.

The primary areas for improvement, included:

- All entities should develop a cross-training program for their key personnel;
- Departments lacked an understanding of how other departments respond to incidents. The old communicate, coordinate, and collaborate algorithm of three C's" for change was at work;
- Interoperability needs to be addressed and improved. Misconceptions of capabilities abound when entities don't train together.

Conclusion

Planning is essential. Exercises are a must. Most important is what one learns about the gaps, fault-lines and seams. Those unintended consequences of good intentioned decisions we discover only when assumptions are tested. For example, do you protect your PPE? Do you protect the PPE by keeping it in a separate vehicle so it won't get damaged? Then you arrive at the scene in your vehicle and the battle is on. What do you do?

Oh, and the type of toxic industrial chemical, that TIC, so easily made in a college chemistry lab? Zyklon B as it was called in the 1940's. Today we know it as hydrogen cyanide. The wires, tape, and bottle slipping from the shooters backpack? That was a TATP bomb. More on that, and on the HAZMAT response to an active shooter with hostages in the next issue. Until then, "Be Safe."

Andy Cain has been designing war games, simulations, and tabletop exercises since 1988. A retired Navy Captain, his experience includes aviation command at sea, directorship of space based systems operations, high school teacher, and small business owner. He holds a bachelors in education and two masters degrees. As Associate Director, his current focus at the CHS is on private and government sector involvement in homeland security and defense education and research. He may be reached at wccain@uccs.edu.

CEMA CERTIFICATION COMMITTEE Update

By Brandon Lawrence, CEMA Certification Committee

The Colorado Emergency Management Association Certification Committee has been busy in recent months with turnover in membership and the technical challenges of including new members from other regions of the state. Most recently, we have worked on closing some loopholes in the certification requirements and codified some of our past decisions into our committee operating guidelines. These documents will go before the board in due time for adoption.

We have also been studying the changes in the CEM® (Certified Emergency Manager) since it changed its associate credential to an entry-level certification. As it stands, the AEM® is now less restrictive than our CO-AEM credential, so we are considering changing the reciprocity.

The committee has developed one new goal to guide 2009. We will promote our certification program with the municipal and county associations through presentations, letters, and conversation. We plan to conduct at least two presentations to showcase our program.

Sidebar Activities

As time permits, the committee has been researching how our certification program compares with other states' programs. Here is a snapshot of the work so far:

- Only 16 other states issue state certification
- Most issue CEM reciprocity with conditions
- Two state agencies issue certifications
- One university issues certifications
- Fee Structure Analysis

Highest Certification Fee Range:

High \$100 Low \$0

Mode Fee: \$0

Median Fee: \$25

Average Fee: \$34.64

Range for Non-Member Fees:

High \$200 Low \$0



Certifications

The committee has reviewed four new applications, one upgrade, and one re-certification since our last general membership meeting. We are now at 63 certified emergency managers in Colorado. Eight have expired, largely due to retirement or career changes that do not necessitate an emergency management certification. See the figures below.

Remember, that these certifications are valid for 5 years from the date of approval. It is the certified emergency manager's responsibility to maintain the continuing education and professional contributions to achieve recertification. We will begin printing the expiration dates on certificates.

If you have questions about your expiration date or anything related to our activities contact the co-chairs or any of our members. We appreciate the feedback.

Rebecca Martinez

Brandon Lawrence

303-655-2316

720-887-2081

martinez@brightonco.gov

blawrence@broomfield.org

Certification numbers since program inception.

Year	Gold (CO-CEM)	Silver (CO-AEM)	Bronze	Totals	Expirations	CUM TOTAL
2001	0	0	0	0		0
2002	5	0	0	5		5
2003	11	1	1	8		13
2004	7	4	7	18		31
2005	4	1	3	8		39
2006	7	4	6	17		56
2007	5	5	1	11		67
2008	4			4	8	63
2009				0		
2010				0		
Totals	38	15	18	71		

...And Now For The REST of the STORY...

By Mike Gavin, Director, City of Fort Collins Office of Emergency Management

With the planning and response of the Democratic National Convention (DNC) over, communities in Northern Colorado were put to task with last minute (72-hour) notification of Presidential and Vice-Presidential candidate visits to their areas. The communities of Fort Collins, Greeley, and Loveland had recent visits by Presidential Candidate Obama, Vice-Presidential Candidate Biden and Vice-Presidential Candidate Palin respectively.

(Continued on page 16)

...And Now For The REST of THE STORY...

(Continued from page 15)

The challenge was to coordinate all the necessary special event activities in a very short period of time with limited resources and pre-planning.

Secret Service Agents assisted in coordination of security, traffic, safety, and health concerns with local officials. Representatives from the respective candidate camps assisted in informing and working with local authorities regarding their plans and needs. And of course, local authorities made it all come together. Visits of this nature seem to be similar to a disaster in that it all falls back on the responsibility of local responders to manage it. After all, it is a local event.

Security, traffic control, parking, food, water, sanitation, crowd control, and environmental issues were just a few of the items which needed to be addressed. City, county, university, and state law enforcement officers worked together to address a large portion of the security and crowd management concerns regarding a special event with political dignitaries.

Fire and EMS addressed medical, rescue, and hazmat concerns regarding the dignitary and general public. Facility personnel addressed many of the parking, perimeter, and sanitation issues as well as assisting with building security, sound systems and other public works issues.

Although two of the visits were inside (Greeley and Loveland), the greatest challenge seemed to be addressing the rally held outside (Fort Collins/ Colorado State University). When planning special events, outside events bring an entirely new twist to the logistics of performing the normal duties assigned to local resources. Security challenges increase, environmental/weather issues cannot be controlled, crowd control utilizes more resources, and food, water and sanitation must all be brought into the site.

From an emergency management perspective, after watching two of the events and assisting in coordination of the third, local authorities once again came together in a unified professional fashion to make the citizens of Northern Colorado proud. In following Denver's lead with the DNC, communities in Colorado set a great example of why we live, work and are proud to be a part of a great state.

For more information on these events and copies of after action reviews, please contact Colorado emergency managers: Steve Blois, Roy Rudisill, Mike Gavin, and Merlin Greene.

OPERATION MOUNTAIN MOVE

By LTC Fred Boettcher, MS, CEM, FCC Denver Area Coordinator

Operation Mountain Move 2008 was a National Disaster Medical System (NDMS) full-scale patient reception and movement exercise. The Federal Coordinating Center (FCC) Denver coordinated and executed the event conducted September 9 - 11, 2008. The exercise was managed utilizing unified command headed by the Jefferson County Incident Management Team, located in Golden, Colorado. The primary reception area (PRA) was Butts Army Airfield on the Ft. Carson Military Post in Colorado Springs.

The exercise scenario focused on the city of Salt Lake City, Utah simulating an earthquake in the Wahsatch Mountains involving major structural damage and injuries in cities and rural areas along the Interstate 15 corridor from north Provo to Salt Lake City and areas east into the mountains. In the scenario, thousands of citizens were injured and displaced. The drill coordinated military, civilian, and law enforcement agencies including National Guard aircraft as well as civilian air and ground ambulances.



Air Ops

The FCC Denver Patient Reception Team transported 125 simulated patients to hospitals in Denver, Colorado Springs, Grand Junction, and Summit County Colorado. The volunteer 'patients' were officer and enlisted Iraqi veterans who recently returned from overseas deployment and were awaiting their next military assignment. They were in full moulage (make-up) which required the FCC Denver Patient Reception Team (detailed from the Evans Army Community Hospital staff) to quickly triage each patient and determine what hospital was most appropriate for transport and treatment.

(Continued on page 17)

OPERATION MOUNTAIN MOVE

(Continued from page 16)

Colorado has 35 statewide hospitals that participate in NDMS and provide surge capability for state and national disaster events. Other participating agencies included USNORTHCOM, Department of Defense, US Army Medical Command, Ft. Carson Headquarters, and numerous state and local emergency response organizations.



Patient triage

Operation Mountain Move 2008 provided Fort Carson Headquarters, Colorado Springs OEM, Denver OEM and local county officials with interagency emergency response training. Command and control management, and inter-operable communications highlighted the objectives for this exercise and future events.

Hundreds of city and county emergency managers with emergency response teams routinely drill in preparation for this type of event which affords the opportunity to test the latest technology for rapid response. Operation Mountain Move 2009 will assess the same capabilities but will include inter-state patient transfers and multiple FCCs within FEMA Region VIII.

Operation Mountain Move is executed on a limited budget and must compete for resources each fiscal year. Almost all of the participating agencies, including civilian hospitals and patient transport organizations, donate their time and equipment for a successful Colorado emergency response capability. FCC Denver is extremely appreciative to all the teams that continued their support throughout this exercise and then deployed to Texas for the 'Real World' Hurricane Ike mission. Their individual dedication and support to this annual effort is a true inspiration to every community, FEMA, and the Department of Homeland Security. This was also an excellent opportunity for local media to observe a genuine collaborative effort under realistic conditions while training for a large scale medical emergency.

EASTERN COLORADO INCIDENT MANAGEMENT TEAM RECOGNIZED AS COLORADO'S THIRD IMT

By Chris Sorensen, ECIMT PIO

The Eastern Colorado Incident Management Team (ECIMT) was recognized in late October as Colorado's third certified Type 3 incident management team and first multi-regional team. ECIMT joins the Jefferson County and Northwest teams in assisting the state's response to emergencies and events that require experienced professionals well versed in Incident Command System (ICS) management techniques.

The certification comes just over one year after the team's official founding in October 2007. Incident Commander Chad Ray attributed the team's rapid certification to "bringing together a solid group of professionals who individually maintain high standards and work well in a team environment."

Members from the team met with the certifying board from the State, which reviewed the team member qualifications, standard operating guidelines and past experience before granting the certification.

Original team members were drawn from a Type 4 team in Colorado's Southeast All-Hazards Region which responded to the March 2007 Holly Tornado. Following the tornado response, a goal was set to build additional team capabilities, and new members with a wealth of experience were recruited from the Northeast and South All-Hazards Regions. Together, the three regions cover 22 of Colorado's 64 counties.

The team has been active since its founding, and added experience through a variety of incident types as well as planned events.

"One of the most important things we can do is help responders and communities prepare themselves for an emergency so they can be self-sustaining until additional help – if needed – can arrive."

(Continued on page 18)

EASTERN COLORADO INCIDENT MANAGEMENT TEAM RECOGNIZED AS COLORADO'S THIRD IMT

(Continued from page 12)

"We've gained experience with blizzards, fires, a disease outbreak and other emergencies," said Todd Manns, the team's Planning Section Chief. "Our team has also been able to effectively work planned events, like the Governor's Conference and at the State Emergency Operations Center during the Democratic National Convention, as well as facilitate exercises for other agencies."



*Back row (l-r): Barry Schaefer, Randy Freed, Shane Doyon, Roy Rudisill, and Todd Manns
Front row (l-r): Chris Sorensen, Katherine Sanguinetti, Chad "IC Dude" Ray, Riley Frazee, and Larry Helmerick*

In addition to having substantial depth with position-certified members, the team also has 12 L-449 (Incident Command Curricula Train-the-Trainer for First Responder) instructors, two members who are instructors at the Colorado Wildfire and Incident Management Academy, one member who instructs at the New York Wildfire and Incident Management Academy and numerous other qualified instructors who teach various classes outside of Colorado.

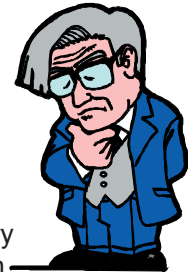
"The team is particularly proud of the number of instructors we have," said Ray.

"One of the most important things we can do is help responders and communities prepare themselves for an emergency so they can be self-sustaining until additional help – if needed – can arrive."

Further information about the Eastern Colorado Incident Management Team can be found at www.ecimt.info.

DISASTER TRIVIA

The hint for the disaster in the Disaster Trivia section of the last issue was...



This disaster occurred in the last century and was a natural disaster. It resulted in the suffocation of 1,700 people and 3,500 livestock. It did not occur in the United States. It was a rare occurrence and some headway has been made on mitigation efforts.

We had many correct guesses and the winners were Mike Merino from Western Gas, Rick Johnson, Region VIII Regional Emergency Preparedness Liaison Officer, and Dale Lyman, Union Colony Fire Authority. Congratulations folks!

The answer was the Lake Nyos gas burst. Here's what happened...

1986: A deadly cloud of carbon dioxide sweeps down the slopes of an African volcano, smothering more than 1,700 people.

Volcanoes can kill in many ways, but this one is pretty weird. A volcanic lake in the West African nation of Cameroon degassed violently (you could say it burped, or worse) in the middle of the night. Carbon dioxide is odorless and heavier than air. Most of the victims died in their sleep.

Lake Nyos sits in the crater of a volcano that hadn't erupted in centuries ... and probably didn't actually erupt the night of August 21, 1986.

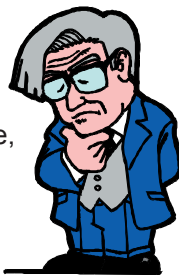
Magma deep underneath the lake releases carbon dioxide into its depths. Lake Nyos is 690-foot deep, enough for the water pressure to keep the CO2 dissolved in the lake water, rather than letting it bubble up and escape to the surface.

(Continued on page 19)

DISASTER TRIVIA

(Continued from page 18)

And the crater rim towers above the lake, blocking winds which could otherwise stir the surface and create convection currents that would circulate the deep, CO₂-saturated water upward to areas of lower pressure. The lack of seasonal variation less than seven degrees north of the equator also contributes to the lake's placidity.



Volcanic rumbling or other seismic activity could have triggered the sudden release of the gas that deadly night, but there's no record of any tremors and no evidence that anything shook off the shelves of homes in nearby villages. It's possible the gas at the lake's bottom just got so concentrated that even under pressure it came out of solution and formed bubbles. Once the bubbles started rising, a "chimney effect" would have rapidly siphoned huge amounts of gas to the surface.

The gas burst through the surface with a rumble, generating a giant wave that scoured vegetation from the shores. The CO₂ cloud was at least 300-feet high, because it suffocated cattle on hillsides that far above lake level. Iron from the deep water oxidized and stained the lake waters with rust.

Then the gas crept down the mountain valleys, invading homes. It extinguished oil lamps and suffocated people in their sleep. Some who were awakened by the loud gas bubble stood up and lived, because their heads were above the invisible gas near the ground. But many who went outside paid with their lives.

Few survived. Those from neighboring villages who discovered the devastation recalled with terror the legends about evil demons living in mountain lakes.

Had this happened before? Yes, at least on a smaller scale. A CO₂ cloud released by Lake Monoun, about 60 miles south, killed 37 people two years earlier. (The much larger Lake Kivu — on the Congo-Rwanda border — harbors not only carbon dioxide, but methane, in its depths.) And Cameroonians frequently find frogs suffocated by CO₂ in low-lying mud puddles.

Engineers hope to prevent a recurrence of the tragedy by continuously degassing Lake Nyos. They've sunk a pipe from a floating platform into the depths of the lake. It shoots a geyser of carbonated water high into the air.

Source: Google Earth; National Geographic, September 1987

SCHOOL IN THE HOT ZONE

By Kerry Kimble, Colorado Division of Emergency Management

Clark Moores Middle School (6 - 8 grades) is located approximately 1.5 miles from the storage igloos containing VX / Mustard agent at the Blue Grass Army Depot outside of Richmond, Kentucky. It is one of six facilities (Pueblo Army Depot is another site) around the United States currently storing chemical weapons scheduled for destruction over the next 15 years.

Clark Moores has a population of approximately 700 students and 70 faculty and staff. The building itself has mobile classrooms, a gym, cafeteria, and 60 classrooms and offices. Of these, only 25 classrooms and offices are located within the designated shelter area. Because of their proximity to the Depot, how do they prepare for a possible chemical accident that could result in a plume passing through the school?

First, thanks to federal funding, the school is equipped with an over-pressure or positive-pressure system encompassing the 25 classrooms and offices. A positive pressure system ensures there is no ingress of outside air into a closed system. These systems are also used in hospitals to protect patients with compromised immune system against airborne germs that may infect the patient.

Second, the school conducts quarterly drills for the students, faculty, and staff on how to react to an accident on the Depot. The Principle has written a one-page plan outlining what actions need to take place when an accident notification is received. The plan does not rely on a particular named individual to be present to perform their duties. Any faculty or staff member can take the appropriate actions. The drills involve the physical movement of the students from one portion of the school to the Shelter-In-Place (SIP) location. Because sometimes students do not end up where they are supposed to, the plan also has an accountability procedure.

This procedure involves a visual laminated card system that each teacher has, which is displayed on the SIP classroom doors indicating their status. Green identifies all students / adults are accounted for and red indicates there is a discrepancy. Following their inspection of the vacated areas, the Principle and Assistant Principle walk through the halls of the SIP area and if a red card is displayed, they can focus on solving the problem. For example, if a student is missing the teacher informs the Principle of the student's name.

(Continued on last page.)

School In The Hot Zone

(Continued from page 19)

The Principle then radios back to the main office where a staff member gets on the public address system and asks if any of the other classrooms has this student. If so, the intercom is used to confirm. Once everyone is accounted for, the positive-pressure system is activated. While students are moved to their SIP locations, signs are placed on all exterior doors indicating no one will be allowed into the school. All exterior doors are also locked.

During the SIP, a test of the positive-pressure system is conducted to make sure that all of the sensors are working properly and the system's control panel is checked to insure everything is still sealed. The importance of this is with the increase in internal air pressure, some exterior doors or windows may move slightly outward causing the seal to be broken and allowing contaminants inside. If this does happen, that sensor location is physically checked and the necessary adjustments are made. When all of the panel lights are green the County Emergency Operations Center is notified of the school's status.

A critical component of the school's plan is their communications with the student's parents. The Principle explains the attributes of the positive-pressure system and how their children will be protected at the school and when the drills / exercises take place.

Third, the school participates in the annual Chemical Stockpile Emergency Preparedness Program (CSEPP) full-scale exercise sponsored by the Army and the State of Kentucky. This annual exercise involves response actions at the Depot, the participation of multiple counties, schools and businesses throughout the area, the State, and the federal government.

When the school receives the Depot accident notification, they have established a standard of ten minutes to move students, faculty, and staff to their SIP locations, account for everyone, and engage the positive-pressure system. Ten minutes is not a long period of time, but through continuous practice Clark Moores Middle School can take the appropriate actions to protect its students, faculty, and staff against one of the hazards they face on a daily basis.

CDEM Web Address:
<http://dola.colorado.gov/dem/>

**Colorado DEPARTMENT of Local Affairs
Division of EMERGENCY MANAGEMENT
9195 EAST MINERAL AVENUE, STE. 200
CENTENNIAL, Colorado 80112**

PRSR STD
U.S. POSTAGE
PAID
DENVER, CO
PERMIT NO. 738