

# PREPARED

EMERGENCY MANAGEMENT NEWS

Colorado

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GOVERNOR

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## THOUGHTS ON RECOVERY PLANNING

by Tommy Grier, Director, Colorado OEM

**C**omprehensive recovery planning has not been our forte in Colorado, probably because we have experienced so few large scale disasters. Yeah, we've done okay on recent local, state and presidential disasters, but it's been a long time since the 1965 South Platte flood impacted 33 counties and the 1976 Big Thompson flood killed 144 people. Given the increased exposure of residents and property produced by Colorado's explosive growth of the last decade, recovery planning is essential at all levels of government. This article is intended to provoke thought on some of the issues that we should consider in our recovery planning.

Assumptions are a critical underpinning to any comprehensive response or recovery plan, and should be tempered by realism and tailored to your community. Recovery planning should also consider disasters that do not rise to the level of county, state, or federal declarations. What is covered by insurance? What assistance can be provided by volunteer civic organizations? What recovery resources are available within the local community? Assuming government will come in and fix things is a non-starter.

Recovery plans should address the specifics of short and long-term recovery actions that the community will take following a disaster. Responsibility for leading the recovery should be fixed, as should the lead person for overseeing the restoration of each critical system and infrastructure piece.

Knowledgeable elected officials are essential. Prioritization of work across functional lines must be clearly articulated and understood. Obviously life support related utilities and commodities take precedence as well as ingress and egress capability.

We need to consider the potential spread of infection and disease. Following the 1997 flood, CDPHE put chicken flocks out to monitor for encephalitis. Assuming that sufficient medical supplies will be available when needed is a slippery slope. Remember the shortage of flu vaccine this past spring. How would we handle mass fatalities and the disposition of remains if we had another Big Thompson, or an event such as the scenario of last year's TOPOFF exercise?

How about sufficient land fills and costs of dumping? Larimer County significantly shortened the expected life of their land fill following the '97 flood, and the cost of debris disposition was enormous for the individual citizens of Ellicott.

Another issue is the availability of material handling equipment and transport. What might be available for a state declaration or reimbursable with a federal declaration cannot be expected for a local recovery. Which leads to the next issue.

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**Events have shown that information and involvement is empowerment and helps transition "victims" to "affected doers."**

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Documentation of costs is absolutely critical. Even if the disaster does not progress past the local level, elected officials need to be able to articulate to their constituents where recovery money was spent.

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# AURORA Schools PREPARE

by Lt. Jim Lancy, Bonnie Straight, Office of Emergency Management, Aurora Fire

**E**arly this year, the City of Aurora's Office of Emergency Management was approached by the Aurora Public Schools' Risk Manager about conducting an exercise to test the school district's plans for dealing with a catastrophic event in a school. A design team was formed and we got to work developing a series of exercises to test both the school district's incident response plans and the emergency response elements of the Aurora Fire and Police Departments. The results of this effort were a series of three exercises, two tabletops and one full scale conducted between March and June of this year.



*Lt. Jim Lancy and Bonnie Straight*

The full scale was held at an elementary school. Emergency responders interfaced closely with the district's Incident Response Team. Over 100 players and volunteers were involved. School was not in session. Though this was mainly a SWAT operation, players also

included patrol officers, detectives, and community policing officers. They came away with a whole new awareness of the complexity these types of incidents present. The school's Incident Response Team on scene was able to successfully interact with police on scene as well as communicate with their Command Center located blocks away in the Administration Building.

The scenario was the same in all three exercises; a disgruntled parent and his friend enter the school demanding to see his child. He wounds the principal and several teachers and holds the staff hostage. His friend, meanwhile, is running through the school, looking for a spot to place a bomb.

As a result of these exercises, the police and fire departments have begun meetings in order to establish an integrated Incident Command System where unified command becomes the focal point in these types of events.

The initial table top was limited to the School's Incident Response Team and command officers from the Aurora Fire and Police Departments. The second included players from the school, fire and police, plus Aurora Mental Health, American Red Cross, and Rural Metro Ambulance. There were over 100 school principals and administrators in attendance as observers.

Overall, we cannot prevent a terrible situation like this from happening. It is our goal with exercises such as these to reduce the impact of catastrophic events with a swift effective coordinated response.



## Deadly FACTS

On November 12, 1970, the deadliest tornado of the twentieth century swept through Bangladesh. Afterwards, 200,000 people were dead and 100,000 people were missing. The country was hit by the second deadliest tornado in 1991, when 131,000 people were killed. Two more cyclones were suffered in 1963 (22,000 dead) and 1965 (47,000 dead).

The five deadliest hurricanes of the 20th century were Hurricane Mitch in 1998 where 11,000 people were killed; 1900's hurricane in Galveston, Texas where 8,000 were killed; Hurricane Fifi in 1974 where 8,000 were killed; 1930's hurricane in the Dominican Republic where 8,000 were killed; and Hurricane Flora in 1963 where 7,200 people were killed.

The average hurricane generates energy roughly equivalent to 400 20-megaton bombs exploding in one day – the equivalent of all the electrical energy used in the United States for six months.

# SAVING LIVES WITH AN ALL-HAZARD WARNING NETWORK

by Kevin Kurelich, COEM Northeast Regional Planner

The National Weather Service operates an All Hazards Early Warning System that alerts people in areas covered by its transmissions of approaching dangerous weather and other emergencies. The National Weather Service can typically provide warnings of specific weather dangers up to fifteen minutes prior to the event. At present, this system covers all metropolitan areas and many smaller cities and towns; however, many rural areas lack NOAA Weather Radio coverage.



In the last year, Yuma and Morgan County secured funds from various sources to install NOAA Weather Radio Transmitters. Yuma County completed their project last fall, and Morgan County will have a new transmitter up and running this fall.

Just recently the Rural Utilities Services announced a new grant program and the availability of grant funds under this program to finance the installation of new transmitters to extend the coverage of the National Oceanic and Atmospheric Administration's Radio System (NOAA Weather Radio) in rural America. The President of the United States and Congress have made \$5 million in grant funds available to facilitate the expansion of NOAA Weather Radio system coverage to rural areas that are not covered or are poorly covered at this time. This grant program will provide funds, on an expedited basis, for use in rural areas and communities of 50,000 or less inhabitants. Grant funds are available immediately and applications will be processed on a first-come, first-served basis until the appropriation is used in its entirety.

Generally, grants shall be limited to a maximum size of \$80,000 per site. In view of the probability that larger, community-based rural organizations, such as statewide cooperative associations, may wish to arrange coverage of multiple rural areas, any one applicant may file applications to cover no more than (5) different sites.

The grant may pay up to 75 percent of the total cost when the transmitter is located in rural areas outside of a community of 12,000 or less, 65 percent if located outside of a community or rural area of 20,000 or less, and 55 percent in a rural community of 50,000 or less.

For more information, or questions concerning this program, please contact Craig Wulf, at 202-720-8427 or Orrin E. Cameron at 202-690-4493. Additional information can be found at [www.usda.gov/rus/telecom/initiative/noaa/weatherradio.htm](http://www.usda.gov/rus/telecom/initiative/noaa/weatherradio.htm).

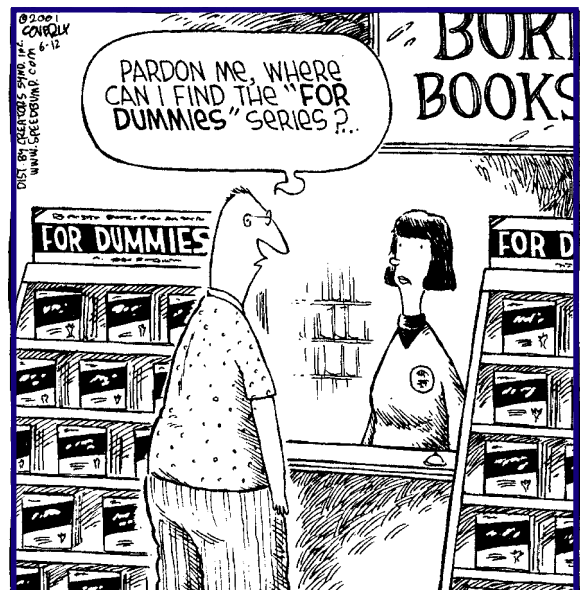
## THOUGHTS ON RECOVERY PLANNING

(Continued from page 1)

Documentation is also necessary to justify a request for a state or presidential declaration when a series of events causes the cumulative costs to exceed local or state capacity to handle.

How about loss of revenue associated with long term recovery (sales and cigarette tax immediately comes to mind), as should continuity of government. How would you handle displacement from government offices and the need to access records/systems located there?

And the most critical issue throughout is public information and involvement of those impacted in the overall recovery effort. Events have shown that information and involvement is empowerment and helps transition "victims" to "affected doers."



# Colorado Springs OEM AND LEPC Working Together

*by Donna Fair, Colorado Springs Emergency Manager*

The Colorado Springs Office of Emergency Management and Local Emergency Planning Committee (LEPC) conducted their first annual preparedness and mitigation fair on Saturday, April 14th. The focus of the fair was to provide citizens with information on spring and summer hazards such as wildfires, severe thunderstorms and associated hazards such as flooding, lightning and hailstorms. The event was held in conjunction with Easter events sponsored by a local community center, thus there were many events for children such as Easter egg hunts, face painting, games, relay races (including sandbag relay races) with prizes for all.



*Wildland fire booth*

There was a large variety of vendors including Disaster Mitigation Services, floodplain manager, insurance companies, landscaping, roofing and siding companies to name a few.

The Colorado Springs Fire Department's infamous clown and puppet show was a huge success with their "Safety Hop" and the children loved receiving their own CD with all the Safety Hop songs on them. Many children were able to participate in the songs and dance along with the puppeteers.



*Safety Fair participants*

Outside the Community Center was a huge display of emergency equipment with a helicopter from "Flight for Life", fire engines, hazardous materials vans from Colorado Springs Fire Department (CSFD) and Peterson Field. There were brush trucks from CSFD and the Forest Service, ambulances, the American Red Cross Emergency Response Vehicle, Humvees from Ft. Carson, fire equipment from the Air Force Academy and many, many more pieces of apparatus. Children and adults alike enjoyed being able to walk through the vehicles and ask questions of the emergency response personnel.

Demonstrations of "How to properly fill and lay sandbags" were video taped for future use during flooding events.



*Sandbag demonstrations*

In addition, several mascots attended the show such as Smokey the Bear and Sparky.

The Office of Emergency Management and Local Emergency Planning Committees conduct several joint activities throughout the year. Members from the LEPC assist with exercises as well as participate in various training events either by attending the events or in some cases, volunteering as victims. Training and preparedness activities are coordinated together for many activities and numerous types of hazards. Many of the same members are also members of our counter-terrorism task force.

# FEMA Higher Education Project Manager Discusses The New Generation of Emergency Managers

*This article has been reprinted, with permission, from the May 2001 IAEM Bulletin. Wayne Blanchard, Ph.D., CEM, is the Manager of the Higher Education Project for FEMA. He was interviewed by IAEM Bulletin Editor Karen Thompson.*

**E**ditor: In your ‘Higher Education Slide Presentation’ on the FEMA website at [www.fema.gov/emi/edu](http://www.fema.gov/emi/edu), you list a number of characteristics that you state are part of the “emergency Manager type.” (See Figure 1.) Is this stereotype still the reality for most U. S. communities?

**Dr. Blanchard:** The stereotype is fairly representative of the emergency management community the last time demographic information was gathered - a little more than 10 years ago. The community has been taking positive steps since then but I worry that there is still too much truth to it to take comfort or be complacent. The fact is that no one gathers this type of information anymore - and someone should.

**Editor:** How rapidly is the stereotype changing toward the “new generation” emergency manager that you describe? (See Figure 1.)

**Dr. Blanchard:** This is, as I just noted, a positive change taking place.

The emergency manager of today is very different from the civil defense director of many years ago. The field has moved from the nuclear-attack oriented civil defense manager to the disaster response oriented emergency manager of today. Now another shift is needed.

We need to focus on creating a safer country by developing and infusing disaster prevention and reduction into the American culture. To do this we need to promote resistant and resilient communities, and sustainable development. The key is a new way of thought - to learn to live with the environment instead of trying to control it. If you take care of the environment, it will take care of you. To bring about a culture of disaster prevention, emergency managers will need to improve and expand their skills in dealing with the social, cultural, economic and political environment in which they operate. They must become catalysts for progressive change.

**Editor:** You characterize the “new generation” emergency manager being college-education, technologically more savvy, socially/culturally more

sensitive, a promoter of disaster prevention, and working from a broader professional knowledge base. How important is lifelong learning to this “new generation” emergency manager?

**Dr. Blanchard:** It’s essential. You have got to keep up with the disaster research literature. You need to be able to understand disaster research findings and make relevant applications. The environment is constantly changing - thus approaches to the field must also change.

## Emergency Manager Stereotype

- Not college Educated (4-yr degree)
- White
- Middle to late middle-age
- Male
- Emergency management is second or third career
- Job obtained other than with EM KSAs
- Spend EM career in one jurisdiction
- Disaster response planning oriented
- Works primarily with emergency services
- Bureaucratic
- Plans for jurisdiction (primarily disaster response oriented)
- Has not done a risk assessment
- Has not done a mitigation plan
- Has not done a strategic plan
- Has not joined an EM professional association
- Doesn’t read disaster research literature
- Knowledge base experiential
- Frequently wears other hats
- Not well-paid or funded
- Many part-time and volunteer positions

## The “New Generation” Emergency Manager

- College educated - many with EM degrees
- More professional and knowledgeable
- Knowledge base: science and research
- Technologically more proficient/adept
- Younger
- More diverse and culturally sensitive
- Emergency management is career of first choice
- Building disaster resistant communities focus
- Proactive
- Lifelong learner; reads disaster literature
- Joins professional associations
- Plans with jurisdiction stakeholders
- Better paid
- Better funding for EM programs
- Upwardly and geographically mobile
- Broader range of working contacts

**Figure 1.** From the “Higher Education Slide Presentation,” which may be downloaded from FEMA’s website at [www.fema.gov/emi/edu](http://www.fema.gov/emi/edu).

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# The New Generation of Emergency Managers

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The fact that we have skyrocketing disaster losses is in large measure a reflection of our societal choice making. Yes, the standard reason - more structures and more people - is one reason, but the losses really have more to do with where we're building and how we're building. You can expect this trend to continue escalating unless emergency managers, in conjunction with other agencies and organizations, begin to work cooperatively to stop it.

**Editor:** What is holding emergency managers back from embracing the concept of partnership, networking and cooperating?

**Dr. Blanchard:** Well, many do, but those who don't are held back by a lack of the requisite skills, including communication skills. Some may also simply lack the perception that there is a need for partnerships and networking to achieve a goal of disaster reduction. That's one of the big rubs in the emergency management community today. It's still reactive, not proactive; it's focused on more efficient and effective disaster response and relief - at the expense of prevention and mitigation. The cost of disaster response is going up because we're not doing enough of the right things. If all you ever do, or primarily what you do, is to design more effective and efficient disaster operations, it's logical that you will have little or no impact on the escalating costs of disasters.

The only thing that can significantly reduce disaster losses is prevention and mitigation. Emergency managers, as Dennis Mileti has said, need to be "catalysts for a safer America." You need to balance mitigation, preparedness, response and recovery - and it needs to be a legitimate balance based on a holistic approach. In order to do this, you must communicate, coordinate and network with a broad range of organizations and people. Not enough of that is being done today.

**Editor:** What is the best advice you would give to a student who wishes to prepare for a future career as an emergency manager?

**Dr. Blanchard:** The FEMA Higher Education Project was created to help a new generation of emergency managers address the issues of today and the future.

The new emergency management professional needs to work from a knowledge-based framework augmented with on-the-job training rather than just an experiential framework.

I advise students to enroll in a solid degree program and to focus on the development of a broad range of skills - many of which boil down to interpersonal communication and a recognition that networking and coordination are more important than command and control. I stress the need to pick up the tools and skills that would be needed to not only succeed in the field but to become leaders in it - the importance of risk assessments and risk management, an understanding of the disaster prevention and sustainable development philosophical context in which emergency managers should operate. I also stress the importance of addressing the needs of those most impacted by disasters - such as the economically disadvantaged.

**Editor:** You have developed a list of 10 ways in which you believe emergency management must change (See figure 2.) What is the most critical change that emergency managers must make in order to successfully face the problems of the future?

**Dr. Blanchard:** Although there is a steep increase in disaster-related costs, we do know what to do about it. A large proportion of disaster losses today are due to a failure to draw on our hazard and disaster knowledge base. Land use decisions made today, for example, play a very significant role in the disasters of tomorrow. These decisions are made primarily at the local level. It is the responsibility of state and local appointed and elected officials to make the right decisions, such as not allowing uncontrolled development in flood plains.

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## 10 Ways Emergency Management Must Change

1. Recognize that fundamental reform is necessary.
2. Accept responsibility.
3. Build on a foundation of risk assessment, mapping and management.
4. Move from response/reactive to preventive/proactive focus.
5. Transform from "do-it-alone" mentality to partnering, coordinating, networking and cooperating.
6. Develop skills to articulate and document persuasive case to top decision-makers.
7. Mainstream (integrate) emergency management within local government.
8. Be a catalyst for social change.
9. Assess and evaluate programs, policies and approaches.
10. Fill positions with qualified candidates.

—Wayne Blanchard, Ph.D., CEM  
Figure 2.

# The New Generation of Emergency Managers

*(Continued from page 6)*

**W**here are these officials getting their information? Emergency managers should be high on your answer list.

Emergency managers should articulate a persuasive and defensible case to top decision makers on hazards and disasters, and what they can do about them, so that officials can make informed decisions about living with nature and addressing the needs of people most impacted by disasters. By and large, that is not happening enough. Too many emergency managers are not articulating a persuasive case because they don't have the skills and abilities that make them recognizable as key team members. If you don't do a local risk assessment that tells you the hazards facing your community and what your vulnerabilities and risk are how can you design and implement effective countermeasures, programs and policies? Without doing a risk assessment, how can one articulate a persuasive and defensible case to key leaders on the problems inherent in uncontrolled growth in hazard prone areas? Many, if not most, emergency managers aren't doing risk assessments - they're doing hazard identification and analysis. There is no reason to expect top decision makers to come to this knowledge on their own - emergency managers need to be promoting risk management and disaster reduction.

It's long past the time to be pointing out that disaster costs are worthy of our attention. Disaster losses have been escalating for decades. Every projection shows higher losses in our future. We know what to do. It is FEMA's position that for every dollar invested in mitigation, there are two dollars saved in disaster losses. There's wide consensus that putting money into mitigation works - it saves lives and dollars. Emergency managers need to persuasively articulate that case. They are the front line of our defense against disaster losses and should be the drivers of disaster reduction. It is for that reason, as my last point in the "Ten Ways Emergency Management Must Change" attempts to make, that it is very important that local officials step up to the plate, own up to their hazard responsibilities, hire qualified people to do the job, pay them a professional salary, give their offices organizational visibility and access to the top, and adequately fund their programs.

And although it is aside from your question, I would also say that when it comes to doing the right thing, it is important that the Federal and State governments set good examples.

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## Moffat County's New Public Safety Center

*by Clyde Anderson, Moffat County Emergency Manager*

**M**offat County's new Public Safety Center officially opened for business on July 23. The new facility, which is located in Craig, houses the Moffat County Office of Emergency Management, Moffat County Sheriff, Moffat County Jail, Craig Police Department, Colorado State Patrol Troop 4B and the Colorado State Patrol Craig Regional Communications Center. The jail facility has 92 beds and includes separate sections for work release and juvenile inmates.



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# Moffat County's New Public Safety Center

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The Sheriff's Posse Search & Rescue and Victims Assistance program are also housed in the new building. A large garage is planned which will store Search & Rescue and Fire Fighting equipment and provide for processing large items of evidence such as vehicles. Room for an Emergency Coordination Center was included in the new building, but a lack of funding has prevented it from being equipped initially. Floor space in the new building totals 47,000 square feet.



The agencies in the new facility share a locker room, training, wellness, briefing, interview, lobby and reception areas. Each agency has its own conference room. This building is believed to be the first in the nation to house three separate Law Enforcement agencies under one roof.

The Colorado State Patrol Communications Center provides communications for all of Moffat County and will be dispatching State Troopers in nine Northwest Colorado Counties, which includes 95% of the ski areas in the state.

Although there are a few bugs to work out, it's great to be in a new building. The employees of the various agencies are looking forward to working together to make this new housing concept work well for everyone, including the public that we serve.

# Arapahoe County Emergency Managers Group goes online

*by Ben Baker, KBOUBZ, Emergency Coordinator,  
Arapahoe County Amateur Radio Emergency Service,  
kb0ubz@arrl.net*

The Arapahoe County Emergency Management Group is comprised of Emergency Managers and representatives of voluntary organizations that will be responding to emergencies within Arapahoe County. The Group was formed to share what each community is doing in the area of Emergency Management, including upcoming exercises and recent emergencies. We meet once a month at various locations throughout the county. However, early on there was identified a need to communicate in between meetings. E-mail was considered, but its biggest limitation is addressing the message to include a large number of recipients. This can be time consuming and sometimes frustrating making sure that you haven't missed anyone. And putting together a newsletter to mail to everyone can be expensive.

Several Internet companies offer free solutions called E-mail Discussion Lists. They also go by many names: ListServ, e-mail lists, discussion lists, MajorDomo, etc, but they all a pretty much the same. Each service allows a user to send a message to one e-mail address. The service then takes the message and distributes copies of it to all subscribed members.

The Arapahoe County Emergency Managers group uses Yahoo!Groups. It is one of the largest free e-mail discussion services around and one of the easiest to use. One person becomes the list owner and creates the group. By answering a few questions, your group is created.



The Discussion List can be set up with a number of options. The list can be open (anyone can post a message to the group) or closed (only members can post messages). We opted for a closed list to eliminate unsolicited e-mails (aka, SPAM) that can be sent to the list.

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# San Luis Valley Domestic Preparedness Exercise

by Greg Moser, COEM Counter-Terrorism Planner

Counter Terrorism Advisory Council and Local Training Are you planning to have a local counter terrorism/weapons of mass destruction exercise? Why not do what the San Luis Valley did and invite the Colorado Counter Terrorism Advisory Council to help you fund, prepare and conduct your exercise? The council has representatives from all primary state and federal agencies that would be called upon to help your community respond to any number of disasters including terrorism and hazardous materials.

The scenario was based on a “farm to market” terrorist event in which the bad guy loads up a plane with a toxic chemical with the intent of attacking an event in an urban area. However, our bad guy crashed on take-off from Monte Vista airport, caused the release of a toxic plume that moved across a nearby highway contaminating a busload of visiting school children and several other motorists many of whom self-transported to local medical facilities. This cascade of related events presented several complicated problems for communications, coordination and resources management.



*Developing an operations plan.*

In our first exercise with the San Luis Valley, six counties hosted the council for a two-day training event in Del Norte and at the Monte Vista airport. This event included a day of in-class training and exercises followed by a 6-hour field exercise on Saturday so the volunteers could participate. During the first day, the 8th Civil Support Team and the FBI’s weapons of mass destruction coordinator for Colorado presented about three hours of training on the terrorist threat in the United States and the broad range of potential methods they use. This was followed by presentations on state and federal response and the Incident Command System and Weapons of Mass Destruction.

In the afternoon, we used an innovative training technique that brings new meaning to the term “table top exercise.”

To make the exercise more interesting, realistic and fun, COEM provided large-scale tabletop maps of all the exercise locations, Matchbox-scale fire, police, HAZMAT and other vehicles, Incident Command vests and handheld radios. Play began when the exercise controllers, played by CTAC members, simulated a 911 call to the local dispatch center over the portable radios. Responders then picked-up their response vehicle and proceeded to the scene where they received a situation briefing from another CTAC provided controller. In addition to scale model response vehicles, we provided scale model victims each of which had a small card describing the individual and their symptoms. Players then had to coordinate their response over the radios and apply the basic principles of ICS at each of the disaster locations.

As the scenario evolved, all of the participants found themselves playing their real-world roles and wrestling with the practical issues of communication, coordination and resource management in a complex disaster affecting a multi-jurisdictional area. →



*Accident scene develops.*

# San Luis Valley Domestic Preparedness Exercise

*(Continued from page 9)*

**C**TAC members facilitated the exercise and participated in development and implementation of the communities' response to this disaster. The tabletop was followed by a "hotwash" to discuss lessons learned and critique the exercise. Everyone seemed to agree that this was a much more realistic and fun method for conducting an in-class exercise.

However, the training did not stop there. The next morning first responders from the six counties of the valley arrived bright and early to play the same exercise in a field environment. The same scenario was used to drive exercise play and gave the players a chance to implement some of the ideas and recommendation that had come out of the previous day's table top exercise. The field exercise was followed by another "hotwash" that let the players again assess what worked and what did not.

About 60 local first responders representing emergency management, fire, police, the San Luis HAZMAT Authority, EMS, public health and the Red Cross participated in the training event. Food and operational cost of the participating communities was funded by FEMA counter terrorism grant funds. Both the local participants and the CTAC members agreed that this is a great way to train and exercise both local response to complex technical disasters and the integration of state and federal resources into local response.

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***About 60 local first responders representing emergency management, fire, police, the San Luis HAZMAT Authority, EMS, public health and the Red Cross participated in the training event.***

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The CTAC is currently working with Region X on their regional exercise involving Blue Mesa reservoir. We are also looking for additional communities that would like to have the CTAC participate in your training and exercises. If you would like to discuss this or schedule one of these events, please contact Greg Moser, COEM Counter Terrorism Planner at (303) 273-1640 or at [greg.moser@state.co.us](mailto:greg.moser@state.co.us).

# Colorado Emergency Planning Commission (CEPC) News

*by Richard Bardsley, COEM*

**E**ffective July 1, 2001, several new members were appointed to the Colorado Emergency Planning Commission (CEPC): Linda Sue Hendrickson and Steven Johnson, Denver Metro Area industry representatives; Duane Freeman, Delta County and Ed Herring, Weld County, local government representatives; William Eckert, Colorado Springs, and Charles Barton, Montrose, community representatives; and Tim Gablehouse was re-appointed as the LEPC community representative. The CEPC appointments are for a period of two years, however, the Governor's Office of Boards and Commissions accepts applications at all times. The five statutory CEPC members remain the same — Susan Jones-Hard, CDPH&E, Co-Chair; Richard Bardsley, COEM, Co-Chair; Captain Allan Turner, CSP; Tom Grier, DoLA; and Paul Cooke, Fire Safety.

The CEPC recently held their quarterly outreach meeting in Greeley, Colorado. It was hosted by the Weld County LEPC. The CEPC has no pending invitations for outreach meetings at this time. If your LEPC would like to host an outreach meeting, please contact any member of the CEPC.

This year's Hazardous Materials Emergency Planning (HMEP) grant application was included with the mailing of the July CEPC minutes. If your LEPC/agency wants to apply for this year's HMEP grant, please have your completed application forwarded to OEM not later than September 14. If you have any questions or require more information regarding the grant or the application process, please contact Richard Bardsley at (303) 273-1619.

This year's LEPC Annual Conference will be held September 13-14 at the Colorado Hotel in Glenwood Springs, CO. If you want to attend, contact your LEPC chair for an application and further information. The attendance policy is three representatives from single jurisdictional LEPCs and four from multi-jurisdictional LEPCs. Travel and per diem reimbursements are made in accordance with the Colorado State Fiscal Rules. If you live more than one hundred miles away, the CEPC provides you a room for September 12-13. If you live fifty to one hundred miles away, the CEPC will provide you with a room Sept. 13

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# Arapahoe County Emergency Managers Group goes online

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**W**e also opted for having all members be approved before joining. We're not trying to keep people out – we just want to know who has joined.

Another feature we chose is to allow the distribution of files, pictures, or other e-mail attachments. Be careful with this one. Some members do not have direct access to the Internet except by dialup modem and as a result, may have a slow connection. It does take a while to download a large picture. Yahoo!Groups thought of this also and provides space on their web site for files. Users can view or download files at their leisure.

If there is a down side to this service, it is the advertisements that appear at the bottom of each e-mail. But these paid advertisements are how the service remains free.

E-mail discussion groups can have other uses. Amateur Radio Emergency Service (ARES) uses Yahoo!Groups to keep our members informed of upcoming meetings and events. Recently, we added this service as another method of activating our members. During the day, many members of ARES are at work and can't have their radios on. However, most members have e-mail at work or even check frequently at home. The e-mail is quickly sent to all members describing the emergency, the response needed, and the frequencies to monitor. It is also a good tool for keeping the membership updated as to the status of the emergency as well as personnel status.

The popularity of e-mail discussion lists has grown over the years to become a necessary communications tool. For example, the New York City Mayor's Office of Emergency Management has begun an e-mail discussion list dedicated to Emergency Management legislation at the federal level, including excerpts from the Federal Register, Congressional Subcommittee hearing minutes, and other pertinent discussions. The National Voluntary Organizations Active in Disasters (NVOAD) uses e-mail discussions lists to keep member organizations informed of disasters and other emergencies occurring in all parts of the world. These lists are open to anyone who has an interest in Emergency Management.

In many ways e-mail discussion lists are much better sources of information than the WWW as many are moderated to retain information quality and the information undergoes a type of informal peer review. They also keep you informed of new sites on the Web that may be of interest to you. These services are invaluable as sources of subject specific information and use a system that most people are very familiar with - e-mail.

## OPEN MIND

In Japan we have the phrase, "Shoshin," which means "beginner's mind." Our "original mind" includes everything within itself. This does not mean a closed mind, but actually an empty mind. If your mind is empty, it is always ready for anything. It is open to everything. In the beginner's mind, there are many possibilities; in the expert's mind, there are few.

—Shunryu Suzuki, Japanese Buddhist scholar

## CEPC News...

*(Continued from page 10)*

**T**wo breakfasts and two lunches are furnished. Each individual is responsible for making their own reservations by calling the hotel at 1 800 544-3998. The reservation rate of \$82 per night is also available if you would like to spend the weekend in Glenwood Springs. All attendees must submit a conference application form and be approved prior to the conference.

Nominations are being accepted for the Leonard Boulas Hazardous Materials Award. This award is given at the annual LEPC conference to a deserving individual who has made an outstanding contribution to the hazardous materials field. Nomination forms have been sent to all LEPCs. Nominations can be made in letter format and sent to Richard Bardsley, OEM, 15075 Golden Road, Golden, CO 80401 or faxed to (303) 273-1799.

The CEPC continues to meet the first Thursday of every month in Room C-6, Building 120, Camp George West, 15075 Golden Road, Golden, Colorado 80401 except for when outreach meetings are held outside the Denver Metro Area. All interested and concerned individuals are invited and encouraged to attend.

# Wildfire Mitigation is on a Roll

by Marilyn Gally, COEM State Hazard Mitigation Officer & Marv Koleis, Cartography/Mitigation Section Chief

The heat is on, so to speak. As the relatively new folks to mitigation in Colorado (about two years), we watch in constant admiration as communities across the state continue to take the lead on wildfire mitigation, as plans and projects continue to roll off the shelves. Many of the efforts are truly inspiring, working from the ground up, literally.

One important piece of a local wildfire mitigation program is local assessment. A few years ago, the state presented a model and then an assessment of the wildfire risk in Colorado. Many of you may have heard of the Midlevel Assessment developed just a few years ago by the Colorado State Forest Service. Many GIS data layers and fire behavior factors were used in this assessment. The project leader, Chuck Dennis, (CSFS) wanted to demonstrate that state and local assessments could be done, using existing data sources and GIS technology. We hoped that this assessment would generate discussion and debate and motivate locals to refine the mid-level assessments. But the positive outcomes have gone beyond even our highest expectations.

Many communities are using GIS and mapping as a tool in their assessment. Their goal: to create better, more accurate layers of information down to levels of detail their community can use. Most local jurisdictions have found that verification of data is both enlightening and essential to formulate an accurate risk assessment.

There is so much going on locally that we will probably miss some of the efforts as we try to capture and present the big picture. But we'll give it a try. Here is a list of counties and communities that we are aware of who have wildfire assessments using GIS and mapping tools completed or in progress: Boulder county Wildfire Hazard Information Mapping System (WHIMS). Jefferson County, Gunnison County, San Luis Valley GIS Authority, Jackson County, Douglas, El Paso and Teller Counties, San Miguel County and the Southwest Data Center, Eagle County, and Larimer County.

We know that this list is partial, but it indicates that probably half of the approximately 40 counties in the Red Zone have identified that local assessments of wildfire are a strong first step in addressing Wildland/Urban interface concerns.

It is imperative when making good resource decisions to use, not necessarily the best information available, but the most accurate information you can get. And if that means walking endless miles of land with a GPS unit or going door to door to make an accurate assessment, then kudos to all for going the extra miles.

Contact us at 303.273.1622 and tell us about your efforts in this evolving story.

## Regional News & Views



*Views from the Central Region*  
by Bob Wold

### Looking back to the future

"The future will be better tomorrow"  
- Dan Quayle

Dr. Wayne Blanchard maintains that emergency managers are now poised for the first time to walk upright without dragging their knuckles on the ground (see article on page 5 of this issue). He attributes the steady rise in public disaster costs, in part, to the inability of emergency managers to infiltrate the mainstream of public policy, mostly due to old stereotypes that dog practitioners whether or not they are still valid.

In Colorado at least, the old image of the lonely doomsday civil defense director holed up in the corner of the courthouse basement rarely fits the actual profile of the modern emergency manager. Most emergency managers in Colorado are highly professional and possess many of the attributes Dr. Blanchard ascribes to the "new generation" emergency manager. In fact, many of us probably reflect qualities listed on both sides of the chart.

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# Looking back to the future

(Continued from page 12)

While old stereotypes may work against the credibility of the modern emergency manager, a look back at the history of the profession reveals that the problem of rising disaster costs may have more to do with extended periods of public apathy since the end of World War II, and to chronic indifference on the parts of public policy makers.

Even during the height of German Luftwaffe bombing missions against British cities, President Roosevelt was reluctant to take air raid precautions in the U.S. for fear of creating public panic.

Although big city mayors from coastal areas eventually convinced FDR to establish the Office of Civilian Defense (OCD) in 1941, the agency had only an advisory and informational role, like many of its successor agencies. The first OCD Director, New York City Mayor Fiorello LaGuardia, summed up the role of his agency as follows:

*“An auxiliary fire department, and an auxiliary police department, and an auxiliary medical department – that is all there is to civilian defense.”*

Until the attack on Pearl Harbor on December 7, 1941, there was little public interest in civil defense as well. During 1942, local and state civil defense “councils” were formed from a citizen volunteer base that was eager to help the war effort in any way possible.

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## MILESTONES IN THE HISTORY OF EMERGENCY MANAGEMENT

<b>1941</b>	Office of Civilian Defense (OCD) created by FDR; NYC Mayor Fiorello LaGuardia named first Director	<b>1962</b>	Cuban Missile Crisis fails to stimulate federal funding for public shelters, leading to growth in popularity of family fallout shelters
<b>1941</b>	Japan attacks Pearl Harbor on December 7	<b>1963</b>	LBJ replaces OCDM with Office of Civil Defense, under the Secretary of the Army; little attention is given to civil defense as resources are devoted to Viet Nam War
<b>1942</b>	Community volunteers organize local Civilian Defense Councils and provide training to air raid wardens and auxiliary firefighters and police	<b>1972</b>	President Nixon creates Defense Civil Preparedness Agency (DCPA); massive build-up of nuclear arsenals leads to concept of “mutual assured destruction” and policy of “Détente;” “Dual Use” of civil defense funds permitted for catastrophic natural disasters
<b>1945</b>	World War II ends and the Atomic Age begins as atomic bombs are dropped on Hiroshima and Nagasaki	<b>1979</b>	President Carter combines various federal agencies with civil defense and disaster recovery responsibilities into the new Federal Emergency Management Agency (FEMA)
<b>1945</b>	President Truman abolishes Office of Civilian Defense	<b>1980</b>	Nuclear attack-orientation of emergency planners continues throughout the decade; “Crisis Relocation Plans” in “target” communities and “Community Shelter Plans” in “host” communities
<b>1949</b>	Soviet Union explodes its first nuclear device	<b>1989</b>	Berlin Wall falls, marking the end of the Cold War, shifting focus of emergency planners during the 1990s to response, preparedness and mitigation of natural and technological hazards
<b>1950</b>	President Truman creates the Federal Civil Defense Administration (FCDA)	<b>2001</b>	Groundbreaking for the National Civil Defense/Emergency Management Monument in Emmitsburg, Maryland
<b>1950</b>	Research report “The Effects of Atomic Weapons” provides scientific information on the blast, thermal and radiation hazards of atomic weapons; public education movie <i>Duck and Cover</i> is produced, starring Bert the Turtle		
<b>1957</b>	Successful Sputnik I mission reveals Soviet intercontinental ballistic missile potential		
<b>1958</b>	President Eisenhower creates the Office of Civil and Defense Mobilization (OCDM), which provides the first federal financial contributions to support local and state civil defense efforts		
<b>1960</b>	President Kennedy approves public shelter survey program that, by 1964, results in the identification and licensing of 57 million fallout shelter spaces nationwide		

Views from the Central Region

# Looking back to the future



*(Continued from page 13)*

The councils developed civilian protection plans for many cities, which included procedures for evacuating and blacking out cities and for training aircraft spotters, air raid wardens, fire watchers, and auxiliary firefighters and police. A 1942 pamphlet called "What To Do in An Air Raid" provided these instructions:

*"When the air raid warden comes to your home, do what he tells you. He is for your protection. He is your friend. He will help you whip the enemy."*

Once the threat of an attack on the continental U.S. had passed, the organized civilian volunteer forces were used for a time for firefighting and for emergency flood relief work, but the volunteer network disbanded soon after the war was won.

The bombing of Hiroshima and Nagasaki in 1945 marked the end of the war and the formal beginning of the "Atomic Age." Ironically, President Truman abolished OCD that same year and civil defense assumed its familiar place at the low end of public and domestic policy concerns, a position it has occupied ever since except for brief national security crises such as the Cuban Missile Crisis in 1962.

By 1957, tests of thermonuclear devices had revealed the hazards associated with radioactive fallout and the successful Sputnik I mission demonstrated Soviet intercontinental ballistic missile potential. In response, President Eisenhower authorized the first federal contributions to support state and local civil defense staffs, but a large-scale, shelter-based program was rejected. Likewise, President Kennedy endorsed civil defense conceptually, but authorized federal funds only in support of surveying existing structures for fallout protection, and then marking and stocking them with "survival biscuits." In the absence of federal funding support for a public shelter program, do-it yourself family fallout shelters and bogus protective equipment proliferated, often being marketed by fly-by-night vendors.

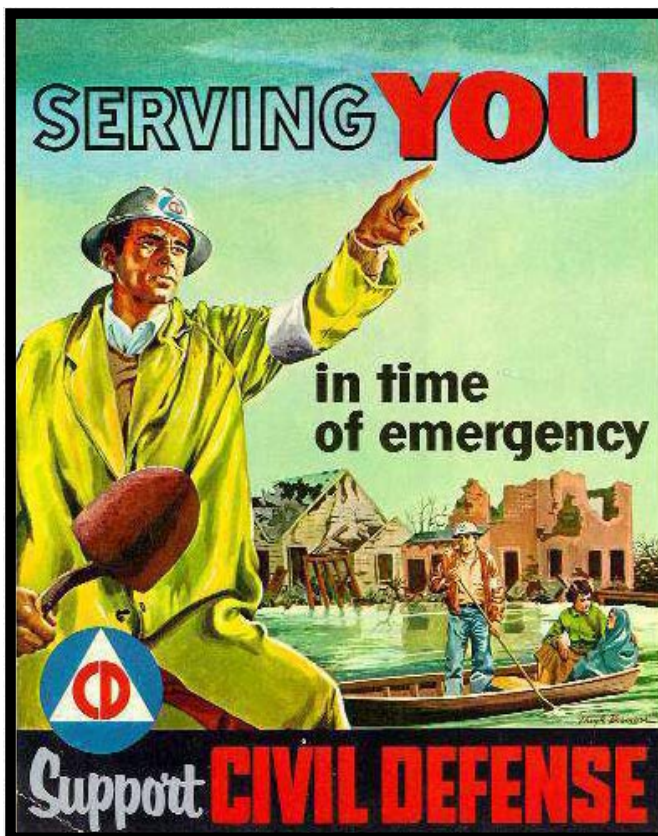
The arms race of the 1970s and 1980s resulted in more generous federal funding of state and local emergency management programs, but funds were conditioned on the production of attack-related planning products, such as Crisis Relocation Plans, that proved to be controversial and very unpopular at the community level.

The federal policy of "dual use" allowed for activities that addressed natural and technological hazards, but only after attack-related commitments were met. The nuclear-attack orientation served to further alienate local and state emergency managers from mainstream government operations.

The persistent tendency of the general public to treat civil defense and emergency management concerns with indifference, even cynicism, is probably due to a number of factors, including: (1) the perception that an attack against the continental U.S. was, and remains, remote, (2) resentment associated with the implication that the U.S. military forces might "fail" their task of defending the mainland population, (3) the capability of the U.S. military to unleash "massive retaliation" against foreign threats, (4) public distaste for thinking about the "unthinkable," and (5) the "Chicken Little" syndrome, or the public perception that civil defense proponents have "cried wolf" too often.

The lack of a public mandate for strong government support of emergency management has resulted in political indifference to the need for planning for low-probability events. At local, state, and federal policy levels, emergency management consistently loses out in the competition for scarce public resources, unless the memory of a local or regional disaster is still fresh.

*(Continued on page 15)*



# Looking back to the future

(Continued from page 14)

While many of the strings attached to federal grants began to disappear when the Cold War ended at the beginning of the 1990s, so unfortunately did much of the federal funding that supported state and local programs. In most cases, local and state decision makers have not stepped into the breach, and “doing more with less” has become a fact of life for modern emergency managers. Federal funding became flat-lined during the decade, meaning that most state and local programs effectively lost ground considering inflation. The new administration has proposed real reductions in pass-through funds in its 2002 budget, a move that will force even tougher choices for local emergency managers that cannot secure alternate funds to cover shortfalls.

At the same time, emergency managers are being asked to take on more and more responsibilities, ranging from school safety issues to planning for public events to dealing with “new” hazards such as energy crises,



threats of domestic terrorism, and epidemics and other potential public health emergencies, such as foot and mouth disease.

The evolution of emergency management from block captains and air wardens to the professional field it is today has been a gradual one and the modern emergency manager requires a different set of skills to effectively deal with contemporary public safety issues. Dr. Blanchard’s vision of the “new generation” emergency manager as a proactive, technologically-proficient team-builder is probably valid, but history has shown that effective integration into mainstream public policy will involve more than overcoming old stereotypes. Emergency managers must also win the support of skeptical political leaders and their historically apathetic constituencies

## CSEPP News...

A federally managed and evaluated Colorado CSEPP Full Scale Exercise (FSX) was conducted on March 28, 2001. This was an exercise in which the state, Pueblo County, and Pueblo Chemical Depot’s EOCs, communications and automation links were practiced. Participants focused on evaluating plans and procedures and resolving challenges involving coordination and assignment of responsibilities in the unlikely event of an accident at the Pueblo Chemical Depot.

Pueblo County performs an exercise each year to test the coordination of the emergency management system under conditions of realism and stress. Some of the this particular exercise accomplished the following:

- Evaluated selected emergency plans, response capability, and training adequacy.
- Provided feedback necessary to improve plans and procedures.
- Provided vehicle to identify new training requirements.
- Improved coordination between depot, county and state personnel
- Served as a visible demonstration of the commitment of the Army, FEMA, Colorado and Pueblo County to protect the public and the environment.

A number of activities occurred in support of the exercise:

- One Red Cross Shelter was activated.
- Two reception and decontamination sites were activated.
- Two access control points and two traffic control points were activated.
- One animal decontamination site was activated (which decontaminated a boa constrictor and a dog).
- One hospital received on post casualties.
- One hospital performed decontamination and treatment of casualties.
- Activation and operation of the joint information center.

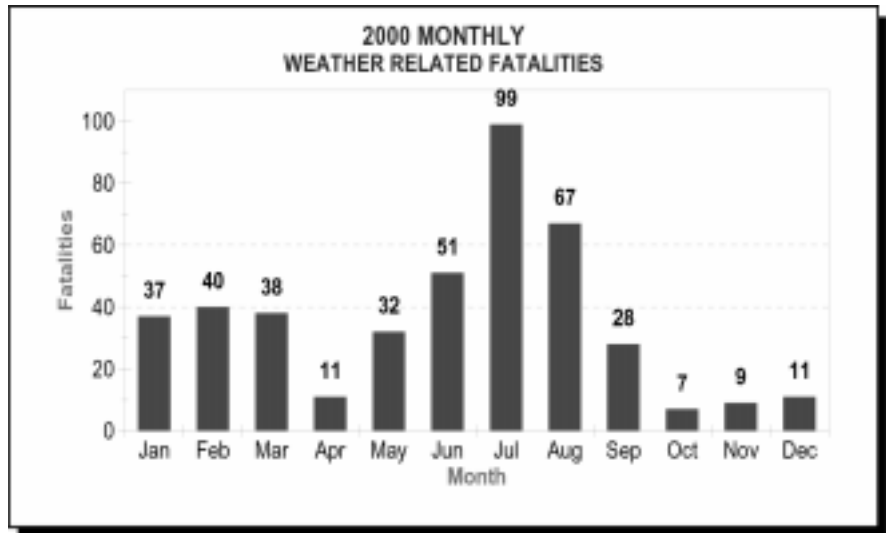
Additionally, a Joint Information Center (JIC) was established at the University of Southern Colorado. The JIC’s function is to answer public and media questions about what’s happening and what to do in an emergency situation. In the exercise, telephones were answered by volunteers from all walks of life, including the Pioneers of Colorado – a group of folks retired from the phone company.

The exercise began with a simulated event to create for the players an emergency situation to which they responded. Over seventy-five people from the county, state, volunteer organizations, and other agencies participated in this year’s exercise. Evaluators at each location conducted a critique to provide players an overview and assessment of the exercise.

## We'd like to hear from you...

We'd like to hear from you if you have items of interest appropriate for our newsletter. Articles, comments, meeting news, web sites, stories, etc., should be addressed to:

**Polly White**  
15075 S. Golden Road  
Golden, CO 80401-3979  
303.273-1860  
fax: 303.273-1795  
e-mail: [Polly.White@state.co.us](mailto:Polly.White@state.co.us)



*These statistics are compiled by the Office of Meteorology and the National Climatic Data Center from information contained in Storm Data, a report comprising data from NWS forecast offices in the 50 states, Puerto Rico, Guam and the Virgin Islands.*

*"Please provide the date of your death."*

*—from an IRS letter*

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