

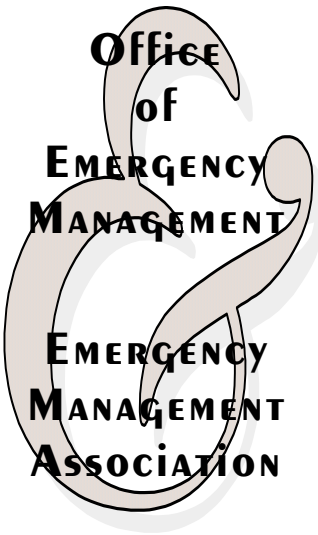
PREPARED

EMERGENCY MANAGEMENT NEWS

GETS VERSUS POTS

by Tommy Grier, Director, Colorado OEM

Colorado



Bill OWENS
GOVERNOR

INSIDE

CERT INTERNATIONAL	2
CERT in Colorado	3
DAMAGE ASSESSMENT NEWS	4
BACA COUNTY EXERCISE	5
Colorado SART	6
DUANE LEAVES	7
NORTHWEST Public WARNING ..	7
ANNUAL CONFERENCE	7
AirEx 2003	8
LOGAN COUNTY CERT	9
Colorado Springs IEMC	11
Jeffco Wildfire PROGRAM	12
FRONT RANGE FUEL TREATMENT	13
WIRELESS & EM	16
BREAKING NEWS	17
GUNNNESS PDM NEWS	17
DISASTER TRIVIA	18
Colorado SAR HISTORY	20
CSEPP EXERCISE	21
DENVER'S Full-Scale Ex	22
Red Rocks EM PROGRAM	23

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The GETS (Government Emergency Telecommunications Service) will allow you to complete those critical calls during an emergency when your POTS (plain old telephone system) is overloaded or down.

The National Communications System (NCS) sponsors GETS for use by all levels of governments and selected private industry to meet national security as well as the emergency management needs. Developed in response to White House tasking, GETS provides emergency access and specialized processing for local and long distance telephone networks when congestion or system failure prohibits completion of calls. This is accomplished by obtaining switch access through a simple dialing plan and personal identification number.

Using GETS is simple. It entails dialing a 710 area code followed by the GETS access code, an individual GETS PIN, and then telephone number. GETS is primarily a land line system but two cellular emergency systems are projected to be operational in Colorado by 2004.

Obtaining a GETS access card is also simple. Any organizations with a mission to support National Security or Emergency Preparedness is eligible. There is no acquisition cost to obtain GETS cards. Once approved, the requesting agency must provide a billing contact and address. GETS calls are billed at a rate of \$0.15 per minute for calls within the North American Numbering Plan which includes the United States and its territories, Canada, and most of the Caribbean.

Colorado currently has eight GETS cards on hand at the state level and we have requested forty more. To date, seven local governments and four eligible private businesses have obtained cards. We believe it would be prudent for all local agencies with an emergency preparedness mission to have access to GETS and understand how to use it during an emergency.



Go to http://www.ncs.gov/nc-pp/html/GETS/state_Local.html, and review the requirements for signing up. In a nutshell, they are:

- Request sponsorship from the Office of the Manager, National Communications System;
- Upon validation of your emergency preparedness mission, you will receive your sponsorship letter with follow-up instructions;
- Establish a billing account by requesting a program designator code; and
- Establish a GETS point of contact (POC) and complete the POC and user forms.

For additional information, visit gets.ncs.gov. The current GETS POC for DOLA/OEM is Richard Bardsley at (303) 273-1619. He can answer any questions you may have about the GETS system.

C.E.R.T. INTERNATIONAL

by Jim Lancy
Emergency Management Coordinator,
City of Arvada

Sister Cities International (SCI) awarded the City of Arvada, Colorado one of four grants as part of an exchange program with an emergency management focus. These grants, which were funded by the U.S. Department of State's Bureau of Education and Cultural Affairs, were awarded to American cities with sister cities in predominately Islamic countries. The City of Arvada has two sister cities one of which is Kyzylorda, Kazakhstan. The other cities awarded this grant were: Ft. Worth, Texas (Bandung, Indonesia), Houston, Texas (Baku, Azerbaijan) and Tucson, Arizona (Almaty, Kazakhstan).

Kazakhstan is the ninth largest country in the world with a small population for its size of approximately 17 million citizens. It was formerly part of the Soviet Union and gained its independence in 1991. The city of Kyzylorda is 12 time zones away, which places it exactly on the opposite side of the earth from Colorado. The people of Kazakhstan speak both Kazakh and Russian and English is required in all primary education. We found the Kazakh people friendly, hospitable and very curious about America.



An attentive class...

Our proposal was to present a train-the-trainer Community Emergency Response Team (CERT) training to instructors in Kyzylorda so they could re-teach these emergency response skills to the citizens of Kyzylorda. We also presented an overview of the Incident Command System (ICS) to the mayor of Kyzylorda and his ministers. Our goal was to bring to the officials and people of Kyzylorda some very practical skills to enhance their ability to respond to disasters.



Jim Lancy with his translator...

Our team was comprised of myself, a retired fire fighter and the emergency management coordinator for the City of Arvada, Arvada City Councilman Craig Smith, Arvada Police officer Walt Parsons, Brian Michaels, a registered nurse, Mike Coen, the grant manager, and his wife Dottie who supplied administrative support. We arrived in Kyzylorda on October 21st and spent eleven days in the country. Official SCI documents were signed, tours and official meetings took place and we presented our training over a two-day period with our students presenting to the citizens of Kyzylorda two days later.

We feel the program was a resounding success. We instructed 40 trainers representing medical, police, fire, military and teaching professions in Kyzylorda. These trainers presented CERT to over 200 citizens of the City of Kyzylorda, Kazakhstan.

Many lessons were learned during this exchange. Being flexible and culturally aware are very important. We were fortunate to have American citizens who reside in Kyzylorda as our contacts. They arranged for translators (both Russian and Kazak) and instructed us on the culture. We found the Kazak people eager to learn new skills, proud of the response and recovery systems they have in place, and extremely friendly and hospitable. CERT skills are universal and, as we have shown, can be taught to diverse peoples throughout the world.

“Life’s most persistent and urgent question is, ‘What are you doing for others?’”
—Martin Luther King, Jr.

CERT TAKES WING OVER COLORADO

by Bob Wold, Colorado OEM
Section Chief, Plans, Training, & Local Programs



New funding for an old idea is helping many communities in Colorado and across the nation to better utilize a key local resource: citizen volunteers. In response to the availability of federal grants to support start-up costs, Community Emergency Response Teams, or CERTs, are forming around the state to enhance grassroots preparedness and to support emergency management and public safety agencies. CERT members are trained to take responsibility for the care of themselves, their families and their property in an emergency situation. Trained members can also take care of their neighbors, students, or employees until help arrives and then, at the discretion of public safety officials, may assist emergency responders.

The CERT concept was implemented by the Los Angeles Fire Department in 1985 as a means of supplementing its response capability after a disaster. The concept involves recruiting and training citizen volunteers to provide immediate assistance to disaster victims in their area until professional services arrive. In an emergency, trained CERT members can put out small fires, administer basic medical aid, manage utilities, search for and rescue victims safely, assist with evacuations, handle donations, and help to organize spontaneous volunteers.

CERT members also provide a community with a volunteer pool to support emergency preparedness efforts, such as distributing educational materials, assisting with installation of smoke alarms for seniors, and special needs households, staffing medical booths at special events, and participating in emergency management training exercises.

CERT Grant Program

The FEMA 2002 Supplemental Grant provided \$283,405 to Colorado to assist with the formation and maintenance of CERTs. A minimum of 75 percent of this amount goes to local communities. There is no local match requirement for the federal grant funds. Seventeen 2002 grant applications were approved to support activities associated with recruiting, training and equipping team members. A second round of CERT grant funds (\$323,054) has been awarded to Colorado and will be available to local jurisdictions beginning in the fall 2003.

Grant funds may be used for CERT program administration; creation and maintenance of a CERT database; purchases of essential CERT member safety gear (hard hat, vest, goggles and gloves); and covering costs associated with providing basic and refresher training classes, including instructor preparation and delivery time, rental of a training facility, and printing of CERT training materials and newsletters. Approved grant awards are provided to CERTs through the county or municipality in which the team is based. Proposed CERT activities should be coordinated with and endorsed by local emergency management authorities.

State Program Management Role

The role of state government is to expand the cadre of trained volunteers by providing financial and technical assistance to establish, train, equip, and sustain CERTs. During the FY2002 CERT grant cycle, approximately 85 percent of the grant award funds were passed through to local sub-grantees to form and maintain approximately 20 local teams (for a total of approximately 300-400 trained CERT members).

Colorado OEM contracted with Red Rocks Community College for the delivery of four train-the-trainer courses in 2003 (July 28-31, August 27-30, September 22-25, and October 29-November 1). The courses cover administrative considerations and prepare trainers to serve as course manager and instructor in their home jurisdictions. At least two train-the-trainer courses will be offered during calendar year 2004. For information, go to: www.dola.state.co.us/oem and click on Training.

Grants have also been awarded to the Colorado Department of Agriculture and Colorado Veterinary Medical Association to support the development of "Agro-CERT" activities and resources, including WMD and animal-borne disease training for State Veterinarians and the formation of state and county animal response teams.

A CERT Advisory Council has been established to help identify priorities and guide state-level program activities. The council is composed of emergency managers from four counties, the Citizen's Corps program coordinator, and the director of the State Animal Response Team.

(Continued on page 4)

CERT Takes Wing Over Colorado

(Continued from page 3)

Sub-committees have been established to facilitate marketing and to help establish state-level CERT resources such as Cyber-CERT, Teen-CERT and Medical CERT.

Starting a Team

The key elements of a local CERT program are as follows:

- **Sponsoring agency** (local jurisdiction, Indian Tribe, neighborhood organization, homeowners association, school, church, business, LEPC, amateur radio group, storm-spotters)
- **CERT coordinator** (local "champion" to perform dual role of program administrator and course manager)
- **Instruction team** (paid or volunteer public safety professionals with instructional skills)
- **Course materials and equipment** (printed materials, training equipment and student safety gear)
- **Trained teams** (including procedures for refresher training, recertification and training exercises)
- **Budget** (government grants and donations from corporations, foundations and private citizens)
- **Marketing plan** (general public, news media, partnering organizations and potential sources of donations)
- **Partnerships** (emergency managers, schools, churches, businesses and other volunteer organizations)
- **Web page** (program description, membership information, training and events calendar, course descriptions and applications, message board, manuals/guidelines, and personal/family preparedness information)
- **Liability policy** (local legal review to determine protection for sponsoring agency and team members).

Web Resources

Updated CERT information on the Colorado Office of Emergency Management website at www.dola.state.co.us/oem.

CERT Basic Training Material promoted by FEMA: <http://training.fema.gov/EMIWeb/cert/>.

Citizen Corps: A Guide for Local Officials and citizen preparedness publications: www.citizen corps.gov.

For more information about CERT program activities and grants in Colorado, please contact one of the following members of the state CERT management team: Cindy VonFeldt (Cindy.VonFeldt@state.co.us), Stephanie Meetze (Stephanie.Meetze@state.co.us), or Bob Wold (Bob.Wold@state.co.us).

DAMAGE ASSESSMENT Workshops

Colorado OEM conducted six workshops around the state this summer to provide guidelines to local officials for conducting an initial damage assessment following a disaster event.

The initial damage assessment involves the formation of local inspection teams for the purpose of categorizing damages to residences, businesses and public infrastructure. The information obtained through this process serves a number of local purposes, including identifying the need for federal agencies to assess damages toward a possible Presidential declaration.

The focus of the workshops is on the roles of local officials in the recommended team approach, supported by an interactive exercise to give participants hands-on experience using the appropriate forms. The target audience includes assessors, building officials, engineers, planners, public works personnel, human services staff, public safety officials, and emergency managers.

The 2003 workshops were offered in Fort Collins, Golden, Pueblo, Durango, Grand Junction, and Sterling. A condensed two-hour version of the workshop in CD format is being provided to all local assessor's offices and building departments in the state for staff and in-service training purposes.

NEWBORNS ARE DARN ADORABLE

Everybody loved you when you were born. It was probably the last real impression you made on people. Or it was probably the most impressed they ever were with you. And that's interesting because babies can't really do all that much, can they? Heck, they don't even have a resume. All they do is sit around and burp and giggle. It's a shame this doesn't work later in life when you really need it. Like at a job interview:

Interviewer: So, tell me a little bit about yourself.

Interviewee: (Gurgles incoherently)

Interviewer: That's adorable. You're hired!

—adapted from *Naked at Work (And Other Fears)*, by Paul Hellman

BACA COUNTY VILAS FULL SCALE EXERCISE

by Cindy Mohat, Southeast Regional Coordinator

On May 10, 2003, Baca County experienced its first full scale mass casualty incident (MCI), hazardous materials (HazMat), and weapon of mass destruction (WMD) exercise. The purpose of the two hour exercise was to provide an opportunity for participating agencies to improve interagency communication, identify roles and responsibilities in planning and execution of actions and to analyze current policies and procedures to ensure that they are effective and efficient.



The scope of play for the exercise required the establishment of an incident scene and responders in the field to perform those actions normally associated with the initial response to a mass casualty incident. These actions included victim rescue, triage, treatment and transport, site security, and crowd control. In response to the HazMat event, the establishment of hot, warm, and cold zones, and gross and technical decontamination were addressed.

The WMD response included recognition that the event is, or could be, a terrorist event, detection of a chemical or radiological release, decontamination, containment, site security, and chain of custody issues.

The exercise involved an eighteen-wheel vehicle with a tanker carrying a chemical (anhydrous ammonia) that broadsides and tips over a bus with several people on board. The tanker begins to leak chemicals and twenty-six casualties are reported in the incident. After running plates on the tanker, it's discovered that a known middle-eastern terrorist cell stole it. A suspicious package is found in the cab of the truck that was crushed by the impact and is also leaking a chemical (sarin).

There were five evaluators on scene madly taking notes in very windy conditions (20-30 mph continuous winds). Folks from the area said that wind of the velocity we were experiencing is typical for the area.

It was a great exercise. As noted by the Sheriff of Baca County, "This exercise went extremely well and provided all law enforcement, EMS, emergency management, fire, and medical departments with great training. We all hope we never have to deal with mass casualty incidents, but we need to constantly prepare and train for the worst-case scenario. This training pointed out some weak points that we may have and we can use this to build a stronger emergency response system."

The After Action Report will be out soon. If you're interested in the lessons learned, contact Ray Miller, the Baca County Emergency Manager.

Special thanks to the following people and agencies for their efforts in writing, evaluating, and participating in this learning experience:

City of Fort Collins OEM, Steve Blois
Lamar Fire & Ambulance Service, Richard Orndorff
Leadville Lake County Fire-Rescue, Michael Osborn
Prowers County Sheriff, Jim Faull
Prowers County Emergency Management, Staffon Warn
Temple Grain (use of their property)
Baca County Emergency Manager, Ray Miller
Baca County Commissioners Administrative Support, Natalie Shaffer
Baca County Sheriff, Terry Mullins
File Crew-Bonnie Haddock and Starla Kelley
Fire Agencies/Departments, Springfield, Walsh, Campo, Pritchett
Southeast Colorado Hospital Ambulance
Walsh EMS
Baca County Communication Center
Springfield Police Department
Pritchett Quick Response Team
Baca County Coroner, Dr. Robert Morrow
Baca County Department of Public Works
Colorado State Patrol-Troop 2-C
Campo Quick Response Team
Walsh Police Department
Colorado OEM, Cindy Mohat
U.S. Forest Service
Colorado Office of Preparedness, Security and Fire Safety, Kerry Kimble

Colorado State Animal Response Team to Address Animal Emergency Issues

by Kevin Dennison, DVM — Director, Colorado SART

Animal issues in emergency management are of considerable importance. Nationwide, 59% of households own a dog, cat or a horse with an average of 2.59 of these animals per household. This doesn't take into consideration a plethora of more unusual species, including rabbits, ferrets, birds, rodents, reptiles, amphibians and fish. For every 1000 American families displaced 1500 pet animals will likewise be affected. Studies have shown that people with multiple animals are the most resistant to evacuation, and people who will ignore law enforcement directives during an evacuation in an attempt to rescue animals at their home. These situations create serious dangers for the people, their animals and for emergency responders.

Agricultural animal emergency issues are not as obvious to the average urban American, but the potential for economic losses and costly responses are simply vast. In natural disasters, the cost of relocating livestock or disposal of large numbers of carcasses can be extreme. Our agricultural industry is also under constant threat of foreign animal disease outbreaks, either through an accidental introduction or through intentional agroterrorism. The cost of a major, multi-state outbreak of Foot and Mouth Disease in American livestock could cost 10-70 billion dollars to eradicate, requiring efforts by tens of thousands of individuals.

Colorado is addressing these difficult and demanding issues concerning animals in emergency situations. On April 29 & 30, the Colorado Summit on Animal Emergency Preparedness (also known as the Colorado SART Summit) brought together almost 80 people from 60 agencies, including a wide variety of state government agencies and non profits. In addition, representatives from a cross section of county organizations were present. Sponsored by the American Veterinary Medical Foundation (AVMF), the group listened to a detailed presentation about the North Carolina State Animal Response Team (SART) program. At the end of two phenomenal days, the overwhelming mandate from the conference was the formation of a Colorado State Animal Response Team. A director was hired to develop Colorado SART as a program of the Colorado Veterinary Medical Foundation. The SART program Steering Committee draws representatives from the Colorado Veterinary Medical Association, the Colorado Department of Agriculture, the Colorado Federation of Animal Welfare Agencies, Colorado State University and the Colorado Office of Emergency Management.

Based on the apparent success of the Colorado SART Summit, the AVMF has agreed to facilitate 18 more SART Summit programs over the next three years, a commitment that may cost up to 6.8 million dollars.

The purpose of Colorado SART is to serve as a unifying network of state and local governmental agencies, nonprofit organizations and concerned individuals in support of animal emergency preparedness and response. As a public-private partnership, SART is able to raise resources through charitable donations in support of state and local efforts.

The main focus of Colorado SART is to develop County Animal Response Team (CART) programs. CART programs will bring together numerous local stakeholders, including animal control, Cooperative Extension, animal shelters, livestock associations, veterinarians, livestock producers, wildlife agencies and concerned individuals to develop animal response plans appropriate for their community. All this will be done in cooperation with county emergency management, ensuring that CART programs work within established incident command systems.

Development of CART programs will start in earnest this fall. The first stage will include establishing program acceptance with local emergency managers, followed by recruiting a CART Coordinator and steering committee from the county. Initially, when 3 or more counties within a region become ready to move forward, Colorado SART will host a regional CART training program for up to 25 participants per county. Major cities and tribal nations will also have the opportunity to develop Community Animal Response Teams. These processes will continue until all communities that are willing to develop CART programs are able to do so. SART will then continue to support CART programs as well as serve as a resource center for CART programs during disasters. SART is also moving forward on plans to develop technical animal response teams for specific issues such as nuclear, chemical and biological hazards, livestock diseases, veterinary care, animal evacuation, and animal sheltering. These teams will always be deployed through the established incident command system under the control of local animal response teams.

For more information about Colorado SART, please contact Dr. Kevin Dennison at 303.318.0447 or at KevinDennison@colovma.com. Colorado SART's website will open soon at www.cosart.org.

SPECIAL MAN, SPECIAL AWARD

On June 4th in Montrose our Region 10 REPC (Regional Emergency Response Committee) meeting was held. Duane Freeman was honored with an award from Colorado for his outstanding performance — and years of dedication to the business — as the Delta County Emergency Manager. Duane finally gets to ‘go fishing.’ The award was presented by Steve Denney, COEM’s Northwest Regional Coordinator. He was also presented an award from Dennis Spritzer, Chairman of the REPC for his contributions in the formation of a Regional Planning Committee.

We will miss you, but we won’t ever forget you, Duane.



Duane Freeman and Steve Denney

PUBLIC WARNING SYSTEM ENHANCES PREPAREDNESS IN NORTHWEST COLORADO

by Clyde Anderson, Moffat County Emergency Manager

A state-of-the-art telephone-based public warning system began protecting the citizens of Northwest Colorado this January. Moffat, Routt, Grand, and Rio Blanco counties recently signed a cooperative agreement for the Qwest Emergency Preparedness Network warning system from Intrado. The system was up and running after a live test was conducted early this year. Combining efforts and sharing the cost between these four counties resulted in obtaining this important protection at a considerable savings.

This system seems to be a very good way to warn citizens in rural areas — especially where there is poor radio and television reception — where it would not be cost effective to install sirens.

While this system is not new in Colorado, and the northwest portion of the state is not the first to obtain this same system, we are very pleased that this system is now in place to provide vital protection to the citizens of the region, which includes a land area of 12,236 square miles.

This is a great example of what can be accomplished when a project is approached with a positive attitude and

ANNUAL CONFERENCE

The 2003 emergency management conference was held at the Radisson Stapleton (Denver) on February 4-5, 2003. More than 200 elected, public safety, business, and emergency management officials participated in the conference, representing the largest turnout ever for the annual event. A myriad of topics were featured during plenary and breakout sessions, including disaster recovery programs, Community Emergency Response Teams (CERTs), GIS hazard applications, pre-disaster mitigation plans, disaster mental health issues, severe weather warning systems, exercise design guidelines, and new federal grants and initiatives related to homeland security. Many of the presentations highlighted lessons from the 2002 wildfire season, including the closing session on best practices which featured the “Helping Hands” victim assistance group from Durango and a case study on how timely meteorological information helped save a subdivision in Douglas County during the Hayman Fire. FEMA Region VIII Director David Maurstad delivered the keynote address at the conference.

A conference summary may be found on our webpage at: <http://www.dola.state.co.us/oem/Conf2003/Conf2003.htm>. Next year’s conference will be at the end of February 2004 - *more information to come!*



AirEx 2003

by Gayle (Woody) Wood

Colorado Springs Office of Emergency Management

On March 13th the City of Colorado Springs, in cooperation with the Colorado Springs Airport, the Peterson Field Fire Department, the 21st Space Wing, and the 302 Air Wing at Peterson Field conducted a very successful, full scale emergency preparedness exercise at the Colorado Springs Airport.



The exercise scenario involved a C-130 aircraft that crash-landed on the airport. The 80+ 'crash victims' included troops from Peterson Field and volunteers from AmeriCorps based in Denver. These 'victims' were transported to three area hospitals. Some key objectives of participating agencies included:

- Testing the ability of initial responders to complete fire control and triage of a large number of victims.
- Testing ambulance ability to transport a large number of patients in a timely fashion.
- Testing the ability of area hospitals to treat a large number of trauma patients (JCACHO Certification).



- Testing command and control of a joint military/civilian incident.
- Assessing American Red Cross and airport ability to handle grieving family members.
- Evaluating military control of a military aircraft crash incident.

Besides those listed above, exercise participants included:

The National Transportation and Safety Board, FBI, Americorps, American Medical Response, Penrose and Memorial Hospitals, Colorado Springs Fire and Police Departments, American Airlines, Flight for Life, Congressman Hefley's office, and local mental health professionals. The City of Colorado Springs activated it's Emergency Operations Center.



Colorado Mitigation & Wildfire CONFERENCE

www.wildfirecolorado.org

April 23 - 25, 2004

DoubleTree Hotel - Colorado Springs, Colorado

Join us for Colorado's 7th Annual Mitigation & Wildfire Conference. This conference focuses on managing and preparing for issues in the wildland/urban interface. Firefighters, planners, policy makers, public groups, and private industry discuss and develop ideas to help reduce the loss of life, property, and natural resources in these areas.

Visit our website as the 2004 conference takes shape. Brochures, registration and financial aid will be available soon.



LOGAN COUNTY'S CERT EXERCISE A SUCCESS

by Jon Rosenlund, Emergency Management Coordinator, Logan County Office of Emergency Management

The Logan County Office of Emergency Management held its Community Emergency Response Team (CERT) review and exercise on Saturday, July 19, 2003. I had the pleasure to act as the exercise controller, while Chief Bob Olme of the Sterling Fire Department served as safety officer. Also attending the exercise were members of the Sterling Fire Department, Life Care Ambulance, and Kevin Kurelich of the Colorado Office of Emergency Management (COEM) acting as observers. The event was also covered by members of the local newspaper.

The exercise scenario involved a building explosion, causing it to collapse and create a large debris field of brick, steel, and furniture. The explosion also impacted a group of trees nearby creating large amounts of green debris and consequently fires.

The incident scene included an area designated as "No Man's Land" where no live victims were allowed. This area contained the fires, debris fields of brick, rubble, furniture, white metals, and concrete. Live victims were placed in a cement parking lot and trailer home adjacent to No Man's Land.

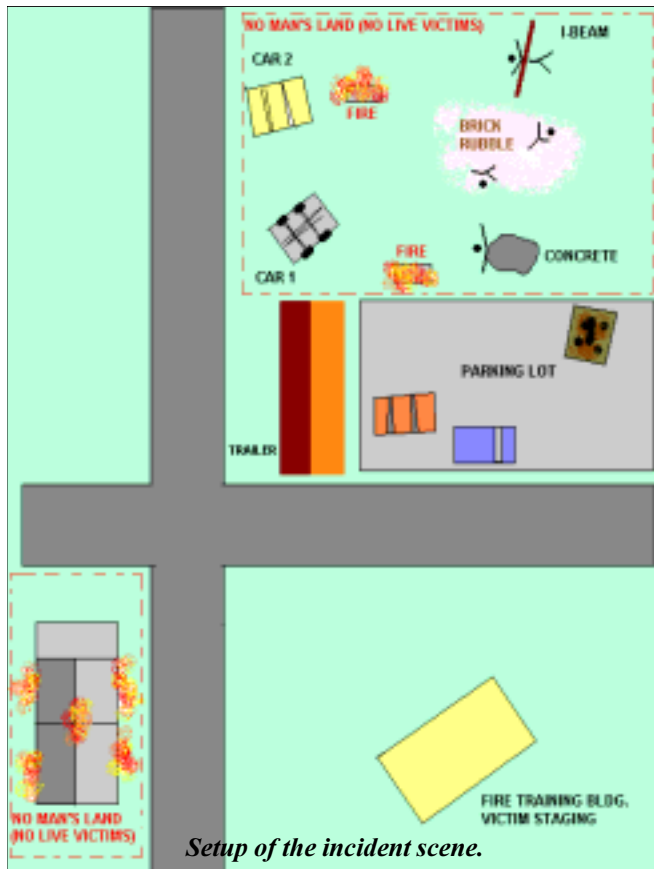
The incident resulted in 15 casualties. Ten were portrayed by live volunteers with injuries varying from burns, fractures, lacerations, shock, and trauma. Three adults and seven children (ages 2 to 13) played the "victims." The other five victims were dummies placed in various places.



Logan County CERT members Shaun Dunn, Darla Hall, Thomas Hessler, Marisa Howell, Kathi Howell, Rodger James, Deborah Lechman, Rod McClaren, Gordon Moore, Brandon Nielsen, Lyle Rose, John Sonnenberg, Susan Sonnenberg, and Will Wilcox gave their 'all' to this exercise.

They were staged in a building a few hundred yards from the scene. When activated, they raced to the scene on foot and began deploying their resources. The CERT commander, Will Wilcox, separated the team into work groups for fire suppression, triage, building search, and medical treatment. Wilcox was automatically designated commander because he was the first to arrive at the staging area.

While suppression teams were tending to a series of small and medium fires, others began medical treatment and triage of the "walking wounded" who included a large number of the child-victims.



(Continued on page 10)

LOGAN COUNTY CERT EXERCISE

(Continued from page 9)

After suppressing all small fires, the teams rescued two victim-dummies underneath concrete blocks and steel I-beams. Others searched for victim-dummies buried in the brick rubble. Team members maintained work groups of 2-5 people at all times ensuring they were not caught in a dangerous situation alone. The exercise concluded when all the victims were triaged, treated, and rescued from the rubble, and all small fires were extinguished.



Images and video made of the exercise will be used for critique and review and in future advertising of the CERT program to increase public awareness and promote enrollment.

A debriefing immediately followed the exercise addressed the following:

- Fire suppression teams were quickly and correctly formed and extinguished all fires that they were trained and equipped to handle.
- While patients were triaged with the correct classifications, the triage and treatment activities were not correctly separated. A patient would be triaged and treated before moving to the next patient. Some patients did not receive a triage tag until they had already been treated for their injuries.
- One child-victim was never triaged or treated until pointed out by the controller. This child-victim was the only fatality that may have been avoided.

- CERT members found themselves treating the loudest victims first, not necessary the most severe.
- Members found various pieces of debris and used them in resourceful and innovative ways. For example, a door pulled from its hinges was used as a backboard to move an unconscious patient. Other CERT members used bed sheets and mattresses for moving victims; bricks and concrete blocks for cribbage; and duct tape for holding dressings in difficult or awkward areas.
- Communication to and from the CERT Commander was limited and did not provide proper information to the Commander nor sufficient direction to the team members. It was acknowledged that communication between commander and work teams is one of the most difficult aspects of the disaster.
- This incident was very large and complex involving a number of hazards and activities. CERT team members realized they had accomplished things in the exercise which would have been impossible before their CERT training.

Fire Chief Bob Olme and Life Care Ambulance EMT-P Dan Schellenger expressed their confidence that the CERT team performed very well and met some very important goals of the incident. They acknowledged this sort of scenario would overwhelm any group of professional responders and many good and effective things happened with this experience.

Chief Olme offered his continued assistance to train the CERT volunteers in future exercises sponsored by the Sterling Fire Department, and invited team members to courses or drills applicable to the unique CERT mission. Other Sterling Fire Department engineers have also mentioned that they would like to use CERT in future drills to exercise the CERT/Incident Commander interface.

Way to go Logan County CERT Team!!



Colorado Springs does the IEMC

by Steve Dubay, Colorado Springs Emergency Manager

The City of Colorado Springs Office of Emergency Management (CSOEM) dispatched 75 people representing 29 agencies to the Integrated Emergency Management Course (IEMC) "Consequences of Terrorism" on the campus of the National Emergency Training Center (NETC) in Emmitsburg, Maryland from May 19-23, 2003.

Emergency Management Institute (EMI) course manager Phil McDonald and exercise controller Phillip Moore prepared an outstanding experience for our students. Classroom instruction, exercises, and networking filled our days.

The instructors included experts in their fields from across the country. Some of the instructors were: Colonel Joseph Bolesta, Jr., Baltimore, Maryland Police Department (retired); Mark McCain, Columbia, South Carolina Public Works Director (retired); Dr. Jeffrey Mitchell, Clinical Associate Professor of Emergency Health Services, University of Maryland at Baltimore County; (our very own!) Cindy Mohat, COEM Southeast Regional Coordinator; Cyndi Shaffer, Centers for Disease Control and Prevention; and Michael Stever, Salt Lake City, Utah Emergency Manager. There were many other fine instructors as well.



Students at this course represented the Department of Defense (Northern Command); the State of Colorado, El Paso County, the City of Colorado Springs, Colorado Springs Utilities, Colorado Springs Airport, School Districts 11 and 20, Memorial and Penrose Hospitals, American Medical Response, Amateur Radio Emergency Services (ARES), the Red Cross and the Salvation Army, and even the media (KOAA-TV Channels 5/30). Colorado Springs Vice Mayor Richard Skorman represented the City's elected officials and Deputy City Manager David Nickerson represented the City's administration.

City department heads attending included Parks, Recreation, and Cultural Services Director Paul Butcher, Neighborhood Services Director Ron Cousar, Planning Director Bill Healy; Internal Services Director Ron Mitchell, and Police Chief Luis Velez.



Besides the great classroom instruction received from the experts, the course managers had three exercises prepared for us. The exercise scenarios built on each other for three consecutive days and involved "normal" city/county responses sandwiched around the major problem of a bio-terrorism event. Pneumonic plague was released into the ventilation system of a local mall, causing widespread illness.

By the way, there was also a heat wave occurring during this time frame with a couple of large structure and wildland fires thrown in for fun!

To assist with these problems, we requested the Centers for Disease Control and Prevention's (CDC) Strategic National Stockpile (SNS, formerly known as the National Pharmaceutical Stockpile or NPS). Unfortunately, our course managers had the aircraft responsible for delivering the SNS crash prior to its arrival in Colorado Springs. On to Plan B!

Besides response issues, we wrestled with evacuation questions, curfews, quarantines, and recovery issues.

(Continued on page 12)

COLORADO SPRINGS DOES THE IEMC

(Continued from page 11)

All of the students represented themselves and their organizations very well during the exercises. We received high marks from the course managers stating that our region handled the exercise problems very well. They indicated that it was apparent we had previously exercised together.

Also, City and Utilities information technology personnel (Phil Friesen and Tony Moran, respectively) demonstrated the GIS supported Consequence Assessment Tool Set (CATS) software program to the class. The EMI instructors had not previously seen this technology and agreed that it would be a valuable tool during disaster response.



In addition, Mr. Tim Nelson from KOAA-TV Channels 5/30 attended as a student and played a media representative during the exercises (surprise!). He was also able to provide live satellite remote broadcasts every night back to Colorado Springs, as well as conduct interviews for re-broadcast with instructors and students during breaks.

A good time was had by all and more importantly we learned what is involved when attempting to respond as a region to a widespread disaster situation. Wonderful networking occurred between people and agencies that had not previously worked together.

Finally, as a result of attending this course, we have identified improvements needed for our City's emergency operations plan and for emergency management related topics to the City Code.

Individual agencies also identified opportunities for improvement for their department specific emergency plans. Other problems identified were difficulty with communications, multiple persons attempting to complete the same task, occasional breakdown in coordination, and others. A final report of our experiences must be provided to the course managers by November 23, 2003.

For more information regarding the City of Colorado Springs' experiences at the NETC, please contact CSOEM Director Steven Dubay at 719-385-7229 or sdubay@springsgov.com.

JEFFERSON COUNTY'S PROACTIVE WILDFIRE PROGRAM

Jefferson County was quite busy formulating plans to make this fire season more bearable than the 2002 fire season. The Flood/Fire Task Force started meeting early in the year to discuss the wildfire and flood potential for the upcoming season.

"Meeting on a regular basis allows us to be proactive in our information dissemination and be able to make determinations for implementing necessary fire restrictions," said Director of Emergency Management Judy Peratt.

One way the message is getting to the citizens is via electronic message boards provided by Road and Bridge Department. The message boards are moved on a regular basis to different locations throughout the county, spreading the message "Be Firewise—Forests are Dry."

Emergency Management expanded their Web page to accommodate local wildfire training, serving as a resource for fire departments. Rocco Smart, wildfire mitigation specialist, trains Jeffco employees on wildfire topics and wildfire behavior. The training consists of classroom and video sessions. The training course is open to all Road and Bridge employees. Each year, Smart provides refresher courses with updated information.

"They learn about the escape routes and how to enter a shelter," said Smart. "We have them practice going into a shelter so they have the experience of doing that."

(Continued on page 13)

JEFFERSON COUNTY'S PROACTIVE WILDFIRE PROGRAM

(Continued from page 12)

“The county has purchased fire resistant attire for employees to wear so we go over how to use and care for that attire,” added Snart.

In addition to the employee training, there were Fire Forums held throughout the spring season.

“The focus of these forums is to educate the residents on how to make their home and property safe from wildland fire,” said Peratt.

“We advise them on the programs and agencies available to help in their efforts to become firewise.”

Applications were also submitted for grant dollars to mitigate against wildfire in the county. These projects include county fire planning, defensible space design, and shaded fuel breaks.

Jeffco Emergency Management, Golden Fire, the Colorado State Forest Service, and Jefferson County Public Schools partnered for a first-of-its kind education experience. This fall, sixth graders at the Mt. Evans Outdoor Education Lab are receiving “Fire Wise” lessons tailored to Jeffco school children. The program, which was piloted this spring, is taught by local fire professionals and instructs students in fire fuels, defensible space, prescribed burns, as well as flood preparation. As part of a hands-on exercise, the sixth graders will build their mountain dream home on a felt board and then revisit their site design after learning about the rules for defensible space.

The wildfire Prevention Hotline is also updated with details about fire restrictions and fire bans, slash collection locations, fire works regulations, prescribed burns, camp ground contact numbers, defensible space consultations, and community meetings. This line is another way for residents to get information about protecting their property and their lives against wildfire dangers. Check out Jeffco’s Wildfire Prevention Hotline by dialing 303 271-8200.



FRONT RANGE FUELS TREATMENT PARTNERSHIP AIMED AT REDUCING WILDLAND FIRE RISKS

by Katherine Timm, Colorado State Forest Service

Colorado’s Front Range includes an explosive mix of homes located within forested areas. These zones in the wildland urban intermix place homes, numerous communities and natural resources at significant risk from catastrophic wildfire.

In addition, the increasing size and frequency of catastrophic wildfires threatens community and ecosystem sustainability. More than 735,000 people live within the intermix area along the Front Range, and more than 30,000 homes are located within the boundaries of the Arapaho and Roosevelt National Forests alone. Several million residents and farmers also depend on national forests for the majority of their water.

In an effort to reduce the risk from catastrophic wildfires to lives, property, and the state’s natural resources, the Colorado State Forest Service, USDA-Forest Service, USDA-Rocky Mountain Research Station, and USDI-Rocky Mountain National Park created the Front Range Fuels Treatment Partnership (FRFTP). Increased community sustainability and safety that result from the FRFTP strategy will benefit local landowners, governments, and the state.

The primary goal of the strategy is to enhance community sustainability and restore fire-adapted ecosystems through identification, prioritization and rapid implementation of hazardous fuels treatment projects along the Front Range.

The Strategy

The strategy emphasizes treating areas with integrated values at risk—homes, watersheds, threatened or endangered species—to enhance community and ecosystem sustainability. Specifically, it will increase the partners’ ability to reduce risks to:

- Public and firefighter safety,
- Housing in the wildland urban interface,
- Watersheds that provide municipal and agricultural water,
- Ecosystem function, and
- Threatened and endangered species.

(Continued on page 14)

FRONT RANGE FUELS TREATMENT PARTNERSHIP AIMED AT REDUCING WILDLAND FIRE RISKS

(Continued from page 13)

The FRFTP builds on previous fuels treatment successes such as the Upper South Platte, Cheesman Reservoir, Polhemus Burn, Trout Creek Timber Sale projects, and Winiger Ridge. Many of these projects were key in reducing extreme, erratic fire behavior during the Hayman Fire.

A key to the success of this strategy is extensive participation from local governments, as well as public involvement and collaboration that identifies and supports specific treatment areas and types of treatment. The strategy also creates a unique partnership between management and research to capitalize on adaptive management practices in fuels treatment.

Recent Fire History

Catastrophic wildfires have been increasing in size and frequency since the late 1980s. Nationally, wildfires during the 2000 fire season were the largest and most costly in history. The 2002 fires season saw even more acres burned. Impacts to Colorado's Front Range were some of the most devastating in the United States and certainly in Colorado history.

Fire Behavior

The Hayman Fire, the largest wildfire in Colorado history, burned more than 137,000 acres, 133 homes and 466 other structures. It burned more than 19.5 linear miles in one day covering nearly 62,000 acres and causing the evacuation of more than 5,000 people. Nine other large and damaging wildfires occurred within Front Range forests in 2002.

Evacuations

Officials came within three hours of ordering the evacuation of 40,000 people because of the extreme fire behavior associated with the Hayman Fire. Approximately 12,000 people were evacuated during the 2002 fire season, some for several weeks, resulting in significant hardships and substantial economic loss.

Costs

The cost to Colorado's economy was substantial. Many people cancelled vacation plans to the state, adversely affecting towns that were not even directly threatened by wildfires.

For example, visitation at the Arapaho National Recreation Area dropped 30 percent in 2002. Wildfire suppression costs in the Front Range are estimated at \$50 million. This cost was, in large part, related to the number of homes at risk and the substantial use of aircraft to attack these wildfires. In addition, almost \$24 million is being spent on burned area emergency rehabilitation, including \$4 million on Denver Water properties in the critical South Platte watershed, which supplies 80 percent of Denver's drinking water.

Impacts on Watersheds

Major ash and sediment flows resulting from the Hayman Fire have impacted water quality and storage capacity at Cheesman Reservoir, which is a primary water storage facility for Denver. Substantially increased maintenance costs are expected to continue for years.

Smoke Effects

Smoke from the 2002 wildfires significantly degraded the air quality in the areas surrounding the wildfires and throughout the Denver metropolitan area and other Front Range cities.

Resource Effects

Forest vegetation could be lost for up to a century without aggressive revegetation efforts. Old growth killed by the wildfires will take 400-500 years to recover. Wildfires adversely affected five federally threatened and endangered species.



Straw bails "exploding" in the air over the Hayman burn area.

Foundations for Success

Fuel reduction treatments have been successful in reducing wildfire intensity. A recent study of the Hi Meadow Fire (2000) in the Upper South Platte Watershed by the Rocky Mountain Research Station concluded that fuel treatments are effective in reducing crown fires in short return interval systems. On June 9, 2002 the Hayman Fire ran northeasterly on a broad front with erratic fire behavior and split at Cheesman Reservoir. The eastern head ran northeasterly toward two recently burned areas, the Schoonover Fire that occurred 3 weeks prior to the Hayman and the 8,300-acre Polhemus prescribed burn accomplished in 2001.

(Continued on page 15)

FRONT RANGE FUELS TREATMENT PARTNERSHIP AIMED AT REDUCING WILDLAND FIRE RISKS

(Continued from page 14)

The eastern head of the Hayman Fire did not progress beyond the area of these two burns, while the western head of the fire burned approximately four miles further during the same burning period. It appears that the eastern head of the Hayman Fire would have burned further to the northeast if it had not encountered these two previously burned areas. In addition, fuelbreaks at Cheesman Reservoir saved 15 structures valued at \$400,000.

Rapid Assessment

The FRFTP strategy employs a large-scale rapid assessment of hazardous fuel conditions along the Front Range that enables the identification of large areas where treatment needs are greatest. As a result of this assessment, maps were developed that delineate areas of low to very high hazard, risk and value. The maps also provide an indication of overall treatment opportunities and of areas with greatest immediate need. The most immediate needs occur where the ratings for hazards, risk and value are very high.

These assessments indicate that approximately 510,000 acres fall in the high priority category for treatment. Three hundred thousand acres reside within the Pike and San Isabel National Forests, 140,000 acres are within the Arapaho and Roosevelt National Forests and 70,000 acres are on non-federal lands.

Prioritization and Collaboration

The partnering agencies will implement a collaborative process to identify and prioritize fuels treatment projects for Colorado's Front Range. This is done in collaboration with local governments, agency cooperators, landowners, and other interested stakeholders. The collaboration process will also be used to identify areas where community assistance grants will be of highest value in aiding the implementation of the strategy. Community assistance will focus on two primary areas: providing assistance to aid in the execution of fuels-reduction projects that complement treatments on National Forest System lands, and providing assistance to develop and expand markets for traditionally underutilized wood products such as those that are removed during hazardous fuels management activities.

Proposed Activities and Funding Levels

The FRFTP strategy emphasizes fuels reduction treatments in Ponderosa pine/Douglas fir forest types where high hazard conditions combine with high value areas such as housing developments, key watersheds, or threatened and endangered species habitat. However, high hazard lodgepole and spruce-fir forest types will also be treated when high value areas occur within these forest types and treatment will have a positive effect in reducing risks.

This year, fuel treatments will be accelerated to 5,450 acres on the Arapaho and Roosevelt National Forests (ARP) and 23,000 on the Pike and San Isabel National Forests (PSI). Cooperative fire funds will be used to assess private lands, facilitate additional fuel treatments on 1,000 acres of non-federal land and aid in community assistance. In addition, landscape analyses will be conducted on 30,000 acres on the PSI and 150,000 on the ARP. Research will focus on fire history of mixed conifer stands, mapping, treatment plans and fuels treatment model development.



Culvert barrier being installed in the Hayman Burn Area.

In 2004, fuels treatment efforts will escalate to 10,250 acres on the ARP and 24,000 acres on the PSICC; cooperative fire funds will be used to facilitate additional fuels treatments on 1,500 acres of non-federal lands and aid in community assistance; and landscape analyses will be completed on 55,000 acres on the PSI and 90,000 acres on the ARP.

Fuel treatments will accelerate to an annual rate of 12,000 acres in 2005 to 14,000 acres in 2006 on the ARP and more than 30,000 acres on PSI. Cooperative fire funds will be used for additional treatments on 2,500-3,500 acres of non-federal land and to aid in community assistance. Landscape analyses will be conducted on 70,000 acres on the PSI and 90,000 acres on the ARP. Research will focus on social acceptance of treatments, improved cost effectiveness, new technologies, and restoring habitats more quickly.

Rocky Mountain National Park will also treat hazardous fuels and conduct a needs assessment for additional treatments during the next three years.

WIRELESS COMMUNICATIONS INTEROPERABILITY KEY TO EMERGENCY MANAGEMENT

by Robert E. Lee, Jr., and Julio "Rick" Murphy

How many times in the last 12–14 months have you been asked: Are we prepared? Are we better off now than we were before 9/11 in terms of our emergency response capabilities? For answers, government officials often turn to emergency managers for assurance that their jurisdiction stands ready and prepared to respond to an emergency of any kind.

Emergency management is a team effort—and any emergency response plan will include working in cooperation and coordination among local, state, and federal agencies. *But, can they all talk to each other?*

Interoperability—the ability for public safety responders to talk to each other by radio in real time—is critical not just for large-scale incidents, but also for day-to-day public safety missions and mutual-aid events, as well as natural disasters such as hurricanes, floods, and forest fires. Unfortunately, the lack of interoperability is common across the country. An analysis by the Public Safety Wireless Network (PSWN) Program shows that more than two-thirds of states do not have adequate interoperable public safety wireless communications systems. PSWN Program studies also show that across the Nation, public safety officials have trouble communicating in operational situations one-third of the time.

The PSWN Program, a joint initiative of the Department of Justice and Department of the Treasury, is working to address the issue of public safety wireless communications interoperability. Drawing on its expertise and experience in interoperable wireless communications issues, the PSWN Program brings together the public safety community at all levels of government to develop technical approaches and policy solutions to improve interoperability.

The program's analysis of the response to the events of September 11, 2001, has provided some lessons learned that can be applied to all large-scale emergencies that face emergency managers. Based on its detailed study of the response at the Pentagon on September 11, 2001, the PSWN Program identified factors that can contribute to the success of communications during incident response, including: interoperable communications among the first responding agencies; prior planning and existing mutual-aid agreements; and the early establishment of an Incident Command System (ICS).

Emergency managers can take the following steps to enhance communications interoperability in responding to routine and major incidents:

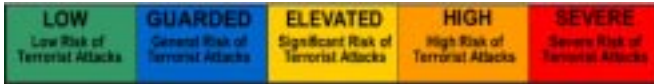
- Partner, partner, partner. Establish mutual-aid agreements and standard operating procedures—not only among local agencies—but also among state and federal public safety agencies
- Employ the ICS to enhance communications efforts in emergency response situations
- Conduct mass casualty and disaster response training drills to identify existing capabilities and potential shortfalls
- Conduct a communications asset inventory to identify tools and their capabilities
- Support efforts in your state to establish regional and statewide communications systems that can support interoperable communications among multiple agencies
- Participate in a group focused on improving interoperability in your state (i.e., your state's interoperability executive committee)
- Educate legislators in your state about the critical need for wireless interoperability and about the specific need for adequate spectrum and funding resources
- Attend a PSWN Program symposium to network with other officials and learn about best practices for improving interoperability from agencies around the country.

The PSWN Program is committed to assisting public safety agencies with their plans to address and improve public safety communications. For more information about the resources available to emergency managers and the public safety community through the Program, call us at 1-800-565-PSWN or visit <http://www.pswn.gov/> and <http://www.publicsafetywins.gov/>.

Robert E. Lee, Jr., and Julio "Rick" Murphy share program management responsibilities for the PSWN Program.

Mr. Lee is PSWN Program Manager for the Department of Justice and Co-chair of the Federal Law Enforcement Wireless Users Group (FLEWUG). Prior to joining the PSWN Program, Mr. Lee was an instructor at the FBI National Academy in Quantico, Virginia, and at the International Law Enforcement Academy in Budapest, Hungary.

Mr. Murphy is PSWN Program Manager for the Department of the Treasury and Co-chair of the FLEWUG. Mr. Murphy previously served as Telecommunications Engineer for the Department of the Interior for 23 years.



BREAKING NEWS...

*by Kerry Kimble
Office of Preparedness, Security, and Fire Safety*

When the threat condition color code changes (either up or down) why do we hear about it from CNN, Fox News, or any of the other news media before we ever hear from the Office of Preparedness, Security, and Fire Safety (OPSFS)?

As you know, the news business is highly competitive. All it takes is one person to leak a story and the press is off and running. An example was with the Washington, D.C. sniper shootings. The press reported that the police were looking for a particular color of car with certain letters/numbers on the license plate. But, in his last news conference (before the arrests), Sheriff Moose did not mention any of this. Or could this have been a deliberate “unofficial” release just to get the information out before an approved, “official,” statement? The same could be true with the threat advisory system.

The process goes something like this: various intelligence organizations look for indications and warnings. These include such things as the level of “chatter” or the use of specifically identified terms in monitored radio conversations. Once enough of these reach a specific threshold, then a special analysis group meets to discuss the situation, compare notes, and make a recommendation which is forwarded through the chain of command to Homeland Security Secretary Ridge. He then coordinates with the leadership of other federal agencies/departments (FBI, CIA, National Security Council, Attorney General, State, etc). Then the recommendation is presented to the President for the final decision. At this point, at least 100 people already know that the formal recommendation is being made and any one of them could let their friends in the press know what is going on — and yet the decision still has not been made at this point.



Once the President decides, his select staff is notified. Simultaneously, Secretary Ridge contacts all of the state-designated officials who are responsible for homeland security. This occurs while the departmental press officers are notifying the news media that a news conference will be called shortly, which translates into an important announcement will be made and lending more credibility to the earlier contacts. The race is on regarding which news agency can get the story out to the public first.

At the local level, how many of you have been involved in a city or county decision-making process about one thing or another, but you have to wait for the city manager or the county commissioners to give the final “official” okay, which is usually a rubber stamp of the recommendation, before you can proceed?

Is this a perfect system? Hardly. Can it be improved? Very much so. Will it improve? Hopefully. But, please remember it was only a short while ago the OPSFS was finally allowed to disseminate the FBI’s intelligence bulletins/advisories outside of law enforcement circles to the emergency management and public health communities. So, some progress is being made in small steps.

FEMA APPROVES GUNNISON COUNTY PRE DISASTER MITIGATION PLAN

The Gunnison County All-Hazard Mitigation Plan 2003 was approved by FEMA Region VIII on September 18. It is the first plan in Colorado to meet all the planning requirements of the Disaster Mitigation Act of 2000 and was funded by a Pre-Disaster Mitigation planning grant through Colorado OEM.

The plan outlines the county’s strategy to reduce and mitigate future losses from natural and man-made hazard events. It will enable the county to remain eligible for federal pre and post disaster mitigation grants.

COEM congratulates Gunnison County Emergency Services Director Jo Ann Stone and the Gunnison County LEPC for their effort with this plan.

Way to go Gunnison!!

Disaster Trivia



The winners of our last Disaster Trivia Contest were **Don Schoenbein**, Safety Service - City Of Englewood;

Bill McLaughlin, Rocky Mountain Arsenal; and **Adene Elsner**, Colorado Department of Public Health & Environment. Each received what I'm sure they considered unforgettable and quite useful prizes for their correct answers.

The 'hint' for the last contest was:

This disaster took the lives of over 8,000 people and left 15,000 homeless. Over 3,500 buildings were destroyed and millions of dollars in damages were reported. Many more lives would have been lost had one man not tried to warn others of the impending danger. Martial law was instituted and 125 people were executed for looting during the disaster.

As a result of the disaster, what was considered the greatest engineering feat of the century took place over the next several years to mitigate against future disasters. The structure of government was also transformed and is still used today.

The answer.... On September 8, 1900, a hurricane struck Galveston. Winds estimated at 140 mph swept over the island, leaving devastation in their wake. After the storm surge of 15.7 feet subsided, Galvestonians left their shelters to find over 6,000 of the city's 37,000 residents dead and more than 3,600 buildings totally destroyed. The death toll was determined to be closer to 8,000 since entire families were missing.

The 1900 Storm is still considered to be the deadliest natural disaster in U.S. history. It had been suggested before the 1900 hurricane that a seawall be built to protect the city from high tides and storm surges, but because the city had not been seriously hurt by hurricanes, the residents developed a sense of security.

The reason for the approximate 6,000 deaths in Galveston, and the approximate 2,000 deaths elsewhere, is that there was no evacuation because this category-4 storm caught people by surprise. There was not an outside warning, and the populace did not recognize early, local indicators. Ironically, as the storm approached, many people gathered at the beach to watch the high waves.

It left 1,000 survivors naked and 5,000 more bruised and battered. In a 1,500-acre area of total destruction, 2,636 houses—nearly half the homes in the city—were swept out of existence. Elsewhere, at least 1,000 more were reduced to wreckage. Not a single building escaped damage. To sum it up On Sunday, September 9th, Galveston was “a city of wrecked homes and streets choked with debris and six thousand corpses. It was a city whose very cemeteries had been emptied of their dead as if to receive new tenants.”

Even as the waters began to rise on the morning of Sept. 8, 1900, residents continued about their daily business. Children played in the flood waters, which began rising as early as dawn.

Isaac Cline, the chief meteorologist of the U.S. Weather Service station in Galveston, began his observations about 5 a.m. and noticed gulf water creeping over the low ends of the island. He watched storm swells rise, the barometer drop, and the winds grow stronger. According to his memoirs, he knew at that moment of impending danger. He rode up and down the beach on his horse urging visitors to go home and residents within three blocks of the beach to move to higher ground.

In 1900, higher ground was a relative term. The highest house in the city was at an elevation between 8 and 9 feet. But even Cline's warning would prove fruitless as the night approached. By the peak of the storm, no part of the island remained dry.

Throughout the day, Cline sent telegraph warnings to the Weather Service's central office in Washington, D.C. But by midafternoon, lines went down, and he could no longer relay messages. He walked home through deep water and found refuge with some 50 people at his house near the beach.

For a week Galveston was under martial law. There was no disorder, though there was some robbing of the dead by ghouls. This was checked by a punishment swift and sure, as marshals were granted permission to carry and use guns. One hundred and twenty-five men were shot to death for robbing the dead.

Every able-bodied man was pressed into service. Volunteer gangs continued their work of hurried burial of the corpses, but many groups were forced into labor at bayonet point, and watched carefully by gun-bearing marshals and soldiers. Whisky by the bucketful was carried to these men, and they were drenched with it. The stimulant was kept at hand and applied continuously. Only in this way was it possible for the stoutest-hearted to work in such surroundings.

(Continued on page 19)

Disaster Trivia

(Continued from page 18)



Even after the bodies had been disposed of, the danger of an epidemic threatened the survivors. Many of the people gave way to physical exhaustion. They had been compelled to subsist upon unwholesome food, drink, polluted water, and breathe the foul air of their unsanitary surroundings. Consequently, the death toll continued to mount from disease, and injuries sustained during the storm.

What makes the story of the nation's greatest natural disaster so unusual is the incomparable optimism of its survivors. For the most part, residents chose to remain in Galveston and rebuild the city they so loved.



And it was those who stayed who built the city that survives today. Almost immediately after the storm, a committee of residents was convened to plan for the future. Committee members developed the plan to clean up the debris, bury the dead and rebuild the city.

Out of the chaos, citizens developed the commission form of city government now used by many other municipalities. Construction began on a six-mile-long seawall standing seventeen feet above mean low tide, and that protective barrier has been extended since then. Inside the city, sand pumped from the Gulf floor raised the grade as much as seventeen feet. This work required advance raising of 2,146 buildings and many streetcar tracks, fireplugs, and water pipes. Trees, shrubs, and flowers had to be removed if the owners wanted to save them.

The largest building raised was a 3,000-ton church. It was boosted five feet off the ground with jacks, then fill was pumped underneath. Catwalks were built connecting houses and buildings, and canals were dug through town to allow the dredge barges to bring in the sand.

Indeed, the city survived, rebuilt and withstood hurricane after hurricane since that night. No storm since could compare to the intensity of the 1900 Storm. Today, Galveston has about 60,000 residents. The city is mainly a playground for vacationing Texans. As in other hurricane-prone coastal resorts, newcomers have built mansions on stilts just steps from the sea on this barrier island.

"Enjoy them while you can," warns Greg Schumann, a hurricane hazards researcher at Texas A&M University. "To me, that's disposable housing."

Another Trivia Quiz



Disaster Trivia Quiz Hint:

This natural disaster came with little prior warning. Thousands were impacted and the disaster took the lives of over 400 people. Damage was estimated at \$25 million. Two hundred ships were grounded, and at least one hundred seamen died. Communication and transportation was at a standstill for days in a number of states and cities.

This disaster was but one in a series of events that helped city planners, workers, politicians, and businessmen realize a path to improving conditions in anticipation of another such event.

If you'd like to take a shot a guessing what this disaster was, you must name all of the following correctly:

- The **type** of disaster.
- The **location** of the disaster.
- The **year** the disaster occurred.

Email your answer to Polly White (polly.white@state.co.us) no later than **November 21, 2003**. Again, three prizes will be awarded for the correct answers. In the event that more than three correct answers are received, a random drawing will be held. Winners will be notified via email.

Would you like to submit a disaster for consideration for Disaster Trivia? If so, please use the email above.

COLORADO SEARCH & RESCUE: A BRIEF HISTORY

by Stan G. Bush, Past President, CSRB

For years we show no record of organized search and rescue in Colorado. If someone was lost, nearby residents would go looking for them. If a hiker or climber was lost in the mountains in the area around Boulder, the professional guides and other mountaineers would band together and go out to bring them in. Among these men were LeRoy Holubar, Charles Hutchinson, Sr., Stuart Mace, and Bruce Snow.

After a critical incident on Navajo Peak in December 1946, there was considerable interest in forming an organized rescue team. A meeting was held on March 5, 1947 to form the Boulder County Rescue Team. Organized during the spring and summer, the name was changed and the Rocky Mountain Rescue Group became an official organization in the fall of 1947.

The group worked as the only team in the state until the fall of 1957 when the Arapahoe Rescue Patrol formed in Littleton. The next team to organize was the Alpine Rescue Team in Evergreen in 1959.

In addition to these teams in the late 1950s, there were numerous semi-official sheriffs' groups, radio groups, and clubs (e.g., the "Quick Draw Gun Club") doing search and rescue missions in addition to their regular activities. Several church groups also formed.

Lack of policies and coordination resulted in considerable confusion and some unfortunate "competition" in the field.

As a result, the Rocky Mountain Rescue Group held a "Rescue and Disaster Control Conference" in Boulder in December 1960. Dexter Brinker of RMRG served as the chairman of this one-day conference. Over 160 participants from 80 local, state, and federal agencies convened at the University of Colorado for this workshop.



It was a tense meeting with different groups and teams claiming "control" of search and rescue activities. This led to the formation of the Colorado Rescue Association in the spring of 1961. This umbrella organization served as an information center and coordinating body for search and rescue through 1969.

However, there was still competition and a lack of communication with various agencies claiming "control" of search operations. The culmination was a two hour heated argument by leaders of different teams on the West side of Rollins Pass while over 50 searchers waited to start searching for a missing boy. (He walked out while they were debating.)

Then, in July of 1966, Governor John Love directed Adj. General Joe Moffitt to pull all of these groups together under the auspices of his office and the Colorado Search and Rescue Coordinating Board was formed, chaired by the General.

This organization helped to provide a sounding board, mission critique function, and some policy development. It functioned for several years, but had a problem because membership ranged from search and rescue units to the Department of Transportation to disaster planners. Search and rescue was only one of its considerations and it was finally disbanded.

However, during this time the Colorado Search and Rescue Board was formed - originally with a membership of seven persons without regard for their unit representation - to concentrate primarily on search and rescue coordination. Under the leadership of Chuck Demarest, first chairman, it developed into the representative organization that it is today.

A schoolteacher injured his back and had to wear a plaster cast around the upper part of his body. It fit under his shirt and was not noticeable at all.

On the first day of the term, still with the cast under his shirt, he found himself assigned to the toughest students in school.

Walking confidently into the rowdy classroom, he opened the window as wide as possible and then busied himself with desk work. When a strong breeze made his tie flap, he took the desk stapler and stapled the tie to his chest.

He had no discipline problems with any of his students that term.

CSEPP EXERCISE 2003

The Chemical Stockpile Emergency Preparedness Program (CSEPP) is a readiness program to enhance emergency preparedness of the communities around the eight U.S. stockpile sites. The program's goal is to improve emergency preparedness, response, and recovery activities.

*by Rochelle Cruz
Pueblo County Department of Emergency Management*

The annual 2003 Pueblo Community CSEPP Exercise was held Wednesday, May 7, 2003. Conducting annual exercises allows emergency response agencies the opportunity to test, evaluate and improve coordinated response plans and procedures. Federal evaluators from across the country monitored all actions and provided useful feedback.



Health Academy students waiting evaluation and treatment at Parkview Hospital's decontamination trailer.

The exercise began at approximately 8:15 a.m. on Wednesday with a simulated emergency involving the depot's stored mustard agent. This simulated emergency kicked off a series of events involving numerous emergency response agencies. Here is a brief look at what happened during the day-long exercise:

- The 19 outdoor warning sirens located in northeast Pueblo County were tested at noon with a full 120 decibel tone, followed by a test message.

- Emergency Operations Centers at Pueblo County, Pueblo Chemical Depot, and the State of Colorado were activated to coordinate exercise response efforts.
- Tone Alert Radios were tested with a simulated emergency message.
- The local American Red Cross chapter opened a shelter to accept people who were simulating evacuation.
- Law enforcement and fire department staff set up reception centers and mobile decontamination sites to perform simulated decontaminations.
- Both local hospitals participated in evaluating, decontaminating, and treating multiple simulated injuries.
- A Joint Information Center at Colorado State University—Pueblo was opened to simulate dissemination of information to the media and public.

A major role in the exercise was the participation of 130 students from District 60's Health Academy. These students arrived at the State Fair 4-H Building at 6:00 a.m. to be moulaged (made up) for play in the exercise. Thanks to their participation, first responders were given a hands-on opportunity to treat simulated injuries.

Patton's Maxims

from General George S. Patton...

A good solution applied with vigor now is better than a perfect solution applied 10 minutes later.

Do everything you ask of those you command.

Do more than is required of you.

Give credit where it's due.

Good tactics can save even the worst strategy. Bad tactics will destroy even the best strategy.

Lack of orders is no excuse for inaction.

Make your plans fit the circumstances.

Never let the enemy pick the battle site.

Say what you mean and mean what you say.

Take calculated risks.

We can never get anything across unless we talk the language of the people we are trying to instruct.

You're never beaten until you admit it.



DENVER'S Full-SCALE EXERCISE

by Michael Nugent, Exercise & Training Officer
Denver Office of Emergency Management

On June 1, 2003 the Denver Building Owners and Management Association (BOMA), in conjunction with the Denver Office of Emergency Management, conducted a full-scale exercise at the Republic Plaza building in downtown Denver. Numerous Denver and mutual aid agencies were involved including representatives from police, fire, EMS, public works, Red Cross, Salvation Army, and the Denver Sheriff Department. In addition to responders, over 100 volunteers were provided by BOMA to act as victims during the exercise. The full-scale exercise was the final product of over twelve months of planning, discussion, and training.



FBI's SWAT Team confers.

Agencies were responding to a 911 call from the Republic Plaza where a domestic terrorist group had taken hostages and were threatening release of a chemical agent. To further complicate the scenario for the responders, the "terrorists" were on multiple floors requiring SWAT units to clear each floor before the other responder agencies could proceed. The hostages were portrayed by the tenants of the Republic Plaza. Some were injured, some killed, and some had to go through decontamination. The exercise lasted about six hours.

Due to the potential for building damage and the associated safety considerations involving participants, there was a high degree of simulation and artificiality during the exercise. The exercise scenario involved a terrorist assault on the Republic Plaza building with numerous casualties and the detonation of several explosive devices.



Decon & Triage

Exercise objectives included enhancing communication between building management and first responders; effectively conducting joint operations with Denver's mutual aid partners; and the establishment of a unified command.

Overall, participants in the exercise felt that the objectives were successfully met. Many of the observations and suggestions for improvement are being used to enhance Denver's ability to effectively respond to this type of incident.

Internal agency lessons learned meetings are ongoing examining such areas as communications, information sharing, maintaining accountability of victims, terrorists, and responders, availability of the proper equipment, and operational procedures.

The BOMA representatives and Denver Office of Emergency Management are planning to conduct a recovery exercise in the fall that will focus on the first 24 hours of activities following the end of the full-scale exercise scenario.



Weary firefighters.

Red Rocks EMERGENCY MANAGEMENT & PLANNING PROGRAM

Ivo Roosbold, EMP Coordinator, Red Rocks Community College

Till a few years ago, few people knew what the job title “Emergency Management” stood for. Unfortunately, it took the September 11th terrorist attack for the discipline to gain new recognition. Red Rocks Community College has been offering emergency management training via the INTERNET since 1999, but since 9/11 enrollments have been expanding as more and more prospective students hear about emergency management and want to make this field a career. As an example, the enrollments in our Emergency Management and Planning Program increased from 62 students in 2001 to 152 students in 2002, a significant jump.

The Red Rocks Emergency Management and Planning Programs course content is coordinated through a variety of professional organizations and emergency management agencies. Such organizations and agencies include; the Federal Emergency Management Agency, the Colorado Office of Emergency Management, the Colorado Emergency Management Association, and the Association for Contingency Planners. Most students in our program are adult learners who have had some previous experience in the emergency services field and want to progress into the realm of multi-agency planning, response, recovery and mitigation. Students can take a course without the need for long distance travel and can set their own schedule. Since INTERNET courses don't have a set classroom time, students can participate at any hourthe school is now coming to the student.



The September 11th terrorist attack, which resulted in the horrendous impact to many private companies, highlighted the need for businesses to undertake emergency planning. To address this need, Red Rocks took on the challenge and is developing a basic business-oriented course which has been missing from our popular public sector-oriented emergency management offerings. With the development of this course, which will be called “Business Emergency Management,” Red Rocks will close the loop. This introductory course will be offered beginning with the fall 2003 semester.

It is being developed in conjunction with the Association of Contingency Planners and support from the Colorado Office of Emergency Management and the Federal Emergency Management Agency.

Bob Niehoff, of BCP Advisors and recently retired director of contingency planning for Oppenheimer Funds, has agreed to develop and conduct this course. He is being assisted in this endeavor by Tony Mendes (FEMA), Bob Kistner (Energy Planning Consultants Inc.), Rich Huggins (Huggins & Associates), Dave Weiss (Weiss Insurance Agency), and Ivo Roosbold (Red Rocks Community College).

Another recent collaborative training program called CERT (Citizen Emergency Response Teams), is being developed in conjunction with the Colorado Office of Emergency Management and the Federal Emergency Management Agency. The CERT concept was developed and implemented by the City of Los Angeles Fire Department (LAFD) in 1985. They recognized that citizens would very likely be on their own during the early stages of a catastrophic disaster. Accordingly, LAFD decided that some basic training in disaster survival and rescue skills would improve the ability of citizens to survive until responders or other assistance could arrive. The Whittier Narrows earthquake in 1987 underscored the area-wide threat of a major disaster and confirmed the need for training civilians to meet immediate emergency needs.

Red Rocks Community College, in cooperation with the Colorado Office of Emergency Management, is conducting four sessions to train instructors who will subsequently work with local organizations to train volunteer citizen teams. Neighborhood preparedness will enhance the ability of individuals and neighborhoods to reduce their emergency needs and to manage their existing resources until organized/professional assistance becomes available. The goal of the training continues to be preparing people to help people.

“What luck for rulers that men do not think.”

—Adolf Hitler

Thank You

2003 Conference Exhibitors *from the Colorado
Emergency Management Association (CEMA)*



*Robyn Knappe of the American Red Cross and Carole
Walker of Rocky Mountain Insurance Information
Association*

3M
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Colorado Office of EMERGENCY MANAGEMENT
15075 South Golden Road
Golden, Colorado 80401-3979

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