



Colorado Springs Office of Emergency Management

# 2014 ANNUAL REPORT





## Message from the Director

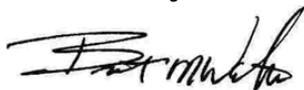
To the Residents of Colorado Springs:

2014 has proven to be a very successful year for our community! Overall, weather incidents were much lower than in years past and, although we experienced higher than normal rainfall in July, mitigation efforts and continued preparedness by our citizens ensured that there was minimal impact. Thankfully our wildfire season was uneventful and numerous special events were planned and conducted without incident. That said we cannot let our guard down. The Colorado Springs Office of Emergency Management will continue to focus on all measures to ensure that our community is prepared to face a wide array of hazards and threats.

In the coming year, we will continue to work on ways to improve our ability to respond to, recover from, and mitigate against disasters that may affect the residents of Colorado Springs. We are a learning organization and, as such, we strive to make continuous improvement and use our resources efficiently and responsibly. As we move into 2015, the Office of Emergency Management will implement our "2015-17 Strategic Plan." Members of the Office of Emergency Management team are committed to one overarching goal: to protect our community.

Emergency preparedness is a team effort. With the ever-present threat of natural and human-caused disasters, it is incumbent on all Colorado Springs residents to develop personal, family, and/or business emergency plans. Having a personal disaster plan is the first line of defense against the disasters that may affect the Colorado Springs region. I highly encourage you to visit the OEM website [csready.org](http://csready.org) which offers many ideas on how to be better prepared.

Sincerely,



Bret Waters  
Director of Emergency Management  
Office of Emergency Management



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# Emergency Management in Colorado Springs

## Community Profile

The City of Colorado Springs encompasses approximately 194 square miles and sits at an altitude of 6,035 feet above sea level. The City lies in the foothills of the Rocky Mountains with many homes in the Wildland Urban Interface (WUI) area. There is a significant military presence in and around the City; the missions of these installations vary from education to strategic defense. The combination of high-risk hazard areas and a large number of out-of-state visitors who are unfamiliar with local conditions and emergency response capabilities represent a unique emergency planning and response challenge. Colorado Springs has experienced, or is threatened by, a wide array of natural disasters, such as hail, floods, wildfires, tornados, winter storms and technological emergencies, such as dam failures and hazardous material incidents. Planning scenarios must also include the possibility of terrorist and criminal acts.



## Overview

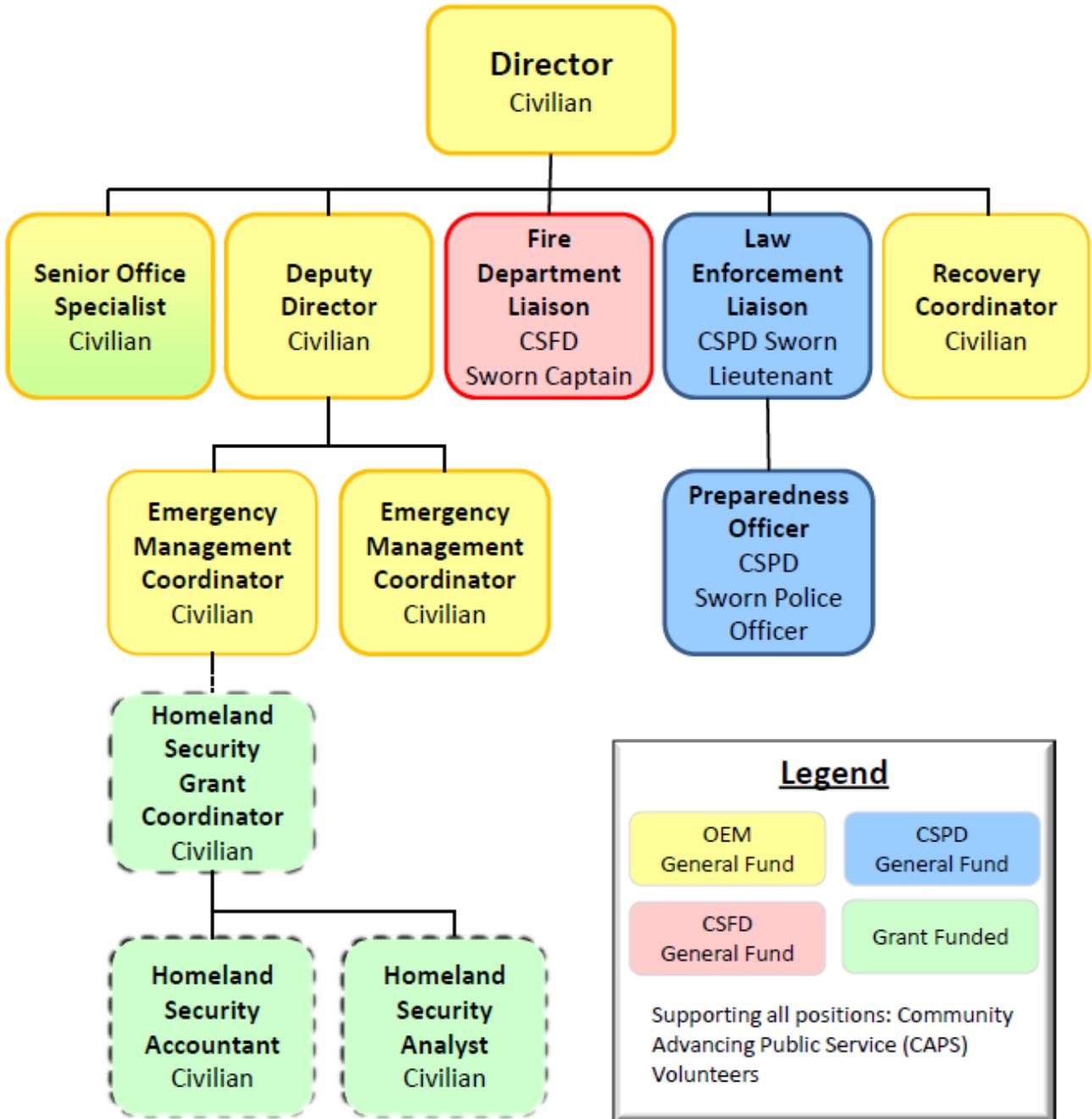
The City of Colorado Springs Office of Emergency Management (OEM) has developed a comprehensive emergency management system which has enabled the City to effectively protect its citizens from the wide range of hazards that threaten the area. The success of this system is built on an all-hazards approach to emergency management and strong partnerships within the emergency management community. This community consists of federal, state and local partners; voluntary and other non-governmental and community-based organizations; neighboring military facilities; and the private sector, such as utilities and medical services providers.

## Office of Emergency Management Services

- Mitigation of and planning for large-scale, all-hazards emergencies and disasters.
- Coordination of large-scale emergencies and disasters.
- Development, maintenance and execution of the City's Emergency Operations Plan.
- Liaison to local, county, state, military, and federal agencies and departments.
- Coordination of multi-jurisdictional exercises and training.
- Management of resources to assist responders and the affected population.
- Administration of federal and state grant funding.
- Conduct of community education and training.

## City of Colorado Springs Office of Emergency Management Organizational Chart

2015



## Community Hazards and Threats

### Natural Hazards

The Colorado Springs area has endured numerous natural disasters. These included wildfires, flooding, landslides, and severe weather events. There is no certainty that subsequent disasters will be equal, less, or greater than the magnitude of previous disasters. However, as the city continues to grow, the consequences from a major disaster are exponentially increasing. Although many different natural hazards may affect the City, the four most likely to have a significant impact are flood, wildfire, landslides and severe weather.



### Wildfire

Much of Colorado Springs is within the Wildland Urban Interface and because the City is located in the foothills of the Rocky Mountains, much of the Interface is adjacent to steep, mountainous forests.

### Flood

Historically, flooding is the deadliest and most damaging hazard to affect Colorado Springs. Flooding can occur along a waterway in one drainage area or in larger watersheds. The Waldo Canyon Fire has significantly increased this risk to areas near the Waldo Canyon Burn Scar.

### Landslides

Landslides have been recorded in the Colorado Springs area as far back as 1959. The majority of the landslides in Colorado Springs occur in the foothills of the Rocky Mountains and west of Interstate I-25. This is a large area with many locations west of I-25 that is largely stable. Within the last eight years, significant mitigation efforts were necessary to protect affected properties.



### Severe Weather

The Colorado Springs area is subject to a number of severe weather phenomena; including intense, localized thunderstorms with high rates of precipitation, hail, floods, high winds, tornadoes, lightning strikes, heavy snow and ice storms. Located in the middle of two major topographic influences – the Rocky Mountains and the Palmer Divide – Colorado Springs frequently experiences extreme weather conditions.

## Human Caused Threats

Disasters can result from human intent or error and can include events, such as hazardous materials spills, transportation incidents, and various acts of terrorism. Human caused threats have brought about large-scale injury, life loss and property destruction. While there is the potential for various human caused threats, the most probable to occur within Colorado Springs are those dealing with hazardous materials spills and cyber attacks.



## **Hazardous Materials Spills**

There are many sources of hazardous materials in Colorado Springs. These sources include chemical manufacturers, service stations, healthcare facilities and hazardous materials disposal sites. Hazardous materials are also shipped daily on area highways and railroads.

## **Cyber Attacks**

The City of Colorado Springs experiences continual cyber attacks. As the sophistication and frequency of these attacks have increased, so has the potential for large cascade effects.



## **Preparedness**

Preparedness is a shared responsibility. While such measures can reduce vulnerability to a disaster and decrease risk, hazards cannot be completely eliminated. Colorado Springs OEM collaborates with all levels of government, private and non-profit sectors. Additionally, OEM encourages families and businesses to be ready for small emergencies as well as large disasters by making emergency preparedness planning resources available.

## Waldo Canyon Fire Recovery

### Community Preparedness

OEM conducted two community preparedness meetings in 2014 to help residents and businesses prepare for the threat of flooding from the Waldo Canyon Fire Burn Scar. The meetings provided presentations from the National Weather Service, FEMA's National Flood Insurance Program, and updates concerning the status of recovery and threat of flooding.

A study of drainage channels in the City and El Paso County was conducted in 2013 and 2014 to estimate the water depths during flash flooding from the Waldo Canyon Burn Scar. The data provided an opportunity to determine the risks of flash flooding to residents and businesses and take steps to counter the threat including building sandbag walls and obtaining flood insurance.

### Sediment Catchment and Stream Flow Control

#### North Douglas Creek

City Stormwater Engineering and the Flying W Ranch worked with stakeholders and consultants to develop a more extensive approach to slowing the sediment-laden water flows on North Douglas Creek. A 16,000 cubic yard basin was built in the channel, and constructed in such a way so as to allow heavy equipment to move in and out of the basin to remove sediment. The North Douglas Creek channel was also redirected across a large



alluvial fan that was created as a line of defense for slowing the water. The new structure held well during the heavy rain events that occurred in July and October 2014, capturing sediment and reducing the speed of the water flowing in the channels. The basin will need to be cleared of sediment in preparation for the 2015 monsoon season.

#### South Douglas Creek



In the **Flying W Ranch Chuckwagon** area, flash flooding damaged the roads and land. Five sediment catchment basins were installed in 2013, and they continue to capture material. In 2014, the Flying W Ranch Foundation logged 13,161 hours by 2,897 volunteers to install Log Erosion Barriers (LEB), and to rake and emplace mulch and seed on the mountain slopes in an effort to speed the regrowth of the area. Working with the Colorado Springs Fire Department's Wildland Team, as well

as other certified sawyers/fellers, the Flying W has begun cutting down burned dead trees to be used for the LEBs.



The west channel of South Douglas Creek moves into the City's stormwater system at **Hole-in-Wall and the Alpine Autism Center** on Fieldstone Road in Mountain Shadows. A maintainable sediment catchment basin was constructed and the channel modified in 2013 in an effort to protect the Autism Center and a portion of the Mountain Shadows neighborhood. In addition, the Coalition for the Upper South Platte installed Rapid Installation Barrier System (RIBS) sandbags around the Autism Center. During the July 16, 2014 rainstorm, the basin overtopped and sent flood waters downstream. The water was prevented from entering the school by the RIBS sandbag wall.

### Camp Creek / Queen's Canyon

The *Geobrugg* Nets, installed by The Navigators Ministry at Glen Eyrie in 2013, performed well during 2014. A small number of trees were captured in the upper net, and posed no concern to areas downstream. The lower net held sediment that accumulated in the channel due to the relatively slow stream flows; it will be cleared by City Public Works before the 2015 monsoon season.



The Navigators Ministry also redesigned the **Camp Creek channel through Glen Eyrie**. The new channel is straighter and armored with boulders and concrete. Seven small bridges were either replaced with large bridges or eliminated, allowing water to flow more readily. The channel is being armored all the way to the new catchment basin in Garden of the Gods Park, with completion expected in January 2015.

At the **northeast corner of Garden of the Gods Park**, a large sediment catchment basin was constructed. The maintainable 16,000 cubic yard catchment basin is designed to remove sediment and allow water to flow-out; it is expected to have very little water during most of the year.



## History of Disasters and Emergency Events

2014	<ul style="list-style-type: none"> <li>• The EOC activated during the USA Pro Cycling Challenge</li> <li>• Drake Power Plant Fire – the EOC activated and provided support for response activities</li> <li>• Severe weather system drops quarter-size hail in areas of Colorado Springs resulting in injuries and significant property damage on May 21, 2014</li> </ul>
2013	<ul style="list-style-type: none"> <li>• The new City EOC activated in support of the El Paso County's Black Forest Fire, which resulted in the loss of two lives, destroyed over 500 homes, and required the evacuation of over 38,000 people. The EOC was activated and staffed 24/7 for 5 days</li> <li>• The EOC activated and monitored severe weather over the Waldo Canyon Burn Scar 12 times from June 2013 through Sept 2013</li> <li>• Declaration of Emergency was issued in response to the September 11th flooding caused by heavy rainfall</li> </ul>
2012	<ul style="list-style-type: none"> <li>• Severe weather storm in June produced hail damage and flooding</li> <li>• Waldo Canyon Fire resulted in the loss of two lives, 347 homes, and required the evacuation of over 32,000 residents in the northwest side of the City. EOC activated for 11 days to support the event, including evacuation, sheltering, re-entry, and recovery</li> <li>• Coordination of emergency resources for USA Pro Cycling Challenge, EOC Activation</li> <li>• Severe weather over the Waldo Canyon Burn Scar produced debris movement and flash flooding</li> </ul>
2011	<ul style="list-style-type: none"> <li>• Coordination of emergency resources for US Golf Association's Women's Open and USA Pro Cycling Challenge</li> <li>• EOC Activation</li> <li>• Multiple training exercises with EOC activation</li> </ul>
2010	<ul style="list-style-type: none"> <li>• Multiple training exercises with EOC activation</li> </ul>
2009	<ul style="list-style-type: none"> <li>• Severe winter storms, EOC Activation</li> </ul>
2008	<ul style="list-style-type: none"> <li>• Numerous wildfires on or near Schriever Air Force Base, Fort Carson Army Post, and Highway 115, required multi-jurisdictional coordination and response</li> <li>• Coordination of emergency resources for US Golf Association's Senior Open</li> </ul>
2007	<ul style="list-style-type: none"> <li>• An Active-Shooter situation at New Life Church resulted in three fatalities. The incident was linked to a shooting earlier in the day at a youth ministry complex in Aurora, Colorado, which resulted in a multi-jurisdictional event that included two cities, Colorado State Patrol, FBI and ATF involvement</li> <li>• Castle West Apartment Complex Fire: two fatalities, 135 unit apartment complex destroyed, all residents left homeless, EOC Activation, SBA declaration</li> </ul>

<b>2006</b>	<ul style="list-style-type: none"> <li>• Two blizzards in one week, multi-jurisdictional coordination and response, hundreds stranded, roadways closed, transit systems shut down, three shelters opened, Presidential Disaster Declaration, EOC activation</li> <li>• Blizzard, power loss for 15,000 to 20,000 customers, EOC activation</li> <li>• Westwood Wildland Fire, multi-jurisdictional wildland fire near the Air Force Academy, EOC activation</li> </ul>
<b>2005</b>	<ul style="list-style-type: none"> <li>• Responded to Hurricane Katrina: Disaster Recovery Center operation for over 1,200 evacuees, multi-jurisdictional coordination and response (into 2006)</li> <li>• High-wind event: winds in excess of 80 mph, 25 percent of the city affected by power outages for up to three days, EOC activation</li> <li>• Fast-moving blizzard with significant snowfall in the northern and eastern areas of the city, EOC activation</li> <li>• Explosive residue at Colorado Springs Airport, EOC activation</li> </ul>
<b>2004</b>	<ul style="list-style-type: none"> <li>• Winds in excess of 100 mph, residential structures damaged</li> </ul>
<b>2002</b>	<ul style="list-style-type: none"> <li>• Hayman Fire: 137,760 acres burned in four counties, 600 structures lost, more than \$39 million in costs, largest fire in Colorado's history, not within city limits but significant resources deployed to assist with the firefighting efforts, EOC activation</li> </ul>
<b>1999</b>	<ul style="list-style-type: none"> <li>• Flooding: considered a 10-year event by the Corps of Engineers, Fountain Creek peak discharge 20,100 cubic feet per second, Presidential Disaster Declaration, EOC activation</li> <li>• Landslide: 10 slopes in residential neighborhoods failed, more than \$4 million in damages</li> </ul>
<b>1997</b>	<ul style="list-style-type: none"> <li>• Blizzard: up to 48 inches of snow, high winds, over 2,000 persons stranded along Interstate 25 corridor, approximately 1,000 persons sheltered, two fatalities locally with nine fatalities statewide, EOC activation</li> <li>• Flooding, bridges washed out, evacuations in two communities</li> </ul>
<b>1995</b>	<ul style="list-style-type: none"> <li>• Landslide in southwestern part of town: homes destroyed or severely damaged</li> </ul>
<b>1993</b>	<ul style="list-style-type: none"> <li>• Flash flooding with Fountain Creek overflowing</li> </ul>
<b>1972</b>	<ul style="list-style-type: none"> <li>• Jimmy Camp Creek Washout: \$50,000 damage to roads and bridges</li> </ul>
<b>1965</b>	<ul style="list-style-type: none"> <li>• Flooding, tornado, hail, highways closed, 8-10 bridges swept away, Stratmoor Valley evacuated, Fountain Valley</li> <li>• School Reservoir dam burst: hundred evacuated to Colorado Springs Auditorium</li> <li>• Flash floods caused landslide, damage to Cheyenne Mountain Zoo, roadways, major destruction in developed areas, four fatalities</li> </ul>

## Partner and Stakeholder Collaboration

### Overview

The Colorado Springs OEM strives to build and maintain strong relationships with local emergency management partners and stakeholders. Ensuring trusted collaboration exists between local and regional stakeholders is critical in the planning and response to complex situations and projects.

These collaborative relationships are built upon and maintained through a cycle of educational seminars to learn about the capabilities of our partners, ongoing planning meetings, shared trainings and exercises, and continued contact throughout the year.



### 2014 Collaboration Highlights

#### Emergency Management Access and Functional Needs Working Group

OEM is a participant in the local Emergency Management Access and Functional Needs (AFN) Working Group. The AFN working group meets quarterly and strives to identify and fill gaps in emergency response planning for individuals who have a disability or access and functional needs.

#### Emergency Management Collaborative

OEM meets quarterly with emergency management personnel from all local military installations, along with other public, private, and non-profit organizations. These meetings allow continuous collaboration and cross-sharing of vital information regarding our community as a whole.

#### Public-Private Partnerships

OEM has established and continues to nourish relationships with local private companies that play an important role in our community. Of note in 2014, OEM worked with United Services Automobile Association (USAA) and the FedEx on collaborative training and exercise. OEM is also an active participant in the southern Colorado Emergency Preparedness Partnership, a broad coalition striving to enhance all-hazards partnerships between business and government.

### Waldo Canyon Regional Recovery Working Group

Chaired by El Paso County and Colorado Springs OEM, the Waldo Canyon Regional Recovery Working Group (WCRRWG) is a coalition of local municipalities, El Paso County, State of Colorado, Federal agencies, and non-governmental/non-profit organizations committed to protect the lives and property from the post-fire effects of the Waldo Canyon Fire. Collectively, over \$30 million has been spent on fire recovery/flood mitigation, and over 73,000 hours of volunteer work has helped to help rehabilitate the Burn Scar and assist people in recovery from the fire and floods.

### South Central All-Hazards Region

The South Central All-Hazards Region (SCR) is a Homeland Security Grant-funded program that encompasses six jurisdictions, including the City of Colorado Springs. OEM continues to sponsor the staff for the SCR by providing office space and support to 2.5 employees and one full-time volunteer. OEM holds one of six spots on the SCR Executive Board. The SCR provided thousands of hours of local student training in 2014.



### South Central Region Volunteers Organizations Active in Disasters



OEM continues to participate in the SCR Voluntary Organizations Active in Disasters (VOAD), a partnership-based group that facilitates planning and coordination among volunteer agencies that are likely to respond during a disaster. The mission of the SCR VOAD is to build community resiliency throughout the disaster life cycle and to facilitate an effective, agile response to disasters throughout the South Central Region of Colorado while eliminating unnecessary duplication of effort.

### Special Events Planning

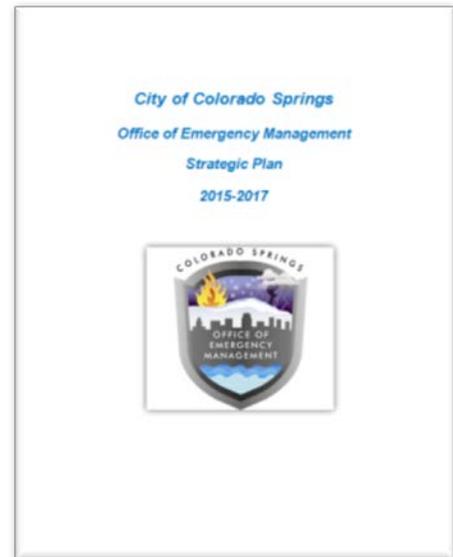
During 2014, OEM fine-tuned a multi-agency Special Events planning process. OEM facilitates the participation of multiple City departments and partner agencies to develop contingency plans that coincide with Special Events occurring within the City.



## Strategic Plan

During 2014, Colorado Springs OEM reviewed and revised its Strategic Plan to ensure continued effectiveness in the delivery of emergency management services to the City. The Plan provides a road map for calendar years 2015 to 2017 and is synchronized with the City's Strategic Plan.

The 2015-2017 Strategic Plan describes the mission and guiding principles of the OEM and the priorities to achieve over the next two years, as well as the objectives to meet in pursuit of these priorities. The Plan was prepared with input from both private sector and public partners of the emergency management community.



### Mission

The OEM is responsible for providing mitigation, preparedness, response, recovery, and coordination for large-scale emergencies and disasters, both natural and manmade, to the citizens of Colorado Springs for the purpose of saving lives and preventing property damage.

### Priorities

The 2015-2017 Strategic Plan identifies six priorities that will contribute to the overall goal of continuous improvement of services and effectiveness of emergency management. These priorities are:

1. Improvement of emergency plan management system.
2. Improvement of strategic communications planning.
3. Improvement of long-range planning.
4. Leveraging technology to improve situational awareness in the Emergency Operations Center.
5. Optimize cyclic meeting of partner, volunteer and private organizations.
6. Formalize staff-specific training for personnel assigned to EOC during activation.

## Emergency Operations Center

### Function

The Emergency Operations Center (EOC) provides a central location from which government at any level can provide interagency coordination and executive decision-making in support of the incident response.

The EOC does not command or control the on-scene response, but rather carries out the coordination function through:

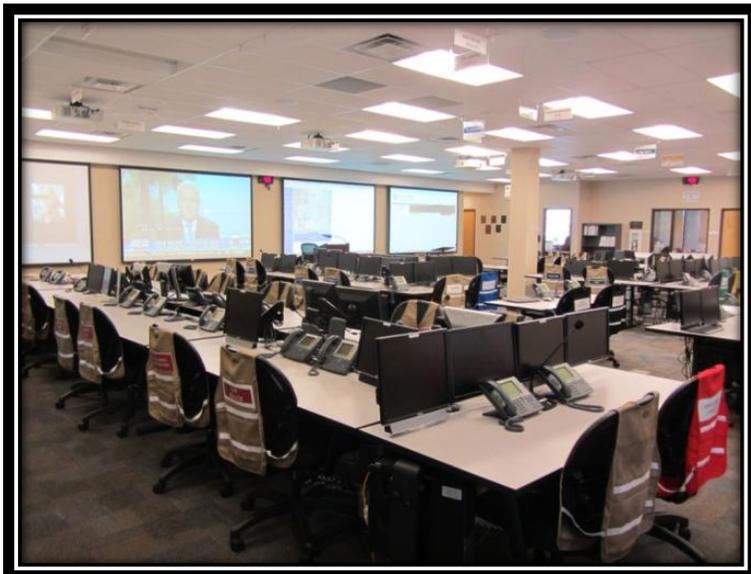
- Information collection/evaluation
- Priority setting
- Resource management

Decision-making at the EOC affects the incident response as well as the public response. The decisions made at the EOC are not tactical decisions, however. Tactical decisions are made by the Incident Commander and the Command Staff at the incident scene.

- The EOC may be the facility from which the multiple agencies or organizations involved are coordinated
- The EOC also plays a critical role in support of the on-scene response



### Colorado Springs EOC



Colorado Springs is fortunate to have a stand-alone EOC facility that was completed in late 2012. The EOC was activated 13 times during 2013 to provide support during the Black Forest Fire and during numerous flash flooding events.

The EOC is also heavily utilized, outside of disaster response as a state-of-the-art training facility for City staff and partner agencies. Approximately 45 training and

exercise events were hosted in the EOC during 2014.

## Emergency Management Training and Exercises

### Overview

Training and exercises for emergency response is an integral part of community preparedness. The Colorado Springs OEM coordinates and participates in multiple activities every year. Training and exercises are specifically tailored to the responsibilities of the personnel involved in incident management. OEM adheres to the doctrine established by the National Incident Management System (NIMS). NIMS establishes guidance on minimum levels of training required for all first responders and ensures consistency in this training across the country.



Exercises are designed to allow personnel to test and validate plans. Exercises allow for opportunities to bring together personnel from multiple agencies to simulate and test capabilities. Exercises can take many forms and are generally discussion-based or operations-based (“boots on the ground”). Through exercises we can evaluate, test, and modify current plans to ensure that responding agencies understand their roles in emergency response.

The City has instituted a robust training and exercise program that fulfills training needs from the First Responders to the Policy Makers. As part of the Emergency Management Accreditation Program (EMAP), Colorado Springs OEM is required to base training on a needs assessment, along with internal and external mandates (e.g. NIMS) to fully address deficiencies identified in corrective action plans.

### Multi-Year Training and Exercise Plan

April	May	June	July	August	September
Planning					
Wildfire					
Weather Terminology/ System EMR/Inc./Post-Event/Service Weather	Thunderstorm Safety/ Preparing for Outdoor	Stich Paving in Stitches/ Preparing for Hot Weather	Tornado Safety	Wildfire Safety/ Business Preparedness	National Preparedness Month
Evaluation	EOC Activation Guide				
	Cross-County May 2 Territory Day/ May 23-25	Spring/Summer June 23-24 Fun Fest/ June 26 Blue Fest/ June 28	Hot of July/ July 3-5 Salute Parade/ July 8-11 Pride Fest/ July 28-29		Bellevue Classic Sept 3-7
Annual Flood Prep TTX April 1	Wildland Fire Quarterly EMG TTX May 7	COE Airport TTX		Train/ National Quarterly EMG TTX	Annual Winterstorm TTX
WUI Evacuation & AIGIS Drill April 25					National Preparedness Month Activities
WebEOC Bi-Monthly Training April 3	Annual EOC Orientation May 14	WebEOC Bi-Monthly Training June 9	Bi-Annual ICS Refresher	WebEOC Bi-Monthly Training	
WUI 3/2014	April 24	May 3	ICS Refresher 6/2014	June 10	
WUI 3/2014	April 24	May 3	ICS Refresher 6/2014	June 10	
WUI 3/2014	April 24	May 3	ICS Refresher 6/2014	June 10	

Multi-year Training and Exercise Plans are designed to improve citywide preparedness, coordination, and disaster resistance. OEM participates in an annual process to develop a deconflicted training and exercise schedule and calendar. This calendar is shared with partner agencies and assists with overall coordination and collaboration.

## Training

OEM coordinated numerous training events during 2014 for both City of Colorado Springs employees and local partner agencies. Incident Command System (ICS) and EOC were the primary trainings offered. The trainings and statistics provided here do not include the thousands of hours of training provided by the South Central All-Hazards Region (SCR).

### EOC Training

EOC training is designed to enhance the role and function of the EOC and its relationship as a component of a multi-agency coordination system. Training ensures that the relationship between the EOC and the Incident Command System is fostered. **Examples of EOC training include:** WebEOC instruction, EOC orientations, and EOC position-specific training.

#### EOC Training Provided:

- # Events: 19
- # People trained: 185
- # Training hours completed:
  - ✓ 33 classroom hours
  - ✓ 6,719 student hours

#### ICS Training Provided:

- # Events: 12
- # People trained: 145
- # Training hours completed:
  - ✓ 102 classroom hours
  - ✓ 14,790 student hours

### ICS Training

ICS is a standardized on-scene incident management concept designed specifically to allow responders to adopt an integrated organizational structure equal to the complexity and demands of any single incident or multiple incidents without being hindered by jurisdictional boundaries. **Examples of ICS training**

**include:** ICS 300-Intermediate, ICS 400-Advanced, and ICS refresher training.

### Other Emergency Management Training

This is a general category for training that does not fit the specific areas above (e.g., courses that enhance the City's ability to respond to emergency situations). The category also includes training and events provided at professional conferences/events for other emergency management personnel. **Examples of other training include:** Homeland Security Exercise and Evaluation Program, GIS, and Continuity of Operations Planning.

#### Other Training Provided:

- # Events: 5
- # People trained: 237
- # Training hours completed:
  - ✓ 37 classrooms hours
  - ✓ 8,828 student hours

#### Total Training Provided/Coordinated in 2014:

- # Events: 36
- # People Trained: 567
- # Training hours completed:
  - ✓ 173 classroom hours
  - ✓ 30,337 student hours



## Exercises

Exercises play a vital role in community preparedness by enabling community stakeholders to test and validate plans and capabilities, and to identify both capability gaps and areas for improvement. They bring together and strengthen the community in its efforts to prevent, protect against, mitigate, respond to, and recover from all hazards.

OEM exercises also contain a mechanism for incorporating corrective actions and lessons learned from incidents into the planning process. OEM exercises follow the exercise design, methodology, and evaluation processes prescribed in the Homeland Security Exercise and Evaluation Program (HSEEP), and other exercise development tools.

OEM coordinated several small-scale, discussion-based exercises during 2014, along with two large exercises that are highlighted in this report:

- Integrated Emergency Management Course
- Exercise "SkyFall"

### Exercises:

# Events: 9

# Participants: 1,684

# Exercise hours:

✓ 63 exercise hours

✓ 106,092 participant hours

## Integrated Emergency Management Course

The Federal Emergency Management Agency (FEMA) selected the City of Colorado Springs, as the result of a highly competitive application process, to engage in a community-specific Integrated Emergency Management Course (IEMC). This intense, four-day course was held in Colorado Springs from February 24 - 27, 2014.

FEMA staff worked directly with our community to develop a scenario specifically tailored to the City of Colorado Springs, our partner agencies, and our planning efforts. The training focused on EOC and Incident Command Post (ICP) personnel. Acceptance into this course provided a rare opportunity to receive custom-made training from FEMA's National Emergency Training Center (NETC) personnel. The NETC employs highly trained and qualified staff and has the most comprehensive emergency management training and exercise program in the country.

This training was provided to Colorado Springs at no charge to our jurisdiction.

**A total of 110 personnel** from the City, and our local partner agencies, participated in the IEMC.



## Exercise SkyFall

The Colorado Springs Airport is required by the Federal Aviation Administration to perform triennial full-scale exercises to test its emergency response capabilities to an airplane crash. For the 2014 exercise, airport officials reached out to additional partner agencies to provide for a more realistic and robust exercise that could be utilized to meet additional training and exercise requirements within the City and surrounding jurisdictions to maximize training and exercise dollars.

OEM was instrumental in leading various aspects of the Exercise Planning Team. Planning will begin soon for the 2017 exercise.

### Quick Facts:

- 1,100 participants  
700 exercise "players"  
150 actors/patients  
120 exercise staff  
70 Observers/VIPs  
46 Participating agencies and departments
- 90 emergency response vehicles
- 10 exercise locations  
5 hospitals  
2 EOCs  
Airplane crash site  
C.S. Airport  
Exercise staging



### SkyFall Exercise Participants

Aerospace Corporation (support)
American Medical Response
American Red Cross
AspenPointe
Black Forest Fire
Bonfils Blood Center
Cimarron Hills Fire
Colorado Springs Airport, Dispatch, Fire Dept., OEM, Public Information, Public Works, Transit Services
Colorado Springs Utilities (support)
Colorado State Patrol
Colorado Technical University (support)
Delta Airlines
El Paso County Coroner
El Paso County Public Health
El Paso County Sheriff's Office Dispatch, Hazmat, OEM, Search and Rescue, Special Communications Unit
Evans Army Community Hospital
Falcon Fire
Flight for Life
Fort Carson 4th ID, Fire and Emergency Services
Fountain Fire/Transport
Medical Reserve Corps of El Paso County
Memorial Hospital-UC Health Central, UC Health North
Memorial Star
Northrop Grumman Corp (support)
Penrose Hospital
Peterson AFB Fire & Emergency Services, Medical Group, Emergency Operations Center
Rocky Mountain Mobile Medical
Security Fire
St. Francis Medical Center
The Salvation Army
Tri-Lakes Fire and Transport
USAFA Fire and Hazmat (support)

## Community Engagement

The Colorado Springs OEM strives to engage the local community in emergency preparedness activities and education throughout the year. Community engagement activities are designed, not only to provide preparedness education, but also to focus on working toward a behavioral change in personal preparedness.



### **Community Engagement:**

- # Events: 20
- # People engaged: 4,337
- # Engagement hours:
  - ✓ 36 event hours
  - ✓ 154,324 participant hours

During 2014, OEM hosted and/or participated in a variety of Community Engagement Activities that included: community meetings regarding Flash Flood and Wildfire risks; presentations to a variety of smaller groups/associations; attending fairs and public gatherings to talk with community members; and hosting a large, residential evacuation drill.

### **Highlight: Pulpit Rock Wildland Urban Interface Evacuation Drill**

96 households and 152 residents of the Pulpit Rock/University Park area participated in a pre-event education meeting and subsequent evacuation drill of their neighborhoods. Participants received a mock "reverse 9-1-1" call with instructions.



Participants then met at an evacuation location where they were fed by The Salvation Army, received a briefing from first responders, and then had an opportunity to visit a mock human shelter run by the American Red Cross and a mock companion animal shelter run by the Humane Society of the Pikes Peak Region. The next neighborhood evacuation drill is being planned for April 2015.

### ***Community Preparedness: The Challenge***

Maximizing awareness and encouraging participation in disaster preparedness activities to affect change at the local level (*ready.gov*).

## Public Information

### General Emergency Public Information

OEM works very closely with the City's Communications Department to develop and implement a Strategic Emergency Public Relations Plan. This Plan describes how the City of Colorado Springs' will communicate to community members with vital information about preparing for, surviving and recovering from natural or man-made disasters. The Plan calls for a two-phased approach that is used to allow staff to create proactive messages to help citizens prepare for an emergency before it happens (Phase One), and to allow staff to provide messages during and after a disaster occurs (Phase Two).

The proactive messaging (Phase One) occurs by providing education through a variety of means (e.g., social media, print media, radio, television, and community meetings) to assist with educating the community. Each month has a messaging theme.



Messaging during and after a disaster (Phase Two) is implemented when an incident occurs. When an incident has occurred and the EOC is open, Public Information Officers (PIOs) will work at the EOC to ensure that the most up-to-date information is being relayed to the public.

### Joint Information Center

The Joint Information Center (JIC) is a physical location where PIOs from organizations involved in incident management activities work together in conjunction with the EOC and/or the incident commander to provide critical emergency information, crisis communications, and public affairs support. The JIC serves as a focal point for the gathering, verifying, coordinating and disseminating information to the public and media concerning incident response, recovery, and mitigation.

In 2014, a dedicated JIC facility was completed. A City conference room was retrofitted with communications and electronic equipment sufficient to ensure that cross-communication among the community the media, and the EOC can effectively be attained. The location is within close proximity to the EOC to also allow physical exchange of information. Additionally, a space that can quickly be outfitted for call-taker operations was established. Call takers were recruited and trained through Pikes Peak United Way's 2-1-1 information service to answer phones during an incident and provide up-to-date information to the community.



# Severe Weather Monitoring and Warning Program

## Overview

Some 98% of all presidentially declared disasters are weather-related, leading to around 500 deaths per year nationally and nearly \$14 billion in damage. Dangerous weather represents the greatest hazard to our community, and the Colorado Springs OEM recognizes the critical importance of comprehensive weather reporting and monitoring. The OEM works closely with the National Oceanic and Atmospheric Administration (NOAA), private weather monitoring organizations and local media, to ensure our community has the most accurate and timely weather information.

## Weather-Ready Ambassador

In 2014, Colorado Springs OEM was designated a “Weather-Ready Nation Ambassador” by NOAA. This designation signifies our commitment as a trusted partner in building community resilience in the face of extreme weather and our ongoing pledge to provide the best possible analysis.



## StormReady Community

Colorado Springs earned the National Weather Service’s (NWS) StormReady designation in spring of 2005, becoming one of only a few communities in the entire state to achieve such recognition. The OEM continues to sustain this prestigious accreditation.



*“A community that demonstrates its communications systems provides an easy flow of critical severe weather warnings and information between NOAA’s NWS, emergency response agencies, and the residents of and visitors to the community earns*

*StormReady designation. StormReady communities are better prepared to save lives from the onslaught of severe weather through better planning, education, and awareness. No community is storm-proof, but StormReady can help communities save lives.”*

## Partnership

The OEM works closely with the staff of the NWS located in Pueblo, Colorado, and with Skyview Weather, a weather-analysis service contracted by the OEM. These meteorological professionals represent decades of technical experience and help provide the best information for our emergency leaders and help our community leaders make informed decisions during weather-related incidents.



## Public-Warning Systems

OEM uses various public warning systems to alert the public about emergencies, and any actions they should take to respond. Messaging is coordinated to ensure accuracy and timeliness. Primary systems used by OEM include:

### Emergency Notification System

OEM coordinates with the El Paso-Teller County Emergency Notification System (ENS) to send alerts of emergency situations that are a threat to life or property, or situations deemed dangerous by public safety officials. This may include, but not limited to, man-made disasters, hazardous materials incidents, missing persons, crime, or neighborhood/business evacuation notifications. The public will receive time-sensitive messages wherever specified, such as their home phone, mobile or business phones, email address, or via text messaging.



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For individuals who registered for the ENS system prior to July 2013, OEM requests that they create a new account and re-register at: <http://www.elpasoteller911.org>.

### Emergency Alert System

OEM coordinates with the NWS to send detailed warnings via broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service providers, and direct broadcast satellite providers.

It is important to note that during an emergency, the general public should use as many forms of communication as possible to stay informed. This includes news broadcasts, radio stations, social media websites, weather radios, etc. Citizens should not put their safety at risk by waiting for an emergency notification phone call before taking steps to prevent injury. If at any time there are indications of danger, citizens should take appropriate action to ensure their safety.



# Comprehensive Emergency Operations Plan

## Overview

Preparedness is achieved and maintained through an ongoing cycle of planning, training, exercising, and corrective action. Ongoing preparedness efforts among those involved in emergency management activities ensure coordination during times of crisis. Colorado Springs OEM works closely with emergency responders, community partners, and residents to engage in comprehensive disaster planning.

The purpose of the emergency operations plan is to ensure a coordinated response by identifying roles, responsibilities and actions required from City departments and partner response agencies in preparing for and responding to major emergencies and disasters.

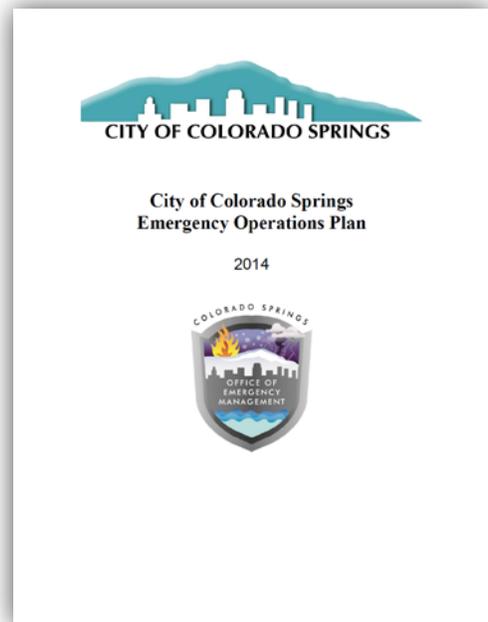
## Emergency Operations Plan

The City of Colorado Springs' comprehensive Emergency Operations Plan (EOP) is a critical element of community preparedness. The EOP serves as an umbrella for critical components of emergency planning within the City. In order to focus emergency planning on the appropriate natural or human-caused hazards the City may face, a Hazard Analysis and Risk Assessment is performed.

The Office of Emergency Management (OEM) is EMAP-accredited, which means that OEM has met rigorous nationally recognized standards. OEM leads the creation and maintenance of more than 80 plans, annexes, appendices, and procedures in concert with other City departments, response partners and stakeholders. OEM will continue developing and maintaining emergency planning activities under the Comprehensive Emergency Plan umbrella, including the Emergency Operations Plan (EOP), the Pre-Disaster Mitigation (PDM) Plan, evacuation planning, the Emergency Notification System, and citywide continuity plans. OEM will ensure emergency plans

within the City are consistent with one another and meet National Incident Management System (NIMS) compliance and other national standards.

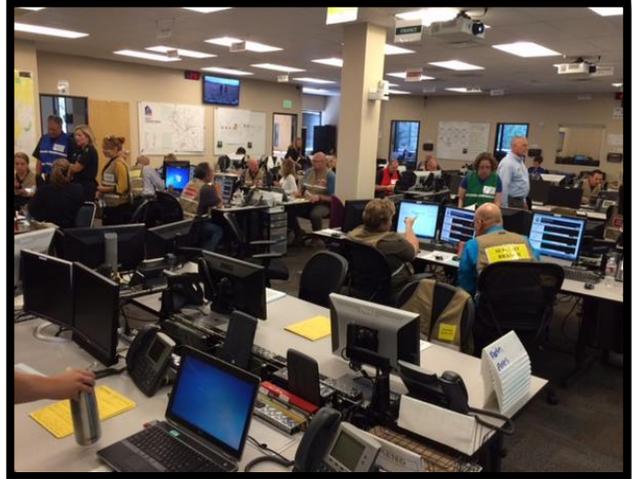
In 2014, EOP was updated with new information and maintenance. In addition, a major revision of the PDM Plan is scheduled to take place in 2015.



## Special Event Coordination

### Overview

Throughout the year, Colorado Springs hosts festivals, parades and other unique events that have the potential to draw large crowds. Under normal conditions, these events go on with few or no problems. However, if something unusual occurs due to severe weather or a man-made hazard, the City may have to mobilize resources to respond to the incident. Depending on the scope and complexity, the city EOC may activate.



Effective pre-event planning and coordination can help mitigate the effects of such a contingency. With this in mind, the OEM has the lead to facilitate coordination between public and private partners to ensure effective Special Events Contingency Planning.

#### A Special Event:

- ✓ Is non-routine.
- ✓ Places a strain on community resources.
- ✓ May involve a large number of people.
- ✓ Requires special permits or additional planning, preparation, and mitigation.

Detailed planning and pre-event coordination can reduce local emergency management response times and better enables agencies to manage contingencies.

In 2014, the City of Colorado Springs successfully hosted numerous special events involving thousands of spectators; of note was the highly successful execution of the US Pro Cycle Challenge in August. Thousands of spectators viewed some the best athletes in the world as they raced through the streets of downtown Colorado

Spring and the picturesque Garden of the Gods. Months of special event planning and coordination ensured that the race was conducted in a safe manner and was a testimony to the professionalism of the many organizations that participated in the planning process.



# Resource Coordination and Management

## Overview

Emergency management and incident response activities require carefully managed resources (personnel, teams, facilities, equipment, and/or supplies) to meet incident needs. Utilization of the standardized resource management concepts such as typing, inventorying, organizing, and tracking facilitate the dispatch, deployment, and recovery of resources before, during, and after an incident.



## History

In the aftermath of blizzards occurring just days apart in 2006, it became apparent through After Action Reporting that a centralized system to manage the resources available to personnel within Colorado Springs would increase efficiency and decrease costs associated with disaster response and recovery. The Waldo Canyon Fire proved that a system that allowed visibility of resource status and location was essential both at the local level as well as the State level.

## Resource Typing and Management

The City of Colorado Springs OEM uses a dual process for resource management. One process is related to larger resources that may be shared with other jurisdictions during a large-scale national emergency. Guidelines on how to classify these larger resources is provided by FEMA through NIMS.

The other process OEM uses in resource management concerns smaller or locally specialized resources that are used primarily in local or regional events. This second process for resource management is largely customized to best meet the city's needs.



Lastly, OEM uses WebEOC software, a web-based disaster information management system, to facilitate the city's resource management program. This system allows status visibility for all resource requests coming to the EOC. It also connects our resources with those at the State of Colorado EOC to enhance our resource management common operating picture.

## List of Acronyms

AFN	<u>Access and Functional Needs</u> – a local working group which helps identify issues unique to individuals who have a disability or access and functional needs.
ATF	<u>Bureau of Alcohol, Tobacco, Firearms and Explosives</u> – a federal agency overseeing the illegal use/trafficking of firearms and explosives, and the illegal diversion of alcohol and tobacco ( <a href="http://www.ATF.gov">http://www.ATF.gov</a> ).
CEPP	<u>Colorado Emergency Preparedness Partnership</u> - a broad voluntary coalition including business and government ( <a href="http://www.thecepp.org">http://www.thecepp.org</a> ).
COOP	<u>Continuity Of Operations</u> – a plan used by agencies and organizations to ensure that mission essential functions continue to be performed during an emergency.
CUSP	<u>Coalition for the Upper South Platte</u> - protects the water quality and ecological health of the Upper South Platte Watershed ( <a href="http://cusp.ws/">http://cusp.ws/</a> ).
EAS	<u>Emergency Alert System</u> - used by alerting authorities to send warnings during times of emergency ( <a href="https://www.fema.gov/emergency-alert-system">https://www.fema.gov/emergency-alert-system</a> ).
EMAP	<u>Emergency Management Accreditation Program</u> – provides measurable standards of excellence within the field of emergency management.
ENS	<u>Emergency Notification System</u> – used by the Counties of El Paso and Teller to send emergency alerts in situations deemed dangerous to public safety.
EOC	<u>Emergency Operations Center</u> - a central command/control facility for strategic emergency management functions (does not directly control field assets).
EOP	<u>Emergency Operations Plan</u> - serves as an umbrella for critical components of emergency planning within the City of Colorado Springs.
FBI	<u>Federal Bureau of Investigation</u> – a federal agency which upholds and enforces U.S. criminal laws ( <a href="http://www.fbi.gov/denver">http://www.fbi.gov/denver</a> ).
FEMA	<u>Federal Emergency Management Agency</u> – under the Department of Homeland Security, works to improve the capability to prepare for, protect against, respond to, recover from and mitigate all hazards ( <a href="http://www.fema.gov">http://www.fema.gov</a> )
GIS	<u>Geographic Information System</u> - a computer system designed to capture, store, manipulate, analyze, manage, and present all types of geographical data.
HSEEP	<u>Homeland Security Exercise and Evaluation Program</u> - a set of guiding principles for exercise management, design and development, evaluation, and planning.
ICP	<u>Incident Command Post</u> - the physical location of the tactical-level, on-scene incident command and management organization.
ICS	<u>Incident Command System</u> - a systematic tool used for the command, control, and coordination of emergency response.
IEMC	<u>Integrated Emergency Management Course</u> - exercise-based training activity that places EOC personnel under realistic crisis situations.

JIC	<u>Joint Information Center</u> - a location where PIOs work with the EOC and/or the incident commander to provide critical emergency and public affairs support.
LEB	<u>Log Erosion Barrier</u> – System for detaining runoff and sediment on slopes by felling standing timber and backfilling to create small detention basins.
MPH	<u>Miles Per Hour</u> – a rate of speed
NETC	<u>National Emergency Training Center</u> – located in Emmitsburg, Maryland responsible for providing emergency management training nationwide.
NIMS	<u>National Incident Management System</u> - a systematic approach used to guide departments and agencies to work in an emergency.
NOAA	<u>National Oceanic and Atmospheric Administration</u> - provides daily weather forecasts, severe storm warnings and climate monitoring ( <a href="http://www.noaa.gov">http://www.noaa.gov</a> )
NWS	<u>National Weather Service</u> – a division of NOAA, responsible for viewing and predicting weather-dependent events.
OEM	<u>Office of Emergency Management</u> – a City agency responsible for comprehensively planning for and responding to all manner of disasters.
PDM	<u>Pre-Disaster Mitigation</u> plan – a program under FEMA that provides allows state and local agencies the ability to work on hazard mitigation planning and projects.
PIO	<u>Public Information Officer</u> – an individual within an organization or department responsible for the decimation of information to the public.
PMI	<u>Project Management Institute</u> - a not-for-profit organization that supports project management professionals in the Pikes Peak/Colorado Springs region.
RIBS	<u>Rapid Install Barrier System</u> – fabric bags that are filled with materials such as dirt, sand, gravel, and/or rocks, to create barricades, walls and levees.
SBA	<u>Small Business Administration</u> - an independent agency of the federal government to aid, counsel, assist and protect the interests of small business concerns.
SCR	<u>South Central All-Hazards Region</u> – one of ten groups of counties within the state that provides leadership in all-hazard events ( <a href="http://www.dhsem.state.co.us">http://www.dhsem.state.co.us</a> ).
USAA	<u>United Services Automobile Association</u> – local business partner.
VOAD	<u>Volunteers Organizations Active in Disasters</u> – a forum used to share knowledge and resources ( <a href="http://www.ready.gov/voluntary-organizations-active-disaster">http://www.ready.gov/voluntary-organizations-active-disaster</a> ).
WCRRWG	<u>Waldo Canyon Regional Recovery Working Group</u> – a coalition committed to protecting lives and property impacted by the fire and subsequent hazards.
WUI	<u>Wildland Urban Interface</u> - the zone of transition between unoccupied land and human development.





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