



Colorado Springs Office of Emergency Management

2015 ANNUAL REPORT



Message from the Director

To the Residents of Colorado Springs:

The Spring of 2015 proved, once again, that the power of nature is difficult to predict. The heavy rains of May-early June were some of the most intense in the history of Colorado, causing wide-spread damage throughout our region. We witnessed significant erosion to many of our trails, parks and public infrastructure. Fortunately, the rainfall occurred over long periods of time and the risk of flash flooding was reduced. Still it reminds all of us that the hazard of flash flooding remains a dangerous and valid hazard.

The winter of 2015-2016 may prove to be a major challenge to our community due to the phenomenon of El Niño. The last time we saw such a weather pattern was in 1997 when Colorado Springs experienced record snow fall. The Office of Emergency Management (OEM) has been working closely with numerous partners to prepare for a wide range of contingencies. Throughout 2015, we conducted numerous exercises and also updated our City Hazard Mitigation Plan in a continuous effort to remain at a high state of readiness for both technological and natural hazards.

Here in Colorado Springs, we take a *Whole Community* approach to emergency preparedness. The strength of our preparedness comes not only from our own planning efforts, but through the resiliency and preparedness of our community members - from individual household to neighborhood associations. Thank you for your support and I highly encourage you to visit the OEM website csready.org for more information on staying prepared and ready. Together, let's have a safe and prosperous 2016!

Sincerely,



Bret Waters
Director of Emergency Management
Office of Emergency Management

Table of Contents

Emergency Management in Colorado Springs	1
Office of Emergency Management Organizational Chart.....	2
Community Hazards	3
Disaster Recovery	5
History of Disasters and Emergency Events	9
Partner and Stakeholder Collaboration	11
Strategic Plan	13
Emergency Operations Center	14
Emergency Management Training and Exercises	15
Training	16
Exercises	17
Community Engagement	19
Public Information	20
Severe Weather Monitoring and Warning Program	21
Public Warning Systems	22
Emergency Operations Planning.....	23
Special Event Coordination	24
Resource Coordination and Management	25
List of Acronyms and Abbreviations.....	26

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.



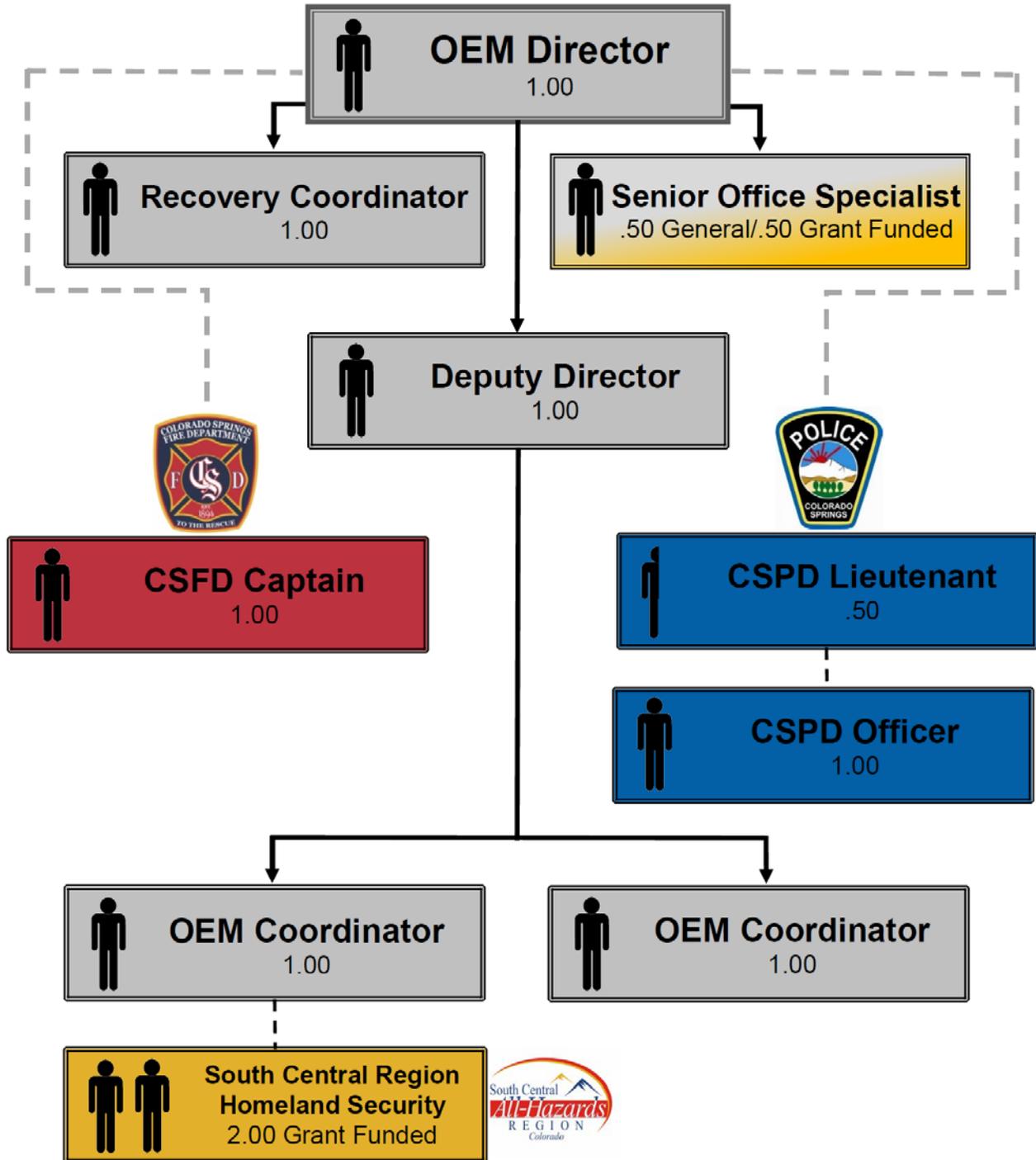
Overview

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 residents 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



Community Hazards

Natural Hazards

The Colorado Springs area has endured numerous natural disasters. 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, geological, 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.

Geological

Landslides are one of the most prominent geological hazards that have been recorded in the Colorado Springs area as far back as 1959. The majority of landslides in Colorado Springs occur in the foothills west of I-25. In 1999, heavy rains caused landslides and significant damage to homes; the same situation occurred in 2015 when record-breaking rains fell in May and June which activated landslides and caused clay-laden soils to expand, damaging scores of homes on the City's west side. In both cases, Colorado Springs sought assistance from the Federal Emergency Management Agency (FEMA).

Severe Weather



The Colorado Springs area is subject to many 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 Hazards

Human-caused hazards refer to threats to life safety and property originating from and caused by people, either inadvertently (from ignorance, accident, or negligence) or intentionally. Human-caused hazards are not generally caused by natural phenomena but infectious disease can definitely be influenced by it. However, due to the fact that infectious disease is greatly influenced by human activity, it is included here. Human-caused hazards for Colorado Springs include:

- Hazardous material incidents
- Terrorism
- Infectious Disease

The most likely Human Caused Hazard is a Hazardous material incident.

Hazardous Material Incident

In essence, HAZMAT incidents consist of solid, liquid, and/or gaseous contaminants that are released from fixed or mobile containers, whether by accident or by design as with an intentional terrorist attack. A HAZMAT incident can last hours to days, while some chemicals can be corrosive or otherwise damaging over longer periods of time. In addition to the primary release, explosions and/or fires can result from a release, and contaminants can be extended beyond the initial area by persons, vehicles, water, wind, and possibly wildlife.

A hazardous material incident can occur in a variety of locations and spatial extents. Some incidents (such as a fuel spill) can occur in a small location and impact a small spatial extent. Others, such as the release of toxic chemicals may occur from a small location or source but can spread over large areas. Due to the continuous presence of hazardous materials being transported or stored in and around Colorado Springs, HAZMAT incidents of varying magnitudes are considered "likely" future events.

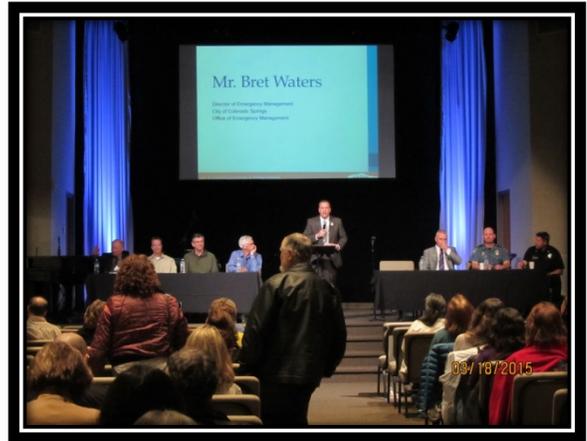


There are many sources of hazardous materials in Colorado Springs. These sources include chemical manufacturers, service stations, healthcare facilities and hazardous materials disposal sites. Hazardous materials are also shipped daily on area highways and railroads, to include a major railroad that runs through the center of Colorado Springs.

Disaster Recovery

Community Preparedness

OEM conducted two flood preparedness community meetings in 2015 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.



Waldo Canyon Fire Recovery (DR 4067)

Waldo Canyon Regional Recovery Group

Colorado Springs OEM continued to partner with El Paso County and numerous local government, state and federal government partners, non-governmental organizations and private land owners to perform mitigation and recovery work on and adjacent to the Waldo Canyon Fire Burn Scar. In 2015, 13,839 volunteer hours were contributed toward hill slope stabilization, planting grasses, removal of noxious and invasive plant species, and cleaning waterways. The City of Colorado Springs worked with the Natural Resources Conservation Service to build catchment facilities and strengthen stormwater channels adjacent to the Burn Scar.



North Douglas Creek

The 16,000 cubic yard basin that was constructed on the Flying W Ranch in 2014 was cleared of sediment in late April in preparation for the 2015 monsoon season. Rains that began in early May 2015 quickly filled the basin and cut a new channel around the stock pond, effectively circumventing the large alluvial fan that was constructed. However, the basin did stop up to 20,000 cubic yards of sediment from reaching the storm water system when the material piled nearly six feet higher than the flood grade during

the rains. The downstream stock pond was filled nearly 50% with sediment, but the downstream in-channel drop structures held in place.

The basin was again cleared of sediment, and a second large basin was temporarily constructed downstream to catch additional runoff. Subsequent rains did not contribute additional sediment to the City stormwater system. Funding from the Natural Resources Conservation Service will be used to further reinforce the channel and collect more sediment.

South Douglas Creek

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. The maintainable sediment catchment basin was emptied of sediment twice in 2015 in an effort to protect the Autism Center and a portion of the Mountain Shadows neighborhood. A sudden rainstorm and subsequent flash flood on August 10, 2015, damaged the Autism Center as well as homes and vehicles downstream when the basin's outflow culvert was clogged with debris

and overtopped; water rushed through Hole-in-Wall and overtopped the Rapid Installation Barrier System (RIBS) sandbags around the Autism Center for the first time. The Autism Center had to move to a temporary location while their National Flood Insurance Program claim was being processed and repairs were being made to the facility.

Camp Creek / Queen's Canyon

The Navigators Ministry at Glen Eyrie completed construction of channel armoring and bridge enlargement projects that straightened **Camp Creek channel through Glen Eyrie**. The new channel performed as designed during the 2015 monsoon season, effectively moving water and sediment through the property and protecting the people and facilities. The *Geobrugg* Nets, installed by The Navigators Ministry at Glen Eyrie in 2013, were modified to strengthen the bottom net by connecting it to the top net. No large debris came down Queen's Canyon in 2015.



At the **northeast corner of Garden of the Gods Park**, the large sediment catchment basin was cleared of sediment in early May, just ahead of the record-breaking rainfall. The maintainable 16,000 cubic yard catchment basin captured sediment, but was damaged by high water flows. Part of the trail was also damaged and had to be rerouted. Planning for a modification to the basin as well as construction of a larger basin downstream will likely begin in 2016.

September 2013 Flooding (FM-4145)

Federal Disaster FM-4145 was the result of record-breaking rainstorms along the entire Colorado Front Range in mid-September 2013. In Colorado Springs, damage occurred across the city, but the most significant damage occurred along Cheyenne Creek on the City's southwest side.

May – June 2015 Flooding (DR 4229)



From early May through mid-June 2015, heavy rain inundated much of Colorado Springs and El Paso County. The Mayor declared a disaster for May 4 - June 15 through a series of emergency declarations by the Mayor. Colorado Governor Hickenlooper requested federal assistance to deal with the disaster, which eventually included counties all along the Front Range and eastern Colorado. President Obama signed Federal Disaster Declaration 4229 which assigned federal resources to provide "Public Assistance" to local

governments. The City of Colorado Springs began the process of applying for federal grants for projects ranging from restoration of facilities in the Red Rock Open Space, numerous trails and road/bridge repairs, and rebuilding stormwater systems.

The heavy rains also affected homes, especially in the southwest portion of Colorado Springs. Land movement was reported in several neighborhoods.

The **Rockrimmon Neighborhood** was the first to be impacted by the rains. Heavy flows in Rockrimmon Creek cut the toe of the slope (the bottom portion) and caused the land above it to begin sloughing away from the homes. One home's deck was torn away by the landslide, and several other decks were moved. No damage to home foundations was reported. The City Public Works Department initiated a mitigation plan that included installing a 96-inch diameter culvert through the drainage, and repurposing material from the two large sediment catchment basins to fill and stabilize the location.





In **Skyway**, a hill slope began sliding away from one home on Constellation Drive and into homes at the bottom of the slope on Zodiac Drive. One home was condemned for human habitation by City Code Enforcement due to utilities becoming compromised. Several homes experienced damage to their foundations and walls and are being monitored for further movement and damage. Some properties experienced damage to their electrical and natural gas supply infrastructure; this was repaired by Colorado Springs Utilities. At the end of 2015, the

landslide was still moving even though the ground had frozen.

In **Broadmoor Bluffs**, homes along a portion of Broadmoor Bluffs Drive were severely damaged when the scarp (upper "crack" of the landslide) developed through the homes, effectively breaking several houses in two. One home was condemned for human habitation by City Code Enforcement due to a break in the sewer line. The scarp also developed on the outside of some homes and has pulled decks and patios away from the main home structure. At the end of 2015, the landslide was still moving and several homeowners were evaluating if they could safely remain in the home.



Other **Broadmoor** neighborhoods also reported damage to homes from land movement. The land movement affected neighborhoods that were also impacted in the Presidential Disaster Declaration for the 1999 landslides.

The City of Colorado Springs began seeking funding through the Hazard Mitigation Grant Program (HMGP) from the Federal Government to acquire the damaged homes. The City received an acceptance to apply for the HMGP, a process that will take 1-2 years. Planning was underway for a multi-year program to seek grants and other funding to assist property owners and ensure the safety of residents.

History of Disasters and Emergency Events

2015	<ul style="list-style-type: none"> A gunman attacked a medical clinic resulting in a five-hour standoff and the deaths of a police officer and two civilians. The EOC provided logistical support for the response and recovery operations. Record breaking rain in May and early June caused significant damage to public infrastructure, flooded approximately 600 home basements, caused a number of landslides throughout the city, and resulted in a Presidential Disaster Declaration DR-4229. Heavy rain over the Waldo Canyon Burn Scar caused flash flooding that affected roadways and forced the evacuation of the Alpine Autism Center.
2014	<ul style="list-style-type: none"> The EOC activated during the USA Pro Cycling Challenge. Drake Power Plant Fire – the EOC activated and provided support for response activities Severe weather system drops quarter-size hail in areas of Colorado Springs resulting in injuries and significant property damage on May 21, 2014.
2013	<ul style="list-style-type: none"> 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 The EOC activated and monitored severe weather over the Waldo Canyon Burn Scar 12 times from June 2013 through Sept 2013. Declaration of Emergency was issued in response to the September 11th flooding
2012	<ul style="list-style-type: none"> Severe weather storm in June produced hail damage and flooding. 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. The EOC activated to coordinate emergency resources for the USA Pro Cycling Challenge. Severe weather over the Waldo Canyon Burn Scar produced debris movement and flash flooding.
2011	<ul style="list-style-type: none"> Coordination of emergency resources for US Golf Association's Women's Open and USA Pro Cycling Challenge Multiple training exercises with EOC activation
2009	<ul style="list-style-type: none"> The EOC activated to support severe winter storms.
2008	<ul style="list-style-type: none"> Numerous wildfires on or near Schriever Air Force Base, Fort Carson Army Post, and Highway 115, required multi-jurisdictional coordination and response Coordination of emergency resources for US Golf Association's Senior Open
2007	<ul style="list-style-type: none"> 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 were involved. Castle West Apartment Complex Fire: two fatalities, 135 unit apartment complex destroyed, all residents left homeless, EOC Activation, SBA declaration.

2006	<ul style="list-style-type: none"> • 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. • Blizzard, power loss for 15,000 to 20,000 customers, EOC activation. • Westwood Wildland Fire, multi-jurisdictional wildland fire near the Air Force Academy, EOC activation.
2005	<ul style="list-style-type: none"> • Responded to Hurricane Katrina: Disaster Recovery Center operation for over 1,200 evacuees, multi-jurisdictional coordination and response (into 2006). • 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. • Fast-moving blizzard with significant snowfall in the northern and eastern areas of the city, EOC activation. • Explosive residue at Colorado Springs Airport, EOC activation.
2004	<ul style="list-style-type: none"> • Winds in excess of 100 mph, residential structures damaged
2002	<ul style="list-style-type: none"> • 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. • Hailstorm, estimated \$24.1 million dollars in damages.
1999	<ul style="list-style-type: none"> • Flooding: Fountain Creek peak discharge 20,100 cubic feet per second, Presidential Disaster Declaration, EOC activation • Landslide: 10 slopes in residential areas failed, more than \$4 million in damages
1997	<ul style="list-style-type: none"> • 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. • Flooding, bridges washed out, evacuations in two communities.
1995	<ul style="list-style-type: none"> • Landslide in Southwest Colorado Springs resulting in severely damaged or destroyed homes.
1993	<ul style="list-style-type: none"> • Flash flooding with Fountain Creek overflowing.
1972	<ul style="list-style-type: none"> • Jimmy Camp Creek Washout: \$50,000 damage to roads and bridges.
1965	<ul style="list-style-type: none"> • Flooding, tornado, hail, highways closed, 8-10 bridges swept away, Stratmoor Valley evacuated, Fountain Valley flooded. • School Reservoir dam burst: hundreds evacuated to Colorado Springs Auditorium • Flash floods caused landslide, damage to Cheyenne Mountain Zoo, roadways, major destruction in developed areas, four fatalities.

Partner and Stakeholder Collaboration

Overview

The Colorado Springs OEM takes a “Whole Community” approach to emergency management. Our strategic themes are to:

- Understand community complexity.
- Recognize community capabilities and needs.
- Foster relationships with community leaders.
- Build and maintain partnerships.
- Empower local action.
- Leverage and strengthen social infrastructure, networks, and assets.



OEM has a direct linkage to the Colorado Springs Strategic Plan goal of *Building Community and Collaborative Relationships*.

2015 Collaboration Highlights

Emergency Management Access and Functional Needs Working Group

OEM co-chairs the local Emergency Management Access and Functional Needs (AFN) Working Group. The AFN working group is hosted by the Colorado Springs Independence Center and meets quarterly. The goal of the working group is to strengthen dialogue and emergency planning for individuals who have a disability or access and functional needs.

Emergency Management Collaborative

OEM met quarterly with emergency management personnel from all local military installations, along with other public, private, and non-profit organizations. The highlight of the 2015 Civil-Military Collaboration was an inaugural executive level meeting held in September. Leaders from all military installations along with City, County and State emergency management stakeholders discussed common issues and committed to strengthen training and communication efforts.

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 2015, OEM met with numerous leaders of the business community to include executive leaders from FedEx to discuss mutual preparedness efforts. OEM is also an active participant in the southern Colorado Emergency Preparedness Partnership (CEPP), 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 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 two 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 2015.



South Central Region Voluntary 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 2015, Colorado Springs safely hosted a number of special events such as the Labor Day Lift Off and the 4th of July celebration. Each event requires detailed coordination and planning. OEM facilitates multiple City departments and partner agencies in the development of emergency contingency plans.



Strategic Plan

Colorado Springs OEM began implementation of its 2015-2017 Strategic Plan. 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 OEM. The Plan identifies goals to achieve over the next two years, as well as the objectives required in support of these goals. The Plan was prepared with input from both private sector and public partners of the emergency management community.



Mission

The Office of Emergency Management is responsible for providing mitigation, preparedness, response, recovery, and coordination for large-scale emergencies and disasters, both natural and manmade, to the residents 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 an 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 several times during 2015, at a variety of levels, to provide support during the Spring rain events and, most recently, to support the Centennial Blvd. shooting event.

The EOC is also heavily utilized outside of disaster response as a state-of-the-art training facility for City staff and partner agencies. More than 40 training and exercise events were hosted in the EOC during 2015.

Emergency Management Training and Exercises

Overview

Training and exercises for emergency response is an integral part of community preparedness. 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 develop training based 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

Colorado Springs OEM Training, Exercise, and Event Calendar - 2016 (includes local partners events)

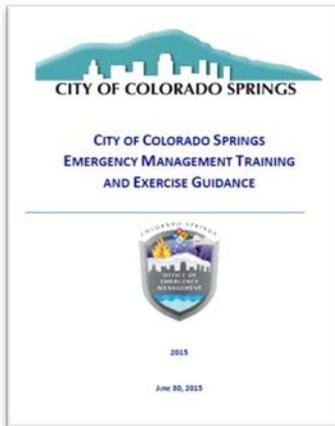
April	May	June	July	August	September
		Flooding			
		Hail, Tornado, Severe Lightning			
		Wildfire			
Weather Terminology/ Preparedness Kits	Thunderstorm Safety/ Preparing for Outdoor	Flash Flood	Tornado Safety	Wildfire Safety/ Business Preparedness	National Preparedness Month
	Cinco de Mayo: May 1 Territory Days: May 28-30	Springs Spree: June 11-12 Fan Fest: June 24 Bike Fest/PPIHC: June	4th of July: July 2-4 Rodeo Parade: July 13-16 Pride Fest: July		Labor Day Lutoff: Sept 3-5
Community Meetings	Sky Sox Preparedness Day May 22				
EOP Incident Annex IX EOP Incident Annex X EOC Flash Flood Plan Recovery Plan	Damage Assessment Plan Debris Management Plan	Resource Mobilization Plan	EOP Incident Annex V EOP Incident Annex VI	Hazard Mitigation Plan	Citywide Command Plan
Annual Flood Workshop April 7	Damage Assessment and Debris Management Training	COS Airport TTX	Train Derailment TTX	Hazard Mitigation Plan Seminar	Annual Winterstorm TTX

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 2015 for both City of Colorado Springs employees and local partner agencies. Incident Command System (ICS) and EOC were the primary trainings offered. The training and statistics provided here do not include the thousands of hours of training provided by the South Central All-Hazards Region (SCR).

Colorado Springs Employee Training



At the onset of 2015, Colorado Springs OEM instituted new guidance for City employees by formalizing NIMS and EOC training requirements as part of the employee's annual performance plan. OEM created an Emergency Management Training and Exercise Guidance document that outlines the required and suggested training, by EOC position, for all EOC staff.

This Guidance further outlines training requirements for Field Staff and First Responders. Tracking and compliance is maintained at the Department level throughout the City.

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: 11
- # People trained: 156
- # Training hours completed:
 - ✓ 56 classroom hours
 - ✓ 9,126 student hours

ICS Training Provided:

- # Events: 11
- # People trained: 222
- # Training hours completed:
 - ✓ 26 classroom hours
 - ✓ 5,772 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 100, 200, and 700, ICS refresher training, and ICS training for Elected Officials.

Other Emergency Management Training

This is a general category of training that does not fit 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:** Incident After Action Meetings, presentations at the Colorado Emergency Management Conference, and Special Event Coordination training.

Other Training Provided:

- # Events: 4
- # People trained: 100
- # Training hours completed:
 - ✓ 9 classroom hours
 - ✓ 900 student hours

Total Training Provided/Coordinated in 2015:

- # Events: 42
- # People Trained: 1,637
- # Training hours completed:
 - ✓ 154 classroom hours
 - ✓ 251,825 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 2015, along with one large exercise that is highlighted in this report, the "Palmer's Exodus" Full Scale Neighborhood Evacuation Exercise, described next.

Exercises:

- # Events: 16
- # Participants: 1,159
- # Exercise hours:
 - ✓ 60 exercise hours
 - ✓ 69,926 participant hours

Exercise Highlight: “Palmer’s Exodus”

146 households and 275 residents of the Palmer Park area participated in the “Palmer’s Exodus” Residential Evacuation Full Scale Exercise in April 2015. Residents volunteered to evacuate their homes, some bringing their pets along.

Exercise areas included:

Law Enforcement

- Multiple law enforcement agencies conducted door-to-door evacuation procedures throughout the affected area. Officers utilized an ArcGIS Online tool to track homes that were evacuated. Animal Law Enforcement evacuated animals.

Fire Operations

- Fire departments practiced staging, check-in, and inter-agency fire operations in the Greencrest neighborhood. Fire personnel also coordinated with air resources.

Public Safety Dispatch

- Dispatch Centers coordinated the response of mutual aid fire resources. Dispatch also tracked the damage assessment and evacuations as they were being entered into ArcGIS Online.

Damage Assessment

- Teams utilized an ArcGIS Online tool to conduct damage assessment throughout the Greencrest neighborhood.

Public Information

- All participating agencies engaged the media before and during the exercise which provided opportunities for media personnel to accompany law enforcement and fire during their respective operations.

Sheltering Operations

- The American Red Cross, the Humane Society of the Pikes Peak Region, and The Salvation Army set up and ran mock disaster sheltering operations for humans and their companion animals, while also providing feeding services.

Community Education

- Numerous agencies set up educational booths at the mock shelter.

“Palmer’s Exodus” Exercise Participants
Non-governmental Organizations
American Medical Response
American Red Cross
Civil Air Patrol
El Paso-Teller County 911 Authority
Humane Society of the Pikes Peak Region, Animal Law Enforcement
Humane Society of the Pikes Peak Region, Community Animal Response Team (CART)
The Independence Center
The Salvation Army
Colorado Springs
City Communications
Communications Center
Division of the Fire Marshal
Fire Department
GIS
Office of Emergency Management
Parks, Recreation and Cultural Services
Police Department
El Paso County
Office of Emergency Management
Sheriff’s Office
Mutual Aid
Air Force Academy
Black Forest Fire Protection District
Castle Rock Fire Rescue
Cimarron Hills Fire Department
CSU, Catamount Wildland Fire Team
Colorado State Patrol
Ellicott Fire Department
Elizabeth Fire Protection District
Falcon Fire Protection District
Franktown Fire Protection District
Larkspur Fire Protection District
Monument Tri-Lakes Fire Protection District
Peterson Air Force Base 302 nd Airlift Wing
Rattlesnake Fire Protection District
Westcott Fire Protection District

Community Engagement

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 Preparedness: The Challenge

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

Community Engagement:

- # Events: 20
- # People engaged: 3,765
- # Engagement hours:
 - ✓ 63 event hours
 - ✓ 212,597 participant hours

During 2015, OEM hosted and/or participated in a variety of community engagement activities that included: community meetings regarding flash flood risk; presentations to a variety of smaller groups/associations; attending fairs and public gatherings to talk with community members; coordinating the Sky Sox Preparedness Day event; and hosting a large, residential evacuation drill. OEM

also works closely with the local media to ensure that preparedness education is readily available and easy to access for the community.

Highlight: Sky Sox Preparedness Day



OEM has partnered with numerous local agencies to host an annual preparedness event at Sky Sox stadium, beginning in 2010. Historically, these events have been held on Friday nights, celebrating "Preparedness Night" at the stadium.

2015 brought major changes as the event changed to Sky Sox "Preparedness Day". This change was significant in that it allowed spectators more time after the game to visit educational booths and exhibits at the stadium. A scavenger hunt was added for kids, encouraging maximum participation by all.

More than 20 agencies provided static displays such as fire trucks, search and rescue vehicles, police cars, and a safety trailer. Booths were set up, as well, with educational materials and fun activities for the kids. All kids who completed enough activities as part of the scavenger hunt received two baseball tickets to a future game.

COMMUNITY EMERGENCY PREPAREDNESS DAY Scavenger Hunt!

Collect **TWO STICKERS** in each **ZONE** to earn your prize! Have **FUN** learning about Safety & Preparedness. ☺

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 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 residents 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) provides education through a variety of means (e.g., social media, print media, radio, television, and community meetings) to assist with educating the community. Communications engages in a year-long public safety messaging campaign to increase awareness about local hazards and overall individual preparedness.



Messaging during and after a disaster (Phase Two) is implemented when an incident occurs and the EOC is open. Public Information Officers (PIOs) 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 to gather, verify, coordinate and disseminate 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 to ensure that cross-communication among the community, the media, and the EOC is attained. The JIC's location is within close proximity to the EOC which facilitates the physical exchange of information. Additionally, the City partnered with Pikes Peak United Way to quickly establish a public information call center to provide up-to-date information to the community during an incident.



Severe Weather Monitoring and Warning Program

Overview

As 2015 has demonstrated, severe weather continues to represent 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

Colorado Springs OEM is 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 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. They provide the best information for our emergency leaders and help our community leaders to 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:

Integrated Public Alert Warning System

In 2015, the City of Colorado Springs became one of only a few communities in the state of Colorado to have access to the Integrated Public Alert Warning System (IPAWS). IPAWS is a modernization and integration of the nation's alert and warning infrastructure that will save time when time matters most, protecting life and property. This new system provides us with an effective way to alert and warn the public about serious emergencies using the Emergency Alert System (EAS) and the Wireless Emergency Alerts (WEA).



Wireless Emergency Alerts (WEA)

WEA warnings can be sent to your mobile device when you may be in harm's way, without the need to download an app or subscribe to a service. A WEA will look like a text message that will include a special tone and vibration, both repeated twice. The city will only send a WEA when the public is in harm's way and are required to take immediate lifesaving action. Only the newer style of mobile devices are capable of receiving these messages, newer than 2012, and you will not be charged for these messages as they are offered for free by wireless carriers.



Emergency Alert System (EAS)

EAS will send detailed warnings via broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service providers, and direct broadcast satellite providers.

Emergency Notification System (ENS)

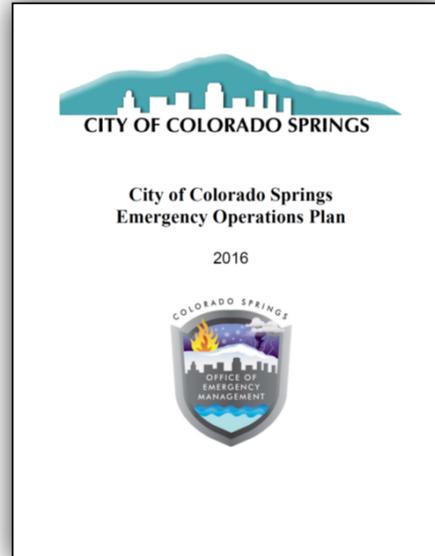
OEM coordinates with the El Paso-Teller County ENS to send alerts of emergency situations that are a threat to life or property, or situations deemed dangerous by public safety officials. This may include, but not limited to, man-made disasters, hazardous materials incidents, missing persons, crime, 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. Home phones do not require registration, but mobile phones, texting and email do.

Emergency Operations Planning

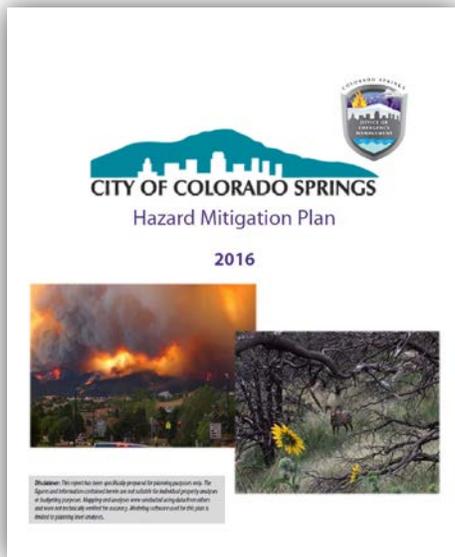
Emergency Operations Plan

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), evacuation planning, the Emergency Notification System, and citywide continuity plans. OEM ensures that emergency plans within the City are consistent with one another and meet National Incident Management System (NIMS) compliance and other national standards.



Hazard Mitigation Plan

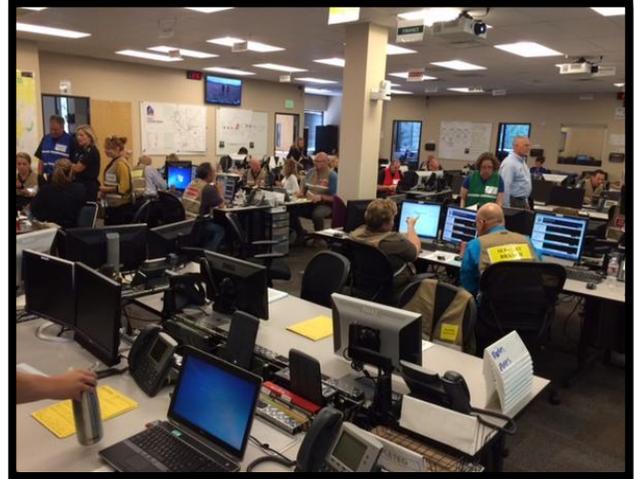


In 2015, OEM coordinated a major review of the City Hazard Mitigation Plan with a wide range of community stakeholders and released an updated version for 2016-2021. The purpose of mitigation planning is to identify policies and actions that can be implemented over the long term to reduce risk and future losses. The Hazard Mitigation Plan forms the foundation for a community's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage.

Special Event Coordination

Overview

Throughout 2015, Colorado Springs safely hosted a number of 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 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 enable agencies to manage contingencies.

In addition to detailed planning, OEM coordinated for a 16-hour *Event Security Planning for Public Safety Professionals Course*. This training provided planning and management-level skills to event security planners in the Colorado Springs area.

This investment of time and resources to special event planning represents the City's commitment to providing a secure and safe environment for our many cultural events.



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 allows 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 and Abbreviations

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 (http://www.ATF.gov).
CEPP	<u>Colorado Emergency Preparedness Partnership</u> - a broad voluntary coalition including business and government (http://www.thecepp.org).
EAS	<u>Emergency Alert System</u> - used by alerting authorities to send warnings during times of emergency (https://www.fema.gov/emergency-alert-system).
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 (http://www.fbi.gov/denver).
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 (http://www.fema.gov)
GIS	<u>Geographic Information System</u> - a computer system designed to capture, store, manipulate, analyze, manage, and present all types of geographical data.
HMP	<u>Hazard Mitigation</u> plan – a program under FEMA that provides state and local agencies the ability to work on hazard mitigation planning and projects.
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.
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.
MPH	<u>Miles Per Hour</u> – a rate of speed
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 (http://www.noaa.gov).
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.
PIO	<u>Public Information Officer</u> – an individual within an organization or department responsible for the dissemination of information to the public.
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 10 groups of counties within the State that provides leadership in all-hazard events (http://www.dhsem.state.co.us).
VOAD	<u>Voluntary Organizations Active in Disasters</u> – a forum used to share knowledge and resources (http://www.ready.gov/voluntary-organizations-active-disaster).
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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