COLORADO DIVISION OF WATER RESOURCES STATE ENGINEER'S OFFICE MODEL FOR PREPARING A DAM SAFETY EMERGENCY PREPAREDNESS PLAN

APRIL 1997

INTRODUCTION

This model provides the directions for preparing an Emergency Preparedness Plan (EPP) in accordance with the <u>Rules and Regulations for Dam Safety and Dam Construction</u>, September 1988, Office of the State Engineer(SEO). It also conforms with the Guideline for Developing an Emergency Action Plan, FEMA, May 1996.

It is assumed that the dam owner has an adequate operation and maintenance plan that provides the monitoring (inspections and instrumentation) necessary to detect emerging problems and emergencies at their dams. In the case where a dam is in a remote location, Early Warning Systems should be provided to indicate that adverse conditions are occurring at the dam that require immediate response.

The purpose of this model and the attached SAMPLE DAM plan is to aid the dam owner in assembling necessary information in an accessible format that assures a timely response to emergencies at their dams.

REQUIREMENTS

The regulations require that the owners of Class 1 (High Hazard) and Class 2 (Significant Hazard) dams:

- Prepare, maintain, and exercise EPP's for immediate defensive action to prevent the failure of their dam, using the State Engineer's model plan or equivalent.
- Have the Local Emergency Manager (LEM) or Government Official responsible for public safety review their plan, and make appropriate modifications.
- Provide the principal persons and agencies responsible for executing the plan with copies, and distribute the plan to all affected entities.
- · Review, update, and exercise the plan periodically.

CONTENT OF PLANS

In order for all plans to be thorough and consistent, they should include the following basic elements. (See SAMPLE DAM plan for further guidance.)

- 1- Cover sheet with name and identification data.
- 2- Notification procedures for both impending conditions (DAM EMERGENCY or DAM BREACH), and termination of the emergency. (Flowcharts are recommended as tools for quick response)
- 3- A description of the methods for detecting, evaluating, and classifying emergencies. (See Table 1 of SAMPLE DAM plan.)
- 4- A summary of the responsibilities of the principal participants in the plan.
- 5- A description of contingency plans for responding to emergencies at the dam. (See Table 2 of SAMPLE DAM plan.)
- 6- An Appendix which includes:
 - · Owner's plan for exercising the EPP.
 - Directory of holders of the plan.
 - Copies of the plans for the dam showing general details, including outlet works and spillways, and their capacities
 - Copies of the inundation maps for Class 1 dams, or copies of topographic maps showing stream channels affected.

PROCESS FOR PREPARING PLANS

Preparation of an EPP requires coordinated planning with all the principal parties responsible for emergency response and public safety. The recommended process for developing a plan is as follows:

Step 1- For Class 1 dams that will affect urban areas, determine the potential inundated area by defining dam break flood profiles downstream from the dam.

For Class 1 dams in rural areas, the evacuation area may be determined by inspection.

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- For Class 2 dams, only the drainage which will be affected must be identified using a topographic or geographic map.

 It is recommended that the failure of the dam during the Inflow Design Flood be used as a worst-case scenario. The area that will be inundated in the reservoir should also be identified for evacuation if there are people at risk. Prepare inundation maps which show the time and distance from the dam when the flood wave will arrive at critical areas in relation to the beginning of the dam failure hydrograph, the maximum discharge (Qp), and the depth of flow. Critical public facilities (eg water supplies, hospitals, electric utilities, etc.)that would be affected by the flooding should be identified. (A note should be added to the maps that the inundated areas are approximate, and should be used with caution for evacuation purposes.)
- Step 2- Develop emergency procedures, and who is responsible for them. This includes evaluation of the problem, and classification of the emergency. See Tables 1 and 2 of the Sample Plan. These should be incorporated in the plan.
- Step 3- Contact the jurisdictions that are responsible for public safety and coordinate the preparation of the plan with them. This is normally the LEM or Sheriff's Office. Find out what their requirements are.
- Step 4- Determine the primary and auxiliary systems that will be available for communicating with the participants that need to be notified.
- Step 5- Develop priority lists of the persons/agencies that need to be notified in accordance with the level of urgency per Table 1. List the Name, Title, Address, and primary and auxiliary communication systems.
- Step 6- Draft Notification Flowcharts using the lists from step 5 for DAM EMERGENCY CONDITIONS and DAM BREACH CONDITION. These charts can be used by the dam owner to quickly notify other parties of the emergency conditions in recommended order. The flowcharts in the SAMPLE DAM represent the sequence for the dam owner. There may be instances where the public discovers the problem and calls the sheriff. The dam owner should adapt the use of the flowchart accordingly.
- Step 7- Prepare a draft of the EPP in accordance with this model, or equivalent, and submit it for review and comment by the participants, including the State Engineer's Office and the Colorado Office of Emergency Management.
- Step 8- Revise the plan as needed and distribute the final plan to the participants. The plan must be updated annually.

Attachment: SAMPLE DAM PLAN

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RESOURCE INFORMATION

The following personnel and agencies may need to be included in the planning and participation of most emergency plans.

- Owner Personnel
- Local Emergency Managers and/or Sheriff's Office.
- Colorado Office of Emergency Management
- Colorado Division of Water Resources (SEO)
 Division Engineer's Office
 Dam Safety Branch
- Federal Agencies
 National Weather Service
 Federal Dams

Owner Personnel

All the key personnel of the dam owner should be involved in the planning, training, and exercising of an emergency plan. This includes the caretaker, superintendent, engineer, or their representatives.

Local Emergency Managers (LEM)

Local government is responsible for protecting citizens from disasters. They are required to be prepared to respond when an emergency occurs. They will be responsible for evacuating the flooded area. The name and telephone number of the LEM or Sheriff may be obtained from your telephone book, or by calling the Colorado Office of Emergency Management.

Colorado Office of Emergency Management (COEM)

The COEM provides guidance to local government in the prevention of, preparation for, response to, and recovery from disasters. The OEM may also be involved in the establishment of an Emergency Operations Center, and will mobilize other state agencies like the State Patrol and Colorado Department of Transportation of the emergency in accordance with the state's emergency plan. They may be contacted at:

Colorado Office of Emergency Management	General Information	(303)273-1622
15075 South Golden Road	TDD	(303) 273-1794
Golden, CO 80401-3979	FAX	(303) 273-1795
•	Disaster Officer	(303) 273-1779
	24-Hr Emergency No	. (303) 279-8855

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Colorado Division of Water Resources (DWR)

The Colorado Division of Water Resources (DWR), also known as the State Engineer's Office, is responsible for determining the amount of water which is safe to impound in the reservoirs in the state in accordance with the statutes and regulations promulgated by the State Engineer. The personnel of the Dam Safety Branch and the Division Engineer's Office participate in the planning for EPPs by providing information about the dams, and consultations and review of the plans. They must also be notified of emergencies so they may assist the dam owner in preventive actions, and to assure the owner is taking appropriate action for the protection of the public safety. The Division Engineer's Office, Resident Dam Safety Engineer may be contacted to obtain the following:

- 1- Data about the dam, location, etc. for the cover.
- 2- Flood inundation maps that were prepared by DWR in accordance with HB-1416. These may be used if available.
- 3- Names of the participants in the SEO to include in the notification lists/Flowchart.
- 4- Plans of the dam, outlet works, and spillways.
- 5- Information on dam inspection training and exercising EPPs.

See the attached Directory for the Division of Water Resources.

Federal Agencies

The National Weather Service (NWS) is responsible for issuing flood warnings. In order to predict the flooding from dam failures the NWS needs to know the National identification number (NATID) for the dam, or its height and <u>present</u> capacity. Following are the telephone numbers of the NWS offices in Colorado:

Denver	(303) 361-0661
Colorado Springs	(719) 596-5075
Pueblo	(719) 948-3838
Alamosa	(719) 589-9207
Grand Junction	(970) 243-7007

Where other Federal Dams are affected by the failure of a dam, they should be contacted so they can include the potential incident in their EAP.

Other Resources

Other persons and agencies that may need to be identified as a resource for carrying out the emergency plan are:

- News media in the area (Radio, Television, Newspapers).
- Local construction companies.
- Engineering Consultants.
- Helicopter service.
- · Professional Diving Service.

DAM SAFETY BRANCH FIELD OFFICES¹

Division 1 ²	<u>Mail</u>	<u>Location</u>
Greg H. Hammer Dam Safety Engineer (970) 352-8712	810 9 th Street 2 nd Floor Greeley, CO 80631	810 9 th Street 2 nd Floor Greeley, CO
Division 2 ³		
Michael L. Graber Dam Safety Engineer (719) 542-3368	310 E. Abriendo Ave., Suite B Pueblo, CO 81004	310 Abriendo Ave., Suite B Pueblo, CO
Division 3/7		
Brett G. Nordby Dam Safety Engineer (970) 247-1845	701 Camino Del Rio, Suite 205 Durango, CO 81301	701 Camino DelRio,Suite 205 Durango, CO
Division 4		
James G. Norfleet Dam Safety Engineer (970) 249-6622	PO Box 456 Montrose, CO 81402	1540 East Niagara Montrose, CO
Division 5		
John G. Blair Dam Safety Engineer (970) 945-5665	PO Box 396 Glenwood Springs, CO 81602	50633 US Hwy 6&24 Glenwood Springs, CO
Division 6		
Vacant Dam Safety Engineer (970) 879-0272	PO Box 773450 Steamboat Springs, CO 80477	1120 S. Lincoln Ave.,No.101 Steamboat Springs, CO

Division 7 See 3/7 above

¹ Updated January 2000
2 Also Michael Cola, Jim Dubler, and Dennis Miller
3 Also Garrett Jackson

COLORADO DIVISION OF WATER RESOURCES STATE ENGINEER'S OFFICE

April 1997

Emergency Preparedness Plan for

SAMPLE DAM

Hazard Class: 1

DAMID:370123 NATID: CO-02188

EAGLE COUNTY
Section 09, Township 6S, Range 79W
6th Principal Meridian

Next Downstream City or Town: Vail Distance to Downstream Town: 7 mile River or Stream: Gore Creek

Damtype Code: RE (Earth)
Dam Height: 28 feet
Crest Length: 400 feet
Crest Width: 16 feet

Reservoir Surface Area: 26 acres Normal Storage Capacity: 362 acre-feet Maximum Storage Capacity: 642 acre-feet

Drainage Basin Area: 663 acres

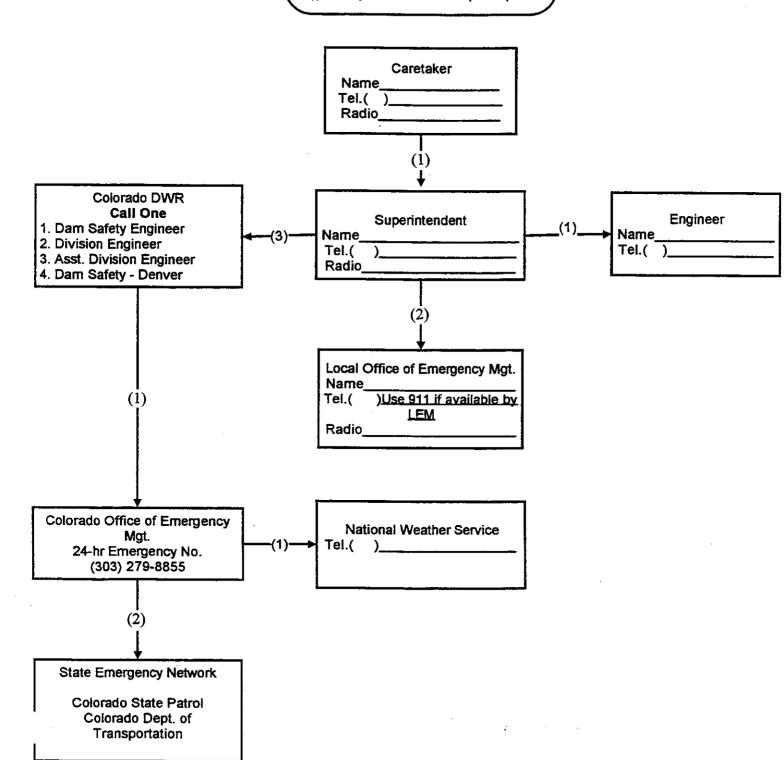
Maximum Outlet Discharge Capacity: 22 cubic feet/second(cfs)

Maximum Spillway Capacity: 1230 cfs Service Spillway: NONE Spillway Width: 20 feet, Freeboard: 10 feet Emergency Spillway: UCHAN, ROCK

Date of Plan	Month	Day	Year		Revision No
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NOTIFICATION FLOWCHART SAMPLE DAM DAM EMERGENCY CONDITION

()Priority of calls for each participant

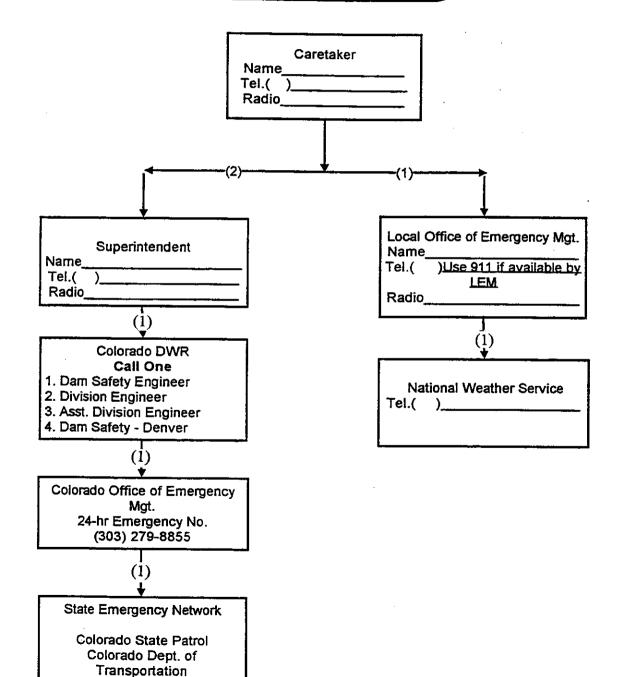


NOTIFICATION FLOWCHART

SAMPLE DAM

DAMBREACH CONDITION

()Priority of calls for each participant



Monitoring Plan/Notification Procedure

The dam will be observed at least twice a month storage capacity, immediately after heavy flo	when the reservoir is greater than half full in
instrumentation will be measured and recorded.	In the case of a problem. Table 1 of this
plan will be used to evaluate and classify the	incident. The will be
responsible for the inspections, and the	will be responsible for
determining the urgency of any problems, and c	communicating the situation at the dam to the
emergency office, and all other participants will have a shall notify the	Il notify their parties in accordance with the
flowcharts. The shall notify the shall be responsible for de	eveloping and updating this plan, and training
personnel in the exercises of this plan. List below	w the dam owners representatives.
Primary Contact:	(O)
Alternate:	<u>() (O)</u>
	<u>() (H)</u>
Alternate:	<u>()</u> (O)
	(<u>)</u> (H)
	· · · · · · · · · · · · · · · · · · ·
Engineer:	<u>() (O)</u>
Emergency Actions	(<u>)</u> (H)
Emergency Actions	
Table 2 of this plan will be used to guide pe classified as emergencies. In addition, the mastockpiled at the dam. List below the contractor an emergency.	aterials needed for emergency action will be ors, others, that are available to respond to
Contractors (Construction, Diving, Helicop	ter, Other)
	() (0)
	(<u>)</u> (H)
	<u>() (0)</u>
	(<u>)</u> (H)
	(<u>)</u> (H)
	<u>() (0)</u>
	() (H)
News Media	
	()
	(_)

TABLE 1. GUIDE FOR CLASSIFYING THE LEVEL OF URGENCY FOR DAM INCIDENTS

		LEVEL OF URGENCY	
	UNUSUAL CONDITION	EMERGENCY CONDITION	FAILURE IS IMMINENT
INCIDENT New or increased problem (Call for assistance)		Possible failure developing	Partial failure, or dynamic
		(Stand-by alert, begin	failure of dam is in progress
		mobilizing for failure)	(Evacuation should begin)
	Consultant	Consultant	Emergency Manager
NOTIFICATION	State Engineer's Office	Contractor	Consultant
PRIORITY		State Engineer's Office	Contractor
		Emergency Manager	State Engineer's Office
PROBLEM		EXAMPLES OF POSSIBLE OB	SERVATIONS
BACKCUTTING	Erosion of spillway	Erosion of spillway	Spillway has washed out,
OF SPILLWAY	is progressing slowly	is progressing rapidly	dam is breached
CRACKING	Dry, open cracks	Cracks with displacement, or	Significant cracking with
		minor seepage (clear water)	muddy seepage
OUTLET	Broken gate or operator,	Cracked or perforated pipe,	Significant, muddy seepage
FAILURE	rusty, scaling pipe,	sediment in seepage,	from or adjacent to outlet;
	seepage	deeply scoured or	Sinkholes in embankment
		undermined conduit	over outlet conduit
OVERTOPPING	Reservoir at crest	Flood overtopping dam	flood overtopping dam
OF DAM	due to a blocked spillway	causing minor erosion	causing significant erosion
	Small amount of sediment	Significant amount of sedimer	
PIPING	in seepage or drains	in seepage, drains,	in reservoir, settlement,
<u></u>		muddy water	Significant, muddy water
	Downstream slope of	Seepage is causing slides	Seepage has caused large
	dam is wet, soft; minor	which narrows dam cross	slide which has reduced
SEEPAGE	sloughing; water running	section, or settlement	freeboard to the reservoir level.
	down groins	of crest and loss	or dam is overtopping
		of freeboard	1. 3
SETTLEMENT	Minor settlement	Moderate settlement	Significant settlement,
	(Less than 1 foot)	(One-half of freeboard)	reservoir is overtopping dam
	Small depressions in dam	Large hole over outlet, or	Unstable hole over outlet, or
SINKHOLES	or foundation	on dam or foundation.	on dam or foundation.
		Not increasing	Whirlpool in reservoir
	Small, or srface slide	Moderate slide which	Large slide which
SLIDES	with minor reduction of dam	reduces dam cross section,	reduces dam cross section
	cross section, and	but there is no seepage	significantly, with seepage
	minor crest settlement	or overtopping problem	or an overtopping problem
WAVE EROSION	Minor erosion of crest height,	Moderate erosion of crest	Significant erosion of
OF DAM	and/or minor scarping	height, and/or significant	crest height and/or rapidly
	of upstream slope	scarping of the upstream	progressing loss of upstream
	·	slope which is progressing	slope

TABLE 2. POTENTIAL PROBLEMS AND EMERGENCY ACTIONS

The following are emergency actions that should be performed immediately for several problems that are considered to be serious, and can affect the safety of dam. The recommended actions are potential solutions to emergency conditions that can be used to prevent the breaching of a dam.

BACKCUTTING OF THE SPILLWAY

- 1. Lower the water level by opening the outlet (and/or pumping). Continue to lower the reservoir until the State Engineer's personnel (SEO), or your engineer, determines that the conditions are safe.
- 2. Provide emergency protection at the eroding surface by placing plastic sheeting, riprap, or other erosion resistant materials.
- 3. Mark where the spillway erosion is occurring. Monitor the rate of erosion(backcutting), and rate of flows from the spillway and outlets.

CRACKING

- 1. Lower the water level by opening the outlet (and/or pumping). Continue until the water is below the cracking or as advised by the SEO or your engineer.
- 2. Attempt to block water movement into cracks by placing plastic sheeting over them.
- 3. Mark the extent of cracking with adequate stakes in order to monitor any increase or change in pattern. Document the observations.

OUTLET FAILURE

- 1. Close the outlet gate to protect the embankment from washing out (piping).
- 2. Lower the water level by pumping, siphoning, or digging out a temporary spillway at the abutments. The temporary spillway should be located in an erosion resistant material and/or at a flat slope to control the discharge velocities.
- 3. Monitor the outlet/embankment for settlement, occurrence of sinkholes, and muddy leakage. Observe outlet discharge for changes in flow (quantities). Document observations.

OVERTOPPING

- Open the outlet works completely to reduce overflow.
- Divert inflow to the reservoir if possible.
- 3. Increase freeboard by placing sandbags, or other materials that won't wash away, on the crest of the dam.

TABLE 2. POTENTIAL PROBLEMS AND EMERGENCY ACTIONS

OVERTOPPING

- 4. Provide erosion protection for the crest and downstream slope using plastic sheeting and/or riprap.
- 5. Increase outflow by constructing temporary spillway at abutments. The spillway should be located in an erosion resistant material and/or at a flat slope to control the discharge velocities.
- 6. Monitor the depth, duration, and location of overtopping. Watch for erosion, backcutting, and slides. Document the observations.

PIPING

- 1. If the piping is not related to a problem with the outlet works, open the outlet to its safe capacity to drawdown the reservoir. Divert inflow to the reservoir if possible. Increase outflow by constructing a temporary spillway at the abutments. The spillway should be located in erosion resistant material and/or at a flat slope to control the discharge velocities.
- 2. If the entrance to the leak can be found in the reservoir (whirlpool), On the embankment or abutments (sinkhole), try to plug it with whatever materials are available, such as plastic sheeting, hay bales, mattresses, etc.
- 3. Construct a reverse filter (large rock to finer material) over the exit area to trap fine materials from washing out of the embankment.
- 4. Monitor the leakage/piping conditions. Measure the rate of leakage and the clarity of the water (muddy looking). Document the observations.

SATURATION OF THE EMBANKMENT/ABUTMENTS

- 1. Lower the reservoir with the outlet works to a level determined by your engineer and approved by the SEO.
- 2. Monitor the conditions frequently for leakage, piping, cracking, and slides. Document the observations.

SETTLEMENT OF EMBANKMENT

- 1. Determine whether the settlement is related to piping. If it is, see PIPING.
- 2. Survey the existing monuments to determine the amount and rate of settlement. Install measurement points if necessary. Document the observations.
- 3. If the settlement is greater than one-foot, lower the reservoir with the outlet works to a level determined by your engineer and approved by the SEO.

TABLE 2. POTENTIAL PROBLEMS AND EMERGENCY ACTIONS

SINKHOLE

1. A sinkhole is an indication of piping. See PIPING.

SLIDES

- 1. Lower the reservoir with the outlet works to a level determined by your engineer and approved by the SEO. If the slide is on the upstream slope, consult with your engineer on the safe rate of drawdown.
- 2. If the outlet works is blocked/damaged by the slide, lower the reservoir using pumps, siphons, or construct temporary spillways at the abutments. See OUTLET FAILURE.
- 3. Stabilize the toe of the slide(downstream slope) by constructing a berm with additional soil and rock. If there is significant leakage(muddy), construct a reverse filter. See PIPING.
- 4. Monitor settlement, rate of movement, extent of slide. See SETTLEMENT OF EMBANKMENT. Document observations.

WAVE EROSION OF EMBANKMENT

- 1. Lower the reservoir at a safe rate with the outlet works to a level below the damaged area.
- 2. Restore any freeboard that may be lost using sandbags.
- 3. Place suitable sized riprap on the damaged area in emergency by whatever means necessary (dumping) to stop erosion.
- 4. Mark the damaged areas with stakes and monitor the situation. Document the observations.

APPENDIX

Training/Testing of Plan

The	will train	new personnel	about the	operation and
inspection of the dam, and ti				
beginning work. In addition,	the		will review	the EPP each
January and revise the plan a no later than the end of Februa	s needed, and distr ary.	ibute the revisio	ns to all hold	ers of the plar
The	shall period	ically test the pl	an by condu	ctina drills with
the dam owner's personnel. In				
Tabletop Exercise of the plan a	s part of their Local	Emergency Ope	erations Plan.	

Analysis of Inundation Maps

The inundation maps are based upon a failure of the dam during the Inflow Design Flood with the reservoir full to the crest of the dam and the emergency spillway operating. This is the worst possible condition expected. The potential flood plain boundary should be considered as a minimum for evacuation planning purposes. No critical public facilities are in the dam failure floodplain.

The dambreak and routing were determined using the dambreak model as distributed by BOSS known as DAMBRK.

DIRECTORY

Owners Personnel	No. of copies of plan.
Name:	
riue	
Address: State: _ Zip:	
City: State: Zip:	
Filmary relephone. ()	
Alternate Communication:	
Name:	
Title:	
Address: City: State: Zip: Primary Telephone: ()	
City: State: Zip:	
Primary Telephone: ()	
Alternate Communication:	
· · · · · · · · · · · · · · · · · · ·	
Name:	
litle:	
Address: City: State: Zip: Primary Telephone: ()	
City: State: Zip:	
Primary Telephone: ()	
Alternate Communication:	
Emergency Management (LEM, COEM)	
Name:	
Agency:	
Title:	
Address:	
Address:State: _ Zip:	
Primary Telephone: ()	
Alternate Communication:	
Name:	
Agency:	
Title:	
Address:State:_Zip:	
Primary Telephone: ()	
Alternate Communication:	

DIRECTORY

Other Parties/Entities	No. of copies of plan.
Name:	
Association:	
Title:	
Address:	
Address:State:Zip:	
Primary Telephone: ()	
Alternate Communication:	
Name:	
Association:	
Title:	
Address	
Address: City: State: Zip: Primary Telephone: ()	
Primary Telephone: ()	
Primary Telephone: () Alternate Communication:	
, mornate Communication.	
Name:	
Association:	
Title:	
Address: City: Primary Telephone: ()	
City:State:Zip:	
Primary Telephone: ()	
Alternate Communication:	
Name:	
Association:	
itte:	
Address:	
Address:State:_ Zip:	
Primary relephone: ()	
Alternate Communication:	
Name:	
Name:Association:	
i itle:	
Address:_	
City: State: Zip:	
Address: City:State: _ Zip: Primary Telephone:)	
Alternate Communication:	

DIRECTORY

Division of Water Resources/Dam Safety	No. of copies of plan
Dam Safety Engineer: Division: Location: Office Telephone:_() Alternate Communication:	
Division Engineer: Office Telephone: () Alternate Communication:	
Agency: <u>Division of Water Resources</u> Division Address: City:State:Zip:	
Water Commissioner: District: Address: City: Office Telephone: Alternate Communication:	
Principal Engineer: Location: Denver Agency: Division of Water Resources Address: 1313 Sherman Street., Room 818 City: Denver, CO, 80203 Office Telephone: (303) 866-3581 Alternate Communication: () (H)	

