

STATE OF COLORADO
DEPARTMENT OF NATURAL RESOURCES
DIVISION OF WATER RESOURCES

OFFICE OF THE STATE ENGINEER
DAM SAFETY BRANCH

***PREPARATION GUIDELINES FOR
EMERGENCY ACTION PLANS (EAP)***

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Table of Contents

INTRODUCTION	1
PURPOSE AND SCOPE	1
COLORADO EAP REQUIREMENTS	1
Rule 16.1 - Emergency Action Plans (EAP)	1
16.1.1 - Emergency Condition Detection	1
16.1.2 - Emergency Level Determination.....	1
16.1.3 - Notification and Communication	2
16.1.4 - Expected Actions	2
16.1.5 - Inundation Mapping	2
16.1.5.1 – High Hazard Dams	2
16.1.5.2 – Significant Hazard Dams	2
16.1.6 – Termination	2
16.2 - EAP Guidelines.....	2
16.3 - EAP Distribution.....	2
16.4 - EAP Updates	3
16.5 - EAP Testing.....	3
PURPOSES OF THE EAP	3
ELEMENTS OF THE EAP	3
Step 1 – Detection of an Unusual or Emergency Situation	3
Step 2 – Determination of the Appropriate Emergency Level	3
Emergency Level 1:	3
Emergency Level 2:	3
Emergency Level 3:	3
Step 3 – Notification and Communication with First Responders	4
Step 4 – Expected Actions	4
Step 5 – Termination of the Event	4
ASSEMBLING THE COMPONENTS OF AN EAP	4
Inundation Study	4
Determine Critical Contacts	5
Local Emergency Management Official (LEM)	5
Dam Owner.....	5
Dam Owner’s Engineer.....	5
State Dam Safety Engineer	5
Determine Roles and Responsibilities	5
Prepare Maps and Gather Technical Data	5
Basic EAP Data.....	5
Location and Vicinity Maps	5
Inundation Map	5
Resources Available	5
Summary of People/Structures at Greatest Risk.....	5
Plan and Profile Views of the Dam	6
Reservoir Elevation-Area-Capacity Data	6
Complete the Preparation of the DRAFT EAP Document	6
GUIDE TO THE PREPARATION OF AN EAP	6
EAP Cover Sheet	6
Table of Contents	7
Basic EAP Data	7
Description of Dam	7
EAP Overview	7

Roles and Responsibilities	8
Dam Owner	8
Local Emergency Manager (LEM)	9
CO Division of Emergency Management (CDEM).....	9
Dam Owner’s Engineer	10
State Dam Safety Engineer	10
The Five-Step EAP Process	11
Maintenance – Review, Revision and Exercises.....	11
Record of Holders of this EAP.....	12
Record of Revision and Updates Made to EAP.....	12
Appendices: Maps, Supporting Data, Forms, and Glossary.....	12
Appendix A-1 – Location and Vicinity Maps	12
Appendix A-2 –Inundation Map.....	12
Appendix A-3 – Resources Available.....	12
Appendix A-4 – Summary of People/Structures at Greatest Risk	13
Appendix A-5 – Plan and Profile Views of Dam.....	13
Appendix A-6 – Reservoir Elevation-Area-Capacity Table/Graph.....	13
Appendix B-1 – Contact Checklist	13
Appendix B-2 – Unusual or Emergency Event Log Form	14
Appendix B-3 – Dam Emergency Situation Report Form	14
Appendix B-4 – Glossary of Terms	14
Presentation of the EAP	14
3-Ring Binders	14
“Tabs”.....	14
WORD Document Formatting Tips	14
EAP ORIENTATION, EXERCISES AND TRAINING.....	15
Orientation Seminars.....	16
Drills	16
Telephone Drills	16
Tabletop Exercises	16
Functional Exercises	16
Full-Scale Exercises	17
SAMPLE Telephone Drill Notification Sample Email Transmittal	18
SAMPLE Telephone Drill Contact Information Collection Form	19
CDEM, COUNTY AND CITY LEM CONTACT INFORMATION	20

INTRODUCTION

This document provides guidance for preparing an Emergency Action Plan (EAP) in accordance with the Office of the State Engineer's (SEO), *Rules and Regulations for Dam Safety and Dam Construction (the Rules)*, January 1, 2007. The EXAMPLE EAP format presented also conforms to the Federal Guidelines for Dam Safety, Emergency Action Planning for Dam Owners, FEMA 64, April 2004.

Primary reference materials utilized in development of the Guidelines and EXAMPLE EAP included: (1) "Development of a New NRCS Emergency Action Plan for Earthen High Hazard Dams," by Larry Caldwell, P.E., William Irwin P.E., and Lori Spragens, in Proceedings, 2006 ASDSO Annual Conference, Boston, MA; (2) "Emergency Planning and Exercise Guidelines, Volume 1: Guidance Documents", United States Bureau of Reclamation, March 1995; (3) CO State Emergency Operations Plan, (http://dola.colorado.gov/dem/publications/seop_2007.pdf), and (4) CO Disaster Emergency Procedures Handbook for Local Governments, (<http://dola.colorado.gov/dem/publications/DisasterHandbook.pdf>).

These documents were prepared by State Dam Safety Engineer's Jason Ward and Bill McCormick of the Montrose and Colorado Springs Offices of the State Engineer, respectively, under the direct supervision of Mark Haynes, Chief of Dam Safety.

PURPOSE AND SCOPE

The purpose of this guidance document and attached EXAMPLE DAM EAP is to aid owners of High and Significant Hazard dams in assembling the necessary information to produce an EAP meeting the minimum requirements of *the Rules*.

Regularly updated EAP's, maintained in an accessible format, help to assure a timely and effective response to emergencies at High and Significant Hazard dams.

COLORADO EAP REQUIREMENTS

The Rules require the following from owners of High and Significant Hazard dams:

Rule 16.1 - Emergency Action Plans (EAP) - Owners of High and Significant Hazard dams shall prepare and maintain an Emergency Action Plan. An EAP is a formal document that identifies potential emergency conditions at a dam and specifies preplanned immediate actions to prevent failure of the dam, reduce the potential for loss of life, and minimize property damage downstream. An EAP shall contain, as a minimum, the following key elements:

16.1.1 - Emergency Condition Detection – The conditions, events, or measures for detection of an existing or potential emergency shall be described;

16.1.2 - Emergency Level Determination – Guidance shall be provided for classifying the emergency level following event detection using the system of:

16.1.2.1 Emergency Level 1 – A non-emergency incident, unusual event, slowly developing, which not mitigated endangers the structural integrity of the dam or result in uncontrolled release of water causing flooding downstream;

16.1.2.2 Emergency Level 2 – Potential dam failure situation, rapidly developing; and;

16.1.2.3 Emergency Level 3 – Urgent, dam failure is imminent or in progress.

16.1.3 - Notification and Communication - Prioritized notification lists and flowcharts applicable to each of the emergency levels shall be provided to enable communication and notification of the emergency level and with applicable Local, State and Federal emergency agencies, engineering and construction support personnel, the State Engineer's office, and other affected parties as appropriate;

16.1.4 - Expected Actions – Description of actions necessary to prevent a dam failure incident or to help reduce the effects of a dam failure and facilitate response to an emergency, including, but not limited to, identification of equipment, manpower, and material available for implementation of the plan;

16.1.5 - Inundation Mapping - A dam failure inundation map for High and Significant Hazard dams showing the stream which will be flooded, including urban and rural impacts. Inundation mapping for High and Significant Hazard dams shall contain the following minimum information:

16.1.5.1 – High Hazard Dams - Inundation mapping for High Hazard dams shall show the calculated extents of the dam breach flood wave. Include cross sections at critical locations showing lateral and vertical flood extents, flood wave velocity, and flood wave arrival time. Inundation mapping shall be extended downstream to a location where no potential for loss of life and/or no significant property damage exists.

16.1.5.2 – Significant Hazard Dams - Inundation mapping for Significant Hazard dams shall show the route of the dam breach flood wave, the estimated time of arrival of the flood wave at critical sections and the estimated lateral extent of inundation. The inundation mapping shall be extended downstream to a location where no significant property damage exists. The inundation mapping requirements for Significant Hazard dams may be modified for good cause, with the approval of the State Engineer.

16.1.6 – Termination – A description of the roles and responsibilities for declaring that the emergency at the dam is terminated, and a discussion of the requirements for follow up evaluation including, but not limited to, documenting the event in a summary report.

16.2 - EAP Guidelines - The State Engineer's guidelines are available to aid in the preparation and/or revision of EAP's for all High and Significant Hazard dams.

16.3 - EAP Distribution - The owner shall submit a copy of the EAP to the Colorado Division of Emergency Management (CDEM), all emergency response coordinators involved in the plan, and other affected parties, as necessary. A distribution list that includes the names and contact information for all parties

who have been provided with a copy of the EAP shall be included in the EAP. The owner shall incorporate reasonable recommendations from the CDEM, the State Engineer, emergency coordinators, and other parties affected by the plan.

16.4 - EAP Updates – The owner shall review the EAP annually and update as necessary and appropriate. The updates shall be distributed to all parties shown on the distribution list.

16.5 - EAP Testing - The owner shall test the EAP as necessary to ensure the effectiveness of the EAP, that the EAP is up to date, and to obtain information for revisions or corrections, as deemed necessary. All revisions and corrections shall be distributed to all parties on the distribution list.

PURPOSES OF THE EAP

The primary purposes of an EAP are to determine and communicate emergency levels, notify proper emergency management authorities for possible evacuation of at-risk persons and other public safety actions, and to identify potential at-risk persons and properties. EAP's are needed for High and Significant Hazard dams to reduce the risk of loss of life and the potential for significant damage during unusual and/or emergency events at these structures. EAPs identify and connect persons and organizations that have responsibilities for warning and evacuating persons-at-risk if the dam fails.

EAP's also provide technical information about the dam and mitigating actions to take during the emergency, as time permits, to possibly prevent failure of the dam or reduce downstream damage and/or impacts.

ELEMENTS OF THE EAP

The Colorado EXAMPLE EAP is built around the following five steps that should be taken whenever an unusual or emergency condition is detected:

Step 1 – Detection of an Unusual or Emergency Situation - An unusual or emergency condition may be observed by anyone (the dam owner, government personnel, or a concerned citizen). All reports should be verified by the dam owner.

Step 2 – Determination of the Appropriate Emergency Level – Once an unusual or emergency condition is detected and verified, the dam owner is responsible for determining the appropriate emergency level. This is a very important determination because all subsequent actions will depend upon the emergency level determined. If time permits, the owner's engineer and the State Dam Safety Engineer should be contacted to help evaluate the situation and assist with this determination. The EAP contains examples of situations for the following three emergency levels and guidance for determining the appropriate level:

Emergency Level 1: A non-emergency incident, unusual event, slowly developing, which not mitigated endanger the structural integrity of the dam or result in uncontrolled release of water causing flooding downstream.

Emergency Level 2: Potential dam failure situation; rapidly developing

Emergency Level 3: Urgent, dam failure is imminent or in progress

Step 3 – Notification and Communication with First Responders –

Once the emergency level has been determined, all personnel on the notification flow charts must be notified immediately. For emergency levels 2 and 3 (See EXAMPLE EAP), the dam owner immediately contacts 911 (local sheriff/police dispatch). The 911 dispatcher has access to the EAP and sets in motion the emergency response (warnings, road closures, evacuations, etc.). The dam owner maintains contact with the 911 dispatcher to provide updates on the status of the condition at the dam. The EAP also contains sample pre-scripted messages to help assure that critical information is conveyed. If time permits, contacts for resources available for possible remedial actions (equipment, labor, materials) are also included in Appendix A-3 of the EAP. The “Contact Checklist” form contained in Appendix B-1 should be completed as contacts are made.

Step 4 – Expected Actions –

After an emergency level has been determined and the notifications have been made, the EAP contains possible actions to be taken for each emergency level, including all notifications. Possible remedial actions are included for several situations involved within emergency level 2, if time permits. Immediate implementation of these remedial actions may delay, moderate, or prevent failure of the dam. The “Unusual or Emergency Event Log” report contained in Appendix B-2 should be completed as actions are taken.

Step 5 – Termination of the Event –

Whenever the EAP has been activated and the emergency is over, the event must be terminated, and follow-up procedures completed. The Local Emergency Manager is responsible for terminating the emergency operations and relaying the decision to the dam owner. The State Dam Safety Engineer will inspect the dam and if it is determined that conditions do not pose a threat to people or property, advise the Local Emergency Manager prior to termination of the emergency. All persons notified during the activation of the EAP must again be contacted to inform them that the event is over. The “Dam Emergency Situation Report” form contained in Appendix B-3 shall be completed to document the emergency event and the actions that were taken.

ASSEMBLING THE COMPONENTS OF AN EAP

The following process is recommended to guide dam owners with gathering the necessary information and to begin preparation of their EAP’s.

Inundation Study – A dam failure inundation analysis must be completed to determine the area inundated if the dam should fail and the depth of inundation at inhabitable houses, businesses and major roads. Prepare a map to show the dam, dam failure inundation area, and at-risk properties (typically at a scale no smaller than 1 inch = 2000 feet). If a dam failure inundation study has not been completed (i.e. Significant Hazard dams), the inundation area and potential at-risk properties should be identified as best as possible using conservative estimates until the study can be completed. The inundation mapping shall be extended downstream to a location where no potential for loss of life and/or no significant property damage exists.

The inundation map provides one of, if not the most valuable pieces of information used by the Local Emergency Manager. The inundation map allows the Local Emergency Manager

to determine the best way to utilize his resources to minimize the potential for loss of life and property damage due to a dam safety disaster.

Determine Critical Contacts – Determine the local officials (and alternates) that are responsible for implementing the EAP:

Local Emergency Management Official (LEM) – Typically City Police or Fire department or County Sheriff department personnel act as the “Local Emergency Manager”.

Dam Owner – The dam owner must determine the best individuals to be contacted and act as the owner’s representative and the first local contact.

Dam Owner’s Engineer – The owners of all High and Significant Hazard dams should retain a Colorado Licensed Professional Engineer familiar with dam design and construction to provide assistance and expertise with technical issues relating to their dams.

State Dam Safety Engineer - The State Dam Safety Engineer (DSE) assigned to a given dam is a valuable technical resource in times of emergency situations at High and Significant Hazard dams.

Determine Roles and Responsibilities – Determine the roles and responsibilities for each of the principals identified in the EAP. Review and revise the list of roles and responsibilities shown on page 6 of the EXAMPLE EAP to fit the local and site specific conditions for each dam.

Prepare Maps and Gather Technical Data – The following maps and technical data relating specifically to the dam should be prepared and/or gathered from existing sources and included in the appropriate locations within the EAP (information in parenthesis indicates the page number or section of the attached EXAMPLE EAP).

Basic EAP Data – Directions to the dam, a description of the potentially impacted area downstream of the dam, and a summary of the physical dam characteristics. (pages 3-4)

Location and Vicinity Maps – Location and vicinity maps obtained to show the general location of the dam relative to other geographic features and a more detailed map of the significant features in the area around the dam. (Appendix A-1)

Inundation Map – Map from a dam failure inundation study or conservative estimate of the potential at-risk areas downstream of the dam. (Appendix A-2)

Resources Available – A listing of contacts, contact information and the resources they can provide during level 1 and 2 emergencies to perform remedial actions to delay, moderate, or prevent failure of the dam. (Appendix A-3)

Summary of People/Structures at Greatest Risk – A listing of people and/or businesses within the inundation area closest to the dam that require special notification during an emergency due to their close proximity to the hazard. (Appendix A-4)

Plan and Profile Views of the Dam – Copies of existing dam design drawings should be included to show the significant features on the dam in plan and cross-section (profile) views. (Appendix A-5)

Reservoir Elevation-Area-Capacity Data – This data is usually in chart or table format and included on the design drawings or in water rights information. It is helpful because it can be used to access hazard potential based on reservoir contents. (Appendix A-6)

Complete the Preparation of the DRAFT EAP Document – The collected information should then be assembled in the format shown in the EXAMPLE EAP to produce a Draft EAP. As a minimum, the Draft EAP should be submitted to the LEM and the State Dam Safety Engineer for review and comment prior to being submitted as a final document. This will allow a quality control check to ensure the document is as complete and useful as possible. Review of Draft EAP's is a priority to both the LEM and State Dam Safety Engineer and expeditious transmittal of review comments will be performed.

GUIDE TO THE PREPARATION OF AN EAP

The EXAMPLE EAP is prepared in a Microsoft Word® format for use by dam owners in preparing their individual EAP's. The EXAMPLE EAP is available on the Dam Safety Branch website at: <http://www.water.state.co.us/damsafety/dams.asp>. The Word® document has been designed to be editable, with “form fields” where owner-provided information can be inserted. Those form fields are gray areas within the document. The form fields automatically expand to fit the information as is it typed. This type of form filling and file manipulation requires some knowledge of computers and word processing software. It has been assumed that all dam owners either possess such word processing skills or can employ individuals to assist them in preparation of their EAP's.

The following guidance information follows the EXAMPLE EAP page by page. The guidance and discussion is intended to help dam owners understand what parts of the EAP require input of information as well as possible sources of that information. The discussion also explains those portions of the EAP that are included to provide reference and assistance in the event of EAP activation and require no input by the dam owner during EAP preparation.

EAP Cover Sheet - The cover sheet for the Emergency Action Plan indicates that the document is an EAP for a given dam. The dam name, and any “Also-Known-As” (AKA) names should also be included if they would be helpful for local authorities to quickly identify the location of the dam with the name. The cover sheet (and header information) should indicate the State of Colorado DAMID and the National Inventory of Dams, NATID, of the dam. The appropriate State of Colorado Water Division and Water District should also be included on the cover sheet. Form fields are provided for each of those pieces of information. Areas for location and vicinity maps are also included on the cover sheet.

The dam name, DAMID, Water Division and Water District information are all contained on the engineer's inspection report for the dam, which is provided to the owner after each regular inspection. The NATID can be obtained from the State Dam Safety Engineer.

Location and Vicinity maps can be extracted from digital mapping programs such as National Geographic TOPO®, DELORME®, or other digital sources. Portions of USGS topographic maps in paper formats can also be scanned and inserted or copied and pasted to the cover sheet. These maps help emergency personnel place the dam within the larger geographic context and quickly visualize the nearby populations at risk.

Table of Contents – A Table of Contents is built into the EXAMPLE DAM form. Since sufficient space has been included in the various form fields it is considered unlikely that the page numbers will change.

The Table of Contents is very useful for enabling EAP users to move quickly to the sections of greatest interest.

Basic EAP Data – This page (page 3) in the EAP presents some basic data about the area around the dam. Form fields are provided for owners to input a description of the area below the dam that would be impacted by a dam failure, and for directions to the dam. Descriptions would typically include terms such as: rural or urban, sparsely or densely populated, brief mention of major man-made flood plain features and descriptions of the types of roads likely to be impacted. The directions to the dam should indicate the safest way to the dam in the event of a dam failure. It should be noted where directions to the dam are affected by the impacts of the dam failure itself.

This information will allow those with little or no information about the dam to quickly get an idea about where the dam is and a general description of the area affected by a dam failure. Emergency response personnel might use this page to quickly focus efforts on the more critical or exposed people and facilities. By referencing the appropriate EAP Appendices, this page will also allow the reader to quickly find that additional information within the EAP.

Description of Dam – This page presents form fields for the dam owner to enter a summary of the description of the dam (page 4). The dam owner can obtain much of the information needed to fill out this page from the engineer's inspection report provided by the State Dam Safety Engineer, or by asking the State Dam Safety Engineer to provide a full summary page from the Dam Safety Branch database.

The information on this page is intended for the more technically oriented responders to the dam emergency. Having this information on a single sheet allows technically knowledgeable emergency and dam safety personnel to quickly assess potential hazards presented by a given emergency scenario.

EAP Overview – This page (page 5) of the EAP presents a logic tree which guides the reader through the appropriate decisions and actions to be made at each step of the Five-step EAP process. This is a standard EAP reference page that requires no input from the dam owner.

This page would be used in any event that was considered by an observer to be out of the ordinary at the dam. If the observer and reporter of the event happened to be someone other

than the dam owner, this logic tree could be used to guide questions to be asked to determine the severity of the event and the corresponding emergency actions.

Roles and Responsibilities – This page (page 6) shows the typical roles and responsibilities of the key individuals and organizations responsible for the major action items before, during, and after an EAP is activated. The page does not contain form fields since it is typically for reference and therefore typical does not require input from the dam owner. However, in special cases where the page does not adequately represent the roles and responsibilities at a specific dam, modifications to this page should be made.

The following are general descriptions of the roles and responsibilities of individuals and entities typically seen in EAP notification charts. The information below is also intended to provide an overview of the emergency management process specific to Colorado and applicable to dam safety emergencies in Colorado.

Dam Owner - Although it may not always be true, for the purposes of this guide it is assumed that a dam owner will either receive a report of some problem at their dam, or actually identify the problem themselves. Whatever the process, once a potential situation has been identified, the following evaluations and actions become the responsibility of the dam owner:

- As soon as an emergency event is observed or reported, immediately determine the appropriate emergency level based on the information contained in the Emergency Level Determination section of this plan with or without consultation from the owner's engineer or DSE, as time permits.
 - Emergency Level 1: unusual event, slowly developing, which not mitigated endanger the structural integrity of the dam or result in uncontrolled release of water causing flooding downstream
 - Emergency Level 2: potential dam failure situation, rapidly developing
 - Emergency Level 3: dam failure is imminent or in progress
- Using the Notification Flow Charts contained in this plan, immediately notify personnel in the order shown in the notification flow chart for the appropriate emergency level.
- Remain on-site and provide updates of the situation at the site to the Police/Sheriff dispatcher to assist them in making timely and accurate decisions regarding warnings and evacuations.
- In Colorado a dam failure is defined as a "Technological Hazard" within the State Emergency Operations Plan. If an Emergency Level 3 situation is declared, the event will be considered a potential act of terrorism and the dam site should be secured so that adequate investigations can be made.

In addition to the responsibilities during a potential dam safety emergency situation, the dam owner is also responsible to provide leadership to assure the

EAP is reviewed and updated annually and copies of the revised EAP are distributed to all who received copies of the original EAP.

Local Emergency Manager (LEM) - In the State of Colorado, the Principle of Local Government Control states that: “Direction and control prior to, during and following an emergency or disaster rests with the elected leadership and legally recognized jurisdiction impacted by the given emergency or disaster. This authority continues throughout the stages of emergency operations or until conditions warrant a change in such authority.” The local emergency manager, or LEM, may be a County Sheriff’s Office of Emergency Management representative or a cities Office of Emergency Management individual, depending on the location. In many cases the two are well connected and integrated and both will be notified and work cooperatively in the event of an emergency.

The actions of the LEM will correspond with the emergency level indicated by the EAP activation. Discussions with some City and County emergency managers indicates that the first course of action in the event of a 911 call indicating an emergency or pending emergency at a high or significant hazard dam will be to review the EAP for that dam. An EAP meeting the minimum requirements of *the Rules* will provide the necessary information which will lead LEM’s in their decision making processes.

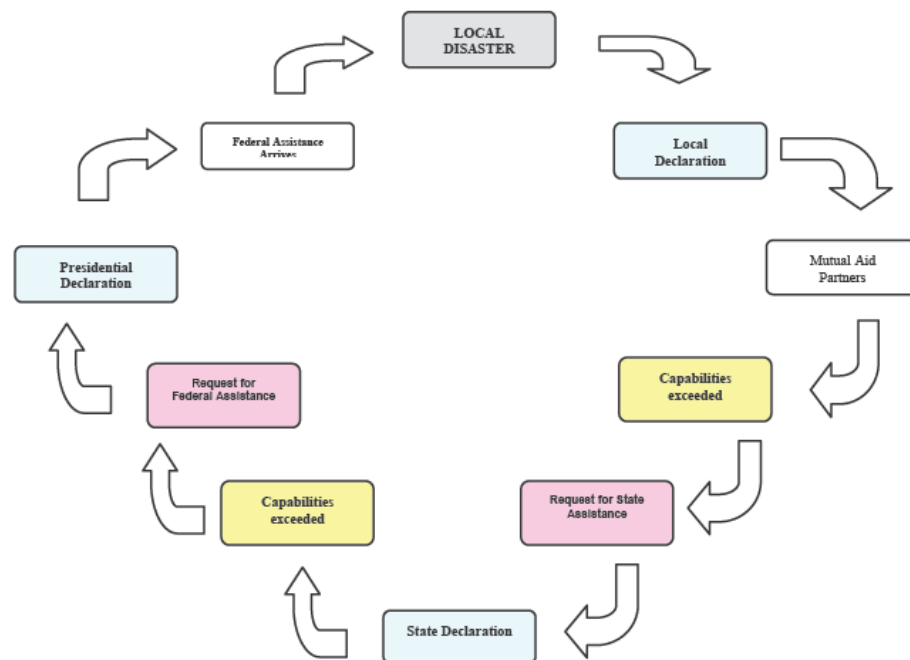
LEM’s have many emergency management tools at their disposal in the event of a dam emergency or disaster. The following is a partial list of actions and activities that are the responsibility of the prevailing local jurisdiction:

- Activate the local warning notifications systems
- Implement the Local Emergency Operations Plan
- Mobilize mutual aid partners
- Activate the Local Emergency Operations Center (EOC)
- Contact the CDEM as needed.

CO Division of Emergency Management (CDEM) - The CDEM responds to specific requests from local governments and coordinates supporting efforts of the state and federal government to help minimize the impacts, frustrations and confusion that often accompany a disaster.

The logic diagram in the following page shows the process of a local control of a disaster and how the various other agencies become involved if and when the emergency escalates beyond the resources available to the jurisdictions.

It should also be noted that for planning purposes the State of Colorado Emergency Operation Plan indicates that local jurisdictions should not plan on the arrival of State response assets until approximately 72 hours after the incident.



Dam Owner's Engineer - The owners of all High and Significant Hazard dams should retain a Colorado Licensed Professional Engineer familiar with dams and dam design and construction to provide assistance and expertise with technical issues related to their dam. This engineer should be knowledgeable about the technical and logistical aspects of the dam and be available to provide engineering assistance in the event of an emergency situation at the dam. In general, the Owners Engineer's duties during and EAP activation would include:

- Provide assistance with emergency level determination, if time permits.
- Determine ways to avoid a potentially hazardous situation from developing or progressing into a dam failure.
- Assist following a dam failure for evaluation of the stability and safety of remaining dam components and for forensic analysis of the failure.

State Dam Safety Engineer - The State Dam Safety Engineer (DSE) assigned to a given dam is a valuable technical resource in times of emergency situations at High and Significant Hazard dams. In most cases the DSE has inspected the dam every year or every other year and will therefore be aware of the relevant technical and logistical issues at a particular site. Since the DSE's are situated regionally across the state, they may also have relevant information regarding locally available resources that may be of assistance during times of emergency. The DSE's minimum roles and responsibilities upon activation of an EAP include:

- Notify the chief of dam safety, deputy state engineer or state engineer as appropriate.

- Provide owner with assistance determining emergency level, if time permits.
- Determine ways to avoid a potentially hazardous situation from developing or progressing into a dam failure.
- Assist following a dam failure for evaluation of the stability and safety of remaining dam components and for forensic analysis of the failure.
- Keep the SEO personnel apprised of the situation as it develops, progresses, and concludes.

The Five-Step EAP Process – The back bone of the EAP is the so-called Five Step Process. The five steps and their importance in the EAP process are thoroughly described above.

Within the EXAMPLE EAP pages 7 through 11 lead the reader through Steps 1 and 2, Event Detection and Emergency Level Determination. The information on these pages is for reference and guidance and requires no input from the dam owner. However, some owners may chose to modify the information shown in the table “Guidance for Determining the Emergency Level”, on page 9, to be more specific to the possible modes of failure at their individual dams.

In Step 3 Notification and Communication on Pages 12 and 13, sample emergency messages are presented. There are locations within these messages for the dam owner and local emergency manager fill with the specific dam information. These were not included as form fields since the messages are generic and will likely need to be modified for each specific dam or emergency management agency. Pages 14-16 contain the notification flow charts for the three emergency levels. Form fields have been provided in each of these forms for the appropriate contact information to be shown. As can be seen, the space on these pages is limited and in some (maybe many) cases there is insufficient room for all contact and alternate contact information to be shown. This problem has been addressed by including additional form fields on a separate table on page 17. This table should be populated with contact information that is also important and valuable, but for which there is not sufficient space on the three notification charts.

Pages 18 through 21 present Steps 4 and 5, Expected Actions and Termination. These pages are for reference and guidance and do not require input from the dam owner.

Maintenance – Review, Revision and Exercises - These pages (page 22 and 23) are included in the EAP to remind the dam owner and all other entities included in the EAP that an EAP is a living document that requires periodic maintenance to remain current and to be as useful and effective as possible.

The owner does not need to provide any information on these pages.

Record of Holders of this EAP – Page 24 of the EXAMPLE EAP contains a table with form fields to be used to document each copy of the EAP that has been transmitted to the various persons anticipated to be involved in its activation.

This information is important to enable the appropriate annual revision information to be transmitted to all holders of the EAP.

Record of Revision and Updates Made to EAP – Page 25 of the EXAMPLE EAP contains a table to establish a record of the revisions made to the EAP document over time. This is very useful information to ensure the latest revisions are included in each plan holders EAP document. Information on the date of the change, and the portions of the plan that were changed by each revision should be included on this sheet. The form fields provided in this table should be updated, prepared and a copy of the form distributed by the dam owner following each EAP update or revision, as described above in the Maintenance section.

Appendices: Maps, Supporting Data, Forms, and Glossary – The following minimum information is to be included in the appendices of the EAP:

Appendix A-1 – Location and Vicinity Maps – The maps included in this Appendix are similar to those that might be used on the EAP cover sheet. Placing them in an appendix allows a more viewable scale to be used which will aid in the usefulness of this important information.

Sources of this information are as described above. The maps should be accurate, at an appropriate scale (readable) and contain as much useful information as possible.

Appendix A-2 – Inundation Map – Inundation mapping meeting the minimum requirements of *the Rules*, and as described above, should be included as an Appendix. This is one of the key pieces of information needed by LEM's for rapid assessment of the magnitude of a potential disaster situation.

Advances in computer and GIS technology are making accurate analysis of dam failure flood inundation limits more accessible to all dam owners. A qualified engineer should be contacted to provide this information for inclusion in the EAP.

Appendix A-3 – Resources Available – This appendix contains a listing of potential sources of equipment, materials, and services that could be called upon during an emergency situation. Placing this information in a single location will allow the most expeditious use of it when the time available for action may be limited. This table includes form fields that enable dam owners to fill in this information as it becomes available.

Dam owners should work with local contractors and materials and services suppliers to establish the necessary relationships and contracts that will allow maximum flexibility and availability in the event of an emergency. It is also critical to include these resources and suppliers in the yearly EAP review to ensure continuing availability of the resources.

Appendix A-4 – Summary of People/Structures at Greatest Risk – The information in this appendix is intended to focus on those residents, businesses, or highways closest to the dam and therefore at the greatest risk. The dam owner should include the necessary contact information in the form fields provided in this table.

Information such as aerial photos and detailed maps should also be considered for inclusion in this appendix. The information should be in a format or layout that will allow quick verification that all necessary contacts have been made. The population of Colorado continues to grow and development of areas downstream of dams continues. It is therefore critical to review the downstream area and people at risk list and update that information as necessary in the yearly EAP review to ensure any new development features and/or people are included in this section.

Appendix A-5 – Plan and Profile Views of Dam – Plan and profile views of the dam and appurtenant structures should be available from the design drawings for the structure. It is not the intent to place the entire set of drawings in this appendix. Plan and profile information that shows the relative location of the major components of the dam is useful when assessing the unusual or emergency situation and determining what can and can't be done with the available time.

If necessary, dam owners should contact their State Dam Safety Engineer who might be able to provide this information electronically or in paper form from the Dam Safety Branch database.

Appendix A-6 – Reservoir Elevation-Area-Capacity Table/Graph - The elevation-area-capacity information for many reservoirs is included within the design drawings, or sometimes within the water rights information for the structure. This information is useful to quickly assess the contents of the reservoir which has a direct effect on the potential for downstream property damage and/or loss of life.

If necessary, dam owners should contact their State Dam Safety Engineer who might be able to provide this information electronically or in paper form from the Dam Safety Branch database.

Appendix B-1 – Contact Checklist – This appendix contains a page with form fields that would be filled out only in the event of an activation of the EAP. The page could also be printed out, kept in a field file or notebook and filled in by hand during an emergency event.

The notification flow charts for each emergency level contain contact information for the various individuals and organizations that will become involved in unusual and emergency situations at the dam. This checklist contains similar information and also allows places for documentation of contacts actually made. The checklist will be useful to ensure contacts are not overlooked or forgotten during a stressful and potentially hectic time.

Appendix B-2 – Unusual or Emergency Event Log Form – This appendix contains a page with form fields that would be filled out only in the event of an activation of the EAP. The page could also be printed out, kept in a field file or notebook and filled in by hand during an emergency event.

As with the Contact Checklist, this log form should be completed during the event and acts to document the conditions observed and the actions taken. The completed log will be useful when compiling the after event report that is required following all unusual or emergency events.

Appendix B-3 – Dam Emergency Situation Report Form – This appendix contains a page with form fields that would be filled out after termination of the EAP.

This form acts as a significant portion of the after-event report. This form provides an outline to be followed to ensure the significant data regarding the event are collected.

Appendix B-4 – Glossary of Terms – The glossary of terms is included to provide clarification of terms used in the EAP Guide and EXAMPLE EAP. It should also be useful in defining terms and clarifying descriptions of the unusual or emergency situations that lead to activation of the EAP. This appendix is provided for reference and requires no action on the part of the dam owner during EAP preparation.

Presentation of the EAP – It is highly recommended that the final version of any Emergency Action Plan document be archived in format that allows easy display and updating. The following strongly suggested methods are presented for the consideration of owners of high and significant hazard dams.

3-Ring Binders – Through actual use of emergency actions plans, storage of the EAP document in a small 3-ring binder has been found to be the most useful method. Small 3-ring binders shelve well and can be easily updated and revised when only minor or limited document changes are necessary. The title of the EAP including the name of the dam should be displayed on both the front and spine of the 3-ring binder for ease of identification.

“Tabs” – Tab’s have also been found to be very useful for emergency action plans, especially those archived in 3-ring binders. We recommend providing colored, or otherwise bolded, tabs, or dividers within the EAP to denote the following critical sections: (1) Emergency Level Determination, (2) Notification and Communication, (3) Expected Actions, (4) Inundation Maps, and (5) Summary of People/Structures at Risk. The tabs will allow users of the EAP to quickly find the most critical information in an emergency event.

WORD Document Formatting Tips – In the process of formatting headers and footers for the individualized EAP, the following tips may be useful:

In WORD 2003, go to the ‘View’ dropdown menu, select ‘Toolbars’, and check the ‘Forms’ toolbar. This should open the Forms Toolbar somewhere at the top of your screen. Now click the ‘Protect Form’ icon (small lock looking thing). This should

unlock the document so that it is fully editable, i.e. headers, footers, cover page maps, and the entire document can be changed. Remember to lock the document after the changes. It's not absolutely necessary, but it prevents losing some of the formatting.

In WORD 2007, select the Review tab. In the Protect group, click PROTECT DOCUMENT to show the Protect Document drop-down sub-menu. From the Protect Document sub-menu, select Restrict Formatting and Editing to show the Restrict Formatting and Editing task pane. In the Protect Document task pane, click STOP PROTECTION. The document protection is removed. This should unlock the document so that it is fully editable, i.e. headers, footers, cover page maps, and the entire document can be changed. Remember to lock the document after the changes. It's not absolutely necessary, but it prevents losing some of the formatting. To lock the document, bring up the Restrict Formatting and Editing task pane as described above and click the YES, START ENFORCING PROTECTION button. This will prompt the START ENFORCING PROTECTION pop-up window to appear with the option of securing the document with a password. If a password is desired, enter the appropriate information in the pop-up window. If no password is desired, simply click okay. Document protection is now enforced and editing is restricted to filling in the grayed-out form fields.

EAP ORIENTATION, EXERCISES AND TRAINING

The purpose of these EAP Orientation, Exercise and Training guidelines is to introduce dam owners to the fundamental aspects of a comprehensive emergency exercise program. Such activities are practical, efficient and proven ways to improve the capabilities of dam owners and emergency personnel in the event of a dam incident and/or dam failure. These guidelines only touch on the various components and considerations of a comprehensive EAP exercise program. For more extensive information regarding EAP exercises and training consult agencies such as FEMA (<http://www.fema.gov/plan/prevent/damfailure/>) and the US Bureau of Reclamation (http://www.usbr.gov/ssle/dam_safety/traininglinks.html).

An emergency exercise is an activity designed to promote emergency preparedness; test or evaluate emergency action plans, procedures and facilities; train personnel in emergency management duties, and demonstrate operational capability. Exercises consist of performance of duties, tasks, or operations very similar to the way they would be performed in a real emergency.

Exercises should be tailored to fit the individual dam owner, organization, community, or other level of government. Tailoring of exercises is necessary whether the exercise is packaged and provided by an independent outside source or developed in-house; in either case, the exercise must be responsive to the specific objectives, hazards, and emergency response capabilities of the owner and emergency response personnel.

EAP exercising can include:

- Orientation Seminars
- Drills
- Tabletop Exercises

- Functional Exercises
- Full Scale Exercises

Orientation Seminars – The orientation seminar is exactly what the name implies – an orientation to a plan, procedure, organization or idea. The seminar is relatively easy to conduct and serves the dual purpose of familiarization and motivation. The focus is on training and familiarization with roles, procedures, responsibilities and personalities. They are usually informal, in a conference room environment, and designed to elicit constructive discussion by the participants. The general purpose is for participants to evaluate plans and procedures and to resolve questions of coordination and assignment of responsibilities in a non-threatening format under minimal stress.

Drills – A drill is characterized by an activity that evaluates, develops and maintains skill in a single emergency response procedure. The focus is limited, and drills are considered as part of necessary ongoing training.

Telephone Drills – A useful drill is the Telephone drill. The telephone drill simulates Step 3 of the Five-step process – Notification and Communication. This is a relatively simple drill to arrange and facilitate. Notification of an upcoming telephone drill can be made via email, with appropriate documentation forms attached with instructions for return following the drill. Compilation of the returned forms can be used to evaluate the accuracy of contact information and the effectiveness of the notification flow charts. Examples of e-mail based procedures for execution of a telephone phone drill are included at the end of this section.

Tabletop Exercises – A tabletop exercise is an activity in which management, key agency staff, and outside organizations are presented with simulated emergency situations without time constraints. It is usually informal, in a conference room environment and designed to elicit constructive discussion by participants as they attempt to examine and then resolve problems based on existing EAP's. The tabletop exercise is a deliberate attempt to examine basic emergency planning and resource allocation problems without concern for time pressures, stress, or actual simulation of specific events. Individuals are encouraged to discuss decisions in depth, and the emphasis is on slow-paced problem solving rather than rapid, spontaneous decision making.

Functional Exercises – A functional exercise is an activity designed to evaluate the capability of an individual function or complex activity within a function. It is applicable if the activity can be effectively evaluated in isolation from other emergency management activities. These exercises are fully simulated, using messages that can be either written or transmitted via telephone, radio, fax, email, etc. The functional exercise creates stress by increasing the frequency of messages, intensity of activity, the complexity of decisions, and/or requirements of coordination. The problems messages/directives evoked are complex and realistic. Responses must be rapid and effective. In short, the functional exercise simulates the reality of operations in any functional area to the maximum degree.

Full-Scale Exercises – A full-scale exercise is intended to evaluate the operational capability of emergency management systems in an interactive manner over a substantial period of time. It involves evaluating a major portion of the basic elements existing within emergency actions plans and organizations in a stress environment. This type of exercise includes the mobilization of personnel and resources and the actual movement of emergency workers, equipment, and resources required to demonstrate coordination and resource capability. Full-scale exercises greatly expand the scope and visibility of the exercise program. As a result, a full scale exercise done well can result in a substantial improvement in public attention and credibility. At the same time, a poorly conducted exercise can jeopardize the credibility of the emergency management program. Full-scale exercises should be the culmination of an emergency exercise program that has grown with capacity in an ongoing cycle of progressively more in-depth evaluation.

The above presents the five elements of an exercise program. Orientation seminars are considered the foundation for future emergency management exercise efforts. Similarly, drills are also important in contributing to the success of exercises. An exercise development program is based on the premise that you must crawl before you can walk or walk before you can run. The last three program elements – Tabletop, Functional and Full-scale exercises – are designed with progressive complexity. Each one requires more preparation time, more personnel, and more planning than the preceding exercise.

SAMPLE Telephone Drill Notification Sample Email Transmittal

Hello,

Joe Dam Owner's SAMPLE Dam Emergency Action Plan "Emergency Level 3" Notification process will be tested during the morning of June 6, 2007. You and/or your agency have been identified as a possible participant in this exercise.

The purpose of the Telephone Drill is to prove adequacy of telephone contacts, adequacy of exercise timeline, identification of improvements to shorten notification timeline, and verification the most current copy of the plan is readily available.

If you are required to make a contact during this drill please use the following wording to announce your communication:

➤ **This is a telephone drill of the EXAMPLE Dam Emergency Action Plan. Refer to the notification process outlined in the EXAMPLE Dam Emergency Action Plan "EMERGENCY LEVEL 3" for "A failure of the EXAMPLE Dam has occurred or is imminent." Using your Notification Flow Chart for EMERGENCY LEVEL 3 make all contacts assigned to your position. Please attempt to make all contacts you are responsible for. Again, **this is only a test** of the EXAMPLE Dam Emergency Action Plan "EMERGENCY LEVEL 3" Notification Process. <**

Attached is a word document form to be used during the exercise to record all contacts you are required to make. After the EXAMPLE Dam Emergency Action Plan Telephone Drill, return the completed form to me either by Fax 970-555-5555 or email: joedamowner@net.com.

Thank you for your participation and cooperation.

Joe Dam Owner
970-555-5556

SAMPLE Telephone Drill Contact Information Collection Form

The EXAMPLE Dam EAP will be tested June 6, 2007.

The purpose of the Telephone Drill is to prove adequacy of telephone contacts, adequacy of exercise timeline, identification of improvements to shorten notification timeline, and verification the most current copy of the plan is readily available.

The extent of this drill will include telephone communications. All contacts will be made by telephone. Each person making a contact must state the following:

➤ **This is a telephone drill of the EXAMPLE Dam Emergency Action Plan. Refer to the notification process outlined in the EXAMPLE Dam Emergency Action Plan “EMERGENCY LEVEL 3” for “A failure of the EXAMPLE Dam has occurred or is imminent.” Using your Notification Flow Chart for EMERGENCY LEVEL 3 make all contacts assigned to your position. Please attempt to make all contacts you are responsible for. Again, **this is only a test** of the EXAMPLE Dam Emergency Action Plan “EMERGENCY LEVEL 3” Notification Process. <**

The person who makes the call will record the time and person contacted after reading the above statement.

Please record the following information when making required contacts:

Your Name/Department: _____

Name of Person/Agency You Contacted: _____

Date: ___/___/___ Time of contact: _____

Date of current copy of your plan: _____

Comments: _____

Please return by E-Mail to joedamowner@net.com, or Fax to 970-555-5555 to Joe Dam Owner.

Thank you for your participation.

Colorado Emergency Managers & Sheriffs

February 8, 2010

**Colorado
Division of Emergency Management
Department of Local Affairs**

Revisions to:
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Table of Contents

County Emergency Managers & Sheriffs

Adams.....	3
Alamosa.....	3
Arapahoe.....	3
Archuleta.....	3
Baca.....	3
Bent.....	3
Boulder.....	3
Broomfield.....	3
Chaffee.....	3
Cheyenne.....	4
Clear Creek.....	4
Conejos.....	4
Costilla.....	4
Crowley.....	4
Custer.....	4
Delta.....	4
Denver.....	4
Dolores.....	4
Douglas.....	5
Eagle.....	5
Elbert.....	5
El Paso.....	5
Fremont.....	5
Garfield.....	5
Gilpin.....	5
Grand.....	5
Gunnison.....	5
Hinsdale.....	6
Huerfano.....	6
Jackson.....	6
Jefferson.....	6
Kiowa.....	6
Kit Carson.....	6
Lake.....	6
La Plata.....	6
Larimer.....	6
Las Animas.....	7
Lincoln.....	7
Logan.....	7
Mesa.....	7
Mineral.....	7
Moffat.....	7
Montezuma.....	7
Montrose.....	7
Morgan.....	7
Otero.....	8
Ouray.....	8
Park.....	8
Phillips.....	8
Pitkin.....	8
Prowers.....	8
Pueblo.....	8
Rio Blanco.....	8
Rio Grande.....	9
Routt.....	9
Saguache.....	9
San Jaun.....	9
San Miguel.....	9
Sedgwick.....	9
Summit.....	9
Teller.....	9
Washington.....	9
Weld.....	10
Yuma.....	10

City and Tribal Emergency Managers

Arvada.....	11
Aurora.....	11
Brighton.....	11
Canon City.....	11
Castle Rock.....	11
Colorado Springs.....	11
Colorado State University.....	11
Commerce City.....	11
Delta.....	11
Durango.....	11
Englewood.....	11
Erie.....	11
Estes Park.....	12
Federal Heights.....	12
Fort Collins.....	12
Fort Lewis.....	12
Fort Lupton.....	12
Glendale.....	12
Golden.....	12
Greeley.....	12
Greenwood Village.....	12
Lakewood.....	12
Littleton.....	12
Longmont.....	12
Louisville.....	13
Northglenn.....	13
Sheridan.....	13
Southern Ute Indian Tribe.....	13
Thornton.....	13
University of Colorado - Boulder.....	13
Ute Mountain Ute Tribe.....	13
Westminster.....	13
Wheat Ridge.....	13

CDEM Field Managers.....13