



Operation Safe Haven AFTER ACTION REPORT



Lowry Command – Dorm Operations

October 10, 2005

Bill Owens
Governor

Paul L. Cooke
Director
Colorado Division of Fire Safety
Dorm Branch Manager

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LOWRY DORM OPERATIONS AFTER ACTION REPORT

Executive Summary

Hurricane Katrina made landfall as a Category 4 hurricane along the Central Gulf Coast near New Orleans, Louisiana, on August 29, 2005. Its storm surge breached the levee system that protected New Orleans from Lake Pontchartrain. Most of the city was subsequently flooded by the lake's waters. Mandatory evacuation of New Orleans had been ordered before the hurricane struck, on August 28th. The order was repeated on August 31st. By early September, people were being forcibly evacuated, mostly by bus to neighboring states.

On Friday, September 2nd, Nancy McCallin, Colorado Community College System (CCCS) president, offered Governor Owens the use of the Lowry Campus dorms for the Hurricane Katrina evacuees.

That same night, after receiving word that the Lowry dorm would be used to host and shelter evacuees, CCCS staff started reopening the dorms, some of which were shut down last May and others that have been moth-balled for anywhere from a year to a decade.

Once the water, gas, electric, heat, and air conditioning were turned on, significant maintenance issues surfaced. Scores of contractors were called in over the Labor Day weekend to install sinks, redo plumbing, repair the chillers, fire up the kitchen, repair the fire alarm system, and other crucial issues.

In addition to needing a good cleaning, the dorms had to be cleared of unusable furniture, trash and accumulated junk. Once that was accomplished, beds had to be assembled and made, shower curtains installed, and other furniture moved in.

Lowry Campus maintenance people literally worked 24/7, alongside of the contractors and other work crews to get the facility operational.

On Saturday, September 3, 2005 at 6:00am MDT, a team was convened at Colorado's Multi-Agency Coordination Center (State Emergency Operations Center) and established an Area Command, in order to coordinate the activities at Lowry, Buckley Air Force Base, and Denver International Airport.

On Sunday, September 4, 2005 at 7:00am the Aurora Fire Department (AFD) established "Lowry Command." AFD Captain Deanne Criswell assumed the position of Incident Commander.

Initially, operation of the dorm facility was left to the facility owner (Colorado Community College System). However, at 5:00pm, the "Dorm Branch" was established and Paul Cooke, Director of the Colorado Division of Fire Safety, assumed charge of the operations at the dorm.

The first plane-load of about 150 evacuees arrived at the Lowry Campus on Sunday, Sept. 4th, where they were greeted by representatives of state and local agencies that evaluated their needs before they were transported to the dorm.

A second plane of 121 evacuees arrived on September 7th at 12:16am at Buckley AFB. Evacuees began arriving at the dorm at about 1:15am and all were processed into the facility within an hour.

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On September 8, 2005 a meeting was held for the purpose of transitioning the shelter and supporting operations from the State of Colorado and the City of Aurora IMT to the Red Cross. The transition of the shelter operations from the State of Colorado to the Red Cross was scheduled to occur effective September 9, 2005 at 0700am.

The transition to Red Cross operation of the dorm occurred as scheduled. However, on September 11th a post-transition meeting was held with representatives of the organizations and agencies involved in the operation at Lowry. Due to issues raised in a meeting that immediately preceded this one, it was decided to establish a modified "Unified Command" structure for Lowry.

The modified Unified Command IC was established with multiple individuals representing the three core organizations: (1) the State of Colorado; (2) the Clergy Coalition; and (3) the Red Cross. Barbara Kirkmeyer assumed responsibility as the Unified Commander and responsibility for the Operations Section were assigned to Deanne Criswell and Paul Cooke.

On September 21st, the operation entered the "Long Term Recovery" Phase, and the next day the Operations Section was transitioned to Division of Emergency Management.

Purpose and Scope

This report contains a description of incident objectives, actions taken, observations, lessons learned, best practices, and recommended follow up actions noted during the response and initial recovery phases of the Dorm Operations component of the Lowry Evacuation Center (Lowry Command).

Summary of Recommendations

Mass Care/Sheltering Annex to the State EOP

The Mass Care/Sheltering Annex (Annex F) to the State EOP needs to be reviewed for adequacy. If it is inadequate or based on faulty assumptions, these need to be addressed.

ICS Organization and Expansion

The IC and all subordinate supervisors must ensure that personnel assigned to them are adequately briefed on the ICS organization, where they fit within the organization, their reporting responsibilities (who do they report to and who reports to them), the scope and limitation of their authority, as well as their specific tasks and duties.

Ensure all resources know the name of the assigned IC and announce all changes in incident command.

All personnel should follow check-in procedures at designated check-in locations.

Unified Command should be established when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Under this application of ICS, agencies work together through the designated members of the Unified Command to establish their designated Incident Commanders at

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a single ICP and to establish a common set of objectives and strategies and a single Incident Action Plan.

Due to the complexity of the operation, the number of assisting agencies and organizations, and the number of separate branches working within the Dorm facility (but reporting separately to the IC), consideration should have been given to treating the Dorm as a separate “incident” with its own command structure, reporting to Area Command.

Integration of Non-Traditional Responders into ICS

All personnel who would be expected to respond to an incident or serve in a supporting role should receive training in the National Incident Management System (NIMS) and “awareness-level” training in ICS (I-100).

Individuals at the “Executive” level, including elected officials at the state and local level (executive, legislative, and judicial branches), city managers, county administrators, agency heads and other policy-makers should receive training in the National Incident Management System (NIMS) and “executive-level” training in ICS (I-402).

Assumptions and Decision-Making

It is necessary to have an accurate ongoing assessment of the assumptions upon which incident objectives are being based. More timely intelligence about potential evacuations to Colorado and earlier determination of the capability of the Red Cross to assume shelter operations would have resulted in different operational decisions. This includes assumptions on incident duration and subsequent decisions regarding staffing patterns, relief, and early development of an exit strategy.

Volunteer Coordination

Designate a Volunteer Coordinator for all incidents where there are large numbers of organization-affiliated and/or spontaneous volunteers anticipated. The Volunteer Coordinator is responsible for developing volunteer coordination processes and protocols, as well as managing and overseeing all aspects of volunteer participation, including recruitment, induction, and deployment. The Volunteer Coordinator is typically part of the Planning Section and reports to the Resource Unit Leader.

Develop a plan for the function of Unaffiliated Volunteer Management and include it in the State Emergency Operations Plan as an Appendix. Note: The issue is discussed in the Donations Management Annex (Annex B) to the SEOP; however, the guidance offered is insufficient where there are large numbers of organization-affiliated and spontaneous volunteers.

Establish a Volunteer Reception Center where the volunteers can be efficiently processed and referred to organizations who are in need of services.

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Incident Documentation The establishment of a Documentation Unit within the Planning Section would have assured the establishment and maintenance of accurate and complete incident files for legal, analytical, and historical purposes.

The responsibility for initiating the after action report process should be assigned to the Documentation Unit.

This assignment should be initiated as early as possible during the response phase of any emergency which will require an after action report. Ideally, the person assigned should have a background in the planning function, be familiar with emergency organization functions, and have an understanding of the State and local Emergency Operations Plans.

Work/Rest Guidelines Work/rest guidelines should be met on all incidents. Plan for and ensure that all personnel are provided a minimum 2:1 work to rest ratio (for every 2 hours of work or travel, provide 1 hour of sleep and/or rest).

Work shifts that exceed 16 hours and/or consecutive days that do not meet the 2:1 work/rest ratio should be the exception, and no work shift should exceed 24 hours. However, in situations where this does occur, incident management personnel will resume 2:1 work/rest ratio as quickly as possible.

Public Information Officer/Joint Information Center (JIC) Only one Information Officer (IO) should be assigned for each incident, including incidents operating under a Unified Commander and multi-jurisdiction incidents. The IO may have assistants as necessary, and the assistants may also represent assisting agencies or jurisdictions.

Establish policies and procedures necessary to ensure coordination of information being released to the media and public and identification of who sends press releases to local press/media.

Recommend Joint Information Center (JIC) training for agency PIO's. Joint Information Center (JIC) training provides participants with an understanding of what a Joint Information Center is, how it fits into the Incident Command System, and how a JIC is run.

Questions concerning this document should be directed to:

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Background Information

Hurricane Katrina was the eleventh named tropical storm, fourth hurricane, third major hurricane, and first Category 5 hurricane of the 2005 Atlantic hurricane season. It first made landfall as a Category 1 hurricane just north of Miami, Florida on August 25, 2005, then again on August 29th along the Central Gulf Coast near New Orleans, Louisiana, as a Category 4 storm. Its storm surge soon breached the levee system that protected New Orleans from Lake Pontchartrain. Most of the city was subsequently flooded by the lake's waters. This and other major damage to the coastal regions of Louisiana, Mississippi, and Alabama made Katrina the most destructive and costliest natural disaster in the history of the United States.

As of publication of this report, the official death toll stands at 1,242 and the damage higher than \$200 billion, topping Hurricane Andrew as the most expensive natural disaster in U.S. history. Over a million people were displaced — a humanitarian crisis on a scale unseen in the U.S. since the Great Depression.

In Louisiana, the hurricane's eye made landfall at 6:10am CDT on Monday, August 29th. After 11:00am CDT, several sections of the levee system in New Orleans collapsed. Mandatory evacuation of New Orleans had been ordered by Mayor Ray

Nagin before the hurricane struck, on August 28th. The order was repeated on August 31st. By early September, people were being forcibly evacuated, mostly by bus to neighboring states.

On Friday, September 2nd, Nancy McCallin, Colorado Community College System (CCCS) president, offered Governor Owens the use of the Lowry Campus dorms for the Hurricane Katrina evacuees.

At around 6:30pm on Friday night, Nancy received the official word that the Lowry dorm would be used to host and shelter evacuees.

That same night, Nancy, Marilyn Golden, CCCS vice president for finance and administration, Mike Hill, Lowry Campus facilities manager, his assistant, Steve Carter, and a custodial crew of four persons started reopening the dorms, some of which were shut down last May and others that have been moth-balled for anywhere from a year to a decade.

Once the water, gas, electric, heat, and air conditioning were turned on, significant maintenance issues surfaced. Barbara Kirkmeyer at DOLA advised Nancy that Community Development Block Grant (CDBG) funding would be available to make the facility habitable, in advance of receipt of the FEMA Disaster Declaration.



An aerial view from a US Navy helicopter showing floodwaters around the Central Business District of New Orleans. The Louisiana Superdome is in the center.

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Scores of contractors were called in over the Labor Day weekend to install sinks, redo plumbing, repair the chillers, fire up the kitchen, repair the fire alarm system, and other crucial issues.

In addition to needing a good cleaning, the dorms had to be cleared of unusable furniture, trash and accumulated junk. Once that was accomplished, beds had to be assembled and made, shower curtains installed, and other furniture moved in.

Lowry Campus maintenance people literally worked 24/7, alongside of the contractors and other work crews to get the facility operational.

Saturday afternoon, some small prison crews from Arapahoe, Adams, Douglas, and Denver Counties arrived to help with the set up and by that evening, 80 rooms with 160 beds were ready for occupancy.

Pastor Larry Brown of the Lowry Community Church, located on the campus, also arrived on Saturday evening with a significant volunteer force. The church was instrumental in helping get the dorms up and running, especially cleaning and setting up the east wing and third floors.

The first plane-load of about 150 evacuees arrived at the Lowry Campus on Sunday, Sept. 4, where they were greeted by representatives of state and local agencies that evaluated their needs before they were transported to the dorm.

LOWRY DORM OPERATIONS AFTER ACTION REPORT

Introduction

Purpose and Scope

This report contains a description of incident objectives, actions taken, observations, lessons learned, best practices, and recommended follow up actions noted during the response and initial recovery phases of the dorm operations component of the Lowry Evacuation Center (Lowry Command).

The purpose of this report is to document the adequacy of the State and local Emergency Operations Plans (EOP's) and the effectiveness of the observed State, local, and community response to this incident.

It is assumed that the lessons learned and recommended follow up actions will be analyzed and acted upon by the organizations that are responsible for the specific processes noted herein. As with any incident, it is also assumed that the information contained in this report will be used to update applicable EOP's wherever necessary.

Note: Separate after-action reports will be prepared for the overall Lowry Operation (Lowry Command), as well as the Area Command/MACC, Buckley Command, and Family Assistance Center.

Organizations and Agencies Involved (Initial Operational Periods)

Aurora Fire Department Incident Management Team
Aurora Police Department
Denver Health & Hospitals
Denver Sheriffs Department
State of Colorado

- Colorado Community College System
- Governor's Office/Lt. Governor's Office
- Department of Public Safety
- Department of Local Affairs
- State Buildings Division (CDPA)

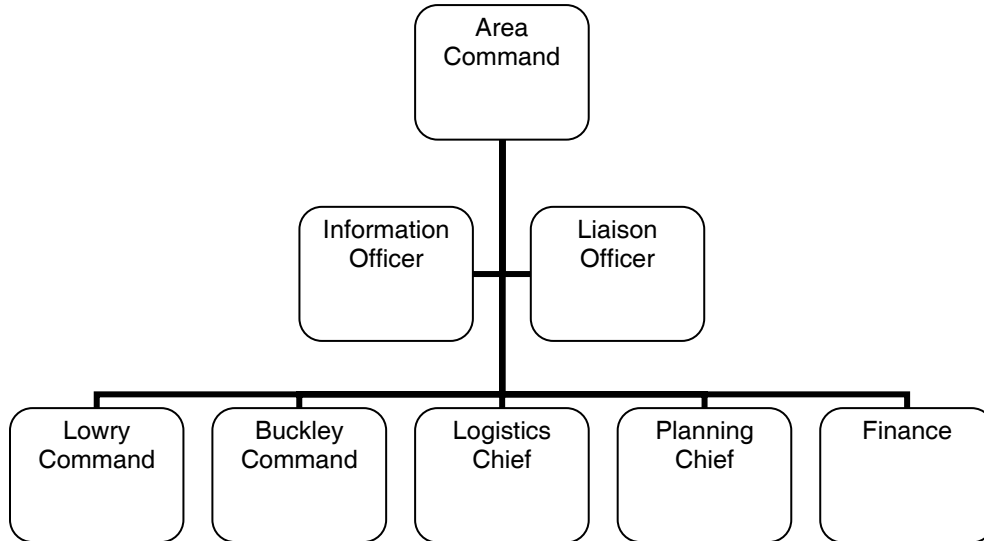
Red Cross – Mile High Chapter
Salvation Army
Aurora & Arapahoe County Mental Health
Colorado Organization for Victims Assistance (COVA)
Colorado Voluntary Organizations Active in Disasters (COVOAD)
Adventist Community Services
Lowry Community Church & Alliance of Churches

(Other agencies and organizations were represented during later operational periods)

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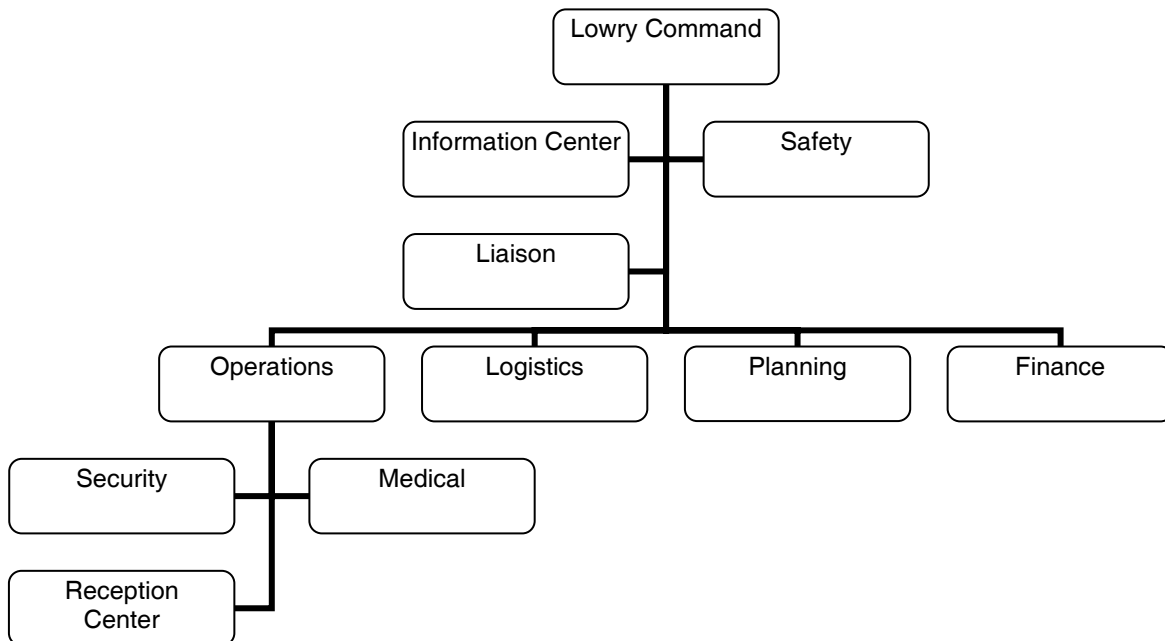
ICS Organization and Expansion

On Saturday, September 3, 2005 at 6:00am MDT, a team was convened at Colorado's Multi-Agency Coordination Center (State Emergency Operations Center) and established an Area Command. The initial Area Command Structure was as follows:



Note: A third command, "DIA Command," was established at approximately 9:00pm MDT, when it appeared that aircraft transporting evacuees may be arriving at Denver International Airport instead of Buckley Air Force Base.

On Sunday, September 4, 2005 at 7:00am (Operating Period 4), the Aurora Fire Department (AFD) established "Lowry Command." The initial command structure (Command and General Staff) was as follows:



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AFD Captain Deanne Criswell (City of Aurora Emergency Manager), assumed the position of Incident Commander.

Note: During this period of time, operation of the dorm facility was left to the facility owner (Colorado Community College System).

At approximately 3:00pm, Governor Owens called the MACC for the assignment of someone “to take charge of the dorm facility”, in order to bring order to the ongoing operations at the facility.

Paul Cooke, Director of the Colorado Division of Fire Safety, was dispatched from the MACC to Lowry, with instructions to report directly to Governor Owens at the dorm facility.

At approximately 4:00pm, Director Cooke arrived at the dorm (after credentialing) and reported to Governor Owens. Governor Owens briefed Director Cooke on his expectations and introduced him to certain key staff at the facility, including: Nancy McCallin, Marilyn Golden, Chris Castilian, Henry Sobinet, Mark Salley, Ron McKinney (Salvation Army), and Pastor Larry Brown.

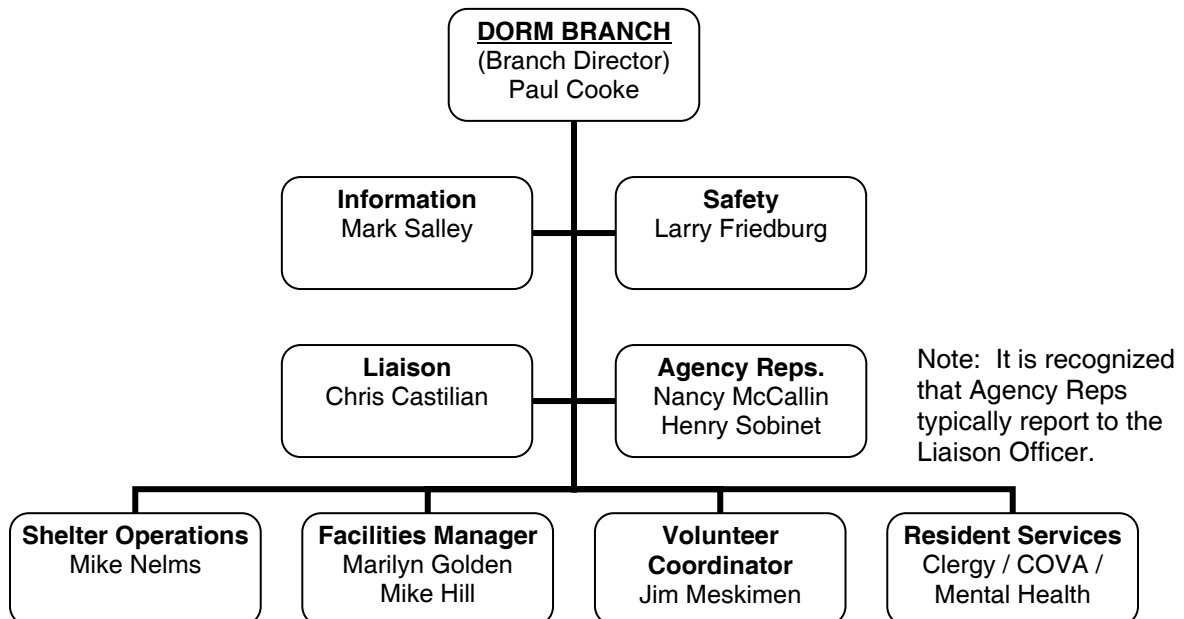
On Sunday, September 4, 2005 at approximately 5:00pm, Director Cooke assumed charge of the operations at the dorm, after receiving briefings from Mike Nelms, Nancy McCallin, Chris Castilan, and Larry Friedburg.

The initial organizational structure for the operations at the dorm was as follows:

OPERATION SAFE HAVEN – LOWRY COMMAND

Operations Section / Dorm Branch
Initial Organizational Structure

September 4, 2005
Operational Period 4/5



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Instead of creating a separate command, the dorm operations were established as a branch under the Operations Section of Lowry Command. During the initial operating period, the Dorm Branch referred to itself as “Housing Branch”, which was confusing as there was already a “Housing Unit” under the Reception Center Branch. Thus, the name was changed to “Dorm Branch.”

Note: During the initial operating period of the Dorm Branch, Security and Medical were separate branches that reported directly to the Operations Section Chief.

Responsibilities

Shelter Operations Group was responsible for the intake of evacuees, room assignments, and establishing internal services such as supply and clothing rooms.

Facilities Manager was responsible for making repairs to facility to make it operational to support 100% occupancy (1,000 evacuees).

Volunteer Coordinator was responsible for managing the assignment of volunteer “crews” to the various tasks necessary to prepare the facility for 100% occupancy. There were three crew chiefs assigned to the Volunteer Coordinator.

Resident Services was responsible for providing victim advocate and pastoral care to the evacuees. The ministry alliance also provided volunteer resources to the Volunteer Coordinator.

Initial Objectives

1. Provide for the safety and security of evacuees housed at the Lowry Dorm while maintaining individual dignity. Address urgent medical, mental health, and spiritual needs.
2. Implement a volunteer management structure for volunteers assigned to the dorm.
3. Develop an intake management plan for new arrivals.
4. Control access to the dorm to authorized persons.
5. Continue to make necessary repairs and prepare the dorm for 100% occupancy.
6. Develop and post “House Rules.”

At this point in time, there were already approximately 125 evacuees being housed at the dorm and 875 additional evacuees were expected.

Volunteer crews were already working diligently to clear the dorm rooms of all unusable furniture, trash and accumulated junk. Once that was accomplished, the rooms were cleaned, beds were assembled and made up, other furniture and fixtures were moved in, and each room was outfitted with personal necessities, such as towels and personal care items.

Under the supervision of Lowry Facilities Engineer Mike Hill, work was underway to repair the plumbing on the 3rd floor of the dorms – which was a major undertaking – requiring the repair of water lines, and replacement of fixtures and cabinetry.

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Dorm Operations

General Description of the Dorm Facility

The facility being used to house Hurricane Katrina evacuees, Building 900, is a 1970's vintage, three-story, two-wing, 500-room building, which was constructed as an US Air Force dormitory.

When the base closed in 1994, the dorm and other property was deeded to the Colorado Community College System (CCCS). By then, the third floor already had been closed off and volunteers for the federal AmeriCorps program were living on the first and second floors.

The state closed most of the building in 2004, shutting off water, electricity and natural gas.

When the decision was made to reopen the dorm facility to house Hurricane Katrina evacuees, and the water, gas, electric, heat, and air conditioning were turned on, significant maintenance issues, especially a water main break and plumbing leaks, surfaced.

The third floor was in the worst shape. For years, the third floor had been cannibalized to supply rooms on the second and first floors with beds, sinks and showers. At the same time, the third floor had become a dumping ground for unused items.

Throughout the dorm, doors didn't have locks and many of the door locks that did exist, didn't have keys.

As early as Friday night, September 2nd, Lowry facilities management called in plumbing, electrical, HVAC, and fire alarm contractors, as well as a locksmith in order to make the crucial repairs to the facility.

Chronology of Events

Operational Period 1

September 3, 2005
6:00am – 2:00pm

A team was convened at Colorado's Multi-Agency Coordination Center (State Emergency Operations Center) and established an Area Command.

Nancy McCallin and Marilyn Golden briefed the Area Commander and Barb Kirkmeyer on the issues that need to be addressed to bring the dorm facility back into operation.

During this operational period, a small work group continued to clean and ready rooms for occupancy.

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Note: Mike Hill, Lowry Campus facilities manager worked through the preceding night with various contractors turning on and evaluating building systems, and commencing with necessary repairs.

Operational Period 2 September 3, 2005 2:00pm – 10:00pm

Denver Health Medical Center (DHMC) personnel arrived and began establishment of an infirmary and IV room (for re-hydration) in the dorm facility.

Inmate labor crews from Adams, Arapahoe, Denver, and Douglas Counties began arriving sometime after 5:00pm and were put to work cleaning and preparing rooms for occupancy.

Denver Corrections transported donated bedding to the facility.

Pastor Larry Brown of the Lowry Community Church arrived at about 6:00pm Saturday evening with a volunteer force of about 35 people. They were assigned to the East Wing, 1st and 2nd floors.

Operational Period 3 September 3-4, 2005 10:00pm – 6:00am

Work on cleaning and setting up the dorm rooms continued until about 3:00am. At this time there were approximately 80 rooms ready for occupancy (160 occupants).

At approximately 4:00am, a semi-tractor full of toiletries and supplies arrived at the facility.

Operational Period 4 September 4, 2005 7:00am – 7:00pm

Transition from eight-hour operational periods to twelve-hour operational periods.

At 7:00am, the Aurora Fire Department (AFD) established "Lowry Command." AFD Captain Deanne Criswell assumed the position of Incident Commander.

Lowry Command was advised by MACC to expect up to 4-5 flights at two-hour intervals, with approximately 125 evacuees on each flight.

Aurora Mental Health personnel arrived and set up operations within the facility.

Doug Hough of the American Red Cross arrived at approximately 10:00am.

The Salvation Army food services unit arrived at approximately 10:30am and established a canteen operation.

Community volunteers in significant numbers began arriving at the facility around 9:30am. According to Nancy McCallin, there was no system in place to coordinate the volunteers.

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First Evacuees Arrive

The first flight arrived at Buckley AFB at approximately 9:45am. After processing through the registration and credentialing process at the gymnasium, they were transported to the dorm. According to Nancy McCallin, the first evacuees arrived at the dorm at approximately 10:45am and were initially left in the cafeteria instead of being escorted to their rooms.

At approximately 2:00pm, Governor Owens arrived at the facility and was briefed by Nancy McCallin.

At approximately 3:00pm, Governor Owens called the MACC for the assignment of someone “to take charge of the dorm facility.”

Paul Cooke, Director of the Colorado Division of Fire Safety, was dispatched from the MACC to Lowry, with instructions to report directly to Governor Owens at the dorm facility.

At approximately 4:00pm, Director Cooke arrived at the dorm and reported to Governor Owens.

At approximately 5:00pm, Director Cooke assumed charge of the operations at the dorm, after receiving briefings from Mike Nelms, Nancy McCallin, Chris Castilan, and Larry Friedburg. Note: The IC assigned Mike Nelms to the dorm at approximately 3:30pm after first hearing there were issues that needed to be addressed.

Operational Period 5 September 4-5, 2005 7:00pm – 7:00am

During the evening/night of September 4, 2005, the following objectives were added to those previously identified as “initial objectives.”

1. Conduct a complete assessment of the repairs needed to the dorm to provide for the safe sheltering of the evacuees (Larry Friedburg).
2. Establish operational policies and the means to address basic service needs for the evacuees (Paul Cooke).

After midnight, staffing at the dorm consisted of Paul Cooke, Larry Friedburg, the Medical Unit from Denver Health & Hospitals, and the Mental Health Unit. The Salvation Army food service unit and the Security Unit (building and perimeter), provided by the Aurora Police Department were outside of the facility.

Operational Period 6 September 5, 2005 7:00am – 7:00pm

During this operational period, work continued on needed facility repairs and implementing basic services for evacuees.

Due to insufficient numbers of volunteers, Red Cross staffing was provided during daytime hours only (7:00am – 7:00pm).

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7:00pm – Held first “Community Meeting” with residents of the dorm in order to provide information and answer questions.

Operational Period 7

September 5-6, 2005

7:00pm – 7:00am

AFD Battalion Chief Terry McClimans assumed position of Branch Director for Dorm Branch for this operational period, assisted by Larry Friedburg of State Buildings.

Work continued through the night on needed plumbing repairs on the third floor and kitchen.

Operational Period 8

September 6, 2005

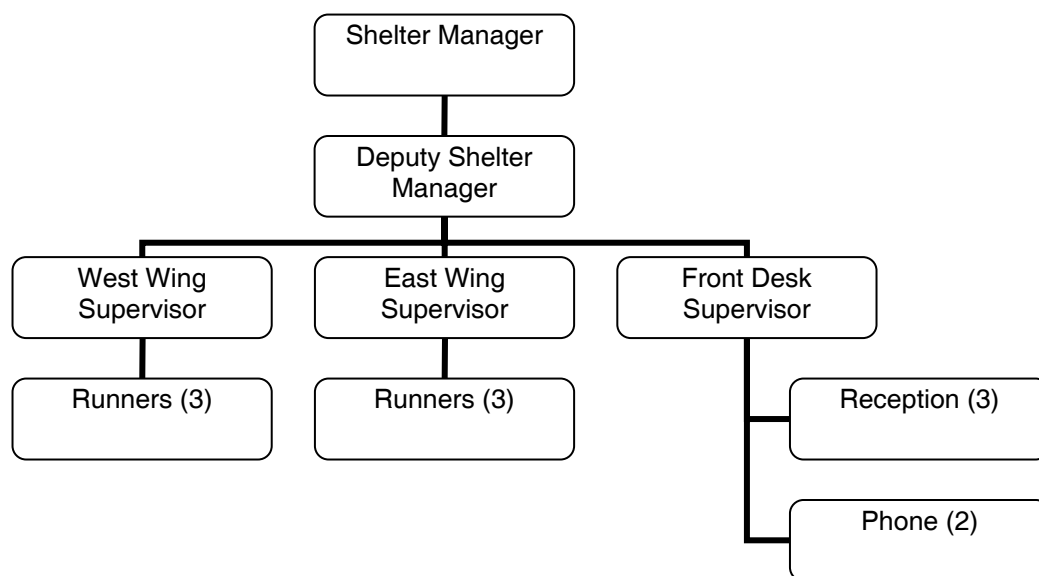
7:00am – 7:00pm

As of 6:00am there are a total of 135 residents assigned to the Lowry Dorm (Building 900). There are approximately 241 double-occupancy rooms currently available. It is estimated that 91 additional rooms (3rd floor east wing) will be available by mid-day and an additional 91 rooms by the end of the operational period.

Worked with Red Cross “Shelter Manager” to establish policies and procedures for the dorm, including:

- Briefing volunteers on guest relations (dignity and respect)
- Front desk procedures
- Registration & room assignments/reassignments
- Floor warden responsibilities (fire & life safety)
- Medical procedures
- Transportation
- Facility maintenance/emergency repairs

The following organizational structure was recommended for the Red Cross Shelter Management function:



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Due to insufficient numbers of volunteers, Red Cross staffing was provided during daytime hours only (7:00am – 7:00pm).

A team is working on transitioning responsibility for managing the dorm from the State to the Red Cross. The goal is to effect the transition effective Friday, September 9th.

Note: The IC first assigned Nancy Reublin and then, after Nancy was reassigned, Danny Wilcox to assist with Dorm Operations during this operational period.

Operational Period 9

September 6-7, 2005
7:00pm – 7:00am

The primary objective for this operational period was to prepare for the arrival of additional evacuees.

Volunteers from the Governor and Lt. Governor's offices were briefed on the dorm intake process. A second plane of 121 evacuees arrived at 12:16am at Buckley AFB.

Evacuees began arriving at the dorm at about 1:15am and all were processed into the facility within an hour.

Operational Period 10

September 7, 2005
7:00am – 7:00pm

The Red Cross brought in AmeriCorps personnel in order to provide adequate staffing. However, Red Cross staffing was still only provided during daytime hours only (7:00am – 7:00pm).

According to the Red Cross (Nancy Casper), they would have sufficient personnel in place in order to provide 24/7 coverage beginning Friday morning.

Operational Period 11

September 7-8, 2005
7:00pm – 7:00am

Between midnight at 7:00am, the dorm operations were turned over to two Aurora firefighters that were assigned by the IC.

Work continued through the night on needed plumbing repairs on the third floor and kitchen.

Operational Period 12

September 8-9, 2005
7:00am – 7:00am

Advised by the MACC that there is a possibility that an additional 500 evacuees could be flown in on September 14.

Note: The incident transitioned to a 24-hour operational period. However, Lowry Dorm Operations continued on a 12-hour rotation of personnel.

Worked all day on finalizing plan to transition responsibility for managing the dorm from the State to the Red Cross.

7:00pm – Held second "Community Meeting" with residents of the dorm in order to provide information and answer questions.

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Transition Meeting

On September 8, 2005 at 2:00pm a meeting (chaired by Danny Wilcox) was held for the purpose of transitioning the shelter and supporting operations from the State of Colorado and the City of Aurora IMT to the Red Cross.

Attendees: Nancy McCallin CCCS, Bob Wallace ARC, Paul Cooke CDFS, Marilyn Golden CCCS, Linda Bowman CCCS, Paul Lhevine ARC, Jill Hepp ARC, Mitch Gass ARC, Chris Castilian Gov. Office, Barb Kirkmeyer DOLA, Danny Willcox AFD

During the course of this meeting, all pertinent operational issues were discussed, to include:

- Security
- Medical
- Credentialing
- Registration
- Food Service
- Volunteer Management
- Facilities Maintenance & Housekeeping
- On-going Repairs to Facility
- Purchasing Procedures & Supplies Procurement
- Fire Safety Procedures

All contracts that were in place were reviewed with the meeting participants, including:

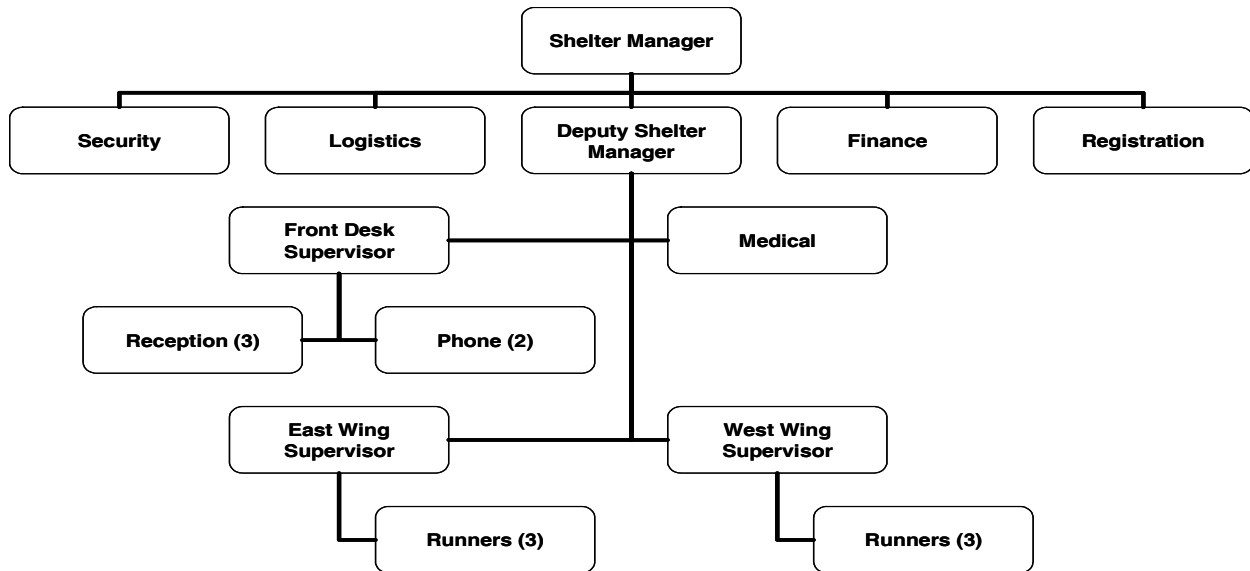
- Security
- Laundry & Linen
- Housekeeping
- Rubbish
- Portalet Sanitation
- Plumbing
- Heating & Air Conditioning
- Door Locks
- Cable Television Service
- Phone Service
- Utilities

The only outstanding contract was one to be finalized on Friday, September 9, 2005 for facilities maintenance.

(See "Operation Safe Haven Dorm Transition Process" dated September 9, 2005)

The following organizational structure was recommended to the Red Cross Shelter Manager:

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The transition of the shelter operations from the State of Colorado to the Red Cross was scheduled to occur effective September 9, 2005 at 0700am. The remaining supporting operations (Registration, Credentialing, and Medical) were scheduled to transition from the City of Aurora IMT to the Red Cross effective September 11, 2005 at 0700am.

Operational Period 13 September 9-10, 2005 7:00am – 7:00am

The transition to Red Cross operation of the dorm occurred today at 7:00am. The Red Cross will assume all operations on Sunday, at which point Lowry ICP will stand down with a 2 hour call back.

As of 7:00am, a total of 698 evacuees have been registered through the credentialing unit at Lowry. Of these, a total of 405 are currently housed in the Lowry dorm.

A Family Assistance Center (FAC) was established at the Red Cross facility at 1st and Havana. RTD will be providing shuttle service to the FAC four times daily.

Facility Inspection

On Friday, September 9, 2005 at 1430 hours a walk-through inspection was made of the dorm. Participating in this inspection was Carol Lewis of State Buildings, Gary Nickerson of Code Consultants (contractor to State Buildings), Paul Cooke of the State Division of Fire Safety and Mike Hill of Colorado Community College System (CCCS). The purpose of this inspection was to identify fire, life safety, and special needs issues that still needed to be addressed. (See Inspection Report dated September 10, 2005).

The census as of 1430 hours on September 9, 2005 was 413 residents in the dorm. Of these, there were 24 individuals identified with special needs (physical).

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Unusual Occurrence

Note: During the course of the facility inspection we were approached by Denver Sheriff's Department personnel who were removing the credentials of all personnel on site other than Red Cross personnel, and those specifically authorized by the Red Cross (i.e. Salvation Army, Adventist Community Services, etc.) and were directing these individuals to leave the premises. This included contractors that were conducting on-going building repairs.

The Red Cross Shelter Manager was advised that certain personnel must continue to be allowed access to the facility, including State officials and contractors. It was further suggested that they continue to allow COVA volunteers and clergy members access to the facility in order to provide support to the residents. However, the Red Cross Shelter Manager was advised that how they decided to manage other community volunteers was up to them.

Implementation of Unified Command

September 11, 2005

At 5:00pm a post-transition meeting was held with representatives of the organizations and agencies involved in the operation at Lowry. Due to issues raised in a meeting that immediately preceded this one, it was decided to establish a modified "Unified Command" structure for Lowry.

Two of the specific issues to be addressed by establishment of the Unified Command structure were:

- Direct involvement by Clergy Coalition in decision-making that affected the evacuees; and
- Red Cross was not ready for full transition

The Unified Command structure adopted for implementation effective at 7:00am on September 12, 2005 is as follows:

Unified Command IC

The modified Unified Command IC was established with multiple individuals representing the three core organizations: (1) the State of Colorado; (2) the Clergy Coalition; and (3) the Red Cross, with representatives as follows:

<u>Representing</u>	<u>Individual</u>
State of Colorado	Barb Kirkmeyer Chris Castilian
Clergy Coalition	Rev. Del Phillips Rev. Robyn Holland Rev. Larry Brown Rev. Debbie Stafford (alt)
Red Cross	BJ Coyle Nancy Casper

LOWRY DORM OPERATIONS AFTER ACTION REPORT

Command & General Staff

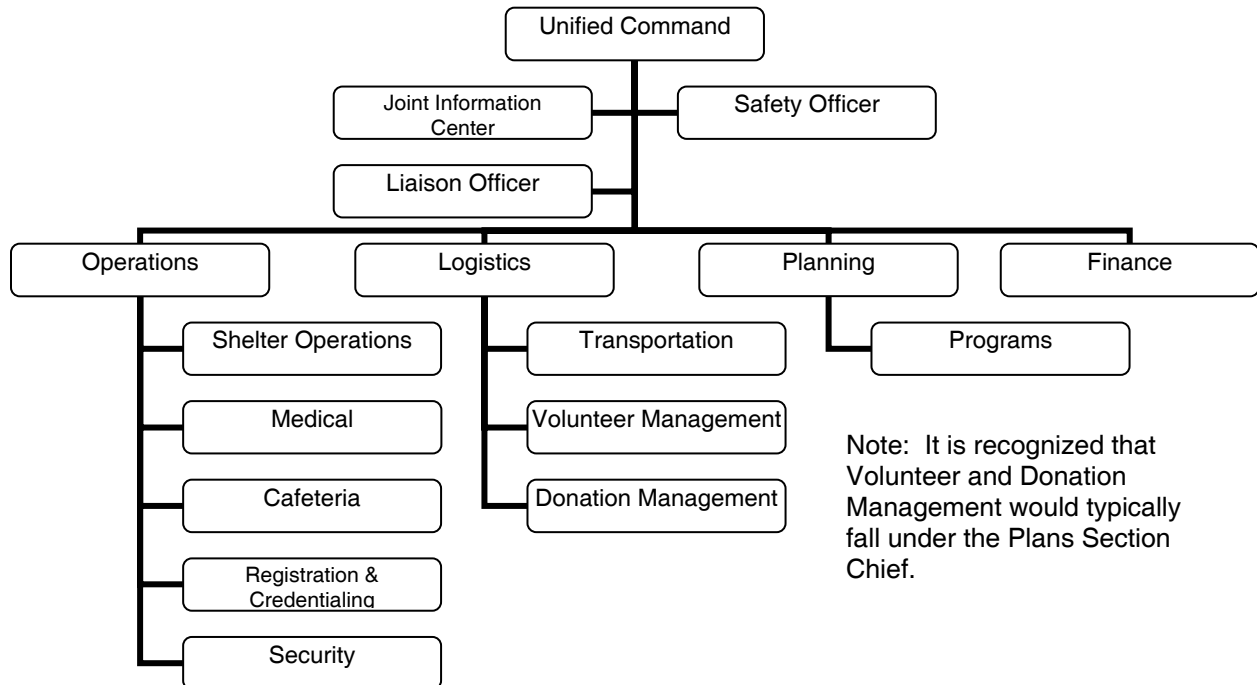
Following are the Command and General Staff positions that were assigned at the meeting of September 11, 2005:

	<u>Representing</u>	<u>Individual</u>
Joint Information Center	State of Colorado	Polly White
	Clergy Coalition	Rev. Leon Emerson
	Red Cross	Robert Thompson
Safety Officer	State of Colorado	Larry Friedburg/Carol White
Operations Section Chief	City of Aurora	Deanne Criswell
	State of Colorado	Paul Cooke
Logistics Section Chief	State of Colorado	Dave McBride
Planning Section Chief	Clergy Coalition	Rev. Felix Gilbert
	COVA	Nancy Lewis
Finance Section Chief	State of Colorado	Don Sandovol

The Unified Command organizational structure adopted for implementation is as follows:

OPERATION SAFE HAVEN – LOWRY COMMAND

Unified Command Organization



LOWRY DORM OPERATIONS AFTER ACTION REPORT

Note: The Branch Director Positions that were assigned at the meeting of September 11, 2005 are reflected in the Incident Organization Chart (ICS 207) found in the appendices to this document.

The structure is referred to as “modified” in the sense that, in the typical Unified Command structure there is one individual representing each of the major organizations involved in the incident in order to coordinate an effective response. However, due to the uniqueness of this operation and the organizations involved, there may be several individuals representing an organization (e.g. Clergy Coalition).

Also unique to this operation is the fact that the Unified Command met once a day to address policy issues and establish major objectives. However, during the day-to-day operations, most of the general staff and subordinate positions reported to the Operations Section Chief.

Unified Command Branch Directors

Following are the Branch Director positions that were assigned at the meeting of September 11, 2005:

	<u>Representing</u>	<u>Individual</u>
Safety Officer	State of Colorado	Larry Friedburg/Carol White
Operations Section Chief	City of Aurora State of Colorado	Deanne Criswell Paul Cooke
Logistics Section Chief	State of Colorado	Dave McBride
Planning Section Chief	Clergy Coalition COVA	Rev. Felix Gilbert Nancy Lewis
Finance Section Chief	State of Colorado	Don Sandoval

Operational Period 16 September 12-13, 2005 7:00am – 7:00am

Two, 8-hour shifts were established for the Operations Section (7:00am – 3:00pm and 2:00pm – 10:00pm), while the Logistics Section would work on-site from 8:00am – 5:00pm.

Deanne Criswell was in charge of operations for the first shift; Paul Cooke was in charge of operations for the second shift.

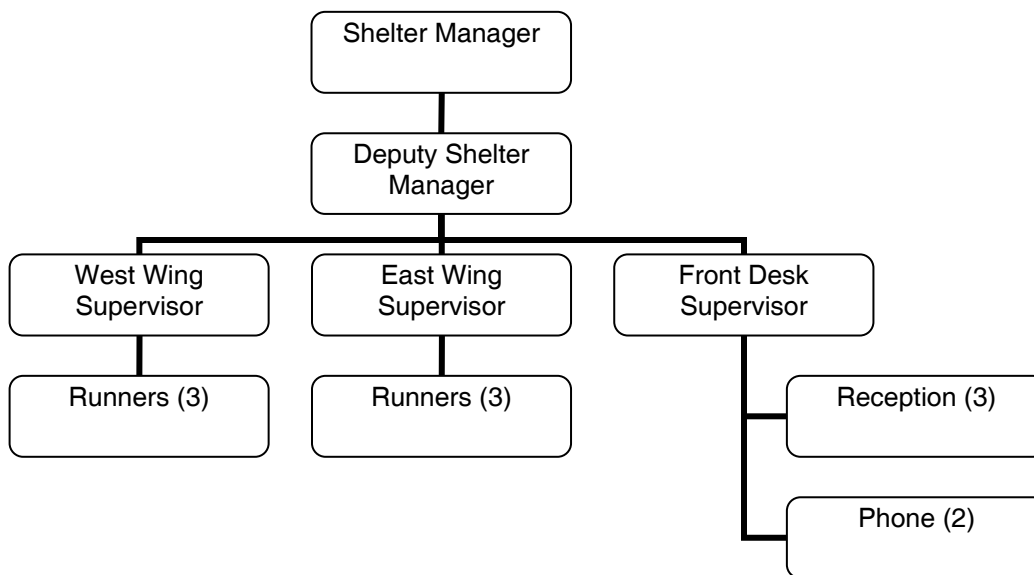
On the morning of September 12, 2005, the Registration and Credentialing Unit was to begin operations in the parking lot of Building 900. Everything was moved from the Gymnasium Building on the evening of September 11th, however, other than the Credentialing Unit, nothing was set up and operational at 8:00am. Despite the fact that everyone was briefed on their responsibilities, all of the pieces were not in place until around 11:00am.

LOWRY DORM OPERATIONS AFTER ACTION REPORT

Deanne was briefed by the Red Cross Shelter Manager that there had been a death of one of the residents during the night. The individual collapsed at the facility, CPR was performed, and the individual was transported to the hospital where he was pronounced dead.

Deanne met with the Red Cross Shelter Manager (Paul Lhevine) and briefed him on the organizational chart, reporting responsibilities, and policies and procedures.

In addition to the Unified Command organization chart, the Red Cross Shelter Manager was provided the following chart for the organization of shelter operations:



As of 2:00pm, according to the Red Cross Shelter Manager, there are 427 evacuees housed in the dorm.

At the 4:00pm briefing, Unified Command established the policy that the clergy would be notified immediately in the event of a death or serious illness of a dorm resident.

7:00pm – Held a “Community Meeting” with residents of the dorm in order to provide information and answer questions.

Operational Period 17
September 13-14, 2005
7:00am – 7:00am

Deanne Criswell was in charge of operations for the first shift; Paul Cooke was in charge of operations for the second shift.

Notified by the MACC that ALL scheduled flights for evacuees have been cancelled across the country. If any future flights take place it would be on an exception basis. All States were asked to stand down until further notice. It is possible that at some point in the future single flights could move from States with many

LOWRY DORM OPERATIONS AFTER ACTION REPORT

evacuees to other States with transitional or temporary housing resources.

Operational Period 18

September 14-15, 2005
7:00am – 7:00am

Deanne Criswell was in charge of operations for the first shift; Paul Cooke was in charge of operations for the second shift.

Deanne Criswell will transition out today; Dave McBride will replace her in. Bob Wold will take over as Logistics Section Chief.

Operational Period 19

September 15-16, 2005
7:00am – 7:00am

Paul Cooke was in charge of operations for the first shift; Dave McBride was in charge of operations for the second shift.

1,620 evacuees have been processed through the registration and credentialing process to date (106 processed today).

The current census remains at 427 evacuees being housed at the dorm.

7:00pm – President Bush speech followed by a “Town Hall Meeting” for dorm residents in the cafeteria.

Operational Period 20

September 16-17, 2005
7:00am – 7:00am

Paul Cooke was in charge of operations for the first shift; Dave McBride was in charge of operations for the second shift.

Implemented a new policy for the multitude of media requests for access to the facility.

Assist with the preparations for the move of the Family Assistance Center (FAC) from the Red Cross facility at 1st & Havana to the Arapahoe County Social Services Building at Chambers & Alameda. This move is to occur on Saturday, 9/17/05.

Make preparations for the Registration and Credentialing Unit to move to the FAC effective Monday, 9/19/05.

Make preparations for the addition of a Housing Assistance Unit (to supplement the unit at the Family Assistance Center) and a Department of Revenue, Drivers License Unit in the dorm effective Monday, 9/19/05.

Clean up the Lowry Gym and return to CCCS.

Operational Period 21

September 17-18, 2005
7:00am – 7:00am

Command positions transitioned to one shift (7:00am – 7:00pm) with the following Command and General Staff positions: Operations Section Chief, Deputy, Logistics Section Chief, and PIO.

LOWRY DORM OPERATIONS AFTER ACTION REPORT

Dave McBride served as Ops Section Chief, and Theresa Staples as Deputy.

The FAC was moved from the Red Cross facility at 1st & Havana to the Arapahoe County Social Services Building at Chambers & Alameda.

52 self-evacuees were processed through credentialing today.

The Salvation Army reports that to date, they have served approximately 21,000 meals and have engaged the services of 950 volunteers in support of this operation. Statistics on the number of unification flights arranged were not currently available.

Operational Period 22
September 18-19, 2005
7:00am – 7:00am

Dave McBride served as Ops Section Chief, and Theresa Staples as Deputy.

The first meal was served in the dorm cafeteria (breakfast) by the Salvation Army.

35 self-evacuees were processed through credentialing today.

Operational Period 23
September 19-20, 2005
7:00am – 7:00am

Paul Cooke served as Ops Section Chief, and Dave McBride as Deputy.

The FAC commenced operations at the Arapahoe County Department of Human Services. Note: The Registration and Credentialing Unit has also been moved to the FAC with reduced staffing (3 - Registration, 2 - Credentialing).

Meeting with FEMA regarding moving into the Long Term Recovery Phase of Operation, creation of a Long Term Recovery Committee, and the termination of further intake of self-evacuees into the dorm facility.

A total of 1,900 evacuees have been processed through the registration and credentialing process to date (73 self-evacuees were processed today, through 4:00pm).

According to the Red Cross Shelter Manager, there are currently 427 evacuees housed in the dorm, and there has been no intake of evacuees or known check out of residents in two days.

Operational Period 24
September 20-21, 2005
7:00am – 7:00am

Paul Cooke served as Ops Section Chief, and Dave McBride as Deputy.

3:00pm – Meeting with state agencies (chaired by Barbara Kirkmeyer) to address transition to Long Term Recovery Phase of operation and timetable for phasing out shelter operations.

LOWRY DORM OPERATIONS AFTER ACTION REPORT

Following are the issues addressed:

- The goal will be to have everyone out of the dorm and into temporary housing by October 7th. This is not a firm date, but a goal.
- Beginning tomorrow, no more self-evacuees will be taken into the shelter. Any self-evacuees needing housing will be put into a hotel or temporary housing by the Red Cross.
- The Family Assistance Center (FAC) will be closed effective October 7th. The FAC will no longer operate on weekends.
- Operations Section to transition to Division of Emergency Management personnel (Kerry Kimble, Becky Murray, and Robyn Knappe), effective September 22, 2005 at 7:00am.
- Tom Grier will be taking over as Unified Command IC in Barb Kirkmeyer's absence.
- Bob Wold will chair the Long Term Recovery Committee. The first meeting will be held on Wednesday, September 28, 2005 at 1:00pm.

The Aurora Fire Department suspended the practice of staffing the "clinic" within the dorm with paramedics effective at 7:00pm. All emergency and non-emergency referral systems are in place and Red Cross personnel have been briefed on them.

Operational Period 25

September 21-22, 2005

7:00am – 7:00am

Begin "Long Term Recovery" Phase of Operation.

Kerry Kimble, Becky Murray, and Robyn Knappe from DEM were on site throughout the day shift to shadow Paul Cooke and Dave McBride.

The Housing Assistance Unit (to supplement the unit at the Family Assistance Center) and a Department of Revenue, Drivers License Unit commenced operations in the dorm facility. The decision to shut down accepting self-evacuees into the shelter was postponed until tomorrow. After then, any self-evacuees needing housing will be put into a hotel or temporary housing by the Red Cross.

A total of 2,081 evacuees have been processed through the registration and credentialing process to date (40 self-evacuees were processed today, through 3:00pm).

LOWRY DORM OPERATIONS AFTER ACTION REPORT

The current census is 419 evacuees being housed at the dorm.

7:00pm – Held a “Town Hall Meeting” for dorm residents in the cafeteria.

Operational Period 26
September 22, 2005
7:00am

Operations Section transitioned to Division of Emergency Management.

Major Lessons & Recommendations

Mass Care/Sheltering Annex to the State Emergency Operations Plan (EOP)

The Mass Care/Sheltering Annex (Annex F) to the State EOP appeared to be inadequate for an operation of this magnitude. According to the SEOP, the Department of Human Services and the Red Cross have joint lead on Annex F, with specific responsibilities assigned to each.

Two of the specific responsibilities of the Red Cross under Annex F are:

- Initiate mass care services within the affected area within two hours of notification of the emergency or disaster.
- Assist in the management and coordination of sheltering, feeding, emergency first aid services, bulk distribution and Disaster Welfare Information (DWI) services to the affected population.

However, likely owing to the magnitude of this disaster nationwide, the Red Cross did not have the number of qualified personnel needed to assume responsibility for shelter operations until five days into the operation. Even then, the Red Cross did not have the resources necessary to assume control of all aspects of the operation, including medical (first aid), security, volunteer coordination, etc.

Recommendation(s)

The Mass Care/Sheltering Annex (Annex F) to the State EOP needs to be reviewed for adequacy. If it is inadequate or based on faulty assumptions, these need to be addressed.

ICS Organization and Expansion

Lowry ICP staffing and the initial incident objectives were based on two assumptions that later proved not to be the case:

- (1) The duration of the incident and need for an IMT would be 48 to 72 hours; and

LOWRY DORM OPERATIONS AFTER ACTION REPORT

- (2) The Colorado Community College System (CCCS) had all the resources they needed to prepare the dorms to receive the evacuees, after which time operation of the dorms would be turned over to the Red Cross.

During the initial operation period of Lowry Command, there was no communication between the dorm and the ICP (or conversely, between the ICP and the dorm), thus the IC was unaware of the issues at the dorm.

This was a multi-jurisdictional operation with a significant number of assisting agencies and organizations represented in the field. Yet, other than at the MACC, a Unified Command was not established until 7 days into the operation.

Recommendation(s)

Ensure all resources know the name of the assigned IC and announce all changes in incident command.

All personnel should follow check-in procedures at designated check-in locations.

The IC and all subordinate supervisors must ensure that personnel assigned to them are adequately briefed on the ICS organization, where they fit within the organization, their reporting responsibilities (who do they report to and who reports to them), the scope and limitation of their authority, as well as their specific tasks and duties.

Unified Command should be established when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Under this application of ICS, agencies work together through the designated members of the Unified Command to establish their designated Incident Commanders at a single ICP and to establish a common set of objectives and strategies and a single Incident Action Plan.

Due to the complexity of the operation, the number of assisting agencies and organizations, and the number of separate branches working within the Dorm facility (but reporting separately to the IC), consideration should have been given to treating the Dorm as a separate "incident" with its own command structure, reporting to Area Command.

LOWRY DORM OPERATIONS AFTER ACTION REPORT

Integration of Non-Traditional Responders into ICS

Personnel who are not traditionally responders to an incident were not effectively briefed and integrated into the ICS.

Recommendation(s)

All personnel who would be expected to respond to an incident or serve in a supporting role should receive training in the National Incident Management System (NIMS) and “awareness-level” training in ICS (I-100).

Individuals at the “Executive” level, including elected officials at the state and local level (executive, legislative, and judicial branches), city managers, county administrators, agency heads and other policy-makers should receive training in the National Incident Management System (NIMS) and “executive-level” training in ICS (I-402).

The IC and all subordinate supervisors must ensure that personnel assigned to them are adequately briefed on the ICS organization, where they fit within the organization, their reporting responsibilities (who do they report to and who reports to them), the scope and limitation of their authority, as well as their specific tasks and duties.

Assumptions and Decision-Making

Decisions concerning incident operations, including work to be done on the facility, were based on the assumption that 1,000 evacuees would be sheltered at the Lowry Dorm. It was not until September 13th (9 days into the operation) that word was received that all scheduled flights for evacuees were cancelled. Even then, rumors persisted concerning mass evacuations to Colorado, especially during the coastal evacuations in advance of Hurricane Rita that began on September 21st.

Decisions concerning incident duration and resource commitment were based on the assumption that this would be a 48-72 hour operation, at which time the shelter operations would be turned over to the Red Cross.

Recommendation(s)

It is necessary to have an accurate ongoing assessment of the assumptions upon which incident objectives are being based. More timely intelligence about potential evacuations to Colorado and earlier determination of the capability of the Red Cross to assume shelter operations would have resulted in different operational decisions. This includes assumptions on incident duration and subsequent decisions regarding staffing patterns, relief, and early development of an exit strategy.

LOWRY DORM OPERATIONS AFTER ACTION REPORT

Volunteer Coordination During the initial operational periods there was no plan in place for the management of large numbers of organization-affiliated and spontaneous volunteers. Also, the credentialing and/or sign-in of volunteers remained an issue throughout the operation.

Recommendation(s)

Designate a Volunteer Coordinator for all incidents where there are large numbers of organization-affiliated and/or spontaneous volunteers anticipated. The Volunteer Coordinator is responsible for developing volunteer coordination processes and protocols, as well as managing and overseeing all aspects of volunteer participation, including recruitment, induction, and deployment. The Volunteer Coordinator is typically part of the Planning Section and reports to the Resource Unit Leader.

Develop a plan for the function of Unaffiliated Volunteer Management and include it in the State Emergency Operations Plan as an Appendix. Note: The issue is discussed in the Donations Management Annex (Annex B) to the SEOP; however, the guidance offered is insufficient where there are large numbers of organization-affiliated and spontaneous volunteers.

Establish a Volunteer Reception Center where the volunteers can be efficiently processed and referred to organizations who are in need of services.

See "Managing Spontaneous Volunteers in Times of Disaster: The Synergy of Structure and Good Intentions," published by the Points of Light Foundation & Volunteer Center National Network.

Other Observations and Recommendations

Incident Documentation Incident documentation is lacking, as there was no assignment of the functions of a Documentation Unit either before or after establishment of Unified Command. As it relates specifically to the Dorm Branch, the only documentation that was faithfully completed for each operational period was the Organization Chart (ICS 207). The completion of Incident Objectives (ICS 202), Crew Assignment (ICS 204), and Unit Logs (ICS 214) were only completed as time permitted.

Recommendation(s)

The establishment of a Documentation Unit within the Planning Section would have assured the establishment and maintenance of accurate and complete incident files for legal, analytical, and historical purposes.

LOWRY DORM OPERATIONS AFTER ACTION REPORT

The responsibility for initiating the after action report process should be assigned to the Documentation Unit.

This assignment should be initiated as early as possible during the response phase of any emergency which will require an after action report. Ideally, the person assigned should have a background in the planning function, be familiar with emergency organization functions, and have an understanding of the State and local Emergency Operations Plans.

While it may appear to be a luxury to assign a person to this duty early in an emergency, it actually permits several key things to occur.

- It emphasizes the importance of documentation.
- It allows for early identification of possible system improvements and possible on-the-spot improvements.
- It allows data to be compiled before too much time has elapsed and participants have returned to their normal duties.

Early assignment also allows for establishment of timelines and expedites the actual preparation of the after action report.

Work/Rest Guidelines

Work-rest guidelines were not be implemented during the initial operational periods (48 to 72 hours). After 72 hours, the initial resources were generally relieved as additional resources became available.

Recommendation(s)

Work/rest guidelines should be met on all incidents. Plan for and ensure that all personnel are provided a minimum 2:1 work to rest ratio (for every 2 hours of work or travel, provide 1 hour of sleep and/or rest).

Work shifts that exceed 16 hours and/or consecutive days that do not meet the 2:1 work/rest ratio should be the exception, and no work shift should exceed 24 hours. However, in situations where this does occur, incident management personnel will resume 2:1 work/rest ratio as quickly as possible.

See: NWCG 2004 Work/Rest and Length of Assignment Standards.

LOWRY DORM OPERATIONS AFTER ACTION REPORT

Public Information Officer/Joint Information Center (JIC)

This was a high visibility operation with significant media interest. Yet, there was often no Information Officer (IO) available to handle media requests. Also, many of the assisting agencies and organizations sought to conduct their own media briefings and tours. The number of media requests, in the absence of an IO was a continual source of interruption and distraction from other operational issues.

This situation was remedied somewhat after transition into a Unified Command and establishment of a Joint Information Center, and was further rectified when clearly defined policies were established on September 15th.

Recommendation(s)

Only one Information Officer (IO) should be assigned for each incident, including incidents operating under a Unified Commander and multi-jurisdiction incidents. The IO may have assistants as necessary, and the assistants may also represent assisting agencies or jurisdictions.

Establish policies and procedures necessary to ensure coordination of information being released to the media and public and identification of who sends press releases to local press/media.

Recommend Joint Information Center (JIC) training for agency PIO's. Joint Information Center (JIC) training provides participants with an understanding of what a Joint Information Center is, how it fits into the Incident Command System, and how a JIC is run.

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**APPENDIX A
UNIFIED COMMAND ORGANIZATION**



OPERATION SAFE HAVEN LOWRY OPERATIONS



DORM FRONT DESK
303-366-2082

MENTAL HEALTH
303-366-6074

LOWRY SECURITY
303-419-5557

UNIFIED COMMAND
State/Emergency Services
Clergy Coalition
Red Cross/BJ Coyle & Nancy Casper

Barb Kirkmeyer/Chris Castilian
Del Phillips/Robin Holland/Larry Brown/
Debbie Stafford (Alternate & Resident Advocate)

LIAISON

PIO/JIC

SAFETY

Robert Thompson/Polly White/Leon Emerson
Larry Friedburg/Carol Lewis

OPERATIONS
Deanne Criswell
Paul Cooke

LOGISTICS
Dave McBride

PLANNING
Felix Gilbert
Nancy Lewis

FINANCE
Don Sandoval
Gary Hines

SECURITY
Aurora Police Dept
Wackenhut Security
Registration
On-Site

TRANSPORTATION
Greg McDonald

PROGRAMS
Keita Andrews

FEMA
Cathy King

MEDICAL
Kevin Waters
EMS
Clinic

SUPPLY
Bob Wold

VOLUNTEERS
Stephannie Finley
Jerry Crick

MENTAL HEALTH
Marlene Hussan

CAFETERIA
Ron McKinney
303-956-7385

**DONATION
MANAGEMENT**
Cathy Kissner
Dale Bonnett

**SHELTER
MANAGEMENT**
Paul Lhevine
Lisa White

**REGISTRATION &
CREDENTIALING**

Registration | Medical Screening
Housing | Credentialing

**APPENDIX B
STATE EOP ANNEX F CHECKLIST**

State Emergency Function (SEF) #6
CARE & SHELTERING

The purpose of this annex is to provide the coordination of sheltering, feeding, bulk distribution of supplies, and emergency first aid following an emergency or disaster requiring the assistance of state government; and to operate a Disaster Welfare Information (DWI) system to collect, receive, and report information about the status of victims and assist with family reunification within the affected area. The Department of Human Services will coordinate all government-funded programs.

ORGANIZATION	YES	NO
1. The SEF representatives in the SEOC will communicate information between the SEOC and field units, job headquarters, etc., of the ARC and other private and volunteer organizations. The SEF 6 personnel in the SEOC will generally consist of one representative each from the DHS and the ARC.		
COMMENTS:		
RESPONSIBILITIES: Department of Human Services (Lead Agency)	YES	NO
1. Assess the impact of potential or actual disasters on social systems in general with particular attention to the elderly, veterans, welfare recipients, handicapped, refugees, repatriates from outside the U.S., youth and institutions.		
COMMENTS:		
2. Provide public assistance and welfare activities.		
COMMENTS:		
3. Coordinate emergency and recovery welfare services (federal, state, county, local, private and volunteer social service organizations), including: <ul style="list-style-type: none"> a. Feeding b. Shelter c. Clothing d. Registration and inquiry e. Human Services Programs 		
COMMENTS:		

	YES	NO
4. Monitor and/or administer the Individual and Households Program. Provide representation at disaster assistance centers.		
COMMENTS:		
5. Coordinate the food stamp program.		
COMMENTS:		
6. Be prepared to assist disaster response operations by providing trained service personnel for such activities as food distribution, emergency housing, coordination with volunteer agencies, outreach procedures to determine unmet needs, development of capabilities of volunteer individual and agencies that can respond to unmet needs.		
COMMENTS:		
RESPONSIBILITIES: American Red Cross (Secondary Lead Agency):	YES	NO
1. Initiate mass care services within the affected area within two hours of notification of the emergency or disaster.		
COMMENTS:		
2. Assist DHS in the management and coordination of sheltering, feeding, emergency first aid services, bulk distribution and Disaster Welfare Information (DWI) services to the affected population.		
COMMENTS:		
3. Notify COVOAD as necessary, and coordinate mass care and other relief efforts with COVOAD.		
COMMENTS:		
4. Identify a team of Government Liaisons to staff or support the SEOC upon request from the OEM. Provide names and contact information to OEM and SEF 6 Lead.		
COMMENTS:		
5. Establish a DWI system and coordinate with SEF 12 (Public Information) inform the general public about the system and how to use it.		
COMMENTS:		
6. Maintain a Red Cross Colorado State Disaster Plan and procedures.		

COMMENTS:		
7. Identify an Emergency Response Coordinator (ERC) and two alternates and provide SEF-6 Lead and OEM, and the ARC with 24-hour contact numbers for each.		
COMMENTS:		
RESPONSIBILITIES: Supporting Agencies: Office of Emergency Management (OEM), General Support Services, Agriculture, Public Health & Environment, Higher Education, Health Care, Policy & Finance, Military Affairs, Transportation, Salvation Army, Colorado Voluntary Organizations Active in Disaster (COVOAD)	YES	NO
1. Develop and maintain emergency response plan in support of SEF 6.		
COMMENTS:		
2. Support mass care services with available facilities, vehicles, supplies, personnel and other provisions as requested.		
COMMENTS:		
3. Support and participate in planning, training, and exercise activities.		

**APPENDIX C
COLORADO COMMUNITY COLLEGE SYSTEM (CCCS)
AFTER ACTION DEBRIEFING**



OPERATION SAFE HAVEN

Lowry Dorm Branch



Colorado Community College System (CCCS) After Action Debriefing

On October 6, 2005, a debriefing was held with Nancy McCallin, President of the Colorado Community College System (CCCS), and Marilyn Golden, CCCS Vice President for Finance and Administration. The purpose of this debriefing was to obtain their perspective on the initial response phase of the Lowry Command (with emphasis on the dorm operations component) of Operation Safe Haven, including their observations, actions, lessons learned, and recommendations.

Chronology of Events

(Times Are Approximate)

September 2, 2005

8:45am – Nancy McCallin, contacted Chris Castilian by phone and offered the use of the Lowry Campus dorms for the Hurricane Katrina evacuees. She advised Chris that she could have rooms for 160 evacuees in a short time frame (meaning a week or so) and could house a maximum of 640. When asked by Chris how many rooms the dorm had, she replied 500.

During the day, Mike Hill, Lowry Campus facilities manager, turned on water and power to the building and began firing up systems.

6:30pm – Nancy received the official word that the Lowry dorm would be used to host and shelter evacuees.

9:00pm – Nancy, Marilyn Golden, Mike Hill and his assistant, Steve Carter, and a custodial crew of four persons started reopening the dorms, some of which were shut down last May and others that have been moth-balled for anywhere from a year to a decade.

Once the water, gas, electric, heat, and air conditioning were turned on, significant maintenance issues surfaced. Barbara Kirkmeyer at DOLA advised Nancy that Community Development Block Grant (CDBG) funding would be available to make the facility habitable, in advance of receipt of the FEMA Disaster Declaration.

Various contractors were called in (Bell Plumbing, Trane Mechanical, Head Electric, etc.) to begin emergency repairs.

September 3, 2005

2:00am – Nancy and Marilyn left for the night. However, Mike Hill, Steve Carter and the custodial crew continued working through the night with various contractors turning on and evaluating building systems, and commencing with necessary repairs.

September 3, 2005
(continued)

6:00am – A team was convened at Colorado’s Multi-Agency Coordination Center (State Emergency Operations Center) and established an Area Command.

Nancy McCallin and Marilyn Golden briefed the Area Commander and Barb Kirkmeyer on the issues that need to be addressed to bring the dorm facility back into operation. Marilyn had prepared a checklist of issues that needed to be addressed to put the dorm back into operation (see Appendix A) and this was provided to Command.

Nancy and Marilyn left the MACC with the impression that everything would be taken care of. According to Nancy, they also left with the impression that the mission and timeframe was not appropriately assessed, as Command was talking about a 48 to 72 hour operation.

3:00pm – Denver Health Medical Center (DHMC) personnel arrived and began establishment of an infirmary and IV room (for re-hydration) in the dorm facility.

Late Saturday afternoon the Lowry Gymnasium was decided upon as the evacuee processing center. The earlier decision to process evacuees at Buckley Air Force Base was nixed due to security concerns.

5:00pm – Inmate labor crews from Adams, Arapahoe, Denver, and Douglas Counties began arriving and were put to work cleaning and preparing rooms for occupancy.

Denver Corrections transported donated bedding to the facility.

September 4, 2005

6:00pm – Pastor Larry Brown of the Lowry Community Church arrived with a volunteer force of about 35 people and their own cleaning supplies. They were assigned to the East Wing, 1st and 2nd floors.

3:00am – Work on cleaning and setting up the dorm rooms was concluded for the night. At this time there were approximately 80 rooms ready for occupancy (160 occupants).

4:00am – A Wal-Mart semi-tractor full of toiletries and supplies procured by Kim Steigelmeier and Carmen Velasquez arrived at the facility.

7:00am – Aurora Fire Department (AFD) established “Lowry Command.” AFD Captain Deanne Criswell assumed the position of Incident Commander.

September 4, 2005
(continued)

Note: During this period of time, operation of the dorm facility was left to the Colorado Community College System, as facility owner. According to the IC (Deanne Criswell), she was of the belief that CCCS had all the resources they needed to prepare the dorms to receive the evacuees, after which time operation of the dorms would be turned over to the Red Cross.

9:00am – Aurora Mental Health personnel arrived and set up operations within the facility.

9:30am – Community volunteers, in significant numbers, began arriving at the facility. According to Nancy McCallin, there was no system in place to coordinate the volunteers.

9:45am – The first flight carrying evacuees arrived at Buckley AFB. After processing through the registration and credentialing process at the gymnasium, the evacuees were transported to the dorm.

10:00am – Doug Hough of the American Red Cross arrived. According to Nancy, she asked Doug to coordinate the volunteers, and his response was that it was not his job. Nancy later asked Doug to coordinate getting the evacuees to their rooms, and his response was that it was not his job.

10:30am – The Salvation Army food services unit arrived and established a canteen operation.

10:45am – According to Nancy McCallin, the first evacuees arrived at the dorm and were initially left in the cafeteria instead of being escorted to their rooms.

2:00pm – Governor Owens arrived at the facility and was briefed by Nancy McCallin. The Governor asked Nancy what was needed and she discussed the following concerns with him:

- Need someone from incident command at the dorm (no one from incident command has been to the dorm);
- Need someone to coordinate volunteers;
- Need someone from the Governor's Office on scene that has decision-making authority;
- Need help with logistics;
- Need "house rules" developed and posted; and
- Need a longer-term view of the operation.

Nancy expressed her concern that the incident command view of a 48 to 72 hour operation was short-sighted.

3:00pm – Governor Owens called the MACC for the assignment of someone "to take charge of the dorm facility."

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Paul Cooke, Director of the Colorado Division of Fire Safety, was dispatched from the MACC to Lowry, with instructions to report directly to Governor Owens at the dorm facility.

3:30pm – Governor Owens met with the IC and related the concerns that were expressed to him. Deanne subsequently came down to the dorm with Aurora Fire Chief Casey Jones. According to Nancy, she was instructed to take her needs through the IC and not the Governor. Deanne assigned Mike Nelms to the dorm to take charge of the dorm operations pending the arrival of Paul Cooke.

4:00pm – Director Cooke arrived at the dorm and reported to Governor Owens.

5:00pm – Director Cooke assumed charge of the operations at the dorm, after receiving briefings from Mike Nelms, Nancy McCallin, Chris Castilan, and Larry Friedburg.

Note: While Nancy and Marilyn continued to be actively involved in the operation, the chronology of events from this point forward are contained in the After Action Report for the Dorm Branch.

Observations, Issues & Lessons Learned

Incident Command

Personnel who are not traditionally responders to an incident were not effectively briefed and integrated into the ICS.

Incident Command was making decisions concerning the dorm operations without ever seeing the site – the enormity of the tasks and the resources needed. If they were relying on their “eyes and ears” in the field, then they need to communicate with them.

Incident Command assumed they had full access to whatever facilities and resources they needed without communicating these needs to CCCS. For example, they took over the EMT classroom for the ICP without permission (except from an instructor). Also, whenever there was a need, i.e. tables, office equipment, IT services, etc., the IC assumed it was CCCS responsibility to provide it.

When CCCS volunteered the dorm, they did not volunteer the entire resources of the college. The operation of the college needed to continue.

There were too many “command meetings” which distracted from actually getting the work done.

The Mission and timeframes were not appropriately assessed. The IC was basing their decisions concerning incident duration and resource commitment on the assumption that this would be a 48-72 hour operation, at which time the shelter operations would be turned over to the Red Cross.

Despite the fact that Nancy and Marilyn provided IC with a checklist of issues that needed to be addressed to put the dorm back into operation, they felt as if their input was dismissed as inconsequential.

Volunteer Coordination

During the initial operational periods there was no plan in place for the management of large numbers of volunteers.

Assumptions and Decision-Making

Decisions concerning work to be done on the facility were based on the assumption that 1,000 evacuees would be sheltered at the Lowry Dorm. More timely intelligence about potential evacuations to Colorado would have resulted in different operational decisions.

Appendix A
Putting Building 900 Back On-Line (Checklist)

Putting Building 900 Back On-Line - Checklist/Action Items

<i>Item</i>	<i>Time needed</i>	<i>Lead</i>	<i>Deadline</i>	<i>Completed</i>
Get clean count of number of people		Gov's Office		
Household composition (families?)				
Criminal screening?				
Mental health needs?				
Coordinate with Aurora and Denver Mayors		Governor Owens		
SBCCOE coordination		Nancy McCallin		
Agreements/coordination needed:				
FEMA with Governor's Office				
Exit Plan				
Liability coverage				
Public Assistance for non-residents				
Medicaid				
Income Assistance				
Relocation/job services				
Immediate cash for people				
Red Cross				
CO Division of Emergency Mgmt.				
State Patrol/DNR Security				
Timing -- when would people begin arriving and what is the exit strategy (4 months)				
Three Story Building/Number of Rooms:				
Total in building	500			
Number of presently serviceable rooms	310			
(Note: With plumbing repair an additional 190 rooms could be available)				
Lounges	at least 2			
Kitchen capacity (at least)	1,000			
#beds in building 900	900-1,000			
Checking building 700 for bed count	> 1,000			
<p>Note: Building 700 could be ready without a great deal of work. The mechanical functions appear to have been updated. This could more than double the number of rooms available (NOT suggesting it -- just informing.)</p>				
Linens	<i>needed</i>			
Towels	<i>needed</i>			
Actions for building preparation:				
Restore power		Mike Hill		Done
Bring chiller on line		Mike Hill		9-2-05 for testing
Test physical plant		Mike Hill		working
Clean building		Mike Hill		
Pay phones		Mike Hill		working
Set up beds		Mike Hill		
Stock bathrooms		Mike Hill		
Towels		Donated or Purchased?		
Toiletries (soap, toothbrushes, etc.)		Donated or Purchased?		

<i>Item</i>	<i>Time needed</i>	<i>Lead</i>	<i>Deadline</i>	<i>Completed</i>
Set up accounting detail		Charla McClintock		
Contractual Assistance Needed:				
Food Service		DPA to Contract		
Management				
Staff				
Supplies				
Supportive Services Needed:				
Mental health services		Gov's Office to Contact Marva		
Medical		Emergency Mgmt. contacted DPHE		
Communicable Disease concerns				
Ongoing medical needs				
Social Supports - faith based support		Gov's Office Lynn Johnson		
K-12 School				
Transportation		RTD - Gov's Office		
Clothing		Donations?		
Toys for kids		Donations?		
TV/radios for lounges		Donations?		