



COLORADO DROUGHT RESPONSE PLAN

ANNEX A TO THE DROUGHT MITIGATION AND RESPONSE PLAN

DRAFT for STAKEHOLDER and Public REVIEW July 2010

Prepared Pursuant to
Disaster Mitigation Act 2000 & Section 409, PL 93-288

Prepared by
Colorado Water Conservation Board
Department of Natural Resources
in Cooperation with
the Department of Local Affairs
Division of Emergency Management

The Colorado Drought Response Plan

September 2010

ANNEX A to the Colorado Drought Mitigation and Response Plan
ANNEX VII to the State Emergency Operations Plan
Drought Annex to the State All Hazards Mitigation Plan

Colorado Department of Natural Resources
Colorado Water Conservation Board

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the Drought Mitigation and Response Planning Committee in 2010

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Record of Changes

All changes are to be annotated on the master copy of the Colorado Drought Response Plan. Should the change be significant in nature, updates shall be made to applicable Web pages. If not, changes will be reviewed and incorporated into the plan during the next scheduled update.

| Date Posted | Change | Page/paragraph/line | Recommending Agency/Individual |
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During the 2010 revision Colorado Drought Mitigation and Response Plan to significant changes were made in coordination with the Drought Mitigation and Response Planning Committee (DMRPC), including:

- Separation of response elements from the 2002 document into this Annex A so that the response elements can be easily referenced in one location.
- Modernization and alignment of the response plan in accordance with National Incident Management System (NIMS) and the National Response Framework (NRF) and the Emergency Management Accreditation Program standards.
- Evaluation and modernization of drought indices and thresholds used to define drought phases and associated recommend actions.
- Evaluation and revision of the Impact Task Force (ITF) structure, including reducing the number of task forces from nine to seven. The Health Impact Task Force was combined with the Municipal Water Task Force and economic impacts tracking (formerly a responsibility of the Economic Impact Task Force) became incorporated as an element of each of the remaining task forces.
- Update of roles and responsibilities and membership of the ITFs
- Renaming of the Review and Reporting Task Force as the Drought Task Force (DTF)
- Replacement of the Interagency Coordinating Group with the Governor’s Disaster Emergency Council
- Clarification of Drought Task Force framework and State Agency Roles.

I. INTRODUCTION

The Colorado Drought Mitigation and Response Plan is a compilation of an in-depth assessment of the drought hazard and its risk and vulnerability impacts on the State of Colorado. It serves as an annex to the Colorado State Hazard Mitigation Plan, which is itself an annex to the State Emergency Operations Plan (SEOP). The Colorado Drought Response Plan was developed by the Colorado Water Conservation Board (CWCB) as an annex to the Drought Mitigation and Response Plan in 2010 so that response elements could easily be referenced in one location.

In Colorado, each level of government has the responsibility for the safety and security of its residents. Citizens expect both state and local governments to keep them informed and provide ample assistance in the event of an emergency or disaster. There are four phases of Emergency Management - Preparedness, Response, Recovery and Mitigation. The SEOP serves as a standardized response model that provides emergency operations direction as it relates primarily to the “Response” phase of Emergency Management.

Over the course on a disaster or emergency incident, response activities are normally short-term measures that deal with the immediate needs of the victims and the management of the incident as it unfolds in order to minimize further complications and secondary impacts. However, the mitigation and recovery phase may continue for months or years following the initial event. Preparedness is an ongoing activity developed through training, exercises, policy change, and a variety of other daily functions within state and local government operations.

The drought hazard is characteristically unique and very different from other natural hazards. Where most natural hazards impact quickly and without warning, drought could be characterized as the “slow motion” disaster or a silent calamity. It unfolds initially with hidden symptoms revealed only to those with expertise in a specific field. Sometimes onset impacts are not usually visible to the average citizen.

Initial response activities to a drought hazard event are primarily observatory and often include increased monitoring and data gathering. As drought signs and symptoms intensify, and impacts become more evident across a variety of societal and environmental sectors, response actions involve a consortium of state, federal, and local agencies focused on water conservation and drought relief programs.

The following response framework provides an operational system to serve the State of Colorado in responding to drought from the early stages of a drought event through sustained periods of drought conditions, with the intent to assess and reduce impacts to the State.

II. AUTHORITY

A. State

- i. Title 24, Article 32, Part 2101 et. seq., Colorado Revised Statutes, as amended; entitled the Colorado Disaster Emergency Act of 1992.
- ii. State Emergency Operations Plan

B. Federal

- i. Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §§ 5121-5207)
- ii. The National Response Framework, January 2008
- iii. Code of Federal Regulations (CFR) Title 44 - Emergency Management and Assistance, revised October 1, 2008
- iv. Title 7 Code of Federal Regulations (CFR) Part 1945 – Emergencies Subpart A
- v. Agricultural Assistance Act of 2003, P.L. 108-07
- vi. Plant Protection Act
- vii. Food, Agriculture, Conservation, and Trade Act of 1990

III. SPECIAL DEFINITIONS

The following terms are used throughout this document and have the following special meanings:

- A. **Federal departments and agencies.** Those executive departments enumerated in 5 U.S.C. 101, together with DHS; independent establishments as defined by 5 U.S.C. § 104(1); government corporations as defined by 5 U.S.C. § 103(1); and the U.S. Postal Service.
- B. **State.** For the purposes of this Plan, when “the State” is referenced, it refers to the State of Colorado.
- C. **Federal definition:** Any state of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States.
- D. **Local government.** The elected officials of each political subdivision (counties and municipalities) have responsibility for reducing the vulnerability of people and property to the effects of emergencies and disasters. They should ensure local governmental agencies are capable of efficient and responsive mobilization of resources in order to protect lives, minimize property loss, and expedite response efforts during an emergency or disaster. They should ensure that an Emergency Management Office serves the jurisdiction.

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- E. **Non-governmental organization.** Includes entities that associate based on the interests of their members, individuals, or institutions that are not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. It may include entities in the private sector.
- F. **Private sector.** Organizations and entities that are not part of any governmental structure. It includes for-profit and non-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations.
- G. **Major disaster.** As defined by the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (42 U.S.C. §§ 5121-5206), a major disaster is “any natural catastrophe, including, among other things, hurricanes, tornadoes, storms, earthquakes, or, regardless of cause, any fire, flood, or explosion” determined by the President to have caused damage of sufficient severity and magnitude to warrant major disaster assistance under the Act.
- H. **Disaster.** As defined by State statute (C.R.S. 24-32-2103) means the occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural cause or cause of human origin, including but not limited to fire, flood, earthquake, wind, storm, wave action, hazardous substance incident, oil spill or other water contamination requiring emergency action to avert danger or damage, volcanic activity, epidemic, air pollution, blight, drought, infestation, explosion, civil disturbance, or hostile military or paramilitary action.
- I. **Emergency.** As defined by the Stafford Act, an emergency is “any other occasion or instance for which the President determines that Federal assistance is needed to supplement state, local, and tribal efforts to save lives and to protect property, and public health and safety; or to lessen or avert the threat of a catastrophe in any part of the United States.”
- J. **Catastrophic incident.** Any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale and/or government functions. A catastrophic event could result in sustained national impacts over a prolonged period of time; almost immediately exceeds resources normally available to state, local, tribal, and private sector authorities; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened.
- K. **Preparedness.** The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. In the context of the NRF, preparedness is operationally focused on actions taken in response to a threat or potential incident.

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- L. **Prevention.** Involves actions taken to avoid an incident or to intervene to stop an incident from occurring. For the purposes of this plan, this includes applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing; and law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending perpetrators.
- M. **Response.** Involves activities that address the short-term, direct effects of an incident. These activities include immediate actions to preserve life, property, and the environment; meet basic human needs; and maintain the social, economic, and political structure of the affected community. Response also includes the execution of emergency operations plans and incident mitigation activities designed to limit loss of life, personal injury, property damage, and other unfavorable outcomes.
- N. **Recovery.** Involves actions and the implementation of programs necessary to help individuals, communities, and the environment directly impacted by an incident to return to normal where feasible. These actions assist victims and their families, restore institutions to regain economic stability and confidence, rebuild or replace destroyed property, address environmental contamination, and reconstitute government operations and services. Recovery actions often extend long after the incident itself. Recovery programs may include hazard mitigation components designed to avoid damage from future incidents.
- O. **Mitigation.** Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. The NRF distinguishes between hazard mitigation and incident mitigation. Hazard mitigation includes any cost-effective measure which will reduce the potential for damage to a facility from a disaster event. Measures may include zoning and building codes, floodplain property acquisitions, home elevations or relocations, and analysis of hazard-related data. Incident mitigation involves actions taken during an incident designed to minimize impacts or contain the damages to property or the environment.

IV. PURPOSE

The purpose of the Colorado Drought Response Plan is to:

- A. Provide an effective and systematic means for the state to reduce the impacts of water shortages on Colorado's people, property, and environment over the short term or long term.
- B. Activate a network of task forces that will identify the need and guide response resources to the State and affected local jurisdiction(s). The term "response resources" is normally defined as immediate service (includes, but not limited to, personnel, equipment, and

program assistance) that is intended to restore institutions to regain economic stability and confidence, rebuild or replace impacted property, address environmental contamination, reconstitute government operations and services, and satisfy public safety needs during the response phase of a disaster event. However due to the long-term nature and slow onset of drought, “response resources” for a drought includes long-term situational monitoring from professionals within certain agencies that serve on specific impact task forces that collectively make up the State’s DTF.

- C. Provide in-state mutual aid.
- D. Work within the State Emergency Operations Plan system.
- E. Assist local governments through available state programs relative to drought and drought conditions.
- F. Coordinate Intergovernmental relations throughout the response period.
- G. Provide an operational structure that mirrors the NIMS and the NRF that applies to drought related response necessities.

V. SCOPE

The scope of this plan applies to the entire State and is designed to be scalable to address events that may impact limited or extensive areas of the State. The scope includes a full range of requirements for response operations to a drought event. The implementation of short, intermediate, and long-term actions will be determined by the degree necessary to adequately conserve and preserve water resources for the purpose of preserving life and wildlife, sustaining the economy, and protecting the environment.

The Drought Response Plan annex identifies specific response roles and responsibilities of State departments, agencies, quasi-governmental, non-governmental organizations, and non-profit organizations involved in the response phase of a drought event.

The Drought Response Plan annex has been developed to provide a seamless link between local-state, state-state, and state-federal operations by following the premise outlined in the NRF relative to response operations and more specifically tailored to the drought hazard.

VI. SITUATION

Colorado is susceptible to droughts that can have significant long term impact to the State’s environment, economy, and population. Drought impacts will vary depending on where the drought occurs. Refer to the base Drought Mitigation Plan for an in-depth Hazard Identification and Risk Assessment (HIRA). The HIRA includes information on:

-
- Relative probability and impact of drought
 - Vulnerability by jurisdiction
 - Estimates of impacts by sectors that include: agriculture, energy, environmental, municipal and industrial, recreation and tourism, socioeconomic, and state assets.

In Colorado, an early drought response is vital. Gathering information that is suggestive of drought conditions allows for early planning discussions specific to the most likely affected impact sectors. Appendix C of the base Drought Mitigation and Response Plan captures information on actions taken to reduce impacts by previous droughts, by impact sector and/or ITF.

The response phase of an emergency or disaster is often defined as restoring a community to its pre-disaster condition or re-establishing a state of normalcy in the affected communities. While immediate lifesaving activities are normally occurring in the response phase, activities are simultaneously occurring to transition from the response phase to the recovery and mitigation phase. For a drought hazard, the situational awareness unfolds much slower than typical emergency response for other hazards.

VII. PLANNING ASSUMPTIONS

- A. A drought emergency or disaster can occur at any time and any location. It may create significant degrees of human and/or animal suffering, property damage, and economic hardship to individuals, governments, the environment, and the business community.
- B. Response and recovery operations may overlap requiring simultaneous efforts; however, recovery and mitigation operations may move into a longer term strategic process.
- C. A standard of operating procedures consistent with the NIMS.
- D. A standard of operating procedures consistent with NRF.
- E. An established central coordination and pre-designated responsibilities exist.
- F. The Colorado drought response team is organized in the form of a DTF comprised of ITFs that represent specific sectors vulnerable to drought.
- G. The DTF will respond appropriately to the drought conditions with the intent to protect, conserve and preserve water resources to sustain livability; and to advise and make recommendations to the Governor's Disaster Emergency Council (GDEC), who will advise the Governor with supporting documentation for additional drought assistance or to seek a Presidential drought disaster declaration.
- H. Priorities for response management include:

-
- i. Ensuring health and safety “best practices” are standard protocol for any necessary field response task that is related to drought or water supply availability data collection and considered top priority.
 - ii. Operating consistent with the NIMS standard throughout the disaster event including recovery and mitigation operations.
 - iii. Documenting all response operations expenditures.
 - iv. Following prompt and efficient reimbursement practices.
 - v. If possible, using immediate mitigation strategies to stabilize current vulnerabilities, which reduce harmful effects from possible secondary impacts.

I. Private and volunteer organizations may provide assistance to the DTF.

J. The Governor may request of the President to declare a drought disaster for activation of US Department of Agriculture (USDA) and other federal assistance programs to help drought affected communities.

VIII. CONCEPT OF OPERATIONS

A. Drought Response Plan Annex implementation

The plan consists of four components: monitoring, assessment, mitigation, and response. These four actions are designed to work within the existing framework of government, pulling together key personnel from both federal and state levels. Drought monitoring and long-term mitigation are ongoing activities and the responsibility of the Water Availability Task Force (WATF). Drought assessment involves activation of specific ITFs. When the plan is activated drought response and incident mitigation is the collective responsibility of the DTF. As drought conditions worsen, the GDEC may be activated by the Governor to coordinate assistance among state agencies and request outside assistance from other federal agencies and neighboring states. The general sequence of actions is outlined in Table 1.

The Drought Response Plan has the force and effect of law as promulgated by the Governor. Implementation and the subsequent supporting actions taken by the ITFs or supporting state agencies are driven by the specifics of the emergency or disaster situation. Implementation is influenced by the timely attainment and assessment of information gathered from affected jurisdiction(s) by the ITFs that collectively make up the DTF. The Director or their designee for the Department of Natural Resources (DNR), the Department of Local Affairs (DoLA), and the Colorado Department of Agriculture (CDA) will serve as the lead agency(s) for the DTF. They will report and recommend to the GDEC - based on information from the ITFs - about the existing and expected conditions of the drought situation. The GDEC will advise the Governor with supporting documentation for his/her decision to fully activate the DTF and seek federal assistance through a USDA Secretarial Designation and potentially a Presidential Drought Declaration.

The Drought Response Plan can be partially or fully implemented allowing maximum flexibility to meet the unique response requirements for any level of pre-drought or drought conditions. Drought monitoring is ongoing in Colorado under the purview of the WATF. A description of the drought monitoring indices used to recommend activation of various phases of the plan can be referenced in Table 1. More information on these indices can be referenced in the base Drought Mitigation Plan in Section 3 and Appendix E Drought Monitoring Indices.

B. Drought monitoring and assessment operations include actions required to:

- i. Increase monitoring activities across impact sectors
- ii. Share information among ITF chairs
- iii. Review, report, and recommend based on drought monitoring indices in Table 1
- iv. Determine the level of activation necessary per Table 1 to provide response resources to affected or potentially affected jurisdictions.
- v. Activate the DTF

C. General response functions include:

- i. Drought monitoring, warning and information sharing
- ii. DTF and ITF(s) activation
- iii. Initial DTF meeting
- iv. Potential impact analysis across sectors:
 - a. Agricultural
 - b. Energy
 - c. Municipal Water
 - d. Tourism
 - e. Water Availability
 - f. Wildfire Impact
 - g. Wildlife Impact
- v. Review and report to Leads of the DTF
- vi. Implement actions in Table 1 depending on drought severity.
- vii. Procurement and resource tracking
- viii. Request for activation of GDEC
- ix. Implement response actions relative to:
 - a. State government
 - b. Local government
- x. Develop public information messages
- xi. Implement applicable state drought programs
- xii. Request for federal USDA Drought Declaration

a Federal Programs Implementation

1. USDA Program Assistance
2. Small Business Administration Declaration
3. Economic Development Administration (EDA) Program

- xiii. Request for Presidential Disaster Declaration (if applicable)
- xiv. Long-term drought recovery planning

Figure 1 graphically depicts, and Table 1 outlines, the general sequence of events of the Drought Response Plan. Severity indices are intended to provide a general framework and by themselves do not initiate response actions. Further data analysis may be required to fully understand impacts of abnormally dry conditions suggested by the indicators. Recommendations for action may also be dependent on timing, location, extent, water supply, and subjective considerations, and recognize that different parts of the State may be in different phases at different times.

Figure 1 Drought Plan Implementation Cycle

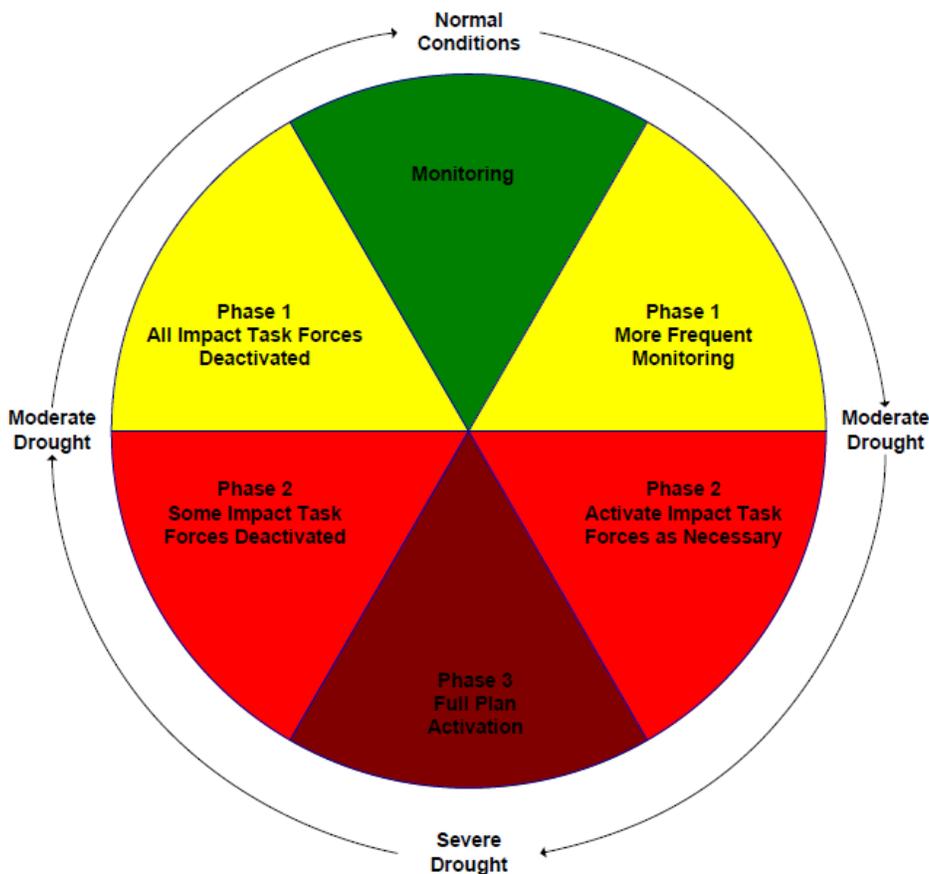


Table 1 Drought Response Plan Summary Action Table

| Severity Indicators and Impacts (Colorado Modified Palmer Drought Index (CMPDI) or SWSI, SPI, and U.S. Drought Monitor) | Drought Phase and Response Summary | Actions to be Considered |
|---|---|---|
| <p>-1 to positive indices in all river basins or modified Palmer climate division</p> <p>-0.5 to positive SPI (six month)</p> <p>D0 Abnormally Dry</p> <p>D0 ranges: CMPDI or SWSI: -1.0 to -1.9 SPI: -0.5 to -0.7 Indicator blend Percentile: 21-30</p> <p>Impacts: short-term dryness slowing planting, growth of crops or pastures.</p> | <p>Normal Conditions</p> <p>Regular Monitoring</p> | <ul style="list-style-type: none"> • CWCB/WATF monitors situation on monthly basis, discusses trends with National Weather Service (NWS), State Climatologist, State Engineer, Natural Resource Conservation Service (NRCS), and others as appropriate • Data reviewed for drought emergence and summarized in Governor’s Drought Situation Report. • Implement long term mitigation actions identified in drought mitigation plan • ITF chairs meet twice yearly to monitor progress on long term drought mitigation and review any lessons from previous drought periods, and review the response plan. |
| <p>-1.0 to -2.0 in any river basin or modified Palmer climate division</p> <p>-0.6 to -1.0 SPI (six month)</p> <p>D1 Moderate Drought</p> <p>D1 ranges: CMPDI or SWSI: -2.0 to -2.9 SPI: -0.8 to -1.2 Indicator blend Percentile: 11-20</p> <p>Impacts: Some damage to crops, pastures; streams, reservoirs, or wells low, some water shortages developing or imminent; voluntary water-use restrictions requested</p> | <p>Phase 1</p> <p>More close monitoring of conditions for persisting or rapidly worsening drought; Official drought not yet declared</p> | <ul style="list-style-type: none"> • ITF chairs alerted of potential for activation, monitoring of potential impacts • Assess need for formal ITF and DTF activation depending on timing, location, or extent of drought conditions, existing water supply, and recommendation of WATF; DTF is comprised of WATF, ITF chairs and Lead Agencies. • DTF Lead Agencies (CDA/DoLA/DNR) notified of need for potential activation |

| Severity Indicators and Impacts (Colorado Modified Palmer Drought Index (CMPDI) or SWSI, SPI, and U.S. Drought Monitor) | Drought Phase and Response Summary | Actions to be Considered |
|--|---|---|
| <p>Less than -2.0 in any river basin or modified Palmer climate division</p> <p>Less than -1.0 SPI (six month)</p> <p>D2 Severe Drought</p> <p>D2 ranges: CMPDI or SWSI: -3.0 to -3.9 SPI: -1.3 to -1.5 Indicator blend Percentile: 6-10</p> <p>Impacts: Crop or pasture losses likely; water shortages common; water restrictions likely to be imposed</p> | <p>Phase 2 Drought Task Force and Impact Task Forces are activated; Potential Drought Emergency declared</p> | <ul style="list-style-type: none"> • DTF Chairs prepare Governor’s Memorandum of potential drought emergency based on recommendations from WATF. • Governor’s Memorandum activates the Drought Task Force and necessary Impact Task Forces. • Department of Agriculture initiates Secretarial Disaster Designation process if appropriate • The DTF Chairs and CWCB meet with activated Impact Task Force chairs to outline Phase 2 activity. • Activated ITF’s make an initial damage or impact assessment (physical and economic). • ITF’s recommend opportunities for incident mitigation to minimize or limit potential impacts • Periodic reports are made by the ITF chairs to the DTF Chairs. • ITF chairs designate their respective department Public Information Officer (PIO) to interface with media for their relative area of concern and develop media messages. • Relevant state agencies undertake response and incident mitigation actions with their normal programs with available resources. • The DTF conducts a gap analysis identifying any unmet needs that cannot be handled through normal channels. |
| <p>Lowest reading at -2.0 to -3.9 in any river basin or modified Palmer climate division</p> <p>Less than -1.0 to -1.99 SPI (six month)</p> <p>D3 Extreme Drought to D4 Exceptional Drought</p> <p>D 3 Ranges CMPDSI or SWSI: -3.0 to -4.9 SPI: -1.3 to -1.9 Indicator blend Percentile: 3-5 Impacts: Major crop/pasture losses; widespread water shortages or restrictions very likely to be imposed</p> <p>D4 Ranges: CMPDI or SWSI: -5.0 or less SPI: -2.0 or less Indicator blend Percentile: 0-2 Impacts: Exceptional and widespread crop/pasture losses; shortages of water in reservoirs, streams, and wells creating water emergencies</p> | <p>Phase 3 Drought Emergency is declared by Proclamation of the Governor.</p> | <ul style="list-style-type: none"> • Governor’s Memorandum updated to activate additional Impact Task Forces as necessary. • DTF Chairs prepares a Governor’s Proclamation of drought emergency. • Governor’s Proclamation activates the GDEC • DTF briefs GDEC • Activated ITFs continue to assess, report, and recommend response measures and incident mitigation. • Unmet needs are reported to the DTF Chairs. • DTF Chairs determine the unmet needs that can be met by reallocation of existing resources. Those which cannot are forwarded to the GDEC with recommendations. • The GDEC assembles the data provided to advise the Governor with recommendations to support a request for a Presidential Drought Declaration. • Governor requests a Presidential Declaration. • If approved, Federal-State Agreement establishes Colorado Division of Emergency Management Director as the State Coordinating Officer (SCO). • Long term recovery operations commence |

| Severity Indicators and Impacts (Colorado Modified Palmer Drought Index (CMPDI) or SWSI, SPI, and U.S. Drought Monitor) | Drought Phase and Response Summary | Actions to be Considered |
|--|---------------------------------------|--|
| Lowest reading at -1.6 in any river basin or modified Palmer climate division -0.8 SPI (six month) | Return to Phase 2 | <ul style="list-style-type: none"> DTF Chairs and the GDEC determine if all requirements for assistance are being met within the DTF and State agency channels. GDEC briefs the Governor and prepares Proclamation to end drought emergency. |
| D1 Moderate Drought Coming out of drought: some lingering water deficits; pastures or crops not fully recovered | Return to Phase 1 | <ul style="list-style-type: none"> Long term recovery operations continue ITFs continue assessments. ITFs issue final report and conclude formal regular meetings The DTF issues a final report and is deactivated |
| Lowest reading at -1.0 in any river basin -0.5 SPI (six month) | Return to normal conditions | <ul style="list-style-type: none"> CWCB/WATF resume normal monitoring |

D. Impact Task Forces (ITFs)

Specialized ITFs are activated as needed to coordinate the assessment of drought impacts as well as appropriate response and mitigation actions. The ITFs are made up of professionals with specific expertise to monitor and analyze the onset of drought and pre-drought conditions to make informed recommendations for the implementation of measures to reduce existing or potential impacts to Colorado’s citizens, environment, and economy. The seven Impact Task Forces are:

- i. Agricultural Impact Task Force
- ii. Energy Impact Task Force
- iii. Municipal Water Task Force
- iv. Tourism Impact Task Force
- v. Water Availability Task Force
- vi. Wildfire Impact Task Force
- vii. Wildlife Impact Task Force

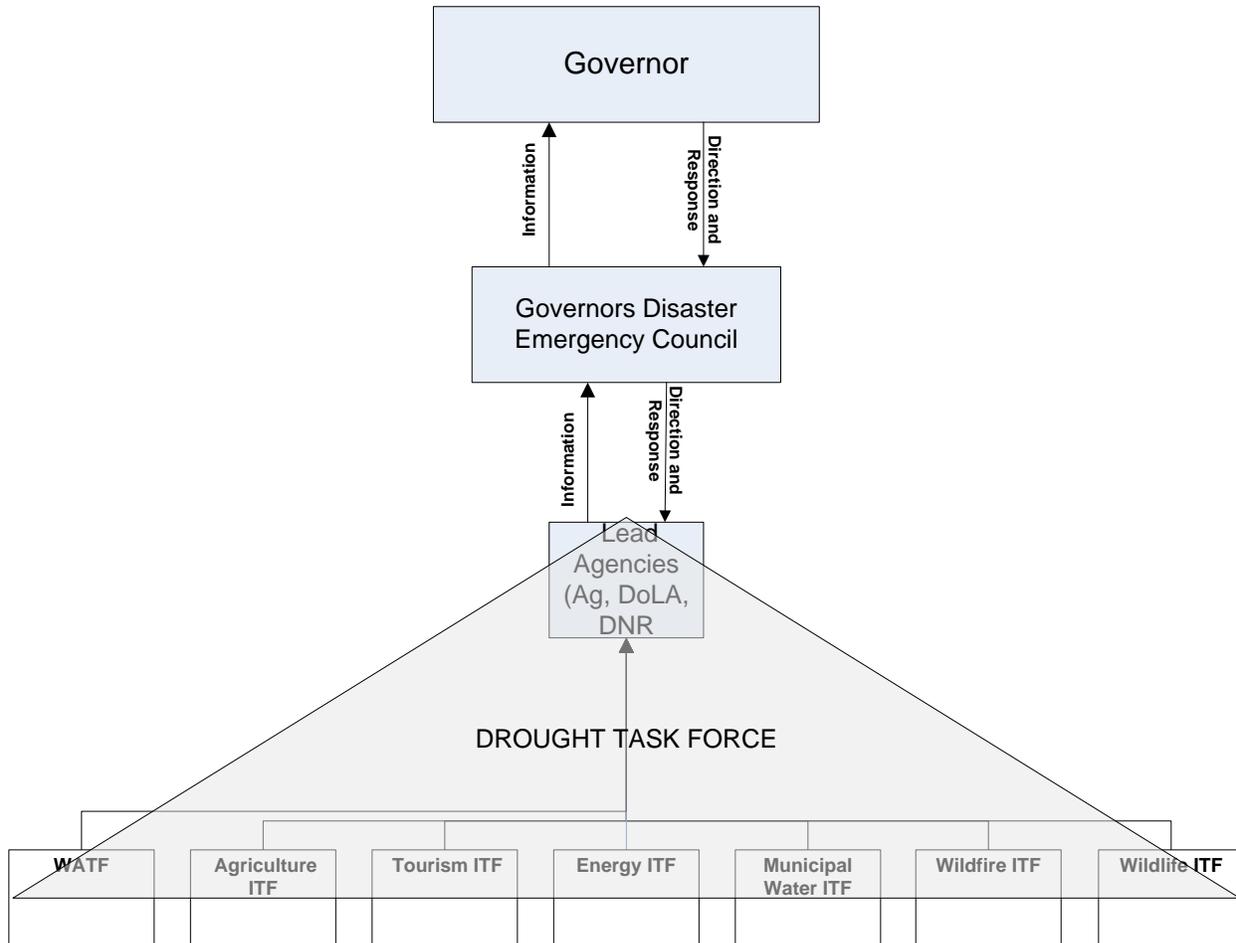
During the 2010 Plan revision, the number of ITFs was reduced from nine to seven. The Health Impact Task Force was combined with the Municipal Water Task Force and economic impacts tracking (formerly a responsibility of the Economic Impact Task Force) became incorporated as an element of each of the remaining task forces.

E. Drought Task Force (DTF)

The DTF can recognize the need for early implementation of water conservation programs and other drought response measures that are intended to minimize the impacts of drought and reduce the potential for secondary hazard vulnerability. Figure 2 illustrates the DTF framework and how it consists of the ITF chairs and lead agencies. Information is shared and analyzed by the

DTF and provided to the Governor, through the GDEC, who provides direction for state agencies to implement drought response or mitigation actions.

Figure 2 Drought Task Force Framework



F. Governor’s Disaster Emergency Council (GDEC) (CRS 24-32-2104 March 12, 1992)

The GDEC is a “Council” consisting of not less than six, and no more than nine, members required to be formed when the State is responding to any emergency situation that exceeds local government capabilities; The GDEC includes, at a minimum: the Attorney General, the Adjutant General, and the executive directors of Personnel, Transportation, Public Safety, and Natural Resources. Additional members shall be appointed by the Governor from among the executive directors of the other departments.

G. Public Information (CRS 24-32-2104(4))

An executive order will be disseminated promptly to bring its contents (information related to the emergency or disaster) to the attention of the general public. Each ITF will designate a Public

Information Officer (PIO), who will be the liaison to the media and/or public interest groups relative to the purpose of that specific ITF.

IX. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. State departments and agencies responsibilities

- i. General: All state agencies or departments are required under the authority of Colorado Disaster Emergency Act of 1992 and this Plan to carry out assigned activities related to mitigating the effects of a major emergency or disaster and to cooperate fully with each other, the Division of Emergency Management (DEM), and other political subdivisions in providing emergency assistance. In addition to assigned functional responsibilities, all state departments will take the following general actions, as appropriate, in accordance with response operations:
 - a Initial Response Phase (Phases 1 and 2 in Table 1). Upon request, provide personnel, equipment and other required resources to support initial response relief operations:
 - b Intermediate Response Phase (Phases 2 and 3 in Table 1). Continue to monitor response operations, unmet needs and public information. Analysis and strategic planning is necessary from all involved state agencies and non-governmental agencies to move smoothly into long term recovery operations.
 - c Long Term Recovery Phase. (Phase 3 and return in Phases 2 and 1 in Table 1) Develop a long term response committee (if not already established) to provide multi-agency oversight of the long term missions necessary to satisfy the unmet needs of victims.
 - d Transition Phase. The long term recovery committee is tasked with identifying the trigger points that would transition specific recovery projects back to specific local authority oversight
- ii. A comprehensive list of state agency and non-governmental agencies responsibilities relative to “typical” disaster response and recovery is further defined in the SEOP and the State Recovery Plan

B. Specific to drought or water supply availability incidents:

- i. All state agencies or departments are required under the authority of the Colorado Disaster Emergency Act of 1992 to fully cooperate with each other and any other political subdivisions in providing the specific assistance necessary to respond to a disaster or emergency. The “Act” also applies to all state agencies or departments that serve as members of the DTF and/or ITFs. This “Plan” identifies the manner in which to carry out assigned activities relative to drought or water supply availability incidents which vary from normal response activities due to the atypical manner in which drought or water supply availability incidents unfold. The roles of state agencies or departments in this Drought Response Plan are specified in Table 2.

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- C. The Director or their designee for the DNR, the DoLA, and the CDA will serve as the Lead Agencies for the DTF.
 - D. The CWCB will provide additional support to the DTF, the WATF, and all ITFs, where needed.

Table 2 State Agency Roles in Drought Emergencies

| Agency | Specialization | Responsibility | | | | | | | |
|--|--|--|---------------------------------------|---|----------------------|---|---|-----------------------------------|---------------------------------|
| | | Track Impacts Related to Water Shortages | Improve Water Availability Monitoring | Increase Public Awareness and Education | Augment Water Supply | Facilitate Watershed and Local Planning | Reduce Water Demand/ Encourage Water Conservation | Support Programs to Reduce Impact | Provide Other Technical Support |
| Department of Agriculture | Support to Agriculture and Agribusiness | X | | X | | X | X | X | X |
| Department of Local Affairs | Support to Municipal Water Systems | X | | X | X | X | X | | X |
| Department of Military Affairs | Resources Support | | | | | | | | X |
| Department of Natural Resources | Wildlife, Water Administration, Drought and Water Planning | X | X | X | X | X | X | X | X |
| Department of Public Health and Environment | Public Health and Water Quality | X | | X | | | | | X |
| Office of Economic Development and International Trade | Tourism | X | | X | | | | | X |
| Division of Emergency Management | Life Threatening Situations and Federal Disasters | X | X | X | | X | | | X |
| Governor's Energy Office | Energy | X | | X | | | | | X |
| Office of State Planning/Budget | Economic Impacts | X | | X | | | | | |
| State Forest Service | Wildfires | X | | X | | | | | X |

X. IMPACT TASK FORCE ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The following section describes the roles of the WATF and the ITFs, their membership, and responsibilities.

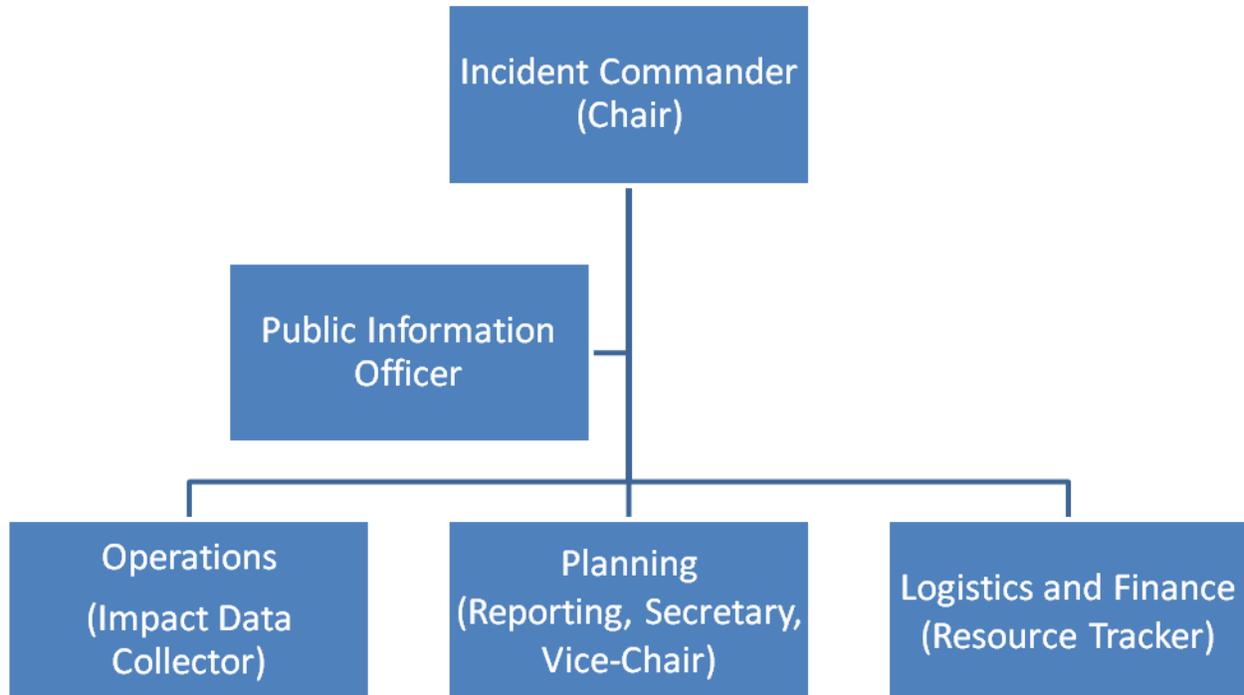
Individual ITF Member Roles and Responsibilities

Each ITF will have designated roles with corresponding responsibilities. Listed below are suggested roles for each task force. Individual task forces will have varying need for these positions. Some task forces will fill all roles, while others may fill only a few. A definition for each role is provided. Individual roles can be flushed out as needed by each ITF.

| Role | Definition |
|----------------------------|--|
| Chair | The Chair leads the task force and manages its principal relationships. The Chair ensures that relevant policies are brought to the attention of members of the task force, and ensures that it performs appropriately with regard to: adherence to its objectives; risk management; accountability to the CWCB and the Governor; and financial accountability. Other responsibilities include: <ul style="list-style-type: none"> • Participate in regular meetings of the WATF • Recommend activation of the ITF when climatic conditions indicate potential for drought development. • Notify the WATF and ITF members of scheduled meeting dates. • Prepare briefings of findings after each meeting for distribution to the WATF, chairpersons of other ITFs and other agencies as requested. • Invite participation from agencies or individuals as necessary to enhance the effectiveness of the ITF |
| Vice-Chair | The Task Force Vice-Chair assists the Chair where needed. |
| Secretary | The level of support the Task Force Secretary provides will vary. The Board Secretary may be responsible for administrative support, such as taking Task Force meeting minutes, circulating papers, and liaison between the Task Force and the CWCB and the Governor. |
| Impact Data Collector | This position supports the Task Force by collecting impact data relevant to the Task Force. The data collected will include economic impacts where possible relevant to the Task Force. (i.e. the Agricultural Impact Data Collector will collect data from the USDA, NRCS, and other agricultural entities) |
| Resource Tracker | This position supports the Task Force by locating and securing ever changing resources to assist the Task Force in accomplishing its tasks. Tracks financial resources needed and expended. |
| Reporting | This position supports the Task force by creating situation reports for internal and external distribution regarding the Task Force's area of interest. Analyzes information from the Impact Data Collector and works with the ITF chair as to recommend actions for drought response and mitigation. |
| Public Information Officer | Public Information Officers (PIOs) are the communications coordinators or spokespersons of the Task Force, typically associated with the department that is the Task Force chair. |

The following is an Incident Command System (ICS) organizational chart that is used as part of the NIMS as a standard, systematic approach to integrate the best existing processes and methods into a unified national framework for incident management. Incident management refers to how incidents are managed across all emergencies, including prevention, protection, response, mitigation, and recovery. Each ITF can apply the concept of ICS to managing their aspect of the drought response. The items in parentheses suggest how the individual ITF roles could fit with

the ICS structure. This structure can be collapsed or expanded to meet the needs of the individual ITF and/or scope of the drought.



A. Water Availability Task Force (WATF)

Purpose

The purpose of the WATF is to monitor the State’s water situation to detect signs of emerging drought. In drought situations the WATF monitors the state to detect areas of potential impacts and provides information for decision support. The WATF also serves as the forum for monitoring of implementation of long-term drought mitigation activities during non-drought times.

Activation

The WATF is always activated as the monitoring element of this plan. Throughout the water year (October through September), the WATF collects data on snowpack, soil moisture, reservoir levels, stream flow, precipitation and temperatures. The members meet monthly to share information, discuss projections, and assess the water situation. Meetings may occasionally be held in conjunction with the Colorado Flood Task Force. The WATF recommends to the Governor activation of the Drought Response Plan when conditions warrant, based on the indices and phases outlined in Table 1. When the drought plan is activated the

WATF, in association with the other ITF Chairs, and the Directors of the CDA, DNR, and DoLA, forms the core of the DTF.

Members

The WATF is comprised of Colorado's water supply specialists, emergency management professionals, federal land managers, scientists, and experts in climatology and weather forecasting.

Lead Agencies

- CWCB (Chair)
- Colorado Division of Water Resources (Co-Chair)

Core

- DEM
- Office of the State Climatologist
- NWS
- National Oceanic and Atmospheric Administration (NOAA)
- NRCS
- United States Geological Survey (USGS)

Supporting Stakeholders

- Chairs of other ITFs
- Governor's Office
- Bureau of Land Management (BLM)
- Bureau of Reclamation (USBR)
- Local water providers
- Private parties

Tasks

- Monitor drought forecasts and climate conditions
- Compile and report on the following indicators and outlooks:
 - Snowpack
 - Precipitation
 - Temperatures
 - Stream flow
 - Reservoir levels
 - Ground water levels
 - Soil Moisture

-
- Palmer indexes
 - Historical climate norms
 - Long term precipitation and temperature outlooks
 - Climate variations associated with La Nina and El Nino conditions
 - Determine requirements for routine and special reports.
 - Provide other task forces with this information.
 - Identify resource information gaps and make recommendations to address them.
 - Coordinate and respond to special data requirements of the other Task Forces.

Impact Assessment

The task force assesses current and pending impacts to Colorado's water supply including water storage and precipitation deficits that could lead to potential impacts to sectors. Data reported by the WATF supports other ITFs by indicating the sectors and portions of the state likely to be affected by pending or current drought conditions.

Primary Data Sources and Indicators

- Monthly Water Supply Report
- U.S. Drought Monitor
- Monthly Climate Report
- Historical norms
- Weather forecasts and long-term outlooks
- Reservoir levels
- Stream flow data
- Rain gauge sites
- NRCS Snow Telemetry Network (SNOTEL) sites,
- USBR Snow Data Assimilation System (SNODAS)
- SPI
- SWSI
- CMPDI

B. Agricultural Industry Task Force (AITF)

Purpose

The AITF assesses pending and current drought impacts on the agricultural industry and recommends mitigation and response actions. Findings and recommendations of this task force facilitate effective response capabilities, as well as provide documentation for any emergency declaration.

Activation

Activation of this task force occurs upon recommendation of the WATF and/or request of the Governor's Office based on monitoring of the following indicators:

- Precipitation deficits in summer/fall in a major agricultural area resulting in reduced dry-land wheat and pasture land growth.
- Snowpack deficits in mountains, resulting in inadequate irrigation prospects based on drought severity indicators.
- Soil moisture conditions that may result in dust storms in certain critical areas during wind events.
- Federal Drought Designations
- Prevented Planting Declaration from USDA

Given that agricultural impacts are typically the first to develop in a drought, it is expected that the AITF will begin monitoring early drought development during Drought Phase 1 in coordination with the WATF.

Members

Lead Agency(ies)

- Colorado State University (CSU) – Water Resource Institute (Chair)
- CDA (Vice-Chair)

Core

- USDA
- NRCS
- Farm Services Agency (FSA)
- Colorado Division of Water Resources (DWR)
- State Conservation Board
- Colorado State Land Board
- CSU Extension

Supporting Stakeholders

- CWCB
- Agricultural industry groups
- Local conservation districts
- Local and regional water districts
- Cattle, grain, and dairy associations
- Colorado Counties, Inc.

-
- Colorado Municipal League
 - Others as needed

Tasks

- Review drought reporting in relationship to current and/or potential threats on the sector.
- Identify the current or anticipated drought related problems to the sector.
- Define and assess societal impacts, severity, loss and costs.
- Collect and evaluate impact data.
- Assess current and potential severity of impacts.
- Identify sources of assistance related to agriculture.
- Evaluate state and local capacity for response.
- Identify and recommend response actions.
- Maintain supporting data and records of activities.
- Estimate and report on costs of needed water resource augmentation activities.
- Analyze barriers and needs to meet projected threats.
- Identify key contact points with support service agencies and agricultural industries.
- Coordinate with other task forces.
- Report findings and actions in the Drought Task Force Drought Situation Report.
- Determine ongoing and residual needs.
- Maintain supporting data and records of activities.
- Provide coordination and liaison with USDA agencies, state agencies, local government, and agricultural industry groups.
- Assess and project the impacts of drought on the agricultural economy and provide information to the DTF.
- Provide input to support Agricultural Disaster Declarations from the USDA.
- Make requests and recommendations on the use of Governor's Agricultural Emergency Fund.

Impact Assessment

Collect, record, and analyze impacts from:

- Crop loss
- Livestock loss
- Insect and pest issues
- Highway closures or accidents from blowing dust
- Overall economic impacts to the sector, present and projected
- Social impacts from loss of farming and ranching income

Primary Data Sources

- Natural Disaster Damage Assessment Report (USDA)
- USDA Flash Situation Report (Dept. of Agriculture)
- Economic Outlook Reports
- Regional Outlook (Western Livestock Roundup)
- Pest reports (grasshoppers et al.)
- Agricultural & Economic Outlook Reports
- Colorado Ag Update
- Crop Progress report
- Colorado Agricultural Statistics

These reports are available from Colorado Agricultural Statistics 303-236-2300 or Toll-Free at 1-800-392-3202. Online report sources are www.nass.usda.gov and www.ers.usda.gov/.

C. Municipal Water Task Force (MWTF)

Purpose

The MWTF assesses pending and current drought impacts on municipal water supply and public health impacts and recommends and implements mitigation and response actions. Findings and recommendations of this task force facilitate effective response capabilities, as well as provide documentation for any emergency declaration.

Activation

Activation of this task force occurs upon recommendation of the WATF and/or request of the Governor's Office based on monitoring of the following indicators:

- Declining reservoir levels
- Declining groundwater resources or aquifer depletions
- Activation of local drought management plans
- Activation of local water conservation measures
- Local drought emergency declarations

Members

Lead Agency(ies)

- DoLA-DLG (Co-chair)
- CWCB (Co-chair)

Core

- Colorado Department of Public Health & Environment - WQCD
- DEM
- DWR
- Colorado Division of Fire Safety
- Colorado Municipal League
- Colorado Counties, Inc.
- Special District Association
- USDA - Rural Development
- Colorado Rural Water Association

Supporting Stakeholders

- US Army Corps of Engineers
- Department of Fire Science Technology (RRCC)
- Colorado Water Utility Council
- Fire Chief's Association
- Fire Marshall's Association
- Economic Development Administration
- Water Resources and Power Development Authority
- Other agencies as needed

Tasks

- Review drought reporting in relationship to current and / or potential threats on the sector.
- Identify the current or anticipated drought related problems to the sector.
- Define and assess societal impacts, severity, loss and costs.
- Collect and evaluate impact data.
- Assess current and potential severity of impacts.
- Identify sources of assistance related to municipal water.
- Evaluate state and local capacity for response.
- Identify and recommend response actions.
- Maintain supporting data and records of activities.
- Estimate and report on costs of needed water resource augmentation activities.
- Analyze barriers and needs to meet projected threats.
- Identify key contact points with support service agencies.
- Coordinate with other task forces.
- Report findings and actions in the Drought Task Force Drought Situation Report.
- Determine ongoing and residual needs.
- Maintain supporting data and records of activities.

-
- Assess & prioritize impact of drought conditions on municipalities and report to the Drought Task Force and appropriate response and funding agencies.
 - Develop and implement a follow-up process to determine health actions where impact is identified.
 - Recommend bottled water advisories.
 - Develop and assign reporting responsibilities where appropriate.
 - Develop a method for periodic contact with municipalities noted in critical areas.
 - The DoLA Divisions of Local Government and Emergency Management will review and evaluate data to determine if the impact of the drought is beyond local capabilities in order to prepare appropriate response to an emergency situation.
 - Co-chairs will work directly with municipalities/governments impacted by drought on their options such as substitute water supply plans or temporary water transfers and provide technical and financial assistance as appropriate.

Impact Assessment

Collect, record, and analyze impacts from:

- Municipal water supply shortages
- Municipal water supply water quality impacts
- Overall economic impacts to the sector, present and projected
- Social impacts from water rationing

Primary Data Sources

- See WATF data sources
- Field reports from Division of Local Government Field Services Staff and DEM Field Staff
- Municipal water providers

D. Tourism Task Force (TTF)

Purpose

The TTF assesses pending and current drought impacts on the tourism and recreation sectors and recommends mitigation and response actions.

Activation

Activation of the TTF will be upon recommendation of the WATF and/or request of the Governor based on monitoring of the following indicators:

- Significant snowpack deficits during the ski season
- Significantly reduced streamflow forecasts in key fishing and rafting basins
- Low reservoir levels impacting boating activities

-
- High wildfire danger resulting in forest closures

Members

Lead Agency

- Colorado Office of Economic Development and International Trade - Office of Tourism (Chair)

Core

- DNR - Colorado State Parks
- CDA
- DoLA
- Colorado Ski Country U.S.A.
- Colorado River Outfitters Association

Supporting Stakeholders

- Colorado Division of Wildlife (DOW)
- CWCB
- DSA
- BLM
- National Park Service
- U.S. Forest Service
- Colorado Hotel/Motel Association
- U.S. Department of Labor
- C.U. School of Business
- Golf Industry associations
- Others as needed

Tasks

- Identify the current or anticipated drought related problems to the sector.
- Define and assess societal impacts, severity, loss and costs.
- Collect and evaluate impact data.
- Assess current and potential severity of impacts.
- Identify sources of assistance related to the sector.
- Evaluate state and local capacity for response.
- Identify and recommend response actions.
- Maintain supporting data and records of activities.
- Estimate and report on costs of needed water resource augmentation activities.
- Analyze barriers and needs to meet projected threats.

-
- Identify key contact points with support service agencies and recreation/tourism industries.
 - Coordinate with other task forces.
 - Synthesize data gathered for reporting to the DTF and inclusion in the Drought Situation Report.
 - Determine ongoing and residual needs.
 - Maintain supporting data and records of activities.
 - Review operational procedures and update as required.
 - Develop coordinated media talking points.
 - Coordinate public information releases.
 - Identify major commercial and industrial problem areas.

Impact Assessment

Develop economic impact assessments based on:

- Visitation data
- Sales tax revenues
- Employment reduction
- Lodging receipts
- State Parks boat ramp closures and visitation reduction

Primary Data Sources

- See WATF data sources
- Local chambers of commerce
- Reports from other agencies and industry organizations

E. Wildfire Protection Task Force (WPTF)

Purpose

The WPTF is an assessment, planning, mitigation, and preparedness group for wildfire impact projections as they relate to drought conditions. This task force serves as a liaison with other statewide wildfire coordination activities and is not involved in suppression operations.

Activation

Activation of this task force occurs upon recommendation of the WATF and/or request of the Governor's Office based on monitoring of the following indicators:

- Above normal or unseasonal size of wildfires.
- Winter cumulative precipitation less than 75% of normal by January 10 for large regions of Colorado.

-
- May-September monthly precipitation less than 75% of normal in any single month for multi-county region(s).

Members

Lead Agency

- Colorado State Forest Service (CSFS) (Chair)

Core

- DOW
- DEM

Supporting Stakeholders

- CWCB
- Colorado Army National Guard
- Colorado Division of Fire Safety
- US Forest Service
- BLM
- Bureau of Indian Affairs
- National Park Service
- NWS
- Others as needed:
 - Special District Association (fire)
 - Division of Parks & Recreation
 - Colorado Counties, Inc.
 - Colorado Sheriffs Association
 - Colorado Fire Chiefs Association

Tasks

- Appointment of a Drought Coordinator (departmental).
- Identify the current or anticipated drought related problems to the sector.
- Define and assess societal impacts, severity, loss and costs.
- Review guidelines and procedures - update/revise.
- Assess current and potential severity of impacts.
- Make projections for several scenarios; analyze wildfire threat for each.
- Analyze barriers and needs to meet projected threats.
- Synthesize data gathered for reporting to the DTF and inclusion in Drought Situation Report.
- Identify sources of assistance and recommend response levels and activities.

-
- Inventory possible fire protection resources, availability, cost estimate, and identify procedures to activate.
 - Identify key contact points for support service agencies.
 - Identify and describe key wildfire policy and authority issues.
 - Make recommendations and identify costs on how major impact problems can be solved.
 - Evaluate effectiveness of wildfire protection activities.
 - Devise a wildfire danger warning system for coordinated public warnings/messages.
 - Develop procedures for a coordinated system of fire restrictions and declarations by local, state, and other officials.
 - Develop coordinated media talking points
 - Maintain supporting data and record of activities.

Impact Assessment

Collect, record, and analyze impacts from:

- Wildfire extent and severity
- Forest health disturbance
- Wildlife habitat disturbance
- Overall economic impacts from wildfires including:
 - Suppression costs
 - Life safety and health impacts
 - Forest resources
 - State forests and other state assets

Primary Data Sources

- Fire weather/danger station networks
- Wildland Fire Assessment System
- local fire departments
- county sheriffs
- state and federal wildfire agencies
- Colorado Wildfire Coordination Group,
- Fire behavior specialists,
- State Climatologist
- WATF
- WTF

F. Wildlife Task Force (WTF)

Purpose

The WTF assesses the impacts of drought upon wildlife (fish, game & non-game) and recommends mitigation and response actions.

Activation

Activation of this task force will be upon recommendation of the WATF and/or request of the Governor based on monitoring of the following indicators:

- Streamflow forecasts
- Reservoir depletions
- Wildfire impacts

Members

Lead Agency

- DOW (Chair)

Core

- CWCB – Instream Flow Section
- U.S. Fish and Wildlife Service
- National Park Service
- U.S. Forest Service
- BLM
- NRCS

Supporting Stakeholders

- Colorado Wildlife Federation
- Trout Unlimited
- The Nature Conservancy
- Others as needed

Tasks

- Identify the current or anticipated drought related problems to the sector.
- Identify potential and/or existing drought-related wildlife impacts (see Impact Assessment below).
- Manage DOW-owned water rights in accordance with DOW Administrative Directive A-9

-
- Recommend measures to prevent or mitigate wildlife losses (see DOW Administrative Directive A-9 Appendix B).
 - Establish contact with appropriate federal and state agencies to solicit input and assistance.
 - Develop and coordinate public information releases regarding assessment of drought conditions on wildlife.
 - Synthesize assessment data for the DTF and Drought Situation Reports.
 - Coordinate with other Task Forces – notably Tourism, Wildfire, and Municipal Water.

Impact Assessment

Collect, record, and analyze impacts with emphasis placed on:

- Wildlife losses on DOW-controlled properties and public lands such as fish hatcheries, reservoirs, streams, terrestrial wildlife habitats and associated recreational areas.
- Estimate potential short-term wildlife losses and long-term projections for losses over the assessment periods.
- Evaluate impact on DOW-held water rights on reservoirs, streams, hatcheries, etc.
- Assess impacts to fish/fishery resources for threatened and endangered and priority species, including streams/lakes/reservoirs with potential for significant fish mortality and/or areas where angling restrictions might be necessary.
- Assess overall health condition and distribution of key game species and populations.
- Assess condition of critical winter ranges for key game species including identification of areas with new or expanding weed infestations.
- Assess impacts to bird production, nesting success, and brood rearing for upland game birds and waterfowl species.
- Assess impacts to water levels and wetland dependent vegetation for priority wetlands and riparian corridors.
- Identify wildfires and/or areas with drought-related forest health issues that have potential for direct or indirect impacts to wildlife.
- Economic impacts from wildlife including loss of revenue from decrease fishing and hunting license sales, water rights transfers.

Primary Data Sources

- DOW's regional office reports and information provided by other task force agencies.

G. Energy Impact Task Force (EITF)

Purpose

The EITF assesses pending and current drought impacts on the energy sector and recommends mitigation and response actions. Findings and recommendations of this task force facilitate effective response capabilities.

Activation

Activation of this task force occurs upon recommendation of the WATF and/or request of the Governor's Office based on monitoring of the following indicators:

- Declining water availability in relation to hydroelectric generation and other power generation
- Increased wildfire risk

Members

Lead Agency(ies)

- Governor's Energy Office (Chair)

Supporting Stakeholders

- CWCB
- Colorado Department of Regulatory Agencies- Public Utility Commission
- Rural Electric Cooperatives and Utility Districts
- Utility providers
- DNR - State Land Board
- DNR – Oil and Gas Conservation Commission
- DNR – Division of Reclamation, Mining and Safety
- WPTF

Tasks

- Review drought reporting in relationship to current and / or potential threats on the sector.
- Identify the current or anticipated drought related problems to the sector.
- Define and assess societal impacts, severity, loss and costs.
- Collect and evaluate impact data.
- Assess current and potential severity of impacts.
- Identify sources of assistance related to the sector.
- Evaluate state and local capacity for response.
- Identify and recommend response actions.
- Maintain supporting data and records of activities.
- Estimate and report on costs of needed water resource augmentation activities.
- Analyze barriers and needs to meet projected threats.
- Identify key contact points with support service agencies and energy industries.
- Coordinate with other task forces, particularly the WPTF to identify areas of enhanced risk to utility lines.
- Implement related components of the Colorado Energy Assurance Plan where applicable

-
- Report findings and actions in the Drought Task Force Drought Situation Report.
 - Determine ongoing and residual needs.
 - Maintain supporting data and records of activities.
 - Develop Media Talking Points specific to the sector.
 - Develop assessment and report to the DTF.

Impact Assessment

Collect, record, and analyze impacts from:

- Drought-related power supply interruptions
- Drought-related mining industry interruptions
- Economic impacts related to the sector

Primary Data Sources

- Utility providers
- State Land Board
- Public Utilities Commission

H. Drought Task Force

Purpose

The DTF reviews all task force assessments and recommends overall drought response and incident mitigation actions. The DTF synthesizes economic impact information from each ITF to aid in decision support and identification of response resources needs.

Activation

Activation of this task force will be upon Governor's memorandum, based upon the recommendation of the WATF.

Members

Lead Agency(ies)

- DNR Director
- CDA Director
- DoLA Director

Core

- Chair of the Water Availability Task Force
- Chair of the Municipal Water Impact Task Force

-
- Chair of the Wildfire Impact Task Force
 - Chair of the Agricultural Industry Impact Task Force
 - Chair of the Tourism Impact Task Force
 - Chair of the Wildlife Impact Task Force
 - Chair of the Energy Impact Task Force
 - Colorado Office of State Planning and Budgeting
 - Governor's Office
 - Colorado Department of Revenue
 - Colorado Department of Labor and Employment

Tasks

- Solicit and review the assessments of the ITFs and summarize the findings for a Drought Situation Report to the Governor and GDEC (when activated).
- Assess overall societal impacts, severity, loss and costs from drought
- Assess current and potential severity of impacts
- Identify sources of assistance
- Evaluate state and local capacity for response
- Identify and recommend response actions
- Maintain supporting data and records of activities
- Recommend actions to mitigate drought impact.
- Make recommendation for activation of the GDEC.
- Synthesize economic impacts from ITF chairs for the Drought Situation Report for the Governor and decision support.
- Develop coordinated media messages.

Primary Data Sources

- WATF and ITF's
- Governor's Office of State Planning and Budgeting (OSPB) economic model

I. Governor's Disaster Emergency Council (GDEC)

The GDEC is made up of not less than six and no more than nine members, which include: the Attorney General, the Adjutant General, and the executive directors of Personnel, Transportation, Public Safety, and Natural Resources. Additional members shall be appointed by the Governor from among the executive directors of the other departments.

Purpose

The GDEC serves to act collectively as the Governor's advisor on the status of any disaster or emergency event as it unfolds and progresses.

Activation

The GDEC is activated by the Governor.

Direction, Control, and Coordination

- i. Management Concepts and Policies
 - a. **Principle of Local Government Control:** For typical natural hazard events, direction and control for response operations following an emergency or disaster rests with the elected leadership of the legally recognized jurisdiction impacted by a given emergency or disaster. This authority continues throughout the stages of emergency operations or until conditions warrant a transfer in such authority. This authority continues throughout the drought disaster phases or until conditions warrant a transfer in such authority, as in a USDA Secretarial Designation or Presidential Disaster Declaration.
 - b. **Incident Level Management:** A local incident management system, incorporating the functions, principles, and components of the ICS and NIMS, should be adopted and utilized by all response agencies. This should include response to a drought or water availability hazard event, even though this type of event may not unfold in a manner typical of other natural hazard events. The Local Emergency Operations Plan (LEOP) should address short term response responsibilities. Therefore, the concept for response management, whether locally driven or State driven, should follow incident management practices and delineate the concept of interface between the local Emergency Operations Centers (EOC's) and the State Emergency Operations Center (SEOC) should there be a necessity to activate the EOC or SEOC in a drought or water availability hazard event. Though drought incidents unfold in a much slower timeframe the processes identified here can be adapted for the specifics of a drought emergency.
 - c. **Local Level Management:** Counties or municipalities are responsible for emergency operations within the jurisdiction. The on-scene Incident Commander (IC) is responsible for the command and control of specific activities at the incident site. Local government is generally responsible for coordination and control of all administrative and overhead functions. When an emergency situation threatens to escalate beyond the capabilities of on-scene responders, including mutual aid assistance, activation of the local emergency operations center may be required. The acquisition of additional resources and dissemination of disaster information functions move to the EOC so that the management of these functions can be more easily controlled and coordinated by the responsible authority. For a drought hazard, local level management may be a collaborative process as determined by both the local officials and the DTF. The EOC may or may not be activated. Additional resources and dissemination may be handled through the processes set forth in this plan to better address the impacts and assist affected local jurisdictions. In a situation

where there is a quick onset of the lack of water supply availability, normal local level management should commence.

- d **State Level Management:** In a typical emergency or disaster that overwhelms the resources and capability of a local jurisdiction, the Governor may exercise his/her authority to use the resources of State government. The management of the State's response is facilitated by the policies of the SEOP and its implementing procedures. DEM is responsible for the coordination of the State response to an emergency or disaster. The SEOC's principal emergency management function is not that of an initial responder, but that of coordinator for the acquisition, prioritization, and distribution of state, private, and, if needed, federal resources. Based upon the timely receipt and verification of the emergency request of a local jurisdiction, DEM will task the appropriate state agency(ies) to provide requested resources, services or information. The state agency or department receiving a tasking/mission will coordinate assistance with the incident management structure of the requesting jurisdiction. If the disaster situation is of such magnitude as to require federal assistance; the State, through the SEOC or a Joint Field Office (JFO) if one has been established, will function as the primary coordination agency for the rendering of federal assistance. However, in a drought hazard where agriculture is impacted, state level management follows a different process. The Governor must request a USDA Drought Declaration through the Secretary of Agriculture. The FSA(s) at the county levels assembles the agricultural loss information and follows a series of approval processes so that the Secretary of Agriculture can make an informed determination. Complete steps are further defined in the USDA Emergency Disaster Designation and Declaration Process addendum. In water supply availability incidents with quick onset, state level management should follow the ICS and NIMS components as they are designed relative to the specificity of resources needed.
- e **Federal Level Management:** In a typical emergency or disaster, if the emergency is of a magnitude that Federal assistance is granted, the federal agencies' actions are in support of the state and local government. Coordination will take place from the appropriate State Emergency Support Function to the Federal Emergency Support Function. Coordination will take place at the SEOC or a JFO, if one is established. A USDA Drought Declaration immediately triggers the availability of low-interest FSA EM loans to eligible producers in all primary and contiguous counties. Other programs use USDA Secretarial Designations as an eligibility requirement trigger. These programs include the Supplemental Revenue Assistance Payments (SURE) Program. In water supply availability incidents with sudden onset, federal level management should follow the ICS and NIMS components, as they are designed relative to the specificity of resources needed to assist the affected state and local jurisdictions.
- f **Volunteer Organizations:** In a typical emergency or disaster, volunteer organizations may be called upon to assist in disaster preparedness, response, and recovery. Colorado Voluntary Organizations Active in Disasters and the Colorado

Volunteer Center Network will coordinate these organizations in collaboration with the State EOC. For drought impacts, other volunteer organizations may be requested to assist with data collection or research depending on the need. In an incident of water supply emergency, where the onset of impact could be rapid, volunteer organizations may be called upon in the typical manner as outlined in the SEOP and should follow the components of ICS and NIMS. Volunteer organizations may assist with social needs such as distributing bottled water and providing mental health counseling.

- g **The Private Sector:** Although the role of the private sector is not legislated, they have a significant presence in the social systems of a community, which makes them an important partner to all levels of government. They respond similarly when disaster strikes within their own organization and most times have needed resources within arm's reach. There are few activation mechanisms in place between the private and public sectors, but progress is being made in that arena. For drought and adverse water supply conditions, private business can assist local and state government by willingly choosing to support conservation efforts by implementing their own limitations, by participating in community planning discussions, and offering resources toward response and recovery operations. State or local government may call on the business community to provide information about impacts they have incurred.

XI. INFORMATION COLLECTION AND DISSEMINATION

Information collection will be the responsibility of each ITF as outlined in Section IX. Information will be compiled in individual ITF reports. ITF chairs will be responsible for reporting at meetings of the DTF. This information will be synthesized at the DTF level into a Drought Situation Report for the governor and GDEC.

The CWCB website will be used to synthesize information for local governments and the general public regarding the drought status and response activities. The CWCB will be responsible for updating and maintaining the information on the website on at least a monthly basis.

XII. COMMUNICATIONS

Communications among ITFs will be with typical methods including email, telephone or teleconference, and regularly scheduled meetings.

XIII. STATE EMERGENCY OPERATIONS ORGANIZATION

A. State Emergency Operations

- a **General:** The SEOC provides the primary location through which the DEM Director (or the SCO during a declared disaster emergency) can coordinate support to local

governments in disaster situations. The SEOC serves as the principal point for coordinating and tasking State departments and volunteer agencies in the delivery of emergency assistance to affected jurisdiction(s). The SEOC provides the Governor with a secure location to: assemble and analyze critical disaster or Homeland Security information; facilitate the decision making process; coordinate the response activities of State government; and ensure interagency cooperation, coordination, and communications. The State emergency operations organizational structure is designed to be flexible, easily expandable, and proactive to the needs of local government. The organization of state agencies by functional elements provides for a uniform linkage between state and federal systems.

- b Specific to drought or water supply availability incidents: In a drought hazard incident, the State emergency operations organization will be driven by the information delivered by the ITFs and the activation of the DTF. The DTF will report to the GDEC and any additional resources necessary to handle the impacts of the incident or ongoing conditions will be determined by the Governor. The Governor may request a USDA Drought Declaration from the Secretary of Agriculture, which activates programs to assist in recovery operations. Water supply availability incidents where the onset of impact is rapid, the State emergency operations organization should follow the components of ICS and NIMS as they are designed in collaboration with the WATF.

XIV. ADMINISTRATION, LOGISTICS, AND MUTUAL AID

A. Administration

During an emergency or disaster, state (and local) government shall determine, if necessary, what, if any, normal administrative procedures shall be suspended, relaxed, or made optional in order to prevent unnecessary impediments of emergency operations and response activities. Such action should be carefully considered and the consequences should be projected realistically. Any state government departure from the usual methods of doing business will normally be stated in the Governor's declaration or Executive Order of Disaster/Emergency, or as specified in this Plan and its supporting documents. Mutual aid, if needed from other states, will follow protocols outlined in the SEOP and any existing memorandums of understanding or mutual aid agreements in place.

B. Finance

- i. A major disaster or emergency may require the expenditure of large sums of state (and local) funds. Financial operations may be carried out under compressed schedules and intense political pressures which will require expeditious actions that still meet sound financial management and accountability requirements. Although drought and water

supply availability incidents may dictate a different process for declaration, the requirement for financial support is nonetheless vital.

- ii. State financial support for emergency operations shall be from funds regularly appropriated to state departments. If the demands exceed available funds, the Governor may make additional funds available from the Disaster Emergency Fund. If money available from the fund is insufficient, the Governor has the authority under a State Declaration of Disaster/Emergency to transfer and expend money appropriated for other purposes.
- iii. State departments designated as lead agencies for Emergency Support Functions conducting emergency support activities will be responsible for organizing their functional activities to provide financial support for their operations. Each department is responsible for maintaining appropriate documentation to support requests for reimbursement, for submitting bills in a timely fashion, and for closing out assignments.
- iv. State and local government entities are responsible for documenting all emergency or disaster related expenditures using generally accepted accounting procedures. Care must be taken throughout the course of the emergency to maintain logs, records, receipts, invoices, purchase orders, rental agreements, etc. These documents will be necessary to support claims, purchases, reimbursements and disbursements. Record keeping is necessary to facilitate closeouts and to support post response audits.
- v. Sources of funding for drought mitigation and response efforts are outlined in Section 4 of the Colorado Drought Mitigation Plan. Additional reference for funding and relief options can be referenced in Appendix D Drought Mitigation Capabilities Summary.

XV. PLAN DEVELOPMENT AND MAINTENANCE

- A. Subsequent revisions supersede all previous editions and are effective immediately for planning, training and exercising, and preparedness and response operations.
- B. Individual implementation plans and procedures may be developed by agency or ITF as needed. These procedures will detail who (by title), what, when, where, and how emergency tasks and responsibilities will be conducted.
- C. This Plan and appendixes, state department plans, and implementation procedures shall be maintained and kept current by all parties on the following schedule:
 - i. Updates can occur at any time based upon the change of federal guidance.
 - ii. A cursory review of the Drought Response Plan will occur annually in conjunction with a fall WATF meeting.
 - iii. A complete review and update of the Drought Response Plan, its tabs, and appendices will occur every three (3) years (at a minimum), or when a change in administration occurs. This will be in concert with the three year update cycle of the Drought Mitigation Plan. This review will consist of all partners having the opportunity to comment on all

elements and will be forwarded to the Governor's Office for signature. The CWCB will lead the update effort, with support from DEM.

iv. Review and revise procedures following critiques of actual emergency or disaster operations and/or exercises where deficiencies were noted.

D. All changes, revisions, and/or updates to the Drought Response Plan shall be forwarded to CWCB for review, publication and distribution to all holders of the Drought Response Plan following the efforts of the lead agency to coordinate with its supporting agencies. If no changes, revisions, and/or updates are required, CWCB shall be notified in writing by the agency lead that respective plans, annexes, appendices, etc., have been reviewed and are considered valid and current.

XVI. ADDENDUM

TAB 1: USDA Drought Declaration Process

Overview

Agricultural-related disasters are quite common. One-half to two-thirds of the counties in the United States have been designated as disaster areas in each of the past several years. Producers may apply for low-interest emergency (EM) loans in counties named as primary or contiguous under a disaster designation.

Four types of disaster designations are made: 1) Presidential major disaster declaration; 2) USDA Secretarial disaster designation; 3) Farm Service Agency (FSA) Administrator's Physical Loss Notification and, 4) Quarantine designation.

The first three types of disaster declarations are authorized under 7 CFR 1945-A. The fourth is the result of a statutory requirement, Section 5201 of the Agricultural Assistance Act of 2003, P.L. 108-07, which authorizes emergency (EM) loans for losses resulting from quarantines imposed by the Secretary under the Plant Protection Act or animal quarantine laws as defined in section 2509 of the Food, Agriculture, Conservation, and Trade Act of 1990.

Presidential major disaster declarations, which must be requested by a governor to the President, are administered through the Federal Emergency Management Agency (FEMA). A Presidential major disaster declaration can be made within days or hours of the initial request. FEMA immediately notifies FSA of the primary counties named in a Presidential declaration.

USDA Secretarial disaster designations must be requested of the Secretary of Agriculture by a governor or the governor's authorized representative, or by an Indian Tribal Council leader. The Secretarial disaster designation is the most widely used and its process is the most complicated of the four. It is described in further detail under "Secretarial Disaster Designation Process."

An FSA Administrator's Physical Loss Notification (APLN) is for physical losses only, such as a building destroyed by a tornado. Livestock related losses are considered physical losses. An APLN is requested of FSA's Administrator by an FSA State Executive Director (SED).

A quarantine designation is requested of the FSA Deputy Administrator for Farm Programs by an FSA SED. A quarantine designation authorizes EM loans for production and physical losses resulting from quarantine.

Secretarial Disaster Designation Process

Damages and losses prompting disaster designations must be due to a natural disaster; and a minimum 30% production loss of at least one crop in the county must have occurred.

STEP 1

The governor or Indian Tribal Council leader makes a request in writing to the Secretary of Agriculture within three months of the ending date of the disaster.

STEP 2

FSA county offices assemble required agricultural loss information for the Loss Assessment Report (LAR).

STEP 3

FSA's National Headquarters notifies the SED of the request. The SED instructs county offices named in the request to complete the LAR, conduct County Emergency Board (CEB) meetings, and approve or disapprove the LAR.

STEP 4

The LAR is submitted to the State Emergency Board (SEB) for review and processing.

STEP 5

The SED prepares comments and recommendations. The SEB reviews the LAR. Upon approval, the LAR is submitted to FSA's National Headquarters (NHQ) through the Systematic Tracking for Optimal Risk Management (STORM) tool. STORM is a web-based application that allows the County Office to enter the LAR in an automated environment.

STEP 6

FSA's Disaster Assistance Branch, Emergencies Section (DAB/ES) reviews the loss information on the LAR, determines eligibility, and prepares a package, including the letter of approval or disapproval, to be signed by the Secretary.

Information Required for Processing Secretarial Disaster Requests

The information required to process a Secretarial disaster request includes:

- LAR signed by the CEB and SEB chairpersons;
- CEB and SEB meeting minutes;
- SED comments and recommendations.

Eligible Natural Disasters

Natural disaster conditions include: a blizzard, cyclone, earthquake, hurricane, tornado, severe hail, excessive rain, heavy snow, ice and/or high wind, an electrical storm, several weather

patterns sustained over a period of time, including low or high temperatures, and related pests, epidemics or fires.

Circumstances Affecting Secretarial Disaster Designations

Disaster designations offer flexibility and can accommodate circumstances such as:

- Continuing adverse weather. When a natural disaster continues beyond the date on which a Secretarial determination is made, and continuing losses or damages are occurring, the incidence period and termination date may be extended up to 60 days.
- Insufficient data. When the data is determined insufficient to make a designation, the request remains active, but is deferred until sufficient information is received to make a determination.

FSA Programs Initiated by Designations and/or Declarations

All four types of designations, (Secretarial disaster designations, Presidential disaster declarations, APLNs, and quarantine designations) immediately trigger the availability of low-interest FSA EM loans to eligible producers in all primary and contiguous counties.

Other programs use Secretarial designations as an eligibility requirement trigger. These programs include the Supplemental Revenue Assistance Payments (SURE) Program.

TAB 2: Sample Drought Emergency Declaration

WHEREAS, during the period (day) (month) (year) through (day) (month) (year), increasingly severe conditions of drought have impacted the State of Colorado; and

WHEREAS, the normal system of State Government is not able to cope adequately with the situation; and

WHEREAS, there is every indication that the present drought conditions will not abate in the near future; and

WHEREAS, these conditions may in fact become more severe; and

WHEREAS, extraordinary measures are necessary to protect public health, ensure public safety and welfare and render relief for those most severely impacted; and

WHEREAS, the aforementioned conditions constitute a threat to the safety and welfare of the State, and create an emergency disaster situation within the meaning of the Disaster Emergency Act, 24-33.5-705(2) C.R.S.

NOW THEREFORE, under powers vested in me by section 24-33.5-704 of the Disaster Emergency Act of 1973, and the other enabling provisions, I, (), Governor of the State of Colorado, do hereby declare a State of Drought Emergency to exist. I further declare that based on this State Drought Disaster Emergency, the Drought Task Force and Governor's Disaster Emergency Council called for in the Colorado Drought Mitigation and Response Plan shall be activated with full power to address those unmet needs brought about by the drought and to take those actions within their authority to address such needs or to recommend for my action or that of the legislature those items that are beyond the authority of the Emergency Council to resolve.

This Executive Order shall expire thirty (30) days from the date hereof unless further extended by Executive Order.

GIVEN under my hand and the Executive Seal of the State of Colorado; this () day of (), A.D., 20_.

()

Governor

TAB 3: Sample Governor’s Memorandum of Potential Drought Emergency

TO: Executive Directors, Departments of State Government

FROM: (), Governor, State of Colorado

RE: Activation of the Colorado Drought Mitigation and Response Plan

DATE:

Drought conditions have developed along the () and () River Basin(s) to the degree that counties in the () and () are likely to receive severe impacts to their environments and to the various sectors of their economy. If present trends continue, other river basins and sectors of the entire state’s economy may soon be affected.

Under these circumstances, and based on a recommendation from the WATF and directors from the Departments of Natural Resources, Agriculture and Local Affairs, I have decided to activate the State’s Drought Mitigation and Response Plan so that specific impacts may be identified, and expeditious and effective remedial action may be taken.

As of the date of this memorandum, the Colorado Drought Mitigation and Response Plan is in effect; the following actions, as specified in the plan will be taken:

- 1) Drought Task Force will be activated under chairmanship of directors from the Departments of Natural Resources and Local Affairs. The first meeting of the Task Force will be held within five days of receipt of this memorandum.
- 2) The following Impact Task Forces (ITF) will be activated: municipal, wildfire, (), and (). The ITF chairpersons will call their first meeting as soon as possible after the Drought Task Force meeting.
- 3) All addressees will assign: (1) A senior level manager who can commit the resources of the department to act as a drought coordinator and (2) Task Force chairpersons and participants as indicated the Colorado Drought Mitigation and Response Plan.
- 4) Lead agencies will be prepared to take action for drought response and to mitigate drought impacts as appropriate.