



**TOWN OF PAONIA**  
**MONDAY, JUNE 24, 2019**  
**SPECIAL TOWN BOARD MEETING AGENDA**  
**6:00 PM**

**Roll Call**

1. Roll Call

**Approval of Agenda**

2. Approval of Agenda

**Unfinished Business**

3. After Action Report and Water System Discussion

**Adjournment**

I. RULES OF PROCEDURE

**Section 1. Schedule of Meetings.** Regular Board of Trustees meetings shall be held on the second and fourth Tuesdays of each month, except on legal holidays, or as re-scheduled or amended and posted on the agenda prior to the scheduled meeting.

**Section 2. Officiating Officer.** The meetings of the Board of Trustees shall be conducted by the Mayor or, in the Mayor's absence, the Mayor Pro-Tem. The Town Clerk or a designee of the Board shall record the minutes of the meetings.

**Section 3. Time of Meetings.** Regular meetings of the Board of Trustees shall begin at 6:30 p.m. or as scheduled and posted on the agenda. Board Members shall be called to order by the Mayor. The meetings shall open with the presiding officer leading the Board in the Pledge of Allegiance. The Town Clerk shall then proceed to call the roll, note the absences and announce whether a quorum is present. Regular Meetings are scheduled for three hours, and shall be adjourned at 9:30 p.m., unless a majority of the Board votes in the affirmative to extend the meeting, by a specific amount of time.

**Section 4. Schedule of Business.** If a quorum is present, the Board of Trustees shall proceed with the business before it, which shall be conducted in the following manner. Note that all provided times are estimated:

- (a) Roll Call - (5 minutes)
- (b) Approval of Agenda - (5 minutes)
- (c) Announcements (5 minutes)
- (d) Recognition of Visitors and Guests (10 minutes)
- (e) Consent Agenda including Approval of Prior Meeting Minutes (10 minutes)
- (f) Mayor's Report (10 minutes)
- (g) Staff Reports: (15 minutes)
  - (1) Town Administrator's Report
  - (2) Public Works Reports
  - (3) Police Report
  - (4) Treasurer Report
- (h) Unfinished Business (45 minutes)
- (i) New Business (45 minutes)
- (j) Disbursements (15 minutes)
- (k) Committee Reports (15 minutes)
- (l) Adjournment

\* This schedule of business is subject to change and amendment.

**Section 5. Priority and Order of Business.** Questions relative to the priority of business and order shall be decided by the Mayor without debate, subject in all cases to an appeal to the Board of Trustees.

**Section 6. Conduct of Board Members.** Town Board Members shall treat other Board Members and the public in a civil and polite manner and shall comply with the Standards of Conduct for Elected Officials of the Town. Board Members shall address Town Staff and the Mayor by his/her title, other Board Members by the title of Trustee or the appropriate honorific (i.e.: Mr., Mrs. or Ms.), and members of the public by the appropriate honorific. Subject to the Mayor's discretion, Board Members shall be limited to speaking two times when debating an item on the agenda. Making a motion, asking a question or making a suggestion are not counted as speaking in a debate.

**Section 7. Presentations to the Board.** Items on the agenda presented by individuals, businesses or other organizations shall be given up to 5 minutes to make a presentation. On certain issues, presenters may be given more time, as determined by the Mayor and Town Staff. After the presentation, Trustees shall be given the opportunity to ask questions.

**Section 8. Public Comment.** After discussion of an agenda item by the Board of Trustees has concluded, the Mayor shall open the floor for comment from members of the public, who shall be allowed the opportunity to comment or ask questions on the agenda item. Each member of the public wishing to address the Town Board shall be recognized by the presiding officer before speaking. Members of the public shall speak from the podium, stating their name, the address of their residence and any group they are representing prior to making comment or asking a question. Comments shall be directed to the Mayor or presiding officer, not to an individual Trustee or Town employee. Comments or questions should be confined to the agenda

item or issue(s) under discussion. The speaker should offer factual information and refrain from obscene language and personal attacks.

**Section 9. Unacceptable Behavior.** Disruptive behavior shall result in expulsion from the meeting.

**Section 10. Posting of Rules of Procedure for Paonia Board of Trustees Meetings.** These rules of procedure shall be provided in the Town Hall meeting room for each Board of Trustees meeting so that all attendees know how the meeting will be conducted.

## **II. CONSENT AGENDA**

**Section 1. Use of Consent Agenda.** The Mayor, working with Town Staff, shall place items on the Consent Agenda. By using a Consent Agenda, the Board has consented to the consideration of certain items as a group under one motion. Should a Consent Agenda be used at a meeting, an appropriate amount of discussion time will be allowed to review any item upon request.

**Section 2. General Guidelines.** Items for consent are those which usually do not require discussion or explanation prior to action by the Board, are non-controversial and/or similar in content, or are those items which have already been discussed or explained and do not require further discussion or explanation. Such agenda items may include ministerial tasks such as, but not limited to, approval of previous meeting minutes, approval of staff reports, addressing routine correspondence, approval of liquor licenses renewals and approval or extension of other Town licenses. Minor changes in the minutes such as non-material Scribner errors may be made without removing the minutes from the Consent Agenda. Should any Trustee feel there is a material error in the minutes, they should request the minutes be removed from the Consent Agenda for Board discussion.

**Section 3. Removal of Item from Consent Agenda.** One or more items may be removed from the Consent Agenda by a timely request of any Trustee. A request is timely if made prior to the vote on the Consent Agenda. The request does not require a second or a vote by the Board. An item removed from the Consent Agenda will then be discussed and acted on separately either immediately following the consideration of the Consent Agenda or placed later on the agenda, at the discretion of the Board.

## **III. EXECUTIVE SESSION**

**Section 1.** An executive session may only be called at a regular or special Board meeting where official action may be taken by the Board, not at a work session of the Board. To convene an executive session, the Board shall announce to the public in the open meeting the topic to be discussed in the executive session, including specific citation to the statute authorizing the Board to meet in an executive session and identifying the particular matter to be discussed "in as much detail as possible without compromising the purpose for which the executive session is authorized." In the event the Board plans to discuss more than one of the authorized topics in the executive session, each should be announced, cited and described. Following the announcement of the intent to convene an executive session, a motion must then be made and seconded. In order to go into executive session, there must be the affirmative vote of two thirds (2/3) of Members of the Board.

**Section 2.** During executive session, minutes or notes of the deliberations should not be taken. Since meeting minutes are subject to inspection under the Colorado Open Records Act, the keeping of minutes would defeat the private nature of executive session. In addition, the deliberations carried out during executive session should not be discussed outside of that session or with individuals not participating in the session. The contents of an executive session are to remain confidential unless a majority of the Trustees vote to disclose the contents of the executive session.

**Section 3.** Once the deliberations have taken place in executive session, the Board should reconvene in regular session to take any formal action decided upon during the executive session. If you have questions regarding the wording of the motion or whether any other information should be disclosed on the record, it is essential for you to consult with the Town Attorney on these matters.

## **IV. SUBJECT TO AMENDMENT**

**Section 1. Deviations.** The Board may deviate from the procedures set forth in this Resolution, if, in its sole discretion, such deviation is necessary under the circumstances.

**Section 2. Amendment.** The Board may amend these Rules of Procedures Policy from time to time.

AGENDA SUMMARY FORM



Roll Call

Summary:

Notes:

Possible Motions:

Motion by: \_\_\_\_\_ 2<sup>nd</sup>: \_\_\_\_\_ vote: \_\_\_\_\_

Vote:	Trustee Bachran:	Trustee Bear:	Trustee Bookout:
Trustee Budinger:	Trustee Hart:	Trustee Knutson:	Mayor Stewart:

AGENDA SUMMARY FORM



Approval of Agenda

Summary:

Notes:

Possible Motions:

Motion by: \_\_\_\_\_ 2<sup>nd</sup>: \_\_\_\_\_ vote: \_\_\_\_\_

Vote:	Trustee Bachran:	Trustee Bear:	Trustee Bookout:
Trustee Budinger:	Trustee Hart:	Trustee Knutson:	Mayor Stewart:

AGENDA SUMMARY FORM



After Action Report and Water System Discussion

Summary:

Notes:

Possible Motions:

Motion by: \_\_\_\_\_ 2<sup>nd</sup>: \_\_\_\_\_ vote: \_\_\_\_\_

Vote:	Trustee Bachran:	Trustee Bear:	Trustee Bookout:
Trustee Budinger:	Trustee Hart:	Trustee Knutson:	Mayor Stewart:



# After Action Report

2019 Paonia Water Supply Issue | CO-COEM-1057

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May 24, 2019

The purpose of this after action report is to share lessons learned from the Water Issues Incident involving the response of multiple agencies and disciplines. Notes were captured from the After Action Review meeting held in Paonia, Colorado on March 28, 2019. Items reviewed in this After Action Report are *not* listed in order of importance or impact to the Town of Paonia or Delta County.

# EVENT OVERVIEW

## Point of Contacts:

### **TOWN OF PAONIA**

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## **BACKGROUND**

On Thursday, February 14, 2019, the Town of Paonia was alerted by system alarms of dropping tank levels in the two-million gallon storage tank and water treatment plant. On Monday, February 18, 2019, President's Day, the tank reached a critical low level from demand for treated water exceeding supply being produced by the Town's springs. At this time, only the two-million gallon plant was online as the one-million gallon plant was off-line due to a new liner being installed in the storage tank and it had not been re-certified by the state. On February 18<sup>th</sup>, due to a loss of water pressure in the majority of the system, the Town was placed on a Boil Order by Colorado Department of Public Health and Environment (CDPHE). Due to the boil order and the outage affecting approximately 1,600 residents; the Town of Paonia requested assistance from Delta County and Emergency Management.

Mid-day on February 18, 2019, Mayor Charles Stewart and Administrator Ken Knight declared a local emergency and requested Delta County's assistance in hauling non-potable water to residents and assistance from Emergency Management and the Delta County Health Department in locating potable water sources, and technical expertise regarding the water issue. Delta County and regional emergency managers assisted Town staff in locating potable water for the Town of Paonia and the National Park Service agreed to provide a 3,000 gallon potable water tanker for use during the emergency.

Over the next few days, Paonia Public Works located two major leaks on West 4<sup>th</sup> Street along the North Fork of the Gunnison River underground. It was determined the water pipes under a fire hydrant had cracked and thousands of gallons of water were running underground through river rock into the North Fork of the Gunnison River; which was the reason it was not immediately noticeable. After repairing these leaks, a message of conservation was stressed to all residents and water pressure and volume in the two-million gallon storage tank started to re-fill. After reaching sufficient levels, water was turned back on to the system and the boil order remained in effect through Friday, February 22, 2019. During the boil order, the Health Department performed inspections at adult and child care facilities and all restaurants/food prep businesses affected by the boil order. Restaurants and food prep facilities were temporarily closed for the length of the



boil order per health code. Luckily, the week of February 18<sup>th</sup> was winter break for the Delta County School District and no school was in session, so the boil order and lack of water did not affect any of the schools. During this first week, the Town purchased and distributed bottled drinking water from the Town Hall and changed operating hours to 8am to 8pm until the boil order was lifted on February 22<sup>nd</sup>.

Over the weekend of February 23-24<sup>th</sup> and into Monday the 25<sup>th</sup>, Town staff monitored the water level in the two-million gallon tank and the level continued to drop and supply was not sufficient to keep up with demand. As school was now back in session and restaurants were open following the boil order the previous week, in an effort to maintain pressure at the schools and restaurants and prevent another system-wide boil order; Town Administrator Ken Knight made the tough decision of shutting off out-of-town residents to preserve water pressure to the central business district.

Emergency Management and Dispatch sent out CodeRED notifications to all affected residents via phone, text, TTY and email (if all services were subscribed to) and messages were distributed via multiple Facebook pages advising of the shut offs and to conserve water. Over the next few days, the water levels still were not recovering so additional water taps/zones located inside Town limits at the East end of town were shut off to conserve water. This additional shut-off affected Paonia Care & Rehab Center and Creek Vista Senior Apartments.

After water taps were turned off on Tuesday, February 26<sup>th</sup>, a coordination call was held on the morning of February 27<sup>th</sup> between Delta County officials, the Town of Paonia, regional and state partners. It was determined that the incident had expanded and was a Type III incident and the recommendation was made for Delta County to declare a County Emergency and for an incident management team to be brought in to handle the incident. Delta County administration was briefed and Delta County Commissioners later held an emergency meeting at which time a County emergency was declared. The Delta County Emergency Operations Center (EOC) was activated at the hospital and additional staff was brought in to assist with the incident. During additional communications and policy meetings between the Town of Paonia and Delta County, the Town of Paonia worked with Department of Homeland Security and Emergency Management (DHSEM) to request and activate an Incident Management Team (IMT).

On February 27, 2019, the Southwest Incident Management Team (SWIMT) was activated and arrived in Paonia the following morning. On February 28<sup>th</sup>, Governor Polis declared a verbal emergency declaration in support of the Paonia Water Supply Issue and technical assistance was requested from DHSEM for Water Quality representatives to respond to Paonia to help assess the water source and determine the cause for the low volume of water feeding the water treatment plant.

The focus at this time became providing not only potable drinking water but also non-potable water for flushing toilets and watering of pets, livestock and other domestic issues. SWIMT team members and West Region Emergency Managers then continued to assist the Town of Paonia in the management of the water emergency and distribution of water. A public meeting was held on the night of Thursday, February 28<sup>th</sup> at the Paonia Town Hall. The meeting had several hundred residents in attendance and exceeded the capacity of the Community Room at the Town hall with standing room only in the room and in the hallway. The meeting was also live-streamed via Facebook.

During this meeting, several key objectives were identified regarding what citizens needed and the major requests were: porta potties at the Trailer Park located on Peaceful and Shady Lanes; a recycling bin for plastic bottles at Town Hall, distribution of hand sanitizer and delivery of water to residents who couldn't leave their homes and the nursing facilities. These items were all later fulfilled by the SWIMT.

Through assistance of multiple agencies including the City of Westminster Public Works, City of Montrose Public Works, Denver Water and CDPHE Water Quality; another large leak was located under the Paonia Elementary school that was dumping thousands of gallons of water per day. After fixing this leak,

others in town and an issue with an air relief valve on the supply line leading from the springs to the storage tank; tank levels began to rebound and supply started exceeding demand.

During the first two weeks of March, CDPHE Water Quality and the Town of Paonia also developed a plan and negotiated an agreement with Mount Lamborn Ranches to use water from Roeber Reservoir and pipe it to the water treatment plant to increase water production and get the system online faster. This water was initially sent to the two-million gallon plant but due to the water being pulled from surface storage and not a natural spring; the water was too turbid and couldn't be processed by the plant. Water quality and the Town then devised a plan to pump the reservoir water to the one-million gallon plant which could handle the surface water and the plant was brought online and began processing water.

On Monday, March 4, 2019, the two-million gallon storage tank had reached its targeted volume of eight (8) feet of water out of 30 feet. The decision was then made to start pressurizing all zones slowly to return water to residents while monitoring for additional leaks. Emergency Management at this time facilitated a meeting between the Town of Paonia and all 27 water companies who purchase water from the town. The purpose of the meeting was to explain what had been done and the process for turning on all zones. After the meeting, Public Works began pressurizing the system and disinfecting lines. As water was restored, all residents who had been without water or lost pressure were placed on a boil order. Water was restored to all residents by March 6<sup>th</sup> and the boil order was lifted on Friday, March 8<sup>th</sup> and the Town of Paonia resumed normal operating procedures.

## **INCIDENT MANAGEMENT TEAM OBJECTIVES:**

1. The safety and well-being of residents, visitors, town staff and supporting cooperators will be the most important factor in determining actions and impacts.
2. Assist the town of Paonia with the distribution of potable water to residents.
3. Assist ongoing efforts in disseminating clear and uniform Public Information messaging.
4. Work with the town of Paonia and DHSEM in developing contingency and long-range plans to support the needs of the residents for the Town and surrounding areas.
5. Work with the Town of Paonia, Delta County and supporting entities in a financial accounting of true event costs.

## **PARTICIPATING AGENCIES**

- ***Town of Paonia:***
  - Administration/Clerk
  - Board of Trustees
  - Public Works
  - Police Department
  - Finance
- ***Delta County:***
  - Administration/Board of County Commissioners
  - Sheriff's Office/Emergency Management
  - Public Information Officer

- Health Department
- Road & Bridge
- Human Services
- Dispatch
- GIS
- Delta County Memorial Hospital
- Delta County School District
- Department Homeland Security & Emergency Management (DHSEM)
- Colorado Department of Public Health & Environment (CDPHE)
- Montrose County Emergency Management
- San Miguel County Emergency Management
- Gunnison County Emergency Management
- Hinsdale County Emergency Management
- Southwest Incident Management Team (SWIMT)
- Mesa County Public Health – Regional EPR Team
- Department of Local Affairs (DOLA)
- Department of Natural Resources
- National Park Service – Potable Water Tanker
- Delta County Civil Air Patrol Cadets
- Colorado Department of Transportation
- Hotchkiss Fire Protection District
- City of Montrose Public Works
- Westminster Public Works
- Denver Water
- Paonia Fire Department
- Delta County Ambulance District
- North Fork Ambulance Association

## SUCCESSSES AND AREAS FOR IMPROVEMENT

Discussion at the After Action Report (AAR) meeting centered on key issues that were identified in the AAR survey that went out to all agencies involved in the incident. The top areas identified by participants were: mapping, coordination, communication, and situational awareness. The following is a list of successes and areas for improvement as discussed at the AAR meeting by agency representatives.

Note - areas of improvement and successes are not listed by order of importance, but rather in the order that they were discussed by agency representatives. Best practices for water storage, delivery or infrastructure upgrades on behalf of the Town of Paonia or subsequent water systems were not discussed as part of the formal After Action Review and are not included in this document or the improvement plan.

## Mapping

### Successes:

- Consecutive water systems are located throughout the Town of Paonia. Many agency representatives reported the benefits to seeing the size of the service area on the map. The GIS map was helpful and used by Public Works Director Loberg and KC Kay with CDPHE Water Quality to determine areas on the system that may have water quality issues and where TC sampling should be performed for testing to lift the boil order.
- Paper and electronic maps created by Delta County GIS put the water issue and outage area into perspective for many of the involved agencies, personnel and the public alike; showing that the population and area serviced by Paonia's water treatment system is approximately twice the size of the town of Paonia itself.
- The maps were helpful for public meetings to explain the scope and size of the system – good visual representation. The public did like seeing the map – especially at the public meetings.
- GIS shapefiles of water districts were invaluable! Dispatch and Emergency Management were able to import them into CodeRed so they could send out public notices and boil order messages quickly and accurately.

### Areas for Improvements:

- Moving forward, the Town of Paonia, Delta County and Emergency Management expressed the need to map the Town of Paonia water system, both in-town and out-of town with GPS. This is especially critical for the 27+ water districts outside of town who provide domestic water to residents and have very outdated or no mapping of their water systems. Obtaining GPS mapping of the water lines is essential to maintaining critical infrastructure and having accurate mapping and alerting data for future water issues and planning/development.
- There was confusion by some agency representatives and the Town regarding the file types GIS can produce and how they work with other systems and what GIS' capabilities are regarding mapping. Representatives from several organizations requested additional training from GIS on what their capabilities are, and how maps can be utilized online and with social media in future incidents such as this and in day-to-day operations.
- Paonia administration expressed that they would like to work with a GIS firm and have each of the consecutive systems mapped, outlining which systems the town is responsible for and clearly define water company boundaries. This was also echoed by Delta County representatives. The current map boundaries just all residential water taps who receive water from the Town's treatment systems, not the different consecutive systems, valves and water companies who may be responsible for leaks outside of town limits.
- Delta County GIS reiterated the need for GPS mapping of the water system and lines for future incidents and said that it would be nice to get such detailed mapping completed for all water districts across Delta County.

## Coordination

### Successes:

- Once the command post was set up, relationships were built and for most of the incident there was good communication between Incident Command Post (ICP) at the Energy Tech Campus and the Town Hall. The Incident Commander (IC) agreed that day one is always a bit challenging but after day one, all went well.
- The Southwest Incident Management team had specific tasks/objectives related to potable and non-potable water distribution and volunteer management whereas, the Town of Paonia retained control over leak detection, line repairs and related public works issues. This worked well.

### Areas for Improvement:

- Some agency representatives felt that the Delta County Emergency Operations Center (EOC) should have been opened earlier as it takes a while to establish a battle-rhythm. Continual and on-going exercising of plans and roles for staff members at the EOC is needed to ensure this is a smooth process. Once the County EOC was activated, staff found there were duplicated efforts between them and the IMT in Paonia due to no single point of ordering and poor communications.
- Public Health partners felt this incident would have been a great opportunity for CDPHE to open their operations center to practice. State Public Health noted this would have been beneficial to open their EOC. Toward the end they did identify some roles and activate their EOC, however, should plan for activation related to incidents such as this in the future. The Paonia incident paralleled with a state-wide Hepatitis A incident, so many resources were already committed.
- For the people involved in the incident who do not deal with emergencies/incident management on a regular basis; it was difficult to understand the acronyms and relationships between agencies. The use of acronyms, referring to Incident Command Roles and agency specific terminology by responders often left local staff confused as to roles and how to request resources/assistance. The development of an Incident Command/Incident Management Team and acronym quick reference guide was recommended. It was also recommended that newly elected trustees and all town staff complete the G-402 Incident Command System for Elected and Appointed Officials training to help them understand emergency processes. DHSEM is also developing an elected official's guide.

## Communication

### Successes:

- Public Health thought the messaging was excellent, both frequent and accurate. Most felt it was good but sometimes there was a lag between what was happening in the field and everyone else getting the newest information, which is not unusual. Local jurisdiction agreed that the messaging went well and there was intent in spreading out the messaging throughout the day to make sure the info was more accurate.
- Town staff expressed they felt the Public Information Officers (PIO) help with communication during the incident, especially social media, was very valuable and greatly beneficial to the Town and residents. The PIO team from the SWIMT along with emergency management support, assisted the Town Clerk in distributing updates in a way that was consistent with how the community receives information. Town staff agreed that the use of a structured agenda and PIOs to facilitate the second public meeting was a great use of the resource and helped the tone of the meeting.

## Areas for Improvement:

- There were some challenges with the no-boil/boil order and communicating exact parameters to the public. The circumstances were dynamic and changed often, which caused confusion to the public.
- The incident started on a holiday. Contact lists were all office/business numbers and there is a need to develop and after-hours contact list for those that need to be reached.
- Throughout the incident, the Chief of Police and Emergency Management Coordinator often received multiple calls from incident personnel regarding the same issue so there was a lot of redundancy. Internal communications and chain of command needs to be improved and followed. This can be addressed by continual Incident Management System training and participation in exercises.
- Challenges existed when the Incident Management team tried to get through to the town from the Command Post on the phone. Team members advised they would get multiple people answering the phone, so it was confusing who was taking which calls. It was recommended that the Town establish a hotline of sorts to streamline calls from the Incident Management Team to Town Staff and establish a similar system for inquiries from the public and media.
- ReadyOP (mass communication system) was a challenge as there were limited personnel entered in the system at the start. The personnel roster needs to be built out in advance of other incidents.
- Rumor mill was a struggle for all – need to keep on top of that.
- Communications with Paonia FD was not good at first, but improved by the end of the incident.
- COWarn, an agreement amongst Colorado public works/utility companies is a tool that can be used to find assistance and resources from agencies across Colorado. Town staff identified and expressed they are making changes to how and when to activate resources from COWarn in the future based upon this incident. Based on this experience they can talk with other municipalities and water systems to anticipate what might occur and resources that could respond to assist. Finance Section Chief who assisted the Incident Management team recommended the Town review contracts and terms on COWarn on an annual basis from a finance perspective.
- Agency representatives expressed there is a need to establish information updates for internal staff members working at all levels (volunteers, cadets, etc.) as people see them as part of the incident and look to them for information. During this incident, some volunteers did not always have the latest information and this became confusing to the public. The suggestion was for official fact sheets to be developed and handed out to all staff working the incident.
- Need to utilize Public Information Officers better to implement traplines and public info boards so the public can come to official places for information. While all staff/volunteers tried to be helpful and share information, sometimes old info was provided to the public. Volunteers should be instructed to direct the public to official sites for answers since the incident was so dynamic.
- There was a need for twice as many Public Information Officers as were working the incident. Agency representatives also shared that some of the public information did not extend into the greater community in other parts of Delta County and the region, causing some regional partners and agencies to not be notified. It was recommended to include regional and county wide agencies on notification lists and to stress the publication of information beyond the local jurisdiction.
- Messaging for CodeRED (mass notification system). Agency representatives discussed who has the authority to draft the content of messages, determine geographical boundaries and authorize dispatch or emergency management to send out alerts? The Town of Paonia and Delta County need to make a plan for activation of Emergency Alerts and include in emergency operations plan with consequence management and follow up plan.

- Throughout the incident, many residents expressed they did not know what CodeRED was or how to sign up and that was part of the Public Information Campaign. There was also confusion over residents who switched residential phone service from TDS to Elevate or another VOIP service and the need to re-register their phones if they switched services. The Town and County acknowledged they need to do better about encouraging residents to sign up for CodeRED Messaging, train staff to assist in this process and have pre-defined areas where CodeRED alerts will go out for water issues and future incidents.

## **Situational Awareness**

### **Successes:**

- Overall things went well and the incident went as it was supposed to.
- It was a very collaborative effort and people filled roles as necessary. Right-sizing and flexibility was implemented.
- SWIMT felt it was an honor to work with Paonia and Delta County and would be happy to assist any time.
- Town public works staff collected all water samples and Mesa County Health Department performed water quality testing, leading to appropriate handling and testing of samples.
- Town of Paonia chose to run under their normal structure, which is acceptable; until they determined the need for an Incident Management Team.
- The Police Department went door to door to deliver boil order notices to all in-town residents. This ensured consistent delivery of the notification and was a great community outreach by the Town.
- The Incident Management Team brought in a Public Works Finance expert at the conclusion of the event to help with cost tracking and organization of finances. This afforded the town finance officer a greater understanding of what information needed to be gathered.
- The use of a local community member as a Volunteer Coordinator. It was discussed by many of how important it is to have a local involved, because they know the community and who needs to be reached out to within that community.
- Successful in that no lives were lost and no illnesses were attributed to the water outage/Boil Order.

### **Areas for Improvement:**

- There were challenges knowing what people's needs were if they weren't communicating directly with town hall via telephone or social media. There were many homebound people in the town and outlying areas, so it was difficult to know if toilets were working or if they had potable water or not. Home Health expressed that they were not immediately notified of the situation and had many patients affected in the area. They requested to be notified earlier of boil orders and water issues such as this so they can communicate with their patients and plan accordingly.
- Develop a voluntary Access and Functional Needs (AFN) list that identify the needs in the community and the Emergency Managers in the West Region will have this information. This is a recommendation of DHSEM and is a work in progress. There is a tool, CICO (Colorado Inclusion mapping), of where AFN, low income and other vulnerable populations reside. CICO Maps should be utilized in planning by both the Town and County.

- Communications needed to be better with AFN population. With Paonia being a small community, people know each other and the town relies on its community members to make sure their needs were being met but that was not communicated in this incident.
- Volunteer and donations management –there was a lag, however as time went on that gap was filled. Anticipate this for future incidents time and the Town and County should establish a plan.
- The Town felt there was two (2) separate incidents:
  1. Loss of pressure in the system causing a system wide boil water notice; and
  2. Continued issues and shutting of out-of town and some in-town residents completely off while fixing other leaks and restoring tank levels.
    - Public Information Officers and public messaging were brought in after the first week when things ratcheted up which helped calm the public’s concern and get consistent messaging out and alleviate stress on Town staff.
- Paonia Public Works received assistance from the City of Westminster, City of Montrose and Denver Water in locating leaks that never surfaced. Public works felt the leaks could have been located quicker they had the resources to find the leaks initially. The resources were available but were not implemented early enough.
- All participating agencies need to adopt and implement the State of Colorado’s credentialing system, Salamander, to better track personnel, hours, costs and equipment.
- In this incident, an effective method of communications and logistics would have been to merge Communications with Logistics and use Logistics as the Single Point of Ordering. This needs to be established and practiced so there are not multiple people ordering. Plan ahead for resource ordering and always maintain a single point.
- Plan for tracking costs more effectively/efficiently using that single point of ordering. Disaster Finance training should be conducted and more can be done with plans and processes for finance tracking. On future incidents, command should assign a finance tracking person at the onset of an incident and track in more detail.
  - Build checklists for Finance person to utilize during an incident. Review Paonia and Delta County purchasing guidelines to make sure they conform to FEMA standards and other federal standards. Review the policies/procedures as written to ensure they will work during emergencies locally and if not, the plans should be updated as necessary.
- Town and County administration and essential staff need to learn more about and understand Incident Management Teams, attend on-going trainings and build relationships with DHSEM, Emergency Management and neighboring jurisdictions/agencies.
- Develop an extended water outage/plant failure plan and include supply and distribution of potable water in plans for residents. Bottled water diminishes the liability; however, there is greater cost if it needs to be purchased. However, water is often donated by Walmart, City Market, and other businesses as was done in this incident. Water storage/distribution plans should document and consider the use of a potable water truck and if utilized, a water testing schedule and instructions for public on how to properly fill containers.
- There were some clunky moments when scaling down - people were taxing the IMT with things outside their mission, and sometimes coming in short does not allow the team to function at its fullest. Team did not have the members necessary. Needed more logistics people on the team.



- The Town of Paonia staff and Delta County staff need to attend Continuity of Operations Planning (COOP) training/workshop and develop a robust COOP plan for their respective jurisdictions that encompasses all departments and critical operations.
- Staff from all agencies involved need to complete continual Incident Command (ICS) training.
- Involve Regional Mental Health – need to reach out to make sure to offer their services for all incidents and this did not happen. They can assist and provide some debriefs. They can also alleviate fears and anxiety within the community.

## APPENDIX A: IMPROVEMENT PLAN

This Improvement Plan has been developed specifically for the 2019 Paonia Water Supply Issue and agencies who responded between February 28<sup>th</sup> and March 8, 2019. Items listed below are **not** listed in any order of importance or completion priority. Targeted start and completion dates are estimations only and contingent upon availability of training, finances, grant cycles, receipt of grants and other factors that can't be foreseen and are the best estimation by staff at the time of this plan.

Issue/Area for Improvement	Action List	Primary Responsible Organization	Individual(s) Responsible	Target Start Date	Target Completion Date
<b>MAPPING</b>	Training on GIS mapping capabilities, the file types and how to utilize interactive mapping online.	Delta County GIS	Carrie Derco Delta County GIS	12/1/2019	6/1/2020
	Hire a GPS firm to map water lines from the springs to water taps and infrastructure so Town and County have accurate maps of infrastructure and water system boundaries.	Town of Paonia	Ken Knight Paonia Town Administrator Travis Loberg Paonia Public Works Director	4/1/19	4/1/2020
	Outside water companies (27+) should work with firm to GPS map their water lines and boundaries to develop detailed maps of systems and boundaries to enable Delta County GIS to have accurate infrastructure maps.	Each water company outside town limits 27+ companies	Lead representative for each water company.	4/1/2019	4/1/2020
<b>COORDINATION</b>	Conduct ongoing Emergency Operations Center (EOC) training and exercises of plans and roles for the County EOC.	Emergency Management	Kris Stewart Delta County Emergency Management Coordinator	5/20/2019	Continual
	Develop a cheat sheet showing common acronyms, Incident Command System roles and Emergency Operations Center terms Town staff and agencies.	Emergency Management	Kris Stewart Delta County Emergency Management Coordinator	5/20/2019	5/20/2020
	Host G-402 regular Elected Officials Incident Command System overview training as continued training for newly Elected officials. Encourage newly elected officials staff to complete additional Incident Command Training.	Emergency Management  Town of Paonia	Kris Stewart Delta County Emergency Management Coordinator Corinne Ferguson Paonia Town Clerk	5/20/2019	Continual

Issue/Area for Improvement	Action List	Primary Responsible Organization	Individual(s) Responsible	Target Start Date	Target Completion Date
<b>COMMUNICATION</b>	Develop an after-hours Contact List for critical Resources/Town employees and share with Emergency Management and Dispatch.	Town of Paonia	Corinne Ferguson Paonia Town Clerk	4/1/2019	5/20/2019
	Develop an After Hours Contact List for critical Resources, EOC staff and SMEs and put in ReadyOp.	Emergency Management	Kris Stewart Delta County Emergency Management Coordinator	6/1/2019	Continual
	Establish Plan for Hotline for calls to Town Hall in emergency.	Town of Paonia	Ken Knight Paonia Town Administrator	5/20/2019	5/20/2020
	Update ReadyOp, Salamander and WebEOC systems with staff and resources.	Emergency Management Town of Paonia	Kris Stewart Delta County Emergency Management Coordinator Corinne Ferguson Paonia Town Clerk	5/20/2019	12/31/2019
	Review/Update COWarn Contracts and policies.	Town of Paonia	Travis Loberg Paonia Public Works Director	4/1/2019	5/20/2019
	Work on Public Information plan in Town's Emergency Response Plan to incorporate trap lines and public info boards.	Town of Paonia	Corinne Ferguson Paonia Town Clerk	4/24/2019	10/24/2019
	Develop Emergency Alert System (EAS) plan and who has authority to draft and send out messaging to the public.	Emergency Management/Delta County	Kris Stewart Delta County Emergency Management Coordinator	5/20/2019	12/31/2019
<b>SITUATIONAL AWARENESS</b>	Establish a plan for volunteer and donations management in the Town's Emergency Response Plan.	Town of Paonia	Ken Knight Paonia Town Administrator Cindy Jones Paonia Finance Officer	4/1/2019	4/1/2020
	Establish a plan for Volunteer and Donation Management in the County Emergency Operations Plan.	Emergency Management	Kris Stewart Delta County Emergency Management Coordinator	5/20/2019	5/20/2020
	Host continuing Disaster Finance Workshop for newly elected local and county elected and appointed officials.	Emergency Management	Kris Stewart Delta County Emergency Management Coordinator	7/1/2019	7/1/2020
	Review/Update Town of Paonia Finance Policy to bring in line with Federal Purchasing and Disaster Finance recommendations and build checklists for Emergency Response.	Town of Paonia	Ken Knight Paonia Town Administrator Cindy Jones Paonia Finance Officer	4/1/2019	12/15/2019

Issue/Area for Improvement	Action List	Primary Responsible Organization	Individual(s) Responsible	Target Start Date	Target Completion Date
<b>SITUATIONAL AWARENESS</b>	Review/Update Delta County Finance Policy to bring in line with Federal Purchasing and Disaster Finance recommendations and build checklists for Emergency Response.	Delta County	Kris Stewart Delta County Emergency Management Coordinator. Margaret Davey Delta County Accounting	7/1/2019	12/15/2019
	Town of Paonia staff complete additional Incident Command System training and learn about Incident Management Teams and build relationships.	Town of Paonia	Ken Knight Paonia Town Administrator	4/24/2019	Continual
	Delta County Administration and essential staff complete on-going Incident Command training and learn about Incident Management Teams and build relationships.	Delta County	Robbie LeValley Delta County Administrator Kris Stewart Delta County Emergency Management Coordinator	4/24/2019	Continual
	Build an annex to the County Emergency Operations Plan regarding response to a Domestic Water outage and include health department considerations.	Emergency Management	Kris Stewart Delta County Emergency Management Coordinator	7/1/2019	7/1/2020
	Incorporate plan for domestic water extended outage/response in Town's Emergency Response plan. Include details about water distribution and health effects and coordination with Health Department and Regional Health Team.	Town of Paonia	Ken Knight Paonia Town Administrator  Travis Loberg Paonia Public Works Director	4/1/2019	4/1/2020
	Complete on-going Continuity of Operations Training (COOP) and develop COOP plan for Delta County.	Emergency Management	Kris Stewart Delta County Emergency Management Coordinator	5/20/2019	Continual
	Town staff complete Continuity of Operations Training (COOP) and develop COOP plan for Town of Paonia.	Town of Paonia	Ken Knight Paonia Town Administrator	5/20/2019	Continual
<b>WATER SYSTEM ASSESSMENT AND BASELINE DATA</b>	Complete a thorough assessment of water system pressures, raw water availability, raw water piping to the treatment plants, treatment capacity, and ability to deliver water throughout the system.	Town of Paonia	Travis Loberg Paonia Public Works Director  Ken Knight Paonia Town Administrator	4/1/2019	4/1/2021

AGENDA SUMMARY FORM



Adjournment

Summary:

Notes:

Possible Motions:

Motion by: \_\_\_\_\_ 2<sup>nd</sup>: \_\_\_\_\_ vote: \_\_\_\_\_

Vote:	Trustee Bachran:	Trustee Bear:	Trustee Bookout:
Trustee Budinger:	Trustee Hart:	Trustee Knutson:	Mayor Stewart: