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CCR Program Documentation
FC_EAPMeeting_021_20230803

Subject: EAP – Documentation of Annual Exercise – Four Corners

This document serves as Notification of an annual face-to-face meeting or exercise between representatives of APS and local emergency response agencies as required by 40 CFR 257.73(a)(3)(i)(E). The exercise was coordinated with and by the local emergency response agency with jurisdiction, and as described in the Emergency Action Plan.

U.S. Department of the Interior
Bureau of Reclamation
Western Colorado Area Office



— BUREAU OF —
RECLAMATION

Navajo Dam Tabletop Exercise

Thursday August 3, 2023

**San Juan College School of Energy 5301 College Blvd. Farmington,
NM 1 p.m. – 4 p.m.**

You are invited to attend an Orientation and Tabletop Exercise of the Bureau of Reclamation Emergency Action Plan for Navajo Dam. The Western Colorado Area Office in Durango, CO is partnering with the San Juan County Office of Emergency Management for this exercise.

The purpose of this exercise is to discuss and update emergency planning documents and familiarize key personnel with emergency procedures and their responsibilities.

Please bring your copy of our EAP with you to the exercise, if you do not have a copy, information from Reclamation emergency action plans, including maps showing areas of potential flooding, will be available at the meeting.

So that we may ensure adequate accommodations for the meeting, please contact Melissa Geatz at mgeatz@usbr.gov or 970-248-0661.



— BUREAU OF —
RECLAMATION

Navajo Dam Tabletop Exercise After-Action Report

Navajo Dam Tabletop Exercise
August 3, 2023



Western Colorado Area Office
Upper Colorado Basin, Region 7
Bureau of Reclamation

Mission Statements

The Department of the Interior (DOI) conserves and manages the Nation's natural resources and cultural heritage for the benefit and enjoyment of the American people, provides scientific and other information about natural resources and natural hazards to address societal challenges and create opportunities for the American people, and honors the Nation's trust responsibilities or special commitments to American Indians, Alaska Natives, and affiliated island communities to help them prosper.

The mission of the Bureau of Reclamation is to manage, develop, and protect water and related resources in an environmentally and economically sound manner in the interest of the American public.

Navajo Dam Tabletop Exercise After-Action Report

**Western Colorado Area Office
Bureau of Reclamation, Interior Region 7 Upper
Colorado Basin**

prepared by:

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Signature, Date

Reviewed by:

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Signature, Date

Approved by:

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Signature, Date

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Exercise Overview

Exercise Name	Navajo Dam Tabletop Exercise
Exercise Date	August 3, 2023
Scope	This exercise is a Tabletop Exercise planned for 3 hours in person at the San Juan College School of Energy. Exercise play is limited to jurisdictions in the flood plain below Navajo Dam
Focus Area(s)	Mitigation and Response
Capabilities	Situational Assessment, Threats and Hazards Identification, Operational Communications, Operational Coordination
Objectives	See table on page 3
Threat or Hazard	Dam safety incident
Scenario	New seep in the right abutment progressing to slough on the downstream slope of the Dam.
Sponsor	Bureau of Reclamation
Participating Jurisdictions/ Organizations	Invitations sent to affected Federal, State, local, and non-governmental organizations.

1.0 Introduction

Background

The Bureau of Reclamation conducts periodic emergency management exercises for high-hazard dam emergency action plans (EAPs) as part of a testing, training, and exercise program designed to enhance preparedness and ultimately protect lives.

This exercise was conducted on a 4-year schedule that alternates between tabletop and functional level exercises. Every year (in-between exercises) orientations, training, and communication drills are performed to maintain the EAP(s) and ensure personnel and systems are prepared to activate the EAP(s) and make notifications to affected public safety agencies during dam safety incidents.

The after-action report (AAR) is the document developed after an exercise is completed to review, analyze, and document the event, actions, and lessons learned. This part of the evaluation process is very important to maximize the efforts of everyone who planned and participated in the exercise.

Purpose and Scope

The purpose of EAP exercises is to test emergency response plans and procedures and to better prepare personnel to respond to a dam safety or flood related incident where the dam owner must notify downstream public safety officials who oversee warning and evacuation of the public. Additionally, these events provide an opportunity for inter-agency collaboration and networking. The desired outcome is the identification of issues that result in the formulation of corrective actions that should be taken to improve plans, procedures, and ultimately the emergency response capabilities of involved organizations.

The scope of this exercise is summarized in the table below:

Table 1. Scope of subject exercise.

Item	Description
Exercise Type	Tabletop Exercise (TTX)
Facilities Included	Navajo Dam
EAP(s) Included	Navajo Dam EAP
Other Plans	Participating agencies local warning and evacuation plans
Included Areas	Full inundation area of included facility
Exercise Format	1/2-day tabletop
Extent of Play	Group discussion, virtual communications; not necessarily on-site at operational locations or dams

Participation	USBR area and regional office staff along with emergency management and public safety officials listed on EAP notification charts (see appendix for list of participating organizations).
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Goals

All Reclamation EAP exercises generally seek to accomplish the goals of, (1) testing plans and capabilities, (2) preparing essential personnel, (3) identifying opportunities for improvement, and (4) collaborating with affected public safety agencies.

The Western Colorado Area Office has specific goals that are being further developed through this exercise. Two key items are 1) testing the EAP format, and 2) improving incident management strategies for managing an EAP activation and complex flood related incident.

The Western Colorado Area Office is planning on updating to a new EAP format is using a simplified approach to organize procedures and includes a more streamlined process that is expected to help staff execute an EAP activation more effectively.

The incident management strategy involves development of an in-house WCAO incident management team (IMT).

Exercise Objectives and Capabilities

The following exercise objectives in Table 1 describe the expected outcomes for the exercise. The objectives are linked to capabilities, which are the means to accomplish a mission, function, or objective based on the performance of related tasks, under specified conditions, to target levels of performance. The objectives and aligned capabilities are guided by senior leaders and selected by the Exercise Planning Team.

Table 2. Exercise objectives and capabilities.

Exercise Objectives	Capability
Assess the ability of the Western Colorado Area Office (WCAO) to use the EAP to determine appropriate response levels and use of the Initiating Conditions Table.	Situational Assessment
Assess the ability of the District and Reclamation to follow the procedures detailed in the Expected Actions Checklist for each Emergency Level declared during the exercise.	Operational Coordination
Assess the ability of both Reclamation and the affected response agencies to effectively communicate and coordinate incident information.	Situational Assessment [Notifications] Operational Communications

Participation

Participation in this exercise included the planning staff and players from several organizations as shown in the table below.

Table 4. Exercise Participation.

Agency	Count
Western Colorado Area Office, Bureau of Reclamation	10
Upper Colorado Basin Regional Office, Bureau of Reclamation	2
Four Corners Construction Office	1
Bloomfield Irrigation District	2
San Juan County	4
San Juan County Emergency Management	1
Farmington Fire Department	4
Bureau of Indian Affairs	1
San Juan College	2
Red Cross	1
New Mexico National Guard	4

See the appendices for the attendance list/sign-in sheet.

2.0 Exercise Development

Exercise Staff

This exercise was developed, designed, and conducted by staff from the Western Colorado Area Office. Exercise staff are listed in the table below.

Table 2. Planning meeting and key activities conducted during the planning process.

Role	Personnel Name
Exercise Director, Meeting Moderator Exercise Planner	Melissa Geatz, Emergency Management Coordinator
Exercise Planner	Reece Carpenter, Resource Division Manager
Exercise Planner	Jeff Sellers, Northern Facility Maintenance Group Chief
Exercise Planner	Phil Ipson, Civil Engineer - Safety of Dams Coordinator
Exercise Planner	Scott Steffens, O&M Engineer
Exercise Planner	Justin Gilbert, Safety of Dams Coordinator

Planning Teams

Internal Planning Team (IPT). The IPT provides the core Reclamation (dam owner) staff necessary to conceptualize and direct the design of the exercise. This team is most effective when limited to the fewest people necessary. The IPT included the WCAO exercise coordinator and WCAO Facilities Maintenance Group which are listed in the table above.

External Planning Team (EPT). The EPT is an interagency team of key representatives from each organization including the IPT whose purpose is to provide overall direction and oversight of the planning process and to identify any issues or needs prior to the exercise. The EPT included representatives from several of the key public safety agencies including the counties in both states.

Planning Process

The planning process for this exercise followed the Homeland Security Exercise and Evaluation (HSEEP) model of planning meetings including the following meetings and activities listed in the table below.

Table 3. Planning meeting and key activities conducted during the planning process.

Activity	Participation	Date
Concepts and Objectives (C&O) Meeting	Internal Planning Team (WCAO planning POC)	05/2023
Initial Planning Meeting (IPM)	Exercise Planning Team WCAO staff	06/2023
Midterm Planning Meeting (MPM)	Exercise Planning Team WCAO staff	07/2023
Final Planning Meeting (FPM)	Internal Planning Team WCAO staff	08/2023
MSEL development	Internal Planning Team WCAO staff	varies

Scenario

The scenario was a simulated dam failure event beginning with increased seepage, then progressing to cracking on the dam crest, next a slough on the downstream dam face leading to full draw down of the reservoir. Setting the scene module messages are included in the table below.

Table 4. Scenario information.

Message	Setting the Scene Message
	<p>June 1, 2023: Setting the Scene</p> <p>Snowmelt and spring rains have nearly filled Navajo Reservoir</p> <p>The National Weather Service has issued a forecast for partly sunny skies and temperatures in the mid 80's</p>
1	<p>June 1, 2023: 8:00 AM</p> <p>The reservoir level is 3 feet below the spillway and the outlet works are releasing 3000 cfs</p>
2	<p>June 1, 2023: 1:20 PM</p> <p>New seepage noticed in Right Abutment of the dam (See images below) The seepage does not appear to be transporting any material.</p>
3	<p>June 5, 2023: 9:00 AM</p> <p>While inspecting the dam, it is noticed the new seepage area appears cloudy and the flow has increased.</p>
4	<p>June 5, 2023: 11:00 AM</p> <p>A large area below the new seep appears saturated. Cracks are appearing in the seep area. Inflows into the dam are increasing due to snowmelt.</p>
5	<p>June 6, 2023: 8:00 AM</p> <p>After releases are increased, flooding is reported in low lying areas along the San Juan River.</p>
6	<p>June 7, 2023: 4:00 AM</p> <p>The saturated area below the new seep suddenly sloughs on the downstream face of the dam.</p>
7	<p>June 7, 2023: 8:00 AM</p> <p>Dam Superintendent arrives to the dam and sees the damage to the downstream face of the dam.</p>
8	<p>June 7, 2023: 8:00 AM</p> <p>Releases have exceeded the safe channel capacity for the San Juan River. Increased flooding is reported downstream with debris accumulating under bridges crossing the San Juan River.</p>

3.0 Exercise Evaluation

Analysis of capabilities is the basis for evaluation as defined by the objectives. This section lays out the evaluation strategy and provides an analysis of each objective as provided by the lead evaluator and/or evaluation team including the exercise director as applicable.

Evaluation Strategy

For this exercise the evaluation strategy included a Lead Evaluator (separate from the Exercise Director role) and did not include a full evaluation team. The Lead Evaluator completed this AAR and relied on the Exercise Director and the key WCAO staff to provide additional comments.

Ratings Definitions

The rating definitions provided below are defined by HSEEP and are used as the basis of rating the overall performance of each objective. The ratings do not reflect the performance of any specific personnel but instead address a more comprehensive assessment of the capabilities of all personnel in the context of the emergency management program, state of practice, and state of plans and training structures.

The rating definitions (defined below) range from “U” being the lowest level of performance and “P” being the highest.

Performed without Challenges (P): The targets and critical tasks associated with the core capability were completed in a manner that achieved the objective(s) and did not negatively impact the performance of other activities. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations, and laws.

Performed with Some Challenges (S): The targets and critical tasks associated with the core capability were completed in a manner that achieved the objective(s) and did not negatively impact the performance of other activities. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations, and laws. However, opportunities to enhance effectiveness and/or efficiency were identified.

Performed with Major Challenges (M): The targets and critical tasks associated with the core capability were completed in a manner that achieved the objective(s), but some or all of the following were observed: demonstrated performance had a negative impact on the performance of other activities; contributed to additional health and/or safety risks for the public or for emergency workers; and/or was not conducted in accordance with applicable plans, policies, procedures, regulations, and laws.

Unable to be Performed (U): The targets and critical tasks associated with the core capability were not performed in a manner that achieved the objective(s).

Objectives Analysis and Ratings

Evaluator #1

The table below provides the summary of the Reclamation exercise objectives, critical tasks, and an evaluation and rating for each.

Table 5. Evaluation of Objectives.

Objective 1 Detection and Decision Making	Critical Tasks
<p>Detection and Decision Making: Assess the ability of the Western Colorado Area Office (WCAO) to use the EAP to determine appropriate response levels and use of the Initiating Conditions Table.</p>	<ul style="list-style-type: none"> • Activate EAP • Classify the initiating conditions (triggers) and their severity
<p>Evaluation Discussion</p>	<p>Rating (U, M, S, or P)</p>
<ul style="list-style-type: none"> • Internal Alert with seepage initially, EAP activated with increased releases at Level 1 • Response Level 2 declared with muddy seepage and Level 3 when cracks appear on the dam. 	<p style="text-align: center;">P</p> <p style="text-align: center;">Performed without Challenges</p>
<p>Initiating Conditions Table was followed.</p> <ul style="list-style-type: none"> • Notifications were made following the Notification Table within the EAP. 	<p style="text-align: center;">P</p> <p style="text-align: center;">Performed without Challenges</p>
<p>Final Core Capability Rating</p>	<p>P</p>
<p>Additional Notes/Observations:</p> <ul style="list-style-type: none"> • Add City of Farmington to call downlist for the powerplant. 	
Objective 2 Expected Actions	Critical Tasks
<p>Expected Actions: The District and Reclamation will follow the procedures detailed in the Expected Actions Checklist for each Emergency Level declared during the exercise.</p>	<ul style="list-style-type: none"> • Follow the EAP Expected Action Checklist.
<p>Evaluation Discussion</p>	<p>Rating (U, M, S, or P)</p>

<ul style="list-style-type: none"> Response Levels were declared according to the Expected Actions Checklist. Notifications are made according to the Notification Flowchart. 	<p style="text-align: center;">P</p> <p style="text-align: center;">Performed without Challenges</p>
<p>Final Core Capability Rating</p>	<p>P</p>
<p>Additional Notes/Observations: None</p>	
<p>Objective 3 Notification</p>	<p>Critical Tasks</p>
<p>Notifications: Assess the ability of both Reclamation and the affected response agencies to effectively communicate and coordinate incident information.</p>	<ul style="list-style-type: none"> Follow the Notification Procedures Incident Communications with affected agencies
<p>Evaluation Discussion</p>	<p>Rating (U, M, S, or P)</p>
<ul style="list-style-type: none"> Proper procedures were followed 	<p style="text-align: center;">P</p> <p style="text-align: center;">Performed without Challenges</p>
<ul style="list-style-type: none"> Communications were occurring with all agencies 	<p style="text-align: center;">P</p> <p style="text-align: center;">Performed without Challenges</p>
<p>Final Core Capability Rating</p>	<p>P</p>
<p>Additional Notes/Observations:</p> <ul style="list-style-type: none"> Discussion was had on back up communication capabilities. 	

Evaluator #2

The table below provides the summary of the Reclamation exercise objectives, critical tasks, and an evaluation and rating for each.

Table 5. Evaluation of Objectives.

Objective 1 Detection and Decision Making	Critical Tasks
<p>Detection and Decision Making: Assess the ability of the Western Colorado Area Office (WCAO) to use the EAP to determine appropriate response levels and use of the Initiating Conditions Table.</p>	<ul style="list-style-type: none"> • Activate EAP • Classify the initiating conditions (triggers) and their severity
Evaluation Discussion	Rating (U, M, S, or P)
<ul style="list-style-type: none"> • Activated to Response Level 1 after Message #2 • Referred EAP early for classification and entities to contact • Message #3: Escalate to Response Level 2 • Message #5 Escalate to Response Level 3 	<p style="text-align: center;">P</p> <p style="text-align: center;">Performed without Challenges</p>
<ul style="list-style-type: none"> • Was goal to get Internal Alert with Message #2 or go straight to Response Level 1? • Either way minimal hesitation to declare and notify. Better to over communicate and activate early than late in this case. 	<p style="text-align: center;">P</p> <p style="text-align: center;">Performed without Challenges</p>
<p>Final Core Capability Rating</p>	<p>P</p>
<p>Additional Notes/Observations:</p> <ul style="list-style-type: none"> • Irrigation District needs to know when releases are expected to exceed 1,000 cfs • Consider rewording some of the trigger explanations to better reflect difference between normal operating conditions and emergency/flooding conditions • Would be helpful to have an official updated safe channel capacity from USACE, since it sounds like 4,600 cfs might be more realistic than current 5,000 cfs in EAP. 	

Objective 2 Expected Actions	Critical Tasks
<p>Expected Actions: The District and Reclamation will follow the procedures detailed in the Expected Actions Checklist for each Emergency Level declared during the exercise.</p>	<ul style="list-style-type: none"> Follow the EAP Expected Action Checklist.
<p>Evaluation Discussion</p>	<p>Rating (U, M, S, or P)</p>
<ul style="list-style-type: none"> Following Expected Actions Checklist for actions, notifications and status reports Incident Commander followed checklist. Didn't observe dam tenders referencing EAP or Expected Actions Checklist during exercise. 	<p style="text-align: center;">S</p> <p>Performed with some Challenges</p>
<p>Final Core Capability Rating</p>	<p>S</p>
<p>Additional Notes/Observations:</p> <ul style="list-style-type: none"> Recommend spending some more time on the Expected Action Checklists and Notification Chart in future EAP Orientations to better prepare dam tenders for using these tools. 	
Objective 3 Notification	Critical Tasks
<p>Notifications: Assess the ability of both Reclamation and the affected response agencies to effectively communicate and coordinate incident information.</p>	<ul style="list-style-type: none"> Follow the Notification Procedures Incident Communications with affected agencies
<p>Evaluation Discussion</p>	<p>Rating (U, M, S, or P)</p>
<p>Followed notification charts and expected actions in the EAP.</p> <ul style="list-style-type: none"> Used pre-scripted messages in EAP for Everbridge notifications. 	<p style="text-align: center;">P</p> <p>Performed without Challenges</p>
<ul style="list-style-type: none"> WCAO PIO part of JIC in County EOC Regular updates whenever changes to EOC Difficult to truly test at a TTX when everyone is in the same room Consider sending out a single Everbridge message as part of future TTX's. It could be prepared in advance and sent to the Response Level 1 list when that level is declare during exercise play. 	<p style="text-align: center;">S</p> <p>Performed with some Challenges</p>

Final Core Capability Rating	P
<p>Additional Notes/Observations:</p> <ul style="list-style-type: none">• Recommend adding NM OSE to contact list or at least contact to see if they would like to be notified directly by Reclamation.• The Notification Chart needs updating; Most Regional and WCAO have changed since 2019• Adobe Construction is no longer in business and should be removed from resource list.• Consider putting in a recommendation for Sat Phone at the dam site. (Also make sure newer hires have GETS/WPS for work cell phones)• This was the best attended in-person exercise that I have seen since the pandemic. Great turnout from Reclamation and external agencies and a very engage and participating group.• Taking a little more time for introductions at the very beginning will facilitate networking• Very efficient exercise and orientation, but didn't feel rushed• The IC and other team members are comfortable using the EAP and core processes. Consider adding another objective for some future exercises to expand the team and capabilities (ie. Resource Ordering, Public Affairs, Unified Command or Planning Cycle)• Excellent Exercise	

4.0 Corrective Actions

Recommendations made in this section are aligned with Reclamation's recommendation format for dam safety inspections and represent formally documented corrective actions. These are the concrete, actionable steps intended to resolve preparedness gaps and shortcomings.

Recommendation are to be tracked in the Reclamation Dam Safety Information System (DSIS).

Emergency management recommendations are categorized based on the following definitions:

Category 1: Corrective action recommendations will be made for the remediation of significant deficiencies where immediate action is required to ensure protection of the public if an incident were to occur at the dam.

Category 2: Corrective action recommendations will be made for a wide range of important matters where action is needed to ensure compliance with directives and standards, implement specific guidelines, or reduce risk to the public.

Category 3: Corrective action recommendations will be made for less important matters that are believed to be sound and beneficial suggestions to improve or enhance the program.

Recommendations

A list of the recommendations that should be completed by the Western Colorado Area Office (WCAO) are provided below:

Category Recommendations

2023-2-A Confirming and updating the Safe Channel Capacity

2023-3-A Review Notification Charts and update as necessary. Contact NM OSE to see if they want to be notified by Reclamation.

2023-3-B Review backup communications at Navajo Dam. Look into potential of acquiring SAT Phones for both the dam site and WCAO.

No formal recommendations are provided here for agencies other than the Bureau of Reclamation.

5.0 Conclusion

Performance of Objectives. The evaluation of player actions during the exercise, while somewhat limited due to the limitation of the virtual environment, provided a performance-based rating along with associated analysis and identification of areas for improvement. A summary of the rating is provided in the table below.

Table 6.

Objectives	Rating (U, M, S, or P)*
<p>Detection and Decision Making: Assess the ability of the Western Colorado Area Office (WCAO) to use the EAP to determine appropriate response levels and use of the Initiating Conditions Table</p> <p>Capability: Situational Assessment</p>	<p>P</p> <p>Performed without Challenges</p>
<p>Expected Actions: The District and Reclamation will follow the procedures detailed in the Expected Actions Checklist for each Emergency Level declared during the exercise.</p> <p>Capability: Operational Coordination</p>	<p>S</p> <p>Performed with some Challenges</p>
<p>Notifications: Assess the ability of both Reclamation and the affected response agencies to effectively communicate and coordinate incident information.</p> <p>Capability: Situational Assessment and Operational Communications</p>	<p>P</p> <p>Performed without Challenges</p>

* Rating Options: Performed without Challenges (P), Performed with Some Challenges (S), Performed with Major Challenges (M), Unable to be Performed (U).

Special Challenges. The pace of the exercise was accelerated due to the compressed nature of the virtual exercise. This made it especially challenging for Reclamation players to achieve the exercise objectives as would have normally occurred in a longer in-person exercise). Additionally, integration of ICS and EAP objectives was especially challenging due to both the compressed timeframe and fully remote coordination between players.

All participants are recognized for their time, effort, and contribution to making this exercise a success and supporting ongoing preparedness efforts.

Appendices

Appendix A – Exercise Agenda
Appendix B – Participant Sign-In

Appendix A: Exercise Schedule

Navajo Dam Tabletop Exercise

1:00 pm - Gathering Period

- Welcome and introduction to event
- Participant roll-call and introductions

1:15 pm – Welcome and Introduction to Exercise

- Exercise purpose and goals

1:30 pm – Exercise Orientation

- Overview of dam and reservoir
- Overview of Emergency Action Plan and process
- Overview of affected areas/inundation maps
- Review Situation Manual (SitMan) and rules of exercise play

2:00 pm - Break (15 mins)

2:15 pm – Exercise Play (Begin EX)

- Module 1 Setting the Scene
- Module 1 debriefing
- Module 2 Developing Scenario
- Module 2 debriefing
- Module 3
- Module 3 debriefing

3:30 pm - Hotwash

4:00 pm - Closing Comments

Appendix B. Participant Sign-In



Navajo Dam Tabletop Exercise

Thursday August 3, 2023

— BUREAU OF —
 RECLAMATION

Name	Organization	Phone	Email
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