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# PRESENTATION TO THE COLORADO STATE LEGISLATURE JUDICIARY COMMITTEES

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Director, Governor's Office  
of Homeland Security

2 February 2009

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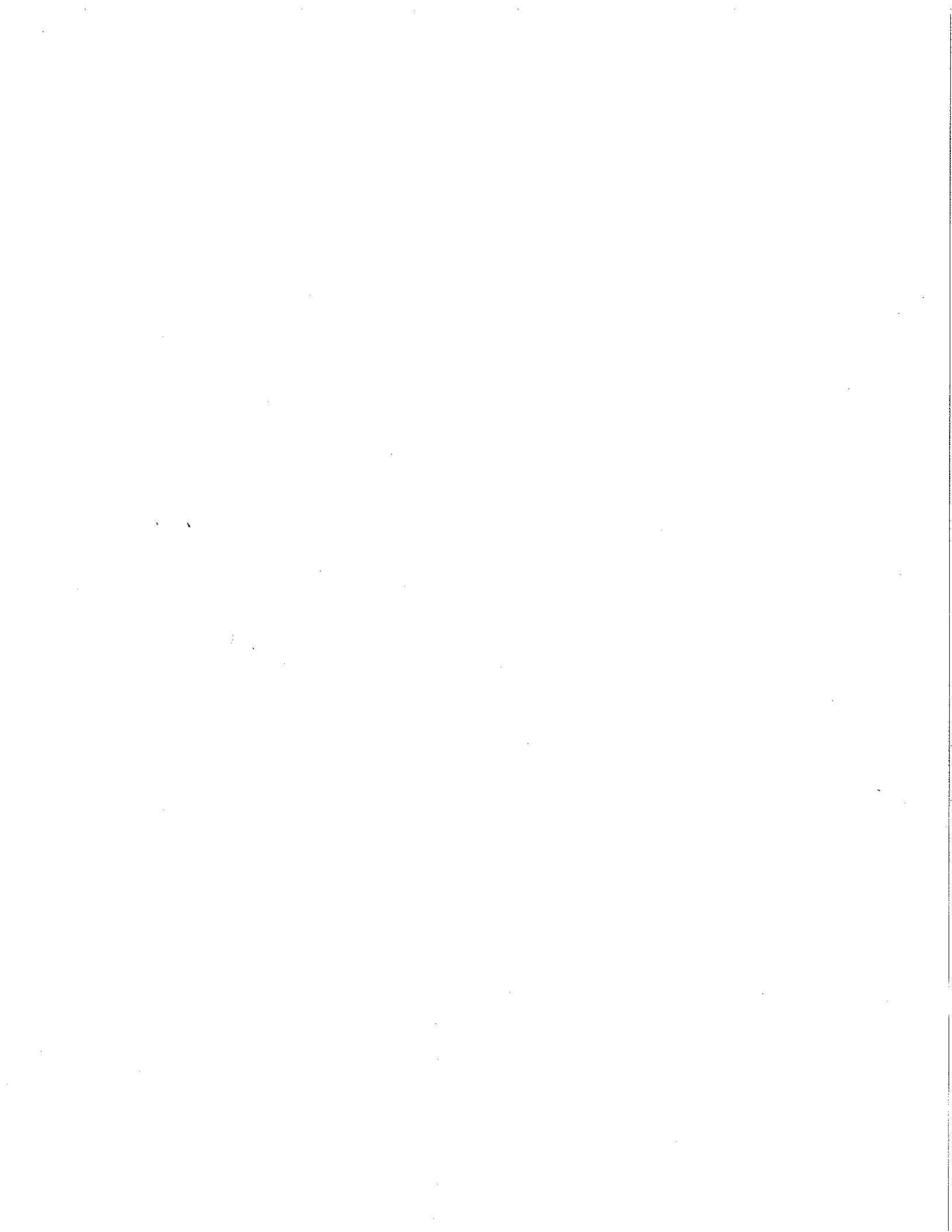


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## AGENDA

- Background
- Mission Description
- 2009/2010 Priorities
- Funding and Employees
- Performance Measures
- Future Challenges

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## BACKGROUND

- The Colorado Homeland Security mission is shared by many different stakeholders.
  - Federal, State, and Local Law Enforcement.
  - Emergency Response Agencies (Emergency Management, Fire, EMS, Military).
  - Almost all State Departments (DOA, DOC, DOE, DHS, DOLA, DMVA, DNR, DPA, DPHE, DPS, DORA, DOR, DOT, OIT, CISO, et al).
- Since 2002, there had been no single agency that provided oversight for the entire mission in Colorado. DPS and DOLA both had elements.
- The result was fractured responsibility and authority for overlapping mission areas.

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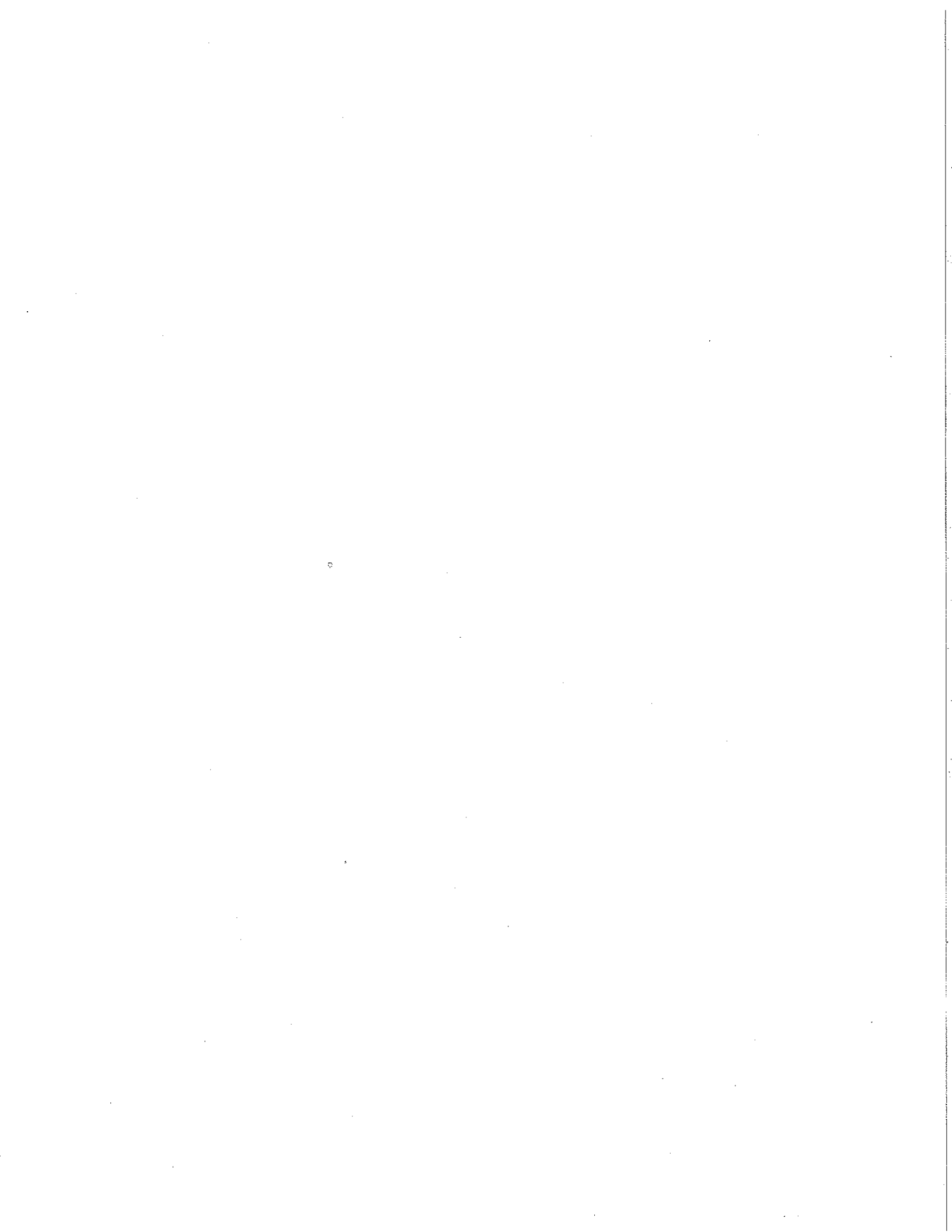


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## BACKGROUND

- DHS Inspector General conducted an audit on Colorado's Homeland Security mission in 2005
- DHS IG Audit Final Report released Dec 2007
  - Colorado's Homeland Security (HLS) Organization Structures were ineffective.
  - Controls for managing the DHS Grants were ineffective and grant management program was understaffed.
  - State agencies were not accountable for the HLS Strategy being followed and the strategy was ineffective.

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## BACKGROUND

- August 2007: Governor Ritter hired a State HLS Coordinator and Grants Quality Assurance Manager.
  - Develop an accountable State HLS Strategy.
  - Fix the DHS Grants Program.
  - Make recommendations for an effective HLS structure for Colorado.
- March 2008: Actions completed.
  - New State HLS Strategy signed by the Governor 31 March 2008.
  - Audit findings answered and new Grant Program Guidance and Policies implemented with increased staff, all federally funded.
  - Recommendations for changes to the State HLS Structure made to the Governor. Governor's Office of Homeland Security was established 4 Feb 08 under Executive Order D 003 08 and became operational 1 July 2008.

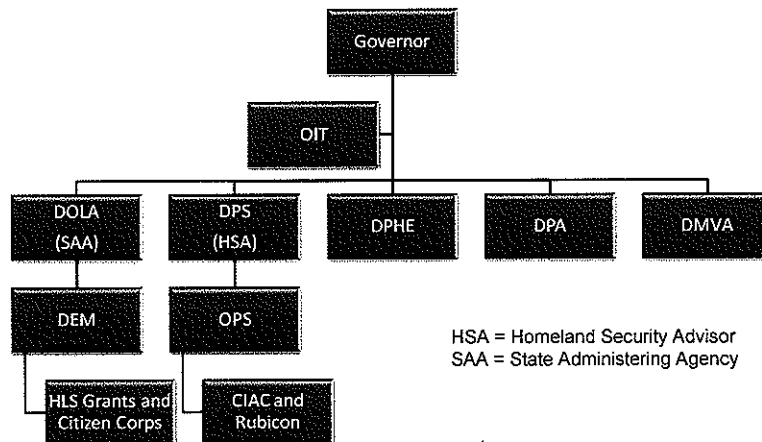
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## BACKGROUND

### Past Homeland Security Organization Structure



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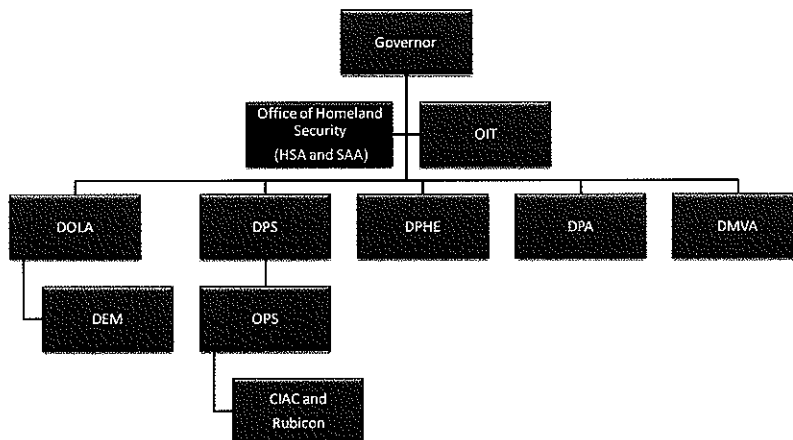




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# BACKGROUND

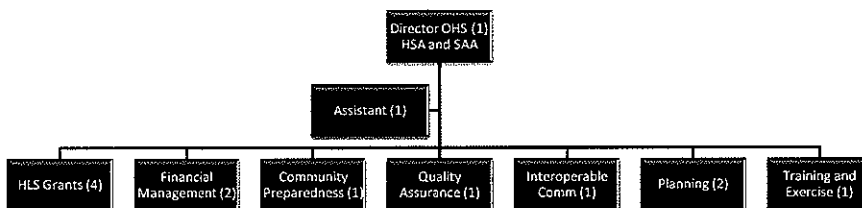
Present Homeland Security Organization Structure

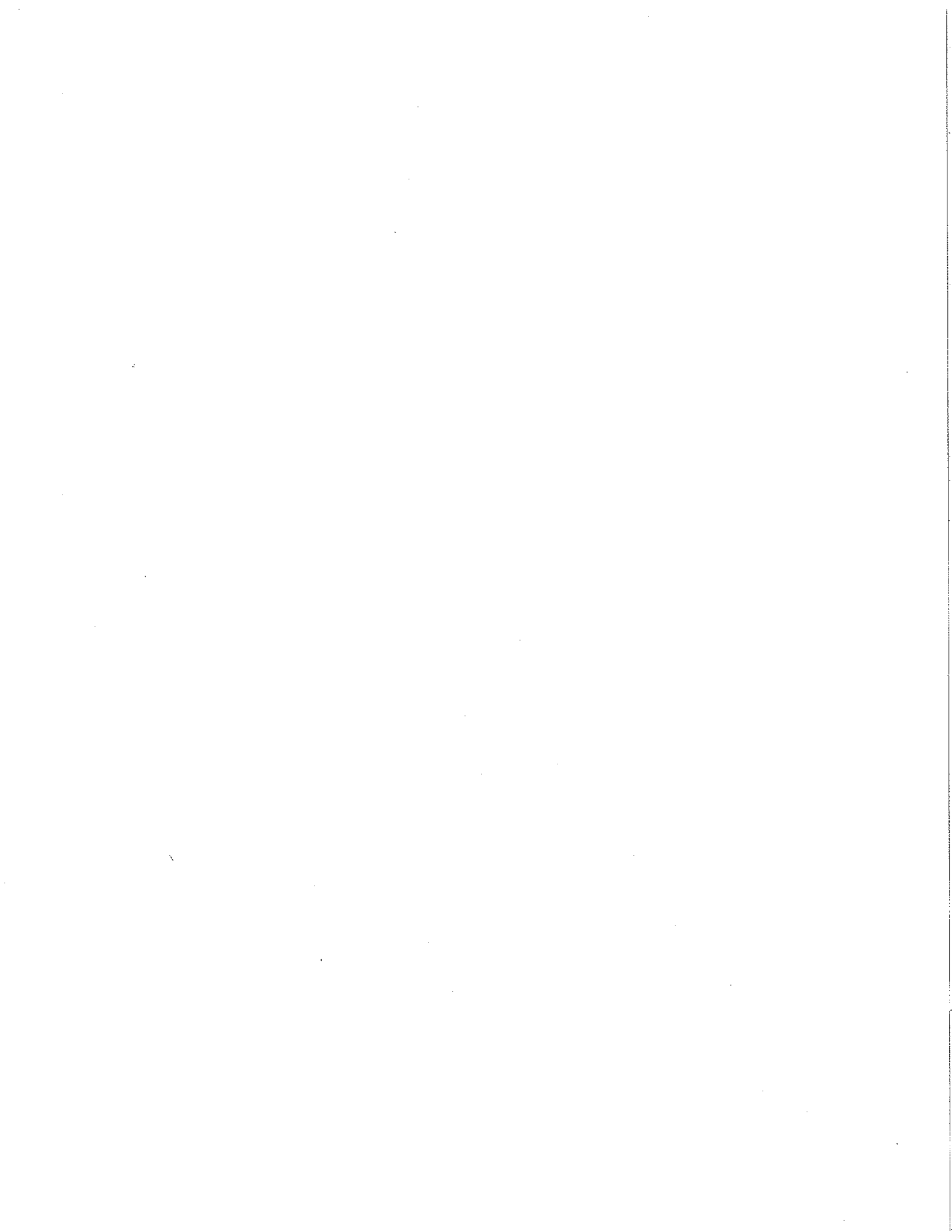


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# BACKGROUND

Present Governor's Office of Homeland Security Organization









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## MISSION DESCRIPTION

- Ensure that effective risk management is used in assessing threats to Colorado and developing capabilities to prevent, protect, respond, and recover from all hazards.
- Develop and implement the State Homeland Security Strategy.
- Administer the State Homeland Security Grant Program.
- Administer a State Community Preparedness Program.
- Administer a State Homeland Security Training and Exercise Program.
- Evaluate preparedness for all hazards in the state.
- Perform duties of Homeland Security Advisor and State Administering Agency.

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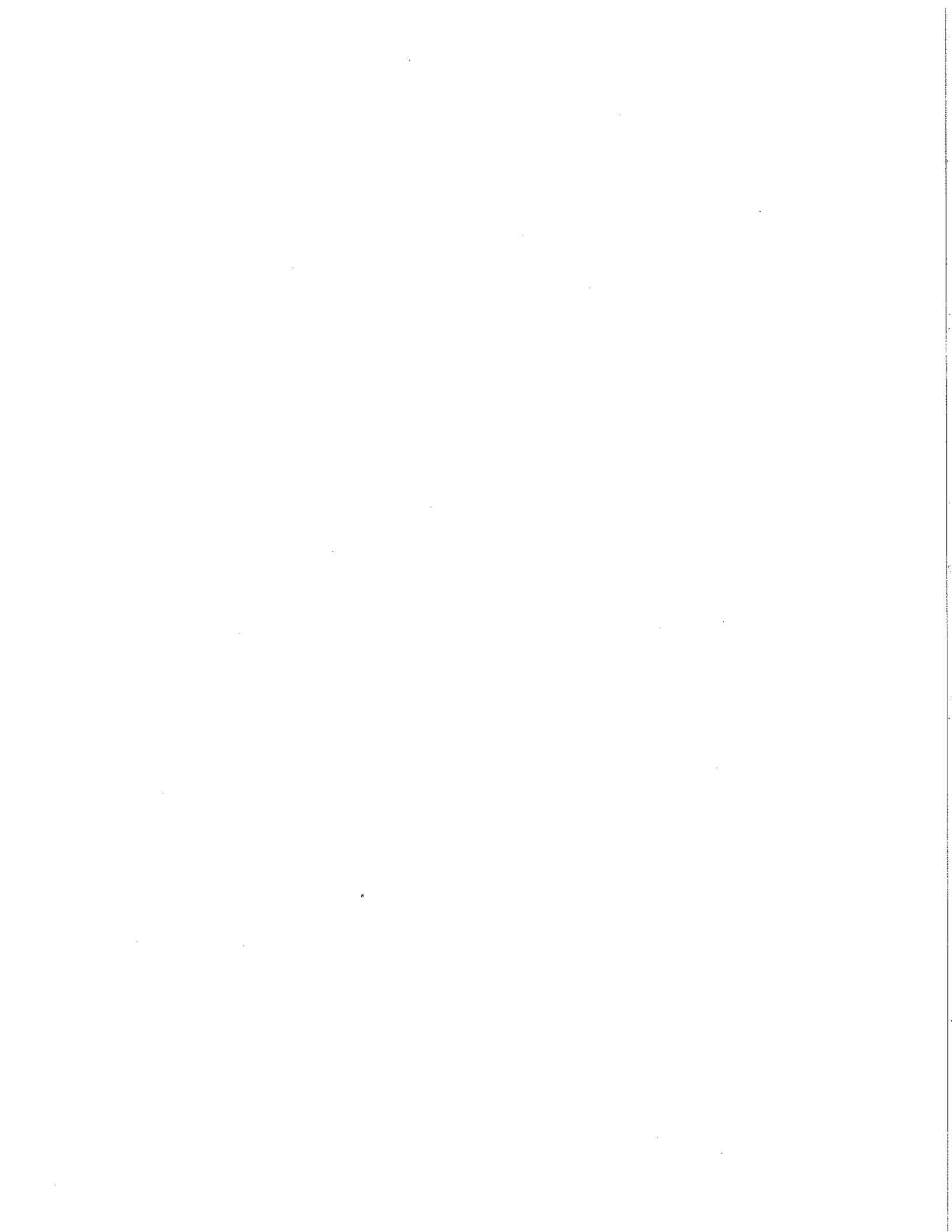


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## 2009/2010 PRIORITIES

1. Complete Phase 2 of the new State Homeland Security Strategy. (15 Goal Working Groups).
2. Ensure timely and quality submissions of grant applications and reports.
3. Ensure projects are executed for grant programs being managed. (\$60 million in 3 grant years of 2006, 2007, and 2008).
4. Implement the new grant monitoring program.
5. Complete office transition and obtain full staffing.

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## FUNDING

- The Governor's Office of Homeland Security is 100% Federally Funded from 7 different Grant Programs.
- Total annual operating budget is \$1.4 million.
- Federal funding assured to 2013.
- Total federally funded employees are 14.
  - 10 assigned, 2 vacancies, and 2 assigned to OIT.

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## FUNDING

### 5 YEAR HISTORY OF COLORADO'S HOMELAND SECURITY GRANTS

Program	2004	2005	2006	2007	2008	5-Year Total
State Homeland Security Program (SHSP)	\$28,041,000	\$17,796,658	\$8,080,000	\$6,430,000	\$11,880,000	\$72,227,658
Law Enforcement Terrorism Prevention Program (LETPP)	\$8,321,000	\$6,471,512	\$7,600,000	\$4,600,000	-	\$26,992,512
Citizen Corps Program (CCP)	\$582,000	\$225,929	\$322,819	\$244,560	\$249,368	\$1,624,676
Urban Area Security Initiative (UASI)	\$8,595,347	\$8,718,395	\$4,380,000	\$7,850,000	\$7,614,500	\$37,158,242
Metropolitan Medical Resource System (MMRS)	-	\$682,776	\$696,990	\$774,435	\$963,663	\$3,117,864
Public Safety Interoperable Communications (PSIC)	-	-	-	\$14,336,638	-	\$14,336,638
Transit Security Grant Program (TSGP)	-	\$1,225,000	\$1,150,000	-	\$631,648	\$3,206,648
Interoperable Emergency Communications Grant Program (IECGP)	-	-	-	-	\$609,616	\$609,616
Buffer Zone Protection Program (BZPP)	-	\$1,450,000	\$189,000	-	\$1,597,000	\$3,236,000
Nonprofit Security Grant Program (NSGP)	-	-	-	-	\$55,843	\$55,843
<b>TOTAL</b>	<b>\$45,539,347</b>	<b>\$36,570,270</b>	<b>\$22,418,809</b>	<b>\$34,235,633</b>	<b>\$23,801,638</b>	<b>\$182,565,697</b>





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## PERFORMANCE MEASURES

- Capability Assessments performed annually for the 9 All Hazards Regions and state-wide.
- Annual State Preparedness Report assesses difference in capabilities from one year to the next based on 3 year investment plans.
- Audits by state and federal agencies on Homeland Security Grant Programs.
- Monthly meetings with All Hazards Regions to determine effectiveness of services provided.

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## FUTURE CHALLENGES

- Combating public complacency while creating a culture of preparedness without creating paranoia or panic.
- Integrating all homeland security efforts at the federal, state, and local level.
- Grant funded office is at the mercy of federal agency funding levels and priorities.
  - Large reductions in federal funds or a requirement for matching funds would result in a state general fund request. (no earlier than 2013)

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A common question asked is:

**HOW SAFE ARE WE???**

The question should be:

**HOW SAFE DO YOU WANT TO BE?**

Risk analysis data must be presented to elected officials in order to determine how much risk they and the public are willing to accept if resources are limited and civil liberties are a priority.

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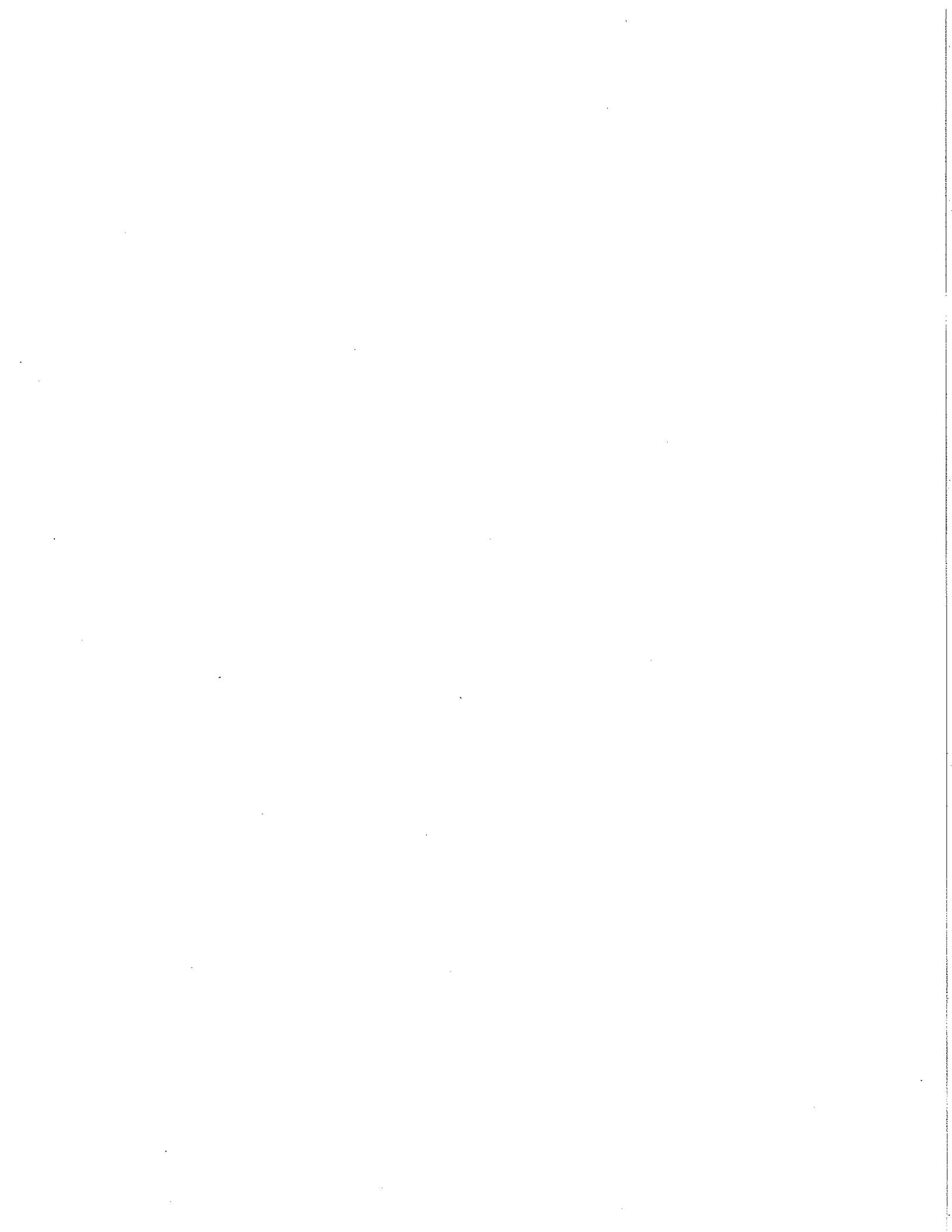
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**QUESTIONS?**

“They who would give up an essential liberty for temporary security, deserve neither liberty or security.”

Benjamin Franklin

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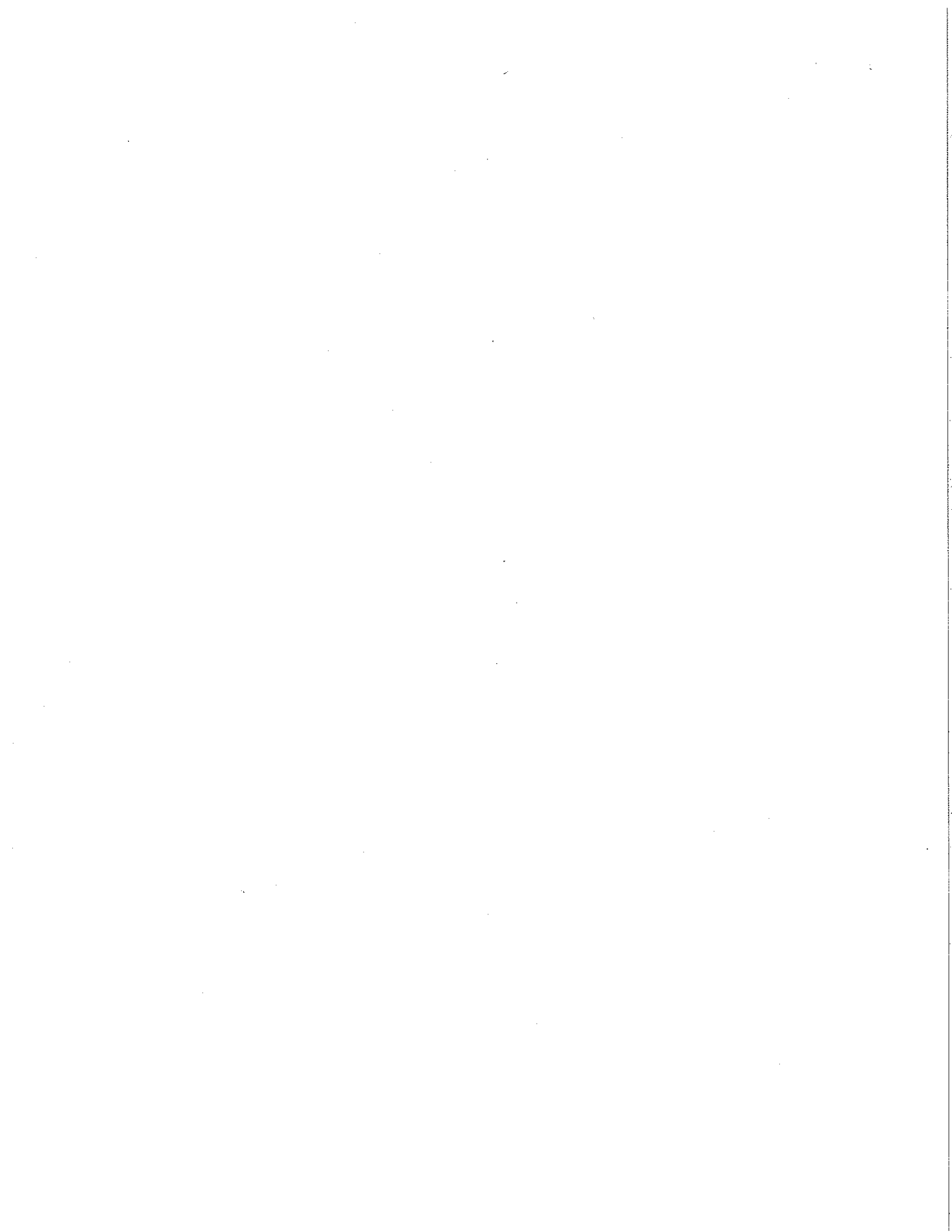
# **State of Colorado Homeland Security Strategy**

**2008 - 2013**

**GOVERNOR'S OFFICE  
OF HOMELAND SECURITY**

**31 March 2008**

Version 1.0  
31 March 2008



## Purpose

Over the past ten years our nation has experienced major natural disasters and terrorist attacks. The results of these events have led us to discover the need for a preparedness system to mitigate future catastrophic natural and manmade incidents.

The Colorado State Homeland Security Strategy's guiding principle is: To achieve and sustain capabilities that enable the state to collaborate in preventing terrorist attacks on the homeland, and rapidly and effectively respond to and recover from any terrorist attack, major disaster, or other emergency that does occur in order to minimize the impact on lives, property, and the economy. This state of preparedness will be achieved by reaching risk-based target levels of capability, and sustained by measuring readiness and directing resources to areas of greatest risk and need.

This strategy will guide the state in achieving its vision for preparedness. The vision and national and state priorities will be achieved by federal, state, local, and tribal entities working together to achieve and sustain the capabilities identified in the Target Capabilities List (TCL).

### **Colorado's Definition of Homeland Security**

*Homeland Security is a concerted effort to prevent and disrupt terrorist attacks, protect against manmade and natural hazards, and respond to and recover from incidents that do occur.*

Colorado's comprehensive State Homeland Security Strategy outlines the direction for our prevention, protection, response and recovery efforts for the next five years (2008-2013). This is a complex endeavor which requires shared responsibility by all partners. In addition, it requires coordination, cooperation, and focused effort from the entire state and its many local, regional, tribal, non-profit, private sector, and federal partners and every citizen of Colorado.

### **Terrorism Definition**

*Terrorism is violence or other harmful acts committed or threatened against civilians for political or other ideological goals.*

Colorado's strategy was rewritten in late 2007 to align with the revised National Strategy for Homeland Security and the National Preparedness Guidelines. It builds upon the series of Homeland Security Presidential Directives (HSPD) and policy guidance issued since September 11, 2001. It uses key concepts

identified in the national strategy, tailoring them to the needs and efforts unique to Colorado.

This is a capabilities-based preparedness strategy designed to help make informed choices about how to manage the risk and reduce the impact posed by potential threats and all hazard events. This strategy focuses on building capacity in all 37 capabilities defined by the national preparedness guidelines to mitigate any possible threat. The process rests on a foundation of multi-disciplinary, cross-governmental, and regional collaboration to identify risk, determine measurable capability targets, assess current levels of capabilities, and plan ways to close the gaps. Understanding our risks and capabilities, and applying our resources effectively to manage those risks is critical to Colorado's preparedness.

### **Capabilities Definition**

*Capabilities provide the means to accomplish a mission and achieve desired outcomes by performing critical tasks, under specified conditions, to target levels of performance.*

**Capabilities-based Planning  
Definition**

*Capabilities-based planning is defined as planning, under uncertainty, to provide capabilities suitable for a wide range of threats and hazards while working within an economic framework that necessitates prioritization and choice.*

Given these definitions for Homeland Security, Terrorism, Capabilities, and Capabilities-Based Planning, the state strategy focuses on the answers to the following questions:

1. What are the threats? Threats are defined using risk analysis tools.
2. How prepared do we need to be? Levels of capability necessary to prevent, protect against, respond to, and recover from threats defined according to state, regions, and local communities.
3. How prepared are we? Current levels of capability are assessed to determine how prepared we are to meet those threats.
4. How do we close the gap? Resources are allocated to reduce risk from defined threats by increasing capabilities.

## **Vision**

The state strategy is guided by Colorado's Homeland Security Vision and Values.

Colorado's vision: **Colorado's communities working together for a safer tomorrow.**

Our vision defines the process of executing our strategy and reaching our goals contained within that strategy. Although we will never be totally safe from every man-made or natural disaster, we must work to constantly improve the safety of our Colorado communities from these threats. All of Colorado's communities must work as one team with shared responsibility to prevent and prepare for man-made or natural disasters. Colorado communities include our state, regions, counties, and local government organizations; our citizens and their families; non-governmental organizations and non-profits; the private sector; all of our federal partners located in Colorado, and all those who work with us in the Homeland Security vision. Working together as "One Team", we will make our communities safer from terrorist attacks and major disasters through our efforts.

To accomplish our vision, Colorado will focus on the following values: **integrity, teamwork and respect**. Values lead to an operating style that will be used in our decision-making processes and will set standards of behavior.

**Integrity** is the expectation that every stakeholder will engage in open and honest communication and will strive to do what is right.

**Teamwork** is required to accomplish the vision in a collaborative and cooperative environment. No one part of the team is more important than another in accomplishing the vision and everyone

must pull their share of the load to ensure success.

**Respect** for the diversity within our regions and within our communities is also required to ensure we are united in our efforts. We will seek to understand all points of view as we deliberate the best methods to accomplish our vision. We must always respect the civil liberties that form the foundation of our free society.

## **Focus**

The focus of Colorado's strategy corresponds to its mission statement: **Preparing Colorado's communities to be capable of preventing attacks and protecting against, responding to, and recovering from all hazards.**

Our mission statement describes what the Colorado Homeland Security Strategy is designed to do. We will minimize the impact on lives, property, and our state's economy by achieving the capabilities needed to prevent, protect against, respond to, and recover from terrorist and natural disasters or other emergencies. We will use the Capabilities-Based Preparedness Process as defined in the National Preparedness Guidelines as the vehicle for accomplishing our mission.

National priorities were established to meet the requirements of HSPD-8 to establish "measurable readiness priorities ... that appropriately balance the potential threat and magnitude of terrorist attacks, major disasters, and other emergencies with the resources required to prevent, respond to, and recover from them." The national priorities (NP) guide the nation's preparedness efforts to meet the most urgent needs. Colorado will ensure its strategy goals and objectives optimize regional collaboration and complement national priority areas. The NP is referenced after every objective.

### ***National Priorities***

1. *Expand Regional Collaboration*
2. *Implement the National Incident Management System and National Response Plan*
3. *Implement the National Infrastructure Protection Plan*
4. *Strengthen Information Sharing and Collaboration Capabilities*
5. *Strengthen Interoperable and Operable Communications Capabilities*
6. *Strengthen CBRNE Detection, Response, and Decontamination Capabilities*
7. *Strengthen Medical Surge and Mass Prophylaxis Capabilities*
8. *Strengthen Planning and Citizen Preparedness Capabilities*

In addition to the national priorities, Colorado has identified the following three state priorities developed by consensus during the statewide planning workshop held in November 2007:

- Ensure the sustainability of Homeland Security programs by gaining state elected officials' support;
- Improve training systems to ensure standards for all capabilities are met in a timely and coordinated manner;
- Improve exercise planning, scheduling, execution, and evaluation activities.

The Colorado Homeland Security Strategy includes four key preparedness focus areas: **prevention, protection, response, and recovery.**

The Colorado Homeland Security Strategy's **prevention** focus consists of identifying and protecting critical infrastructure/key resources (national priority 3), and improving the ability of state and local agencies to collect, analyze, and disseminate terrorism related information (national priority 4).

The **protection** focus is Colorado's ability to protect its citizenry and critical infrastructure from both terrorist attacks and the effects of natural disasters. This includes multiple sectors as identified in the National Infrastructure Protection Plan. Protection also requires the ability to share information (national priority 4) and to provide mass prophylaxis (national priority 7) to protect the health of the community during a bio-terrorism or naturally occurring event.

The **response** focus ensures effective coordination of emergency response across disciplines and jurisdictions, and identifies and closes gaps in emergency response capabilities. Critical to this effort are current CBRNE response plans, seamless interoperable communications capabilities (national priority 5), appropriate equipment, training and exercises (national priority 2, 6 & 8), as well as a strong medical surge and mass prophylaxis capabilities (national priority 7). The response focus incorporates NIMS and NRF implementation (national priority 2). Critical to response is citizen involvement (national priority 8).

The **recovery** focus enables resurgence from an emergency for both private and public entities. Recovery requires an all-hazards regional collaboration approach and philosophy (national priority 1), continuity of government planning and implementation (national priority 2) and information sharing among all appropriate agencies, organizations, and citizens (national priority 4).

The U.S. Department of Homeland Security has developed 15 all-hazards planning scenarios for use in national, federal, state, tribal, and local homeland security preparedness activities. These scenarios are designed to be the foundational structure for the development of national preparedness standards from which homeland security capabilities can be measured. The only scenario which is not relevant to Colorado is the threat of a major hurricane. Under the Emergency Management Assistance Compact (EMAC), however, Colorado capabilities might be deployed in support of hurricane operations in another state or could be affected by evacuation and re-location efforts.

Furthermore, in November 2007 a group of statewide stakeholders identified an additional set of scenarios that should be considered in developing state preparedness standards:

**National Planning Scenarios**

1. *Improvised nuclear device*
2. *Aerosol anthrax*
3. *Pandemic influenza*
4. *Plague*
5. *Blister agent*
6. *Toxic industrial chemicals*
7. *Nerve agent*
8. *Chlorine tank explosion*
9. *Major earthquake*
10. *Major hurricane*
11. *Radiological dispersal device*
12. *Improvised explosive device*
13. *Food contamination*
14. *Foreign animal disease*
15. *Cyber attack*

- Major wild-land fire
- Major snow storm/blizzard
- Major flood
- Large scale civil disobedience
- Coordinated and simultaneous terrorist attacks on multiple targets
- Major tornado
- Attacks on public institutions

The Colorado Homeland Security Strategy contains five overlapping goals that address the National Priorities and Colorado's Planning Scenarios:

1. **Prevent and disrupt terrorist attacks** – Deny terrorists, their weapons, and other terror-related materials entry to the homeland. Disrupt terrorists in their capacity to operate in our homeland. Prevent violent and/or extremist radicalization in our homeland.
2. **Protect Colorado's communities, critical infrastructure, and key resources against all hazards** – Protect our citizenry and critical infrastructure/key resources from both terrorist attacks and the effects of natural disasters. This includes multiple sectors as identified in the National Infrastructure Protection Plan. Protection also requires the ability to share information and to provide mass prophylaxis to protect the health of the community during a bio-terrorism attack.
3. **Respond to all incidents** – Ensure effective coordination of emergency response across disciplines and jurisdictions and identify and close gaps in emergency response capabilities. Critical to this effort are current chemical, biological, radiological, nuclear and/or explosive (CBRNE) material detection, seamless interoperable communications capabilities, and appropriate equipment, training, and exercises. The response focus incorporates NIMS and NRP implementation, and citizen involvement.
4. **Recover from all incidents** – Enable resurgence from an emergency for both private and public entities. Recovery requires an all-hazards regional collaboration approach and philosophy, continuity of government planning and implementation, and information sharing among all appropriate agencies, organizations, and communities.
5. **Strengthen homeland security systems and structures** – Shared communications are essential for all goals and require the ability to collaborate at many levels of government with minimal restrictions on information sharing. The community must be prepared for and involved in the goals of prevention, protection, response, and recovery. Planning in all areas must be the rule, not reacting without preparation. Risk management must drive decisions, not political influence or money. Intelligence sharing is crucial for success at all levels and ultimately protects the citizens of Colorado.

Each of these goals forms an important component of the overall strategy and includes measurable objectives. Measurements will be accomplished by completing target capabilities assessments that are associated with the objectives. The goals are consistent with the national priorities and will direct the state's homeland security efforts.

## Coordination

The Colorado State Homeland Security Strategy is the culmination of a collaborative effort between state, local, tribal, regional and federal partners. This capabilities-based preparedness planning process is a new approach for Colorado.

In July 2007, Governor Ritter appointed a State Homeland Security Coordinator to the Office of the Governor and assigned the responsibilities of Colorado's Homeland Security Advisor and chair of the Governor's Homeland Security and All-Hazards Senior Advisory Committee (SAC) to that position.

In October 2007, a State Homeland Security Strategy Briefing Team led by the State Homeland Security Coordinator visited the nine all-hazards regions for the purpose of gaining input and feedback and building consensus for the new State Homeland Security Strategy.

In November 2007, the State Homeland Security Coordinator conducted a two day planning session that included 50 stakeholders from various disciplines and jurisdictions across the state. During these sessions, state priorities, goals and planning scenarios were determined. During these sessions the group also evaluated the current state levels of capability.

Staff from the University of Colorado Research Team drafted the strategy using input received from the regional visits, the planning sessions, and guidance provided by the National Strategy for Homeland Security, National Preparedness Guidelines, and the GAO's Combating Terrorism: Evaluation of Selected Characteristics in National Strategies Related to Terrorism.

The capabilities-based preparedness process involves homeland security partners in a systematic and prioritized effort to accomplish the following:

- Convene working groups;
- Determine capability requirements;
- Assess current capability levels;
- Identify, analyze, and choose options;
- Update plans and strategies;
- Allocate funds;
- Update and execute program plans; and
- Assess and report.

The process emphasizes collaboration to identify, achieve, and sustain target levels of capability that will contribute to enhancing overall national levels of preparedness. This simple, step-by-step sequence illustrates how processes and tools are combined to identify and prioritize measurable preparedness targets in assessing current capabilities, then allocating available resources and emphasizing the most urgently needed capabilities based on risk.



## Effort

### *Historical Risks*

Colorado has had experience with both natural and manmade disasters in recent state history. Over the past 30 years, some of the major natural disasters to occur include a flood (Big Thompson, 1976, and Front Range, 1999), wildfire (Hayman Fire, 2002), statewide blizzards (winter, 1997, and 2006-07), and tornado (Holly, 2007). These events tested the response and recovery capabilities of responders and highlighted the need for mitigation strategies and resources. Furthermore, Colorado has experienced several terror-related attacks that have warranted national attention and highlighted the need for better and more comprehensive prevention and protection strategies, including resources. These events include an eco-terrorism incident at the Vail ski area in 1998, where activists detonated explosives at an expansion project resulting in \$12 million in damage. The ski/tourism industry in the state will continue to grow, making it a potential target for future attacks. Colorado has also experienced two significant school shooting events, the first at Columbine High School in 1999 and more recently at Platte Canyon High School in 2006. A discussion of identified threats in Colorado will be held at a State Program and Capability Review Workshop to help prioritize capabilities that will enable us to prevent, protect, prepare and recover from manmade or terrorist incidents and natural disasters.

### *Target Capability Assessment*

Since 2003, the Colorado Division of Emergency Management (DEM) has contracted with the Center for the Study and Prevention of Violence (CSPV) at the University of Colorado to collect statewide data related to threats, vulnerabilities and capabilities. Data is collected at the regional level using assessment tools based on the federal models for measuring risk and capabilities.

Beginning in 2006, CSPV developed a standardized tool, based on a pilot tool designed by the Department of Homeland Security (DHS), to collect capabilities data that would also then be used to measure progress in achieving preparedness for each of the target capabilities. Each region met collectively with subject matter experts and first responders to determine their measures for each target capability. Initial data was submitted to CSPV for analysis. The assessments are a snapshot identifying both the progress made in regional and state capabilities, and the areas requiring further action and planning.

A new federal capabilities assessment tool, the National Preparedness System (NPS), is being developed as a more comprehensive way to assess target capabilities. Colorado has been selected as a pilot site for early implementation. The NPS will be a web-based self-assessment tool that assigns roles and responsibilities for each capability's designated tasks, provides gap analysis for capabilities, and a formal scored capability assessment for the county or region. Once this tool is completed, it will be implemented as the primary method of assessing capabilities.

### *Risk Assessment Tool*

Local and state level stakeholders collaboratively developed the Colorado Risk Assessment tool to assist in assessing risk across the state. Modeled on the national risk data sheet, the tool assisted regional membership in assessing the three components of risk: Threat, Vulnerability

and Consequence. All regions within the state used the tool to collect and account for risk factors within each component area. This process involved inventorying key resources/critical infrastructure, assessing geographic and psychological consequences, and assessing potential threats supplied by the Joint Terrorism Task Force (JTTF) through the Colorado fusion center. Results of this process identified areas of the state requiring risk mitigation. Regional results were reported to the state for comparative purposes in order to determine where the highest risk areas are within the state. Risk ratings were assigned to each region using a three level method: high, medium and low. This information is used to inform the Governor and the Governor's Senior Advisory Committee (SAC) as to the highest risk areas/sectors across the state in order to assist them in making decisions about resource allocations to minimize risks and maximize returns on resources expended.

### *Federal Agency Support*

The National Strategy for Homeland Security emphasizes protecting and defending the Homeland through a national effort, with shared goals and responsibilities built upon a foundation of partnerships between state, local, and tribal governments, the private and non-profit sectors, communities, and individual citizens. Colorado's planning and response efforts are based on the premise that the vast majority of incidents will be handled and led at the lowest jurisdictional level possible. However, incidents may occur that overwhelm state and local capacity to respond and federal assistance is required.

The federal government is charged with anticipating the needs, and assisting state, local, and tribal authorities upon request, when the non-federal agency capabilities are insufficient, or in special circumstances, where federal interests are directly implicated, for example, border security; intelligence missions; and detecting, tracking, and rendering safe weapons of mass destruction (WMD). It is important for those responsible for the planning and response efforts at the state, local, and tribal levels to know the capabilities of federal agencies to assist and respond. With that knowledge, non-federal responders will be better informed of the federal agencies who respond to the incident site, bringing enhanced or unique capabilities, and on predictable timelines.

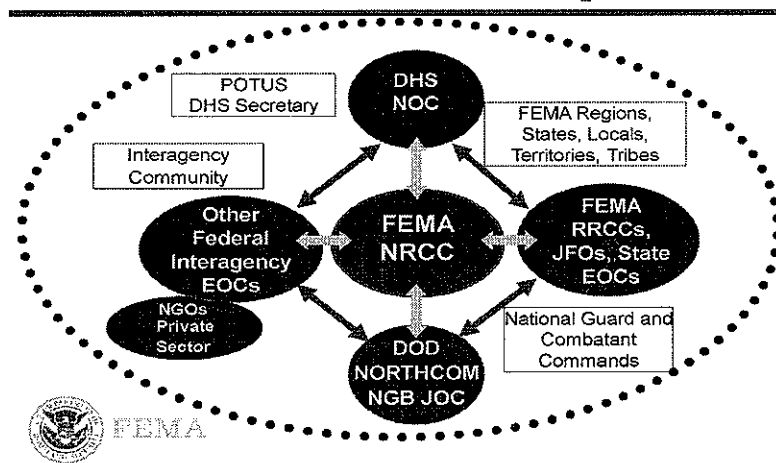
Our country's federal command and control centers are on continuous watch around the world for man-made or natural incidents, and report occurrences through their agency channels to assess origin, impact and potential to evolve into a greater event. All incidents, regardless of size, start a collaborative dialogue from federal agencies to the states in order to stay abreast of the progress of the local response to an incident, and simultaneously starts a proactive planning effort to prepare federal agencies to offer support in case the incident grows beyond the ability of the non-federal agencies to bring the incident to closure.

At the onset of an incident, a number of federal agencies will energize assessment teams, planning groups and validate the readiness of their own response forces. Key among those federal agencies are the Departments of Homeland Security (DHS), Federal Emergency Management Agency (FEMA), and the Department of Defense's (DOD) US Northern Command (NORTHCOM). DHS, with FEMA as its lead response agency, has primary responsibility for preventing and responding to incidents of national security. NORTHCOM, in addition to its

prime responsibilities for national defense, similarly responds to incidents, but typically only in support of civil authorities, traditionally the civilian federal agencies who support the governor.

The graphic below identifies the federal-state-local relationships in place pre-incident for planning and post-incident for responding when federal agencies are called upon for assistance. The FEMA National Response Coordination Center (NRCC) is directly tied to the National Operations Center (NOC) for national support, the Regional Response Coordination Centers (RRCC) for regional response and coordination, DOD's USNORTHCOM Command Center and National Guard Bureau Joint Operations Center (JOC) supplying defense department assistance and a variety of other interagency, state, Colorado National Guard, and non-governmental organizations' (NGO) emergency operations centers (EOC) managing the local response.

### Federal-State Incident Response



Federal agencies are prepared to respond and assist non-federal agencies in accordance with the guidelines established in the National Preparedness Guidelines (NPG) and with capabilities identified in the TCL. When federal agencies do not have the capacity to respond or need unique capabilities resident in the Department of Defense, the U.S. Northern Command, with homeland security support responsibilities across the continental U.S., is ready to and can provide a wide variety of support. To access DOD support, requests must be made by the state through a structure that is tied to the state emergency operations center. DOD, through US Northern Command, will provide support to the lead federal agency to support the Governor's efforts. In many cases, there are pre-scripted mission assignment agreements already made with DOD and federal agencies to provide support aligned with the Emergency Support Functions.

It is important to note that military commanders and responsible officials of DOD components and agencies are authorized, when time does not permit prior approval from higher headquarters and subject to supplemental direction, to take immediate actions in response to requests from domestic civil authorities in order to save lives, prevent human suffering, and mitigate great property damage. No presidential declaration of a disaster and/or emergency is required. A request from civilian authorities (mayor, governor, etc) must be made to military commanders and responsible officials from Department of Defense components (base commanders).

This DOD provision brings immediate response and support capability to local responders, but only when initiated by competent local authority. Pre-coordination with military installation leadership is essential for seamless use of this capability.

## Description of Jurisdictions

Colorado is organized into nine All-Hazards Emergency Management Regions. These regions are made up of sixty-four (64) counties and two (2) tribal entities.

## Description of Regions

The regions were established July 2003. The All-Hazards Emergency Management Regions were determined through consideration of existing districts used for planning, emergency management, and medical/public health response. The Urban Area Security Initiative (UASI) has an established Working Board specific to the Denver metro area.

The North Central Region includes Adams, Arapahoe, Boulder, Broomfield, Clear Creek, Denver, Douglas, Elbert, Gilpin, and Jefferson counties. It is also home to the UASI, which includes Denver and portions of Adams, Arapahoe, and Jefferson counties.

The Northeast Region includes Cheyenne, Kit Carson, Larimer, Lincoln, Logan, Morgan, Phillips, Sedgwick, Yuma, Washington, and Weld counties.

The Northwest Region includes Eagle, Garfield, Grand, Jackson, Mesa, Moffat, Pitkin, Rio Blanco, Routt, and Summit counties.

The South Central Region includes Chaffee, El Paso, Lake, Park, and Teller counties.

The Southeast Region includes Baca, Bent, Crowley, Kiowa, Otero, and Prowers counties.

The South Region includes Custer, Fremont, Huerfano, Las Animas, and Pueblo counties.

The San Luis Valley Region includes Alamosa, Conejos, Costilla, Mineral, Rio Grande, and Saguache counties.

The West Region includes Delta, Gunnison, Hinsdale, Montrose, Ouray, and San Miguel counties.

The Southwest Region includes Archuleta, Dolores, La Plata, Montezuma, and San Juan counties and the Ute Mountain Ute and Southern Ute Tribes.

### *Regionalization*

Colorado regionalized many of its efforts in order to enhance capabilities and maximize resources. The All-Hazards Emergency Management Regions are the guiding framework. The regions are used for homeland security planning, emergency management, and medical/public

health response.

Colorado has three Metropolitan Medical Response System (MMRS) jurisdictions located along the Front Range. Denver and Aurora MMRS work collaboratively with the North Central Region, and the Pikes Peak MMRS includes all counties in the South Central Region as well as Fremont and Pueblo. The MMRS program assists highly populated jurisdictions to develop plans, conduct training and exercises, and acquire pharmaceuticals and equipment to achieve the enhanced capability necessary to respond to a mass casualty event.

Colorado has regionalized Emergency Medical Services plans through the Regional Emergency Medical and Trauma Advisory Councils (RETAC). The eleven (11) RETAC are comprised of at least five counties each. The RETAC may participate as members in their representative All-Hazard Emergency Management Regional advisory boards.

#### *Mutual Aid*

Interstate mutual aid agreements began in the 1950s with the signing of the Interstate Civil Defense Compact. All 50 states were signatories of this compact. In the early 1990s, Colorado joined five other states: Arizona, Utah, New Mexico, Nevada, and California in the Southwestern States Compact, which was a subcompact to the Civil Defense Compact. In 2001, Colorado signed the Emergency Management Assistance Compact (EMAC) to provide emergency assistance for all types of disasters. EMAC is a legal agreement among member states that outlines the procedures for providing assistance to other member states in the event of an emergency or disaster. The compact also provides for mutual cooperation in emergency-related exercises and training.

Intrastate mutual aid agreements among the counties and jurisdictions are currently being processed. Additionally, Colorado administers a statewide plan for the allocation and deployment of mobile resources and has a uniform statewide reporting system for fires, hazardous materials incidents, emergency medical service, and other incidents.

# Colorado Homeland Security Goals, Objectives and Implementation Steps

Goals, Objectives and Implementation Steps:

Overall the process of meeting the goals proceeds from the National Preparedness Guidelines to the working group outcomes. This process is best conceptualized in the following chart:

## National Preparedness Guidelines

- ✓ *National Planning Scenarios*
- ✓ *National Priorities*
- ✓ *Target Capabilities List (TCL)*
- ✓ *Universal Task List (UTL)*
- ✓ *National Response System*
- ✓ *National Response Framework*
- ✓ *National Incident Management System (NIMS)*
- ✓ *Emergency Support Functions (ESF)*

## National Homeland Security Strategy

## State of Colorado Homeland Security Strategy

### 5 Goal Areas

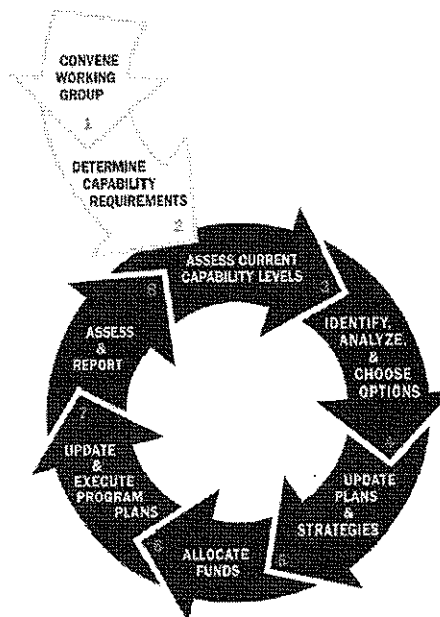
Encompassing all of the above and specific to the needs and capabilities of Colorado

Goal Champions

Goal Leaders

Goal Working Groups

Establish Working Group Charter and Implementation Steps



As shown above, Colorado developed five goal areas based on the National Preparedness Guidelines, and the National Homeland Security Strategy.

All five goals are assigned to a Goal Champion by the Governor's Homeland Security All-Hazards Senior Advisory Committee, which provides oversight and coordination of Homeland Security programs to the Governor. The committee shall review annually the State of Colorado Homeland Security Strategy and make recommendations on the goals, objectives and priorities. Objectives and working groups are developed by the assigned Goal Champion. Timelines will be established by goal champions and goal leaders through the development of a "charter" for each goal. Goal leaders will report the status of each objective to the goal champions. All goals are to be measured based on capability performance measures found in the National Preparedness System (NPS) and the Target Capabilities List (September 2007). Colorado is a pilot state for collection of NPS capability measures data. The University of Colorado research team will be assisting the local regions in assessing current capability levels utilizing the NPS data entry tool.

All data collected will be organized for use locally, regionally, and statewide. The state intends to develop a "dashboard" which will enable the Governor to quickly assess the readiness of the state with regard to risks posed and capabilities available to address an incident, whether man-made or natural.

Organization must possess essential capabilities in order to engage in the assistance activities that are required by Emergency Support Functions (ESF). The State Homeland Security Strategy Goals and Objectives build the capabilities required by the State Emergency Operations Plan ESFs and are referenced after each goal.

### **Goal 1. Prevent and Disrupt Terrorist Attacks**

Deny terrorists, their weapons, and other terror-related materials entry to the homeland; disrupt terrorists and their capacity to operate in our homeland; prevent violent and/or extremist radicalization in our homeland.

#### **Goal Champion: Colorado Department of Public Safety**

##### **Objective 1.1 CBRNE Detection (Goal Leader: DMVA) (Supports ESF 10; NP 6)**

1. Chemical, biological, radiological, nuclear, and/or explosive (CBRNE) materials are rapidly detected and characterized at borders and ports of entry, critical locations, events, and incidents.

##### **Objective 1.2 Information Gathering and Recognition of Indicators and Warnings (Goal Leader: OPS) (Supports ESF 13; NP 4)**

1. Locally generated threat and other criminal and/or terrorism-related information is identified, gathered, entered into an appropriate data/retrieval system, and provided to appropriate analysis centers.

**Objective 1.3 Intelligence Analysis and Production (Goal Leader: OPS) (Supports ESF 13; NP 4)**

1. Timely, accurate, and actionable intelligence/information products are produced in support of prevention, awareness, deterrence, response, and continuity planning operations.

**Objective 1.4 Counter-Terror Investigations and Law Enforcement (Goal Leader: CBI) (Supports ESF 13; NP 4)**

1. Suspects involved in criminal activities related to homeland security are successfully deterred, detected, disrupted, investigated, and apprehended.
2. All counterterrorism-related cases are aggressively prosecuted.

**Goal 2. Protect Colorado's communities, critical infrastructure, and key resources against all hazards**

Protect its citizenry and critical infrastructure from both terrorist attacks and the effects of natural disasters. This includes multiple sectors as identified in the National Infrastructure Protection Plan. Protection also requires the ability to share information (national priority # 4) and to provide mass prophylaxis (national priority #7) to protect the health of the community during a bio-terrorism attack.

**Goal Champion: Colorado Department of Public Health and Environment**

**Objective 2.1 Critical Infrastructure Protection (Goal Leader: OPS) (Supports ESF 13; NP 3)**

1. Reduce the risk to, vulnerability of, and consequence of an attack on critical infrastructure/key resources through the identification of critical infrastructure and key resources.
2. Improve the documentation, and standardization of risk assessments.
3. Develop prioritization of assets.
4. Select and implement protective and preventative programs and plans.

**Objective 2.2 Epidemiological Surveillance and Investigation (Goal Leader: CDPHE) (Supports ESF 8; NP 7)**

1. Reduce potential exposure to disease by rapidly determining exposure and mode of transmission and agent.
2. Interrupt transmission to contain the spread of the event and reduce the number of cases.
3. Confirmed cases are reported immediately to all relevant public health, food regulatory, environmental regulatory, and law enforcement agencies.
4. Suspected cases are investigated promptly, reported to relevant public health authorities, and accurately confirmed to ensure appropriate preventive or curative countermeasures are implemented.
5. An outbreak is defined and characterized rapidly; new suspect cases are identified and characterized based on case definitions on an ongoing basis; relevant clinical specimens are obtained and transported for confirmatory laboratory testing.



6. The source of exposure is tracked; methods of transmission identified; and effective mitigation measures are communicated to the public, providers, and relevant agencies, as appropriate.

**Objective 2.3 Food and Agriculture Safety and Defense (Goal Leader: CDA)**

(Supports ESF 11; NP 3)

1. Threats to food and agricultural safety are mitigated, and/or eradicated.
2. Affected products are disposed of; affected facilities are decontaminated; public and plant health are protected.
3. Notification of the event and instructions of appropriate actions are effectively communicated to all stakeholders.
4. Trade in agricultural products is restored safely; and confidence in the U.S. food supply is maintained.

**Objective 2.4 Public Health Laboratory Testing (Goal Leader: CDPHE) (Supports ESF 8; NP 7)**

1. Chemical, radiological, and biological agents causing, or having the potential to cause, widespread illness or death are rapidly detected and accurately identified by the public health laboratory within the jurisdiction or through network collaboration with other appropriate federal, state, and local laboratories.
2. The public health laboratory, working in close partnership with public health epidemiology, environmental health, law enforcement, agriculture and veterinary officials, hospitals, and other appropriate agencies, produces timely and accurate data to support ongoing public health investigations and the implementation of appropriate preventative or curative countermeasures.

**Goal 3. Respond To All Incidents**

Ensure effective coordination of emergency response across disciplines and jurisdictions and identify and close gaps in emergency response capabilities. Critical to this effort are current CBRNE response plans, seamless interoperable communications capabilities (national priority #5), appropriate equipment, training and exercises (national priority #7). The response focus incorporated NIMS and NRP implementation and citizen involvement (national priority #1).

**Goal Champion: Colorado Department of Local Affairs**

**Objective 3.1 Animal Disease Emergency Support (Goal Leader: CDA) (Supports ESF 11; NP 3)**

1. Foreign animal disease is prevented from entering the United States by protecting the related critical infrastructure and key assets.
2. In the event of an incident, animal disease is detected as early as possible; exposure of livestock to foreign diseases is reduced; immediate and humane actions to eradicate the outbreak are implemented; public and animal health and the environment are protected; continuity of agriculture and related business is safely maintained and/or restored; and economic damage is minimized.
3. Trade in agricultural products and domestic and international confidence in the U.S. food supply are safely maintained or restored.

**Objective 3.2 Citizen Evacuation and Shelter-In-Place (Goal Leader: CDEM)**

(Supports ESF 5; NP 8)

1. Affected and at-risk populations (and companion animals to the extent necessary to save human lives) are safely sheltered-in-place or evacuated to safe refuge areas.

**Objective 3.3 Critical Resource Logistics and Distribution (Goal Leader: OPSFS)**

(Supports ESF 7; NP 1)

1. Critical resources are available to incident managers and emergency responders upon request for proper distribution and to aid disaster victims in a cost-effective and timely manner.

**Objective 3.4 Emergency Operations Center Management (Goal Leader: CDEM)**

(Supports ESF 5; NP 2)

1. The event is effectively managed through multi-agency coordination for a pre-planned or no-notice event.

**Objective 3.5 Emergency Public Information and Warning (Goal Leader: CDEM)**

(Supports ESF 15; NP 5)

1. Government agencies and public and private sector entities receive and transmit coordinated, prompt, useful, and reliable information regarding threats to their health, safety, and property, through clear, consistent information-delivery systems.
2. Information is updated regularly and outlines protective measures that can be taken by individuals and their communities.

**Objective 3.6 Environmental Health (Goal Leader: CDPHE) (Supports ESF 8; NP**

**7)**

1. After the primary event, disease and injury are prevented through the quick identification of associated environmental hazards, including exposure to infectious diseases that are secondary to the primary event as well as secondary transmission modes.
2. The at-risk population (i.e., exposed or potentially exposed) receives the appropriate countermeasures, including treatment or protection, in a timely manner.
3. The rebuilding of the public health infrastructure, removal of environmental hazards, and appropriate decontamination of the environment enable the safe re-entry and re-occupancy of the impacted area.
4. Continued monitoring occurs throughout the recovery process in order to identify hazards and reduce exposure.

**Objective 3.7 Explosive Device Response Operations (Goal Leader: CDPS)**

(Supports ESF 13; NP 6)

1. Threat assessments are conducted, the explosive and/or hazardous devices are rendered safe, and the area is cleared of hazards.

2. Measures are implemented in the following priority order: ensure public safety; safeguard the officers on the scene (including the bomb technician); collect and preserve evidence; protect and preserve public and private property; and restore public services.

**Objective 3.8 Fatality Management (Goal Leader: CDPHE) (Supports ESF 8; NP 8)**

1. Complete documentation and recovery of human remains and items of evidence (except in cases where the health risks posed to personnel outweigh the benefits of recovery of remains).
2. Remains receive surface decontamination (if indicated) and, unless catastrophic circumstances dictate otherwise, are examined, identified, and released to the next-of-kin's funeral home with a complete certified death certificate.
3. Reports of missing persons and ante mortem data are efficiently collected. Victims' family members receive updated information prior to the media release.
4. All hazardous material regulations are reviewed and any restrictions on the transportation and disposition of remains are made clear by those with the authority and responsibility to establish the standards.
5. Law enforcement agencies are given all information needed to investigate and prosecute the case successfully.
6. Families are provided incident-specific support services.

**Objective 3.9 Fire Incident Response Support (Goal Leader: DFS) (Supports ESF 4; NP 2)**

1. Dispatch and safe arrival of the initial fire suppression resources occur within jurisdictional response time objectives.
2. The first unit to arrive initiates the Incident Command System (ICS), assesses the incident scene, communicates the situation, and requests appropriate resources including any necessary mutual aid or cross-discipline support.
3. Firefighting activities are conducted safely and fire hazards are contained, controlled, extinguished, and investigated, and the incident is managed in accordance with emergency response plans and procedures.

**Objective 3.10 Isolation and Quarantine (Goal Leader: CDPHE) (Supports ESF 8; NP 7)**

1. Individuals who are ill, exposed, or likely to be exposed are separated, movement is restricted, basic necessities of life are available, and their health is monitored in order to limit the spread of a newly introduced contagious disease (e.g., pandemic influenza).
2. Legal authority for those measures is clearly defined and communicated to all responding agencies and the public.
3. Logistical support is provided to maintain measures until danger of contagion has elapsed.

**Objective 3.11 Mass Care (Sheltering, Feeding, and Related Services) (Goal Leader: DHS) (Supports ESF 6; NP 8)**

1. Mass care services, including sheltering, feeding, and bulk distribution, are rapidly provided for the population and companion animals within the affected area.

**Objective 3.12 Mass Prophylaxis (Goal Leader: CDPHE)** (Supports ESF 8; NP 7)

1. Appropriate drug prophylaxis and vaccination strategies are implemented in a timely manner upon the onset of an event to prevent the development of disease in exposed individuals.
2. Public information strategies include recommendations on specific actions individuals can take to protect their family, friends, and themselves.

**Objective 3.13 Medical Supplies Management and Distribution (Goal Leader: CDPHE)** (Supports ESF 8; NP 7)

1. Critical medical supplies and equipment are appropriately secured, managed, distributed, and restocked in a timeframe appropriate to the incident.

**Objective 3.14 Medical Surge (Goal Leader: CDPHE)** (Supports ESF 8; NP 7)

1. Injured or ill from the event are rapidly and appropriately cared for.
2. Continuity of care is maintained for non-incident related illness or injury.

**Objective 3.15 Onsite Incident Management (Goal Leader: DFS)** (Supports ESF 4; NP 2)

1. The event is managed safely, effectively, and efficiently through the common framework of the ICS.

**Objective 3.16 Emergency Public Safety and Security Response (Goal Leader: OPS)** (Supports ESF 8; NP 2)

1. The incident scene is assessed and secured.
2. Access to the incident is controlled.
3. Security support is provided to other response operations (and related critical locations, facilities, and resources).
4. Emergency public information is provided while protecting first responders and mitigating any further public risks.
5. Crime/incident scene preservation of evidence issues are addressed.

**Objective 3.17 Responder Safety and Health (Goal Leader: CDPHE)** (Supports ESF 8; NP 7)

1. No illness or injury occurs to any first responder, first receiver, medical facility staff member, or other skilled support personnel as a result of preventable exposure to secondary trauma, chemical/radiological release, infectious disease, or physical and emotional stress after the initial incident or during decontamination and incident follow-up.

**Objective 3.18 Emergency Triage and Pre-Hospital Treatment (Goal Leader: CDPHE)** (Supports ESF 8; NP 7)

1. Emergency Medical Services (EMS) resources are effectively and appropriately dispatched and provide pre-hospital triage, treatment, transport, tracking of patients, and documentation of care appropriate for the incident, while maintaining the capabilities of the EMS system for continued operations.

**Objective 3.19 Search and Rescue (Land-Based) (Goal Leader: DFS)** (Supports ESF 9; NP 2)

1. The greatest numbers of victims (human and, to the extent that no humans remain endangered, animal) are rescued and transferred to medical or mass care capabilities, in the shortest amount of time, while maintaining rescuer safety.

**Objective 3.20 Volunteer Management and Donations (Goal Leader: DHS)** (Supports ESF 6; NP 8)

1. The positive effect of using unaffiliated volunteers and unsolicited donations is maximized and does not hinder response and recovery activities.

**Objective 3.21 WMD/Hazardous Materials Response and Decontamination (Goal Leader: CSP)** (Supports ESF 10; NP 6)

1. Any hazardous materials release is rapidly identified and mitigated.
2. Victims exposed to the hazard are rescued, decontaminated, and treated; the impact of the release is limited; and responders and at-risk populations are effectively protected.

**Goal 4. Recover From All Incidents**

Enables resurgence from an emergency for both private and public entities. Recovery requires an all-hazards regional collaboration approach and philosophy (national priority #2), continuity of government (COG) planning and implementation (national priority #1) and information sharing among all appropriate agencies, organizations, and communities (national priority #1).

**Goal Champion: Colorado Department of Local Affairs**

**Objective 4.1 Economic and Community Recovery (Goal Leader: DOLA)** (Supports ESF 14; NP 8)

1. Economic impact is estimated.
2. Priorities are set for recovery activities.
3. Business disruption is minimized.
4. Individuals and families are provided with appropriate levels and types of relief with minimal delay.

**Objective 4.2 Restoration of Lifelines (Goal Leader: CDEM)** (Supports ESF 14 & 3; NP 8)

1. Lifelines to undertake sustainable emergency response and recovery activities are established.

**Objective 4.3 Structural Damage Assessment (Goal Leader: CDEM)** (Supports ESF 5; NP 8)

1. Accurate situation needs and damage assessments occur.

2. The full range of engineering, building inspection, and enforcement services are implemented, managed, and coordinated in a way that maximizes the use of resources, aids emergency response, and implements recovery operations.
3. Mitigation projects to lessen the impact of similar future events are identified and prioritized.

### **Goal 5. Strengthen Homeland Security (HLS) Systems and Structures**

Strengthening the HLS system means several things: (1) Shared communications are essential for all goals and require the ability to collaborate at many levels of government with minimal restrictions on information sharing; (2) The community must be prepared for and involved in the goals of prevention, protection, response, and recovery; (3) Planning in all areas must be the rule, not reacting without preparation; (4) Risk management must drive decisions, not political influence or money; and (5) Intelligence sharing is crucial for success at all levels and ultimately protects the citizens of Colorado. Finally, the Governor has identified this goal as critical to the success of the homeland security mission. As such he has tasked the State Homeland Security Advisor to review all homeland security systems and structures and make recommendations concerning any reorganization, restructuring, or responsibility changes needed to meet the needs of the citizens of the state of Colorado to promote a safe and secure Colorado.

#### **Goal Champion: Governor's Office of Homeland Security**

##### **Objective 5.1 Communications (Goal Leader: OIT) (Supports ESF 2; NP 5)**

1. A continuous flow of critical information is maintained as needed among multi-jurisdictional and multi-disciplinary emergency responders, command posts, agencies, and governmental officials for the duration of the emergency response operation in compliance with the NIMS.
2. Jurisdictions have a continuity of operations plan for public safety communications including the consideration of critical components, networks, support systems, personnel, and an appropriate level of redundant communications systems in the event of an emergency.

##### **Objective 5.2 Community Preparedness and Participation (Goal Leader: Governor's Office of Homeland Security) (Supports NP 8)**

1. There is a structure and a process for ongoing collaboration between government and nongovernmental organizations at all levels.
2. Volunteers and nongovernmental resources are incorporated in plans and exercises.
3. The public is educated, trained, and aware; citizens participate in volunteer programs and provide surge capacity support.
4. Nongovernmental resources are managed effectively in disasters.
5. Evaluate progress.

##### **Objective 5.3 Planning (Goal Leader: Governor's Office of Homeland Security) (Supports ESF 5; NP 8)**

1. Plans incorporate an accurate threat analysis and risk assessment and ensure that capabilities required to prevent, protect against, respond to, and recover from all-hazards events are available when and where they are needed.

2. Plans are vertically and horizontally integrated with appropriate departments, agencies, and jurisdictions.
3. Where appropriate, emergency plans incorporate a mechanism for requesting state and federal assistance and include a clearly delineated process for seeking and requesting assistance from the appropriate agency(ies).

**Objective 5.4 Risk Management (Goal Leader: Governor's Office of Homeland Security)** (Supports ESF 13; NP 8)

1. Federal, state, local, tribal, territorial, and private-sector entities identify and assess risks, prioritize and select appropriate protection, prevention, and mitigation solutions based on reduction of risk, monitor the outcomes of allocation decisions, and undertake corrective actions.
2. Additionally, Risk Management is integrated as a planning construct for effective prioritization and oversight of all homeland security investments.

**Objective 5.5 Intelligence/Information Sharing and Dissemination (Goal Leader: CDPS)** (Supports ESF 13; NP 4)

1. Effective and timely sharing of information and intelligence occurs across federal, state, local, tribal, territorial, regional, and private sector entities to achieve coordinated awareness of, prevention of, protection against, and response to a threatened or actual domestic terrorist attack, major disaster, or other emergency.

**Objective 5.6 Review of all programs and strategies to improve Homeland Security (Goal Leader: Governor's Office of Homeland Security)** (NP 8)

1. Report to the Governor on the status of systems quarterly.
2. Make recommendations to the Governor concerning structure and management of homeland security by January 1, 2008.

## Evaluation Plan

The Homeland Security All-Hazards Senior Advisory Committee (SAC) will provide oversight of the evaluation plan. In November 2007, a group of 50 stakeholders met for a strategic planning session to discuss and revise the Colorado Homeland Security Strategy. Implementation of the revised 2008 Colorado Homeland Security Strategy begins a five-year phase to establish a transparent and value-based approach to building Colorado's capabilities. All 37 capabilities will be addressed during the 5-year period. Goal champions, leaders, and working groups for each of the goals, objectives, and tasks will be identified. Each goal leader will complete a "charter" for their work that will be approved by the goal champion. Approving operations systems, setting work plans, ensuring consistent implementation of TCL performance measures, setting a process for reporting that meets the criteria for the state preparedness report, and establishing consensus are tasks that will be accomplished as part of the charter.

The goal champions will advise the SAC on issues related to its mission and will be guided by the Colorado Homeland Security Strategy. The goal champions will review the status of each goal, its objectives and implementation steps, and will make formal recommendations to the

SAC. Each goal champion will report quarterly on the progress made toward the implementation of the goals and make recommendations for revisions when appropriate.

Evaluation of progress is tracked using the BSIR, (Bi-Annual Strategy Implementation Report) reporting tool for homeland security projects. Evaluation of progress will also be tracked through our exercise program. Through the use of Homeland Security Exercise and Evaluation Program (HSEEP), exercises will be tracked at the regional level by the regional coordinators and at the state level by the state training officer to ensure that recommendations from after-action reports are instituted.

The SAC will review the Colorado Homeland Security Strategy annually and make recommendations to the Governor on the goals, objectives, and priorities. The SAC will advise the Governor regarding the planning and implementation of tasks and objectives to achieve goals outlined in the strategy. The Colorado Homeland Security Strategy will be updated annually based upon the recommendations of the SAC and input from state, regional, tribal, local, and private sector stakeholders.



## APPENDIX

### ACRONYM KEY

AAR – After Action Report  
ARC –American Red Cross  
ARES – Amateur Radio Emergency Services  
ATTF – Anti-Terrorism Task Force  
BATFE – Bureau of Alcohol, Tobacco, Firearms, and Explosives  
CBRNE - Chemical, Biological, Radiological, Nuclear, Explosive  
CCP - Citizen Corps Program  
CIP - Critical Infrastructure Protection  
CDA –Colorado Department of Agriculture  
CDPHE – Colorado Department of Public Health and Environment  
CDPS – Colorado Department of Public Safety  
CDMVA – Colorado Department of Military and Veterans Affairs  
CSPV – Center for the Study and Prevention of Violence  
CDEM – Colorado Division of Emergency Management  
CERT – Community Emergency Response Team  
EAS – Emergency Alert System  
EMAC – Emergency Management Assistance Compact  
ESF – Emergency Support Functions  
GAO – Government Accountability Office  
HLS – Homeland Security  
JTTF – Joint Terrorism Task Force  
MMRS – Metropolitan Medical Response System  
NIMS – National Incident Management System  
NP – National Priority  
NPS – National Preparedness System  
NRF – National Response Framework  
OPS – Office of Preparedness and Security  
RETAC – Regional Emergency Medical and Trauma Advisory Council  
SAC – Governor’s Senior Homeland Security Advisory Committee  
TCL – Target Capabilities List  
UASI – Urban Area Security Initiative

For a list of additional acronyms please visit: [www.llis.gov](http://www.llis.gov)

## **DEFINITIONS**

**All-Hazards Preparedness:** Refers to preparedness for domestic terrorist attacks, major disasters, and other emergencies.

**Assessment:** The evaluation and interpretation of measurements and other information to provide a basis for decision making.

**Command and Control:** The exercise of authority and direction by a properly designated authority over assigned or attached forces in the accomplishment of the mission; command and control functions are performed through an arrangement of personnel, equipment, communications, computers, facilities, and procedures employed in planning, directly coordinating, and controlling operations in the accomplishment of the mission.

**Capability:** A capability provides the means to accomplish one or more tasks under specific conditions and to specific performance standards. A capability may be delivered with any combination of properly planned, organized, equipped, trained and exercised personnel that achieves the intended outcome.

**Continuity of Government (COG):** The maintenance of essential state government functions which provide for: succession to office and emergency delegation of authority in accordance with applicable law; safekeeping of essential resources, facilities, and records; and establishment of emergency operating capabilities.

**Continuity of Operations:** Efforts taken within an entity (i.e., agency, company, association, organization, business) to assure continuance of minimum essential functions across a wide range of potential emergencies, including localized acts of nature, accidents, technological and/or attack related emergencies.

**Critical Infrastructure:** Systems and resources – whether physical or virtual, so vital to the United States that their incapacity or destruction of such systems and resources would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

**Disaster:** A large-scale emergency which is beyond a community's ability and mutual aid resources.

**Emergency:** : An emergency is any unplanned incident that can cause deaths or significant injuries; disrupt operations, or cause physical or environmental damage,

**Emergency Management Assistance Compact (EMAC):** A legally binding mutual aid agreement and partnership between the States that allows them to assist one another during emergencies and disasters.

**Emergency Operations Center (EOC):** The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g. fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, county, city, tribal), or some combination thereof.

**Emergency Operations Plan (EOP):** A planning document that 1) assigns responsibility to organizations and individuals for implementing specific actions at projected times and places in an emergency that exceeds the capability or routine responsibility of any one agency; 2) sets forth lines of authority and organizational relationships, and shows how all actions will be coordinated; 3) identifies personnel, equipment, facilities, supplies, and other resources available for use during response and recovery operations;

**Emergency Support Function:** A grouping of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation, and services that are most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following domestic incidents.

**Hazard:** Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

**Hazardous Material:** hazardous substances, pollutant, and contaminants as defined by the NCP.

**Homeland Security:** (1) A concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur. (National Strategy for Homeland Security p.2)  
(2) The preparation for, prevention of, deterrence of, preemption of, defense against, and response to threats and aggressions directed towards US territory, sovereignty, domestic populations, and infrastructure; as well as crisis management, consequence management, and other domestic civil support. Also called HLS.

**Incident Action Plan (IAP):** An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

**Incident Commander (IC):** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

**Incident Command Post (ICP):** The field location at which the primary tactical-level, on-scene command functions are performed. The ICP may be co-located with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

**Incident Command System:** A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries.

**Joint Information Center (JIC):** A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident.

**Metropolitan Medical Response System:** The MMRS program assists designated localities with funding to write plans, develop training, purchase equipment and pharmaceuticals, and conduct exercises related to catastrophic incidents, whether terrorist or natural disaster. The MMRS program enables jurisdictions to achieve an enhanced local capability to respond to mass casualty events during the first hours of a response until significant external assistance can arrive. MMRS jurisdictions are prepared to respond to the range of mass casualty incidents – from weapons of mass destruction, epidemic outbreaks, natural disasters, and large-scale hazardous materials events.

**Mutual Aid Agreement:** Written agreement between agencies and/or jurisdictions that they agree to assist one another upon request, by furnishing personnel, equipment, and/or expertise in a specified manner.

**National Incident Management System (NIMS):** A system mandated by HSPD-5 that provides a consistent nationwide approach for Federal, State, local, and tribal governments; the private sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size or complexity. To provide for interoperability and compatibility among Federal, State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking and reporting of incident resources.

**National Response Framework (NRF):** A guide to how the Nation conducts all-hazards response. It is built upon scalable, flexible, and adaptable coordinating structures to align key roles and responsibilities across the Nation, linking all levels of government, nongovernmental organizations, and the private sector. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters. This core document, along with the Emergency Support Function Annexes and Support Annexes (available at the **NRF Resource Center**, <http://www.fema.gov/NRF>), supersedes the corresponding sections of the *National Response Plan* (2004, with 2006 revisions).

**Preparedness:** The existence of plans, procedures, policies, training, and equipment necessary to maximize the ability to prevent, respond to, and recover from major events {which include domestic terrorist attacks, major disasters, and other emergencies}.

**Prevention:** Actions taken to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and as appropriate specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity, and apprehending potential perpetrators and bringing them to justice.

**Protection:** Involves actions to reduce the vulnerability of critical infrastructure or key resources in order to deter, mitigate, or neutralize exposure, injury, or destruction.

**Recovery:** The development, coordination, and execution of service-and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

**Resources:** Personal and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

**Response:** Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes.

**Risk:** Risk is the product of threat, vulnerability, consequence, and likelihood of occurrence.

**Strategic Goal:** Broad statement that describes what we must be able to do to successfully accomplish our mission. Goals elaborate on the organization's vision statement, articulating an organization's desired future direction or desired state.

**Strategic Mission Statement:** The mission statement describes an agency or organization's reason for existence in general terms that capture its unique purpose and functions. It typically describes the organization, what it does, why it does it, and for whom.

**Surge Capacity :** Ability of institutions such as clinics, hospitals, or public health laboratories to respond to sharply increased demand for their services during a public health emergency.

**Target Capabilities Lists:** Identifies capabilities (or resource packages) that provide a means to perform the tasks that are most essential to achieve a reasonable assurance of a successful outcome for a scenario. The Target Capabilities List will be organized by Tier, to account for

reasonable differences in expected capability levels among jurisdictions based on assessments of population density, critical infrastructure, and other significant risk factors.

**Terrorism:** Any activity that (1) involves an act that (a) is dangerous to human life or potentially destructive of critical infrastructure or key resources; and (b) is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and (2) appears to be intended (a) to intimidate or coerce a civilian population; (b) to influence the policy of a government by intimidation or coercion; or (c) to affect the conduct of a government by mass destruction, assassination or kidnapping.

**Tribal Government:** For the purposes of this document a Tribal Government is a federally recognized Indian Tribe within the State of Colorado. Through regulations, federally recognized tribes have the same role as States in the development of chemical emergency preparedness programs under the Emergency Planning and Community Right-to-Know Act (EPCRA).

**Universal Task List:** A menu of tasks from all sources that may be performed in major events such as those illustrated by the National Planning Scenarios. Entities at all levels of government should use the UTL as a reference to help them develop proficiency through training and exercises to perform their assigned missions and tasks in major events.

**Weapons of Mass Destruction:** As defined in Title 18, USC 2332a: (1) any explosive, incendiary or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, or a missile having an explosive or incendiary charge of more than one-quarter ounce, or mine or device similar to the above; (2) any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals or their precursors; (3) any weapon involving disease organism, or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

## **WEBSITES**

### **STATE OF COLORADO EMERGENCY OPERATIONS PLAN - 2007**

[http://dola.colorado.gov/dem/publications/seop\\_2007.pdf](http://dola.colorado.gov/dem/publications/seop_2007.pdf)

### **Denver Regional Natural Hazard Mitigation Plan**

[http://www.drcog.org/documents/Denver\\_Regional\\_Natural\\_Hazard\\_Mitigation\\_Plan\\_10-17-03.pdf](http://www.drcog.org/documents/Denver_Regional_Natural_Hazard_Mitigation_Plan_10-17-03.pdf)

### **Colorado Department of Public Health and Environment**

<http://www.cdphe.state.co.us/>

### **Colorado Emergency Management Association**

<http://www.cemacolorado.com/>

### **Colorado Information Analysis Center**

<http://csp.state.co.us/ciac>

### **Colorado Division of Emergency Management**

<http://dola.colorado.gov/dem>

### **EMAC - Emergency Management Assistance Compact**

<http://www.emacweb.org>

### **National Response Framework**

<http://www.fema.gov/emergency/nrf/mainindex.htm>

### **National Incident Management System (NIMS)**

<http://www.dhs.gov/interweb/assetlibrary/NIMS-90-web.pdf>

### **National Planning Scenarios – July 2004**

<https://www.llis.dhs.gov>

### **Target Capabilities List 2.0 – November 2005**

<https://www.llis.dhs.gov>

### **Universal Task List 2.0 – December 17, 2004**

<https://www.llis.dhs.gov>

