



# **Transition Report for the Colorado Department of Local Affairs**

*Submitted to the Office of the Governor  
November 1, 2006*



*Strengthening Colorado Communities*



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**Executive Director  
Brian Vogt**

*Brian Vogt serves in the dual capacity as Executive Director of the Governor's Office of Economic Development and International Trade (OEDIT) and the Colorado Department of Local Affairs (DOLA). Prior to his appointment as DOLA's Executive Director in August 2006, Vogt was appointed Executive Director of OEDIT in March 2004. He also is a member of the Governor's Homeland Security and All-Hazards Senior Advisory Committee.*

*Before joining the state, he was the president of the South Metro Chamber of Commerce for 18 years.*

*His experience includes establishing the Standing Tall emergency preparedness training program for businesses and citizens in Arapahoe County, graduating from the FEMA Emergency Management Course, and serving as chief facilitator for a seven-European-nation conference held in Colorado to discuss cooperation on emergency response.*

Dear Governor-Elect:

The Department of Local Affairs (DOLA) is a unique entity. With Colorado's emphasis on local government control, the bridge created by DOLA between the federal and state governments and local jurisdictions builds coordination, expertise and communication.

DOLA has five major functions and corresponding Divisions: **Local Government**, which includes Gaming Impact and Energy and Mineral Impact grant distributions, Demography, Workforce Development, Smart Growth and Geographic Information Systems (GIS); **Housing**, which uses primarily federal HUD funds to assist communities in the development of affordable housing and addresses the issue of homelessness; **Property Tax**, which provides direct assistance and training to county assessors, handles state assessed properties and determines exemptions for qualifying non-profit owned properties; **Board of Assessment Appeals**, which sets appraisal standards and makes determinations on the status of contested assessments; and **Emergency Management**, which administers the federal homeland security grant program for the State, provides direct technical assistance to local emergency managers, develops and implements state-wide emergency preparedness and response plans.

Throughout DOLA you will find experienced professionals who are committed to the professional execution of their responsibilities in an environment that is highly charged. The distribution of millions of dollars to local governments requires fair systems and procedures. The demands are many. The challenges are constantly in motion. DOLA will serve as one of your highest impact resources for bringing all of Colorado into the future.

The very best to you and your team.

Sincerely,  
Brian Vogt



## **Executive Director's Office**



## **ABOUT THE COLORADO DEPARTMENT OF LOCAL AFFAIRS**

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Strong local governments are a major factor in the political and economic development of the state. Traditionally, the culture of the western states, preferring a decentralized government structure, has entrusted the bulk of public sector activities affecting individuals and families with governmental units closest to the people. The future well being of Colorado depends, in large part, on local leadership and the effectiveness of local government. Eighty percent of Colorado's local governments have less than 5000 population, have limited resources, and yet are responsible for the provision of most essential services to Colorado citizens. Population shifts and other economic and social trends have brought new problems to local governments throughout the state. The Department of Local Affairs is the state agency having primary responsibility for strengthening local government, encouraging local initiatives and providing coordination of state services and information to assist local governments in effectively meeting the needs of Colorado citizens.

There are currently over 2,700 local government jurisdictions in Colorado. The department provides training, technical assistance, and financial support to the elected community leaders and their staff. Of the department's \$238 million annual budget, \$214 million or 90 percent is invested directly in local communities in the form of grants or low interest loans. These funds are made available through statutory formula distributions or at the discretion of the executive director under guidance from appointed boards. The Department's decentralized field offices are convenient to local governments in the various regions of the state and provide easy access for local governments and citizens seeking information to the departments' programs.

***A special note of "thanks":***

***The time, energy, and collaboration of all of DOLA's employees are highlighted in this report. Also a special "thank you" to the contributing writers, editors and coordinators of this document: Eric Bergman, Angie Binder, Teri Davis, Elizabeth Garner, Jon Gottsegen, JoAnn Groff, Kimberly Hernandez, Andy Hill, Barbara Kirkmeyer, Justin Marks, Linda Rice, Charlie Unseld and Polly White.***

## **EXECUTIVE DIRECTOR'S OFFICE (EDO)**

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### **BACKGROUND OF THE EXECUTIVE DIRECTOR'S OFFICE**

The Executive Director's Office provides the general administration functions across the entire department such as management, budget, accounting, purchasing, human resources administration, logistics coordination, information technology, etc. Also key to its operations is policy formulation and analysis and public information.

### **OVERVIEW OF THE EXECUTIVE DIRECTOR'S OFFICE**

The Department of Local Affairs is entrusted with a wide variety of programs designed to build capacity at the local level, to govern and to provide efficient and effective services. With few exceptions, these programs fall into two categories: technical and financial assistance.

The many different activities in the department are organized into four program categories:

- Taxpayer Equity
- Local Government Capacity Building
- Housing, and,
- Administration

These are, in turn, spread across five generalized functions:

- Administration: the general administration functions across the entire department such as management, budget, accounting, purchasing, human resources administration, logistics coordination, etc.
- Technical Assistance Services: the provision of direct technical assistance services to customers of the department, principally local governments.
- Regulatory Services: the provision of regulatory services by department programs in the property tax arena, local government budgets, and manufactured housing.
- Funds Administration: Direct administrative activities related to the statutory or contracted distribution of funds.
- Funds Distribution: the actual payments made to other parties.

The Executive Director's Office (EDO) provides the leadership, and guidance, and sets the overall tone, as to how the Department carries out the aforementioned functions and serves as the liaison to the Governor's Office in coordinating policy.

## DESCRIPTION OF PROGRAMS/SERVICES

### Policy and Legislative Affairs

Key to the Department's operations is Policy and Legislative Affairs. The Director of Policy and Legislative Affairs works in coordination with the Executive Director, develop and advocate legislation; research, develop and implement strategy to effectively communicate the Department's mission to legislative and executive branch policy makers; provide leadership in the areas of policy development and legislative relations.

Major legislation impacting the Department is described below:

- 1) **Smart Growth:** Established the Office of Smart Growth and the Colorado Heritage Grant Program (CHPG), as outlined in the Governor's 2000 Legislative agenda and enacted in HB 00-1427. The office has accomplished the following:
  - CHPG Program. Since the program's inception in 2000, the office has awarded over \$1.6 million to 100 local government partners around the state. These projects have included: establishment of open space buffers between communities, a transferable development rights (TDR) program, impact fee studies, agricultural preservation efforts, wildfire mitigation efforts in the wildland/urban interface, creation of a regional housing authority, and a study of revenue sharing methodologies in the rural resort region.
  - Model Land Use Code. Building on a CHPG project for the Town of Frederick, the office has developed a Model Land Use Code for Colorado's Small Communities. Available to local governments on CD, the code is comprehensive in nature and includes model zoning regulations, subdivision regulations, annexation policies, and sign codes. To date, over 90 jurisdictions have requested a copy of the model code.
  - Intergovernmental Land Use Dispute Resolution Program. Since 2001, the office has been maintaining an online database of qualified alternative dispute resolution (ADR) professionals with experience in local land use planning who are available to assist local governments in resolving land use disputes. The office also provides a local government guide to ADR and an online guide to selecting an ADR professional.
  - Colorado Heritage Best Practices Reports. In 2000, the office published a series of reports detailing best practices around the state in the following subject areas:
    - ? Land Use and Growth Management
    - ? Preservation of Open Spaces, Farms and Ranches
    - ? Intergovernmental Agreements (IGAs)
    - ? This fall, the office will be publishing a fourth Best Practice Report dealing with Natural Hazard Planning and Mitigation.
- 2) **Smart Growth - 2001-second special session:** Instrumental in achieving the Governor's Smart Growth agenda with the passage of key legislation during the 2001 second special session. Due to the executive director's efforts, the department was able to garner support for the Governor's bills from CML and CCI.
- 3) **Smart Growth - Budgetary Impacts:** Due to budget constraints, the balance in the Colorado Heritage Communities Fund was transferred to the state General Fund on July 1, 2004. The Office continued to offer technical support, provide research, and produce publications, but the grant program was severely limited. In 2006, the Department advocated for and received \$200,000 in funding for the grant program. Applications for the Heritage Communities Fund are due October 20, 2006.
- 4) **Accomplished difficult legislation within existing resources:**



- Property Tax Possessory Interest has been changed significantly in recent years by court cases and legislation. The department has assisted county assessors and appraisers in the difficult task of valuation of leaseholds on exempt land.
  - Business Personal Property Tax: The Colorado General Assembly chose to distribute a portion of the state's excess revenue surplus to include Colorado businesses. Taxpayers who paid business personal property tax to their county governments qualified for this refund. During the first year of implementation, the Business Personal Property Tax Refund Program was hampered by difficulties associated with data gathering and reporting. To assist in the effective management of required data amongst the state's county assessors, treasurers and Department of Revenue staff, the Division provided management and coordination assistance resulting in successful implementation in the second year.
  - Constitutionally allowed property tax exemption for qualifying seniors and surviving spouses was effective January 1, 2002, for taxes payable beginning in 2003. The division provided administrative procedures for both local and statewide management of this exemption and coordinated assessors, treasurers, commercial vendors and the State Treasurer's office in the development of standardized collection and reporting formats.
- 5) **Tax Commission:** Following the direction set by the Governor, the department provided the bulk of staff support to the Colorado Commission on Taxation.
- 6) **Implemented new Search and Rescue Hiking Certificate:** The department pursued a statutory change, to revamp the old Hiking Certificate into the new Colorado Outdoor Search and Rescue Card and marketed the new system to increased public awareness of the benefits of the card and the benefits to search and rescue personnel for costs of searches and upgrading equipment.
- 7) **Housing:** Legislation was passed to reauthorize the authority of the Department of Local Affairs to impose fees on local governments and other entities wishing to issue tax-exempt bonds under the federal cap for Colorado. Money from these fees is credited to the Private Activity Bond Allocations Fund.

In 2003, the manufactured building regulation program was consolidated and the Manufactured Building Regulation Fund was created, to which all fees are deposited. The General Assembly has also expanded the uses for which these fees may be used by the Division of Housing.

- 8) **Conservation Trust Fund Oversight:** The Conservation Trust Fund (CTF) is one of three funds established to provide funding for state and local parks, recreation facilities, open space, environmental education, and wildlife habitat. CTF receives 40% of all net lottery proceeds. DOLA distributes Conservation Trust Fund (CTF) monies from net Lottery proceeds to eligible local governments: counties, cities, towns, and eligible Title 32 special districts that provide park and recreation services in their service plans. In 2004, DOLA supported legislation that requires local government financial officers to certify to the Department that expenditures from the CTF comply with the law and allows the Department to recover its direct and indirect costs to administer moneys in the fund.
- 9) **Volunteer Firefighter Pension Program:** Administration of the volunteer firefighter pension and the death and disability insurance programs was transferred from the Fire and Police Pension Association to the Department of Local Affairs in 2004. Technical changes were made to the program during the 2006 session.

- 10) 2003 Budget Issues:** Many of the Department's programs were impacted by budget cuts in the 2003 session. Funds from the Waste Tire Cleanup Fund and Local Government Limited Gaming Impact Fund were transferred to the state General Fund. Various fees collected by the Department were increased, with those revenues directed to the state General Fund.
- 11) Waste Tire Program:** The General Assembly passed legislation in 1995 concerning the cleanup of stored or illegally disposed waste tires. The program was further amended in 2001. The Cleanup Program is designed to provide grants for the removal of waste tires that have been disposed of, and to encourage recycling and reuse of these waste tires. Grant funds can be used to pay for the removal, recycling and transport of waste tires to a state or county approved storage, disposal or recycling facility. In 2003, an additional 25 cent surcharge was imposed on the disposal of motor vehicle tires to reimburse processors and end users of raw waste tires. The program was extended during the 2006 session to the year 2012.
- 12) Immigration:** Local Governments must comply with the provisions of Senate Bill 06-90 in order to be eligible for financial assistance through grants administered by DOLA. This law requires a local government to provide written confirmation to the General Assembly that the local government has provided notice to peace officers of the duty to cooperate with state and federal officials with regards to the enforcement of state and federal laws regarding immigration. DOLA is requiring local governments to provide such notice and certification to the department prior to awarding any financial assistance.

Local Governments are also subject to the provisions of HB 06-1023 requiring verification of the citizenship status of applicants and participants for certain public benefits.

### **Human Resources**

The Executive Director of the Department of Personnel and Administration ["Executive Director (DPA)"] has delegated authority for responsibility of the state personnel system to the Director of its Division of Human Resources ["Director HR (DPA)"].

The Director HR (DPA) agrees to delegate authority to the Executive Director of the Department of Local Affairs ["Executive Director (DOLA)"] in order to facilitate and improve the administration of those human resources functions delegated, to improve overall operation of the state personnel system, to limit the State's exposure to legal liability, and to maintain public confidence in the workforce.

A Delegation Agreement between the Department of Personnel and Administration and the Department of Local Affairs is renewed annually. The agreement allows human resources professionals on behalf on the Executive Director (DOLA) to: assist in the conduct of the system maintenance studies whenever requested by the Director HR (DOLA); evaluate all positions within the Department of Local Affairs; place in or remove positions from the Senior Executive Service; conduct selection process to fill positions; review and approve personal service contracts; administer and comply with the State's compensation plan and compensation practices; administer the performance planning, management, and evaluation of all employees; administer recordkeeping requirements regarding all human resource documents, personnel records, medical records, and employee benefit enrollment and change forms; administer leave/timekeeping; administer the Fair Labor Standards Act (FLSA), the Americans with Disabilities Act (ADA), the Family Medical Leave Act (FMLA), and the Consolidated Omnibus Budget Reconciliation Act (COBRA); administer benefits in compliance with plan provisions, rules, laws, requirements, and schedules; and any other human resource activities not specifically identified in the agreement as may be determined by the Director HR (DPA).

Additional responsibilities of the Human Resources Division are as follows: administers layoffs; administers corrective and disciplinary actions; defends appeals and grievances; employee relations; personnel planning; employee orientation; develop, implement, and monitor policies and procedures; interprets State Personnel Rules and the Colorado Revised Statutes; and administer Annual Leave Bank.

The Human Resources Office is staffed by 1.7 FTE, the Director and a Human Resources Specialist. The Office is funded under the EDO budget.

### **Budget**

The Department's budget is developed and implemented through the following responsibilities of the Budget Director:

- Independently develops department budget request, providing opportunity for input from department and division/office managers. This includes reconciling two prior fiscal years at the job title and object code levels while estimating the current fiscal year expenditures and providing a request for the next fiscal year. Also, develop detailed budgets for individual programs such as LUMA and Limited Gaming and appear before the commissions to explain the budget specifics.
- Develop departmental strategic plan with input from the Executive Director and division directors. Where do we need to be and how do we get there. Check that there are reasonable measures which tie to both the dollars and legislative expectations.
- Develop fact sheets for program spending to answer executive and legislative questions.
- Coordinate department performance measures.
- Explains department budget to OSPB and JBC staff.
- Refines input and provides recommendations to executive director related to budgetary implications of decision item and supplemental requests.
- Work with managers to project cash and cash funds exempt revenues for current and successive fiscal years.
- Provides analysis and strategic recommendations to executive director on budgetary strategy, tactics, problem avoidance and analysis with both short term and long term view.
- Serves as consultant to division directors and department staff on all budgetary issues.
- Works closely with staff at OSPB and JBC to provide all requested information. Including letter notes and foot notes in the long bill.
- Determines allocations of funding for salary survey, performance based pay, health and life and short term disability POTS, operating, travel, capital outlay, legal services, etc. through needs analysis, agency changes in policy/programs, and priorities.
- Reviews expenditure patterns throughout year to proactively identify areas of concerns.
- Serves as agency countercheck to assure program operator compliance with appropriate fiduciary responsibilities.

- Recommends reallocation of funding if necessary.
- Provides technical assistance and training to various staff on computer applications, spreadsheets usage and management reporting systems related to budget issues.
- Develops or coordinates/consolidates development of information, data, recommendations for use of agency executives in presentations to General Assembly committees, local governments, and private groups related to department budget and program operations with a primary emphasis on budgetary/financial issues.
- Assures consistency of programmatic information with budgetary realities.
- Designs, implements and updates coding for department organizations and appropriation codes, determines appropriate uses of multiple code options, books the Long Bill and supplemental bill on COFRS, develops roll forward requests and defends them to controller's office.
- Provides recommendations related to shared cost purchases and assessments that go beyond single operational unit or divisions.
- Provides fiscal note data for bills affecting the department.

### **Accounting and Financial Services**

The Office of Accounting and Financial Services (AFS) provides accounting, financial services, and payroll and benefit functions for all the divisions of the department. The Controller serves as the Chief Financial Officer (CFO) for the department.

The Controller/CFO has a staff of four accountants and two Accounting Technicians. She also provides guidance to the fiscal and travel liaisons in the divisions.

The Controller/CFO and financial staff lead, direct, and control the follow functions for the department:

- ◆ Financial Management, Payroll and Benefit Administration:
  - Set goals and direction for financial management.
  - Creates, promulgates, distributes, and monitors departmental financial policy. Provide training to department staff, monitor implementation and compliance of such policy.
  - Day-to-day financial operations, including month-end closeouts, quarterly closeouts, annual closeout, accounts payable, accounts receivable, contract management and execution, federal and state reporting. Directs the process for, the design, the production, preparation, and distribution of management reports that provide Management, Division Directors and Section Heads with financial information.
  - Responsible for the integrity of the department's General Ledger by monitoring data entered into the State's accounting system known as the Colorado Financial Reporting System (COFRS). This also includes designing and implementing account structures and systems that reflect the financial activities of the department's operating entities.
  - Responsible for insuring compliance with Federal and State reporting requirements, audit requirements, cash management regulations, State Fiscal Rules, Colorado Revised

Statutes, Procurement Rules, Travel Rules, Contract Policy, Security Rules, Federal Grant Financial Rules, generally Accepted Accounting Principles (GAAP), and General Accounting Standards Board (GASB) pronouncements.

- Responsible for formulating, implementing and monitoring Internal Control Policy and Procedures.
- Prepares and negotiates the annual Indirect Cost Plan.
- Controller/CFO serves as the Security Administrator for the department for all financial systems. Carries out delegated security responsibilities from the State Controller's Office which includes: approving requests for security, designing appropriate security profiles for individual needs, monitoring compliance, and maintaining all certifications.
- Responsible for mediating and resolving financial issues on a daily basis.
- Day-to-day payroll and benefit administration including technical support to department employees.
- ◆ Contract Management:
  - Provide leadership and technical expertise in Contract Management. This includes assistance in writing contracts, submitting applications for contract waivers, and translating SCO and AGO requirements. The State Controller has delegated contract execution authority to the Controller, Assistant Controller and Accountant III for all waived contracts and InterAgency Agreements. Serve as point of contact for all waived and non-waived contracts with the State Controller's Office and the Attorney General's Office.
- ◆ Travel Management:
  - Administration of the State's Travel Management Program and the State's Travel Credit Card. The Controller/CFO serves as the Travel Compliance Designee per the Governor's Executive Order. Policy and procedures are formulated for the department. Day-to-day administration and training of employees is a major responsibility to insure that the Governor's Executive Order, the State's Fiscal Rules, and the State Travel Management Program's rules are followed. Individual employee cards are activated, terminated, and monitored for compliance. Serve as point of contact from US Bank.
- ◆ Procurement Card Administration:
  - Administration of the Procurement Card Program for the department. Establishes policy and procedures for the use of the card. Provides day-to-day administration and training of employees.

AFS has been very successful in attracting and keeping employees with exceptional skills. AFS has a very small for the number and variety of programs that they administer. They are dedicated, hardworking, reliable, and give exceptional customer service. Consistently this office works one plus FTE in overtime each year. Much automation has been done to reduce the number of working hours needed to accomplish the workload, however, new programs and changes in existing programs have taken place which has not allowed for a reduction of overtime hours. AFS has won many awards and has been recognized by numerous organizations for its outstanding work.

## Office of Information Services (OIS)

The Office of Information Services (OIS) was created in the fall of 1999 to provide information technology (IT) services to the entire department. The consolidation of IT staff allowed the department to develop in-house specialized skills that better serve the customers. Side benefits of the consolidation are the IT staff could focus on specific skills (outcome is highly skilled staff), recruiting was made easier, and retention increased. The OIS is staffed by the IT personnel from the various program areas. The IT staff positions are funded by the program areas.

The Office of Information Services consists of 11 FTE who are highly skilled in three broad disciplines:

- Infrastructure Support (4 FTE) – install, upgrade, maintain, and support the networks (hubs, routers, switches, cabling, etc), end-user’s computing devices (computers, printers, scanners, plotters, etc), and software (MS Office, Adobe, Novell, GroupWise, etc). This group of people provides the backbone/infrastructure on which all computing is performed. The infrastructure support team includes Damian McLoughlin, Dave Lanty, Paul Brown, and a new hire starting in October 2006.
- Developers (6 FTE) – create, convert/re-engineer and maintain the database applications plus the web static pages and web dynamic applications. The database system is Oracle. The web static pages are developed in DreamWeaver. The web dynamic applications are developed using Cold Fusion and Java. This group of people creates the applications used by the different program areas to track financial data, monitor activities and requirements, support decision making, and disseminate information. The “Developers” team members include Mark Krudwig, Jerry Lawrence, Andy Rollins, Hussein Ali, Jane Yant, and Phuong Nguyen.
- Administrative Functions (1 FTE) – manage the technology assets, provide planning and budgeting, insure compliance with laws, rules, standards, etc. This position is responsible for IT staffing, IT training, IT alignment with business needs, and communications at all levels (communication with program areas, other State agencies, Governor’s Office of Information Technology, Colorado Information Management Commission, vendors, external agencies, etc). These functions are performed by Brian Morrow.
- See Appendix for policies, enterprise architecture, portfolio management, IT human capital management, cyber security, e-Government/Portal, common shared services, and governance.
  - i. Program - The Office of Information Services provide services in seven distinct specialty areas:
    1. Oracle Developers – provide database development for the DOLA program areas.
    2. Web Developers – provide web services for the DOLA program areas.
    3. Language Programmers – provide Java, C++, and VB programming services to the DOLA program areas.
    4. Network Support – provide all levels of network support to the DOLA end-users.
    5. IT Hardware Support - provide all levels of IT hardware support to the DOLA end-users.
    6. IT Software Support - provide all levels of IT software support to the DOLA end-users.
    7. IT Training Support - provides training for programs developed internally and arrange training for Commercial-Off-The-Shelf (COTS) applications (MS Office, Adobe, etc).

### ***Success stories, awards***

- Successful Centralization of IT Coordination – Prior to the fall of 1999, IT services resided in each of the divisions. There was very little crossover support. Each of the divisional IT personnel were responsible for the full range of IT services. This environment created an unequal system of “have-and-have-nots” within the department. Divisions had difficulties with electronic information sharing, redundant systems, and IT staff expertise was stretched too thin. This was not a maintainable model as the technology continued to evolve to more sophisticated levels. Recruiting and retaining qualified IT staff was difficult. After the centralization of the IT coordination, the IT Director decided to have the staff focus on specific skill sets and develop them into experts in these fields. Now DOLA has expertise in Oracle database development, Oracle database administration, web development, and programming languages. Plus, DOLA has a small group of infrastructure support professionals. This group supports all the network, hardware, and software installations. The sharing of the expertise across divisions has improved the quality of service and provided a level playing field for all DOLA divisions.
- Recognition – DOLA is recognized through various State agencies as a leader in Grants management. The databases created at DOLA have been reviewed and copied by other State agencies to use and/or clone.
- Award - In 2005, NAHRO (National Association of Housing and Redevelopment Officials) awarded the “2005 National Award of Excellence” to DOLA for a web-based training program to certify Section 8 housing inspectors. The Office of Information Services played a large role in the development of this application.

### ***Future Opportunities***

- Utilization of the State Portal for secure access and credit card payments.
- Improved IT disaster recovery technologies and facilities.
- Migration to web accessible applications.
- Standardized “look-and-feel” web presence.
- Improved IT security policies and practices.

### ***Key Partners***

- Vendors: Novell, Oracle, Microsoft, Computer Associates, ESRI, Dell, HP, Cisco, SPSS, etc.
- Contractors - ESI, CIBER, Emphasys Computer Systems, etc.
- Agencies - DPA/DOIT, Governor’s Office of Information Technology, Information Management Commission, State Internet Portal Authority, DOR, CDLE, etc.
- Customers – both internal and external (citizens, businesses, Federal government, local governments, municipalities, etc).

### ***Volunteers, Board and Committee Members***

- State of Colorado Chief Information Officer’s Forum (CIOF).
- Colorado Information Security Task Force (CISTF).
- End User Computing Standards (EUCS).
- Asset Management Professionals (AMPro).

### ***Budget***

- OIS Operating for FY06-07 - \$67,681 – sixty percent of this budget is software maintenance.
- Asset Maintenance for FY06-07 - \$104,793 – base-budget line item for scheduled hardware replacements.
- OIS Budget Process – IT Director determines the operating costs for the year. All program area directors approve the budget. Each program area is charged back the costs based on the number of network drops in their perspective work areas. For more detail contact Brian Morrow, 303-866-2091.

### **Staff Assets**

- The DOLA IT people are great contributors to the success of the department. They are hard working, intelligent, dedicated, reliable, knowledgeable, loyal professionals. They are trained in the fields of their expertise. They are constantly dedicating extra work hours to complete tasks or solve problems/challenges.
- DOLA has two trained Oracle Database Administrators (DBA). These two DBA could easily find work elsewhere if they did not feel such loyalty to DOLA and conviction to civil service. The same could be said for the database and web developers. The infrastructure people are regularly working mornings, evenings, and/or weekends to minimize service disruption.
- IT employee retention has been excellent with only one IT person leaving for the private sector in the last six years.

### **Public Information**

The Public Information Officer coordinates both internal and external opportunities for communicating with key partners and customers including employees, members of the news media and citizens. Communication is achieved through the creation of Department publications, and providing customer service to citizens in need of department information via DOLA's Advocate Line, general phone line or website.

Methods for distributing information include:

- Employee e-Newsletter to update employees about activities, human resources related news, recognize employee accomplishments, etc.
- External e-Newsletter to provide information to partners/customers about key department programs, activities, deadlines for grant applications and training opportunities, human interest stories highlighting communities, programs, local officials, DOLA employees, etc.
- News releases announcing grant awards, community visits
- Posting aforementioned on Department website
- Coordination, as needed, with counterparts at other state agencies regarding collaborative activities
- Ongoing coordination with the Governor's Office and Lt. Governor's Office in hosting the Colorado Cares Volunteer Service Awards, which recognizes outstanding volunteer efforts. This event has received visibility on 9News KUSA for the past three years.
- Consistent coverage and recognition in out—state newspapers and broadcast media on grant awards to communities through the Department's Energy and Mineral Impact Program, various Division of Housing grants and activities, and initiatives including the Wireless Interoperability Network, Rural Health Care Initiative and Foreclosure Hotline
- Successful, ongoing relationship with 9News in hosting "Helpline" opportunities to highlight services available through the Division of Housing and its partners

### **Future Opportunities for Public Information**

- Expand and take further advantage of the Department's website provide up-to-date information on Department programs, achievements, etc.
- Continue to seek opportunities for events and other activities to highlight Department services and achievements in cooperation with partners, communities, etc.



## **KEY PARTNERS**

The key partners throughout all of DOLA's divisions apply to the Executive Director's Office. The following are examples of the most common interactions in its a day-to-day operations. These include:

Colorado Municipal League (CML)

Colorado Counties, Inc (CCI)

Councils of Governments (COGS)

Governor and Staff

Legislators and their associated staff

Local elected officials including commissioners, administrators, and councils and members

Other State Agencies

Special Districts

Special District Association (SDA)

## **MAP COMPONENTS/ATTACHMENTS**

- *OIS Organizational Chart*
- *OIS Information Technology Management Plan*
- *Department Boards and Commissions – Exhibit B*
- *Department Budget Request – FY2007*



## **Division of Local Government**



## **DIVISION OF LOCAL GOVERNMENT (DLG)**

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### **OVERVIEW OF DIVISION**

The Division of Local Government was created, by statute, in 1966, as a recommendation of the Governor's Local Affairs Study Commission, to:

- Provide technical assistance and information to local governments on available federal and state programs and act as a liaison with other state agencies concerned with local governments.
- Be a source of information to the Governor and General Assembly on local government needs and problems.
- Perform research on local government issues.

### **BACKGROUND OF DIVISION**

Every resident of Colorado lives within three governments' jurisdictions: the state, a county and a school district, and over 70 percent also live within municipal boundaries. Many hundreds of special districts bring the total to over 2100 local jurisdictions, adding immeasurably to the complexity of government in Colorado. By having an agency facilitate the intergovernmental relationship between the state and local governments, the citizens of Colorado can expect a more seamless system of governance from their state and local governments. In addition, by creating the Division of Local Government, the state demonstrated a strong commitment to assuring local governments have the tools they need to provide high quality services to their citizens, and to help citizens better understand Colorado's complex public sector.

### **DESCRIPTION OF PROGRAMS/SERVICES**

To better integrate the delivery of technical, financial, and information services to local governments, the Division includes seven organizational or functional areas:

- Field Services
- Financial Assistance
- Technical Assistance
- State Demography Office
- Geographic Information Systems (GIS)
- Office of Smart Growth
- Office of Workforce Development

## **FIELD SERVICES**

In order to provide the best possible service throughout the state, the department has eight field offices, including Denver. The heart of the department is our field staff located in communities throughout the state. These people have a high level of local government experience and expertise and not only provide direct access to DOLA's many programs, but can provide direct assistance, in many cases precluding the necessity for further technical or financial assistance. When further assistance is necessary, the field staff works with the community to make sure that their requests are well thought out, well presented and feasible, meeting the various grant guidelines. These staff members attend a great number of meetings within the local communities and provide assistance on a day-to-day basis as active partners with local government leaders. Field staff are able to help local governments and community agencies define issues, evaluate options, identify solutions and achieve results. They also offer management, planning, community development and technical assistance. They are a tremendous resource for communities and build excellent relationships for the state. Decentralizing staff and services ultimately achieves cost savings by reducing travel and operating expenditures.

The Field Staff additionally have a role in disaster response and recovery. As the disaster transitions from response to recovery, the DLG field staff works with the local government to determine needs to be addressed during recovery. The division provides the local government with specific, as well as, the broad community development resources in its effort to recover from the disaster. These resources may range from financial assistance to project development and management to planning for long term redevelopment. Since the division has several financial and technical assistance programs, these resources are at immediate disposal. Besides the resources of the department, the division may look to other state and federal programs and agencies to assist in the long term recovery. The field staff and the division will work through the long term recovery process with the local government.

### **Map Component/Attachments:**

- *DOLA Regional Managers Map (Attachment A)*

## **FINANCIAL ASSISTANCE**

Financial assistance is provided primarily for a variety of community and infrastructure development needs through the following programs:

### **Community Development Block Grants (CDBG)**

The "Small Cities" Community Development Block Grant (CDBG) program provides grants and loans for housing, public facilities and business assistance projects that primarily benefit low/moderate income persons or eliminate slums or blight. These income figures are adjusted annually and are on a county-by-county basis. Eligible recipients are municipalities and counties except those larger jurisdictions receiving CDBG funding on an "entitlement" basis directly from the U.S. Department of Housing and Urban Development. Colorado has seen declining allocations, with 2006 allocation totaling \$11,120,921. The division is responsible for the overall administration of the state's program and specifically for public facility projects. The deadline for public facility project applications is December 1, annually. If sufficient funds remain after initial awards are made, additional projects are considered on an ongoing basis until all funds are awarded. Typically between 8 to 12 public facility projects are funded annually. The Governor's Office of Economic Development and International Trade and the Division of Housing receive one-third of the state's annual allocation for affordable housing and job creation or retention projects. The state's CDBG program year begins on April 1 and runs through March 31.

### **Community Services Block Grants (CSBG)**

The Community Services Block Grant (CSBG) program provides formula-based block grants to county governments or their designated multi-county service agencies. There are 43 grantees in Colorado. The primary goal of this program is to alleviate poverty in communities. Grantees receiving funds under CSBG are required to provide services and activities that address a) employment; b) education; c) better use of available income; d) self-sufficiency; e) housing; f) nutrition; and g) emergency services and/or activities to meet needs of low-income families and individuals. Eligible beneficiaries of these services are persons at or below 125% of poverty. This rate is adjusted annually and is a nation-wide figure. Funds are received annually from the U.S. Department of Health and Human Services with the state's annual allocation being around \$5.4 M. The state's CSBG program year begins March 1 and runs through February 28.

### **Energy and Mineral Impact Assistance Fund (EIAF)**

The Energy/Mineral Impact Assistance program provides grants and loans for planning, construction and maintenance of public facilities and the provision of public services. It is the largest financial assistance program within the department, being administered by the division. In calendar year 2005, over \$131 million was awarded to 434 grantees. Eligible recipients include municipalities, counties, school districts, special districts and other political subdivisions socially or economically impacted by the development, processing or energy conversion of minerals and mineral fuels. Projects are awarded during three annual application cycles and are reviewed by staff prior to going before a committee.

The state Energy and Mineral Impact Assistance Advisory Committee hears applications in a public meeting. At the meetings, current applicants have the opportunity to present their application, respond to the project summary statements, and answer questions from the committee. Following the presentation, the committee makes a recommendation to the executive director of the department, who makes the final funding decision. In certain instances, administrative reviews may be carried out in place of the formal advisory committee review.

By statute the committee consists of:

- Executive Director, Colorado Department of Local Affairs (Chair)
- Colorado Commissioner of Education
- Executive Director, Colorado Department of Transportation
- Executive Director, Colorado Department of Natural Resources
- Five residents of areas impacted by energy conversion or mineral resource development.

### *Loan Portfolio*

The department is authorized to provide assistance in the form of a loan for "domestic wastewater treatment works" and "potable water treatment facilities." By statute, the minimum interest rate is 5 percent. The current loan portfolio consists of 143 loans totaling \$18,765,801.

### *Direct Distributions*

By statute, C.R.S. 39-29-110 (1)(c), fifteen percent of the revenues from the Local Government Severance Tax Fund is distributed directly to municipalities and counties based upon the residency of production employees. This distribution is made by August 31st of each year using employee residency reports submitted by severance taxpayers to the Department of Revenue.

In addition, C.R.S. 34-63-102 (3), requires a portion of the funds deposited in the Local Government Mineral Impact Fund be distributed directly back to the counties and municipalities

in whose area employees of a mine or related facility from which such money is derived reside. The distribution occurs annually.

### **Volunteer Firefighter Pension Fund Contribution**

Municipalities, fire protection districts and county general improvement districts providing fire protection, all of which have volunteer firefighters, are eligible for a state contribution to their volunteers' pension fund. The local government shall have made a contribution to the pension fund from its tax revenues. Upon application and local contribution verification, the Division will apply one of two formulas to determine the state contribution. In most cases, the state will pay 90% of the local contribution, however the state's contribution is capped at ½ mill of the local assessed valuation.

### **Search and Rescue Fund (SAR)**

Each year, Colorado search and rescue teams perform over a thousand missions helping those who get caught in emergency situations in the backcountry. The Colorado Search and Rescue (SAR) fund reimburses counties and search and rescue organizations for costs incurred in search and rescue operations. It also provides funding for the purchase of related equipment and training. The program is funded by surcharges on hunting and fishing licenses, boat registrations, off-highway vehicle and snowmobile registrations and the sale of the Colorado Outdoor Recreation Search and Rescue (CORSAR) card. The division manages the marketing and sale of the CORSAR card.

### **Colorado Heritage Planning Grants**

The Colorado Heritage Planning Grant (CHPG) Program was created in 2000 and is managed by the Office of Smart Growth. Since its inception, the program has awarded more than \$1.8 million to over fifty communities throughout Colorado to assist in cooperative growth management plans and projects. These projects include water efficient landscape design ordinances, transferable development rights programs, open space preservation efforts, wildfire mitigation plans, impact fee studies, intergovernmental agreements on growth management and regional housing authorities.

### **Conservation Trust Fund**

The division is responsible for the annual distribution of over \$45 million dollars of Conservation Trust Fund (CTF) monies from net Lottery proceeds to over 450 eligible local governments: counties, cities, towns and special districts providing park and recreation services in their service plans. This direct distribution is conducted using a formula that takes into account population and type of local government entity. CTF funds may be used for acquisition, development and maintenance of new conservation sites; for capital improvements or maintenance for recreational purposes on any public site; and for operation, use, acquisition, equipping and maintenance of a system of television relay and translator facilities.

The program was revised through legislation in 2004 to include stricter monitoring standards and more hands-on departmental assistance to ensure compliance in the expenditure and reporting of these funds.

### **Local Government Limited Gaming Impact**

The Local Government Limited Gaming Impact Program provides financial assistance to local governments to address documented impacts stemming from limited stakes gaming in the communities of Cripple Creek, Black Hawk and Central City. Grants may only be provided to local governments in Teller and Gilpin counties, counties that are geographically contiguous to the two gaming counties and those counties containing tribal lands (where tribal casinos are in operation).

Grant funds are provided to eligible local governments through a competitive application process to address gaming impacts such as damage and wear on local roads, increased need for additional law enforcement resources, increased caseloads for the court systems, more traffic accidents stretching local emergency response capabilities, and additional need for community social service programs.

### **Waste Tire**

The Colorado General Assembly passed legislation in 1995, HB 95-1238, C.R.S. 24-32-114 (1) (a), concerning the cleanup of stored or illegally disposed waste tires. The General Assembly further amended the Waste Tire Cleanup Program in 2001, HB01 1018. The Cleanup Program is designed to provide grants for the removal of waste tires that have been disposed of, and to encourage recycling and reuse of these waste tires. Grant funds can be used to pay for the removal, recycling and transport of waste tires to a state or county approved storage, disposal or recycling facility.

The Cleanup Program provides funds to counties and municipalities for expenditures associated with removing disposed or stored waste tires. The funds must be used solely for the removal of waste tires from any site deemed illegal by local or state law within counties and municipalities, and for disposal or recycling of the removed tires at a state- or county-approved storage, disposal or recycling facility.

The purpose of the grant program is twofold:

1. To clean up and remove the maximum number of illegally disposed tires in Colorado, using the best methods available, preferably recycling or reuse; and
2. To provide partial reimbursement that encourages the processing of raw waste tires that are located at either a state, county, or municipal owned and operated or approved storage or disposal facility. Financial assistance is distributed to county or municipal grantees by the state to support these efforts.

### ***Success stories, awards, impact and program measures:***

#### **Best and Brightest Program**

The program received an International City and County Management Award for local government partnerships in 2004. This program is a partnership with the Colorado local governments (municipalities and counties), the University of Colorado at Denver Center for New Directions, and the Department of Local Affairs. The program has placed 35 interns in Colorado jurisdictions since 2004. The interns assist local government managers with projects as well as learning management techniques. Salaries for these interns are paid for by the local government and matched with Energy and Mineral Impact Assistance funds.

#### **Rural Healthcare Initiative**

During 2004 and 2005, the Governor's Rural Healthcare Initiative awarded over \$18 M in grant funds for facilities and major equipment that improved healthcare services in rural Colorado. Projects enhanced primary, dental and mental health care services in rural Colorado. Funds were from the state Energy and Mineral Impact Assistance program and the CDBG program.

#### **Road and Bridge Initiative**

The division recognized the growing energy impacts for the top 13 energy production counties in the state and offered over \$19 million in immediate aid through the Energy and Mineral Impact Assistance funds for road projects bearing a direct and significant relationship to extraction activities.

### **Colorado Heritage Planning Grants**

Several Colorado Heritage Planning Grant projects have garnered local and national awards. The Model Land Use Code for Colorado's Small Communities was the recipient of the 2003 Outstanding Planning Award from the Colorado Chapter of the American Planning Association. The Moffat County Wildland Fire and Fuel Management Plan was the recipient of the 2003 National Fire Plan Award for Collaboration. The EPA presented a 2004 Environmental Achievement Award to the Cherry Creek Stewardship Partners Regional Project for its multi-jurisdictional smart growth agreements on water quality protection.

### **Wireless Interoperability Initiative (WIN)**

The WIN initiative was designed to: construct public facilities such as radio towers, microwave towers, and installing state-approved site equipment; to improve radio communications coverage currently underserved by the Digital Trunked Radio System and interoperability through partnerships with other local, state, and federal agencies; and to address critical gaps in the system providing better safety and security for the citizens of Colorado. Grant applications had to show a significant improvement in interoperable communication.

Nearly \$35 million was granted from the Energy and Mineral Impact Assistance Fund for 76 tower sites, 22 repeater sites and related equipment throughout the state.

### ***TECHNICAL ASSISTANCE***

Technical assistance is provided to municipalities, counties, and special districts on a variety of key issues and subjects. In its broadest terms, technical assistance covers statutory compliance by, and administration of, Colorado's local governments. The division recognizes many local government officials come from various backgrounds often without public administration training. Additionally, there is frequent turnover of staff and elected officials creating gaps in "institutional" memory. Therefore, professional staff provides technical expertise using various means to deliver staff-identified or specifically requested assistance. Assistance is provided through workshops and conferences directed to large and small groups, on-site, one-to-one individual training, manuals, monographs, forms, and other materials.

The primary areas of assistance include local government budgeting, tax limitations; financial management including long and short-term financing; public deposit protection (banking) and purchasing; governmental administration including board powers, public records, open meetings, governmental immunity and conflict of interest; special districts as financing mechanisms; formation, compliance requirements, and elections for multiple special district types; local government financial data collection, analysis, research and products such as trend analyses; drinking water and wastewater systems management, and land use planning and growth management.

*Staff Provides Assistance With the Following:*

**Budgeting:** Colorado law requires local governments to prepare, adopt and file an annual financial plan according to a process set forth in statute. This financial plan or budget must also conform to specific legal requirements regarding content and format. The law also requires local governments to monitor revenues and expenditures throughout the year. Consequently, the budget process should be fully integrated with an accounting system and the audit process. Staff provides information to local governments to aid them in compliance with statutes. The division has a regulatory function under the local government budget law to enforce the filing of a copy of the adopted annual budget with the



division. The division authors several chapters and appendixes of the “Financial Management Manual” published periodically by the State Auditor’s Office.

**Budget Preparation:** The division can help develop the following elements of budgeting: revenue estimates; revenue and expenditure control; expenditure projections; contingency planning; and capital budgets.

**Capital Budgeting:** Capital projects to improve local government facilities and services should be a part of an overall capital improvement program. A capital improvement budget often projects expenditures for five years or more, well beyond the annual budget.

**Policy Development:** Sound policy development is an important responsibility of local government. Staff can help identify and prioritize needs, develop fiscal controls, and enhance reporting and accountability;

**The Taxpayer’s Bill of Rights, TABOR, Article X, Section 20 State Constitution:** The passage of TABOR in 1992 imposed new constitutional limitations on taxes, revenue and debt. As a result, it is more critical than prior to the adoption of the TABOR amendment for local governments to undertake long-range financial planning relative to operations, capital projects and financing options. Staff supports local government elected and administrative officials in understanding the effects of TABOR and all aspects of local government administration.

**Tax Limitations:** The division must enforce the Annual Levy Law, the statutory property tax revenue limitation (the “5.5%” limit). Staff calculates the 5.5% limit for the subject local governments and works closely with Division of Property Taxation staff in preparing materials for assessor training. Staff assists local governments’ understanding of the interaction of the constitutional and statutory limitations on property tax.

**Financial Management:** In this broad area that includes banking relations, purchasing, accounts payable and receivable, debt management and investment, staff provides information on statutory requirements and local and industry practices. The state-local purchasing program permits local governments to purchase goods and services using the state government’s bid awards. Staff provides information on this and other cooperative purchasing opportunities.

**Governmental Administration:** Staff provides statutory and local best practices information in this broad area regarding governing board constitution; open hearings and meetings; minutes; public records and formal board action; public notification; governmental immunity; and entity purposes and board powers.

**Special District Organization, Operation and Statutory Compliance:** Single purpose and metropolitan special districts provide many services to Colorado citizens, ranging from weed control to health service. The procedures and requirements to create and subsequently operate various types of special districts are many. Staff provides organizational, operational, administrative and statutory compliance assistance to fledgling and long-established special districts, with a special emphasis on elections for Title 32, Article 1 districts (“quasi-municipal corporations”). The division publishes the “Special District Election Manual” in even-numbered years for the districts’ regular election and various assistance publications such as “Districts and Alternate Financing Mechanisms.”

**Research and Analysis:** Staff collects and analyzes financial data for counties, municipalities and the Title 32, Article 1 districts. Staff publishes annually the “Local Government Financial Compendium” and provides revenue and expenditure trend analyses and special reports upon request. Staff may compare

mill levy histories of one type of special district of a particular range of assessed valuation or prepare an annual report on the statewide average residential water and wastewater user fee.

**Water and Wastewater System Management:** Professional staff works with local utility providers regarding system management issues including rate setting studies and identifying and coordinating available financial assistance to pay for costly system improvements or replacement. Staff works closely with the Department of Public Health and Environment and other agencies that provide financing for water infrastructure. The division administers the state revolving loan programs under the Safe Drinking Water Act and the Clean Water Act in cooperation with the Colorado Water Resources and Power Development Authority and the Health Department.

***Success stories, awards, impact and program measures:***

- Program measures: generally higher numbers of attendees at trainings.
- Staff has worked closely with the Division of Property Taxation and IT staff to set up a pilot program to receive County Assessors' Certification of Valuation data electronically in 2007. This will eliminate the need for staff to do data entry for the calculation of the statutory property tax revenue limitation. It is expected that there will be a significant saving of staff time at a very busy time of year.

***Future Opportunities:***

- It is anticipated that in the next 3 – 7 years local government filings will be transmitted electronically (which may require statutory changes). Again, staff will save time by not opening mail or filing documents. However, the initial work to create a system to receive, track, index and retrieve the filings and to make them available to the public will be time and cost intensive.
- It is anticipated that in 5 to 7 years delivery of technical assistance will increasingly rely on interactive computer-based technology.
- Web access development: Conversion of the department's printed publications to web availability has reduced operating and staff handling costs. The number of department web pages supported increased from 800 in FY99 to 10,000 today. The number of user "hits" on these web pages has increased from 400,000 in FY99 to 2.4 million in FY02. The web presentation has dramatically increased the quality of the information provided for the user.

***Key Partners:***

Staff works closely with local government associations such as the Special District Association, the Colorado Municipal League and Colorado Counties, Inc., as well as county assessors, treasurers and clerks; and the Colorado Government Finance Officers Association, industry representatives such as local government auditors and bond counsel; and various state agencies such as the Secretary of State, the State Auditor, the Division of Banking and the Division of Securities, the Department of Revenue and the State Treasurer's Office in order to identify local government assistance needs and to provide the most effective assistance delivery. Within the department, the Technical Assistance group works most closely with the Field Services staff and the Division of Property Taxation. Staff is often asked to present at conferences and workshops hosted by the key partners.

Division staff also partner closely with two organizations dedicated to promoting small town and rural communities. Working with the Colorado Community Revitalization Association, the division created the Community Revitalization Partnership program, whereby small communities receive visits by teams of professionals who assist in assessing potential for and creating implementation plans for downtown revitalization efforts. Division staff also partner closely with the Colorado Rural Development Council in creating strategies for and implementing rural economic development efforts.

## **STATE DEMOGRAPHY OFFICE**

### **Program Description**

The State Demography Office (SDO) has 6 primary programs: 1. population estimates, 2. population forecasts, 3. Local Economic Information and Forecasting Assistance (LEIFA), 4. Geographic Information Systems (GIS), 5. State Data Center (SDC) and 6. data and information dissemination. The State Demography Office is designated by CRS 24-32-204 to be the primary state agency for population and demographic information. In coordination with the Conservation Trust Fund and GIS Programs, the office produces current population and household estimates for state, county, municipal, and participating Title 32 Special District geographies. Population forecasts are produced annually by age and gender to 2035 using both an economic and demographic model. The estimates and forecasts are used by state and local government agencies for program planning.

The LEIFA program creates county level economic and base industry data that are used to produce job forecasts by industry and thus improve the office's population forecasts. The base industry analyses and job forecasts are used by local governments to better understand their economy and improve county and regional planning. The data have also been used by economic development organizations to better understand and target opportunities for the state. LEIFA also develops estimates and forecasts of the labor force including labor force participation rate, unemployment rates and multiple job holding rates. The labor force is the link between the population and the economy and helps to understand and establish the resulting population impact from economic forecasts.

The SDO is the State Data Center designee of the Census Bureau. The office maintains an inventory of housing units which are the foundation for the decennial censuses and it reviews Census Bureau population, birth, death, and migration data prior to it being released. The SDO acts as a liaison between the Census Bureau and local governments in preparation for the decennial censuses and for challenging any data released by the Census Bureau. Through its GIS analyst, the SDO also participates in the Census Bureau geographic programs. The SDO makes all of its data and information available on its website which is receiving an average of 75,000 hits per month. The office also meets with organizations around the state presenting the data and information. Through November of 2006 the office gave over 60 presentations on demographic trends in the state to aid in local decision making and understanding.

### **Successes:**

The State Demography Office was the primary state office working with the U.S. Census Bureau and local governments to ensure the most accurate census count in April 2000. The result was a census count that was 200,000 more than the Census Bureau estimate had been for the same time period. This count helped Colorado achieve its 7<sup>th</sup> congressional seat. The accurate count also improved representation in traditionally difficult to enumerate areas and increased population based federal funds.

The State Demography Office produces estimates and forecasts of household income by sixteen household types for the fourteen planning and management regions. These household income estimates and forecasts are used by the Division of Housing to better understand the housing needs in the state.

These forecasts provide a better statement of need than the traditional HUD median household income estimates.

The Local Economic Information and Forecasting Assistance Program (LEIFA) began in 1995 to cooperate with the US Forest Service to improve the data and information needed in the forest planning process. The detailed economic data, base industry analysis and economic forecasts prepared through this program are currently used in all regions of the state for better planning, understanding regional economies and understanding the potential demographic impacts from different base industries.

The SDO strives to provide timely and user friendly access to all of its data and information. Through the development and active maintenance of the SDO website, web hits have grown from 10,000 per month in 1999 to over 75,000 in 2006. The office also meets with organizations around the state presenting the data and information. In 2005 the office gave over 60 presentations on demographic trends in the state to aid in local decision making.

The SDO has been providing technical assistance and data to the Northwest Colorado Council of Government 2<sup>nd</sup> Home Study which has been partially funded through a Heritage Planning Grant (phase one) and a DOLA Energy Impact Grant (phase two). The study provided invaluable information and understanding to local decision makers in this rural resort region regarding the social and economic effects of second homes and other economic drivers. The study provided a typology of the current housing stock, information regarding current and intended future use of the housing units and an economic impact analysis for the region including the impact of second homes. Benefits from the findings of the study have been led to a second phase to further understand the effects of economic drivers on community planning and services and to monitor how the housing uses are changing (some second home owners are now retiring to the area creating new impacts on the communities). The second phase will also study the expenditure patterns of second-home owner, retiree and local worker households to better understand and explain how they are and will be affecting jobs, housing, and community services.

### ***Future Opportunities***

Preparations are underway for Census 2010. DOLA – Division of Local Government and the Legislative Council – Legal Services are Co-Liaisons for the 2010 Redistricting Program. The Programs for Redistricting, Master Address File (MAF) and Local Update of Census Addresses (LUCA) will begin in January 2007. It is very important Colorado participate in these programs to ensure Census 2010 is an accurate and reliable census count. These numbers are the basis for congressional seats as well as several federal programs. The new Governor will be receiving information in January and needs to be aware of the importance of these programs and of working with DOLA and local governments to insure their success.

### ***Key Partners***

Beyond local governments, the State Demography Office has several key partners including the U.S. Forest Service, other state agencies and the planning and management regions represented by the Councils of Government (COGs). The U.S. Forest Service develops Forest Plans. Our role is to provide technical assistance to local governments in this process. The Forest Planning process collaboration is essentially between the National Forest and the local governments, but because of the need for basic data and expertise on the economy and the population of the affected counties, the SDO provides the data and participates in the process. Currently the Office is working with the Pike-San Isabel Forest including Las Animas, Huerfano, Custer, Pueblo, Fremont, El Paso, Teller, Jefferson, Chaffee, Lake and Park counties.

The regions and COGs have been very helpful in facilitating the meetings and providing local information and feedback in the U.S. Forest Service planning process. They also provide essential

feedback to our population estimates and forecasts.

The SDO actively works with the Colorado Department of Public Health and Environment exchanging birth and death data for total population numbers. The SDO also collaborates with Labor Market Information in the Colorado Department of Labor and Employment. Through this relationship we receive quarterly unsuppressed wage and salary data which is a foundation for our population estimates and population and economic forecasts. They also provide us access to unsuppressed employment and income data from the Bureau of Economic Analysis.

### ***GEOGRAPHIC INFORMATION SYSTEMS (GIS)***

GIS are systems to view and analyze geospatial (i.e., mapped) information. This information is critical for a significant portion of governmental activities including property assessments, public safety dispatch, crime analysis, environmental assessments and protection and demographic analysis. GIS can make these and other activities more efficient and effective. In Colorado, almost 15 state agencies have an interest in GIS. Some of these agencies are struggling to implement a GIS, and in general agencies proceed with their GIS efforts independently and at times duplicate effort. A recent survey also indicated that 42 counties are developing or have developed a GIS.

The State GIS Coordinator is within the division and is responsible for coordinating geospatial activities within the state among state, federal and local levels and for developing a geospatial capability for emergency management and homeland security in the state. In the area of statewide coordination, the objective is to facilitate data exchange among jurisdictional levels and state agencies and to leverage state and local resources to benefit GIS users in the state.

### ***Success stories, awards, impact and program measures:***

- **Aerial Photography.** Through the GIS coordination process, the division coordinated state and local participation in the procurement of statewide aerial photography through a partnership with the USDA and other federal agencies. This product is valued at over \$1 million dollars, and the state was able to acquire it for a state and local combined contribution of \$50,000. It is being used by numerous state and local agencies including many who did not contribute financially.
- **GIS for Emergency Management and Homeland Security.** GIS progress includes a repository of geospatial data at the State's Multi-Agency Coordination Center (MACC) and a web-based application to view this data for emergency management and homeland security. While the repository is still under development to make it complete and as accurate as possible, the ability to view the data through a web browser is being supplied to emergency management personnel at state, local and federal levels throughout the state. This will provide a "common operating picture" to allow entities involved in a response to work from the same information. An example application of the geospatial repository at the MACC was DOLA's development of a database of polling places for preparedness planning before the election in 2005.
- **GIS Assistance.** DOLA has worked with and supported several state agencies in implementing GIS including GIS mapping for the Secretary of State to support their analysis of polling center locations, analyzing rural cities for the Governor's Office of Economic Development and the Colorado Municipal League, and developing livestock related data for the Department of Agriculture for preparedness related to a potential foreign animal disease outbreak.
- **Data sharing.** To facilitate data sharing between state and local governments, the coordination process is developing an umbrella state-local data sharing agreement that will reduce the time spent on negotiating data sharing policies and agreements between state and local governments.

- **State GIS clearinghouse.** A statewide GIS clearinghouse and web portal is being developed to provide a single location where GIS users can find GIS data from state or other entities or any member of the public can find out information about GIS developments in the state.
- **Training.** DOLA has sponsored and organized various GIS training opportunities open to any public sector entity at a minimal cost. These classes included training on popular GIS software, GIS for emergency response, particularly wildfire response, and a workshop on addressing.

***Future Opportunities:***

- The GIS under development at the MACC will support DEM and other entities such as the Colorado State Patrol, Colorado Department of Agriculture and the Colorado Department of Public Health and Environment. It will also include local data and provide a regional picture of a scenario to local and state entities.
- DOLA is embarking on a project to define specific data needs from state agencies for emergency management and to design the most effective and efficient means of sharing this data with the MACC. This project will also address issues of the optimal maintenance of these data.
- The inter-agency data sharing project will provide foundation information for a strategic plan for GIS coordination in the state. This strategic planning effort is funded to a small degree by the USGS and will identify potential efficiencies that may be realized in common GIS activities among state agencies.
- With appropriate leverage and authorization, the statewide GIS coordination effort can identify and pursue those projects and data that will have multi-agency benefits and promote enterprise approaches to these projects and data and thus reduce the waste of resource and improve the availability of geospatial data to all GIS users in the state. This is known as shared services in information technology jargon.
- The umbrella state-local data sharing agreement can lead to a structure of sharing data between the state as a single entity or enterprise and local governments. This will result in one single request to local governments from the state level and reduce the burden on local governments in responding to these requests. It will also allow state agencies to obtain local data from a single known location in the state without soliciting approval of a local data sharing agreement each time.

***Key Partners:***

- The Division of Emergency Management shares in the support of the State GIS Coordinator and is benefiting in the development of the GIS at the MACC.
- The GIS coordination effort interacts with numerous state agencies to provide information about GIS activities and coordinate development efforts including the Colorado Departments of Public Health and Environment, Natural Resources, Agriculture, Public Safety, Revenue, Corrections, Education, Transportation, and Military and Veterans Affairs.
- DOLA regularly collaborates with federal entities on GIS efforts including the US Geological Survey, the National Geospatial Intelligence Agency, and the US Census Bureau.

- Local partners have worked with DOLA on projects or regularly communicate with DOLA to share data and ensure compatibility for emergencies. Such local partners include Pueblo County, Arapahoe County, the San Luis Valley GIS/GPS Authority, El Paso County, Mesa County, Summit County, Colorado Springs Utilities, City of Colorado Springs, South Central homeland security region, North Central homeland security region, and Southeast homeland security region among others.
- State GIS coordination has a presence among and collaborates with national and state GIS organizations such as the state GIS user community known as GISColorado, the Rocky Mountain chapter of the Urban and Regional Information Systems Association, the National State Geographic Information Council (through chairing the organization's Geospatial Preparedness Committee), and the Geospatial Information and Technology Association.

### **OFFICE OF SMART GROWTH**

The Office of Smart Growth (OSG) was created within the Colorado Department of Local Affairs during the 2000 legislative session to provide technical and financial assistance to local governments in addressing the unique public impacts of growth and development. The Office manages the Colorado Heritage Planning Grant Program, providing grants to local communities around the state at work on collaborative growth management strategies.

Since its inception, OSG has conducted over 100 workshops and conferences around the state. These training workshops focus on land use tools such as comprehensive plans, zoning, subdivision regulations, intergovernmental agreements (IGAs), transferable development rights, clustering and regulatory permitting systems. OSG staff have also presented at national conferences on issues such as brownfield redevelopment, open space preservation and drought tolerant landscape design.

OSG acts as a clearinghouse for innovative planning practices around the state. The office has published a series of best practices reports detailing success stories in the areas of land use planning and growth management, intergovernmental agreements (IGAs), preservation of open space and agricultural lands and natural hazard planning and mitigation. The office also collaborated with the state health department and the Governor's Office of Economic Development to publish *The Colorado Brownfields Handbook – A Local Government Guide to Site Reuse and Economic Redevelopment*.

OSG also administers the Intergovernmental Land Use Dispute Resolution Program. The office maintains an online list of mediators around the state with experience in local land use planning who are available to assist local governments in resolving land use disputes. The office provides online guides to alternative dispute resolution (ADR) to assist local elected officials and staff in the land use mediation process. The office also offers advanced ADR training workshops for mediators and local elected officials.

#### ***Success stories, awards, impact and program measures***

- The Office of Smart Growth was the 2003 recipient of the Outstanding Planning Award from the Colorado Chapter of the American Planning Association for its work on the Model Land Use Code for Colorado's Small Communities. The office has been featured on Colorado Public Radio and in numerous newspaper articles on growth and development.

#### ***Future Opportunities***

- The Office of Smart Growth is currently drafting a new publication entitled *The Planning Commissioner's Handbook*. This handbook will provide a comprehensive overview of land use planning in Colorado as well as a guide on legal and ethical decision-making.

- The Governor has placed a request in his budget proposal for \$400,000 to restore funding to the Colorado Heritage Planning Grant (CHPG) program. Due to the economic downturn and resulting budget shortfalls, funding for the CHPG program was cut in 2004 and 2005. As Colorado communities prepare for the significant population growth predicted (an additional one million people in the Front Range alone by 2020), this planning grant program is essential if local governments are to prepare responsible growth management plans.

**Key Partners**

- As an integral part of its technical service delivery programs, the Office of Smart Growth partners with a wide variety of local, state and federal government agencies as well as land use planning organizations. These organizations include the Colorado Municipal League, Colorado Counties, Inc., the state Department of Public Health and Environment, the Environmental Protection Agency, the Colorado Chapter of the American Planning Association, the Lincoln Institute of Land Policy, the Rocky Mountain Land Use Institute, Healthy Mountain Communities, the Colorado Brownfields Foundation, the Colorado Rural Development Council, the Colorado Community Revitalization Association, the Colorado Center for Community Development, the CSU Cooperative Extension Rural Technical Assistance Program and the Local Government Commission, the Sonoran Institute and the Colorado Coalition of Land Trusts.

**OFFICE OF WORKFORCE DEVELOPMENT (OWD)**

The Office of Workforce Development is charged with collaborating with several state agencies in the implementation of the federal Workforce Investment Act of 1998. The main functions of the office include the staffing of the Colorado Workforce Development Council, which recommends workforce policy to the Governor. The office also manages key statewide workforce issues, manages and requests federal grants and provides support for local workforce boards, manages and oversees state and local youth councils, and creates operational standards for one-stop centers around the state.

Among the focus, is the OWD's collaboration with the Colorado Department of Labor and Employment on several workforce initiatives, including the e-Colorado Portal, the Job Vacancy Survey through LMI, Governor's Summer Job Hunt, E3 Business and Career Forum, "Think Big" Youth Forum.

***Success stories, awards, impact and program measures:***

- OWD supports innovative healthcare projects through grants totaling \$1,951,660 to the state's workforce centers, and most recently providing \$500,000 to support the new WELLS Center at the Fitzsimmons campus of the University of Colorado Hospital.
- The Youth Transition Grant is a five-year, \$2,257,000 project funded by the USDOL/ODEP. The goal of the grant is to develop, implement, and evaluate a cross-agency, multi-year state plan to improve transition outcomes for youth with disabilities through the blending and braiding of state, federal and community resources and local intermediary organization.
- For over three years, the OWD has managed Project TRAIN (Training Resources and Incentive Networks) a statewide initiative driven by a 100-member coalition including state and federal agencies, Workforce Center personnel, community based organizations, employers and people with disabilities.
- Since 2002, the Colorado Workforce Development Council has received over \$4,000,000 from the USDOL/ETA for the Disability Program Navigator project. Colorado currently has 20 Disability Program Navigators, whose primary objective is to assure full access for jobseekers with disabilities to program and services that enhance successful entry and reentry into the workforce.



- The US Department of Labor requested the deployment of seven Disability Program Navigators to areas affected by Hurricane Katrina. Over a two-month span, OWD sent these specialized staff members to provide "on the ground support" to people with disabilities and their families. This included identifying where people with disabilities had been placed, assessing their needs, and assisting with the provision of and access to immediate/essential services.

***Future Opportunities:***

- Platte Valley Study
- WIRED Grant
- Workforce and Economic Information Coalition (WEIC)
- Colorado Interagency Coalition on Homelessness – This committee focuses on homeless and at-risk issues such as shelter, employment, helping people who are homeless or at-risk develop the required skills to gain employment. They have and will in the future hold workshops designed for professionals who assist homeless and at-risk individuals to better assist that population.
- Colorado, Math, Science, and Technology Education Coalition (COMSTEC) – This is an organization that promotes STEM education in the school system, legislature and government.

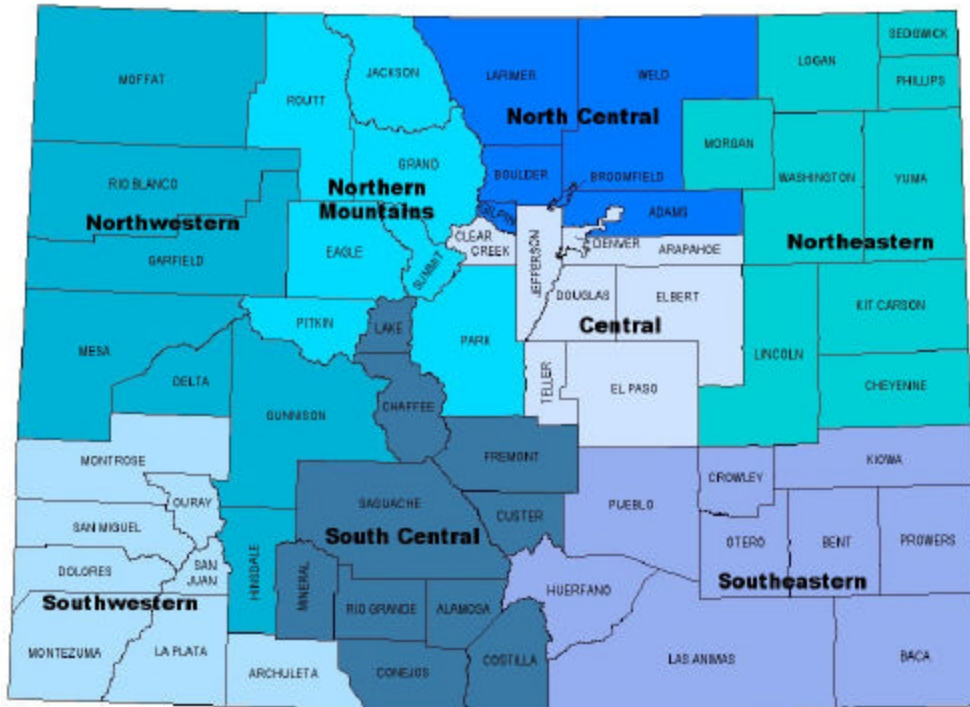
***Key Partners:***

- Colorado Department of Labor & Employment
- Department of Human Services/Division of Vocational Rehabilitation
- Department of Education
- Colorado Community College System
- University of Colorado Health Sciences Center/WIN Partners
- Community-Based Organizations
- US Department of Labor
- National Association of Workforce Boards
- National Governor's Association
- Social Security Administration
- Local Elected Officials
- Service Delivery Area Directors

**MAP COMPONENTS/ATTACHMENTS**

- *Field Services Regional Managers Map*
- *State Demography Office Brochure*
- *Waste Tire Program Brochure*
- *Energy and Mineral Impact Program Annual Report - 2005*
- *Colorado Brownfields Handbook*
- *Planning for Growth: Intergovernmental Agreements in Colorado*

**Regional Managers  
Colorado Department of Local Affairs**



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## **Division of Emergency Management**



## **COLORADO DIVISION OF EMERGENCY MANAGEMENT (CDEM)**

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### **BACKGROUND OF DIVISION**

Pursuant to Colorado Revised Statute 24-32-2105, CDEM prepares and maintains state disaster emergency plans complying with applicable federal statutes, and federal and state regulations. The Governor has delegated the Colorado Division of Emergency Management, through its director, to manage and coordinate emergency operations which involve state and when necessary, federal resources. CDEM prepares and maintains the State Emergency Operations Plan (SEOP) and organizes and operates the State Emergency Operations Center (SEOC) / Multi-Agency Coordination Center (MACC) for both emergency and non-emergency operations.

Further, CDEM assists local government emergency management in the development and maintenance of emergency operation plans, procedures, and checklists. In the event of a major emergency or disaster, or the threat thereof, the Director of CDEM makes recommendations to the Governor and Disaster Emergency Council on matters pertaining to State Declarations of a Disaster Emergency, requests for federal assistance, and ongoing state disaster response and recovery activities.

### **OVERVIEW OF DIVISION**

The Colorado Division of Emergency Management (CDEM) is responsible for the state's comprehensive emergency management program which supports local and state agencies. Activities and services cover the four phases of emergency management: *Preparedness*, *Prevention*, *Response*, and *Recovery* for disasters like flooding, tornadoes, wildfire, hazardous materials incidents, and acts of terrorism, as well as planning and activation for planned events such as the Summit of the Eight.

The CDEM staff provides planning and training services to local governments, including financial and technical assistance, as well as training and exercise support. Services are made available through local emergency managers supported by CDEM staff assigned to specific areas of the state. Emphasis is on multi-agency/multi-jurisdiction planning which crosses all disciplines and includes private, non-profit organizations.

During an actual emergency or disaster, CDEM coordinates the state response and recovery program in support of local governments. We maintain the state's Emergency Operations Center (SEOC) where representatives from other state departments and agencies come together to coordinate the state response to an emergency situation.

### **DESCRIPTION OF PROGRAMS/SERVICES**

The **Homeland Security Grant Program (HSGP)** is designed to enhance the capacity of State and local emergency responders to prevent, respond to, and recover from a weapons of mass destruction (WMD) terrorism incident involving chemical, biological, radiological, nuclear, and explosive (CBRNE) devices and cyber attacks.

The HSGP solicitation integrates the following five (5) programs:

- 1) **State Homeland Security Program (SHSP)** supports the implementation of the State Homeland Security Strategy to address the identified planning, equipment, training, and exercise needs for acts of terrorism. In addition, SHSP supports the implementation of the National Preparedness Goal, the National Incident Management System (NIMS) and the National Response Plan.
- 2) **Urban Areas Security Initiative (UASI)** is designed to set a strategic direction for the enhancement of regional response capability and capacity. UASI's mission is to reduce area vulnerability and prevent terrorism and/or weapons of mass destruction (WMD) incidents.
- 3) **Law Enforcement Terrorism Prevention Program (LETPP)** focuses upon the prevention of terrorist attacks and provides law enforcement and public safety communities with funds to support the following activities: intelligence gathering and information sharing through enhancing/establishing fusion centers hardening high value targets; planning strategically; continuing to build interoperable communications; and collaborating with non-law enforcement partners, other government agencies and the private sector.
- 4) **Citizen Corps Program (CCP)** is administered in DEM for financial and Office of Domestic Preparedness programmatic requirements. Citizens Corps Program initiatives in Colorado are supported by the Lt. Governor's Office with local volunteers. The Lt. Governor's Office provides technical assistance and training to citizen volunteer groups throughout the state. Involving organized volunteers during disasters is invaluable to first responders and communities during emergency situations.
- 5) **Metropolitan Medical Response System (MMRS)** was created in 1996, in response to the Tokyo mass transit Sarin gas attack by Aum Shinrikyo and the domestic terrorist bombing of the Alfred P. Murrah Building in Oklahoma City. The goals of the MMRS are as follows: to be prepared and rapidly deployable to any incident involving a NBC agent, facilitate appropriate measures to curtail public endangerment (identify agent, extract/decontaminate/transport victims to appropriate medical facilities), coordinate medical treatment for those affected (primary medical care to victims/responders, antidotes, in-patient medical care, psychological counseling) and arrange for disposition of casualties.

The **Rail and Transit Security Grant** is provided to create sustainable programs for the protection of critical infrastructure from terrorism, especially explosives and non-conventional threats which would result in major loss of life and severe disruption. Programs included under the CFDA number are the Transit Security Grant Program (TSGP) and the Intercity Passenger Rail Security Grant Program.

The **Buffer Zone Protection Plan (BZPP)** provides funding for the planning, equipment, and management of protective actions, with the objective of protecting, securing, and reducing the vulnerabilities of identified critical infrastructure and key resource (CI/KR) sites. BZPP grant awards may be used for planning, equipment, and management of protective actions as related to the program objectives, and will be administered by the respective State Administrative Agency (SAA). The SAA will allocate BZPP funds to the jurisdiction(s) in which the CI/KR sites are located.

#### **Emergency Management Performance Grants (EMPG)**

The purpose of the EMPG is to encourage the development of comprehensive, risk-based, all-hazard emergency management programs at state and local government levels and to improve emergency planning, preparedness, mitigation, response, and recovery capabilities. EMPG funds are authorized by Congress on an annual basis and passed to state and local organizations through the Federal Emergency Management Agency (FEMA). EMPG funds are intended to cover up to 50 percent of costs for staff,

travel, training, office maintenance and other related costs. Common uses of the funds are to support activities in the areas of planning, training, exercises and public education.

In addition to the vital role that the program plays in promoting all-hazards preparedness at the state government level, EMPG is the underpinning of most local emergency management programs in the state. A 2003 DEM study found that, without EMPG support, more than half of the local emergency management programs in Colorado would cease to exist, and all local programs would suffer adverse effects, particularly in terms of reduced staffing levels.

**Hazard Mitigation Grant Program (HMGP)** provides States and local governments financial assistance to implement measures that will permanently reduce or eliminate future damages and losses from natural hazards through safer building practices and improving existing structures and supporting infrastructure. Assistance can be used for the acquisition of real property, relocation, demolition of structures, seismic rehabilitation or retrofitting of existing structures; strengthening of existing structures, initial implementation of vegetation management programs, initial training of architects, engineers, building officials, and other professionals to facilitate the implementation of newly adopted State or local mitigation standards and codes; elevation of residential structures; elevation or flood-proofing of non-residential structures in accordance with 44 CFR 60.3, and other activities that bring a structure into compliance with the floodplain management requirements at 44 CFR 60.3, et al.

The **Pre-Disaster Mitigation Program** provides States and communities with a much needed source of pre-disaster mitigation funding for cost-effective hazard mitigation activities that are part of a comprehensive mitigation program, and that reduce injuries, loss of life, and damage and destruction of property. States are encouraged to use grants to implement a sustained pre-disaster hazard mitigation program to reduce risk to the population, the costs and disruption to individuals and businesses caused by severe property damage, and the ever-growing cost to all taxpayers of Federal disaster relief efforts. The program is similar to both the Flood Mitigation Assistance (FMA) Program and the Hazard Mitigation Grant Program (HMGP) in that there is an emphasis on "brick and mortar" mitigation projects and that State and local mitigation plans are required prior to approval of mitigation project grants.

**Community Assistance Program State Support Services Element (CAP-SSSE)** ensures that communities participating in the National Flood Insurance Program (NFIP) are achieving flood loss reduction measures consistent with program direction. The CAP-SSSE is intended to identify, prevent and resolve floodplain management issues in participating communities before they develop into problems requiring enforcement action.

**Flood Mitigation Assistance Program (FMAP)** assists states and communities in implementing measures to reduce or eliminate the long-term risk of flood damage to buildings, manufactured homes, and other structures insurable under the National Flood Insurance Program (NFIP).

**Interagency Hazardous Materials Public Sector Training and Planning Grants (Hazardous Materials Emergency Preparedness - HMEP)** increase state, local, territorial, and Native American tribal effectiveness to safely and efficiently handle hazardous materials accidents and incidents; enhance implementation of the Emergency Planning and Community Right-to-Know Act of 1986 (EPCRA); and encourage a comprehensive approach to emergency planning and training by incorporating response to transportation standards. The grant program is used to increase the emphasis on transportation in ongoing efforts and to improve the capability of communities to plan for and respond to the full range of potential risks posed by accidents and incidents involving hazardous materials. The grants have two principal uses: First, to assist States, Territories and Native American Tribes in developing, improving and implementing emergency response plans under EPCRA; including the determination of flow patterns of hazardous materials within a State, between States and Native American lands; determining



the need for regional hazardous materials response teams. Second, to stimulate support for training of public sector employees to respond to accidents and incidents involving hazardous materials.

**Hazardous Materials Assistance Program** supports states, local, and Indian tribal governments in oil and hazardous materials emergency planning and exercises and enhance their capabilities to interact with the National Response System (NRS); through the States, provide technical and financial assistance to support activities under the Comprehensive Hazardous Materials (Hazmat) Emergency Response - Capability Assessment Program (CHER-C). Funding must be used for planning, exercise, and educational projects that will serve to enhance emergency management capabilities for dealing with oil and hazardous materials releases.

**Chemical Stockpile Emergency Preparedness Program (CSEPP)** enhances emergency preparedness capabilities of the states, local, and tribal communities at each of the eight chemical agent stockpile storage facilities. The purpose of the program is to assist States and local communities in efforts to improve their capacity to plan for and respond to accidents associated with the storage and ultimate disposal of chemical warfare materials. In keeping with the intent of the Congressional appropriations, CSEPP funds are to be utilized for effective emergency management capabilities in the 10 affected States, local, and tribal communities surrounding the eight Army stockpile locations. CSEPP funds may not be used as a substitute for other mandated, unfunded programs required for existing needs or by other laws. CSEPP funds may not be used to supplant other forms of emergency management funding. CSEPP funds may not be commingled with other, non-CSEPP funds.

## **OPERATIONS**

The Operations Team is responsible for providing the overhead management for the State Emergency Operations Center (SEOC)/Multi-Agency Coordination Center (MACC). The mission of the Center is to: provide a setting conducive to the rapid response and the orderly start of restoration and rehabilitation of persons and property affected by disasters.

In keeping with the National Incident Management System, this management team provides command, control, and direction for Administrative/Finance, Planning, Logistical, Communications, and Operations sections during State declared disasters/emergencies as well as in support of local jurisdictions during their declared disasters/emergencies.

The critical element lies with the Operations Section, where the Center is organized around 15 distinctive Emergency Support Functions. Each function is lead by representatives of a State agency and is supported by other offices, volunteer organizations, the private sector, and professional associations. Other roles and responsibilities of the SEOC are information gathering and dissemination before, during, and after an emergency; emergency communications and warning; and coordination with federal agencies providing assistance.

The SEOC is guided by the State Emergency Operations Plan (SEOP), which is the coordinating document that directs State agencies during any disaster/emergency situation ranging from wildfires, blizzards, and flooding incidents to catastrophic events involving thousands of dead, dying, and injured citizens.

The SEOP defines emergency response procedures, roles and responsibilities, lines of authority for continuity of government, etc. The format is compatible with the National Response Plan in that it uses the functional approach to providing assistance. The SEOP is updated annually and validated through all-hazard training and exercises ranging in scope and complexity.

CDEM responds to all requests for State assistance 24 hours a day, year round. The Public Assistance Grant Program is also managed from this team during federally declared disasters. Planning and activation for events such as the Summit of the Eight, Y2K, the Pope's visit, and Colorado welcoming of Hurricane Katrina/Rita evacuees also enhances the State's ability to respond. CDEM works with local jurisdictions, the private sector, and volunteer organizations to help meet their disaster needs. To that end, this team negotiates and updates multi-jurisdictional intergovernmental agreements, and provides data to the Governor to assist him/her in their decision-making process for allocating and deploying critical resources.

### **Emergency Management Assistance Compact (EMAC)**

EMAC, the Emergency Management Assistance Compact, is a congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster impacted state can request and receive assistance from other member states quickly and efficiently, resolving two key issues upfront: liability and reimbursement.

In response to the 2005 hurricanes in Louisiana and Mississippi, Colorado deployed 126 emergency managers, law enforcement, firefighters and EMS personnel. In addition we sent out over 1,000 Air and Army National Guard men and women. Last year a little over 800 people deployed through EMAC nationally. This year over 60,000 deployed. As in the past, these people brought back invaluable experience and Colorado is better prepared because of their sacrifices.

Colorado responded instantly when the first requests came in for assistance. Two of the first teams we dispatched arrived in Baton Rouge and were asked to set up a staging area base camp outside the State EOC. At the same time we had Coloradoans working in the EOC staffing the EMAC Desk. The infrastructure of the state was so destroyed that our people found themselves advising Louisiana personnel on how to establish a NIMS organization in order to deal with the disaster.

The Colorado team that established the base camp worked straight through the days and nights to get it up and running. They did not let the fatigue damage their sense of humor. Jokingly they named it Camp Colorado and raised a large banner to display that name. Little did they realize it would bear that name for the entire disaster and was officially designated Camp Colorado in all the reports for the disaster. For over two months Colorado teams rotated to Camp Colorado to staff it.

The new State EOC was activated to support the EMAC process. We rotated EMAC trained DEM personnel through the EOC to staff the EMAC desks. They also rotated out to Louisiana to staff the EMAC desks there and one individual deployed to FEMA Headquarters in D.C. to staff the national EMAC desk. The EOC also supported a totally different operation while we were running EMAC. In order to deal with the hundreds of evacuees the Governor volunteered to help an ICS/NIMS organization was pulled together from state and local agencies to provide support.

### **EXERCISE**

CDEM provides technical assistance under a variety of federally funded programs for the planning, development, execution, and evaluation of training exercises involving state, regional, county and local jurisdictions, agencies, and assets. We take an active role in approximately 50 exercises per year statewide. Exercise scenarios range from natural hazards, such as a 500-year flood and dam failures resulting in mass evacuations, to manmade hazards such as biological and chemical releases and terrorist events such as "dirty bombs."



Large-scale exercises include the state's Inter-agency Influenza Coordinating Committee design and outreach programs, and the federally mandated Pueblo CSEPP (Chemical Stockpile Emergency Preparedness Program) exercise. Staff also offers CSEPP inter-state support of the Deseret Chemical Stockpile in Utah.

Additionally, CDEM participated in the groundbreaking inter-regional Hazardous Materials Exercise at the Transportation Technology Center Incorporated in Pueblo, Colorado. This four-region collaborative effort focused on the development and enhancement of Technical Response Teams and Incident Management Teams in support of sustainable operations.

Lessons learned from large numbers of A-Team deployments to hurricanes Katherine and Rita provided the basis for the streamlining of the State Emergency Operations Center. This prepared CDEM to respond to an entire continuum of potential threats; from health related issues to weapons of mass destruction. This year (2006) saw unparalleled advances in inter-agency collaboration and cooperation, private partnership outreach, gap analysis, and correction actions on the part of state, regional, and local jurisdictions.

### **TRAINING**

CDEM has coordinated training over 25,000 individuals since 2000. Surveys are conducted to analyze training needs of the following disciplines which include: first responders, public officials, public relations, emergency managers, floodplain managers, public works, transportation professionals, health professionals, non-governmental/volunteers, and the private sector.

Recent trainings have focused on Weapons of Mass Destruction, Evacuation and Re-Entry, Mass Fatalities, Exercise Design and Evaluation, Mass Care, and Developing an Effective Emergency Operations Center. In addition, thousands of trainings have been coordinated focusing on the National Incident Management System (NIMS) in compliance with the Department of Homeland Security training strategy and mandate. The NIMS training is done in collaboration with the Division of Fire Safety and other entities. CDEM also provides training sessions with other constituency forums, including outside conferences and workshops.

CDEM plans and executes the Governors Conference on Emergency Management with 350 conference participants. Training also supports Citizen Corps and hosts Community Emergency Response Team (CERT) Train-the-Trainer classes in addition to the disaster exercise program by assisting in identifying training needs based on improvement plans and gaps.

### **PUBLIC INFORMATION & EDUCATION**

CDEM prepares three annual preparedness campaigns:

**Severe Weather Awareness Week** in the Spring of each year focusing on preparedness and awareness information for floods, landslides, thunderstorms, rock slides, etc.

**Lightning & Wildfire Awareness Week** in the early Summer focusing on lightning safety and wildfire awareness (defensible space, camping safety, fire safety).

**Winter Weather Preparedness Week** in the late Fall focusing on developing 72-Hour Emergency Kits, communications plans, car safety tips, and general winter safety.

CDEM produces a **Weekly Information Report** for Colorado's emergency management community. Information which may be included are trainings, emergency management jobs, useful publications, relevant conferences and meetings, grant information, and any items that may be of interest to emergency managers and the first response community. The report is also posted on the web.

A **Prepared** newsletter is published semi-annually. This is also posted on the web and may contain profiles of local emergency managers, exercise success stories, and lessons learned from disasters.

Other publications include:

Disaster Emergency Procedures Handbook for Local Governments

72-Hour Family Emergency Kit brochure

Domestic Preparedness brochure

Family Emergency Preparedness Guide

CDEM also maintains a webpage for fire bans and restrictions throughout the state and responds to a number of out-of-state vacationers each fire season. All local media link to the site during the summer months.

The CDEM Webpage averages over 100,000 hits a month.

***(Division Accomplishments attached.)***

#### **KEY PARTNERS (Boards, Committees, etc)**

CDEM maintains a number of partnerships including, but not limited to:

Federal Emergency Management Agency

National Emergency Management Association

Colorado Emergency Management Association

Office of Domestic Preparedness

Department of Homeland Security

County Sheriffs of Colorado

Colorado Municipal League

Colorado Counties, Inc.

Colorado State Managers Association

Colorado Information Managers Association

Colorado Fiscal Managers Association

Association of Flood Plain Managers

Association of Contingency Planners

Department of Education

Colorado Association of Police Chiefs

Bureau of Land Management

United States Forest Service

Colorado State Forest Service

Colorado Emergency Communications Committee

Fire Chiefs of Colorado

Emergency Medical Services Association of Colorado

Association of Public Safety Communications Officer

Colorado Emergency Planning Commission

Colorado Mitigation & Wildfire Planning Committee

Red Rock Community College

Volunteer agencies including COVOAD

Additionally, CDEM maintains key partnerships with all other state agencies.

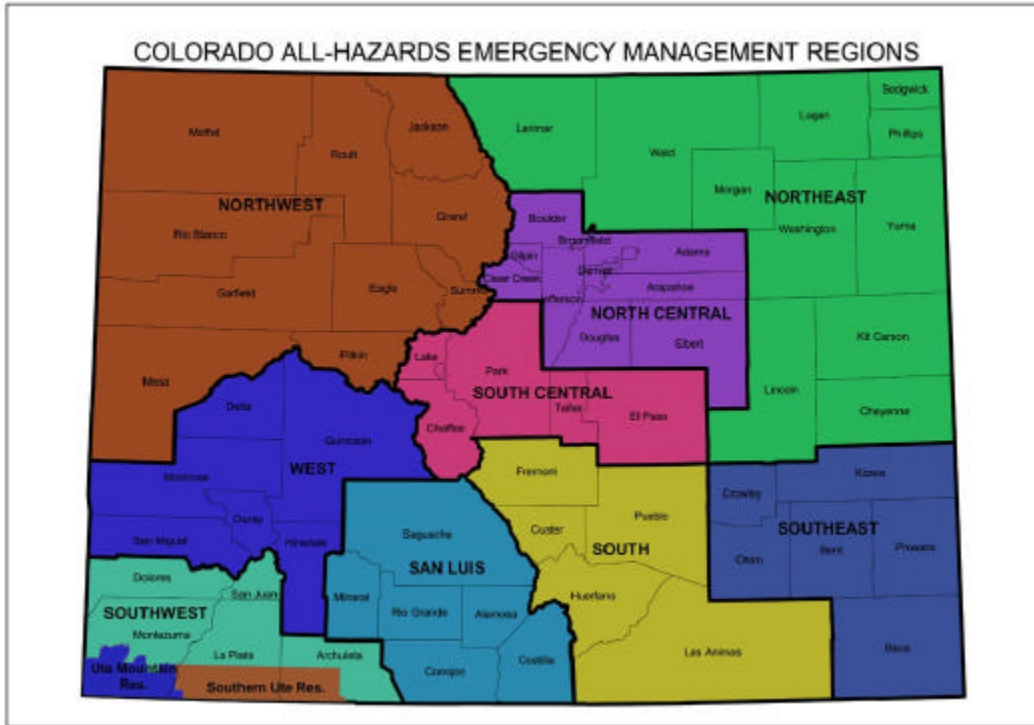
**BUDGET**

<b>Personnel</b>	
State General Fund (8.2 FTE)	540,000
Federal Funds (20 FTE)	1,608,660
Personal Services Contracts	92,500
<b>Total Salary, Benefits and Contracts</b>	<b>2,241,160</b>
Indirect to DoLA @ 37% of Fed Sal +Benefits	595,204
<b>Total Personnel and Indirect Costs</b>	<b>2,836,364</b>
<b>Operating and Travel and Training</b>	
Operating	517,600
Training Programs (Training local EMs, First Responders and Govt Officials)	100,000
Travel	55,000
<b>Total Operating and Travel</b>	<b>672,600</b>
<b>Grants to Local Governments and State Agencies</b>	
Homeland Sec Grants to Local Govts and St. Agencies	29,648,000
Mitigation Grants to Local Govts. (Nationally Competitive)	8,750,000
Emergency Mgmt Asst/Plans/Mitigation- Local Grants	4,350,000
Disaster and Fire Grants (estimate)	4,950,000
<b>Total Grants to Local Governments and State Agencies</b>	<b>47,698,000</b>
<b>Total DEM SFY07 Budget Projection</b>	<b>\$ 51,206,964</b>

**STAFF ASSETS**

CDEM has 28 authorized Full Time Employees (including 3 vacancies and one State Temp); and four contract employees. Three of the contract employees work on Homeland Security Grants and one works in Information Technology.

## MAP OF THE NINE ALL-HAZARDS REGIONS



Colorado benefits from an all hazards regional network enabling local jurisdictions to pool funding, equipment, planning, and training resources. Each of Colorado's nine all-hazard planning regions has an **Advisory Committee** that reviews and approves requests for homeland security grants from local entities.

These committees include members representing local law enforcement, first responders, and local officials. The process ensures consensus on behalf of local interests and allows for extensive and thorough review.

The Regional Advisory Committees submit one grant application -- on behalf of the entire region -- for funding to the *State Advisory Committee* providing an additional tier of review and accountability. This process promotes identifying and pooling resources, prevents duplication, and encourages collaboration among local entities.

## **ATTACHMENT**

### **Colorado Division of Emergency Management - Accomplishments**

#### **RESPONSE AND RECOVERY**

**Operations.** Four hundred and thirty-four incidents have been logged in CDEM's Internet-based incident reporting system since 2000. Types of incidents include wildland fires, aircraft and train accidents, hazardous materials incidents, landslides, and floods. The State's Emergency Operations Center (EOC) is activated for exercises and real emergencies on a regular basis. The most recent activation was for Operation Safe Haven when thousands of Hurricane Katrina and Rita evacuees sought refuge from the storm in Colorado.

**Disasters & Emergencies.** Since 1999, the State EOC has been activated in support of a number of State and Presidentially declared disasters. In 1999, there were two large events: the Columbine Tragedy and severe flooding, mudslides, and landslides along the Front Range that resulted in a presidential disaster declaration. The state, local governments, and eligible residents received funds from the FEMA Public Assistance, Individual Assistance, and Hazard Mitigation Grant Programs to rebuild and harden infrastructure and assist residents with recovery and mitigation actions.

In 2000, Governor Bill Owens declared a statewide emergency to free up response and recovery funding as the High Meadow and Bobcat fires raged in the urban wildland interface across the Front Range forcing the evacuation of hundreds of Coloradoans. FEMA Fire Suppression Assistance funds were made available to the state for suppression activities.



In 2001, heavy wet spring snowstorms and blizzard force winds blew through the eastern plains of Colorado causing schools and businesses to close and even the Denver International Airport to temporarily shut down. The state and Rural Electric Associations received FEMA funds, including Public Assistance and Hazard Mitigation Grant Programs funds to rebuild the affected infrastructure and conduct mitigation activities.

Over 4,500 wildfires burned more than 600,000 in 2002. Three hundred and eighty homes and 624 outbuildings were lost and more than 80,000 people were evacuated. It cost \$306 million to fight and recover from the fires. Nine firefighters lost their lives – there is no price tag for this loss. It was also the first time in history that Colorado received a Presidential Disaster Declaration for wildland fires, triggering the FEMA Individual Assistance and Hazard Mitigation Grant programs. The state also received 17 FEMA Fire Management Assistance Grants.



2003 brought the "Blizzard of the Century" to Colorado. Thousands of people along the front range were stranded in their homes for days until they could dig out or until help arrived. The heavy, wet snow paralyzed schools, businesses, governments, and Denver International Airport. Tree branches felled power lines and caved in roofs. The state received a Presidential Emergency Declaration, allowing for communities to submit reimbursement requests through the FEMA Public Assistance program for some incurred costs during a 72-hour period.

In 2005, Colorado, like many other states, received an emergency declaration to aid in the support of hurricane evacuees from the Gulf Coast. Through the Emergency Management Assistance Compact (EMAC), DEM deployed 124 emergency managers and first responders from across the state, and over 1,000 Army and Air Guard men and women to help with the recent hurricanes. The state also deployed DEM and local emergency management personnel in 2004 to assist with the hurricane recovery operations in Florida and Alabama.



**Operation Safe Haven:** A few days after Hurricane Katrina made landfall on New Orleans, the mayor of Houston accepted 150,000 evacuees, many of whom had endured a week's stay in the New Orleans Superdome, only to find themselves sheltered in Houston's Astrodome. Some Houstonians are attributing competition for jobs and rise in crime to the evacuees. Thousands more were taken to Dallas, San Antonio and other areas of Texas, prompting the governor to put in a call for help to his colleagues in neighboring states.

Governor Bill Owens of Colorado agreed to accept evacuees, but he and other state officials insisted upon a manageable number of people. The Governor wanted to avoid converting sports stadiums, public auditoriums or large entertainment facilities into shelters.

Denver was fortunate to have a site that was not only available as housing for 500 people, but had the potential to function as a central location for all services and activities related to the nearly 2,000 evacuees that eventually arrived in the city. One observer later quipped that the use of the former Lowry Air Force base allowed for a "One Stop Shopping" scenario.



Within days after the hurricane hit New Orleans, Colorado state officials and Denver city officials asked Brown to join the emergency response team. The Red Cross and other clergy were part of the group, dubbed Operation Safe Haven. Their goal was to prepare for the arrival and temporary stay of a few thousand evacuees. The first order of business was to clean the dormitory and prepare the surrounding grounds. Over the Labor Day weekend, several hundred volunteers worked around the clock to get the dorms ready. On Monday, September 4 the evacuees began to arrive.

Each room in the three-storied dormitory had two sections, each with twin beds. A common area with a toilet and shower divided the sections. Within a few weeks, the dormitory was filled to capacity with close to 500 people - men, women and children. However, they constituted only 25 percent of the total number of evacuees that arrived in Denver.

The Denver Chapter of the Red Cross registered 1,942 individuals from the Gulf Coast, about half from New Orleans and half from Mississippi. There were more evacuees housed at local hotels than at Lowry. Regardless of residential location, all evacuees had to go to the Lowry area. Information about FEMA benefits, medical assistance, clothing and personal supplies, future housing and employment, locating family in other parts of the country, school enrollment for children, counseling and spiritual guidance was available at Lowry - and in many cases, only at Lowry.

Operation Safe Haven was terminated with the closing of the dormitory, demobilization of equipment and supplies, and the return of the facility to Community Colleges of Colorado.



**Hurricane Assistance Network of Denver (HAND):** HAND was formed in October 2005 to serve as the long-term recovery committee for evacuees of Hurricanes Katrina and Rita that elected to settle temporarily or permanently in the Denver metro area. HAND is made up of a wide variety of faith-based, volunteer and non-profit organizations that can offer resources to evacuees in the areas of spiritual care, mental health counseling, employment referrals, housing assistance and other types of assistance.

HAND assistance targets those who have unmet needs after assistance from all other sources has been provided. HAND is needed because some hurricane evacuees will continue to have significant unmet needs after personal resources, insurance and immediate disaster-related government benefits are exhausted.

HAND efforts are intended to complement, but not duplicate, assistance provided by FEMA, voluntary agencies, churches, civic groups and citizens. HAND will help evacuees understand their available benefits, assist them if necessary in making application, and make referrals to relevant agencies.

State and federal government agencies support HAND by helping to identify and coordinate available recovery resources, but leadership and management of the coalition are assumed by representatives of the faith-based, non-profit and volunteer organizations that comprise its membership.

There are five HAND subcommittees: Public Information, Administration, Case Manager Training, Resource Clearinghouse and Unmet Needs. The Unmet Needs Subcommittee establishes criteria for what constitutes critical need, reviews proposed cases, determines appropriate level of assistance and documents Subcommittee assistance provided. Assistance from the HAND Unmet Needs Subcommittee is reserved for the serious and basic life needs that are not met by other sources of assistance.

Since 1999, CDEM has awarded over \$64 million in disaster funds to assist Colorado communities respond to and recover from the impact of our natural disasters.

Through all of these disasters and emergencies, the Department of Local Affairs and Division of Emergency Management has passed millions of dollars through the state supporting both public infrastructure and individuals in response and recovery efforts.

### **Emergency Operations Center/Multi-Agency Coordination Center**

The Center, also known as the Multi-Agency Coordination Center (MACC), offers the ability for state, federal, and local agencies to come together in a central location to coordinate the response to



emergencies and disasters throughout the state. Moved from an out-dated bunker in Golden to a state-of-the-art facility in Centennial in 2004, the EOC/MACC has 38 on-line workstations to accommodate all department emergency response coordinators, and our federal and

local partners. It has the expansion capacity for an additional 56 stations. Three plasma screens, two smart boards and two projection sets allow for information sharing among operational staff, and a non-secure VTC capability allows outreach to other facilities. The Center is used for training and meetings when not activated for an emergency.

Through our partnerships with federal, state, and local governments and the private sector, the EOC/MACC ensures the highest level of protection and preparedness for the state and its citizens.

## **PREVENTION/MITIGATION.**

### **MITIGATION PLANNING**

Colorado became the first state in FEMA Region VIII to have a FEMA approved Natural Hazards Mitigation Plan, meeting all new requirements as set forth in the Disaster Mitigation Act of 2000. (The State of Colorado Natural Hazards Mitigation Plan is Part III of the State Emergency Operations Plan.) In October 2000, the United States Congress passed the Disaster Mitigation Act of 2000, now referred to as DMA 2000. The Act amended the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1989 (Public Law 93-288, as amended) which serves as the mechanism through which the federal government delivers financial and technical assistance to state and local governments following presidential disaster and emergency declarations. The next scheduled update of the State Plan is due in October 2007.

DMA 2000 addresses our country's continuing need to reduce or eliminate the effects of natural, technological, and man-made hazards. Section 322 of DMA 2000 requires that all state natural hazard mitigation plans be updated to reflect the changes set forth in the Act. By amending the previous natural hazards mitigation plan, Colorado state agencies and local governments remain eligible to receive pre- and post-disaster assistance from the federal government, including Public Assistance and Hazard Mitigation Grant Programs funds. The Colorado Division of Emergency Management (CDEM) has the statutory responsibility to update and revise the Colorado Natural Hazards Mitigation Plan every three years or as necessary.

In order to complete the revision process, a planning team was developed, several group meetings were held, input was collected from various sources, and concurrent risk assessment projects for earthquakes, landslides, floods, wildfires, avalanche, rock fall, and severe weather were completed, reviewed, or updated. State agency issues and potential mitigation projects are addressed in the state plan and hazard annexes. Separate mitigation plans are not required from state agencies that participated in the process because they are subgrantees to CDEM.

Local mitigation planning efforts were also integrated into the state plan. The results of the plan were based on best available data from the state agencies and local governments that participated in the planning process. In some cases, information from state and federal agencies did not exist in a usable format, however, all available and current data was utilized to meet the requirements.

Overall, protecting lives and new and existing development from the effects of hazards is a priority because it can be achieved on an individual community-by-community basis but at the same time can be integrated into an overarching plan goal.

### **MITIGATION PROJECTS**

Throughout the six-year period from 1999 to 2005, local governments have received approximately \$8 million in post-disaster mitigation funds to complete hazard mitigation projects. Projects included local government acquisition and subsequent demolition of 90 substantially damaged properties in high-hazard areas (which will remain open space in perpetuity), floodproofing structures in 100-year floodplains, installing early warning systems for tornado and floods, building tornado shelters, and protecting critical infrastructure with structures such as ring dykes or lift stations.





Throughout the four year period from 2003 to the present, Colorado has successfully competed nationally for and received over \$15 million in federal funds to complete mitigation projects.

Extensive local government and state agency public awareness campaigns have been technically and/or financially supported through DEM. Campaigns have included natural hazard awareness weeks, local public information brochures and mailings, student information programs, and homeowner awareness sessions. Many projects also supported include: natural hazard risk assessments; floodplain, landslide, rockfall, earthquake, and wildfire studies; ground-truthing and mapping natural hazards; and developing flood hazard mitigation plans, wildfire hazard mitigation plans, and natural hazard mitigation plans.

Other projects involve training local experts on mitigation topics such as applying for mitigation funds, determining project eligibility for FEMA funds, conducting benefit/cost analyses to determine a project's financial feasibility, developing design and engineering to determine technical feasibility, reviewing projects for environmental and historical compliance, and determining appropriate alternatives to projects. Persons typically attending the trainings include floodplain managers, city/county engineers, firefighters, emergency managers, city/town managers, and public works and transportation professionals.

## PREPAREDNESS

**Y2K.** The Department of Local Affairs, Division of Emergency Management began the year 2000 with a full activation of the state emergency operations center (SEOC) as a contingency should the state experience any Y2K outages. Emergency response coordinators from the various state departments as well as representatives from US West and Public Service Company were present. All state systems were operational when state offices opened for business on January 3, due in large part to the preparatory actions taken by the Owens' administration.



**Exercises.** From October 2000 to October 2005, CDEM had a hand in the planning, development, participation, and evaluation of over 250 exercises statewide. Exercise scenarios ranged from natural hazards such as flooding and dam failures, to manmade hazards such as biological and chemical releases and terrorist events to include a continuity of government tabletop exercise for the Governor and his cabinet.



One of the largest exercises requiring the involvement of multiple state and local agencies was a Congressionally mandated, Department of Justice sponsored, five-day no-notice terrorism exercise in May 2000 with two other states. The scenario involved a chemical event in Portsmouth, NH, a radiological event in Washington, DC, and a biological release of pneumonic plague in the Denver Metro Area with a concomitant epidemic. Five hundred local, state and federal first responders, medical practitioners, elected officials and cabinet officers participated in Colorado's exercise which required activation of emergency operations centers (EOCs) in Denver, Aurora, and Arapahoe County, the state EOC in Golden, and a Joint

Operations Center at the Federal Center. Lessons learned provided the basis for coordinated state efforts to be better prepared for health threats or use of a weapon of mass destruction (WMD).

All of these exercises have been invaluable in building state, local, and private partnerships and identifying areas where additional training might be focused.

**Training.** CDEM has trained over 15,000 individuals in Colorado since 2000. Disciplines include health professionals, public officials, first responders, emergency managers, floodplain managers, public works and transportation professionals, and the private sector. Course offerings cover response to Weapons of Mass Destruction, Mass Fatalities Incident Response, Exercise Design, and Developing an Effective Emergency Operations Center. Recent trainings have focused on the National Incident Management System (NIMS) in compliance with the Department of Homeland Security's National Response Plan. In the last year the Division of Fire Safety and DEM have trained over 4000 train-the-trainers in NIMS. CDEM also provides training sessions within other constituency forums, including outside conferences and workshops.



**Homeland Security.** Colorado's domestic preparedness efforts began long before September 11, 2001. Local, state, and federal agencies have been working aggressively since 1996 to enhance Colorado's readiness to deal with terrorism. Homeland Security programs focus on assisting communities with training, planning, exercising, and identifying and procuring equipment. Fifty-five communities completed their baseline risk assessments and established their eligibility for terrorism-related grant funds in 2001.

Since 1999, CDEM has awarded over \$117 million in homeland security grants to agencies and jurisdictions throughout the state.

The state Homeland Security Strategy was prepared in 2004 by the Colorado Department of Local Affairs with extensive cooperation and input from the Governor's Office, the Colorado Department of Public Safety, local emergency managers, the regional Homeland Security Coordinators, and the Center for the Study and Prevention of Violence at the University of Colorado-Boulder. This report reflects the data collected by all local jurisdictions during the 2003 Homeland Security Assessment and input from state agencies. The project was supported by grant funds from the U.S. Department of Homeland Security, Office for Domestic Preparedness.

The State of Colorado Homeland Security Strategy is the product of this renewed effort on the part of state, local, and federal officials to develop a plan that will ensure the safety of Colorado's citizens from existing threats as well as from threats that remain unknown. This plan is used to strategically allocate resources to increase homeland security capacity and reduce Colorado's vulnerability to terrorism.

Colorado benefits from an all hazards regional network enabling local jurisdictions to pool funding, equipment, planning, and training resources. Each of Colorado's nine all-hazard planning regions has an Advisory Committee that reviews and approves requests for homeland security grants from local entities. These committees include members representing local law enforcement, first responders, and local

officials. The process ensures consensus on behalf of local interests and allows for extensive and thorough review.

The Homeland Security Grant Program (HSGP) was moved from the Department of Public Safety's, Office of Preparedness, Security, and Fire Safety to the Department of Local Affairs', Division of Emergency Management in 2004. The main reason for this shift is that the latter Department already had mechanisms in place to allocate the funds. The HSG program is the Office of Domestic Preparedness' (ODP) primary means of distributing dollars to states for anti-terrorism operations. ODP requires that states pass these dollars through to local governments for a strictly limited set of functions, including:

- Security and Law Enforcement Equipment;
- Terrorism Preparedness Exercises;
- Anti-Terrorism Planning;
- Anti-Terrorism Training; and
- Public Education.

Since the HSG Program moved to the Division of Emergency Management during 2004, over \$45 million dollars were allocated to Colorado's nine all-hazard regions through the 2003-2004 Grant Programs. This includes funding for the Law Enforcement Terrorism Prevention Program (LETPP), the Urban Area Security Initiative Program (UASI), and the Citizen's Corp Program.

**Local Government Support.** In cooperation with the Colorado Department of Public Health and Environment and the Department of Public Safety (OPSFS), DOLA formed the State All-Hazards Advisory Committee (SAHAC) and hosted the initial meeting in the Spring of 2004. The SAHAC facilitates the flow of region-to-region and region-to-state information, assists in resolving conflicts, supports regional and state emergency plan development, and advises state agencies on matters related to all-hazards emergency management. SAHAC membership is comprised of a representative from each of the nine All-Hazards Emergency Management regions, two Indian Nations, and key supporting associations representing law enforcement, fire services, emergency medical services, hospitals, emergency management, public works, and public and environmental health. Committee members serve as liaisons and conduits of information back to their respective regions, tribes or associations.

CDEM staff provided technical planning assistance and support to the nine regions in many ways, including:

- preparation of applications for DHS grant funds,
- formation of new multi-disciplinary regional coordination groups,
- completion of risk assessments,
- resource mobilization guidelines, information management guidelines,
- county and regional plans for multi-casualty incidents, and
- local continuity of government plans.

CDEM is also participating in an inter-agency effort to develop a statewide plan for mobilizing emergency resources in response to terrorist events, natural disasters or other crises.

Since 1999, CDEM has awarded more than \$8 million in Emergency Management Performance Grants (EMPG) to 57 counties, two city/county jurisdictions, and seven municipalities with a population greater than 100,000. The EMPG program's purpose is to encourage the development of comprehensive, risk-based, all-hazard emergency management programs at state and local government levels and to improve emergency planning, preparedness, mitigation, response, and recovery capabilities. EMPG funds are authorized by Congress annually and passed to state and local organizations through the Federal Emergency Management Agency (FEMA). EMPG funding for local programs under the Local Emergency Management Support (LEMS) program is intended to cover up to 50 percent of costs for staff, travel, training, office maintenance, and other related costs. Common uses of the funds are to support activities in the areas of planning, training, exercises and public education.

The CDEM staff provides technical assistance to all local governments in the development of new or revised emergency operations plans. Emphasis is on multi-agency/multi-jurisdiction planning which crosses all disciplines and includes private, non-profit organizations. Through the EMPG program, CDEM is able to provide ongoing support for local and statewide efforts to promote individual and family preparedness, improve communications interoperability, implement local mitigation projects, and develop plans for recovery that incorporate guidelines for damage assessment and continuity of government operations.

CDEM has awarded over \$222 million to Colorado communities and agencies through various programs since 1999.



**Division of Housing**





## THE DIVISION OF HOUSING (DOH)

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### BACKGROUND OF DIVISION

The Division of Housing ensures Coloradoans live in safe, decent, and affordable housing by helping communities meet their housing goals. DOH partners with Colorado communities in providing financial assistance and services which increase the availability of housing to residents of Colorado who can least afford it.

The Colorado State Housing Board was created in 1970 to advise the General Assembly, the Governor, and the Division of Housing on housing needs within Colorado. The seven-member State Housing Board reviews financing requests, adopts regulations governing factory built structures and multifamily housing in counties with no building codes. The board also sponsors research reports for use by the public, legislators, and the Governor.

### OVERVIEW OF DIVISION

The Division of Housing finances the construction of new housing and rehabilitation of existing housing. The housing must be owned or occupied by persons with moderate to low income. Local housing authorities, private developers, nonprofit corporations, cities and counties may apply for financing. Most grants require a contribution from the community served.



The Division of Housing uses federal and state funds for:

- Elderly, small & large families, disabled individuals, and seasonal workers whether they are homeowners or renters.
- Construction/rehabilitation of multifamily apartments, single family houses, homeless shelters.
- Direct loans, loan guarantees, equity investments, or subordinated debt for construction or permanent financing.

To ensure the state is served effectively, DOH staff are assigned particular regions. Technical assistance includes helping communities identify housing needs and securing private and public financing. In addition, DOH aids communities in forming housing development teams.

### DESCRIPTION OF PROGRAMS/SERVICES

#### Federal Programs

**HOME Investment Partnerships** program is authorized under Title II of the Cranston-Gonzalez National Affordable Housing Act, as amended. Program regulations are at 24 CFR Part 92. HOME provides formula grants to states and localities that communities use to fund a wide range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people.

**The Community Development Block Grant (CDBG)** entitlement program allocates annual grants to larger cities and urban counties to develop viable communities by providing decent housing, a suitable living environment, and opportunities to expand economic opportunities, principally for low- and moderate-income persons. Also known as the Small Cities CDBG program, states award grants to smaller units of general local government that carry out community development activities. Annually, each State develops funding priorities and criteria for selecting projects.

Fifty percent (50%) of the state **Private Activity Bond** cap is allocated directly to state authorities, and fifty percent (50%) is allocated to local governments whose populations warrant allocations of \$1M or more. These allocations are available to qualifying local governments from January 1 to September 15 of each year, and may be used for manufacturing; qualified redevelopment projects; single family mortgage revenue bonds; qualified residential rental projects; multi-family housing projects; water, sewer and solid waste disposal; and hazardous waste facilities. Any unallocated remainder is retained in the Statewide Balance. Any portion of a direct allocation not used by a state agency or local government to issue bonds for a carry-forward purpose or for a mortgage credit certificate election by September 15 reverts to the Statewide Balance for allocation by the end of the year.

### **HUD McKinney-Vento Homeless Grants**

The **Emergency Shelter Grant (ESG) Program** assists the homeless by providing a complete continuum of supportive services at emergency shelters and transitional housing programs. It also assists in the prevention of homelessness when households experience a sudden, but temporary loss of income resulting in an inability to pay rent, mortgage or utilities.

The **Housing Opportunities for Persons with AIDS (HOPWA) Program** grant provides states and localities

with resources and incentives to create long-term comprehensive strategies for meeting the housing needs of low-income persons with Acquired Immune Deficiency Syndrome (AIDS) or related diseases, such as HIV. These strategies may include Tenant Based Rental Assistance (TBRA), Housing Development activities, Supportive Services, and/or Short-Term Rent, Mortgage or Utility Assistance (STRMU).



The **Supportive Housing Program Grant** assists small, rural homeless organizations in Colorado with hardware, software, system security and training for implementation of the Homeless Management Information System (HMIS) required by HUD. Eligible organizations are those rural, non-domestic violence agencies receiving Emergency Shelter Grant (ESG) or Community Development Block Grant (CDBG) funding from the State. This grant is available through a partnership with the Colorado Coalition for the Homeless (CCH).

**Section 8 Rental Assistance Vouchers** offer rental assistance subsidies to very low-income families in 47 Colorado counties. DOH contracts with local housing agencies which focus on family eligibility and ensure that the rental unit meets housing quality standards. Rental assistance is offered in counties served by small housing agencies and to special populations in the Denver metro area. For a list of DOH contractors in the state, go to <http://www.dola.state.co.us/doh> and choose “Rental Assistance.”

Because the demand for rental assistance is high, it is primarily available only to families, senior citizens, and disabled individuals whose incomes are less than 30% of the area median income. A family receiving rental assistance pays about 30% of their monthly income toward rent for a unit on the private market, the remainder of the rent is paid to the landlord. In recent years, Congress began cutting the number of HUD Section 8 vouchers available. HUD, itself, has placed greater emphasis on partnering limited federal resources with state and local governments, the private sector and nonprofit organizations. While it continues to rely on established programs, indications are that more budget cuts are to come.

**Housing Standards and Technology Inspection Services** are provided to ensure the health and safety of Colorado residents who purchase factory built (modular) housing, commercial structures, and manufactured homes which must meet Colorado safety standards. There are 15 Colorado counties without building departments. Hotels, motels, and multifamily homes built in one of these counties are required to be inspected by the Division to ensure that they meet the building standards adopted by the State Housing Board.

The **Manufactured Housing Installation Program** regulates the installation of new and used manufactured homes.

**Down Payment Assistance Program** provides grant funds to regional housing organizations to provide down payment assistance loans to low and moderate-income families. These loans are set at a low interest rate and can be amortized or deferred depending upon the need of the family. When loan repayment is received, the housing agency places the payment into a revolving loan fund. Annual follow-up with families is highly recommended, as well as the provision of foreclosure counseling, if needed.

**Single Family Owner-Occupied Rehabilitation Program** provides grant funds to regional housing organizations throughout the state for SFOO Housing Rehabilitation loans to low and moderate-income families. Like the Down Payment Assistance Program, these loans are set at a low interest rate and can be amortized or deferred depending upon the need of the family. When loan repayment is received, the housing agency places the payment into a revolving loan fund. These funds are then recycled back into the community to provide additional housing rehabilitation.

**Tenant Based Rental Assistance (TBRA)** is a HOME program designed by the Division of Housing (DOH) to assist homeless families who are working and in need of housing. Families are expected to work with a case manager and complete case management goals to secure long term housing. **TBRA in Colorado Communities** programs are in place in Adams County, Broomfield, Boulder, Colorado Springs, Denver, Fort Collins, Longmont, Loveland and Mesa County. Requests to expand the program to rural areas of the state are under consideration.

### **State Programs**

**Colorado Division of Housing Grant Program (CDOH Grants)** provides funds for acquisition, rehabilitation, and new construction through a competitive application process. The State Housing Board reviews applications monthly. A \$1 per \$1 match is required. Applications are reviewed for management capacity, project impact on need, project feasibility, and benefit to very low and low-income persons.

**Foreclosure Prevention Program** has created a statewide foreclosure prevention hotline: 1-877-601-HOPE due to the dramatic increase in foreclosures through out Colorado. The hotline will connect borrowers to housing counselors in their local area. The Foreclosure Prevention Task Force will continue several related efforts to form partnerships between counseling agencies, mortgage servicers, mortgage lenders, and public trustees.

**The Colorado Blue Ribbon Panel on Housing was established with the University of Denver** October 2004, to explore and recommend ways to meet Colorado's housing challenges. The division is now actively implementing the panel's recommendations.



***(Division Accomplishments attached.)***

**KEY PARTNERS**

The Division of Housing is proud of its ability to form partnerships with the Federal Government, other state governmental agencies, local governments, non – profits and the private sector.

When working to develop an affordable housing project, the division partners with local governments and non-profits, HUD, U.S. Rural Development and the Colorado Housing Finance Authority. The division partnered with non-profits and local governments in order to produce the first state wide homeless count in Colorado since 1987.

For the Colorado Blue Ribbon Panel on Housing, the division partnered with the University of Denver as well as local governments, non-profits, realtors, developers and mortgage professionals.

Key partners include:

- The Colorado Housing and Finance Authority
- The U.S. Housing and Urban Development
- Housing Colorado
- Local Governments & Housing Authorities

**BUDGET**

<b>Fed FY</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>
<b>Home</b>	\$9,286,536.00	\$9,246,082.00	\$8,314,773.00
<b>ESG</b>	\$920,523.00	\$1,018,213.00	\$1,018,277.00
<b>Sec 8</b>	\$17,789,605.00	\$10,395,790.00	\$17,040,000.00
<b>Mod Rehab</b>	\$336,403.00	\$171,426.00	
<b>CDBG</b>	\$4,099,514.00	\$4,142,982.00	
<b>HOPWA</b>	\$707,377.75	\$354,000.00	\$364,000.00
<b>RLF</b>	\$2,454,074.54	\$2,964,171.94	
<b>Manufactured Housing</b>			\$1,035,041.00
<b>185/12V</b>	\$747,982.00	\$792,965.00	
<b>Home Loan Income</b>	\$132,021.00	\$40,798.67	
<b>PAB</b>	\$364,055,040.00	\$368,112,240.00	
<b>General Fund</b>	\$450,088.00	\$605,980.00	\$1,399,150.00
<b>Yearly Totals</b>	<b>\$400,979,164.29</b>	<b>\$397,844,648.61</b>	

## **STAFF ASSETS**

The Division of Housing's current FTE allocation is 36.5 based on the staffing plan.

### Manufactured Housing/Codes:

6 inspectors

1 engineer

2 administrative assistants

### Section 8

1 program assistant

3 administrative assistants

5 developers and 1 vacant position

5 asset managers and 1 vacant position

### Management Team

Division Director

3 program managers (Steve, Teresa, Lynn)

1 Research and Policy Analyst

1 Community Relations and Special Projects

1 support staff and 2 vacant positions

\*The Division of Housing's' FTE allocation also includes a percentage of the compensation for a portion IT, accounting and the executive director's office.

## **ACCOMPLISHMENTS**

The Division of Housing can measure its successes through a variety of measures. The division provides funding to projects and organizations that directly help people. The divisions' funding is an investment in Colorado – the people helped by the division funded programs move on to become self sufficient Coloradans.

### **Hope Community Success Story**

Each month Hope Communities assists approximately 400 low-income Denver families with affordable, decent rentals.

Maria C. Hernandez and her sister, who live in two of Hope's Five Points properties, have been attending Hope Communities' financial education classes, a component of the Community and Housing Improvement Program (CHIP). Hope encourages participation in the financial education by reducing residents' rent by \$40 per month and by putting \$40 into a savings account in exchange for participation. If the resident uses their savings for an appreciating asset, such as a home, Hope will match the savings dollar for dollar.

With interested and ready residents, Hope provides an opportunity for residents to move into their own home. Maria recently expressed her "deepest thanks to Hope Communities for the opportunity to save money and now she is in the process of buying a home.

How can Hope Communities offer a program like this? Because of the support of partner organizations such as Division of Housing that funds and supports Hope in a variety of ways.

### **Awards**

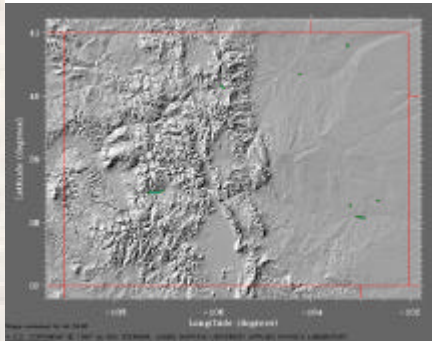
Most recently, the Division of Housing received the National Housing and Redevelopment Official's (NAHRO) 2005 Award of Excellence for our "Housing Quality Standards (HQS) Website Training." This award is given to only 5 excellent programs in the United States.

### **Program Measures**

For the federal fiscal year, April 1, 2005 through March 31, 2006 the division granted funds through the federal HOME Program, CDBG, the Emergency Shelter Grant Program, the Supportive Housing Program, the Low Income Tax Credit program, the Colorado State Housing Development Grant Program and the Division of Housing Revolving Loan Fund.

- The amount of HOME funds committed during this report period was \$12,987,766.
- The State committed \$3,192,397 from the Community Development Block Grant Program for housing during the reporting period.
- Of the \$1,018,213 received by the State for the Emergency Shelter Grant program, \$967,649 was distributed by a competitive application process to 53 agencies and local governments located in twelve different State planning regions. The State retained \$47,564 for administration and awarded Adams County Housing Authority, Pueblo, and Larimer County \$3,000 for administration. Homeless prevention activities accounted for \$231,558, \$270,354 for essential services, and the balance of the funds, \$91,937 for staff operating and the balance of \$373,800 went to local operating costs.

- Supportive Housing Program. The state Division of Housing received \$57,452 for implementation of Homeless Management Information Systems over three years. During the first year, planned expenditures are \$19,152.
- Low Income Tax Credit Program (LIHTC). The Low Income Housing Tax Program is administered through the Community Services Block Grant Program (CSBG). During the reporting period, the State received \$5,180,268 in FFY 2005 CSBG funds to administer the program and to provide funding to its 42 grantees.
- Supportive Housing Program. The state Division of Housing received \$57,452 for implementation of Homeless Management Information Systems over three years. During the first year, planned expenditures are \$19,152.
- Low Income Tax Credit Program (LIHTC). The Low Income Housing Tax Program is administered by the Colorado Housing and Finance Authority (CHFA). Housing built under the program is restricted to individuals with income at or below 60% of the HUD's published area median income figure. In addition, rents are restricted to 30% of monthly median income. A total of projects received 2005 reservations totaling \$9,524,978 which will result in the construction of 1,035 new rental units, 955 of which are affordable.
- Division of Housing Revolving Loan Fund. This is a short-term loan fund which is capitalized at \$3,100,623. During the reporting period Two (2) loans for \$1,520,000 were made to the Rocky Mountain Community Land Trust and the Estes Park Housing Authority.
- Housing Development Grants. Contributions to the Division of Housing Line Item totaled \$100,000. Two (2) projects were funded from this grant fund.



## **Division of Property Taxation**



*Strengthening Colorado Communities*

**BACKGROUND OF DIVISION**

The Property Tax Administrator, and by extension, the Division of Property Taxation (DPT), exists to assist and cooperate in the administration of all laws concerning the valuing of taxable property, the assessment of same, and the levying of property taxes, 39-2-109(1)(b), C.R.S. The division is committed to the fair, accurate and consistent application of property tax law for the benefit of all citizens of this state. DPT takes policy as designed by the General Assembly and the judicial interpretation of the law then develops ways to put it into practice.

The primary responsibility of the Division of Property Taxation is to administer the implementation of property tax law throughout the sixty-four counties. The subject matter encountered by this office is broad, and ranges from the granting or denial of exemptions for charitable or religious property owners to valuation of state assessed property, and providing technical assessment assistance of all types to county assessors.

**OVERVIEW OF DIVISION**

The Division of Property Taxation is somewhat unique in state government as its governance is described in the Colorado Constitution.

Article X, Section 15 states:

*(1) (b) There shall be a state board of equalization, consisting of the governor or his designee, the speaker of the house of representatives or his designee, the president of the senate or his designee, and two members appointed by the governor with the consent of the senate. Each of such appointed members shall be qualified appraiser or a former county assessor or a person who has knowledge and experience in property taxation. . .*

*(2) The state board of equalization shall appoint, by a majority vote, a property tax administrator who shall serve for a term of five years and until his successor is appointed and qualified unless removed for cause by a majority vote of the state board of equalization. The property tax administrator shall have the duty, as provided by law, of administering the property tax laws and such other duties as may be prescribed by law and shall be subject to the supervision and control of the state board of equalization. The position of property tax administrator shall be exempt from the personnel system of this state.*

Through its Division of Property Taxation (DPT/Division), The Department of Local Affairs (DOLA) coordinates and administers the implementation of property tax law through the state's 64 counties. It operates under the leadership of the Property Tax Administrator, who is appointed by the State Board of Equalization (SBOE/state board). In promoting equalization of property valuation for property tax purposes and in providing assistance to county assessors, the division's activities are divided into four sections.

**DESCRIPTION OF PROGRAMS/SERVICES**

**Administrative Resources** prepares and publishes administrative manuals, administrative procedures and instructions. The section conducts schools and seminars regarding the administrative functions of the assessors' offices; and field studies and provides statewide assistance in title conveyance, mapping, abstracting valuations, certification of values to taxing entities, and feasibility studies. The section also investigates taxpayer complaints and is responsible for various studies and reports such as the residential

assessment rate study and the Property Tax Administrator's Annual Report to the General Assembly and SBOE. Field staff work closely with assessors in all areas of property taxation.

**Appraisal Standards** prepares and publishes appraisal manuals, appraisal procedures, and instructions. It holds schools and seminars regarding all areas of appraisal. The section conducts field studies and provides statewide assistance in agricultural land classification, natural resources, and personal property valuation, as well as assistance in the valuation of residential, commercial and industrial properties. The section assists in reappraisal efforts, reviews internal appraisal forms used by assessors, and investigates and responds to taxpayer complaints.

The **Exemptions** section is responsible for determining qualification for exemption from property taxation for properties owned and used for religious, charitable and private school purposes. Currently exempt property owners are required to file annual reports with the division to continue the exemption. The section provides assistance to counties and taxpayers with inquiries about exempt properties, conducts hearings on denied exemption applications and revocations of exemption, and defends appeals of such denials and revocations.

Some exemptions statistics:

Annual reports filed and reviewed—approx. 9,300 annually

Applications received—about 700 annually

Exemptions forfeited for failure to file annual report—150–200 annually

Decisions issued annually by the Administrator—approx. 750

The **State Assessed Properties** section values all public utilities and rail transportation companies doing business in Colorado. The company valuations are then apportioned to the counties for collection of local property tax. The section conducts research projects in connection with state assessed companies, assists counties and taxpayers with inquiries on the assessment of public utilities and rail transportation companies, hears protests of the assigned values, and defends appeals of such valuations.

### **Additional Division Activities**

The division is the administrative arm of the Statutory Advisory Committee (SAC) to the Property Tax Administrator and the State Board of Equalization.

The section managers meet in regular Managers' Meetings with the Property Tax Administrator to discuss current issues, DOLA policies, coordinate schedules and events, and harmonize the general management of the Division. **Administrative Resources** and **Appraisal Standards** sections work closely in the assistance and training needs of assessors and their staff.

### **KEY PARTNERS**

- Assessors
- Taxpayers
- Industry
- Taxing entities
- Religious, charitable, and private schools
- Computer vendors
- Legislators
- Legislative Council
- Legislative Legal Services
- Division of Local Government
- Division of Housing

- Department of Revenue
- State Treasurer's Office
- Other state (outside CO) and federal agencies

Additional Key Partners and legally described relationships include:

The **Board of Assessment Appeals (BAA)** is a quasi-judicial tribunal that conducts hearings on real and personal property tax valuation appeals. The DPT appears before the BAA when orders and decisions of the Administrator regarding abatements, exemptions, and state assessed properties are appealed pursuant to § 39-2-125(1)(b), C.R.S. The division may also be called, through the subpoena process, as a witness by counties or taxpayers in pending appeals at the BAA. The Administrator has the right, pursuant to § 39-2-113, C.R.S., to intervene as a party at interest at the BAA, or any other court or tribunal, regarding abatement issues or questions regarding statewide assessment policy.

**Southern Ute Indian Tribe Taxation Compact:** Under § 24-61-102(3.07), C.R.S., the Administrator has the authority to resolve disputes brought before her by the Southern Ute Indian Tribe (Tribe) and/or La Plata County Commissioners regarding taxation of real and personal property owned by the Tribe. The Taxation Compact between the Tribe, La Plata County, and the State of Colorado is codified in statute under § 24-61-102, C.R.S.

The division supports the annual **Colorado Association of Tax Appraisers (CATA) Conference**, providing 12 to 18 administrative and appraisal workshops each year. Administrative Resources and Appraisal Standards Sections begin discussions with the CATA Board early in the year, in preparation for the conference that is generally held the first week of October.

## **BUDGET**

Budget requests are included in the Department of Local Affairs budget request, which is routed through the Governor's Office and the Office of State Planning and Budgeting (OSPB), and is ultimately incorporated as part of the Governor's Budget. Requests for funding by all departments of the Executive Branch are reviewed and negotiated with the Joint Budget Committee (JBC) of the Colorado Legislature. Generally, the individual divisions are not directly involved with this process unless there are specific questions; however, the Property Tax Administrator is expected to attend the JBC hearing.

After the Governor signs the Long Bill, the department's Budget Officer establishes line item allocations based on historical spending. Included in the DPT's budget are projections on the cash fund (monies collected by exemptions for annual report filings and applications), general fund monies (operating, travel, and salaries), legal services (attorney general), and the SBOE.

The cash fund was established in SB 03-261. Beginning July 1, 2003 all filing fees submitted with applications for exemption or annual exempt property reports are credited to the property tax exemption fund. The property tax exemption fund is found in § 39-2-117(8), C.R.S., which states, "The moneys in the fund shall be subject to annual appropriation by the general assembly for the direct and indirect costs of the administration of this article." Article 2 of Title 39 encompasses the Property Tax Administrator, the Division, the advisory committee to the Property Tax Administrator and the Board of Assessment Appeals. These cash funds are equal to about 25 percent of DPT's budget.

DPT's budget is partially funded through the use of severance tax funds. In 2006, approximately 30 percent the budget was funded by severance tax.



Fiscal Years 2006 / 2007	
General Fund/Cash Funds Exempt	\$1,968,520
Cash Fund	644,588
<b>Total</b>	<b>\$2,613,108</b>

## STAFF ASSETS

The division has 34 FTE (full time equivalent) employees with two vacancies. All but two employees are based in Denver. Two (PTS IIIs) are based in Grand Junction and primarily serve west slope counties.

The breakdown on staff assets is:

- Property Tax Administrator
- Four (4) Property Tax Specialists IV
- Six (6) Property Tax Specialists III
- Fourteen (14) Property Tax Specialists II
- Three (3) Property Tax Specialists I\*
- One (1) Program Assistant II
- Four (4) Administrative Assistants III
- One (1) Administrative Assistant II
- Two (2) Vacancies

\* One Property Tax Specialist I is on long term disability at this time.

## VOLUNTEERS, BOARD AND COMMITTEE MEMBERS

### State Board of Equalization

The Colorado Constitution prescribes the establishment and make up of the State Board of Equalization (SBOE). Additionally, § 39-9-101 (2) C.R.S requires no more than three members shall be affiliated with any one political party. Unlike most boards and commissions, the appointed members of the SBOE must have the consent of the senate before they can serve, as the constitution makes no other provision. Designated members can change at any time at the desire of the designator. (For SBOE members as of 10/10/2006 please see **Attachment A.**)

Colorado Revised Statute Title 39, Article 9 describes the make up, duties and powers of the SBOE. Those duties include:

- ? The hiring and supervision of the Property Tax Administrator.
- ? The examination and review of the valuations for assessment of taxes upon the various classes and subclasses of taxable real and person property, as presented by the study conducted by the director of research of the legislative council.
- ? The issuance of reappraisal orders to counties if warranted by the study.
- ? Conducting hearings upon complaints filed by the Property Tax Administrator concerning alleged dereliction of duty on the part of a county assessor.
- ? Review abstracts of assessment and change the valuation for assessment of any class or subclass of property which was changed by a county board of equalization.

- ? Approve or disapprove within 30 days after receipt from SAC all recommendations of that committee.
- ? And other duties as outlined in statute.

The State Board of Equalization (SBOE) budget for the 2006/2007 fiscal year is: \$12,856

### **Statutory Advisory Committee**

In addition to the SBOE, there is also established in § 39-2-129 C.R.S. the Advisory committee to the property tax administrator (Statutory Advisory Committee or SAC.) § 39-2-130 C.R.S. describes the membership of the committee, its terms and its compensation. There are five members of SAC: One assessor and one non-assessor appointed from counties of seventy five thousand or more, one assessor and one non-assessor from counties of less than seventy-five thousand and one non-assessor from the western slope. The Governor appoints one of the non-assessor members as chairman. Again, no more than three members shall be affiliated to any one political party.

§ 39-2-131 C.R.S. describes the duties of the committee to review and recommend for approval or disapproval to the SBOE all DPT manuals, appraisal procedures, instructions, forms, etc. See Development and Update of Division Policies for a more thorough description. (For SAC members as of 10/10/2006 please see **Attachment B.**)

### **Development and Update of Division Policies and Procedures**

The primary vehicle used to provide a resource for property tax laws and policies is the Assessors Reference Library (ARL) manuals. Three manuals exist: ARL Volume 2, Administrative and Assessment Procedures; ARL Volume 3, Land Valuation; and ARL Volume 5, Personal Property Valuation. The Administrative Resources section maintains Volume 2 and the Appraisal Standards section maintains Volumes 3 and 5.

Based on changes in assessment policy, newly developed appraisal procedures, changes in Colorado statutes affecting property tax, or new court case decisions, new or revised procedures are drafted. After internal Division review, meetings with assessors and industry are scheduled to obtain their perspective of issues before finalizing the procedure. Clarification of issues related to the proposed procedure is included in the discussion.

ARL manual revisions may be made on a quarterly basis and are submitted to the Statutory Advisory Committee (SAC) for review. Before anything is submitted to SAC, policy and/or procedure additions or changes are reviewed by the Administrator.

### **Review of Division Materials**

SAC has the authority to recommend approval or disapproval of the proposed new or revised procedure to the State Board of Equalization (SBOE). Meetings are scheduled on at least a quarterly basis to review updates to Division manuals, schools and workshops. Any member of the public can attend the SAC meeting and give testimony regarding any agenda item. All agenda material is sent to SAC members 20 days prior to the meeting.

After review by SAC, all material is subject to review and approval by the State Board of Equalization (SBOE/state board). Unless a concern is brought to the attention of the state board relating to material brought before SAC, the state board typically chooses not to hold a hearing and the material is deemed approved by the state board after 30 days from the SAC hearing. The Administrator asks for a state board hearing to resolve any issues and concerns brought by taxpayers and assessors regarding proposed policy and procedure additions and changes.

The manuals are also reviewed by the Office of Legislative Legal Services (LLS) for conformity with the law. Staff attorneys in that office review the materials for conformity with the law; the attorney responsible for reviewing the materials sends a letter to our office; the letter either notes that no issues were found with the materials or details issues they feel the division should address.

As a note, policy changes made by the Exemptions Section must go through the state rule making procedures.

### **Division Website**

The Division maintains a website as part of the Department of Local Affairs website. The address for our website as of 10/10/06 is <http://www.DOLA.state.co.us/PropertyTax/index.htm>. Our web site is designed to provide easy access to property tax information for all who might need it. Some of the items found on our website are:

- The Assessors Reference Library and the Annual Report published by the Division are available for use by appraisers, tax agents, attorneys, administrative personnel, or anyone else working in the appraisal or assessment fields.
- Our education calendar is posted so assessors and staff can plan for needed training.
- A court case database of both in-state and out-of-state court decisions relating to property tax issues.
- Weekly bulletins are listed for easy review.
- Personal Property and Natural Resource Real and Personal Property Declaration forms are available for assessors wishing to print their own.
- For state assessed utilities, the blank annual statement of property form and instructions is available.
- Taxpayer brochures for understanding different aspects of property taxation
- For organizations wishing to apply for exemptions, the application forms are there along with the relevant statutes and rules.

The division also provides information on related entities, such as the Colorado Assessors' Association website, the statutory advisory committee members, the state board of equalization, and addresses and telephone numbers for county assessors and treasurers.

### **LETTERS OF SUPPORT, RESUMES**

*See "DPT Attachments."*

## **ATTACHMENT A**

STATE BOARD OF EQUALIZATION – October 2006

Appointee of Governor Owens-September 13, 1993 - Term Expires September 2009

**Lyle Kyle, Chairman**

Appointee of Governor Owens - May 8, 2006 - Term Expires September, 2009

**Charles S. Brown, Vice-Chairman**

Designee of Governor Owens - re-designated 1/1/2006

**Heather Witwer**

Designee of President of the Senate, Joan Fitz-Gerald

**Michael Schuster**

Designee of Speaker of the House, Andrew Romanoff

**Representative Val Vigil**

**ATTACHMENT B**

STATUTORY ADVISORY COMMITTEE TO THE  
PROPERTY TAX ADMINISTRATOR – October 2006

**Edward Bosier** (Appt 9/2000 – Expires 9/2006)

**Patricia A. Richards** (Appt 10/1996 – Expires 9/2008)

**Don Bain, Chairman** (Appt 9/2000 – Expires 9/2006)

**Doralyn Genova** (Appt. 4/2005 – Expires 9/2008)

**Naomi Keys** (Appt. 2/2005 – Expires 9/2008)



## **Board of Assessment Appeals**



*Strengthening Colorado Communities*

## **BOARD OF ASSESSMENT APPEALS (BAA)**

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### **BACKGROUND**

39-2-123. :

“On and after July 1, 1971, the Colorado tax commission shall be known as the board of assessment appeals, which agency is hereby created within the department of local affairs. The board shall be a quasi-judicial tribunal.”

“Effective July 1, 1991, except as otherwise provided in section 39-2-125 (1) (c) (I), the new board shall be comprised of three members, who shall be appointed by the governor with the consent of the senate. Members of the board shall be experienced in property valuation and taxation and shall be public employees, as defined in section 24-10-103 (4) (a), C.R.S., who are not subject to the state personnel system laws. One of such members shall be or shall have been, within the five years immediately preceding the date of initial appointment, actively engaged in agriculture. On and after June 1, 1993, members shall be registered, licensed, or certified pursuant to the provisions of part 7 of article 61 of title 12, C.R.S.”

### **OVERVIEW OF DIVISION**

The Board of Assessment Appeals (BAA) is composed of seven members which meet to hear appeals by property taxpayers of decisions of county boards of equalization, county boards of commissioners, and the property tax administrator on valuation of real and personal property, abatement of taxes, exemption or state assessed properties. BAA schedules hearings for up to three hearing panels of at least 2 board members five days per week. The Board schedules hearings in Grand Junction to improve appellant accessibility to the appeals boards in Western Slope counties.

### **DESCRIPTION OF PROGRAM**

The BAA schedules hearings throughout the year to hear appeals that have been filed. Statutes require that two Board Members concur in a decision. An Assistant Attorney General advises the Board on legal matters.

The workload for the Board of Assessment Appeals has a large biennial cycle due to the reappraisal every other year under statutory directives in 39-1-104(10.2), C.R.S. During the past two 2-year cycles, the caseload has been 2,800– 3,100 appeals filed per cycle.



Individual taxpayers may appear before the Board pro se, or they may be represented “by an attorney admitted to practice law in this state or by any other individual of his choice.” Entities must comply with statutes requiring that they be represented either by an officer of the entity (CRS 13-1-127) or by an attorney.

Decisions of the BAA are appealable directly to the Colorado Court of Appeals. Therefore, the BAA must conduct hearings pursuant to Board and Court Rules, and produce a transcript of any hearing which is appealed by either party.

**BOARD MEMBERS**

Karen E. Hart, Chairperson  
Debra A. Baumbach  
Sondra W. Mercier  
Steffen A. Brown  
MaryKay Kelley  
Diane DeVries  
Lyle D. Hansen

**BUDGET**

<b>FY 2006-2007</b>	\$706,859	Total
	\$446,258	GF
	\$260,601	CFE (excess dept indirect cost \$)

**LETTERS OF SUPPORT**

See "BAA Attachments" section.