



State of Colorado

Homeland Security & All-Hazards Strategic Framework

2014–2016

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State of Colorado

Homeland Security & All-Hazards Strategic Framework

Approvals

This *Homeland Security & All-Hazards Strategic Framework* was prepared by the State of Colorado Homeland Security and All-Hazards Senior Advisory Committee (HSAC) to provide broad, strategic direction and guidance for the stakeholders of Colorado's Homeland Security program. This strategy complies with applicable Federal and State requirements and supports the National Preparedness Goal and other associated guidelines.

The Strategic Framework has been reviewed and approved by the Colorado Homeland Security and All-Hazards Senior Advisory Committee membership as indicated by the Committee Chairman's signature below.

Approved:



James H. Davis, Chair

Homeland Security and All-Hazards Senior Advisory Committee



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Executive Summary

This document establishes an All-Hazards strategic framework for the State of Colorado and its jurisdictions, agencies, non-governmental organizations, private sector partners and citizens to prevent, protect, mitigate, respond and recover from All-Hazards incidents. It is a joint, multi-jurisdictional, multi-organizational document that provides long range direction and guidance for stakeholders and leadership within the State of Colorado. The goals and strategies outlined in this strategic framework form the foundation for improving All-Hazards preparedness and resiliency, leading to fewer lives lost, reduced economic impacts in affected communities, improved response capabilities, and faster recovery time. Future development of the framework's implementation plan by all stakeholders (State & local governments, non-governmental organizations, and the private sector) will identify objectives/tasks supporting the completion of a formal strategic plan.

This All-Hazards strategy aligns with and is nested within Federal preparedness guidelines and directives. It is further based upon the risks and threats that have been identified through the Threat Hazard Identification and Risk Assessment (THIRA) process as most applicable to the State of Colorado. The strategy will be reviewed and updated by the Homeland Security and All-Hazards Senior Advisory Committee (HSAC) annually. Formal review and publication will occur biennially. An accompanying implementation framework will be adopted to facilitate implementation and ensure accountability once objectives and tasks are identified and assigned to stakeholders.

The plan is organized into sections with supporting appendices. The first section outlines the concept of resiliency within the State of Colorado while describing the structure and environment that reflects Homeland Security and public safety within Colorado. In particular, this section also provides the scope and purpose for the strategy and explains the use of Regions within Colorado.



The second section of the strategy identifies the State of Colorado's Vision, Mission and Values as they relate to Homeland Security and All-Hazards strategic planning and integration. The third section of the document describes the Threat Hazard Identification and Risk Assessment (THIRA) and Capability Estimation processes use within Colorado. The fourth section addresses the Statewide Goals and supporting strategies that form the backbone of the strategy. The final section outlines the accountability & measurement processes to be used, the intended alignment and endorsement processes and the methods used for revisions and updates to the document. The strategy also includes seven Appendices that provide additional information and resources to the overall strategic document.

Building Resiliency in Colorado

Establishing resiliency at all levels is the key to a strong culture of preparedness within Colorado. Resilient communities form the basis of preparedness in Colorado and require effective and efficient coordination between the myriad of stakeholders involved in homeland security and emergency management preparedness. In particular, the integration and unity of purpose between government, non-governmental and private sector partners is a critical component to the achievement of resiliency. Embracing resiliency enables NGOs and private sector agencies to be positioned to more rapidly recover from All-Hazards incidents.

Creating this framework of resiliency and preparedness is the focus of Colorado’s Homeland Security Strategy. Strategic planners have developed the preparedness prism depicted in Figure 1 to illustrate the critical

stakeholders and processes used by our preparedness partners to prevent, protect, mitigate, respond and recover to/from All-Hazards incidents. The prism illustrates the key stakeholders involved in building a resilient community (Government, Non-Governmental Organizations and Private Sector) and the methods used to demonstrate resiliency (Self Organizing, Local Government/Mutual Aid, State and Emergency Management Assistance Compact (EMAC) Aid, and Federal Aid) in the face of an All-Hazards event within Colorado. The resiliency framework provides communities of any size the capability to utilize these methods at any level of event in order to prevent, protect, mitigate, respond, and recover from incidents. In effect, the methods form the internal part of the preparedness prism and provide the mechanisms for communities stakeholder groups to achieve resiliency for their citizens.

Figure 1. Colorado’s Preparedness Prism





Description of the State of Colorado

The State is divided into 64 counties, 276 incorporated municipalities and over 2500 special districts with a total estimated population of 5,029,196¹. County populations range from as few as 699 residents in San Juan County to more than 622,263 in El Paso County. Colorado's special districts are forms of local government established for specific purposes providing direct support to citizens of the State. The majority of the State's population, industrial and commercial development, and the seat of State government, are located along the Front Range. The Front Range extends from Larimer County in the north to Pueblo County in the south, and includes the ten most populated counties in the State. Given the high population concentration, major industrial activities, and history of major disaster incidents, the Front Range represents the area of greatest vulnerability for repeated occurrences of disastrous incidents. Colorado saw a 16.9 percent growth in population from 2000 to 2010. Much of this growth occurred in areas with high vulnerability to hazards.

Colorado covers approximately 104,247 square miles and is geographically divided into four distinct regions: The Eastern Plains, the Front Range, the intra-mountain region, and the Western Slope. The State's prominent geological feature is the Rocky Mountain Range. Several mountain ranges run north to south through the middle of the State and account for two-fifths of the State's land surface area.

The State also currently coordinates with 2 sovereign Tribal governments: Ute Mountain Ute and the Southern Ute. These tribal nations are geographically located in the southwest portion of the State and coordinate with local jurisdictions in the southwest region.

¹ Population figures based on 2012 forecast figures released by the Colorado Demography Office, Department of Local Affairs.

Scope and Purpose

This document establishes a statewide Homeland Security Strategy for the State of Colorado and its member jurisdictions, agencies, stakeholders, partners and citizens. The strategy provides broad, overarching direction and guidance for the implementation of an integrated Homeland Security program in Colorado. Accomplishment of the goals and strategies outlined within the strategic framework will enable Colorado to create and sustain prepared, resilient communities. Implementation of the strategic framework will be based on an integrated framework that emphasizes the unity of purpose between government, non-governmental entities and private sector stakeholders.

The term 'State' is used throughout the strategy as a common description reflecting the collaborative and integrated approach to preparedness and resiliency in Colorado. The use of the term 'State' is also used as an inclusive term for all stakeholders in Colorado's Homeland Security program including all governmental, non-governmental, private sector entities as well as the citizens of Colorado.

Regional Structure and Coordination

Colorado is organized into nine All-Hazards Emergency Management Regions geographically covering the State's sixty-four (64) counties and two (2) tribal governments.

Description of Regions

The regions were established in July 2003. The All-Hazards Emergency Management Regions were determined through consideration of existing districts used for planning, emergency management, and medical/public health response.

The **North Central Region** includes Adams, Arapahoe, Boulder, Broomfield, Clear Creek, Denver, Douglas, Elbert, Gilpin, and Jefferson counties. It is also home to the Denver Area Urban Area Security Initiative (UASI) whose membership includes a myriad of jurisdictions and agencies from across the North Central Region.

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

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

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

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

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

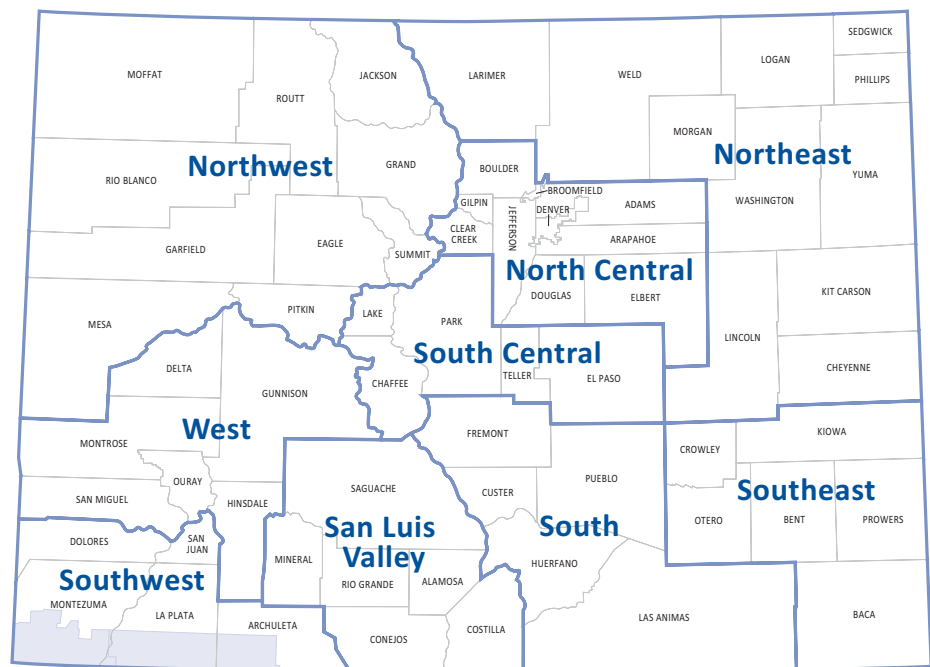
The **San Luis Valley Region** includes Alamosa, Conejos, Costilla, Mineral, Rio Grande, and Saguache counties.

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

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

Regionalization

Colorado regionalized many of its efforts in order to enhance capabilities and maximize the use of resources. The All-Hazards Homeland Security Regions are the guiding structure for the coordination of homeland security, emergency management and preparedness within the State. The Regions are used for homeland security planning, emergency management, and medical/public health response. Most importantly, the Regional structure emphasizes and enhances collaboration among members in order to increase preparedness and resiliency for all stakeholders in the State. Strong Regional ties and relationships are the key component to integrating Public Sector, Non-Governmental Sector and the Private Sector members in the task of building resiliency.



Homeland Security and All-Hazards Senior Advisory Committee

The Homeland Security and All-Hazards Senior Advisory Committee (HSAC) has been formed to advise the State's Homeland Security Advisor, provide strategic direction to the Division of Homeland Security & Emergency Management, and best position the State to predict, prevent, mitigate the effects of, respond to, and recover from those threats or hazards posing the greatest risk to Coloradoans. In addition, the HSAC is responsible to:

- Annually review the Homeland Security & All-Hazards Strategic Framework and make recommendations on the strategy's goals, policies, and priorities.
- Advise the governor, through his or her Homeland Security Advisor, regarding the planning and implementation of tasks and objectives to achieve goals contained in the Colorado Homeland Security & All-Hazards Strategic Framework.
- Identify opportunities to consolidate existing state-level advisory boards, while ensuring that local and tribal entities have latitude in determining their needs in program areas.
- Review homeland security applications and make recommendations to the Homeland Security Advisor regarding grant distributions.
- Provide policy guidance to the Division of Homeland Security & Emergency Management.

The Committee was established pursuant to 24-33.5-1614, C.R.S. The HSAC has 24 appointed members that reflect a wide variety of disciplines and organizations representative of a myriad of stakeholders within the State of Colorado (see Appendix E).

Strategic Planning Methodology

The HSAC has been statutorily assigned the task to develop and annually review this Homeland Security & All-Hazards Strategic Framework. Pursuant to this task, the HSAC formed a Strategic Planning sub-committee to review, develop and update the State strategy. Seven members of the HSAC volunteered to serve on the Strategic Planning sub-committee; four local government representatives, two state representatives and one representative from Non-Governmental Agencies. The group has also been supported by five members from State government including the State Chief Information Security Officer, the Director of the Office of Emergency Management as well as the Director of the Office of Preparedness.

The Strategic Sub-Committee conducted bi-weekly meetings over the period of 4 months in order to:

- Review the existing State Homeland Security Strategy
- Review existing Federal and State guidance preparedness and resiliency documents
- Development of updated Vision, Mission and Values statements
- Development of an initial set of updated Goals and Strategies

These components formed the working draft of this strategic framework. The draft was then disseminated to all HSAC stakeholder groups for input. Lastly, public comments were solicited on the draft strategic framework. All suggestions for improvement were vetted by the HSAC Strategy Subcommittee. This strategy document represents the shared interests of a broad consortium of interested parties, all with Colorado's future in mind. The final version of the Homeland Security & All-Hazards Strategic Framework will be adopted by the HSAC for endorsement and implementation by Colorado stakeholders.



Colorado Vision, Mission and Values

The State HSAC adopted a common vision, mission and set of values as outlined below. Each item below will assist the State's multitude of stakeholders to have a common approach to implement All-Hazards preparedness across the State.

Vision

Colorado will be recognized as having communities that are the most resilient in the nation; founded on a framework that integrates public safety, community partners and citizens; resulting in informed, educated, motivated communities prepared for All-Hazards incidents.

Mission

Through unity of purpose, the Colorado homeland security community will develop and implement an integrated framework that creates resilient communities before, during and after All-Hazards incidents.

Statewide Values

- We value safe, secure and resilient communities able to recover from All-Hazards incidents
- We value long term, viable, sustainable solutions
- We value flexible and scalable solutions
- We value integration and unity of effort
- We value self-reliance, empowerment and collaboration
- We value sharing information, expertise and best practices
- We value inclusivity
- We value the role of NGOs and the private sector in prevention, protection, preparedness, response, and recovery activities
- We value synergistic efforts
- We value a common purpose over individual interests
- We value supporting local governments
- We value volunteerism

Threat and Hazard Identification and Risk Assessment

The Threat and Hazard Identification and Risk Assessment (THIRA) is the All-Hazards tool used by Colorado that allows a jurisdiction to understand its threats and hazards and how the impacts may vary according to time of occurrence, season, location, and other community factors. This knowledge allows a jurisdiction to establish informed and defensible capability targets and commit appropriate resources drawn from the whole community to closing the gap between a target and a current capability or for sustaining existing capabilities.

Due to its geography and location, Colorado will always be susceptible to natural hazards. State and local governments must always be prepared to manage those types of incidents when they occur. Due to the frequency of the occurrence and the historical vulnerability of the population to those hazards, most communities should rate natural hazards as their primary emergency management concern. The major natural hazard threats to Colorado are tornados, floods, thunderstorms and lightning (including high winds and hail), severe winter weather, avalanches, wildfires, and extreme temperatures.

Colorado's principal technological hazard threats include infrastructure failures, hazardous material incidents, structural fires, major transportation accidents, and petroleum / natural gas pipeline accidents. (It should be noted that many of these threats are a direct or indirect result of the State's position as a major national and international manufacturing and business center. The technological threats present in Colorado are not unlike those present in other industrialized States of similar size and character.)

Colorado's principal human-caused threats include: terrorism, cyber-attacks, civil disturbances, and active shooters. While Colorado will never be able to eliminate entirely the threat of terrorism and other human threats, much can be done to further prevent, protect, mitigate, respond and recover from such incidents. No matter how diligent our intelligence agencies are in collecting threat information, it is

nonetheless imperfect. Dealing with the risk of attack requires understanding our limitations and focusing on the best things we do to prevent one, a concept referred to often as "buying down risk."

The mixture of natural, technological, human error, and nefarious intentions could result in incidents that can range from high probability / low consequence to low probability / high consequence. Just as these factors drive risk levels, they also expand capability requirements.

It is widely recognized that one set of capability gaps which occurs in one Region may not exist in another Region or to that same level of severity. It is incumbent upon each jurisdiction or political entity to identify their own capability needs (to include the capabilities of their neighboring jurisdictions through available mutual aid).

Capability Estimation

Core capability implementation and evaluation in Colorado is focused at the Regional and local government/agency levels. Stakeholders at these levels possess the bulk of resources and assets needed for communities to implement a resiliency framework and are therefore best positioned to assess capability in these core areas.

Core capabilities are essential for the execution of each of the five mission areas: Prevention, Protection, Mitigation, Response, and Recovery. To assess both our capacity and our gaps, each core capability includes capability targets for which measures will be developed. The core capabilities and capability targets are not exclusive to any single level of government or organization, but rather require the combined efforts of all community stakeholders. A number of the core capabilities (e.g., Planning, Operational coordination, Public Information and Warning) are applicable to all levels of government and will require full integration of a wide variety of stakeholder, including State agencies and departments, into this process.

Goals & Strategies

The HSAC established the following goals to guide and focus our planning and preparedness efforts in the coming years. The goals are not ordered in importance, but rather collectively reflect the overarching direction that will assist in integrating statewide stakeholders' efforts at all levels when conducting and planning preparedness activities and tasks.

Goal 1: Reduce the risks to the citizens of Colorado, their businesses, and their local governments from significant All-Hazards incidents.

Strategies

- a. Develop and implement an information sharing system (s) for the State of Colorado
- b. Conduct an annual threat assessment
- c. Mitigate identified risks
- d. Develop a risk communication program for citizen education and awareness

Make strategic investments to produce safer communities in Colorado that will attract and/or keep new economic development which is required for a strong future

Goal 2: Create Colorado communities that can prepare and plan for, absorb the impact of, and proactively adapt to major adverse All-Hazards incidents.

Strategies

- a. Establish systems and methods that promote multi-jurisdictional prevention/protection activities
- b. Encourage inclusiveness and synchronization in all planning processes
- c. Bring together all sectors needed to create resilient Colorado Communities (Government, NGOs, private sector)

- d. Develop a plan to resource emergency management personnel who are appropriately trained to perform emergency management tasks
- e. Identify/Develop tools to support community resiliency
- f. Ensure that sufficient resources are focused on individual, community, and business preparedness for All-Hazards incidents

Goal 3: Establish standards that local governments, community planners, community developers, and other technical fields, can apply to their processes to achieve better resilience profiles.

Strategies

- a. Establish, promote and where appropriate, direct standards and best practice models/frameworks statewide
- b. Establish and promote standards and best practice models at the local level

Goal 4: Identify existing or develop new resources for State and local governments to minimize the damage of All-Hazards incidents.

Strategies

- a. Educate State and local partners on available critical response and planning systems including the limitations and constraints of resource availability (including time, people, equipment and money)
- b. Allocate and Maintain State level disaster and emergency funding for All-Hazards incidents
- c. Ensure State and local partners are leveraging all available funding streams and programs to resource their requirements
- d. Ensure core State Division of Homeland Security and Emergency Management (DHSEM) capabilities are resourced through dedicated State funding



- e. Integrate City, County and Regional Emergency Operation Centers (EOCs) for All-Hazards incident response

Goal 5: Clarify and expand the cooperative role of NGOs, community service organizations or initiatives and the private sector in creation of partnerships to respond to incidents, and speed the recovery of Colorado citizens and their communities.

Strategies

- a. Develop or identify integrated Public Private Partnership projects at the State and local levels to increase the sustainability of prevention, protection, mitigation, response, and recovery operations
- b. Develop programs, products and services dedicated to establishing and strengthening Public Private Partnerships

Goal 6: Facilitate and coordinate integrated training and exercise programs that improve the ability of communities to respond to significant incidents.

Strategies

- a. Develop an integrated statewide exercise program inclusive of community and private partners
- b. Develop a process to review and track improvement plan items to ensure areas of weakness are addressed with resources
- c. Develop a statewide integrated training program inclusive of community and private partners

Accountability and Measurement

To ensure accountability and transparency, metrics will be used to measure goals, strategies and supporting tasks. The strategy's implementation plan will link measurements to activities completed in order to provide a snapshot of our Homeland Security program's progress. In addition, the measurement system will allow leadership to identify areas of success and areas requiring additional effort.

Strategy Alignment and Endorsement

Implementation of the strategy will be based on an integrated framework that emphasizes the unity of purpose between government, non-governmental entities and private sector stakeholders. Stakeholders that are in the State of Colorado are encouraged to endorse the State of Colorado All-Hazards Strategic Framework and its implementation framework.

In addition, stakeholders are encouraged to complete implementation activities that are aligned with the overall strategic framework intended to make Colorado better prepared for All-Hazards incidents. These efforts should focus on: day-to-day activities related to prevention, protection, mitigation, response, and recovery measures against natural, technological, and human-caused incidents; financial investments and building partnerships.

Revisions and Updates

The development and update of this strategic framework is a requirement under C.R.S. 24-33.5-1614(2) (a) (VII). The strategic framework will be informally reviewed and updated by the HSAC annually. Formal review and publication will occur biennially. However, interim updates throughout the course of the calendar year may be made based on new or updated requirements or risks.

The annual HSAC review will involve the collection of information related to the goals and strategies that have been identified here. The annual review will also encompass lessons learned from real-world incidents and exercises, changes in State statutes, and changes in Federal guidance.

The Chair of the HSAC will promulgate the base document of this strategic framework every two years. The appendices, annexes, attachments, implementation plans, or other supporting documents of the strategic framework can be updated at any time on an as needed basis as approved by the HSAC.

The State continues to encourage each of the All-Hazard Emergency Management Regions² to develop, review, and update their existing Homeland Security Strategies in order to provide a framework for their goals, objectives, and priorities.

Conclusion

Even though it is a contributing factor in this process, federal grant funding should not be the driving factor in the sustainment of the State's overall homeland security and emergency management activities. Recognizing that each State-identified region is different, priorities will need to be established by each organization based upon their needs, available resources as well as the hazards and threats each may be exposed.

² Under federal grant guidance the Urban Area Security Initiative is also required to write, review, and update their Homeland Security strategy every two years.



Enclosures

Appendix A—Implementation Plan

Appendix B—State THIRA and Capability Estimation Summary

Appendix C—Life Safety Impacts, Economic Impacts & State Disaster Declarations

Appendix D—State Preparedness Goal

Appendix E—Member Organizations of the HSAC

Appendix F—Acronyms

Appendix G—Definitions

Enclosures

Appendix A—Implementation Plan

The Homeland Security & All-Hazards Strategic Framework is Colorado’s comprehensive multi-discipline and multi-hazard Strategy the execution of which will take place at the local and State levels. The implementation of the strategy requires clearly assigned roles and responsibilities and a process and tools that tie investments to the Strategy’s goals and objectives.

Each local jurisdiction, State agency, non-profit, non-governmental organization, and the private sector are encouraged to develop their own goals, strategies, and tasks (that are tied to the overall State of Colorado Homeland Security and All-Hazards Strategic Framework) to guide their effort in making Colorado better prepared for any and all incidents. These efforts should focus on: day-to-day activities related to prevention, protection, mitigation, response, and recovery measures against natural, technological, and human-caused incidents; financial investment justifications; and building partnerships.

Strategic Framework Implementation Process

The Planning, Organization, Equipment, Training and Exercise (POETE) resource elements within each objective delineate the resources needed for the State to achieve each objective. They serve as a critical strategic guide for the State to develop projects that will result in achievement of a particular objective. As such, they are not an exhaustive list meant to limit steps necessary to achieve a goal, but instead operate as a blueprint.

The detail of a POETE implementation step may vary from goal to goal or even within a single goal depending on the amount of detailed data available from risk and capabilities assessments and other data sources. The State is not required to generate projects for each goal in a given grant or funding cycle. Rather, each grant applicant must prioritize projects based on the applicant’s own risk and need. However, applicants must identify the goals and objectives in the State or Urban Area Homeland Security Strategy supported by their investments.



A key principle guiding the implementation process will be to utilize multiple funding sources including, but not limited to, local general funds, State funds, and federal funds such as the Assistance to Firefighters Grant, Emergency Management Performance Grants, Homeland Security Grant Program, Non-Profit, Pre-Disaster Mitigation Grants, Hazardous Materials Emergency Preparedness Grants, Centers for Disease Control and Prevention Grants, and Justice Assistance Grants, etc.

Integrating these disparate funding sources around the strategic framework will be challenging. It requires updates to the business process that often artificially treats such funding sources as independent programs and goals. While the administrative mechanics governing each funding source may be different, and will not be altered by this strategic framework, the overarching purpose of the funding streams is more often in sync with one another—to enhance the public safety and security of the State through enhanced capabilities built around principles of risk management.

Investment Justifications

While this strategic framework is not a grant strategy, the State of Colorado recognizes that federal grants play a vital role in helping implement the strategic framework. The purpose of submitting homeland security or emergency preparedness investment justifications or grant applications to federal agencies is to obtain funding necessary to implement the goals of this strategic framework. Each fiscal year, DHSEM submits the State's Homeland Security Grant Program (HSGP) application. At the core of the application are a series of investment justifications that outline specific projects or groups of projects designed to implement State or Urban Area homeland security strategic goals and objectives.

The investment justification process must be viewed as the culmination of a comprehensive homeland security planning and implementation process and not just as a short term event. Such a process requires specific steps and management in order to ensure the State as a whole presents a unified investment picture to the federal government. As such, each fiscal year, DHSEM will lead the State's required investment justification process to ensure the State operates efficiently, effectively, and elegantly in the planning and investment process.



Appendix B—THIRA Summary and Capability Estimation

In 2013, FEMA released the Comprehensive Preparedness Guide (CPG) 201: Threat and Hazard Identification and Risk Assessment (THIRA) Guide, Second Edition, as another tool that all jurisdictions could use to assist in determining what prevention, protection, response, recovery and mitigation capabilities they may need during All-Hazards incidents. This process is slightly different than the one used for jurisdictional mitigation plans in so far as those rely on historical data. Whereas, this THIRA process looks at the worst case, credible event that could occur and assists in identifying what capabilities a jurisdiction may need to help return to a pre-incident end state.

The THIRA is an All-Hazards capability based assessment of FEMA's five mission areas identified in the September 2011 National Preparedness Goal: Prevention, Protection, Mitigation, Response and Recovery. It was developed to support Presidential Policy Directive 8 (PPD-8) and the National Preparedness Goal, which describes the Nation's approach to national preparedness core capabilities across the five mission areas listed above. The THIRA provides a risk assessment, associated impacts and capability targets. It has enabled better integration of natural, technological, and human-caused threats into a single risk assessment process for the State. THIRA capability assessments and planning scenarios will help guide future planning and preparedness efforts across these mission areas. In 2013, the State and the Denver Urban Area Security Initiative (UASI) submitted THIRA documents to FEMA Region VIII.

A THIRA is created using a step by step process. Step one involves assembling a group of subject matter experts to identify several plausible, threats and hazards that are a concern to the jurisdiction. Step 2 involves describing the threats and hazards of concern and showing how they may affect the community. Step Three assesses each threat and hazard in context to develop a specific capability target. Step Four estimate the impacts these scenarios have on the jurisdiction's capabilities³ and establish capability targets.

Capability estimation provides a consistent means to understand the required resources needed to deliver core capabilities to the targets set in the THIRA, verify existing strengths to be sustained, determine potential shortfalls in capability or capacity, inform formal capability assessments and reporting, and allow communities to set up their approach to strategic planning for preparedness. The desired outcomes and capability targets identified in the THIRA process, combined with the resource challenges and solutions identified in the capability estimation process, serve as a solid basis for developing strategies to sustain, obtain, and build capabilities, and to reduce requirements through mitigation and protection activities.

After completing an iteration of the capability estimation phase, communities analyze the results of the capability estimation process and develop a strategy to (1) reduce resource requirements through mitigation and protection activities, (2) sustain current strengths, (3) obtain needed resources from other members of the whole community, and (4) build new capabilities internally. This strategy should take into account existing community resources, resources from non-traditional partners, mutual aid agreements, automatic aid agreements and partnerships, partners at other levels of government, and, lastly, grant investments.

³ FEMA identified 31 core capabilities: Planning; Public Information and Warning; Operational Coordination; Forensics and Attribution; Intelligence and Information Sharing; Interdiction and Disruption; Screening, Search, and Detection; Access Control and Identity Verification; Cybersecurity; Physical Protective Measures; Risk Management for Protection Programs and Activities; Supply Chain Integrity and Security; Community Resilience; Long-term Vulnerability Reduction; Risk and Disaster Resilience Assessment; Threats and Hazard Identification; Critical Transportation; Environmental Response / Health and Safety; Fatality Management Services; Infrastructure Systems; Mass Care Services; Mass Search and Rescue Operations; On-scene Security and Protection; Operational Communications; Public and Private Services and Resources; Public Health and Medical Services; Situational Assessment; Economic Recovery; Health and Social Services; Housing; ; and Natural and Cultural Resources.



The 2013 State submitted THIRA selected and developed the following six plausible hazards and threats scenarios:

- A coordinated terrorist attack across a larger Metro Area with the purpose of inflicting casualties and bogging down the first responder assets throughout the metro area.
- A cyber-attack against the electrical grid of the United States that impacts multiple states, including Colorado.
- A 6.8 earthquake in a large metro area which damages or destroys large portions of residential areas, commercial buildings and national infrastructure.
- A flooding event that impacts 26 counties in northern Colorado leaving multiple towns isolated or having limited access.
- A train accident that releases hazardous materials in large metropolitan area over the Labor Day weekend.
- A wildfire occurring in the wildland urban interface resulting in hundreds of residences destroyed and damaged.

This THIRA serves as a decision-making tool for State government to help build on existing capability and increase community resilience. The State will use results from the THIRA to help plan and allocate resources for the targeted capability with community assets and / or mutual aid. The THIRA provides a baseline State risk assessment and will be integrated

with other planning resources. The accuracy of the planning scenarios and the impact on capabilities will be improved in future updates. The State of Colorado's Division of Homeland Security and Emergency Management has the primary responsibility for monitoring and updating Colorado's THIRA. Other activities that could trigger an assessment and possible update of the state's THIRA are:

- New or innovative coordination forums / groups / committees that enable successful and coordinated Planning;
- Updates in processes and guidance that governed the writing of this THIRA;
- Systemic and capability-level challenges and obstructions or enhancements to existing capabilities;
- Substantial documented changes in the State's risk landscape.

The THIRA and resulting Capability Estimations are dynamic documents to be regularly reviewed to maintain consistency with existing and new policies, evolving conditions and experience gained from use. The assessments will evolve based on changes to threats, hazards and capabilities within the State, Region and Nation. A continuous update cycle on a year-to-year basis will allow the State to reassess and manage its changing risk landscape. The State THIRA will incorporate the most current available data, input, and assessments from federal, state, local partners and subject matter experts.

Appendix C—Life Safety Impacts, Economic Impacts, State Disaster Declarations

Life-Safety Impacts of Threats & Hazards

Colorado is a diverse state that routinely experiences an array of natural and technological hazards along with human threats. It is vital that first responder agencies across Colorado be prepared for this shifting All-Hazards environment and that they build capacity for those incidents that are most likely to occur based upon historical data, intelligence information and insight, and known vulnerabilities that increase risk to our communities. We must also not dismiss the importance of the psychological impact of disasters, which can undermine resiliency and adversely affect victims and first responders alike.

Of the many natural and technological hazards and human threats experienced by Coloradans in a given year, quick action by first responders has enabled the state to limit the number of deaths that result. Improved response time by first responders, better access to trauma facilities during the golden hour, improved public information and warning, greater tactical capabilities for high-risk incidents and greater awareness by the public of threats and hazards have greatly improved the resiliency of our communities. Threats and hazards that routinely claim victims in Colorado include flash flooding, wildfire, avalanche, lightning, structure fires and

active shooter incidents. On July 20, 2012, for example, a gunman opened fire inside the Century Theater in Aurora, Colorado, killing 12 people and injuring 58. Colorado has a troubled history of active shooter incidents, beginning with Columbine High School on April 20, 1999. Nevertheless, we have never been better prepared than we are today for the variety of threats we face in Colorado.

The greatest threat to life safety in Colorado is not a tornado, flash flood, or active shooter, it is bad drivers. Colorado averages 39 automobile-related deaths a month, or 473 deaths in 2012 alone. Organizations such as the Colorado State Patrol, Mothers Against Drunk Driving, and the Colorado Department of Transportation, among others, have worked diligently to improve traffic safety on our highways and reduce the number of traffic-related fatalities. To meet the demands of the All-Hazards environment in Colorado, no stone can be left unturned. By examining life-safety and economic impacts, we can better allocate scarce resources and ensure minimum capabilities to respond to those types of incidents that have the greatest consequences. And while it is difficult sometimes to discern trends, Colorado is experiencing more frequent and destructive disasters than in times past, adding to the urgency of improving resiliency in Colorado against All-Hazards.



Economic Impacts of Threats & Hazards

According to the Rocky Mountain Insurance Information Association⁴ (RMIIA), Colorado has experienced significant economic impacts from a variety of natural hazards affecting the state, most especially Hail. The table below provides a snapshot of the historical economic impact of disasters on Colorado.

As noted above, the economic fallout from natural disasters in particular can be significant and further

⁴ http://www.rmiiia.org/Catastrophes_and_Statistics/catastrophes.asp

undermine recovery efforts. It is left to be seen what the estimated economic impacts will be following the extensive flooding that occurred in northeastern Colorado in September of 2013. This 1000-year flooding event causes extensive damage to critical infrastructure, including roadways, water and wastewater facilities, government facilities, and residential units. And because many home and business owners did not participate in the National Flood Insurance Program, many of these losses won't be reimbursed by insurance carriers, adding to the devastation already experienced by flooding victims.

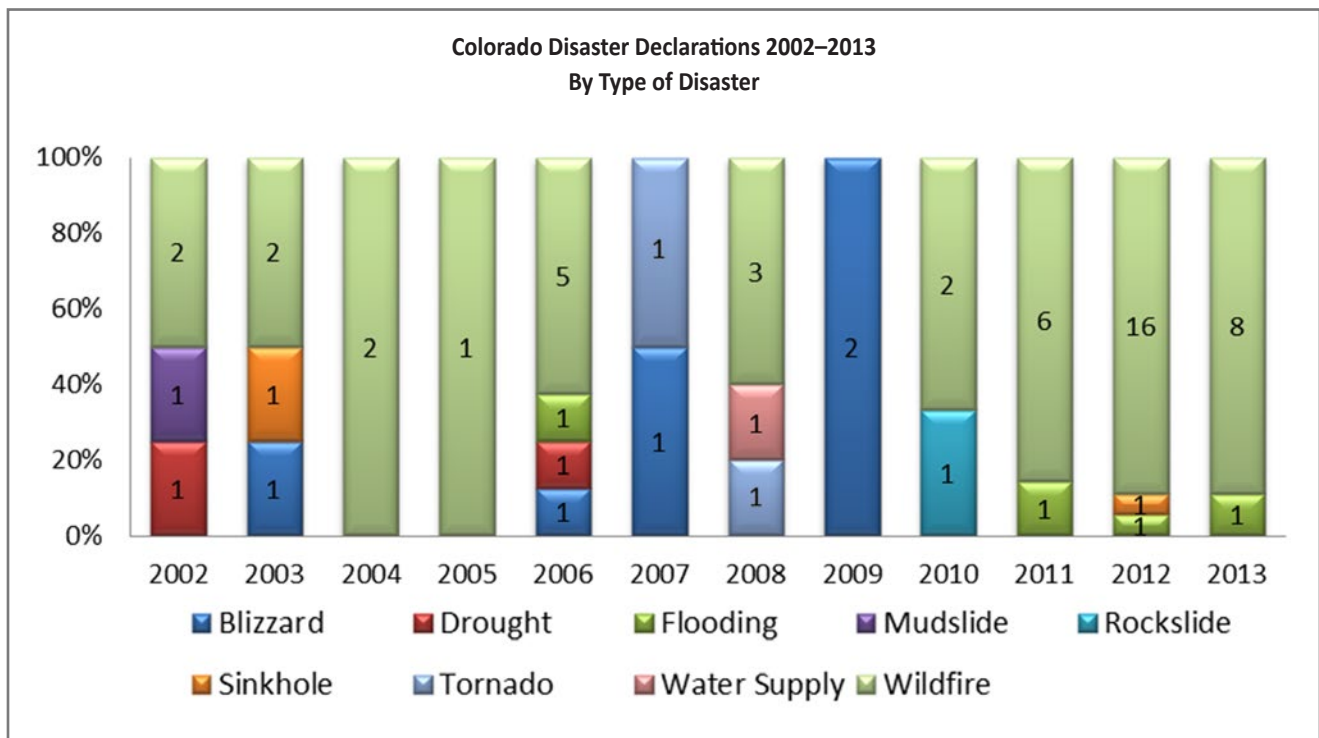
Most Costly Catastrophes in the Rocky Mountain Region (in order of cost)			
Year	Peril	Insured Loss (\$ Millions)	2013 Dollars (\$ Millions)*
July 20, 2009	Hail and wind—Denver Metro	\$767.6	\$833.5
July 1990	Hail—Colorado	\$625.0	\$1.1 Billion
June 2012	Wildfire—Waldo Canyon, Colorado	\$453.7	\$460.3
June 6–15, 2009	Tornado and hail—Denver Metro	\$353.3	\$381.2
June 6–7, 2012	Hail—Colorado	\$321.1	\$325.8
June 2013	Wildfire—Black Forest, Colorado	\$292.8	\$292.8
June 1984	Hail—Colorado	\$276.7	\$620.3
July 29, 2009	Hail—Pueblo, Colorado	\$232.8	\$252.7
October 1994	Hail—Colorado	\$225.0	\$353.6
September 2010	Wildfire—Boulder, Colorado	\$217.0	\$231.8
May 2008	Tornado & hail—Windsor, Colorado	\$193.5	\$209.3
July 13, 2011	Hail—Colorado Front Range	\$164.8	\$170.6
June 2004	Hail—Colorado	\$146.5	\$180.6
August 1997	Hail—Colorado	\$128.0	\$185.7
May 1996	Hail—Colorado	\$122.0	\$181.1
June 2012	Wildfire—near Ft. Collins, Colorado	\$113.7	\$115.3
June 1991	Hail—Colorado	\$100.0	\$171.0
March 2003	Winter storm—Colorado	\$93.3	\$118.1
October 1998	Hail—Colorado	\$87.8	\$125.4
Summer 2002	Wildfires—Colorado	\$70.3	\$91.0
August 2004	Hail—Colorado	\$62.2	\$76.7
June 1990	Tornado—Limon, Colorado	\$20.0	\$35.6

*2013 estimated costs calculated by the Insurance Information Institute according to the consumer price index.

Disaster Declarations in Colorado

In order to effectively plan for the future, it is vital that we understand our past. While local jurisdictions in Colorado can declare local disaster declarations, it is not uncommon for the State to do so as well. When a catastrophic incident exceeds the capabilities of a local jurisdiction, they often rely first upon mutual aid from surrounding communities. Depending upon the scale, intensity, economic loss potential and threat to life-safety, the State of Colorado may also initiate a state disaster declaration, which paves the way for access to emergency funding and activation and mobilization of state resources such as the Colorado National Guard. Below is a chart that captures State Disaster Declarations over an 12-year period, beginning in 2002. As is plainly evident in the chart below, wildfire, blizzards and flooding trigger more disaster declarations in Colorado than any other disaster type. Consequently, our ability to promote resilient communities in Colorado will hinge on whether we are able to better prevent, protect, mitigate, respond and recover from these pressing threats.

But preparedness does not rest solely with the government. Individual citizens, especially those living in communities vulnerable to disasters, must make informed decisions and take the necessary steps to protect themselves, their families, and their immediate neighbors from such perils. In a large-scale disaster, first responders could be significantly delayed in reaching residents who are injured or trapped. Under such circumstances, self-organizing bands of altruistic citizens go to great lengths to shelter, protect, rescue and render aid to fellow citizens in the immediate aftermath of a disaster. Community resiliency begins with individual preparedness that becomes second nature and institutionalized across the whole community.



Appendix D—State Preparedness Goal

Adoption and implementation of this Homeland Security & All-Hazards Strategic Framework, with certain provisions made applicable to the Colorado Division of Homeland Security & Emergency Management, satisfies the requirement for the Division to develop a State Preparedness Goal and System, pursuant to 24-33.5-1606.5 C.R.S.



Appendix E—HSAC Member Organizations

Internal Colorado Department of Public Safety Members

Colorado Department of Public Safety (CDPS)
Colorado State Patrol (CSP)
Colorado Division of Fire Prevention and Control (CDFPC)
Colorado Division of Homeland Security and Emergency Management
(non-voting member) (CDHSEM)

Colorado State Agency Members

Colorado Department of Public Health and Environment (CDPHE)
Colorado Department of Military and Veterans Affairs (DMVA)
Governor’s Office of Information Technology (OIT) (two positions)
Colorado Department of Local Affairs (DOLA)

External Agency Membership

Colorado Counties Inc. (CCI)
Colorado Emergency Management Association (CEMA)
Private Industry Representative, Intrado Corporation
Colorado Municipal League (CML)
Denver Urban Area Security Initiative (UASI)
Special Districts Association (SDA)
State All-Hazards Advisory Committee (SAHAC)
Colorado Voluntary Organizations Active in Disaster (VOAD)
Colorado Regional Homeland Security Coordinators
Tribal Representative
County Sheriffs of Colorado (CSOC)
Emergency Medical Services Association of Colorado
Colorado Association of Chiefs of Police (CACP)
Colorado State Fire Chiefs Association (CSFCA)
Colorado Emergency Preparedness Partnership (CEPP)

Appendix F—Acronyms

AAR —After Action Report	EOP —Emergency Operations Plan
AOP —Annual Operating Plan	ESF —Emergency Support Function
CCI —Colorado Counties Incorporated	HSAC —Homeland Security Advisory Committee
CDHSEM —Colorado Division of Homeland Security and Emergency Management	HSEEP —Homeland Security Exercise Evaluation Process
CDPHE —Colorado Department of Public Health and Environment	HSPD-5 —Homeland Security Presidential Directive 5
CDPS —Colorado Department of Public Safety	IAP —Incident Action Plan
CEMA —Colorado Emergency Management Association	IC —Incident Commander
CEPP —Colorado Emergency Preparedness Partnership	ICP —Incident Command Post
CERT —Community Emergency Response Team	IP —Improvement Plan
CML —Colorado Municipal League	JIC —Joint Information Center
COG —Continuity of Government	NGO —Non-Governmental Organization
COOP —Continuity of Operations	NIMS —National Incident Management System
CPG —Coordinated Planning Guide	NRF —National Response Framework
CSOC —County Sheriffs of Colorado	OIT —Office of Information Technology
CSP —Colorado State Patrol	SAHAC —State All-Hazards Advisory Committee
DHSEM —Division of Homeland Security and Emergency Management	SDA —Special Districts Association
DMVA —Department of Military and Veteran’s Affairs	SME —Subject Matter Expert
DOLA —Department of Local Affairs	TEPW —Training and Exercise Planning Workshop
EMAC —Emergency Management Assistance Compact	THIRA —Threat and Hazard Identification Risk Assessment
EOC —Emergency Operations Center	UASI —Urban Area Security Initiative
	VOAD —Voluntary Organizations Active in Disaster
	WMD —Weapons of Mass Destruction

Appendix G—Definitions

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

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

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

Community: A group of people living in a common geographical area [under the same government], considered collectively to share common interests or goals.

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

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

Core Capability: Distinct critical elements necessary to achieve the National Preparedness Goal.



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

Cybersecurity: Encompasses the cyberspace global domain of operations consisting of the interdependent network of information technology infrastructures, and includes the Internet, telecommunications networks, computer systems, and embedded processors and controllers in critical industries. The cybersecurity core capability is the means for protecting cyberspace from damage, unauthorized use, or exploitation of electronic information and communications systems and the information contained therein to ensure confidentiality, integrity, and availability.

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

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

Emergency Management: Emergency Management is the governmental function that coordinates and integrates all activities to build, sustain, and improve the capability to prepare for, protect against, respond to, recover from, or mitigate against threatened or actual natural disasters, acts of terrorism or other human-caused disasters.



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

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

Emergency Operations Plan (EOP): A planning document that 1) assigns responsibility to organizations and individuals for implementing specific actions at projected times and places in an emergency that exceeds the capability or routine

responsibility of any one agency; 2) sets forth lines of authority and organizational relationships, and shows how all actions will be coordinated; 3) identifies personnel, equipment, facilities, supplies, and other resources available for use during response and recovery operations.

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

Goals: Statement of intended results that will be the focus of strategic efforts.

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

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

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

Homeland Security and All-Hazards Senior Advisory Committee (HSAC): A committee formed by the State of Colorado to advise the State's Homeland Security Advisor, provide strategic direction to the Division of Homeland Security and Emergency Management and best position the State to predict, prevent, mitigate the effects of, respond to, and recover from those threats or hazards position the greatest risk to Coloradans.

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

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

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

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

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



Mission Areas: Groups of core capabilities, including Prevention, Protection, Mitigation, Response, and Recovery.

Mission Statement: An overarching statement of the organization's overall purpose and the methods used to accomplish the mission.

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

National Incident Management System (NIMS):

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

National Preparedness: The actions taken to plan, organize, equip, train, and exercise to build and sustain the capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover from those threats that pose the greatest risk to the security of the Nation.

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

Non-Governmental Organization (NGO): A formalized group which is not a part of local, state or federal government, that perform a variety of service and humanitarian functions; including voluntary organizations, charitable organizations, community-based organizations, academia, professional organizations, and faith-based groups.





Objectives: Specific actions to accomplish strategies that will include detailed plans, specific time frames, and measurable outcomes. Objectives are normally included in administration/office annual strategic plans and are reviewed/updated annually.

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

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

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

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

Resilience (y): the capacity of a social system (e.g., an organization, city or society) to proactively adapt to and recover from disturbances that are perceived within the system to fall outside of the range of normal and expected disturbances; The ability to adapt to changing conditions and withstand and rapidly recover from disruption due to emergencies.

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

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

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

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

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

Strategies: Broad definitions on how a specific goal will be accomplished. Strategies are normally reviewed and updated every five years.

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

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

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

Values: Collective beliefs and behaviors that guide actions.

Vision Statement: An inspirational statement of the future aspirations of an organization.

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

Whole Community: A means by which residents, business and community leaders, emergency management practitioners, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to collaborate, organize and strengthen their assets, capacities, and interests to build a more effective path to security and resiliency.







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