



**State of Colorado  
Bill Owens  
Governor**

**Colorado Strategy for Homeland Security**

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**April 2003**



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# STATE OF COLORADO

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Bill Owens  
Governor

April 2003

To the Citizens of the State of Colorado:

As Governor of the State of Colorado, it is my pleasure to present to you the Colorado Strategy for Homeland Security. The Colorado Strategy for Homeland Security outlines our plans to enhance the safety and security of every Coloradan and reports on the progress achieved thus far to protect our state from threats of terrorism. The Strategy for Homeland Security also conveys how Colorado agencies are working with local governments, leaders in the private sector and federal agencies to prevent and respond to acts of terrorism.

Following the tragic events of September 11, 2001, the Office of Preparedness, Security and Fire Safety was established to plan, train and respond to a potential security threat against our state. Whereas Colorado already has a strong network established to respond to emergencies, the Office of Preparedness, Security and Fire Safety adds additional protection.

I am proud of the steps we have taken to ensure that our state is prepared to respond to any emergency. Special thanks to the first responders and other community leaders who have given us a vital foundation on which to build a strategy to protect Colorado.

Sincerely,

A handwritten signature in black ink that reads 'Bill Owens'. The signature is written in a cursive, slightly slanted style.

Bill Owens  
Governor

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## Executive Summary

In July 2002 President George W. Bush released the National Strategy for Homeland Security, a document outlining the nation's general strategy for securing the United States and protecting citizens and institutions from terrorist attacks. The National Strategy notes that the task of securing the homeland is, "an exceedingly complex mission," and that the National Strategy is, "the beginning of what will be a long struggle to protect our nation from terrorism." The Strategy also notes that the defense of the United States historically came from the viewpoint that the enemies of this country were readily identifiable and that our country's relative geographical location provided us with an opportunity to mobilize and concentrate our traditional defense systems on a targeted enemy. September 11, 2001, changed the perspective completely.

The Colorado Homeland Security Strategy demonstrates that the "exceedingly complex mission" of defining a realistic homeland security plan for the state can be accomplished through a manageable, straightforward approach with significant involvement of local public safety and private sector officials. The "long struggle" to protect the citizens of Colorado from terrorism has begun here, with a straightforward design developed by the Colorado Department of Public Safety, Office of Preparedness, Security and Fire Safety.

The Colorado Strategy for Homeland Security begins with three primary objectives. They are:

- Prevent acts of terrorism within Colorado and the region.
- Reduce Colorado's vulnerability to terrorism.
- Minimize the damage and recovery from attacks that do occur.

To achieve these objectives, state government has assumed the following responsibilities:

- Organize the state into defined geographical and functional planning regions.
- Assist local and regional security planners in both the development of local plans and in the acquisition of resources needed to implement local plans.
- Ensure that the protection of the state's business and governmental infrastructure is coordinated on a regional basis with neighboring states, as well as on a national basis. The need to ensure regional security dominates the coordinating efforts of the State of Colorado.

Colorado's Strategy for Homeland Security recognizes that the basic infrastructure needed to respond to acts of terrorism already exists. Public health, emergency medical, fire and law enforcement agencies provide the basic response required for acts of terrorism. Colorado's strategy includes working with existing state and local response services to enhance their

ability to handle acts of terrorism, but it is based primarily on the need to defend the state and to prevent acts of terrorism.

## **Introduction**

The purpose of the Colorado Homeland Security Strategy is to mobilize and organize the state to secure Colorado from terrorist attacks. This Strategy is intended to work in concert with the National Strategy, as it will be implemented and enhanced within Colorado. This is a continuous and complex mission that requires a coordinated and focused effort from our entire society—the federal government, state and local governments, the private sector, and all residents of Colorado.

The National Strategy for Homeland Security noted that our nation learned a terrible lesson on September 11, 2001. American soil is not immune to evil or cold-blooded enemies capable of mass murder and terror. The worst of these is the Al-Qaeda terrorist network. Yet the threat to America is not limited to Al-Qaeda or to suicide hijackings of commercial aircraft. The threat is much broader, as we learned on October 4, 2001, when we discovered that a life-threatening biological agent—anthrax—was being distributed through the U.S. mail.

Furthermore, the National Strategy stated, unless we act to prevent it, a new wave of terrorism, potentially involving the world's most destructive weapons, looms in America's future.

As a public safety priority, preventing terrorism in Colorado has been a local and state initiative for more than a decade. Local government agencies have been conducting training exercises for many years, for example. Before September 11, 2001, Colorado's most recent and notable response to terrorism dates back to 1996, with the planning activities of the Office of Emergency Management in the Colorado Department of Local Affairs. In 2001, Governor Bill Owens issued an Executive Order creating the Office of Preparedness and Security. The Governor's Executive Order evolved into HB 1315, which established a permanent office in Colorado state government to focus the counter-terrorism efforts of the state. The result is the Office of Preparedness, Security and Fire Safety in the Colorado Department of Public Safety. This Strategy document describes, in separate sections, both the administrative goals and objectives for the new Office of Preparedness, Security and Fire Safety, as well goals and objectives for the state's general homeland security needs.

Colorado's Strategy addresses terrorism directly and boldly. It stresses that we must be prepared to defend business and governmental operations within the State of Colorado against the ability of a terrorist to attack them. It strives to ensure that acts of terrorism can be interrupted and if such acts take place against Colorado's vital systems, it will prepare our citizens to continue their lives safely and productively.

## Homeland Security Defined

The National Strategy for Homeland Security defines the term, “homeland security,” as follows:

**Definition:** Homeland security is a concerted national effort to prevent terrorists’ attacks within the United States, reduce America’s vulnerability to terrorism, and minimize the damage and recover from attacks that do occur.

The National Strategy for Homeland Security characterizes terrorism as any premeditated, unlawful act dangerous to human life or public welfare that is intended to intimidate or coerce civilian populations or governments. This description covers kidnappings; hijackings; shootings; conventional bombings; attacks involving chemical, biological, radiological, or nuclear weapons; cyber attacks; and any number of other forms of malicious violence. Terrorists can be U.S. citizens or foreigners, acting in concert with others, on their own, or on behalf of a hostile state.

The first priority of homeland security for both the State of Colorado and the United States is to prevent terrorist attacks. In a unified effort, Colorado State Government and the federal government aim to deter all potential terrorists from attacking America through uncompromising commitment to defeating terrorism wherever it appears. We also strive to detect terrorists before they strike, to prevent them and their instruments of terror from entering our country, and to take decisive action to eliminate the threat they pose.

## Terrorism Defined

The FBI defines terrorism as, “the unlawful use of force or violence against persons or property to intimidate or coerce a Government, the civilian population, or any segment thereof, in furtherance of political or social objectives.”

The FBI also notes that there is no federal law that makes terrorism a crime. Those who commit acts of terrorism are arrested and convicted under existing criminal statutes.

*Note: For a comprehensive definition of other frequently used words, including the word “terrorism,” and other terms, please refer to Appendix D of this document.*

## Summary of the Strategy for Homeland Security

President George W. Bush released the National Strategy for Homeland Security on July 16, 2002. The National Strategy was intended to be the foundation upon which a number of components would be built, including the establishment of the federal Department of Homeland Security, which was created in November 2002. The National Strategy also was intended to establish reasonably well-defined roles for the federal, state and local

government, as well as for private enterprise and individual citizens. Colorado has adopted and modified some elements of the National Strategy. The national and state strategies are viewed as fluid plans to be expanded and sharpened over time.

The Colorado Strategy, like the National Strategy for Homeland Security, aligns and focuses homeland security functions into six critical mission areas:

- Intelligence and warning
- Border and transportation security
- Domestic counterterrorism
- Protecting critical infrastructure and key assets
- Defending against catastrophic terrorism
- Emergency preparedness and response

The first three mission areas focus primarily on preventing terrorist attacks; the next two on reducing our nation's vulnerabilities; and the final one on minimizing the damage and recovering from attacks that may occur.

The National Strategy explains why six critical mission areas have been identified. Below are the federally defined six critical mission areas with an explanation of their specific applicability to Colorado:

- **Intelligence and Warning.** Terrorism depends on surprise. With it, a terrorist attack has the potential to do massive damage to an unwitting and unprepared target. Without it, the terrorists stand a good chance of being preempted by authorities, and even if they are not, the damage that results from their attacks is likely to be less severe. The State of Colorado and its local partners, working with the federal government, will take every necessary action to avoid being surprised by another terrorist attack. The nation must have intelligence and warning systems that can detect terrorist activity before it manifests itself in an attack to allow proper preemptive, preventive, and protective action.
- **Border and Transportation Security.** Historically, America has relied heavily on two vast oceans and two friendly neighbors for border security, and on the private sector for most forms of domestic transportation security. The increasing mobility and destructive potential of modern terrorism has required the United States to rethink and fundamentally renovate its systems for border and transportation security. Security planners must now begin to conceive of border security and transportation security as fully integrated components because domestic transportation systems are inextricably intertwined with the global transport infrastructure. Virtually every community in America and throughout Colorado is connected to the global transportation network by the seaports, airports, highways, pipelines, railroads, and waterways that move people and goods into, within, and out of the nation. Preparedness and security plans must promote the efficient and reliable flow of people, goods, and services across



borders, while preventing terrorists from using transportation conveyances or systems to deliver implements of destruction.

The State of Colorado is not an international border state; however, it faces many of the same issues as the states bordering Mexico or Canada. Colorado is a central intersection of two major transcontinental interstate highways. In the war on drugs, Colorado is recognized as being part of the major supply line for the interstate transportation of drugs and is identified as a High Intensity Drug Trafficking Area by the federal Office of National Drug Control Policy. Colorado has an international airport that may be used as direct access into the country by foreign nationals. Colorado's interstate highway network, transcontinental railway system, and international airport are important factors in the development of the state's strategy to prevent acts of terrorism, whether by foreign nationals or domestic terrorists.

This effort requires that all state departments, including the Colorado Department of Public Health and Environment, Department of Agriculture, Department of Public Safety and the Department of Revenue, work closely with local agencies to identify, recognize and protect Colorado's borders and transportation systems.

- **Domestic Counterterrorism.** The attacks of September 11 and the catastrophic loss of life and property that resulted have redefined the mission of federal, state, and local law enforcement authorities. While law enforcement agencies will continue to investigate and prosecute criminal activity, priority must be given to preventing and interdicting terrorist activity within the United States. The nation's state and local law enforcement officers are critical in this effort.

Terrorism is not new to Colorado. We have experienced acts of domestic terrorism within the State of Colorado. With the large rural areas of the state, Colorado is particularly attractive to domestic terrorist groups who want to go undetected. We must train our officers on the street and the public in general to recognize activities that may affect public safety.

- **Protecting Critical Infrastructure and Key Assets.** Our society and modern way of life are dependent on networks of infrastructure—both physical networks, such as our energy and transportation systems, and virtual networks such as the Internet. If terrorists attack one or more pieces of our critical infrastructure, they may disrupt entire systems and cause significant damage to the nation. We must, therefore, improve protection of the individual pieces and interconnecting systems that make up our critical infrastructure. Protecting America's critical infrastructure and key assets will not only make us more secure from a terrorist attack, but will also reduce our vulnerability to natural disasters, organized crime, and computer hackers.

Colorado's critical infrastructures and key assets encompass all aspects of our society. (Definitions of the terms "critical infrastructure" and "key assets" can be found in Appendices B and C.) It is important to note that while some of our state's key assets

and critical infrastructures will not be recognized as being critical on a national level, they are very critical to communities throughout Colorado.

Our state strategy asks local communities to identify critical infrastructures and key assets, and to enhance existing preparedness plans. Just as the U.S. government will pursue infrastructure protection on a national level, Colorado will seek to deny terrorists the opportunity to inflict lasting harm to our state by protecting the assets, systems, and functions vital to our state's and nation's security, including government, public health and safety, economy, and public morale.

- **Defending against Catastrophic Threats.** The expertise, technology, and material needed to build the most deadly weapons known to mankind—including chemical, biological, radiological, and nuclear weapons—are spreading inexorably. If terrorists acquire these weapons, they are likely to try to use them. The consequences of such an attack could be far more devastating than those this nation suffered on September 11—a chemical, biological, radiological, or nuclear terrorist attack in the United States could cause large numbers of casualties, mass psychological disruption, contamination and significant economic damage, and could overwhelm local medical capabilities. Currently, chemical, biological, radiological, and nuclear detection capabilities are modest and response capabilities are dispersed throughout the country at every level of government. While current arrangements have proven adequate for a variety of natural disasters and even the September 11 attacks, the threat of terrorist attacks using chemical, biological, radiological, and nuclear weapons requires new approaches, a focused strategy, and a new organization.

A defense against catastrophic threats in Colorado can only be achieved by working in partnership with federal, state, local, public and private entities, and in concert with the homeland security strategy. By design, the Colorado Strategy adopts the same basic framework and approach as those contained in the National Strategy, to ensure consistency and effectiveness of efforts.

While the investigation and mitigation of a catastrophic event fall primarily to the federal government, state and local agencies and first responders will play major roles in detection and response.

- **Emergency Preparedness and Response.** We must prepare to minimize the damage and recover from any future terrorist attacks that may occur despite our best efforts at prevention. An effective response to a major terrorist incident—as well as a natural disaster—depends on being prepared. Therefore, we need a comprehensive national system to bring together and coordinate all necessary response assets quickly and effectively. We must plan, equip, train, and exercise many different response units to mobilize without warning for any emergency.

Many pieces of this emergency response system are already in place. America's first line of defense in the aftermath of any terrorist attack is its first responder

community—police officers, firefighters, public health officials, emergency medical providers, public works personnel, and emergency management officials. Nearly three million state and local first responders regularly put their lives on the line throughout the nation to save the lives of others and make our country safer.

Throughout the United States during the past four decades, state, county, municipal, and local governments established emergency services that would respond in the event of a natural disaster, a terrorist attack or other large scale emergency. For many years, the Office of Emergency Management, in the Colorado Department of Local Affairs, has been responsible for the state's comprehensive emergency management program in support of local and state agencies. Traditionally, OEM's activities and services cover four aspects of emergency management, including Preparedness, Response, Recovery and Mitigation, for disasters such as flooding, tornadoes, wildfires, and hazardous materials incidents as well as for acts of terrorism. OEM provides planning and training services to local governments in Colorado for financial and technical assistance needs. When an emergency or disaster occurs in Colorado, OEM coordinates the state's response and recovery program. OEM maintains the state's Emergency Operations Center, where representatives from other state agencies coordinate the state's response to emergencies.

## **Federal and State Initiatives**

The National Strategy for Homeland Security identifies specific initiatives that are grouped under each of the six critical mission areas. The specific initiatives provide a clear understanding of what the federal and Colorado governments believe must be done to achieve success in each of the critical mission areas. The following is a summary of the current federal and state initiatives, organized by critical mission area:

### **Intelligence and Warning**

#### ***Federal Initiatives:***

- Enhance the information sharing and analytic capabilities of the FBI
- Build new capabilities through the Information Analysis and Infrastructure Protection Division of the new Department of Homeland Security
- Implement the Homeland Security Advisory System
- Utilize dual-use analysis to prevent attacks
- Employ ongoing security testing techniques

#### ***Colorado Initiatives:***

- Enhance the analytical capabilities of Colorado law enforcement agencies
- Implement the Threat Conditions Advisory System
- Enhance communication among state and local agencies to share information that highlights vulnerabilities, detects terrorist activity and strengthens community safety

- Ensure Colorado's participation in the FBI's Joint Terrorism Task Force

### **Border and Transportation Security**

#### ***Federal Initiatives:***

- Ensure accountability in border and transportation security
- Create "smart borders"
- Increase the security of international shipping containers
- Implement the Aviation and Transportation Security Act of 2001
- Recapitalize the U.S. Coast Guard
- Reform immigration services

#### ***Colorado Initiatives:***

- Increase security of Colorado's transportation systems through enhanced enforcement, improved inspections and effective surveillance of vehicles operating on and of cargo passing over our aviation, railway and highway networks
- Train state and local law enforcement and other government personnel on the potential vulnerabilities of Colorado aviation, highway and railway networks

### **Domestic Counterterrorism**

#### ***Federal Initiatives:***

- Improve intergovernmental law enforcement coordination
- Facilitate apprehension of potential terrorists
- Continue ongoing investigations and prosecutions
- Complete FBI restructuring to emphasize prevention of terrorist attacks
- Target and attack terrorist financing
- Track foreign terrorists and bring them to justice

#### ***Colorado Initiatives:***

- Improve state and local public safety coordination
- Provide training to public safety professionals to identify signs of terrorism activities and the role petty criminal offenses may play in uncovering terrorist networks
- Train state and local personnel on critical information sharing
- Enforce existing local, state and federal laws as a mechanism to suppress terrorist activities

### **Protecting Critical Infrastructure and Key Assets**

#### ***Federal Initiatives:***

- Unify America's infrastructure protection effort in the Department of Homeland Security
- Build and maintain a complete and accurate assessment of America's critical infrastructure and key assets

- Enable effective partnership with state and local governments and the private sector
- Develop a national infrastructure protection plan
- Secure cyberspace
- Harness the best analytic and modeling tools to develop effective protection solutions
- Guard America's critical infrastructure and key assets against "inside" threats
- Partner with the international community to protect our traditional infrastructure

***State Initiatives:***

- Build and maintain a complete and accurate inventory of Colorado's critical infrastructure and key assets
- Develop a standing group of representatives from critical infrastructure sectors to work on plans for protection and develop an implementation strategy
- Enable effective partnerships with state and local governments and the private sector
- Develop a state infrastructure protection plan and implementation strategy
- Work with the federal Department of Homeland Security to secure cyberspace
- Build strong partnerships with the federal government to protect state and local infrastructure

**Defend Against Catastrophic Threats*****Federal Initiatives:***

- Prevent terrorist use of nuclear weapons through better sensors and procedures
- Detect chemical and biological materials and attacks
- Improve chemical sensors and decontamination techniques
- Develop broad spectrum vaccines, antimicrobials, and antidotes
- Harness the scientific knowledge and tools to counter terrorism
- Implement the Select Agent Program

***Colorado Initiatives:***

- Update training of existing state and local level hazardous materials response teams
- Work closely with the federal government to ensure secure transportation of nuclear and hazardous materials as they are moved through communities within the state
- Establish protocols between health providers and law enforcement for potential bioterrorism events
- Detect chemical and biological materials and attacks at the local level

**Emergency Preparedness and Response*****Federal Initiatives:***

- Integrate separate federal response plans into a single, all-discipline incident management plan
- Create a national incident management system
- Improve tactical counterterrorist capabilities
- Enable seamless communication among all responders

- Prepare health care providers for catastrophic terrorism
- Augment America's pharmaceutical and vaccine stockpiles
- Prepare for chemical, biological, radiological and nuclear decontamination
- Plan for military support to civil authorities
- Build the Citizen Corps
- Implement the First Responder Initiative of the Fiscal Year 2003 (Federal) Budget
- Build a national training and evaluation system
- Enhance the victim support system

***Colorado Initiatives:***

- Integrate the state's regional terrorism response plans into a single all-discipline incident management plan reflecting effective state and local coordination
- Improve tactical counterterrorist capabilities
- Enhance communication among all responders
- Prepare health care providers for catastrophic terrorism
- Prepare for chemical, biological, radiological and nuclear decontamination
- Plan for military support to civil authorities
- Build the Citizen Corps
- Implement the First Responder Initiative of the Federal Fiscal Year 2003 Budget
- Build and deliver statewide training
- Work with the victim support system to prepare for response in the case of an incident
- Prepare for a biological terrorism event through coordination of the work of the Governor's Expert Epidemic Emergency Response Committee, which includes representation from all levels of the health community
- Develop strong cooperation between the state and federal health agencies to be prepared to respond to a catastrophic event
- Prepare the health and first responder communities through training, planning and exercises

## Creation of the U. S. Department of Homeland Security

Part of the National Strategy for Homeland Security released by President Bush includes the creation of the new federal Department of Homeland Security. The bill approved by Congress in November 2002, to create a U.S. Department of Homeland Security, follows the general outline of the President's proposal to combine 22 federal agencies into one department charged with protecting domestic security. The folded-in federal agencies include the Coast Guard, the Customs Service, the Secret Service, the Federal Emergency Management Agency, and much of the Immigration and Naturalization Service.

The legislation provides states with the authority to restrict information about critical infrastructure inventories. It also consolidates all immigration responsibilities under the Secretary of Homeland Security (but divides the services and enforcement functions), incorporates the U.S. Coast Guard as a distinct organization within the new department, and limits the legal liability for manufacturers of certain anti-terrorism products, such as biohazard and radiation detectors and decontamination equipment.

In addition, the bill authorizes the U.S. Department of Health and Human Services to administer smallpox vaccines to the public in the event of an outbreak. The new legislation includes several changes to aviation security laws passed in the wake of the September 11 terrorist attacks. It gives airports an extra year to install equipment to detect explosives in baggage. It also extends until the end of 2003 the federal Aviation War Risk Insurance program, which includes liability limits for commercial airlines whose aircraft are used in terrorist attacks.

Sections of the legislation creating the new Department relate closely to the Colorado Strategy for Homeland Security and to the work of the Office of Preparedness, Security and Fire Safety. Sections creating the new Department of Homeland Security that are relevant to Colorado's Strategy are described below.

## Summary of Federal Homeland Security Initiatives

*Note: What follows is an outline of some of the specific features of the federal homeland security initiatives, including legislation passed by Congress in November 2002 creating the new federal Department of Homeland Security, that relate directly to the work of the Colorado Office of Preparedness, Security and Fire Safety.*

Office of State and Local Government Coordination: The federal legislation creates the "Office of State and Local Government Coordination" to 1) coordinate activities relating to state and local government; 2) assess and advocate for resources needed by state and local government to implement the national strategy; 3) provide information, research, and technical support; and 4) develop a process for receiving meaningful input from state and local government to assist in developing the national strategy and other homeland security

activities. The Colorado Office of Preparedness, Security and Fire Safety anticipates working closely with this new Office.

Freedom of Information Act: Legislation creating the new department provides protection for states that voluntarily share critical infrastructure information. Part of Colorado's Strategy includes the identification of critical infrastructure. The critical infrastructure inventory is now protected from disclosure to individuals not professionally involved in law enforcement, emergency services, or other agencies, and from individuals whose roles do not suggest a need to know.

Federal Emergency Management Agency: The legislation continues all of the current functions of FEMA pursuant to the Stafford Act and maintains the Agency as a separate entity under the Directorate of Emergency Preparedness and Response headed by an Undersecretary.

Office of Domestic Preparedness (ODP): A new Office of Domestic Preparedness within the Directorate of Border and Transportation Security is created by the legislation, with a Director appointed by the President with the advice and consent of the Senate. The responsibilities of this Office are to 1) coordinate preparedness efforts at the federal level working with state, local and the private sector emergency response providers regarding combating terrorism, including training, exercise, and equipment support; 2) coordinate communications systems relating to homeland security at all levels of government; 3) direct and supervise terrorism preparedness federal grant programs; 4) incorporate the Strategy priorities into planning guidance on an agency level for the preparedness efforts of the Office; 5) provide training for agents within the Department of Homeland Security (DHS), other agencies, and state and local agencies; 6) ("as the lead executive branch agency for preparedness of the United States for acts of terrorism") cooperate with FEMA, whose responsibility within the executive branch is to prepare for and mitigate the effects of nonterrorist-related disasters; and 7) assist and support DHS and other federal departments in conducting risk analysis and risk management activities. Those functions relating to domestic preparedness in FEMA are to be consolidated in the ODP. The Colorado Office of Preparedness, Security and Fire Safety anticipates working closely with the ODP, although the exact working relationship with ODP compared to the relationship with the new Office of State and Local Government Coordination remains to be precisely defined.

Homeland Security Information Sharing: The legislation requires the administration to develop procedures for federal agencies to share homeland security information, both classified and unclassified, with appropriate state and local authorities in Colorado, and would provide mechanisms to assist with the sharing of grand jury and foreign intelligence information. Section 891 provides for granting security clearances to state and local personnel in order to facilitate the sharing of information.

Smallpox Vaccine: The legislation authorizes the Secretary of Health and Human Services to administer the smallpox vaccine to segments of the public if it is determined that there is a public health threat posed by smallpox. Any claims by persons who may suffer adverse



reactions to the vaccine must be made against the government, rather than the manufacturer. The Colorado Department of Public Health and Environment, working with local boards of health throughout Colorado, will coordinate this program in Colorado.

Legal Liability and Punitive Damages: The legislation attempts to encourage efforts of private enterprise in the creation of new technologies and products by limiting the legal liability for certain anti-terrorism products, in order to promote the wide-spread commercial use of such technologies, including biohazard and radiation detectors, identification devices, decontamination equipment, and intruder detectors and protective gear. No punitive damages intended to punish or deter, exemplary damages, or other damages not intended to compensate a plaintiff for actual losses may be awarded, nor shall any party be liable for interest prior to the judgment. This legislation may encourage some of Colorado's advanced technology businesses to bring to the marketplace new products that help fight terrorism.

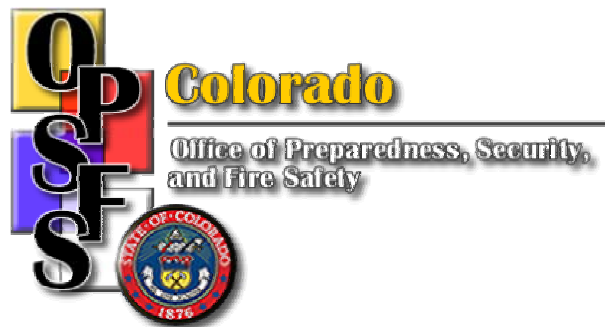
The Bureau of Alcohol, Tobacco and Firearms: Aside from building a new federal department, the legislation moves the Bureau of Alcohol, Tobacco, and Firearms from the Department of the Treasury to the Department of Justice, with a Director appointed by the Attorney General.

## Creation of the Colorado Office of Preparedness, Security and Fire Safety by Governor Owens

Colorado's preparedness and security efforts parallel those under way at the national level, with some differences. At the national level, President Bush created and released the National Strategy for Homeland Security, which included the creation of the Department of Homeland Security, through a massive federal agency reorganization. The National Strategy was designed to respond immediately to the nation's needs to fight terrorism, regardless whether Congress authorized the new federal Department. The National Strategy launched a response plan that could be pursued without the new Department in the event that it was not approved by Congress. Now that Congress and the President have authorized the new Department, the National Strategy will be aligned with the duties and responsibilities of the Department of Homeland Security.

Governor Bill Owens created, by Executive Order, the Office of Preparedness and Security in November of 2001. Among the duties of the new Office was the development of the Colorado Strategy for Homeland Security.

The Colorado General Assembly authorized the creation of the Office of Preparedness, Security and Fire Safety in the Colorado Department of Public Safety in 2002 through House Bill 1315.



## Summary of Colorado Homeland Security Initiatives

*Note: What follows is a summary of some of the steps taken in Colorado through legislation, direction from the Governor, interagency agreements, policy changes and administrative decisions to launch Colorado's efforts to prevent and defeat acts of terrorism in the state and region. These steps parallel those taken at the federal level.*

**The Colorado Office of Preparedness, Security and Fire Safety:** The office was established by the Colorado General Assembly in 2002 to examine the threat of terrorism in Colorado and to create plans designed to prevent and recover from acts of terrorism, among other duties. Specifically, legislation directs OPSFS to:

- Assess the threat of terrorism in Colorado and provide analysis assistance to planning regions on local terrorism threats
- Develop preparedness plans, including prevention and response plans
- Advise and assist state and local agencies in the development and implementation of preparedness plans
- Provide oversight of other state and local preparedness plans without usurping existing local and state agency authority
- Distribute federal grant funds for terrorism planning, prevention and response activity

The Colorado Office of Preparedness, Security and Fire Safety is now an official office within the Colorado Department of Public Safety. Other divisions within CDPS include the Colorado Bureau of Investigation, the Colorado State Patrol and the Division of Criminal Justice. All of these agencies have key roles in accomplishing elements of the Colorado Strategy.

**Protection of Information:** HB 02-1315 put forth specific statutory language to protect documents that provide specialized details of security arrangements or investigations.

**Statewide comprehensive counterterrorism plan:** The new Office of Preparedness, Security and Fire Safety's responsibilities include intergovernmental coordination as well as private sector involvement. Cooperation among federal, state and local governments and with the private sector is vital to the success of both the National and Colorado Strategies. Cooperation must occur within each level of government and the private sector – "vertical" coordination – and among various levels of government and the private sector – "horizontal" coordination.

**Homeland Security Information Sharing:** Colorado will continue to participate in the FBI Joint Terrorism Task Force. Additionally, OPSFS will work with planning regions to develop information sharing protocols that can enhance the usefulness of current law enforcement information sharing systems. OPSFS and planning regions will also develop procedures to pass appropriate information to first responders, the medical community, other governmental agencies and the public. The goal is to provide entire local communities with some of the tools most useful in preventing acts of terrorism.

**Coordination within Colorado State Government:** OPSFS will provide oversight of state agency preparedness plans in order to ensure that they remain coordinated with each other and with local plans. It will develop protocols and procedures concerning the prevention of, preparation for, response to, and recovery from any terrorist threat, terrorist act, or other terrorist-related activity. The protocols will be used to guide state and local planning and response activities.

**Office of Emergency Management:** OEM will continue its role of providing an array of services to local government for emergency situations, including the operation of the Emergency Operations Center. The work of the Office of Preparedness, Security and Fire Safety is specific to terrorist activity and fire safety. The task of coordinating the existing

functions and activities of OEM and the new assessment and planning responsibilities of OPSFS will begin within each local Preparedness and Security region. OPSFS will ensure coordination of its plans at a multi-state regional level and, finally, at the state agency level. Each region has an organizational structure that includes OEM planners who are working within their respective regions.

**Cybersecurity:** The Division of Information Technologies in the Colorado Department of Personnel and Administration and the Governor's Office of Innovation and Technology both play lead roles in protecting state government's information systems. The Division of Information Technologies, among other duties, is responsible for the protection and recovery of state agency data systems. The Office of Innovation and Technology provides a key link to the state's private sector – and, with the Colorado private sector, the latest technology improvements that may assist in securing the state. Both the Division of Information Technologies and the Governor's Office of Innovation and Technology will be represented on the Colorado Infrastructure Committee to ensure both agencies' early involvement in specific preparedness and response plans. The Colorado Infrastructure Committee was formed by Governor Bill Owens to coordinate at high levels the work to protect both state and private infrastructure. More detail about the committee can be found in Appendix E.

**Bioterrorism:** In 2000, the Colorado General Assembly passed legislation that created the Governor's Expert Emergency Epidemic Response Committee. The duty of the committee, under the leadership of Colorado Department of Public Health and Environment, is to develop a new supplement to the state disaster plan. The supplement is concerned with the public health response to acts of bioterrorism. The work of the Governor's Expert Emergency Epidemic Response Committee is coordinated with OPSFS.

## **Eight Principles Shaping the Colorado and National Strategies for Homeland Security**

Eight principles have shaped the design of both the National Strategy for Homeland Security and the Colorado Strategy for Homeland Security:

- 1. Require responsibility and accountability.** The creation of the Colorado Office of Preparedness, Security and Fire Safety by the General Assembly in 2002 ensures that clear lines of responsibility and accountability are established within Colorado state government agencies. The Office of Preparedness, Security and Fire Safety also serves as the state's counterterrorism coordinating agency, serving state and local law enforcement agencies, as well as first responders and the FBI.
- 2. Mobilize our entire society.** The Colorado State Strategy includes exploring opportunities to work with private enterprise to ensure that key organizations and local agencies are equipped with the knowledge to protect critical infrastructure and key assets. Technological improvements and innovations in security and surveillance equipment can be expected from private enterprise. The most important role in

protecting the state and nation against acts of terrorism, however, remains that of individual citizens being aware of potential threats and knowing how to respond to them. Businesses have a responsibility to understand their roles in a world in which vigilance against terrorism has become a necessary component of daily life. Colorado's Strategy relies on the development of a working partnership between citizens and business leadership to protect our state from acts of terrorism. The partners must include the public sector, the private sector, and the general population. All three partners have strong roles to play.

- 3. Manage risk and allocate resources judiciously.** The National Strategy for Homeland Security and the Colorado Strategy identify priority programs for our finite resources. The need to address terrorism comes at a time when both federal and state budgets, in general, including Colorado, are not capable of bearing substantial new expenses. Because the number of potential terrorist acts is nearly infinite, difficult choices must be made about allocating resources against those risks that pose the greatest danger to our homeland. Ranking these priorities in Colorado is among the duties of the Preparedness and Security Regions that have been identified by the Office of Preparedness, Security and Fire Safety. More information about the composition and work of the new Preparedness and Security Regions is found later in this plan in the section, "Current Initiatives in Fulfillment of the Plan's Tasks."
- 4. Seek opportunity out of adversity.** The National Strategy for Homeland Security gives special attention to programs that improve security, while at the same time advance other important public purposes or principles. Colorado intends to follow the national strategy using the same principle.

Colorado has developed key systems that help government agencies share information. The Colorado Integrated Criminal Justice Information System, or CICJIS, was developed to allow criminal justice agencies to share information about criminal histories. CICJIS permits any criminal justice agency the ability to review virtually up-to-the-minute information about anyone convicted of a crime in Colorado. The proven ability of diverse agencies to share and manage this kind of information is important in fighting terrorism. As federal law enforcement, border security and immigration agencies transmit large batches of information to states and local agencies, Colorado will be better prepared to receive the material due to its investment in the CICJIS project.

- 5. Foster flexibility.** Just as the National Strategy for Homeland Security emphasizes the need for a flexible response to terrorism, Colorado's approach will be to work closely with the new federal Department of Homeland Security under a philosophy that provides for inevitable changes in responsibilities and strategies at the state level. Acts of terrorism come from domestic as well as foreign enemies. Terrorists can strategically adapt their offensive tactics to exploit what they perceive to be weaknesses in our defenses. Both the Colorado and National Strategies must build managerial, budgetary, and structural flexibility into our federal, state and local

government homeland security structure. The strategies allow for the reassessment of priorities and the realignment of resources as the terrorist threat evolves.

- 6. Measure preparedness.** Colorado expects the National Strategy for Homeland Security and the new Department of Homeland Security to provide guidance in setting standards of accountability from every government body responsible for homeland security initiatives. As directed by President Bush, every federal department or agency will create benchmarks and other performance measures. Colorado plans to work with the federal government in determining ways in which the state can measure its progress and identify resources.
- 7. Sustain efforts over the long term.** Protecting the homeland from terrorist attack is both a new challenge and a permanent mission. The Colorado and National Strategies for Homeland Security described here provide a nascent set of initiatives for moving closer to important homeland security objectives. The strategies, as they exist now, are only a first step. Lead departments and agencies should plan to sustain homeland security initiatives for years and decades, not weeks and months.
- 8. Enhance resources without increasing government spending.** Colorado and many other states have reorganized existing operations in order to respond to the changing face of terrorism without adding substantial costs to state budgets. State and local governments do not have the capability of adding new responsibilities and operations at this time due to very limited resources. At the local level, citizens rely on a system of public health, public safety, military defense and emergency response teams to respond to non-terrorist phenomena such as crime, natural disease, natural disasters, and national security incidents. The Strategy is designed to build upon and improve the coordination of these existing systems.

## Strategic Objectives of the National and State Plans

As described in the National Strategy, the strategic objectives of national homeland security, in order of priority, are listed below.

### National Strategic Objectives

- Prevent terrorist attacks within the United States
- Reduce America's vulnerability to terrorism
- Minimize the damage and recover from attacks that do occur

### Colorado Strategic Objectives

- Prevent terrorist attacks in Colorado and the region
- Reduce Colorado's vulnerability to terrorism
- Minimize the damage and recover from attacks that do occur

**National Approach:** The National Strategy for Homeland Security aligns and focuses homeland security functions into the six critical mission areas described earlier. Each critical mission area directly relates to one of the three national objectives.

The relationship between each critical mission area and the three national objectives as outlined in the National Strategy are:

#### National Objective 1. Prevent terrorist attacks within the United States

*Critical Mission Areas:* intelligence and warning  
border and transportation security  
domestic counterterrorism

#### National Objective 2. Reduce America's vulnerability to terrorism

*Critical Mission Areas:* protecting critical infrastructure  
defending against catastrophic terrorism

#### National Objective 3. Minimize the damage and recover from attacks that do occur

*Critical Mission Area:* emergency preparedness and response

## **Colorado's Objectives and Tasks:**

This is an outline of the Colorado Strategy, including the current strategic tasks and their relationship to the National Strategy.

### **Colorado Objective 1. Prevent terrorist attacks in Colorado.**

*Critical Mission Areas:* intelligence and warning  
transportation security  
domestic counterterrorism

- Task 1: Provide training to Colorado's first line public safety workers, including peace officers, firefighters, Emergency Medical Technicians and other first responders, on detection techniques of suspicious activities that may be indicative of terrorist training activities or actual terrorist activities.
- Task 2: Provide training to Colorado's local and state public safety command personnel on procedures to notify responsible officials of suspected terrorist activity and to ensure that effective follow-up investigations take place.
- Task 3: Ensure state level participation in the FBI Joint Terrorism Task Force.
- Task 4: Adopt state level terrorism warning and communication systems for Colorado; and educate public on appropriate response to elevated threat levels.
- Task 5: Develop jointly with Colorado Department of Public Health and Environment, a 24-hour emergency notification system for law enforcement, the health community, first responders, emergency managers and others who are in a critical, need-to-know position.

### **Colorado Objective 2. Reduce Colorado's vulnerability to terrorism.**

*Critical Mission Areas:* protecting critical infrastructure  
defending against catastrophic terrorism

- Task 6: Create, implement, and maintain terrorism preparedness plans, and provide advice, assistance, training, and oversight to state and local governments in the development of such plans.
- Task 7: Develop and adopt guidelines concerning occupant protection and building security, and provide advice and assistance to state departments and local agencies, concerning occupant protection and building security issues.



- Task 8: Improve the ability of emergency responders to prepare for and respond to a terrorism or weapon of mass destruction incident, including hoaxes and suspicious packages.
- Task 9: Assist the Colorado Department of Public Health and Environment in enhancing the ability of local public health agencies' capacity to prepare for and respond to acts of terrorism, especially acts involving bioterrorism.
- Task 10: Distribute available terrorism-related federal funds to state and local governments.
- Task 11: Administer a uniform, statewide reporting system for fires, hazardous materials incidents, and other incidents to which fire departments respond.
- Task 12: Implement the Critical Infrastructure Committee, to develop recommendations and plans for private industry.

**Colorado Objective 3: Minimize the damage and recover from attacks that do occur.**

*Critical Mission Area:* emergency preparedness and response

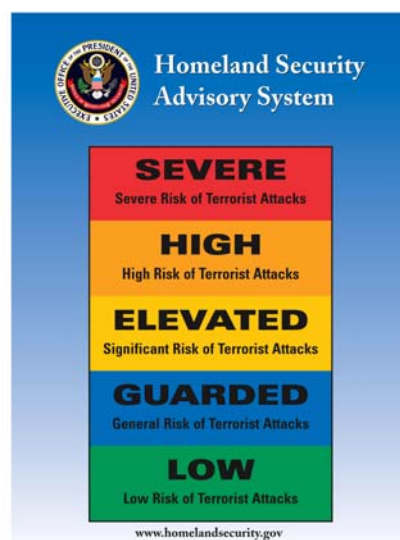
- Task 13: Develop and adopt rules and regulations concerning the continuity of state government operations; provide technical assistance to local governments throughout the state for the effective continuation of local government operations.
- Task 14: Develop and administer a statewide mobilization plan for the allocation and deployment of fire fighting, emergency medical and Urban Search and Rescue (USAR) resources.
- Task 15: Ensure that the terrorism plans are part of overall emergency planning and recovery managed by the Office of Emergency Management.
- Task 16: Build Citizen Corps and promote existing local government partnerships with citizen volunteers.

## Current Initiatives in Fulfillment of the Plan's Tasks

The Office of Preparedness, Security and Fire Safety has launched a number of initiatives leading to the accomplishment of several of its most important tasks. Below is a summary of some of the activities now being pursued by the OPSFS in that regard.

### Objective 1. Prevent terrorist attacks in Colorado

- Prevention, awareness and detection training. The Colorado Regional Community Policing Institute, an office of the Division of Criminal Justice, trained 680 professionals last year. Those trained include first line police officers, building safety supervisors, health care workers, etc. Last year's training activity represented an initial wave of training in order to begin protecting the state immediately. CRCPI is now leading the development, in the Rocky Mountain region, of a new curriculum for prevention, awareness and detection training. The training is expected in spring 2003.
- State participation in the FBI Joint Terrorism Task Force. OPSFS has established a working relationship with the task force through the participation of a Colorado Bureau of Investigation agent and a Colorado State Patrol investigator in the task force.
- State level terrorism warning and communication systems. OPSFS has adopted the federal Homeland Security Advisory System for use in Colorado. It has enhanced public information about the meaning of terrorism threat levels and the appropriate citizen response on its Internet web page, among other media.



**Objective 2. Reduce Colorado's vulnerability to terrorism**

Many of the tasks that fall under Objective 2 relate to the creation and coordination of preparedness plans. In order to address the state's planning and coordination needs, OPSFS, under the direction of Governor Bill Owens, has:

- Organized the state into defined geographical and functional planning areas known as Preparedness and Security Regions.
- Assisted local and regional security planners in both the development of local and regional plans and in the acquisition of resources needed to implement them.
- Worked to ensure that the protection of the state's business and governmental infrastructure is coordinated on four levels: a local basis, a statewide basis, a multi-state basis (that includes neighboring states), and on a national basis.

**Preparedness and Security Regions:** The development of terrorism preparedness and response plans includes the delineation of distinct preparedness and security planning regions within Colorado. Dividing Colorado into planning regions is necessary in order for the Office of Preparedness, Security and Fire Safety to effectively assist local officials with their needs for resources and technical assistance. Building a complex state strategy is also dependent upon a foundation of effective local and regional preparedness and response plans throughout the state.

The seven regions were identified and established in August of 2002. Six of these regions generally follow the existing District boundaries identified by the Colorado State Patrol as part of its organizational structure. The seventh region consists of the counties in the Denver metropolitan area, including Douglas, Denver, Broomfield, Adams, Arapahoe and Jefferson. Regional boundaries may change over time as conditions dictate.

Each region created its own Advisory Task Force that includes, but is not limited to, the following key people:

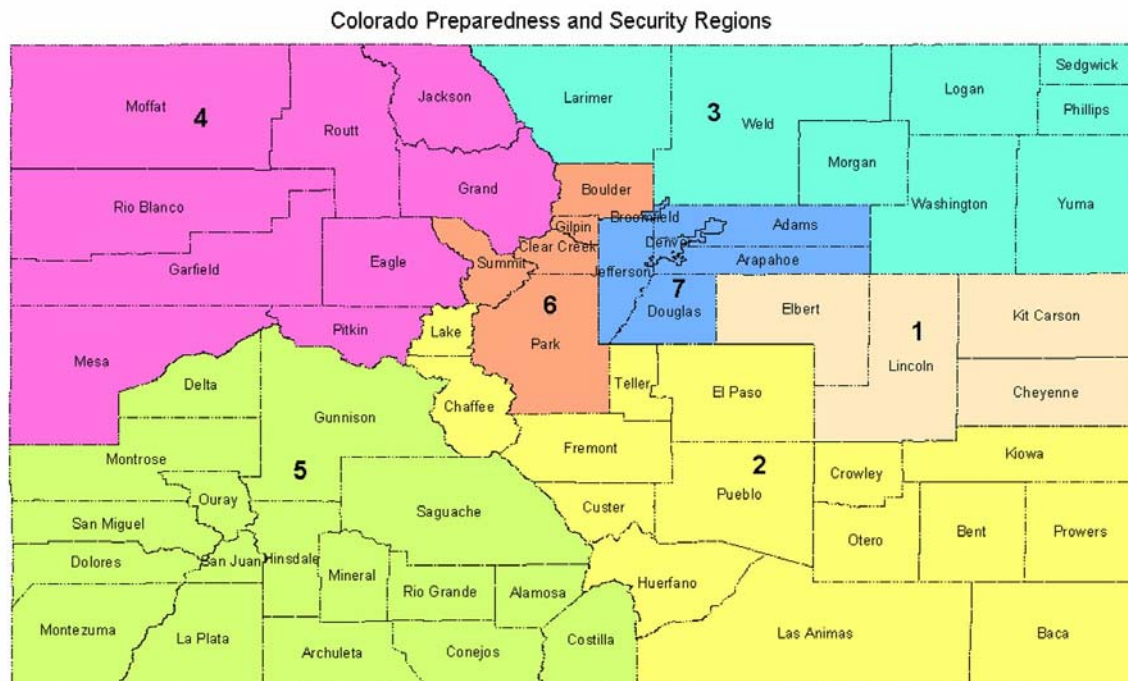
- Police chiefs
- Fire chiefs
- Sheriffs
- Public Health Care Professionals
- Information Security Specialists
- Emergency Managers

In order to assure statewide coordination and consistency, a core team of coordinators was established within each region in August 2002. These coordination teams include:

- Colorado State Patrol District Commander

- Office of Emergency Management Regional Planner
- Colorado Bureau of Investigation Agent-in-Charge
- Regional Public Health Planner

Core leaders are responsible for scheduling meetings, coordinating the work of each regional advisory group and serving as liaison to the Office of Preparedness, Security and Fire Safety.



**Specific regional responsibilities include:**

- Examining existing emergency response plans
- Identifying the three most critical infrastructure components and key assets in the region; identifying additional critical infrastructure and key assets over time
- Determining the resources currently available to respond to the protection of those infrastructure components
- Assessing other resources and equipment needed to respond effectively to those infrastructure components
- Developing a plan to protect the identified critical infrastructures and key assets

An important step in the development of terrorism preparedness and response plans includes the identification of infrastructure that is critical to business and governmental continuity in the event of a terrorist attack. Infrastructure components judged to be vital to the maintenance of business and government operation are called critical infrastructures. There

are 13 areas that are considered to be critical infrastructures as identified by the federal government (Appendix B).

The critical infrastructure inventory includes three types of potential targets for terrorist activity. The first of the three types is the list of critical infrastructure components themselves; the second is the list of “key assets.” Key assets and critical infrastructure components, taken together, form the critical infrastructure inventory now being compiled throughout Colorado by each region. The third category includes non-vital, but nevertheless important, community assets. High profile events associated with our national symbols or morale are included in the “third category.” Third-category critical infrastructure includes such sites as professional sports facilities, major outdoor fairs, and some highly visible meeting and convention sites.

The inventories of critical infrastructures are being compiled through the work of Regional Coordinating Teams. OPSFS provided guidance to local coordinators in defining what constitutes a critical infrastructure facility. The identification of a critical infrastructure component is a critical responsibility of the work of OPSFS.

Response plans are being tailored according to the three classifications of public and private resources that make up the critical infrastructures, key assets and “third category” inventories. Response plans take into account the classification of the infrastructure component.

**Critical Infrastructure Protection Plans:** Regions will be responsible to realistically assess risks and vulnerabilities of critical infrastructures and develop plans to protect them. All regional Advisory Task Forces launched their homeland security efforts by identifying the three most important critical infrastructures in each region. Lists from each region were submitted to OPSFS in October 2002. As the regional task forces revise, as necessary, and refine the infrastructure inventories and response plans, the process of continuously reviewing the information begins. Identifying critical infrastructures throughout Colorado in this manner is a task that has never before been necessary, and the process of ensuring that the inventories are complete and appropriate will evolve as the task forces continue to work with OPSFS.

**Needs Assessments:** The regions will assess other resources and equipment needed to respond effectively to those infrastructure components.

**Development of a Terrorism Communications and Analysis Center:** The Terrorism Communications and Analysis Center, when established, will collect, analyze and disseminate information and data on terrorism related issues. The emphasis of the work of the communications and analysis center is on information sharing to enhance the ability of state and local responders to preempt and prevent terrorist attacks. The Communications and Analysis Center, when established, will become a two-way conduit of information between local and state public safety officials. Alerts, bulletins and reports will be crafted in a manner that is specifically appropriate to the application and recipient agency. The Communications

and Analysis Center is intended to offer a seamless communication network for state and local public safety agencies.

**Why a Terrorism Communications and Analysis Center is Needed:** Effective terrorism preparedness is contingent on comprehensive information sharing. Vast amounts of potentially important information that could be relevant to thwarting potential terrorism activity exists among dozens of law enforcement, immigration, public health, transportation and other channels throughout the nation. What does not yet exist on a national or state level is a system that manages the proliferation of terrorist-related information and translates the material into a form that can be used at the local level for action to prevent terrorist activity.

The Office of Preparedness, Security and Fire Safety plans to establish a comprehensive terrorism threat information system that will, for the first time, manage, translate and transmit vital information gleaned from existing information channels to local and other state officials throughout Colorado. The information will promote a two-way exchange of information so that the appropriate response – whether at the state or local level – can be taken by public safety officials.

The large amount of information now being generated by national law enforcement and security resources is overwhelming. It is both extensive and updated continuously and needs to be managed continuously. Not only are there too many channels of information in existence now, the information channels can be repetitive and sometimes conflict with each other. Information arrives in many different forms and with varied restrictions regarding its use.

The result is that state and local agencies often do not receive or possess the useful information needed in order to remain fully capable of managing potential threats. In some cases, state and local agencies are given either too much or too little information. Sometimes, state and local agencies can obtain just as much useable information from the news media as they can by attempting to obtain it from traditional law enforcement sources.

The abundance of potentially valuable information already available presents new problems that have never before required a solution. Much of the existing information has been designated as either classified or restricted material. The agencies responsible for generating information determine who will have access to it. The process they employ ordinarily does not assess the value or applicability to state and local homeland security strategies and needs. While national homeland security likely will utilize both types of information for the defense of the nation, much of the restricted information relevant to state and local agencies falls into a category called “law enforcement sensitive.” For state and local level anti-terrorism initiatives, classified information will not be needed most of the time.

In many instances, limited access to classified and law enforcement sensitive information must be sustained to protect national security interests, ensure officer safety, and safeguard the integrity of terrorist investigations and prosecutions. The new challenge presented by our 21st Century strategy to prevent acts of terrorism is to ensure that when information is being

considered for restrictive designations, a process exists to determine how information that can contribute to state and local preparedness and response activities can be shared while otherwise protecting identified national security and law enforcement concerns. Pertinent information must be shared to the maximum extent possible to be useful. The general function of the Terrorism Communications and Analysis Center will be to address the need for sharing information in a manner that considers all these important information management needs.

**Colorado Infrastructure Committee:** In recognition of the vital role played by the private sector in developing technologies that will help protect the nation, President Bush established a national Homeland Security Advisory Council. The President's Advisory Council represents a broad variety of public and private sector disciplines. A somewhat more focused panel has been established in Colorado by Governor Bill Owens. Under the direction of Governor Owens, the Colorado Office of Preparedness, Security and Fire Safety began organizing the Colorado Critical Infrastructure Committee in the fall of 2002. More detail about the Colorado Critical Infrastructure Committee can be found in Appendix F.

### **Objective 3. Minimize the damage and recover from attacks that do occur**

The abilities of local and state emergency response teams – already in existence for many years in Colorado – ensure that the state is well prepared to deal with containment and recovery needs in the event of an act of terrorism. Beginning with extensive hazardous materials team training 30 years ago, the state has built an impressive network of emergency response teams. Among the remaining tasks that need to be accomplished are completion of training needs assessments and tying the existing response teams to terrorism response plans at the level of the state's new Preparedness and Security planning regions.

In addition to coordinating the development of response plans with the state Office of Emergency Management, OPSFS has been working with the Office of the Lieutenant Governor to establish the Colorado equivalent of the President's Citizen Corps program.

Achievement of this objective is also dependent on the formation of new partnerships at both state and local levels, as well as the enhancement of existing partnerships within communities and among volunteer networks. An examples of potential partnership building includes the encouragement of neighborhood associations, business and property owners groups using community policing principles in partnership with local law enforcement agencies. The Office of Preparedness, Security and Fire Safety intends to be a strong partner with other state agencies, local public safety and public health agencies and private sector interests in the accomplishment of the State's goal of detecting, preventing and responding to potential terrorist activity.

## Conclusion

Colorado State Government responded to the national priority of fighting terrorism with definitive steps in 2001, continuing through 2002. Colorado's efforts to detect and prevent terrorism began with Governor Bill Owens' Executive Order in 2001 that launched the state's Office of Preparedness and Security. They continued with the passage of legislation in 2002 by the Colorado General Assembly of a new law that permanently created the Office of Preparedness, Security and Fire Safety within the Colorado Department of Public Safety.

Using the framework of the National Strategy for Homeland Security, the new Office of Preparedness, Security and Fire Safety developed a Colorado Strategy for Homeland Security that is being implemented in a manner parallel to the National Strategy.

Colorado citizens must not delude themselves into thinking that the geographical location of our state insulates us from danger. Terrorist groups include domestic organizations. The 1995 bombing of the Alfred P. Murrah Federal Building in Oklahoma City serves to remind everyone of the threat of terrorist acts within our own Midwestern/Rocky Mountain region. The U.S. government averted seven planned terrorist acts in 1999—two were potentially large-scale, high-casualty attacks being organized by domestic extremist groups. According to the FBI, many more potential acts of terrorism were averted successfully in 2002. The threat of acts of terrorism throughout the United States remains significant, and must be regarded as a permanent component of our way of life in the 21st Century. Colorado is well prepared to join with the efforts of other states within the Rocky Mountain Region, and with the federal government, in presenting a unified, coordinated effort to ensure that the Colorado homeland is secure and impervious to the nefarious acts of terrorists.



## APPENDIX A

### Defense Factors for National and Colorado Preparedness and Response Plans

What kinds of attacks must Colorado and the nation be prepared to prevent in order to protect critical infrastructure sectors?

**Weapons of Mass Destruction (WMD).** The knowledge, technology, and materials needed to build weapons of mass destruction are spreading. These capabilities have never been more accessible and the trends are not in our favor. If terrorists acquire these weapons and the means to deliver them, they are likely to try to use them, with potential consequences far more devastating than those on September 11. Terrorists may conceivably steal or obtain weapons of mass destruction, weapons-usable fissile material, or related technology from states with such capabilities. Several state sponsors of terrorism already possess or are working to develop weapons of mass destruction, and could provide material or technical support to terrorist groups. Weapons of Mass Destruction include:

- Chemical weapons are extremely lethal and capable of producing tens of thousands of casualties. They are also relatively easy to manufacture using basic equipment, trained personnel, and precursor materials that often have legitimate dual uses. As the 1995 Tokyo subway attack revealed, even sophisticated nerve agents are within the reach of terrorist groups.
- Biological weapons, which release large quantities of living, disease-causing microorganisms, have extraordinarily lethal potential. Like chemical weapons, biological weapons are relatively easy to manufacture, requiring straightforward technical skills, basic equipment, and a seed stock of pathogenic microorganisms. Biological weapons are especially dangerous because citizens may not know immediately that an attack has occurred, allowing an infectious agent time to spread. Moreover, biological agents can serve as a means of attack against humans as well as livestock and crops, inflicting casualties as well as economic damage.
- Radiological weapons, or “dirty bombs,” combine radioactive material with conventional explosives. They can cause widespread disruption and fear, particularly in heavily populated areas.
- Nuclear devices. Nuclear weapons have enormous destructive potential. Terrorists who seek to develop a nuclear weapon must overcome two formidable challenges. First, acquiring or refining a sufficient quantity of fissile material is very difficult, although not impossible. Second, the ability to create a workable weapon requires a high degree of technical capability. To get around these significant, though not insurmountable, challenges, terrorists could seek to steal or purchase a nuclear weapon already in existence.

**Conventional means.** While we must prepare for attacks that employ the most destructive weapons, we must also defend against the tactics that terrorists employ most frequently.

**Terrorists,** both domestic and international, continue to use traditional methods of violence and destruction to inflict harm and spread fear. They have used knives, guns, and bombs to kill the innocent. They have taken hostages and spread propaganda. Given the low expense, ready availability of materials, and relatively high chance for successful execution, terrorists will continue to make use of conventional attacks.

**Cyber attacks.** Terrorists may seek to cause widespread disruption and damage, including casualties, by attacking our electronic and computer networks, which are linked to other critical infrastructures such as our energy, financial, and securities networks. Terrorist groups are already exploiting new information technology and the Internet to plan attacks, raise funds, spread propaganda, collect information, and communicate securely. As terrorists further develop their technical capabilities and become more familiar with potential targets, cyber attacks will become an increasingly significant threat.

**New or unexpected tactics.** Terrorists are constantly seeking new tactics or unexpected ways to carry out attacks. They are continuously trying to find new areas of vulnerability. This list of potential means of attack will never be complete and final.

## APPENDIX B

### Definition of Critical Infrastructure

The National Strategy for Homeland Defense defines critical infrastructure as those, “systems and assets, whether physical or virtual, so vital to the United States [and the state of Colorado] that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.” Critical infrastructures throughout the nation are particularly important because of the functions or services they provide to the state and country. Critical infrastructures are complex systems -- effects of a terrorist attack can spread far beyond the direct target, and reverberate long after the immediate damage.

Colorado’s critical infrastructure, as is consistent with the rest of the nation, encompasses thirteen identified sectors. The state’s agriculture, food, and water sectors, along with the public health and emergency services sectors, provide the essential goods and services needed by Coloradans to survive. State and local government agencies administer vital public functions. The state’s information and telecommunications sector enables economic productivity and growth, and is particularly important because it connects and helps control many other infrastructure sectors. Colorado’s energy, transportation, banking and finance, and postal and shipping sectors help sustain the state’s economy and touch the lives of every one of us every day.

The assets, functions, and systems within each critical infrastructure sector are not equally important. The transportation sector is vital, but not every bridge is critical to the nation and to the state of Colorado, as a whole. Accordingly, the federal government and the state of Colorado will apply a consistent methodology to focus efforts on the highest priorities. The Colorado Office of Preparedness, Security and Fire Safety anticipates that the federal budget will differentiate resources required for critical infrastructure protection from resources required for other important protection activities. The Office of Preparedness, Security and Fire Safety expects to work closely with the new federal Department of Homeland Security to develop and apply compatible approaches to ensure protection for critical assets, systems, and functions at all levels of society.

### **13 Critical Infrastructure Sectors**

- Agriculture
- Food
- Water
- Public Health
- Emergency Services
- Government
- Defense Industrial Base
- Information and Telecommunications

- Energy
- Transportation
- Banking and Finance
- Chemical Industry
- Postal and Shipping

In order to ensure consistency and clarity, the Colorado Office of Preparedness, Security and Fire Safety adopted the federal list of critical infrastructure sectors and the federal definition of what constitutes critical infrastructure and key assets. The Office of Preparedness, Security and Fire Safety will assist regional coordinators in interpreting and understanding the definitions of these terms for further clarity.

## APPENDIX C

### Identification of Key Assets

The critical infrastructure inventory includes three types of potential targets for terrorist activity. The first of the three types are the critical infrastructure components themselves; the second are called “key assets.” Key assets and critical infrastructure components, taken together, form the critical infrastructure inventory now being compiled throughout Colorado by each region. The third category includes non-vital, but nevertheless important community assets. High profile events associated with our national symbols or morale are included in the “third category.”

The federal definition – modified slightly for this document -- of “key assets” is:

*“Individual targets whose destruction would not endanger vital systems, but could create local disaster or profoundly damage our nation’s and Colorado’s morale or confidence.”*

Key assets include symbols or historical attractions, such as prominent national, state, or local monuments and icons. In some cases, these include quasi-public symbols that are identified strongly with the United States as a nation. Some fall completely under the jurisdiction of state and local officials or even private foundations or corporations.

Key assets also include individual or localized facilities that deserve special protection because of their destructive potential or their value to the local community.



## APPENDIX D

### Terrorism Definitions

The FBI defines terrorism as, “the unlawful use of force or violence against persons or property to intimidate or coerce a Government, the civilian population, or any segment thereof, in furtherance of political or social objectives.”

The FBI further describes terrorism as either domestic or international, depending on the origin, base, and objectives of the terrorist organizations. Domestic terrorism involves groups or individuals who are based and operate entirely within the United States and Puerto Rico without foreign direction, and whose acts are directed at elements of the U.S. Government or population. International terrorism is the unlawful use of force or violence committed by a group or individual, who has some connection to a foreign power or whose activities transcend national boundaries, against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.

The FBI divides terrorist-related activity into three categories:

- a terrorist incident is a violent act or an act dangerous to human life, in violation of the criminal laws of the United States or of any state, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives;
- a suspected terrorist incident is a potential act of terrorism in which responsibility for the act cannot be attributed at the time to a known or suspected terrorist group or individual; and
- a terrorism prevention is a documented instance in which a violent act by a known or suspected terrorist group or individual with the means and a proven propensity for violence is successfully interdicted through investigative activity.





## APPENDIX E

### Colorado Critical Infrastructure Committee

In recognition of the vital role played by the private sector in developing technologies that will help protect the nation, President Bush established a national Homeland Security Advisory Council. The President's Advisory Council represents a broad variety of private and public sector disciplines. A somewhat more focused panel has been established in Colorado by Governor Bill Owens. Under the direction of Governor Owens, the Colorado Office of Preparedness, Security and Fire Safety began organizing the Colorado Critical Infrastructure Committee in the fall of 2002.

The Colorado Critical Infrastructure Committee, for now, concentrates its work on identifying and protecting critical infrastructure – private and public – within Colorado. The first step in developing the Committee has been the recruitment of committee members, a process that was launched in November 2002. Members of the CCIC include representatives from the 13 critical infrastructure sectors listed in Appendix B. In addition, the Office of Preparedness, Security and Fire Safety anticipates adding representatives from academia, as well as including Colorado citizens on the infrastructure committee. The CCIC brings together important leadership from the private sector to work together with public sector agencies as a team. Without the active participation of private industry in such strategic components as the CCIC, protection of the state's infrastructure cannot be accomplished effectively.

The CCIC has three long range functions. Its first function is to provide the Office of Preparedness, Security and Fire Safety with counsel regarding the nature of business, products, operations, and activities encompassed by each critical infrastructure sector. The second function is to critique the strategies and actions proposed by the Office of Preparedness, Security and Fire Safety and its partners to protect Colorado's critical infrastructures, both individually and as they relate to each other collectively.

Finally, the CCIC collects advice regarding specific activities that should be taken by each of the 13 sectors at the five stages of terrorist alert, which have been developed by the federal government through the National and State Homeland Security Advisory Systems. The National and State Homeland Security Advisory System, which includes the color-associated threat levels, will be tied to specific actions at the local level through the work of the CCIC.

The Office of Preparedness, Security and Fire Safety is in the process of organizing the CCIC and anticipates the development of meeting schedules and work assignments in early 2003.



## APPENDIX F

### State Agency Partnerships

In addition to the Colorado Department of Public Safety and the Colorado Department of Local Affairs, three state agencies play vital roles in the development of the Colorado Homeland Security Strategy. These agencies will be involved in the pursuit of the nine strategic goals established by the Office of Preparedness, Security and Fire Safety. The other vital agencies include the Colorado National Guard, the Colorado Department of Public Health and Environment, the Office of Innovation and Technology within the Office of Governor Bill Owens, and the Division of Information Technology in the Department of Personnel and Administration.

#### **Colorado National Guard**

**Current Role: Partner with OPSFS in the Development of Terrorism Preparedness and Response Plans.** Serve as a force provider to the Governor to assist in deterring terrorist actions and responding to mitigate the consequences of terrorist attacks involving Weapons of Mass Destruction (WMD). To do this, the Colorado National Guard is partnered with the Office of Preparedness, Security and Fire Safety to develop terrorism preparedness and response plans oriented to protect critical infrastructure, protect special security events, and to mitigate loss of life or human suffering resulting from terrorist WMD attacks. This partnership includes plan development, joint training, and exercises at the state and local level.

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

**Current Role: Partner with OPSFS in the Development of Terrorism Preparedness and Response Plans.** In the role as a key agency similar to that of the Colorado National Guard, the Colorado Department of Public Health and Environment, in cooperation with local public health departments, will be involved in regional Advisory Task Forces as well as the Colorado Infrastructure Committee. CDPHE is the state's lead agency for preventive and response strategies for acts of bioterrorism. Furthermore, CDPHE will assist in determining the needs for additional response training among health care workers and public health agencies.

#### **Office of Innovation and Technology**

**Current Role: Partner with OPSFS in the Development of Preparedness and Response Plans.** The Governor's Office of Innovation and Technology not only represents a key link to the state's private sector – and, with the Colorado private sector, the latest technology improvements that may assist in securing the state's homeland – but also in the identification of critical infrastructure and key assets. Additional roles for OIT include response planning and training assessments for such critical infrastructure as vital state and private computer

data and communications systems. OIT will be represented on the Colorado Infrastructure Committee to ensure its early involvement in specific preparedness and response plans.

### **Division of Information Technologies, Department of Personnel and Administration**

**Current Role: Continue to Develop Protection and Recovery Plans for State Government Information Systems.** The Division of Information Technologies is responsible for developing preparedness, security and recovery measures for state government operations. Protecting state government's information systems is among the priorities of the critical infrastructure protection strategy.

The six primary state agency partners in the Colorado Strategy for Homeland Security, therefore, are:

- Colorado Department of Public Safety
- Colorado Department of Local Affairs
- Colorado National Guard
- Colorado Department of Public Health and Environment
- Office of Innovation and Technology, Office of the Governor
- Colorado Department of Personnel and Administration, Division of Information Technology