



**Colorado Homeland Security in 2006:
A Progress Report to the Governor
and
General Assembly**

**Colorado Department of Public Safety
Joe Morales, Executive Director**

Office of the Executive Director
Mike Acree, Deputy Director
May 2006

This report summarizes the status of all homeland security projects within the Colorado Department of Public Safety. The report describes only CDPS projects. It does not include other state agency activities. Projects covered include all current federal grants, Critical Infrastructure Protection, the Colorado Information Analysis Center, Resource Mobilization Plan, National Fire Incident Reporting System and the Governor's Homeland Security and All Hazards Senior Advisory Committee.

CDPS Homeland Security Components:
Executive Director's Office
Colorado State Patrol
CSP Homeland Security Branch/
Office of Preparedness, Security and Fire Safety
and
Division of Fire Safety

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**COLORADO
DEPARTMENT
OF PUBLIC SAFETY**

May 2, 2006

The Honorable Bill Owens
Governor
State Capitol
Denver, CO 80203

Honorable Members
Colorado General Assembly
State Capitol
Denver, CO 80203

Dear Governor Owens and Members of the Colorado General Assembly:

In the two years since I became Executive Director of the Colorado Department of Public Safety, the roles of state government agencies in maintaining a secure Colorado have matured and sharpened. This is a report on the homeland security progress that has been made by the Colorado Department of Public Safety from January 2004 to February 2006.

CDPS now has in place one of the nation's most effective information analysis centers that is capable of communicating critical notices and guidance concerning terrorist activity to and from local law enforcement agencies throughout Colorado. CDPS also refined its program to protect the state's most important infrastructure. Communications and critical infrastructure protection are two of the state's key tools in preventing terrorism, whether from foreign or domestic perpetrators.

I believe CDPS has impressive gains toward the goal of protecting Colorado citizens and commerce against acts of terrorism. I welcome your comments and questions.

Sincerely,

Bill Owens
GOVERNOR

Joe Morales
EXECUTIVE DIRECTOR

Colorado State
Patrol

Colorado Bureau
of Investigation

Division of
Criminal Justice

Office of Preparedness,
Security, and Fire Safety

Joe M. Morales
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May 2, 2006

The Honorable Bill Owens
Governor
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Honorable Members
Colorado General Assembly
State Capitol
Denver, CO 80203

Dear Governor Owens and Members of the Colorado General Assembly:

Before coming to the Department of Public Safety, I served as Sheriff in Douglas County, and in that capacity, I was a member of the Executive Board of the North Central All-Hazards Committee. Through the work of the North Central committee as well as related national homeland security planning, I have participated in many key planning sessions in the nearly five years since 9/11.

With this said, I believe that the State of Colorado and the state's local governments have done more to prepare our communities and citizens for an "event" than other states and local jurisdictions throughout the country. While we have come together and transformed a concept into a plan, created protocols and initiated regionalization, other jurisdictions are still trying to determine their courses of action.

Colorado can be very proud to be among the states that have made significant strides in protecting the state and its citizens. I applaud all state government agencies and units of local government within Colorado for their work improving the safety and security of all of us.

Sincerely,

Micheal L. Acree
Deputy Director

Bill Owens
GOVERNOR

Joe Morales
EXECUTIVE DIRECTOR

Colorado State
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Division of
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May 2, 2006

The Honorable Bill Owens
Governor
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Honorable Members
Colorado General Assembly
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Denver, Colorado 80203

Dear Governor Owens and Members of the Colorado General Assembly:

During the past three years as Chief of the Colorado State Patrol, I have seen the efforts put forth by the members of the Colorado Department of Public Safety as they plan and coordinate the protection of Colorado's assets and infrastructures, in response to 9/11.

Since the Colorado State Patrol was asked for its assistance in May 2005, we have taken aggressive action to comply with the parameters addressed in HB02-1315, striving to prevent and prepare for future critical incidents. Our strong partnership with federal, state and local agencies has produced the Colorado Information Analysis Center, one of the finest assemblies of personnel working to protect Colorado, and a mission we are proud to be involved in. Daily communication from the Center relays information about foreign and domestic issues to those who need it most, including our men and women in uniform.

Traffic safety and homeland security go hand in hand. As you may recall, the bombers of the World Trade Center in 1993 and the Alfred P. Murrah Federal Building in 1995 were both caught due to diligent investigations by state troopers. Recent traffic stops in Colorado have resulted in arrests of domestic terrorist group members. The nexus between traffic enforcement and homeland security provides our agency the opportunity to share information with our partners and learn from other agencies, resulting in the protection of life and property in Colorado.

Colorado should be proud with the amount of progress made regarding planning and prevention during these past few years. I am pleased with the strides made, yet as always appreciate comments and suggestions about how we can be better.

In Service to Colorado,

Colonel Mark V. Trostel
Chief, Colorado State Patrol

Bill Owens
GOVERNOR
Joe Morales
EXECUTIVEDIRECTOR
Colorado State
Patrol
Colorado Bureau
of Investigation
Division of
Criminal Justice
Office of Preparedness,
Security, and Fire Safety



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I. Institutionalized Homeland Security Programs in CDPS

Homeland security activities at the Colorado Department of Public Safety consist of the following components:

- 1) **Homeland Security Advisor – HSA.** The Homeland Security Advisor designation is made by the Governor to identify Colorado’s top security advisor who serves as an expert security liaison to the U.S. Department of Homeland Security. The HSA participates in the highest-level security briefings of DHS and provides advice to the Governor and members of the General Assembly for both routine and emergency matters. **Colorado’s HSA is the Executive Director of the Department of Public Safety Joe Morales.**

(Note: For the purposes of grant administration, the Department of Local Affairs has been designated as the SAA – State Administering Agency -- for business matters with the Department of Homeland Security. The Department of Public Safety served as the SAA until an interagency agreement transferred grant programs to the Department of Local Affairs in May 2004.)

- 2) **Colorado State Patrol, Homeland Security Branch/OPSFS.** CDPS Executive Director Joe Morales developed a formal plan in February 2005 that was submitted to and reviewed by Governor Bill Owens creating a homeland security function within the Colorado State Patrol. Building on the Colorado State Patrol’s existing security responsibilities for state officials, the capitol building and state government as well as recognizing that commissioned peace officers were required for the operation of an information fusion center, the plan served as a fulcrum for significant progress during 2005 in critical infrastructure protection as well as one of the nation’s best terrorism information and communications centers.

Keeping the citizens of Colorado safe by effectively preventing terrorism and responding to suspected acts of terrorism require programs solidly institutionalized in everyday operations of government as a fundamental mission. The business of dealing with terrorism also requires clear lines of authority and accountability, with effective lines of communication. For these reasons, CDPS Executive Director Joe Morales assigned the work of the Office of Preparedness, Security and Fire Safety to the Colorado State Patrol.

The Colorado State Patrol serves three major homeland security functions in CDPS. First, CSP manages Colorado’s **terrorism intelligence analysis and sharing responsibilities** for federal, state, tribal and local law enforcement agencies and government authorities throughout the Colorado. CSP, in this role, created and conducts daily operations of the **Colorado Information Analysis**

Center, or CIAC. The CIAC receives and analyzes critical information about suspected terrorist activities, serving as a conduit of timely reports both from local law enforcement agencies and local law enforcement officers where reports of suspect activity often emanate and from international and national sources to local law enforcement agencies.

A significant amount of information on possible terrorist activity, both foreign and domestic, can come from Troopers patrolling Colorado's highways and from local traffic law enforcement operations. CIAC decides what must be passed on, but an equally vital function performed by CIAC is creating the framework in which information is transmitted. Much of the international and national reports being transmitted to states come without a practical application. Analysts must translate material and pass it along within a framework that helps local agencies determine what local actions must be taken.

CIAC also provides helpful advice to local law enforcement agencies and members of the 13 critical infrastructure sectors that helps them determine specific steps to take in response to intelligence reports.

The second homeland security function of the CSP Homeland Security Branch is the **Critical Infrastructure Protection** program. Colorado, like every state, has identified components of our critical infrastructure that must be protected in order to ensure the health and safety of citizens as well as the continued operation of commerce and government services. In addition, other features of our social and cultural network that serve to preserve our way of life have been identified. The assessment of critical infrastructure and the development of security enhancement plans represent a second important responsibility area assigned to CSP.

Finally, on April 1, 2005, the Colorado State Patrol (CSP) assumed the role, function and leadership responsibilities of **the Office of Preparedness, Security and Fire Safety (OPSFS)**. Functionally, the operations of the Homeland Security Branch within CSP are one and the same as the Office of Preparedness, Security and Fire Safety, which was created by statute in 2002.

- 3) **Division of Fire Safety.** The Division of Fire Safety at CDPS, in addition to its traditional roles of training and certifying firefighters, developed a **Colorado State Emergency Resource Mobilization Plan**. DFS developed and continues to maintain a **database of equipment and supplies** for all first responder agencies in Colorado. The database is an important resource for emergency managers. It provides current information about all the available equipment, resources and training of the state's first responder agencies, making it possible for an emergency manager in a county or region of the state to find the right kind of help instantly when help is needed to manage an emergency situation.
- 4) **Governor's Homeland Security and All Hazards Senior Advisory Committee – SAC.** Governor Bill Owens established a Senior Advisory Committee to

provide advice and coordination of homeland security activities among state government agencies. The SAC reviews the state's strategic plans and makes funding recommendations for state agency grant applications. The Chair of the SAC is CDPS Executive Director Joe Morales.

The SAC's main role is to ensure the unified coordination of state government homeland security activities.

II. Grant-Funded Progress to Date

**Col. Mark V. Trostel, Chief
Colorado State Patrol and
Maj. Richard R. Salas, Director
Colorado State Patrol, OPSFS/Homeland Security Branch**

Colorado Information Analysis Center (CIAC)

The Colorado Information Analysis Center (CIAC) provides one central point in Colorado for the collection, analysis, and timely dissemination of terrorism-related information. CIAC is designed to be a cross-jurisdictional partnership between local, state, and federal agencies – including private sector participation when appropriate. Information is distributed from the CIAC in the form of daily reports, special reports, and incident reports to numerous agencies representing a multitude of disciplines. As of February 2006, CIAC has generated several hundred daily reports.

CIAC Mission: *The mission of the Colorado Information Analysis Center (CIAC) is to provide an integrated, multi-disciplinary information sharing network to collect, analyze, and disseminate information to key stakeholders in a timely manner in order to protect the citizens and critical infrastructures of Colorado.*

In October 2004, the CIAC began operations at a temporary location at the Colorado Department of Public Safety headquarters office. The temporary center was moved by the CSP to its new facility on April 1, 2005. The current facility is located in the city of Centennial and is comprised of 1,000 square feet with nine workstations.

Fundamentally, the Colorado Information Analysis Center (CIAC) is charged with the responsibility of coordination with local, state, and federal agencies to detect and to prevent terrorist threats, terrorist acts, and other terrorist activities. It has adopted the following mission objectives:

- Providing tactical and strategic intelligence collection, analysis, and dissemination support to local, state, and federal law enforcement agencies.
- Maintaining and developing state level terrorism warning and communication systems in Colorado to include maintenance of a secure portal for the exchange of information to law enforcement and public and private stakeholder agencies that support homeland security efforts.
- Developing and disseminating an on-going threat analysis for the State of Colorado and its critical infrastructure. Organizing terrorism-related information

into intelligence products that can be used by both local decision-makers and emergency responders.

- Preserving, protecting, and restoring critical data in the event of a homeland security attack, natural disaster, or other business interruption.
- Identifying procedures for evaluating, developing, approving, disseminating, and maintaining standards to ensure secure and appropriate justice information exchanges.
- Maintaining direct liaison with the FBI Joint Terrorism Task Force, with the U.S. Attorney's Office Anti-Terrorism Task Force, and with other local, state, and federal law enforcement agencies on ongoing investigations and items of interest.
- Providing necessary training on intelligence and the role of Colorado's citizens and public safety professionals (including peace officers, firefighters, emergency medical technicians, and other first responders) in preventing terrorist attacks.
- Communicating justice information sharing initiatives, progress, and successes to stakeholders in order to foster collaboration.

The Colorado Information Analysis Center (CIAC) functions as a terrorism early warning system for the citizens of Colorado. The CIAC has been tested in mock disaster scenarios and actual threat situations and was successful in notifying stakeholders of updated threat information and suggested protective measures to emergency responders and members of critical infrastructure sectors. Internal hardware infrastructure has been purchased and installed. This infrastructure hardware is a state of the art system built with cyber security protections in place. The CIAC recently improved operations through the purchase of analytical software that is capable of linking terrorism trends. CIAC analysts will receive intensive training on the analytical software within the next 30 days.

A CIAC website is in the initial planning stages and will allow private citizens to report suspicious behaviors and for law enforcement agencies to submit terrorism information and to make requests for information.

The analysts in the center compose daily reports that are disseminated to approximately 700 key stakeholders and decision makers of the emergency services and critical infrastructure sectors. Sensitive information is distributed electronically to the law enforcement community via "Law Enforcement Sensitive" reports. Analysts routinely exchange information with the Joint Terrorism Task Force (JTTF), U.S. Attorney's Office and Department of Homeland Security.

In the event of a terrorist attack, the CIAC coordinates with the Division of Emergency Management, the JTTF and the Department of Homeland Security to ensure a coordinated intelligence exchange and to disseminate information and "best practices" in order to prevent additional attacks.

The morning of the London bombing in July 2005, analysts assigned to the CIAC quickly prepared and disseminated a special report to the transportation sector, state and local emergency operation centers (EOCs), state and local law enforcement, fire, EMS and the nine all hazard regions. This report provided information regarding the orange elevated threat level for the transportation sector as well as guidance on “best practices” for transit system protection, based on information received from the London bombings. These analysts received several compliments from the all-hazards regional coordinators and county emergency operations centers regarding the timely dissemination and value of the information provided in the report.

In November 2005 a suspected car bomb was reported in the parking lot of the Arvada Police Department. Within five minutes of being notified, the CIAC analysts were able to prepare and disseminate information regarding circumstances surrounding the suspected report as well as guidelines on what to look for involving these types of explosive devices. Although the suspected device did not prove a threat to public safety, the reaction to event was appropriate.

In the view of numerous public officials and news media representatives, CIAC is one of the top terrorist early warning centers in the country. CIAC-produced material commonly serve as national models for reports, guides and briefing information for many of the centers in other states. What separates the Colorado center from other across the country is a multi-disciplinary approach towards true fusion of information and intelligence reports. CIAC continues to involve partners from the 13 critical infrastructure sectors. Analysts working in the center cover agriculture, public health, law enforcement, fire, corrections, education, military, federal, state, and local. Future participation by other sectors partners will continue to expand.

CIAC Staffing: Since April 1, 2005 the CIAC staff expanded from two Colorado Bureau of Information analysts to five full-time analysts: two from CSP, one from CBI, one from the Douglas County Sheriff’s Office and one from the Department of Corrections. There are also six part-time analysts: two FBI analysts and experts from the Department of Education, Department of Public Health and Environment, Department of Agriculture, and Castle Rock Fire Department.

Site Visits to Terrorist Early Warning Centers: Staff from OPSFS/CSP visited several TEW/Fusion centers in other states during 2005. These site visits were necessary to determine infrastructure need, operational guidelines and best practices. Site visit locations include:

- Los Angeles County Terrorism Early Warning Center
- Upstate New York Regional Intelligence Center
- Illinois Statewide Terrorism Intelligence Center
- Georgia Information Sharing and Analysis Center
- Arizona Counter Terrorism Information Center

Note: *Daily and special reports issued by the CIAC are law enforcement sensitive and not available to the public. For that reason, examples of reports have not been included in this report. Legislators wanting to view examples of CIAC reports are asked to contact either the CDPS legislative liaison Ann Terry or the CDPS public information officer Lance Clem for assistance. Tours of CIAC and a briefing of its operation can be provided to legislators through Ann Terry or by contacting the Homeland Security Branch Director Major Richard Salas of the Colorado State Patrol.*

Critical Infrastructure Protection Project

Critical Infrastructure Vulnerability Assessment Plan: Within the past 10 months, 36 sites identified as components of the state’s critical infrastructure have been assessed and security improvement plans have been developed for each site, with some sites already having been “hardened” against potential acts of terrorism. In addition, 31 comprehensive critical infrastructure protection guides have been developed and distributed for government, commercial and business sectors. The protection guides are complete cookbooks that help managers of critical infrastructure define vulnerabilities and develop protective measures. The guides were developed by the Colorado State Patrol, Homeland Security Branch, and have garnered national praise for their quality.

The OPSFS/CSP Critical Infrastructure Vulnerability Assessment Plan incorporates guidance from the Department of Homeland Security National Interim Protection Plan (NIPP) and involves Colorado’s nine all-hazards regional coordinators. The critical infrastructure data utilized to develop the plan was gathered from the National Asset Database (NADB), the 2003 University of Colorado assessment survey, and input from other state agencies and private sector partners. The critical infrastructure team conducts vulnerability assessments on private sector sites that focus on detailed site inspection that encompass a full spectrum vulnerability assessment (or, all hazards) to include current threat streams (CIAC information), criminal activity, emergency operations capabilities, infrastructure support recommendations for planning and development, blast mitigation recommendations and enhancements to the current security profile.

OPSFS/CSP staff utilize the Critical Infrastructure Protection Committee, or CIPC, as a means of hearing and addressing the concerns and ideas of private sector representatives. (An update on CIPC follows below.) CIPC meetings include representatives from the nine hazard regions, law enforcement, fire personnel, members of each of the 13 critical infrastructure sectors, including private industry partners, the Colorado Army National Guard, the Department of Homeland Security Protective Services Section, OPSFS/CSP and the Division of Emergency Management.

Here is an overview of the assessment plan process:

Define critical infrastructure: Although OPSFS/CSP utilizes the generic federal definition of critical infrastructure, no national guidance exists on how to specifically identify critical assets at the state or local level. OPSFS/CSP staff is sensitive to regional

and local concerns and recognizes that, while a specific site may not be critical at a state level, the loss of the asset may have devastating affects at a regional or local level. In response, OPSFS/CSP drafted criteria for criticality at the state level. The criteria have been presented for discussion and review by the Critical Infrastructure Protection Committee. Once committee members reach consensus on the definition of state-level critical infrastructure, the draft model will be forwarded to the Governor's Senior Advisory Committee on Homeland Security for review and recommendations. It is the OPSFS staff's hope that the model will then be utilized to define critical infrastructure at the regional and local levels.

Identify critical infrastructure: The critical infrastructure team has constructed a database of critical assets by combining sites identified in the 2003 University of Colorado assessment survey, the National Asset Database and through collaborative efforts with local emergency managers, the nine all-hazards regional coordinators, other state agencies and the private sector. OPSFS constantly updates and purges the database, as critical infrastructure sites are in continuous flux.

Assess critical infrastructure: As assessing the State's critical infrastructure is an overwhelming task, the critical infrastructure team has taken a multi-faceted approach to the challenge. The primary responsibility in Colorado for assessing infrastructure and making protective measures recommendations to public and private sites falls to the OPSFS/CSP team.

Initially, formal, comprehensive reviews of Colorado's critical infrastructure were conducted at no cost to the state by a team of highly trained security experts from the Colorado National Guard through what is called the **Full Spectrum Integrated Vulnerability Assessment (FSIVA)** team. The National Guard's FSIVA teams, however, have been redeployed and their availability to the state has been reduced significantly for conducting vulnerability assessments, but they remain available for technical assistance needs.

The Colorado National Guard Full Spectrum Integrated Vulnerability Assessment team (FSIVA) has been augmented with specially trained OPSFS/CSP staff. The new OPSFS/CSP team is called "**Rubicon**," a term intended to convey the CSP's commitment to complete the mission of full critical infrastructure protection. The term "Rubicon" is not an acronym but is "symbolic of a line that, when crossed, signifies an irrevocable commitment to the mission; the taking of an oath with a promise to succeed at all costs."

The Rubicon team offers a variety of experience that benefits the critical infrastructure protection program. The Rubicon team has been trained through complex courses geared towards risk and vulnerability assessments on high level (Tier I) sites. The National Guard FSIVA and the OPSFS/CSP Rubicon teams will continue to work jointly on this important mission of vulnerability assessment.

The Critical Infrastructure Protection Project continues to identify Colorado's critical infrastructure and develop a database prioritizing sites. The Rubicon team has completed

the majority of required training and has begun conducting vulnerability assessments on identified sites.

As of February 2006, the combined FSIVA/Rubicon teams have **completed 36 comprehensive vulnerability assessments in Colorado**. Here is a summary of completed assessments:

Infrastructure Sectors

| | |
|--|---|
| <u>Agriculture & Food</u> | 1 |
| <u>Banking & Finance</u> | 4 |
| <u>Chemical & Hazardous Materials Industry</u> | 1 |
| <u>Defense Industry Base*</u> | 0 |
| <u>Energy</u> | 4 |
| <u>Emergency Services</u> | 2 |
| <u>Information Technology</u> | 0 |
| <u>Telecommunications</u> | 1 |
| <u>Postal & Shipping*</u> | 0 |
| <u>Public Health</u> | 1 |
| <u>Transportation</u> | 7 |
| <u>Water</u> | 1 |
| <u>National Monuments & Icons</u> | 0 |

Key Resources

| | |
|-------------------------------|----|
| <u>Commercial Facilities</u> | 4 |
| <u>Government Facilities</u> | 10 |
| <u>Dams**</u> | 0 |
| <u>Nuclear Power Plants *</u> | 0 |

Total Sites **36**

* Critical Infrastructure Sites in these categories receive federal assessments

** Dams receive assessments from the Bureau of Reclamation

Vulnerability assessments are performed only with the cooperation and consent of the owners of the critical infrastructure sites, the vast majority of which are controlled by the private sector. There are no legal requirements for site owners to consent to a vulnerability assessment. The Rubicon team experienced numerous examples of its attempts to coordinate assessments with site representatives, only to have the site refuse to allow the assessment.

Note: *Specific information regarding what sites have been assessed, for security reasons, cannot be revealed in this report.*

Nationally Recognized Protective Measures Resource Guides: The team has developed a series of **31 Resource Guides** for each critical infrastructure sector and sub

sector that are being distributed to stakeholders via the Colorado Information Analysis Center (CIAC). These Resource Guides, distributed throughout Colorado and developed entirely by OPSFS/CSP experts, include thorough digests of steps that should be taken at the local level to protect elements of critical infrastructure.

The achievement of the development of this series of Resource Guides is highly significant. They form a complete set of easy-to-read templates that tell security and management personnel in each sector exactly what to look for, what to do and how to respond to incidents as well as how to protect facilities for daily operations. The guides are a product of the CSP Rubicon team using numerous federal resource materials.

The Resource Guides have been distributed across the nation in response to numerous requests. The Rubicon team has received positive recognition from the U.S. Department of Homeland Security's Protective Services; Wichita State University; the Colorado all-hazards region coordinators; the U.S. Army; the Colorado State Patrol; the Ohio Department of Homeland Security; Pierce County, Washington and the New York State Police counter-terrorism intelligence unit.

Colorado's Protective Measures Resource Guides

- Agriculture Food
- Aviation
- Banking and Finance Facilities
- Chemical Hazardous Materials
- Commercial Office Buildings
- Dams
- Emergency Response
- Energy
- Government Buildings
- Higher Education
- Highway Bridges
- Hotel High Occupancy
- Information Technology
- Education K-12
- Mail
- National Parks and Memorials
- Nuclear Power
- Oil and Natural Gas
- Outdoor Public Gatherings
- Pipelines
- Public Health
- Recreation
- Restaurants and Night Clubs
- Telecommunications
- Transportation Bus
- Transportation Commercial Vehicles

- Transportation Facilities
- Transportation Mass Transit
- Transportation Rail
- Transportation Tunnel
- Water

Note: *Protective Measures Resource Guides are designated “For Official Use Only,” and not available to the general public for reasons of security. Greater detail and a full briefing covering the Resource Guides is available to legislators through CDPS upon request.*

Critical Infrastructure Committee: In April 2005, the Critical Infrastructure Committee, now known as the **Critical Infrastructure Protection Committee**, or CIPC, met for the first time with the new staff from Colorado State Patrol, OPSFS/Homeland Security Branch. The CIPC meeting included representatives from the nine hazard regions, law enforcement, fire personnel, members of each of the 13 critical infrastructure sectors, including private industry partners, the Colorado Army National Guard, the Department of Homeland Security Protective Services Section, and the Division of Emergency Management.

After this initial committee meeting, the OPSFS/CSP staff reassessed the progress of the previous committee and developed a comprehensive plan to move the program forward by defining, identifying, assessing and protecting the state’s critical infrastructure. The plan incorporates guidance from the Department of Homeland Security National Interim Protection Plan (NIPP) and involves the nine all-hazards region coordinators. The critical infrastructure data utilized to develop the plan was gathered from the National Asset Database (NADB), the 2003 University of Colorado assessment survey, and input from other state agencies.

This CIPC continues to meet on a quarterly basis, including a meeting that was held March 2006.

Buffer Zone Protection Program (BZPP): The Buffer Zone Protection Program is a DHS grant program designed to provide grant funding for local police departments with critical infrastructure assets within their jurisdictions. The federal BZPP supplements Colorado’s Critical Infrastructure Protection program with additional funding. The purpose of BZPP is to extend a protective area and additional security measures surrounding a critical infrastructure component or key resource. Key resources include dams, government buildings, important commercial facilities and national monuments. Colorado’s Critical Infrastructure Protection program is a distinctly pioneering program because it is a state-government initiative that preceded the federal BZPP. Colorado was among the first states to recognize the need to assess critical infrastructure and to create programs to improve the security of important infrastructure components.

The critical infrastructure team conducted vulnerability assessments on each of the 29 2005 federally designated BZPP sites by May 2005 and assisted the jurisdictions with on-

site vulnerability assessments and all required paperwork which was submitted to the Department of Homeland Security on June 1, 2005. The completion of all 29 2005 Buffer Zone Protection Plans was a monumental task, given the time frame allowed. The team will assist local jurisdictions in the same manner when the 2006 BZPP sites are identified by DHS. BZPP sites are not necessarily the same as critical infrastructure sites because they include key resources, such as commercial structures, that are not necessarily critical assets. A BZPP site, for example, could be a large sports facility.

Additional Activities in 2005

In August of 2005, the OPSFS/CSP staff coordinated and facilitated the **Texas Engineering Extension Service's Weapons of Mass Destruction Risk Assessment Course**. The Rubicon critical infrastructure team attended an Office of Domestic Preparedness (ODP)-approved course that offers an abbreviated methodology for assessing critical infrastructure. The training was also offered to the nine all-hazards region coordinators and their designated representatives in order to provide the coordinators with a simplified mechanism to assess local sites.

The OPSFS/CSP Rubicon team prepared and presented "best practice" recommendations to the **Colorado Secretary of State's elections office**. An elections committee of the Secretary of State's office is adopting all "best practice" recommendations for future Colorado elections.

The OPSFS/CSP staff continues to work in partnership with the Colorado Department of Local Affairs and Department of Homeland Security Protective Services. The critical infrastructure protection program plan under OPSFS/CSP is currently being evaluated by a neighboring state to mirror the Colorado program.

OPSFS/CSP 2005 Presentations

CSU Agricultural Extension Seminar, Grand Junction
CISAnet Database
ODP Prevention and Deterrence Conference
Colorado Sheriff's Association
Colorado Chief of Police Association
Citizen Corps, Grand Junction
Citizen Corps, Colorado Springs
Southwest Colorado Prevention and Preparedness Workshop
Qwest Communications
Governor's Emergency Management Conference
Colorado Election Officials
Northwest Region Coordinators Meeting
Northeast Region Agriculture Seminar

Colorado State Fire Chiefs Association
State Premise ID Committee
United States Northcom

2005 OPSFS Planning Meetings

International Symposium on Agroterrorism
Mid-States Emergency Animal Disease Partnership
Colorado Exercise Planning Workshop
Agricultural Quarantine and Isolation Planning Workshop
Bezlan School Shooting Seminar
Influenza Coordination Seminar
National Native American Law Enforcement Conference
Department of Education
Colorado Department of Public Health

Disaster Exercises

Suncor/Sinclair Pipeline Exercise
Strasburg WMD Exercise
Eagle County WMD Exercise
Northcom anti-terrorism Force Protection Disaster Exercise

Terrorism Response Plans, Protocols and Continuity of Government

All terrorism response plans and annexes submitted to OPSFS from the counties and regions have been reviewed and slated for update. Review of all protocols has been completed with no recommendations for changes. In 2006 OPSFS/CSP will be developing planning templates that will be provided to the nine all hazard regions specific to the terrorism annexes for the purpose of continuity.

Special Projects

In 2005 OPSFS/CSP began working in partnership with the Department of Local Affairs (DOLA), National Native American Law Enforcement Association (NNALEA), Southern Ute Tribes, Navajo Tribes, and the Ute Mountain Ute Tribes on a **four-corner prevention and deterrence initiative**.

The OPSFS/CSP last year began working with the Colorado Department of Agriculture to develop a protocol and procedures in the event of “Stop Orders Proclamation” resulting from an agricultural biological contamination. A component of this planning includes development of a **GIS Agricultural Tracking System** that will allow quick and easy identification of key agricultural assets throughout Colorado.

The OPSFS/CSP staff continues to work with a number of federal, state and local partners on **Strategic National Stock Pile (SNS)** plans.

The OPSFS/CSP has been requested by the Department of Homeland Security to participate in a **National Radiological Preparedness Project**. One staff member of OPSFS/CSP has been attending meetings with other key representatives and experts from across the United States.

The OPSFS/CSP staff is working closely with the Department of Education on a **Statewide Protection and Education Initiative**.

The OPSFS/CSP Rubicon team in late 2005 provided Terrorist Awareness Training to staff from the **Colorado Department of Transportation (CDOT)**. Preliminary requests have been made by CDOT to provide this training program to all CDOT employees statewide.

The Director of OPSFS/CSP is a member of the Colorado Homeland Security Senior Advisory Committee to the Governor. He also serves on this committee as a Subject Matter Expert in the area of planning. Other OPSFS/CSP staff serve as Subject Matter Experts in the areas of Information Sharing and Critical Infrastructure. The OPSFS/CSP Director is also the Colorado point of contact for critical infrastructure to the Department of Homeland Security.

OPSFS in cooperation with other CSP offices has taken the lead role in identifying and purchasing **personal protective equipment for a multitude of law enforcement agencies throughout Colorado**. The CSP has the technical knowledge necessary to recommend the proper equipment and training needs.

OPSFS/CSP has been working very closely with DOLA and the other state agency partners with the **Continuity of Government and Continuity of Operation Plans**. OPSFS/CSP staff is finalizing the **Emergency Quick Action Guide for State Facilities**. This document provides an easy to use quick guidance for a variety of emergency situations that includes fire, tornados, person with a weapon, suspicious persons/intruders, hazardous materials, bomb threats, shelter in place/lockdown, suspicious packages/mail, explosion/gunfire, evacuation and media.

Division of Fire Safety
Paul Cooke, Director

Colorado State Emergency Resource Mobilization Plan

The Colorado State Emergency Resource Mobilization Plan was developed under the authority of CRS 24-32-2104, the Colorado Disaster Emergency Act of 1992, and the Colorado Emergency Operations Plan, Annex D, State Emergency Function 4, Firefighting.

CRS 24-33.5-1203(1)(m) and CRS 24-33.5-1210 call for the creation and maintenance of a resource mobilization plan. The statutes require the Division of Fire Safety to prepare and administer a statewide mobilization plan to provide for the allocation and deployment of firefighting, emergency medical, and urban search and rescue resources in the event of a disaster or local incident that requires more resources than those available under any existing inter jurisdictional or mutual aid agreement.

The Colorado State Emergency Resource Mobilization Plan (CSERMP) was completed in 2005. It represents an all-risk system for the allocation, mobilization, and deployment of resources in the event of a disaster or local incident that requires more resources than those available under any existing inter jurisdictional or mutual aid agreement. This plan will only be utilized after all local and mutual aid resources have been depleted or will be imminently depleted.

CRS 24-33.5-108 calls for the Department of Public Safety to develop and maintain a centralized computer database that includes apparatus and equipment inventories, personnel counts, resource status, such other information relevant to the efficient tracking and allocation of fire fighting resources.

As of December 31, 2005, a total of **304 fire departments (78%), 161 law enforcement agencies (67%) and 33 Emergency Medical Services agencies (30%) have provided resource data for inclusion in the resource mobilization database. To date, a total of 3,037 resources have been cataloged into the system.**

The resource mobilization database, available to responder agencies online, has another purpose. Data from it is being used to populate the **Resource Ordering and Status System (ROSS) database** that will be used for allocation, mobilization, and deployment of resources.

The CSERMP, the State of Colorado Resource Typing Standards, and this data collection system are the product of the Colorado Resource Mobilization System Working Group. The Working Group is a broad coalition of individuals representing the fire service, law enforcement, emergency management, pre-hospital care, and other affected state agencies who came together for this common purpose. Resource typing is the categorization and description of resources – usually fire fighting equipment – that are commonly exchanged in disasters through mutual aid agreements. Categories are made by capacity or capability. During a disaster, an incident commander knows what capability a resource needs to have to respond efficiently and effectively.

Additionally, the **Public Works Resource Typing Subcommittee** has completed its initial resource typing effort, and is revisiting additional items at the request of the Resource Mobilization Working Group. The Type 3 Incident Management Team (IMT) Subcommittee has completed position requirements, Colorado-specific task books and an NWCG 310-1 equivalency for state positions, and these documents have been posted to the Division of Fire Safety website. The Colorado Department of Public Health and Environment has developed a subject matter expert group to manage their public health

resource typing effort, and significant progress has been made in establishing health and medical related team standards.

Emergency Services Responder Training: During calendar year 2005, the Division of Fire Safety delivered 15 emergency services responder training courses to a total of 341 emergency services personnel in Colorado.

Fire Service & Hazardous Materials Responder Certification Programs: Also during 2005, the Division of Fire Safety administered **468 examinations for certification and issued 481 certifications for firefighters, hazardous materials responders and EMS first responders in the State.**

Fire & Life Safety Program: During 2005, the Division of Fire Safety reviewed 11 building or fire protection system plans and conducted 16 inspections in areas of the state that do not have local fire safety inspectors.

National Fire Incident Reporting System

As of January 1, 2006, the Colorado State Forest Service (CSFS) had become a full partner in NFIRS. Prior to its participation in NFIRS, the CSFS maintained a separate reporting system for wild land fire data. **Now there is one system to which all fire incidents are reported for fire departments throughout Colorado.** A single fire incident reporting system is vital to homeland security efforts in this and any state.

Currently, a total of 159 fire departments, that protect approximately 81.5% of the state's population, participate in NFIRS. A total of 187,864 incidents were processed for 2005.

Grant Status

CDPS homeland security activities for the CIAC, Critical Infrastructure Protection and Fire Safety are funded through homeland security grants from the Colorado Department of Local Affairs.

The award amount from DOLA for these programs in CDPS is \$320,850. The grant ends on the 31st of March 2006. At that time, the grant will be fully expended.

III. Status of Grant Programs in CDPS

The first homeland security grants made to local governments and to other state agencies by CDPS were made possible by a federal award to Colorado late in federal fiscal year 2002. Instructions to states included a requirement for rapid distribution of funds. The initial 2002 federal funding pipeline for homeland security even preceded the creation of the Department of Homeland Security -- before DHS developed its own grant management staff. Among other relevant historic facts is that 2002 grants were not required to be associated with a federal or state homeland security strategy because the first strategies were still under development.

2002 rapid-distribution grants to local agencies were intended for equipment purchases and exercises only, with no planning or administrative funding available to CDPS until the 2003 grant program came along.

CDPS made grant awards for funding from federal fiscal years 2002 and 2003. Federal grant awards to states historically have been made by DHS via two or more waves of awards.

The first wave of 2003 award money passed through CDPS to local and state agencies, and grant management through closeout responsibility was retained by CDPS for first wave grants. Later waves of 2003 grants were managed and will be closed by DOLA. Grants from 2004 and later have been issued and managed only by DOLA.

2002 Equipment Grants

Four Mile Fire Protection District
Adams-Jefferson-Broomfield
Counties
Alamosa Nursing Service
Arapahoe County
Boulder County
Boulder Health Department
Chaffee County Public Health
Conejos County Nursing Service
Costilla County Nursing Service
Delta County
Denver County
Eagle Haz-Mat Teams
El Paso County
El Paso Department of Health and
Environment
Elbert County

Fremont County
Ft. Morgan Police Department
Garfield County
Gunnison
Kit Carson County
Lake County
Larimer County Sheriff Office
Las Animas County
Lincoln County
Mesa County
Mineral County Nursing Service
Moffat County
Morgan County Coroner
Morgan County Emergency
Management
Mountain View Fire Protect District
Park County Emergency Services

Pitkin County
Prowers County
Prowers County Public Health Nurse
Pueblo County
Pueblo County Health Department
Rio Blanco County Nursing Service
Rio Grande County
Routt County
Saguache County Public Health
San Luis Valley Hazmat
Sterling Fire District
Sugar Loaf Fire District

Summit County Ambulance
Tri-County Health Department
Walsenburg
Washington County
Weld County
Yuma County
Colorado Bureau of Investigation
Colorado Department of Public
Health & Environment
Colorado State Patrol
Colorado State Patrol - Haz Mat

2002 Exercise Awards

Adams County
Arapahoe County
Baca County
Bent County
Broomfield-Adams-Jefferson
Central Mountains Exercise
City and County of Denver
Colorado Springs Exercise
Douglas County
Eagle County
El Paso County
Grand County

Kit Carson County
Lincoln County
Morgan County
Poudre Fire Authority (Fort Collins)
Pueblo County Environmental
Rio Grand County
San Miguel County
Summit County
Town of Limon
Department of Public Health and
Environment
Office of Emergency Management

2003 Equipment Awards

Note: In most cases, the equipment in this phase of the 2003 grant program involved the purchase of fingerprint scanning equipment which assists local law enforcement agencies greatly in the rapid identification of an individual. Multiple entries for the same jurisdiction below means more than one grant award was made.

Bent County
Custer County
Delta County
Elbert County
Huerfano County
Jackson County
Kiowa County
Kit Carson County
Lincoln County
Logan County

Mineral County
Morgan County
Otero County
Ouray County
Phillips County
Pitkin County
Rio Grande County
Conejos County
Costilla County
Crowley County

Lake County
Las Animas County
Rio Blanco County
San Miguel County
Sedgwick County
Ellicot Fire Protection
City of Colorado Springs
Colorado Department of Corrections
Colorado Bureau of Investigation
Colorado State Patrol
Colorado Department of
Transportation
Colorado Department of Local Affairs
Colorado Department of Revenue
Colorado Department of Public
Health and Environment
Colorado Department of Military
Affairs
City of Aurora
Cunningham Fire Protection
Gunnison County
Jackson County
Custer County
Eagle County
Cheyenne County
Chaffee County
Fremont County
City of Federal Heights

Garfield County
Las Animas County
Baca County
Grand County
Kit Carson County
El Paso County
Jefferson-Como Fire Protection
Northeastern Colorado Health
Department
Archuleta County
Baca County
Chaffee County
Clear Creek County
Fremont County
Grand County
Gunnison County
Hinsdale County
Montrose County
Park County
Prowers County
Saguache County
San Juan County
Summit County
Teller County
Washington County
Yuma County
Cheyenne County

Legislative Audit: The Legislative Audit Committee in November 2005 received a report on homeland security grants made by the Department of Public Safety and the Department of Local Affairs to units of local government in Colorado. CDPS and DOLA took steps to address all findings from the audit for grants issued by the departments, beginning with grants from federal fiscal years 2002 and 2003. Later grants have been administered by DOLA.

At CDPS, a special departmental grant and financial services team consisting of grant management staff and managers from the Division of Criminal Justice, the Executive Director's Office and the Colorado State Patrol was established. During the first four months of 2006, the team worked on the 2002 and 2003 grants in order to close out grant files for archiving.

IV. Governor's Homeland Security and All Hazards Senior Advisory Committee (SAC) Activities

Joe M. Morales, Chair
Maj. Gen. Mason Whitney, Vice Chair

Governor Bill Owens created the SAC to oversee and coordinate state government homeland security activities. The SAC replaced an earlier advisory group that predated the need for a homeland security coordinating group.

The SAC has an historical basis. In its 1992 session, the Colorado General Assembly created a governor's disaster emergency council. The council's main function was to provide advice and guidance to the governor during disasters as they occurred in the state. The statute creating the council is found in 24-32-2104, C.R.S., and reads, in part,

“(3) (a) There is hereby created a governor's disaster emergency council, referred to in this part 21 as the "council", consisting of not less than six nor more than nine members. The attorney general, the adjutant general, and the executive directors of the following departments shall be members: Personnel, transportation, public safety, and natural resources. The additional members, if any, shall be appointed by the governor from among the executive directors of the other departments. The governor shall serve as chairperson of the council, and a majority shall constitute a quorum. The council shall meet at the call of the governor and shall advise the governor and the director of the division of emergency management on all matters pertaining to the declaration of disasters and the disaster response and recovery activities of the state government; except that nothing in the duties of the council shall be construed to limit the authority of the governor to act without the advice of the council when the situation calls for prompt and timely action when disaster threatens or exists.

(b) The members of the governor's disaster emergency council, as such existed prior to March 12, 1992, shall become the initial members of the council on March 12, 1992.”

In a later session, the Colorado General Assembly created another panel that deals specifically with disasters caused by acts of bioterrorism and public health epidemics.

“(8) (a) There is hereby created a governor's expert emergency epidemic response committee. The duties of the committee shall be to develop by July 1, 2001, a new supplement to the state disaster plan that is concerned with the public health response to acts of bioterrorism, pandemic influenza, and epidemics caused by novel and highly fatal infectious agents and to provide

expert public health advice to the governor in the event of an emergency epidemic. The committee shall meet at least annually to review and amend the supplement as necessary. The committee shall provide information to and fully cooperate with the council.”

Both groups concern themselves with response and recovery to emergency situations, including acts of terrorism.

Neither group was created to develop a long-term strategy designed to prevent and deter acts of terrorism nor to provide advice to the governor in order to avert potential acts of terrorism.

Until Governor Owens created the SAC, Colorado lacked a multidisciplinary council of state government agency executives whose function was to coordinate homeland security and all-hazards planning activities, including providing oversight to the distribution of federal grant resources for homeland security needs.

In addition, guidelines for 2005 from the Office for Domestic Preparedness of the U.S. Department of Homeland Security require that states establish a senior advisory committee to coordinate and oversee federal homeland security strategic planning.

On January 31, 2005, Governor Bill Owens signed Executive Order B 002 05 creating the Homeland Security and All-Hazards Senior Advisory Committee. The Governor intended that the Senior Advisory Committee fulfill the role of a multidisciplinary planning and coordinating council with specific responsibilities for reviewing the state strategy and resource distribution to state agencies.

The Senior Advisory Committee, which met during 2005 on a quarterly basis, examines the work of existing agencies and serves as a “unified command” for state government programs.

Another significant function of the SAC is its role in coordinating the funds sought by state government agencies for homeland security improvements. Federal guidelines, which have changed within the past year, originally required that an SAC-equivalent group in each state evaluate applications among state government agencies. Due to more recent changes, applications from state agencies for 2006 federal funding are being processed as a consolidated request to the Department of Homeland Security. The role of the SAC in ranking and evaluating state agency needs will continue to evolve as required by either the federal government or by the Governor.

The SAC formally identified and appointed a group of subject matter experts from state government agencies. The purpose of this group is to establish a panel of knowledgeable authorities who are capable of providing a complete understanding of the state’s accomplishments and issues for each stated strategic goal and objective. SMEs represent state government functions. They play leadership roles in state government operations corresponding to their fields of expertise.

The following milestones were achieved during 2005:

- 1) Two organizational meetings of the SAC were held. These meetings oriented members to a full background of the state's homeland security strategic planning and grants processes. Members reviewed the history of the strategic plan and became familiar with its contents as well as the purposes of the committee itself.
- 2) Two regular meetings were held to establish operating principles, to identify members of the subject matter experts group, to agree on a charge to the SME group and to hear briefings on the progress toward the accomplishment of existing goals and objectives.
- 3) SAC members agreed to meet quarterly. Because meetings entail discussions of the state's all hazards and homeland security strategy, meetings are not open to the public and news media. The last regular meeting of the SAC occurred October 25, 2005.
- 4) In preparation for a Department of Homeland Security site visit in September 2004, staff developed an extensive report that reviewed progress toward current goals and objectives identified in the state strategic plan.

As a result of committee activities, members are now prepared to review and provide guidance for any contemplated future revisions to the 2006 all hazards strategic plan.

The members include the Executive Director of the Department of Local Affairs, as the Colorado State Administrative Agency for Homeland Security; the Executive Director of the Department of Public Health and Environment (CDPHE), as the state Public Health Officer; the Executive Director of the Department of Public Safety (CDPS), as the State Homeland Security Advisor; the Lieutenant Governor, as the State Citizen Corps Point of Contact; the State Emergency Management Director; the CDPHE Director of Hospital Preparedness, as the federal Health Resources and Services Administration (HRSA) Program Director and HRSA Bioterrorism Hospital Coordinator; the CDPHE Section Chief for Emergency Preparedness and Response, as the Centers for Disease Control Program Director; the Executive Director of the Department of Agriculture; the Attorney General; the Adjutant General; the Executive Director of the Department of Personnel and Administration; the Executive Director of the Department of Transportation; the Executive Director of the Department of Natural Resources; the Director of the Office of Preparedness, Security and Fire Safety in CDPS; the Governor's Office Homeland Security and All-Hazards Coordinator; and up to two additional members appointed at the discretion of the Governor.

V. Colorado Capitol Security Improvement Project

**Col. Mark V. Trostel, Chief
Colorado State Patrol
Capt. Ronald R. Woods
CSP Executive Security Unit**

The Colorado State Patrol, using federal homeland security grant funds, completed work to improve security of the state capitol and capitol complex facilities in 2005. Specific information regarding security improvements cannot be revealed publicly without compromising security. Here is a summary, in general terms, of the work that has been completed through the Capitol Security Improvement Project, under the leadership of Capt. Ron Woods of the CSP:

2003 Urban Area Security Initiative (UASI) Funding:

Expansion of the Executive Security Unit Command Center: This involved additional surveillance cameras installed within the Capitol and in various locations throughout the Capitol Complex. Computer systems were upgraded.

Portable X-Ray Machine for the Capitol: For screening of suspicious packages.

Expansion of the Hirsch (scrambled-number entry) System: To include North Campus Mail Facility.

Computer Aided Dispatch (CAD): ESU Command Center now functions as exactly as any other CSP Communication Center in the State. Integrates with all CSP Communication Centers.

2003 UASI Critical Infrastructure:

Behavioral Software for the Command Center: Assists with limited staff concerns in the command center where various behaviors or items can be recognized/identified and alerted to the operator.

Re-key Capitol/Legislative Services Buildings: To provide one key access for all doors for emergency/tactical response.

Additional digital recorders/matrix switchers for the command center: Provides for the capability of capturing video in a digital format, and provides build out capability for additional surveillance cameras.

ASACK Project: A secured web site where access codes are requested. This process is routed to an individual who provides the approving authority on behalf of the respective department. "Authorized Individual" (AI) which is then sent to the command center where the access code is granted. Previously this was a paper process.

2004 UASI Funding:

Security upgrades for the Governor's Mansion: Addition of new surveillance cameras, recording and monitoring systems.

Automated Emergency Notification System: Capability of conducting an emergency broadcast message for all tenants within the Capitol/Capitol Complex.

Phone Recording Systems for the Command Center: Provides recording capabilities for the command center. Also provides 28 additional ports (recording capabilities) to be distributed throughout the Capitol Complex for the use of various agencies/departments.

National Threat Level Signs for the State Capitol/Legislative Services Building: 10 signs with easels.

The Executive Security Unit of CSP has been indirectly involved with the following projects. These projects were funded by Capitol Complex/DOIT through Homeland, but requested by the Executive Security Unit of CSP:

- Purchase of X-Ray machine for the North Mail Facility
- Generator for Governor's Mansion
- Back up generator for the command center
- Air filtration system for the command center
- Radios regarding inoperability with Denver Police Department and the command center
- Escape hoods for the Capitol/LSB
- Parcel screening procedures for the Capitol (agreement with Department of Revenue to provide FTE's to conduct screening process)
- New gates at the Capitol for increased security
- Fiber optic cable to the Governor's Mansion
- CDOT traffic camera link to the command center

Grant Status

The Colorado Capitol Security Project is funded through a homeland security grant to the Colorado State Patrol. The grant period ended on the 31st of December 2005. The award amount was \$163,803. All but \$1,074.98 was expended from this grant. The small remaining balance was due to the inability of a vendor to deliver goods to the state by deadline.