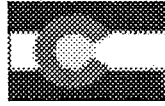




*SENATE SELECT COMMITTEE
ON HOMELAND SECURITY*

Report to the Colorado Senate

June 2005



Senator Dan Grossman,
Chairman
Senator Bob Hagedorn
Senator Jim Isgar
Senator Ron Teck
Senator Tom Wiens

Senate Chamber State of Colorado Denver

Members of the
Senate Select Committee
on Homeland Security

June 20, 2005

To the Members of the Colorado Senate:

Submitted herewith is the report of the Senate Select Committee on Homeland Security. The Senate Select Committee on Homeland Security was created in response to revelations that several of the homeland security tasks assigned to the executive branch after the terrorist attacks of September 11, 2001 had not been completed. The committee spent the 2005 session of the General Assembly engaging in fact-finding related to homeland security. We interviewed representatives of executive branch agencies, local governments, first responders, private-sector vendors of homeland security equipment and technology, academics, and consultants.

The committee's work was completed in a bipartisan and positive manner, a tradition we hope to continue as the committee continues to meet during the interim and into next legislative session.

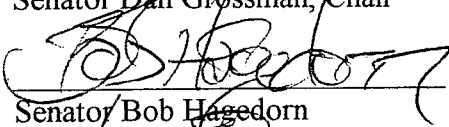
This report represents the findings and recommendations of the committee as a whole. The initial draft was completed by staff on the committee's behalf, and each member was given the opportunity to review and comment on the entire text of the report.

The committee finds that while Colorado's first responders have made great strides toward becoming more prepared for the threats that face our state in a post-9/11 world, much work remains to be done. The state's organization of homeland security policymaking needs to be streamlined and consolidated, more attention needs to be directed to statewide strategic planning and prioritization, and the paramount functions related to homeland security need to be completed (e.g., a critical infrastructure analysis, a statewide interoperable communications network, and a statewide cyber-security plan). The committee would like the responsible executive branch agencies to provide periodic updates and reports to the General Assembly on the progress made in completing and implementing these functions. Finally, the unique private sector assets that Colorado hosts must be included in a more significant way in addressing homeland security policy in Colorado.

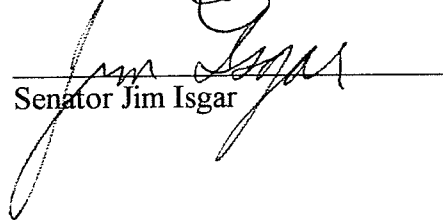
It is in the spirit of constructive criticism that the committee offers this report. The issue of homeland security is too important to allow partisan politics or bureaucratic turf battles stand in the way of needed reform. The members of the committee are hopeful that our work will result in improved preparedness and enhanced security for all Coloradans.



Senator Dan Grossman, Chair



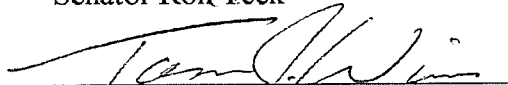
Senator Bob Hagedorn



Senator Jim Isgar



Senator Ron Teck



Senator Tom Wiens

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SENATE SELECT COMMITTEE ON HOMELAND SECURITY

MEMBERS OF THE COMMITTEE

Senator Dan Grossman, Chairman
Senator Bob Hagedorn
Senator Jim Isgar
Senator Ron Teck
Senator Tom Wiens

LEGISLATIVE COUNCIL STAFF

Carl Jarrett, Principal Analyst
Jennifer Moe, Research Associate

EXECUTIVE SUMMARY

Committee Authorization

The Senate Select Committee on Homeland Security was convened pursuant to Senate Rule 22C which allows the Senate President to create a committee to review a single specified subject matter area or issue during a regular legislative session. Pursuant to the Senate Rule, the President appointed five members to the committee.

Senate Select Committees may sponsor legislation recommended for introduction during the regular session. Committee members were given permission to seek authorization from the Senate Committee on Delayed Bills for such legislation but did not recommend any legislation.

Committee Activities

The Senate Select Committee on Homeland Security met 12 times during the 2005 legislative session taking testimony from executive branch officials; state, county, and local government agency personnel; law enforcement; "first responders" such as fire departments and emergency service personnel; and private sector providers of services and products related to preparedness and security.

The committee's work focused on the following areas:

- the status of the implementation of House Bill 02-1315 which created the Office of Preparedness, Security, and Fire Safety (OPSFS) in the Department of Public Safety;
- homeland security grant funding procedures and processes;
- the status of efforts to identify and protect critical infrastructures and assets (for example, agriculture, transportation, finance, and postal);
- radio communications and interoperability between differing systems, including the state's Digital Trunked Radio System;
- the state's resource mobilization network and plan to track the availability and use of personnel and equipment in wildland fire emergencies;
- cyber-security efforts to prevent and protect the state's computer systems from attack; and
- efforts to prepare for and respond to public health needs in the event of acts of bioterrorism.

Committee Recommendations

The committee recommends the following to improve Colorado's preparedness and security:

- Centralize the structure of homeland security in Colorado (pages 1-4)
 - ✓ Place all functions under one executive-level department with a cabinet member
 - ✓ Include personnel with expertise in the grant process and planning process

- Reform Colorado's approach to homeland security (pages 1-4)
 - ✓ Begin by identifying and prioritizing needs statewide
 - ✓ Establish statewide goals for protecting Colorado's assets and preparing for disasters
 - ✓ Tie grant funding applications to meeting statewide priorities
- Examine grant application and funding strategies for local governments (pages 4-6)
 - ✓ Determine how to enable agencies with few staff to apply for grants without compromising their ability to run their agencies
 - ✓ Determine how to enable agencies with small budgets and little cash on hand to make purchases in compliance with federal and state rules
 - ✓ Cooperate with Colorado's Congressional delegation on changes to the homeland security grant process and allocation formulas and adjust state and local strategies accordingly
- Identify a revenue stream for the State Facility Security Fund (pages 6-7)
- Continue meetings of the Critical Infrastructures Committee (pages 9-10)
 - ✓ Work with the private sector to identify and protect its infrastructure
 - ✓ Determine and maintain proper confidentiality
 - ✓ Report progress, initial completion, and/or periodic updates to the legislature
 - ✓ Upon completion, incorporate the findings into statewide priorities (see page 4)
- Charge one individual or entity, within a newly-created executive branch department (see page 4), to complete the radio communications systems infrastructure build-out where appropriate, and to resolve interoperability issues (pages 10-12)
 - ✓ Finish state rollover to the digital trunked radio system (800 MHz)
 - ✓ Identify those areas in which VHF is more appropriate than 800 MHz
 - ✓ Report progress, initial completion, and/or periodic updates to the legislature
- Achieve interoperability statewide (pages 10-12)
 - ✓ Investigate expanding the use of "gateways" such as NetworkFirst to allow communications between differing radio systems and frequencies
 - ✓ Report progress, initial completion, and/or periodic updates to the legislature
- Enhance the resource mobilization network (pages 12-13)
 - ✓ Require information from all fire agencies
 - ✓ Require information from law enforcement, public health, and other related disciplines
 - ✓ Investigate use of a real-time tracking system for personnel and resources
 - ✓ Report progress, initial completion, and/or periodic updates to the legislature
- Utilize the private sector to help protect Colorado's assets (page 13)
 - ✓ Meet with individuals from the private sector to identify solutions that will benefit the state's security interests
 - ✓ Increase the extent to which the state uses technology to prepare for and respond to natural and man-made disasters

- Implement statewide cyber-security plans and designate statewide oversight authority (pages 14-15)
 - ✓ Develop statewide objectives for cyber security
 - ✓ Require each state department to develop a plan in accordance with the statewide objectives
 - ✓ Designate an oversight position in the executive branch
 - ✓ Report progress, initial completion, and/or periodic updates to the legislature
- Enhance bioterrorism preparedness (pages 15-18)
 - ✓ Survey other states for best practices to improve Colorado's Health Alert Network System
 - ✓ Improve surge capacity, especially in rural areas of the state, to ensure adequate capability for significant events

Committee Request

The Senate Select Committee on Homeland Security requests that the responsible executive branch agencies provide periodic updates and reports to the General Assembly on the progress made in implementing and completing the following functions that are of paramount importance to Colorado's homeland security needs:

- an analysis of Colorado's critical infrastructures;
- a statewide interoperable communications network;
- a plan for broader participation from responder agencies in the state's resource mobilization network; and
- a statewide cyber-security plan.

PART I - COLORADO'S RESPONSE TO THE 9/11 TERRORIST ATTACKS

The state of Colorado began reviewing its preparedness for large-scale disasters soon after the terrorist attacks that occurred on September 11, 2001. Since then, the state has taken many steps to enhance homeland security. The steps include adopting House Bill 02-1315, which created a state agency to oversee the planning and funding of homeland security; and consolidating planning maps for various disasters with overlapping jurisdictions into nine all-hazards emergency management regions. This section discusses these enhancements and gives an overview of the homeland security grant funding process.

HOMELAND SECURITY ENHANCEMENTS

Office of Preparedness, Security, and Fire Safety

House Bill 02-1315 creates the Office of Preparedness, Security, and Fire Safety (OPSFS) within the Department of Public Safety. It also shifts the Division of Fire Safety, as it existed in the department in 2002, under the purview of OPSFS, and creates an Office of Anti-Terrorism Planning and Training.

General powers and duties. OPSFS is charged with coordinating the state's response to the threat of terrorism. Accordingly, House Bill 02-1315 stipulates the general powers and duties of the office as a whole and of the director. *Appendix B* lists the status of implementing the powers and duties of OPSFS, the director, and the Division of Fire Safety.

Division of Fire Safety. The Division of Fire Safety performs the following functions:

- offers voluntary firefighter, first responder, and hazardous materials training;
- oversees a database that provides information about fire resources for mobilization during an emergency;
- does fire incident data reporting;
- provides technical assistance to local governments on fire-safety related problems;
- advises the governor and state legislature on fire problems; and
- regulates the fireworks and fire suppression industries.

Office of Anti-Terrorism Planning and Training. House Bill 02-1315 does not specify requirements for the Office of Anti-Terrorism Planning and Training.

Funding. House Bill 02-1315 authorizes OPSFS to solicit funding in the form of grants and donations to implement its provisions. The bill also creates the State Facility Security Fund. The grant funding process and State Facility Security Fund are discussed in the last section of Part I (see Homeland Security Grant Funding). *Appendix B* provides an overview of the funding requirements in House Bill 02-1315 and the implementation of those requirements.

Part I

As a newly created office, OPSFS did not have personnel with experience in grant writing or the federal grant funding process. Because the Department of Local Affairs (DOLA) has personnel with grant expertise, a memorandum of understanding (MOU) was adopted to shift all functions related to homeland security grant funding from OPSFS to DOLA. The MOU is discussed further in the following section under "Homeland Security Functions."

Department of Local Affairs

The Division of Emergency Management (DEM) in DOLA is statutorily charged with managing and coordinating emergency operations in the state.¹ This includes preparing and maintaining a state emergency plan, as well as developing and maintaining local and interjurisdictional emergency plans. The division administers the homeland security grant process, does threat and vulnerability assessments for the state, and oversees all continuity of government operations. The division also acts as a liaison between the Governor and the Federal Emergency Management Agency.

All-hazards planning regions. Colorado had different planning maps for various types of emergencies across the state until 2003, when the Governor issued an executive order calling for one planning map for all emergency management and response activities. The result was the creation of nine all-hazards emergency management regions (see *Appendix C*), with one coordinator in each region who acts as a liaison between the region and DOLA. Not all of the regional coordinators have been appointed. The all-hazards plan supplements the state and local emergency operations plans.

State and local emergency response planning. In addition to planning conducted by the all-hazards regions, the division created the Colorado Emergency Operations Plan. The state emergency plan gives an overview of the roles and responsibilities of various state agencies for emergencies involving 15 functions (e.g., transportation, public utilities, care and sheltering) as well as 13 specific situations (e.g., terrorism, winter storm, cyber attack). The state plan is modeled after and interfaces with the federal emergency plan. *Appendix D* lists state departments and private agencies along with their respective roles and functions in emergencies.

Each local government in Colorado has a local emergency plan that interfaces with the state emergency plan. The state and local emergency plans provide a basic framework that allows for flexibility in response to each unique emergency. All parties are aware of their general responsibilities and the responsibilities of other agencies, but the state and local emergency plans do not explicitly cover every aspect of the response effort.

Responding to non-terrorist disasters. Colorado's emergency plan is based on a bottom-up system in which local agencies, generally fire and police, are the first responders at

¹ Sections 24-32-2105 and 2107, C.R.S.

the scene. A city or town agency can call upon the county if additional assistance is deemed necessary. In the same way, the county calls the state when it requires more assistance, and the state requests federal assistance when necessary.

When a disaster strikes, DEM notifies appropriate agencies and activates the State Emergency Operations Center in consultation with the governor. The state follows the incident command structure, which is a standardized emergency response structure required by many federal and state agencies. In an emergency, Colorado can modify this structure to a unified approach, allowing agencies to respond jointly and utilize all available resources. The incident commander is the most senior first-responder. As more senior responders arrive, the command position can be transferred up after the new commander is fully briefed and all staff are notified of the change of command. Regardless of the higher agencies called in for reinforcement, the local government continues to coordinate and control administrative and off-site functions related to the emergency response effort. In non-terrorist disasters, OPSFS analyzes information related to the incident and disseminates the information and analysis to those who are assisting in the response, but OPSFS is not involved in coordinating the response effort.

Responding to terrorist disasters. In the event of terrorism, OPSFS is responsible for managing the actual crisis while DEM is responsible for managing the aftermath of the crisis.

National Incident Management System. Homeland Security Presidential Directive-5 requires federal departments, and state, local, and tribal government agencies to adopt the National Incident Management System (NIMS) and use it in their incident management and emergency prevention, preparedness, response, recovery, and mitigation activities. The directive also mandates that state and local entities adopt the NIMS during federal fiscal year 2005 in order to receive federal preparedness assistance grants or contracts.

Interjurisdictional agreements. Local governments are encouraged to establish interjurisdictional agreements for emergencies or to have mutual aid agreements with neighboring jurisdictions for rendering and receiving help in emergency situations.² In addition, the Governor, by executive order, can take steps to establish an interstate or international interjurisdictional agreement as deemed necessary. A copy of any mutual aid agreement is to be filed with the DEM.

Homeland security functions. A memorandum of understanding dated July 1, 2004, transferred responsibility for continuity of government operations from OPSFS to DOLA, pursuant to an executive order of the Governor (see *Appendix E*). *Appendix E* also lists the areas of responsibility for OPSFS and DOLA pursuant to the memorandum of understanding. DOLA also handles the homeland security grant funding process, which is discussed in the following section.

² Sections 24-32-2107, 2108, and 2113, C.R.S.

Part I

A New Approach

Colorado currently uses a bottom-up model for homeland security planning. The state is eligible for a given amount of money from the federal government each year, and the state apportions and distributes the funds it receives to the nine all-hazard regions. Local needs are identified and prioritized through a regional review process, and each region submits a request to the state to address the needs of the region as a whole.

The committee believes a better approach is to establish statewide goals and set related priorities for infrastructure protection, communications, equipment, training, cyber security, and preparedness for acts of bioterrorism or agroterrorism. Federal funding should be sought to meet statewide goals and priorities at the local and regional levels, rather than simply to secure available funding.

Recommendations

- Centralize the structure of homeland security in Colorado
 - ✓ Place all functions under one executive-level department with a cabinet member
 - ✓ Include personnel with expertise in the grant process and planning process

- Reform Colorado's approach to homeland security
 - ✓ Begin by identifying and prioritizing needs statewide
 - ✓ Establish statewide goals for protecting Colorado's assets and preparing for disasters
 - ✓ Tie grant funding applications to meeting statewide priorities

HOMELAND SECURITY GRANT FUNDING

The U.S. Department of Homeland Security, Office of Domestic Preparedness (ODP), administers a number of grants to state and local jurisdictions for training, practice exercises, and equipment to aid in planning for, preventing, or responding to terrorist attacks. Colorado has received about \$100 million in federal grants since 2002 (federal fiscal years 2002-03, 2003-04, 2004-05).

Federal Grant Process

The U.S. Congress appropriates funds for homeland security enhancements, including moneys that are made available to states through grants. Local agencies in Colorado request these federal grants by submitting an application through the coordinator of their planning

regions to DOLA. DOLA then reviews and submits applications to ODP. Once an agency's application is approved by ODP, the agency can begin to procure the goods or services.

Access to and expenditure of grant funds. Prior to the passage of Public Law 108-334 in October 2004, the federal government reimbursed state and local agencies for their purchases after they submitted an invoice of delivery of the goods or services. Public Law 108-334 exempts homeland security grants for fiscal year 2005-06 from the Cash Management Improvement Act of 1990 requirements regarding reimbursements to state and local agencies for their expenditures in connection with an approved grant. States can now access grant funds up to four months prior to their purchases, which gives them the resources and time to procure goods or services. Grant moneys are to be expended within two years of the award.

Distribution of grant funds. Colorado is eligible to receive a total of \$36.8 million in homeland security grants in federal fiscal year 2005-06. This includes \$24.5 million from the State Homeland Security program, Law Enforcement Terrorist Training and Prevention program, and the Citizen Corps Program; \$8.7 million from the Urban Areas Security Initiative program; and \$3.6 million from the Emergency Management Performance Grant program and the Metropolitan Medical Response System program. For comparison, Colorado was eligible for \$45.8 million from the following programs in federal fiscal year 2004-05, and received \$45.5 million: State Homeland Security, Law Enforcement Terrorist Training and Prevention, Citizen Corps, and the Urban Areas Security Initiative.

Federal funding for the *State Homeland Security* program, the *Law Enforcement Terrorist Training and Prevention* (LETTP) program, and the *Citizen Corps* program are based on a formula that gives each state a base amount of funding and distributes the remaining moneys to states based on population. Colorado is eligible to receive \$24.5 million for these programs in federal fiscal year 2005-06. By comparison, Colorado was eligible for \$37.2 million for these programs in federal fiscal year 2004-05, and received \$36.9 million.

Federal funding for the *Urban Areas Security Initiative* (UASI) is distributed based on several factors, including: (1) credible threat; (2) critical infrastructure; (3) vulnerability; (4) population; (5) population density; (6) law enforcement investigative and enforcement activity; and (7) existence of mutual aid agreements. Denver is the only city in Colorado that is eligible to receive UASI moneys, and the award amount is estimated at \$8.7 million. Denver was eligible for and received \$8.6 million in federal fiscal year 2004-05. There are four counties that receive funding through the Denver initiative: the city and county of Denver, Adams County, Arapahoe County, and Jefferson County.

Colorado is also eligible for \$3.6 million for federal fiscal year 2005-06 for the *Emergency Management Performance Grant* program and the *Metropolitan Medical Response System* (MMRS) program.

Part I

The committee heard testimony from rural agencies that had difficulty meeting deadlines and requirements for federal grants. One concern was that applicants have 30 days between notification of an available grant and the deadline for a grant application. It is virtually impossible for agencies with one staff person to apply for available grants and manage the day-to-day responsibilities of their agency. Another concern was making large purchases that require more money up front than an agency has at its disposal. This is particularly true for rural agencies with small budgets. The United States Congress is considering significant changes to the homeland security grant application process and allocation formulas this year.

Recommendation

- Examine grant application and funding strategies for local governments
 - ✓ Determine how to enable agencies with few staff to apply for grants without compromising their ability to run their agency
 - ✓ Determine how to enable agencies with small budgets and little cash on hand to make purchases in compliance with federal and state rules
 - ✓ Cooperate with Colorado's congressional delegation on changes to the homeland security grant application process and allocation formulas and adjust state and local strategies accordingly

Colorado Funds

Moneys from the State Facility Security Fund or the Energy and Mineral Impact Assistance Cash Fund can be used to enhance homeland security in Colorado.

State Facility Security Fund. House Bill 02-1315 created the State Facility Security Fund, which can receive appropriations as determined by the General Assembly during its annual budget deliberation process. The fund can also receive gifts or donations to implement rules adopted to protect state personnel and property and to help state agencies develop contingency plans to maintain continuity in state operations during an emergency. However, the legislation did not establish a revenue stream for the fund. To date, the State Facility Security Fund has not received any revenue.

Energy and Mineral Impact Assistance Cash Fund. Jurisdictions that are impacted by mineral or energy industries qualify for moneys from the Energy and Mineral Impact Assistance Cash Fund, which is available for the planning, construction, and maintenance of public facilities or public services.³ Some moneys from this fund have been used to upgrade the state's radio communications infrastructure. The fund receives revenue from Colorado's severance tax for mineral and energy production, and reimbursements to the state from royalties paid for mineral lease activity on federal land. Grants are awarded in amounts up to

³ Sections 34-63-101, et seq., and 39-21-101, et seq., C.R.S.

\$500,000. The grants are separate from the statutorily required distributions to jurisdictions impacted by the mineral and energy industries, which occur automatically without an application.

DOLA administers the state portion of the energy and mineral impact assistance funds. The executive director of DOLA makes the final funding decision based on the recommendations of the state's Energy and Mineral Impact Assistance Advisory Committee following its review of an application.

Recommendation

- Identify a revenue stream for the State Facility Security Fund

Audits

On March 15, 2005, the State Auditor's office released its statewide single audit for FY 2003-04. The fiscal audit included a review of homeland security funding as a part of the audit of OPSFS and DOLA.

A performance audit of the homeland security grant program is forthcoming in 2005.

PART II - ENHANCEMENTS TO HOMELAND SECURITY SINCE 9/11

This section discusses five major initiatives by state and local agencies to enhance Colorado's preparedness and security. Some of those enhancements are the result of House Bill 02-1315 and some are enhancements to systems initiated prior to September 11, 2001, and House Bill 02-1315.

Introductions to the five areas are bulleted below. A more detailed discussion with recommendations follows.

- **Critical Infrastructures** — In response to the requirements of House Bill 02-1315, OPSFS formed a Critical Infrastructures Committee to assess and make recommendations on the security of the state's critical infrastructures. That group has not completed its work.
- **Communications** — First responder agencies at all levels of government have been engaged in efforts to resolve issues surrounding inter-agency communications at the scene of a disaster emergency. The state's Digital Trunked Radio System, in theory, will allow all participating agencies to communicate with each other across the state. However, the system has not been completely built-out and some rural agencies are hesitant or refuse to move on to the system.
- **Fire Safety/Resource Mobilization** — Pursuant to the requirements of House Bill 02-1315, the state has developed the Colorado State Emergency Resource Mobilization Plan, a system for mobilizing resources in wildland fires.
- **Cyber-security** — The state is engaged in efforts to assess and monitor its computer systems and to employ systems to protect them against attack. Contracts were awarded just this year to monitor and assess the state's systems. Currently, each agency of state government monitors its own security. There is no state oversight or program for security of the state's computer systems.
- **Bioterrorism** — The state, county, and local governments are engaged in planning and training to protect citizens in the event of bioterrorism incidents. While the State of Colorado and the City and County of Denver have well-established protocols and plans in place to protect the citizenry in case of bioterrorism attacks, rural jurisdictions face challenges in providing health services in emergencies.

Critical Infrastructures

Critical Infrastructures Committee. The Colorado Critical Infrastructures Committee (CIC) was originally established in OPSFS. The charge to the committee was to identify gaps in capability, to protect infrastructure, to identify critical infrastructures that have national

Part II

ramifications, and to identify key assets in the state and determine how to protect them. The committee identified key assets such as agriculture, food, water, public health, emergency services, continuity of government, transportation, banking and finance, and postal and shipping.

Committee discussions were reported to be fruitful, but it reportedly became increasingly difficult to talk rationally and reasonably between disciplines as discussions progressed. The 53-member CIC recognized it would have a difficult time coming to consensus on issues because of its large and diverse membership. Accordingly, the committee broke down into subcommittees based on areas of expertise. The subcommittees were to then make presentations to the larger committee as a whole. However, the subcommittee structure broke down, reportedly, because of a lack of funding for individuals to attend the meetings.

The committee was not disbanded, but did not meet for over a year. The 13 subcommittees were charged to come up with a "white paper" on where infrastructure is in the state, how important it is, and what is needed to protect it. After that, the committee planned to provide a ranking and cost risk analysis to the governor and the General Assembly along with a plan to allocate resources in protecting the state's infrastructure. The initial CIC has not completed its task.

A newly reconstituted CIC met on April 25, 2005. The new group is using information gathered from the previous CIC's work and is gathering new information because the group has new members. The new CIC intends to complete the task charged to its predecessor.

Recommendation
<ul style="list-style-type: none">• Continue meetings of the Critical Infrastructure Committee<ul style="list-style-type: none">✓ Work with the private sector to identify and protect its infrastructure✓ Determine and maintain proper confidentiality✓ Report progress, initial completion, and/or periodic updates to the legislature✓ Upon completion, incorporate the findings into statewide priorities (see page 4)

Communications

Digital trunked radio system. The Statewide Digital Trunked Radio System addresses the issue of incompatibility between differing radio communications systems used by law enforcement agencies, fire departments and other agencies responding to the scene of an emergency. In the state's digital trunked radio system, all users are on a the same system in which the radio signal is accessible by all users. Using the digital trunked radio system, law enforcement and other first responders are able to communicate with each other.

Currently, over 18,100 users from more than 180 state agencies are in communication using the system. The system covers 62 percent of state's land mass and 90 percent of the state's population. The need is to finish the system in Western Colorado so there is coverage in that part of the state. There is a broad system user base from both state and local government agencies. Twenty health agencies including hospitals, medical centers, and ambulance companies are currently included on the system. At least another two to three thousand users can benefit from the system.

Digital trunked radio systems are planned and constructed through partnerships with local governments. Local governments contribute 50 percent towards costs and the state contributes 50 percent. To date, about \$100 million has been invested in the system. A lot of the funding has come from local grants and some homeland security grants.

In order for users to access the system, towers or "sites" are located that cover a specific geographic area. New sites are being added continuously. Some entities want to be on the system but the infrastructure is not there. Some agencies use grant moneys to purchase equipment and others enter into lease purchase agreements for equipment. While some agencies have been able to procure funding to build the infrastructure to add new tower sites and buy equipment for communications on the digital trunked radio system, smaller agencies with no personnel to work on procuring the funds have neither the infrastructure nor the equipment needed. Other terrain such as mountains, canyons, and forests creates additional hurdles for other agencies.

Interoperability and geographic needs. The ability of differing radio systems to communicate is known as "interoperability". In Colorado, the digital trunked radio system operates on the 800 megahertz (MHz) radio band. Not all radio systems operate on this spectrum in the radio band. Smaller agencies and agencies in rural and mountainous areas use radios and systems that operate on the very high frequency (VHF) radio spectrum. These two systems are incompatible for communications without additional "patching" technology.

For instance, the southwest region of the state cannot communicate properly on the 800 MHz system because of gaps between existing communication towers. Consequently, the region must rely on mutual aid, including inter-state mutual aid, more than metropolitan areas do. Because of this they have to use both VHF and 800 MHz systems. Funding for additional towers is a major obstacle to improving communication in the southwest region.

The region needs a minimum of 10 new tower sites, each of which will cost between \$500,000 and \$1 million for all associated equipment. However, the jurisdiction has not yet worked out access issues with the federal government or sovereign tribes for towers to be located on federal or tribal land. Also, the region does not yet have the necessary 800 MHz equipment once the 800 MHz infrastructure is in place, and will have to buy it. The region plans to expand the current VHF system until the 800 MHz system is in place; and although they are being encouraged not to purchase VHF radios with homeland security grants, they intend to do so for the time being.

Part II

The VHF frequency can work better in mountainous areas and in valleys. For this reason, some jurisdictions are not going to the 800 MHz system right away and will stay on the VHF system in order to maintain communications with each other. Additionally, some jurisdictions are comprised partially or substantially of federal lands. For instance, Rio Blanco County is 70 percent federal land. However, federal agencies use the VHF frequency and are not going to the 800 MHz system. Consequently, Rio Blanco County, like other counties with federal lands in their jurisdictions, will be using both VHF and 800 MHz frequencies. Similarly, Ouray County does not plan to switch to 800 MHz because the federal government is staying on VHF and the county cannot afford the maintenance on the 800 MHz system.

There are various kinds of interoperability fixes that allow the different systems to "talk" with each other. However, some entities consider these fixes to be "patches" that should not be relied upon on a permanent basis. Other fixes have technical problems such as a three to five second delay between each communication rendering the fixes untenable in an emergency situation.

One fix used by the Denver Police department is called NetworkFirst. Using NetworkFirst, disparate radio systems are digitally connected together regardless of frequency band or manufacturer. According to the Denver Police Department, all radio systems across the state can be linked together through Network First using their existing radios.

Recommendations

- Charge one individual or entity, within the newly-created executive branch department (see page 4), to complete the radio communications systems infrastructure build-out where appropriate, and to resolve interoperability issues
 - ✓ Finish state rollover to the digital trunked radio system (800 MHz)
 - ✓ Identify those areas in which VHF is more appropriate than 800 MHz
 - ✓ Report progress, initial completion, and/or periodic updates to the legislature

- Achieve interoperability statewide
 - ✓ Investigate expanding the use of "gateways" such as NetworkFirst to allow communications between differing radio systems and frequencies
 - ✓ Report progress, initial completion, and/or periodic updates to the legislature

Fire Safety/Resource Mobilization

Devastating wildfires in Colorado demonstrated the need for systems to track the availability and use of personnel and equipment during such events. The Colorado Emergency Resource Mobilization Plan in the Division of Fire Safety (OPSFS) is a system for the

allocation, mobilization, and deployment of resources in the event of a wildland fire disaster requiring more resources than those available under existing interjurisdictional or mutual aid agreements. Key objectives of the plan are to allow for the tracking and allocation of emergency resources and to promote incident safety through coordinating communications and management. Although the statutory directive only addresses resources in fire departments, the plan tracks resources from fire departments, law enforcement agencies, emergency medical service agencies, search and rescue agencies, and public works agencies for purposes of resource management and allocation.

The Department of Local Affairs has implemented a grant funding policy that all equipment purchases be tied to a requirement that agencies participate in the resource mobilization database. Approximately 400 Colorado fire departments (60 percent) covering 98 percent of the population participate in the database. Non-participating agencies are generally smaller part-time agencies with few personnel, little training, and few resources. While some law enforcement, emergency medical service, search and rescue, and public works agencies participate, there is no statutory requirement to do so.

Private Sector and Technology. The committee devoted two meetings to hearing from individuals from the private sector who have worked on solutions to protect the security of public interests, operations, and systems. In particular, the committee heard testimony from a private sector company with a system that provides real-time tracking of personnel and assets in a wildland fire. Using the system, first responders and their equipment can be checked-in at a wildfire command scene and tagged with sensors, which allow incident commanders to monitor, by zone, personnel, equipment, and environmental conditions. Officials can also use the data to predict a fire's activity.

Recommendations

- Enhance the resource mobilization network
 - ✓ Require information from all fire agencies
 - ✓ Require information from law enforcement, public health, and other related disciplines
 - ✓ Investigate using a real-time tracking system for personnel and resources
 - ✓ Report progress, initial completion, and/or periodic updates to the legislature

- Utilize the private sector to help protect Colorado's assets
 - ✓ Meet with individuals from the private sector to identify solutions that will benefit the state's security interests
 - ✓ Increase the extent to which the state uses technology to prepare for and respond to natural and man-made disasters

Part II

Cyber-security

The state's cyber-security initiatives commenced in the early 1990s when the Information Management Commission was originally established in the (then) Department of Personnel. The commission promulgated rules regarding physical security and password protection. At that time, the responsibility for security was at the department level. The advent of the Internet age and networking capabilities demanded dynamic systems vigilance and accordingly, the Office of Information Technology (OIT) wrote and implemented a security policy in 2002. The policy's objectives were to identify and manage risk; establish roles for information security; promote a coordinated program; and to establish management to deal with security events. The state has formalized the chief information security officer position and the Information Security Operations Center has been established as a centralized security management entity to handle breach of security events. In addition, the Colorado Information Security Task Force meets monthly to coordinate security information and efforts. Also, information technology standards have been promulgated and the Information Management Commission is providing enterprise-wide standards. Homeland security funding has been obtained to further pursue a comprehensive coordinated cyber security program.

Each project in the state's cyber-security program has training and exercise components followed by assessment and recommendation components. Project tracts include information technology security infrastructure, information technology security planning and policies, information technology security training and exercises, and geospatial information systems (GIS).

The *Infrastructure Security Project* is a program of assessment and monitoring. The Office of Innovation and Technology, via a competitive procurement process, selected the CH2M Hill company to conduct an assessment of the 22 participating agencies in the executive branch departments, elected officials, the General Assembly, the judicial branch, and the Department of Higher Education (specifically, the state's system of community colleges). After the initial assessment, the vendor will monitor each entity's security services and procedures in order to provide additional assessment recommendations. Finally, the vendor will assess those policies and practices and make recommendations for better practices to pursue.

For the *security planning and policies tract*, the vendor will examine the state's risk mitigation strategies to compare them with the policies of other states and private industry as well as new policies recently implemented by the federal government for federal agencies and then make recommendations to integrate these policies into the state's policies.

A statewide GIS coordinator has been hired to assess statewide GIS infrastructure at both the state and department levels; analyze and make recommendations for improvements to the state's plans, policies and standards; conduct exercises involving training; and make recommendations for the state to pursue an improved statewide GIS program and to progress the state's GIS data repository.

The state is pursuing an integrated enterprise-level program to coordinate and monitor the state's cyber-security efforts but currently, each department is responsible for its own cyber-security programs. There are up to 1,000 individual information technology personnel in state departments and agencies who are working on their department's cyber-security efforts.

The Governor's Office of Innovation and Technology annually reviews departments' information technology standards that have been promulgated. This is accomplished through departments' submittal of information technology implementation plans. Currently, the departments are pursuing these policies on their own but the state's cyber security program is looking to move these efforts to an enterprise base as opposed to the departmental level where each department pursues it's own process.

Recommendation

- Implement statewide cyber-security plans and designate statewide oversight authority
 - ✓ Develop statewide objectives for cyber-security
 - ✓ Require each state department to develop a plan in accordance with the statewide objectives
 - ✓ Designate an oversight position in the executive branch
 - ✓ Report progress, initial completion, and/or periodic updates to the

Bioterrorism Preparedness

State Department of Public Health and Environment. The Colorado Department of Public Health and Environment (DPHE) reported that it began efforts to prepare for terrorism and public health emergencies prior to September 11, 2001. Most notably, House Bill 00-1177 gave the department authority to respond to bioterrorism and other public health disasters.

Since, September 11, 2001, the department has received grant funding from the Centers for Disease Control (CDC) to prepare the public health community to plan for and respond to bioterrorism and other public health emergencies. The CDC has designated seven focus areas for grant moneys as follows:

- preparedness planning and readiness assessment;
- epidemiology and surveillance;
- laboratory capacity for detection of biologic agents;
- laboratory capacity for detection of chemical agents;
- communications and information technology including the Health Alert Network (a nationwide, integrated information and communications system for distribution of health alerts and other information);
- public information distribution and risk communication; and
- training and education.

Part II

Grant monies from the CDC were allocated to fund state projects that benefit preparedness across the state follows:

- improving the capabilities of state and local public health laboratories;
- expanding and enhancing the state's web-based electronic disease reporting systems; and
- improving the state's Health Alert Network.

In addition, the state has received hospital bioterror grant funds to improve bioterrorism preparedness at acute care hospitals, emergency medical services agencies, local emergency managers, county health clinics, and Indian Health Centers.

One example of the state's preparedness in the event of bioterrorism incidents is an exercise in which more than 6,500 individuals were vaccinated in 7 hours in September, 2004. In ongoing efforts to train medical personnel in medical emergencies, four emergency response exercises are scheduled for this summer (2005).

Denver Health. The Rocky Mountain Center for Medical Response to Terrorism, Mass Casualties, & Epidemics at Denver Health, housed in Denver Health, is engaged in helping the state to respond to medical demands resulting from large scale emergencies. Staff at Denver Health have worked with leaders from other entities and agencies, meeting weekly to coordinate efforts and apply for grants. Denver Health has received eleven private, state, and federal grants to prepare Colorado to respond to medical demands and mass casualties in the case of a terrorism disaster. The following efforts are among those established with the grant funding.

The *Rocky Mountain Regional Care Model for Bioterrorist Events*, working under a one-year grant, formed a group of federal, state, and local entities to evaluate bed capacity, medical supply resources, and medical staffing resources and to assess the capacity for a sudden surge in patients due to a terrorist event or other emergency. Participating entities in the working group include officials from the U.S. Northern Command, the U.S. Air Force, the U.S. Public Health Service, departments of public health from the states of Montana, Utah, Wyoming, North Dakota, and South Dakota, three Colorado county departments of health, the mayor's Office of Emergency Management in Denver, and all hospital and health systems in the Denver metropolitan area. The group evaluated hospital bed capacity, medical supply resources, and medical staffing resources and made a recommendation that, in order to comply with the Health Resources and Services Administration (HRSA) standard of 500 surge beds per 1 million population, the Colorado Front Range region would need an additional 1,012 beds. The group additionally found there would likely be a shortage of physicians, registered nurses, licensed practical nurses, and respiratory therapists in the event of a terrorist event or other emergency. Among the solutions the group considered were alternative patient care sites based in communities.

Colorado has three Metropolitan Medical Response System (MMRS) programs ongoing; one each in Denver, Aurora, and Colorado Springs. The program is a grant based program located in the U.S. Department of Homeland Security. The MMRS works to optimize local resources and coordination of access to state and federal resources. To date, MMRS funds have been spent on planning and resource establishment including establishment of a pharmaceutical stockpile of antibiotics for first responders and antidotes at hospitals. Grant moneys have also been used to sustain resources such as radiological and cyanide antidote caches, and for mass public health planning and exercises at area hospitals.

The *Colorado Health Emergency Line* takes calls from the public to tell citizens what to do in public health emergencies. The phone line system helps to avert clog-ups at emergency rooms and thus avoids costs. In 2003, the line took 36,048 calls, and in 2004 the line took 22,548 calls on public health questions including calls about West Nile Virus and influenza (flu). The line also takes calls on toxicosurveillance (poison monitoring) to gather data on emerging problems. Toxicosurveillance calls from the Colorado Springs area revealed a mislabeled drug problem that lead to an Federal Drug Administration (FDA) review.

The *Biological, Nuclear, Incendiary, Chemical, and Explosives (BNICE)* program provides weapons of mass destruction training to Colorado's health care and public safety professionals. Disciplines included in the training are health care administrators, physicians, nurses, allied public health workers, mental health workers, and first responders including Emergency Medical Services workers and fire and police departments. Veterinarians, dentists, and pharmacists have also received the training. Collaborative partners have included institutions of higher education as well as the state's dental and nurse associations and the Colorado Rural Health Center. The projected training yield is 13,500 individuals. To date, 9,460 individuals in 61 of 64 Colorado counties have been trained.

Additionally, the command and control center under the purview of DPHE records intelligence from emergency incidents and disseminates the intelligence. During the anthrax scare, for instance, Colorado did a very good job of disseminating information. There is a chain of command for disseminating information and physicians from Denver Health are at both the Denver Office of Emergency Preparedness and at Denver Health's command center to facilitate the dissemination of information.

Finally, a system to monitor available hospital bed resources has been used in the Denver metropolitan area for years and statewide for several months. In addition to dispatch agencies, all hospitals, the DPHE, and departments of emergency management have access to the system.

County departments of health. Challenges to providing rural health services in emergencies include cooperation with other jurisdictions, effective communication, and out-of-hospital placement of the sick. There are other unique challenges of rural health services such as the nursing shortage that develops if the one nurse on staff must leave the county for training. Some agencies participate in the emergency resource mobilization network via mutual

Part II

aid agreements and a volunteer nurse alert system, but there is no training to sustain this. Also, drug stockpiles in rural areas are limited, and in an emergency the county may only be able to provide shots for up to one hour.

Recommendation

- Enhance bioterrorism preparedness
 - ✓ Survey other states for best practices to improve Colorado's Health Alert Network System
 - ✓ Improve surge capacity, especially in rural areas of the state, to ensure adequate capability for significant events

Appendix A

ACRONYMS USED IN THIS REPORT

- BNICE** — Biological, Nuclear, Incendiary, Chemical, and Explosives training program
- CDC** — Centers for Disease Control
- CIC** — Critical Infrastructure Committee
- DEM** — Division of Emergency Management in the Colorado Department of Local Affairs
- DHS** — U.S. Department of Homeland Security
- DOLA** — Colorado Department of Local Affairs
- DPHE** — Colorado Department of Public Health and Environment
- FDA** — Federal Drug Administration
- FY** — Fiscal year
- GIS** — Geospatial Information Systems
- HRSA** — Health Resources and Services Administration
- LETTP** — Law Enforcement Terrorist Training and Prevention grant program
- MHz** — Megahertz
- MMRS** — Metropolitan Medical Response System
- ODP** — U.S. Office of Domestic Preparedness in the Department of Homeland Security
- OIT** — Office of Information Technology in the Colorado Governor's office
- OPSFS** — Office of Preparedness, Security, and Fire Safety in the Colorado Department of Public Safety
- UASI** — Urban Area Security Initiative
- U.S.** — United States
- VHF** — Very High Frequency radio band

Appendix B

**House Bill 02-1315: Powers and Duties of the Office of Preparedness, Security, and Fire Safety (OPSFS), the Director, and the Division of Fire Safety
Updated Status of Implementation
January 7 to April 19, 2005**

C.R.S. Citation	Requirement	Implementation Status	OPSFS Comments
Powers and Duties of the OPSFS			
24-33.5-1604 (1)(a)	Inquire into the threat of terrorism in Colorado and the state of preparedness to respond to that threat, and make recommendations to the Governor and the General Assembly.	Ongoing	<ul style="list-style-type: none"> • Steering Committee for the Colorado Information and Analysis Center (CIAC) created and met on March 2005. • From the initial March meeting of the CIAC, four working groups have been identified. • The second meeting of the CIAC was held in April 2005 with the third meeting scheduled that later part of April. • Critical Infrastructure Committee (CIC) has been re-established and will meet again beginning April 25, 2005. • The CIC has been downsized from the previously established CIC of April 2003. • Buffer Zone Protection Assessment and Plans will be completed prior to the June deadline.
24-33.5-1604 (1)(b)	Cooperate with the U.S. Department of Homeland Security, other federal agencies, and other states in matters related to terrorism.	Ongoing	<ul style="list-style-type: none"> • February 2005 initial meeting with Northcom to discuss collaborative effort in training and exercise to involve military, federal, state and local participation. Follow up meeting will be held on April 25, 2005. • February 2005 meeting with Rocky Mountain High Intensity Drug Trafficking Area (HIDTA) Director for technical assistance from HIDTA for the Colorado Information and Analysis Center. • March 2005 meeting with United States Air Force (USAF), concerning Colorado Information and Analysis Center, CIAC, and USAF interest in assisting and participating in this project. • March 2005 meeting with the Arizona Counter Terrorism Information Center and the Southwest HIDTA COBIJA intelligence Center. • April 2005 discussion with Colorado Department of Public Health participation with the CIAC. • April 2005, meeting with U.S. Department of Homeland Security Protective Services Division concerning future assistance with training, Critical Infrastructure, and Buffer Zone Protection Plans. • Future visits and meeting include New York, Chicago and Los Angeles Intelligence Centers.
24-33.5-1604 (1)(c)	Implement the provisions of Title 24, Article 33.5, Part 16 (OPSFS), including: (1) hiring personnel; (2) contracting with federal, state, local, and private entities; and (3) accepting and expending federal and private funds.	Accomplished and ongoing	<ul style="list-style-type: none"> • The Office of Preparedness, Security, and Fire Safety has been reorganized both in structure and personnel. • Major Richard Salas has been appointed the role of Director.
24-33.5-1604 (2)(a)	Create and implement terrorism preparedness plans by June 3, 2003. ¹	Unclear	<ul style="list-style-type: none"> • No new comments

**House Bill 02-1315: Powers and Duties of the Office of Preparedness, Security, and Fire Safety (OPSFS), the Director, and the Division of Fire Safety
Updated Status of Implementation
January 7 to April 19, 2005**

C.R.S. Citation	Requirement	Implementation Status	OPSFS Comments
<i>Powers and Duties of the OPSFS (continued)</i>			
24-33.5-1604 (2)(b)	May seek the advice and assistance of other federal, state, and local agencies, organizations, and community leaders.	Ongoing	<ul style="list-style-type: none"> • February 2005 meeting with Rocky Mountain HIDTA Director for technical assistance from HIDTA for the Colorado Information and Analysis Center. • March 2005 meeting with United States Air Force (USAF), concerning Colorado Information and Analysis Center, CIAC, and USAF interest in assisting and participating in this project.
24-33.5-1604 (3)(a)	Provide advice, assistance, and training to state and local government agencies in the development and implementation of terrorism preparedness plans and in conducting periodic exercises related to such plans.	Ongoing	<ul style="list-style-type: none"> • No new comments
24-33.5-1604 (3)(b)	Provide oversight (peer review and comment) of terrorism preparedness plans developed and implemented by state and local government agencies in order to promote standardized methods of operation and to facilitate integration with plans adopted by other agencies throughout the state.	Ongoing	<ul style="list-style-type: none"> • This will be an ongoing process of review
24-33.5-1604 (3)(c)	Maintain copies of all new, current, or amended terrorism preparedness plans submitted to OPSFS by state and local government agencies that develop such plans.	Ongoing	<ul style="list-style-type: none"> • No new comments
24-33.5-1604 (4)	May distribute to local government agencies funds that become available (federal funds or other moneys).	Ongoing	<ul style="list-style-type: none"> • No new comments
24-33.5-1610 (2)(b)	Approve alternate interim solutions of state agencies when moneys are not available to fund compliance with rules adopted to protect state personnel and property and to help state agencies develop contingency plans to maintain continuity in state operations during an emergency.	Unclear	<ul style="list-style-type: none"> • No new comments

**House Bill 02-1315: Powers and Duties of the Office of Preparedness, Security, and Fire Safety (OPSFS); the Director, and the Division of Fire Safety
Updated Status of Implementation
January 7 to April 19, 2005**

C.R.S. Citation	Requirement	Implementation Status	OPSFS Comments
Powers and Duties of the OPSFS (continued)			
24-33.5-1611 (1)	Provide advice and assistance, upon request, to state agencies concerning compliance with rules adopted to protect state personnel and property and to help state agencies develop contingency plans to maintain continuity in state operations during an emergency.	Ongoing	<ul style="list-style-type: none"> • No new comments
24-33.5-1611 (2)	Conduct security assessments as needed to evaluate threats, risks, and compliance with security rules at state facilities.	Ongoing	<ul style="list-style-type: none"> • Buffer Zone Protection Assessment and Plans will be completed prior to the June deadline. • Critical Infrastructure Committee (CIC) has been reestablished and will meet again beginning April 25, 2005. • The CIC has been downsized from the previously established CIC of 04/03.
Powers and Duties of the Director			
24-33.5-1605 (1)	Perform duties in connection with the creation and implementation of the terrorism preparedness plans and the prevention and detection of terrorist training activities.	Ongoing	<ul style="list-style-type: none"> • No new comments
24-33.5-1605 (2)	May promulgate rules as necessary to: (1) implement the creation and implementation of the terrorism preparedness plan; (2) protect the safety and security of state personnel and state property; and (3) provide guidance to state departments and agencies in developing contingency plans to maintain the continuity of state operations during an emergency.	Unclear	<ul style="list-style-type: none"> • No new comments
24-33.5-1608	Adopt safety and security rules by June 3, 2003, to protect state personnel and property (including leased property) while keeping such property open to the public, unless Colorado is under a state of emergency or alert. ²	Accomplished and ongoing	<ul style="list-style-type: none"> • No new comments

**House Bill 02-1315: Powers and Duties of the Office of Preparedness, Security, and Fire Safety (OPSFS), the Director, and the Division of Fire Safety
Updated Status of Implementation
January 7 to April 19, 2005**

C.R.S. Citation	Requirement	Implementation Status	OPSFS Comments
<i>Powers and Duties of the Director (continued)</i>			
24-33.5-1609	Adopt rules by June 3, 2003, to help state agencies develop contingency plans to maintain continuity in state operations during an emergency ³	Accomplished and ongoing	<ul style="list-style-type: none"> • No new comments
24-33.5-1610 (1)	Ensure compliance with rules adopted to protect state personnel and property, and to help state agencies develop contingency plans to maintain continuity in state operations during an emergency.	Unclear	<ul style="list-style-type: none"> • No new comments
<i>Division of Fire Safety</i>			
24-33.5-1203 (1)(k)	Coordinate training related to terrorism for firefighters and first responders with the OPSFS.	Accomplished and ongoing	<ul style="list-style-type: none"> • No new comments
24-33.5-1203 (1)(m)	Administer a statewide mobilization plan for the allocation and deployment of firefighting resources for emergencies that require more resources than those available under an existing interjurisdictional or mutual aid agreement, <i>subject to the availability of federal funds.</i> ⁴	Accomplished and ongoing	<ul style="list-style-type: none"> • No new comments
24-33.5-1203 (1)(n)	Administer a uniform statewide reporting system for fires, hazardous materials incidents, emergency medical service incidents, and other incidents to which fire departments respond.	Accomplished and ongoing	<ul style="list-style-type: none"> • No new comments
24-33.5-1203 (1)(o)	Seek federal funds to administer the statewide emergency mobilization plan and the uniform statewide reporting system.	Accomplished	<ul style="list-style-type: none"> • No new comments

¹ The plans constitute specialized security arrangements and are not open to public inspection under the provisions of House Bill 02-1315.

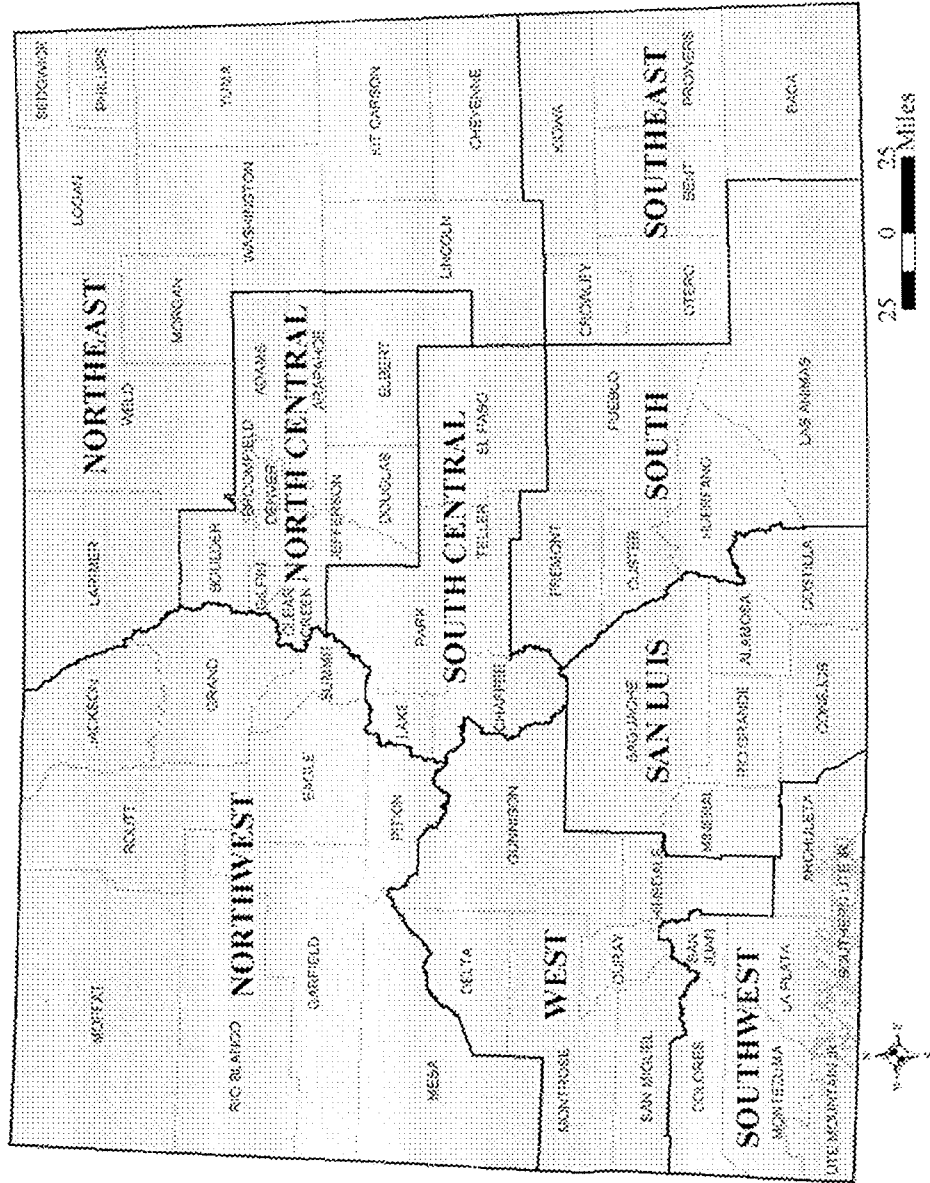
² The director is to use as guidelines building security and occupants protection standards in federal statutes, presidential directives, and related rules.

³ The director is to use as guidelines plans published by the Federal Emergency Management Agency and related rules. The rules promulgated by OPSFS are to be incorporated into the state emergency plan.

⁴ The plan must include contain mobilization procedures, must address liability issues, and may include provision for cost reimbursement.

Appendix C

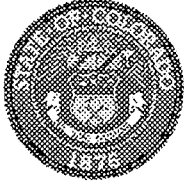
All Hazards Regional Map



Appendix D

Colorado State Emergency Operations Plan





COLORADO EMERGENCY OPERATIONS PLAN BASIC PLAN EXECUTIVE SUMMARY

Each level of government is responsible, by law, for the safety of its citizens. Citizens expect that state and local governments will keep them informed and provide assistance in the event of an emergency or disaster. All levels of government share the responsibility for working together in mitigating, preparing for, responding to, and recovering from the effects of an emergency or disaster event.

The purpose of the Colorado State Emergency Operations Plan (SEOP) is to identify the roles, responsibilities and actions of state government in disasters. Emergency operations plans address the ability to direct, control, coordinate and manage emergency operations. Each level of government should respond to an incident using its available resources, to include the use of mutual aid, and may request assistance from the next higher level of government, if required. (i.e., municipality to county; county to state, state to federal government.) When local government capabilities are taxed, state government has resources and expertise available to provide emergency or disaster assistance. The state will modify normal operations and redirect resources to assist and support local governments in saving lives, relieving human suffering, sustaining survivors, protecting property, and reestablishing essential services. Federal government resources and expertise can be mobilized to augment emergency or disaster efforts beyond the capabilities of state government.

The SEOP gives direction to state agencies and some volunteer agencies in responding to emergencies or disasters. It delineates emergency response procedures, responsibilities, lines of authority, and continuity of Government. The format is compatible to the Federal Response Plan (FRP) by using a functional approach to providing assistance. In this functional approach, emergency support functions, i.e., transportation, communications, information and planning, etc., have been assigned to a lead state agency with other departments in supporting roles. The lead department is responsible for developing and maintaining the appropriate annex and for seeing that tasks are completed during emergency operations.

The following summary of the SEOP should give an overview of emergency operations. For more detailed information please see the original document.

EMERGENCY OPERATIONS ROLES AND RESPONSIBILITIES

1. **Governor:** The Governor, as the executive head of state, has the inherent responsibility, constitutional and statutory authority, to commit state and local resources (personnel, equipment, and financial) for the purpose of "... meeting the dangers to the state and its people presented by disasters" This responsibility is exercised through the Director, Office of Emergency Management (COEM), Department of Local Affairs (DOLA). The Governor's Disaster Emergency Council serves as an advisory council to the Governor and the Director, Office of Emergency Management on all matters pertaining to Declarations of State Disaster Emergencies, and on the response and recovery activities of state government.
2. **Office of Emergency Management (COEM):** The Governor has delegated the Office of Emergency Management, through its director, the responsibility of managing and coordinating emergency operations which involve state and when necessary, federal

resources. COEM is charged with preparing and maintaining the SEOP and for the expeditious and efficient manner in which it is implemented. It is responsible for the organization and operations of the State Emergency Operations Center (SEOC) for both emergency and non-emergency operations. Further, the Office of Emergency Management is responsible for assisting local government emergency management in the development and maintenance of emergency operations plans, procedures and checklists. In the event of a major emergency or disaster, or the threat thereof, the Director, Office of Emergency Management, makes recommendations to the Governor and Disaster Emergency Council on matters pertaining to State Declarations of a Disaster Emergency, requests for federal assistance, and ongoing state disaster response and recovery activities.

3. Office of Preparedness, Security and Fire Safety: The mission of the OPS, in coordination with other public and private sector organizations, is to promote prevention, preparedness, communications, and counter terrorism intelligence sharing capabilities and enhance the Colorado crisis management structure to combat domestic and international terrorism. The strategy will include: implementing measures to reduce our vulnerabilities; deterring terrorism through a clear public policy; enhancing the rapid and effective response to threats or actual terrorist acts; and developing sufficient capabilities to combat and manage the consequences of terrorist incidents involving Weapons of Mass Destruction (WMD).
4. State Departments: State departments are responsible, within their statutory authorities, to provide assistance and support to local jurisdictions when they are unable to cope with a disaster emergency situation. Upon implementation of the State Emergency Operations Plan they are responsible for the implementation of assigned State Emergency Functions. The operational roles, responsibilities and intra-organizational relationships of state departments are described in detail in the assigned State Emergency Function Annexes.
5. Local Government: The Chief Executive Officer of each political subdivision (county and municipality) is responsible for reducing the vulnerability of people and property to the effects of emergencies and disasters. Local government's disaster emergency responsibilities include the following: (a) Ensure that local government agencies are capable of efficient and responsive mobilization of resources to protect lives, minimize property loss, and expedite recovery efforts. (b) Ensure that the jurisdiction is served by an Emergency Management Office. (c) Ensure that a Local Emergency Operations Plan is prepared and based on valid hazards and risk analysis. (d) Ensure that the local plan is exercised and kept current. (Reference: Title 24, Article 32, Part 2107, Colorado Revised Statute, as amended) Local Government retains command of an incident unless it is relinquished to another authority.
6. Federal Government: When a disaster emergency exceeds the capabilities of state and local governments, the Federal government supports state and local emergency operations with its resources. The Federal Emergency Management Agency (FEMA) has the responsibility for coordinating Federal emergency or disaster operations and resources in support of state and local governments. FEMA is also responsible for directing and coordinating the delivery of federal disaster relief assistance.
7. Volunteer and Private Organizations: There are several agencies within the state that are organized to provide assistance during a disaster or emergency to meet essential human needs. Organizations with existing Memorandums of Understanding/Agreements with the state have been assigned supporting roles to

specific State Emergency Functions. (See "State Emergency Functions Assignment Matrix".)

The Matrix below indicates the Lead and Support organizations for each State Emergency Function. Following the matrix is a brief description of the function.

ANNEXES	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O		
SEF	SEF 1 - Transportation	SEF 2 - Communication & Warning	SEF 3 - Public Works & Engineering	SEF 4 - Fire Fighting	SEF 4a Wildfires Suppression	SEF 5 - Operations & Information	SEF 6 - Care And Sheltering	SEF 7 - Resource Support	SEF 8 - Health, Medical & Mortuary	SEF 8a - Mental Health	SEF 9 - Search & Rescue	SEF 10 - Hazardous Materials	SEF 11 - Public Utilities	SEF 12 - Public Information	SEF 13 - Law Enforcement & Security	SEF 14 - Damage Assessment	SEF 15 - Information Technology (cyber)
STATE DEPARTMENTS																	
GOVERNOR'S OFFICE					S			S						L			L
OFF EMRG MGNT		L		S	S	L	S	S	S	S	L	S	S	S	S	L	0
PERSONNEL & ADMINISTRATION		S				S	S	S	S		S			S		S	
AGRICULTURE						S	S		S				S	S		S	
CORRECTIONS	S		S		S			S						S	S	S	
PUBLIC HEALTH & ENVIRONMENT		S	S			S	S		L		S	S	S	S		S	
HIGHER EDUCATION			S		L		S	S	S		S			S		S	
HEALTH CARE, POLICY & FINANCE							S		S					S			
LABOR	S		S					S			S			S			
LOCAL AFFAIRS						S		L				S	S	S		S	
MILITARY AFFAIRS	S	S	S	S	S	S	S	S	S		S	S		S	S	S	L
NATURAL RESOURCES			S			S		S			S		S	S	S	S	
PUBLIC SAFETY	S	S		L		S		S	S		S	L		S	L	S	

ANNEXES	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O		
SEF																	
STATE DEPARTMENTS	SEF 1 - Transportation	SEF 2 - Communication & Warning	SEF 3 - Public Works & Engineering	SEF 4 - Fire Fighting	SEF 4a Wildfires Suppression	SEF 5 - Operations & Information	SEF 6 - Care And Sheltering	SEF 7 - Resource Support	SEF 8 - Health, Medical & Mortuary	SEF 8a - Mental Health	SEF 9 - Search & Rescue	SEF 10 - Hazardous Materials	SEF 11 - Public Utilities	SEF 12 - Public Information	SEF 13 - Law Enforcement & Security	SEF 14 - Damage Assessment (y)	SEF 15 - Information Technology (cyber)
REGULATORY AGENCY	S											L	S		S		
REVENUE	S												S				
HUMAN SERVICES							L			L			S				
TRANSPORTATION	L		L	S	S	S	S	S	S		S	S	S	S		S	
TREASURY								S					S				
LAW				S	S			S					S	S			
EDUCATION	S						S	S	S				S		S		
(OTHER AGENCIES)																	
RED CROSS				S	S		□	S	S	S			S		S		
SALVATION ARMY				S	S		S	S	S								
COVOAD				S		S	S	S	S	S			S		S		
CSRB										S							

L= Lead; □=Secondary Lead; S=Supporting

SEF 1: Transportation (Annex A) - Colorado Department of Transportation

Provides for coordination, control and allocation of transportation assets in support of the movement of emergency resources including the evacuation of people, and the redistribution of food and fuel supplies.

SEF 2: Communications & Warning (Annex B) - Colorado Department of Local Affairs, Office of Emergency Management

Provide emergency warning, information and guidance to the public. Facilitates the requirements and resources needed to provide for backup capability for all means of communication.

SEF 3: Public Works & Engineering (Annex C) - Colorado Department of Transportation

Provides for debris clearance, roads, highways and bridge repairs, engineering, construction, repair and restoration of essential public works systems and services, and the safety inspection of damaged public buildings.

SEF 4: Fire Fighting (Annex D) - Colorado Department of Public Safety

Provides for mobilization and deployment, and assists in coordinating structural fire fighting resources to combat urban incidents; provide incident management assistance for on-scene incident command and control operations.

SEF 4a: Wildfire Suppression (Annex D) - Department of Higher Education, State Forest Services

Provides for and assists in the coordination and utilization of interagency fire fighting resources to combat wildland emergencies. Provides for incident management teams to assist on-scene incident command and control operations. Provides Governor's Authorized Representative (GAR) for FEMA Fire Assistance Declarations.

SEF 5: Operations and Information Management (Annex E) - Colorado Department of Local Affairs, Office of Emergency Management

Provides for the overall management and coordination of the state's emergency operations in support of local government. Collects, analyzes and disseminates critical information on emergency operations for decision making purposes. Identifies the roles and responsibilities of state government in coordinating federal assistance to local government.

SEF 6: Care & Sheltering (Annex F) - Colorado Department of Human Services

Manages and coordinate sheltering, feeding and first aid for disaster victims. Provides for temporary housing, food, clothing, and special human needs in situations that do not warrant mass-care systems. Manages the receipt and distribution of donated goods and services. Assists in coordinating and managing volunteer resources. (Secondary Lead Agency - American Red Cross) (Secondary Lead Agency for Management of Donated Goods and Volunteer Relief Efforts - Colorado Voluntary Organizations Active in Disasters, COVOAD)

SEF 7: Resource Support (Annex G) - Colorado Department of Local Affairs

Secures resources through mutual aid agreements and procurement procedures for all SEFs, as needed. Provides for coordination and documentation of personnel, equipment, supplies, facilities, and services used during disaster response and initial relief operations.

SEF 8: Health, Medical & Mortuary Services (Annex H) - Colorado Department of Public Health and Environment

Provides care and treatment for the ill and injured. Mobilizes trained health and medical personnel and other emergency medical supplies, materials and facilities. Provides public health and environmental sanitation services, disease and vector control, and the collection, identification, and protection of human remains.

SEF 8a: Mental Health - Colorado Department of Human Services - Colorado State Mental Health Services

Provides crisis counseling services to individuals and groups impacted by the disaster situation. Mental health professionals will be mobilized to offer home and community-based services. Crisis counseling is a time-limited program designed to assist victims/survivors of a disaster in returning to their pre-disaster level of functioning. Coordinates and provides mental health services to victims and responders following a disaster.

SEF 9: Search & Rescue (Annex I) - Colorado Department of Local Affairs, Office of Emergency Management

Provides resources for ground, water, and airborne activities to locate, identify, and remove from a stricken area, persons lost or trapped in buildings and other structures.

SEF 10: Hazardous Materials (Annex J) - Colorado Department of Public Safety

Provides response, inspection, containment and cleanup of hazardous materials accidents or releases.

SEF 11: Public Utilities (Annex K) - Colorado Department of Regulatory Agencies

Coordinates with the private sector the emergency repair and restoration of critical public utilities, i.e. gas, electricity, telephone, etc. Coordinates the rationing and distribution of emergency power and fuel.

SEF 12: Public Information (Annex L) - Office of the Governor

Provides for effective collection, control, and dissemination of public information to inform the general public adequately of emergency conditions and available assistance. Coordinates a system to minimize rumors and misinformation during an emergency.

SEF 13: Law Enforcement & Security (Annex M) - Colorado Department of Public Safety

Provides for the protection of life and property by enforcing laws, orders, and regulations, including the movement of persons from threatened or hazardous areas. Provides for area security, traffic and access control.

SEF 14: Damage Assessment (Annex N) - Colorado Department of Local Affairs, Office of Emergency Management

Ensures that procedures and experts are available to provide preliminary estimates and descriptions. Estimates of the extent of damage should be based on observations by engineers and assessment teams. Assessments provide a basis for determining the need for a state or Presidential disaster declaration.

SEF 15: Information Technology (Cyber) (Annex O) - Governor's Office of Information Technology and Department of Military & Veterans Affairs

Provides for the planning, collaboration, and coordination of Cyber Security protection within the State of Colorado and regionally as required. With the mission to prevent cyber attacks against our critical infrastructures, reduce vulnerability to cyber attacks, and minimize damage and recovery time from cyber attacks that do occur.

STATE DEPARTMENTS AND AGENCIES RESPONSIBILITIES

All state departments are mandated under the authority of the Colorado Emergency Operations Plan to carry out assigned activities to mitigate the effects of a major emergency or disaster and to cooperate fully with each other, the Office of Emergency Management, and other political subdivisions in providing emergency assistance. The following items provide an overview of all state departments' basic responsibilities.

- Develop its own internal emergency operating plan, including specific procedures and checklists necessary for accomplishing assigned emergency support tasks.
- Appoint a Departmental Emergency Response Coordinator (ERC), and one or more alternates, to participate in the State Emergency Operations Center to act on behalf of the department or agency during a major emergency or disaster (or exercise). The Emergency Response Coordinator shall be empowered to make decisions and expend resources in providing operational and technical support to local governments or other state agencies. Names and 24 hour contact phone numbers will be furnished to the Office of Emergency Management.
- State departments retain operational control of their personnel and equipment when tasked to support other state departments or local jurisdictions.
- All departments and agencies, within their authority, shall monitor and coordinate with their federal and interest group counterparts the implementation of emergency assistance programs in Colorado. State agencies are encouraged to enter into preliminary Memorandums of Agreement (MOA) with private and volunteer organizations involved in disaster relief and recovery activities as is related to assigned functional responsibilities.
- Maintain a current agency resource data base of all departmental equipment, specialty personnel, and materials available to perform assigned functions. Coordinate plans, procedures, and preparations with participating federal, state, local, and private and volunteer agencies.
- Ensure that all personnel assigned specific functional responsibilities in support of this plan are adequately trained and prepared to assume those responsibilities.

- Name a public information representative to coordinate departmental emergency public information plans and procedures with the Office of Emergency Management.
- Upon request, provide Emergency Response Coordinator(s) to the State Emergency Operations Center (SEOC), and as needed to the Disaster Field Office, if one is established.
- Coordinate emergency response activities with local, state, federal and other agencies, as appropriate.
- Assist in reporting and assessing damages to any state-owned facility or property under departmental jurisdiction. Report this information to the Damage Assessment Section of the State Emergency Operations Center.
- Record and report to Office of Emergency Management any costs incurred in carrying out emergency operations.

Incident Response

The "Colorado Incident Command System" has been adopted for use in Colorado and is the operating system under which all state agencies will operate when in support of state directed emergency operations. The flexibility and rapidly expandable organizational structure, and the use of a common (readily understandable) terminology, makes this system particularly useful when coordinating a multi-functional response, as well as, easily adaptable to supporting multi-agencies/ multi-jurisdictional emergencies.

When the SEOP is implemented, the supporting actions taken by state government will correspond to the disaster situation. Implementation is influenced by the accurate and timely receipt of reliable information from the affected jurisdiction. This plan is in effect for preparedness, response, and recovery actions for any emergency or disaster. Emergency operations involve more than responding to the immediate impact of an emergency or disaster. Planning, training and mitigation efforts are imperative to effective response and recovery activities.

State Emergency Operations Center (SEOC) Activation and Emergency Preparedness Levels:

The State Emergency Operations Center (or Alternate State Emergency Operations Center AEOC) becomes operational and is staffed based upon the severity of an emergency or disaster and the anticipated or actual level of involvement by state government in providing assistance to impacted local jurisdiction(s). Emergency Preparedness Levels are issued to indicate what state of readiness the state or region is in for any hazard. The SEOC will be activated at a level that corresponds to the threat level. A common color designation has been associated with each level for simple identification. This system has been developed to correspond with the National Security Threat Levels.

- The Homeland Security level issued by Colorado will usually be the same as the Federal level, but may be changed if threat conditions differ in Colorado.

- It would be possible for multiple alerts to be issued for different areas in the state and different threats. For example, there could be a Level III – Yellow alert for Homeland Security reasons for the entire state and a Level II – Orange alert for northwest Colorado for wildfire danger.

The following describes the five Emergency Preparedness Levels:

Level V – Green (Homeland Security Condition Low) - This is day-to-day operations. The focus is on planning, training and exercising with an awareness of pending situations.

Level IV – Blue (Homeland Security Condition Guarded) - This is typically a "monitoring" phase where some actions or technical assistance may be given to local jurisdictions. Notification is made to those state agencies that may need to take action as part of their everyday responsibilities. The SEOC Operations Manager assumes responsibility for fulfilling all of the functional responsibilities.

Level III - Yellow (Homeland Security Condition Elevated) - This is a limited activation or heightened awareness for all EOC staff. Certain key state departments may be alerted. The SEOC will be initially staffed (if activated) using available COEM personnel for business hours only. State Department's Emergency Response Coordinators will be called in as appropriate. Possible dispatching of a State Liaison Officer to the impacted jurisdiction.

Level II - Orange (Homeland Security Condition High) - Limited (or higher) activation of the SEOC. This may be reduced to heightened awareness after threat assessment. All lead and supporting state departments and other agencies are alerted for possible staffing requirements. The SEOC will be staffed by COEM personnel and other agency representatives as necessary. Deployment of a Liaison Officer is likely if the incident is within the state or immediately adjacent to the Colorado border. 24 hour SEOC activation is considered at this level.

Level I – Red (National Security Condition Severe) - Full activation of the SEOC with representatives from lead and supporting state departments and other agencies. Full 24-hour a day staffing may be required. Deployment of a Liaison Officer is likely if the incident is or may be in Colorado. The Federal Response Plan may be activated at this point.

Appendix E

STATE OF COLORADO



Memorandum of Understanding

This agreement is made, by and among, the Colorado Department of Public Safety (CDPS) and the Colorado Department of Local Affairs (DOLA) as follows:

WHEREAS, Title 24, Article 32 of the Colorado Revised Statutes makes the Governor responsible for meeting the dangers to the state and people presented by disasters;

WHEREAS, Title 24, Article 32 of the Colorado Revised Statutes vests the Governor with authority to take various actions to plan, prepare, or prevent the dangers presented by disasters, including the power to issue executive orders and to transfer the direction, personnel, or functions of state departments and agencies to perform or facilitate emergency services;

WHEREAS, Title 24, Article 32 of the Colorado Revised Statutes authorizes the Department of Local Affairs, Office of Emergency Management (OEM) to accomplish its goals by contracting with federal, state, local, and private entities;

WHEREAS, the parties recognize that mutual cooperation and coordination are desirable and the best use of limited resources;

WHEREAS, HB 02-1315, created Office of Preparedness, Security and Fire Safety within the Colorado Department of Public Safety to cooperate with the federal office of homeland security and other agencies of the federal government and other states in matters related to terrorism;

WHEREAS, CDPS, through the OPSFS, is the primary state public safety authority and is responsible for the maintaining security plans for the purposes of CRS 24-72-204 (3) (a) (XVII);

AND WHEREAS, on June 23, 2004, the Governor has designated the DOLA as the State Administering Agency (SAA) and Point of Contact (POC) for United States Department of Homeland Security (DHS), Office for Domestic Preparedness (ODP) regarding all Homeland Security Grants;

NOW THEREFORE, subject to the terms, conditions, provisions, and limitations contained in this interagency agreement, **CDPS AND DOLA AGREE AS FOLLOWS:**

I. PROVISIONS:

- A. The Executive Director of CDPS will remain the Governor's Homeland Security Advisor for homeland security issues and will coordinate and ensure communication, as appropriate, to the Executive Director of DOLA regarding any homeland security issues. The Executive Director of DOLA will consult with the Executive Director of CDPS in setting of priorities to ensure the grants support Colorado's homeland security needs and efforts.
- B. The Federal Fiscal Year (FFY) 2002-Department of Justice (DOJ) grant will remain with the Office of Preparedness, Security and Fire Safety (OPSFS). However, DOLA will review and monitor the grant and review the quarterly reports required by the grant prior to submission to ODP. Any changes in obligations or deliverables will be done in consultation with the Director of the OEM. The OPSFS will, by July 15, 2004, provide to the DOLA/OEM a full report and status of this grant to include, but not limited to:
 - 1. Expenditures and commitments
 - 2. Accomplishments and deliverables required within the DOJ grant.
 - 3. Any extensions being granted or considered.
- C. The FFY2002 Supplemental-Federal Emergency Management Agency (FEMA) grant will remain with the OPSFS. The OPSFS will by July 30, 2004 provide to the DOLA/OEM the final closeout report. The DOLA/OEM will have full access to all records related to this grant at anytime and to the Key Assets and Critical Infrastructure reports. OPSFS will provide to DOLA/OEM the annexes to the State Emergency Operations Plan in accordance with the FY02-FEMA Supplemental grant.

- D. By July 15, 2004, OPSFS will provide to DOLA/OEM copies of the Regional All-Hazards plans, either completed or in progress. All current or future plans, including the Weapons of Mass Destruction plans and the Terrorism Preparedness plans, will be shared between both agencies.
- E. By July 1, 2004, DOLA will provide to OPSFS the data elements and the specific IT requirements for information required in the DOLA Grants Management Database. The transfer of data will commence immediately upon execution of this MOU and include, a complete list of the sub-grantees and award amounts for the FFY02-DOJ, FFY02-FEMA Supplemental, the FFY03-State Homeland Security Grants (Part I and Part II) and the FFY03-Urban Area Security Initiative grant (UASI), and the FFY04-State Homeland Security Grant (SHSG). FFY04 SHSG includes all parts and programs: the SHSG program, the Law Enforcement Terrorism Prevention Program (LETPP), the Citizens Corp, and the UASI.
- F. Upon execution of this MOU, OPSFS will provide DOLA with a copy of the closeout report for the quarter ending June 30, 2004, end of state fiscal year, of all ODP grants.
- G. By July 1, 2004, both parties agree to provide the name/s of the individual/s responsible to accomplish the successful transfer of the grants administration.
- H. As of July 1, 2004 CDPS, the SAA for these grants, designates DOLA/OEM full administrative responsibility for all 2003 and 2004 ODP grants.
- I. Upon execution of this MOU, OPSFS will transfer all original documents from the ODP 2003 and 2004 grant to the DOLA. This includes all contracts, statement of grant award, award letter, all correspondence, and financial reports. OPSFS will have full access to these documents. The companion Interagency Agreement to this MOU will detail the transition of the 2003 and 2004 ODP grants, including the coding for the COFRS accounts, all applicable grant award provisions and any other administrative actions necessary and required. The Interagency Agreement shall also transfer the spending authority for the remaining balances (encumbered and uncommitted) of the

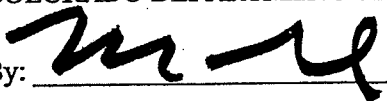
grants/programs described in part E.

- J. DOLA and CDPS will work expeditiously to accomplish the designation of DOLA as the federal POC and SAA as soon as possible
- K. The DOLA will notify all grantees of the change of grant administrator by letter upon receipt of the necessary information from CDPS.
- L. As of July 1, 2004 DOLA/OEM will assume full program administration responsibility for all 2003 and 2004 ODP grants. DOLA will be responsible for all program areas within the grants, including but not limited to: a) management and administration; b) planning; c) training; d) exercise; and e) equipment acquisition. DOLA will ensure coordination of the programs with the CDPS and other state and local agencies. DOLA will provide funds, upon availability within the grants, to CDPS for the Executive Director to fulfill his responsibility as Homeland Security Advisor to the Governor and for CDPS and OPSFS to meet their statutory and homeland security operational responsibilities for coordination of the overall Colorado homeland security effort.
- M. There is a provision within the Law Enforcement Terrorism Prevention Program (LETPP) for OPSFS to develop a Homeland Security Information and Analysis Center (HSIAC). By Friday July 30, 2004 OPSFS will provide to the Director of the OEM a draft application including scope of work, application and concept for the operation of the Homeland Security Information and Analysis Center (HSIAC) and the Special Compartmented Information Facility (SCIF). The scope of work shall include specific deliverables with a time line for accomplishing activities, names of project director, and associated costs for personnel and operating.
- N. FFY2003 SHSG – Critical Infrastructure Protection: By Friday July 30, 2004, OPSFS will provide the DOLA/OEM with a draft scope of work and application for Infrastructure Hardening. OPSFS will provide DOLA/OEM with the administrative procedures for reimbursement to eligible state and local agencies for the National elevated alert level. And OPSFS will provide DOLA with the ODP bulletins concerning the use of these funds for infrastructure hardening. OPSFS will provide DOLA/OEM with a copy of any documents regarding the expenditure of funds for this grant.

II. ADMINISTRATION:

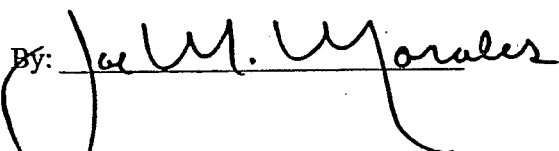
This Agreement shall take effect upon signature of the parties.

COLORADO DEPARTMENT OF LOCAL AFFAIRS

By: 

Date: 6.30.04

COLORADO DEPARTMENT OF PUBLIC SAFETY

By: 

Date: 6.30.04

OFFICE OF THE GOVERNOR

By: 

Date: 6/30/04

Memorandum of Understanding
Between the Colorado Department of Public Safety (CDPS) and the
Colorado Department of Local Affairs (DOLA)

THIS MEMORANDUM OF UNDERSTANDING (MOU), between the Colorado Department of Public Safety, hereinafter referred to as CDPS, and Colorado Department of Local Affairs, hereinafter referred to as the DOLA, represents a cooperative agreement between CDPS and DOLA;

WHEREAS, authority exists in the law and funds have been budgeted, appropriated, and otherwise made available and a sufficient uncommitted balance thereof remains available for encumbering and subsequent payment of this agreement under United States Department of Homeland Security (DHS), Office for Domestic Preparedness (ODP);

WHEREAS, the Governor's Office has directed the CDPS and DOLA to coordinate and accomplish the transfer of the federal fiscal year 2003 and 2004 State Homeland Security Grants (SHSG) programs from the CDPS to the DOLA by July 1, 2004; and

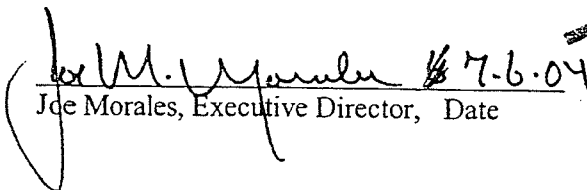
WHEREAS, the Governor's Office has directed the transfer of three (3 FTE) full-time employees from CDPS to DOLA for purposes of managing and administering the federal grants and all associated program areas.


NOW THEREFORE, it is hereby agreed that:

1. Deanna Erstad who is currently employed full time by CDPS, will continue to be funded as a full time classified employee.
2. Salaries for this employee will continue to be derived from the SHSG funds.
3. On July 1, 2004, Deanna Erstad will report for work to Tom Grier, Director of the Office of Emergency Management at 8:00 AM.
4. DOLA and CDPS Human Resource Directors will coordinate the proper paperwork related to the transfer of this employee in a timely manner to meet the payroll deadlines beginning Aug 1, 2004 or when funds have been transferred to DOLA, whichever is soonest.
5. The employee will transfer laterally with all benefits due to her including any pay for performance incentives, all sick and annual leave, and annual increases for which they are entitled.
6. DOLA and CDPS will work in concert to make this a professional and seamless transfer.
7. DOLA and CDPS agree this action is necessary for the efficient and effective management and administration of the SHSG funds and to carry forth the will of the Governor and goals of the National Homeland Security Strategy as well as the Colorado Homeland Security Strategy.
8. In order to provide for continuity and transferring all necessary documents, Deanna Erstad will have access to the CDPS local area network (LAN) until September 30, 2004.
9. This MOU shall be effective upon signatures of the parties.
10. This MOU embodies and confirms the agreement of the parties to perform the obligations agreed to in this MOU beginning July 1, 2004.

Colorado Department of Public Safety

Colorado Department of Local Affairs

 7-6-04
Joe Morales, Executive Director, Date

 6-30-04
Michael L. Beasley, Executive Director, Date

**Outline of Homeland Security Related Roles and Responsibilities of
The Department of Local Affairs (DOLA)
And
The Colorado Department of Public Safety (CDPS)**

Role / Responsibility	Agency		Relationships
SAA		DOLA	
Grant-related coordination with ODP		DOLA	
Grant management		DOLA	
Statewide Risk Assessment		DOLA	OPSFS has access to critical infrastructure data and provides assistance with threat data
State Homeland Security Strategy		DOLA	Derived from the Statewide Risk Assessment, a draft strategy will be sent to participants in the assessment for validation.
Primary State Contact for Homeland Security Grant and Policy Information		DOLA	
Best Practice Critical Infrastructure Protection	OPSFS		
Detection	OPSFS		
DEM response		DOLA	
Exercise and training		DOLA	Will collaborate with other agencies especially CRCPI to use existing training and exercise resources
Provide Warnings	OPSFS		Terrorism specific warnings are the responsibility of OPSFS. All other hazard warnings are the responsibility of DOLA
Assessing Vulnerabilities	OPSFS	DOLA	
Informing Policy Makers	OPSFS	DOLA	
Request Grant Funding from DHS		DOLA	
Request Grant Funding from DOLA	OPSFS		
Create relationships, protocols, and run the HSIAC	OPSFS		
Build-out the HSIAC		DOLA	
Create and Implement Terrorism Preparedness Plans	OPSFS		
Provide assistance with terrorism preparedness plans to state and local agencies	OPSFS		Coordinate with DOLA in meeting with regions
Provide oversight of terrorism preparedness plans	OPSFS		
Continuity of Government Plan		DOLA	
Adopt rules concerning the continuity of state government operations and provide advice and assistance related to compliance	OPSFS		Coordinate with DOLA - Must reflect the COG plans
Conduct Security Assessments	OPSFS		State assets. Coordinate with other appropriate agencies (e.g. DPA and OIT for cyber security assessment)

**Outline of Homeland Security Related Roles and Responsibilities of
The Department of Local Affairs (DOLA)
And
The Colorado Department of Public Safety (CDPS)**

Role / Responsibility	Agency	
SAA		DOLA
Grant-related coordination with ODP		DOLA
Grant management		DOLA
Statewide Risk Assessment		DOLA
State Homeland Security Strategy		DOLA
Primary State Contact for Homeland Security Grant and Policy Information		DOLA
Best Practice Critical Infrastructure Protection	OPSFS	
Detection	OPSFS	
OEM response		DOLA
Exercise and training		DOLA
Provide Warnings	OPSFS*	
Assessing Vulnerabilities	OPSFS	DOLA
Informing Policy Makers	OPSFS	DOLA
Request Grant Funding from DHS		DOLA
Request Grant Funding from DOLA	OPSFS	
Create relationships, protocols, and run the HSIAC	OPSFS	
Build-out the HSIAC		DOLA
Create and Implement Terrorism Preparedness Plans	OPSFS	
Provide assistance with terrorism preparedness plans to state and local agencies	OPSFS	
Provide oversight of terrorism preparedness plans	OPSFS	
Continuity of Government Plan		DOLA
Adopt rules concerning the continuity of state government operations and provide advice and assistance related to compliance	OPSFS	
Conduct Security Assessments	OPSFS	

* Terrorism Related