



THE COLORADO HOMELAND SECURITY STRATEGY

2019-2023

**DEVELOPED BY:
COLORADO DEPARTMENT OF PUBLIC SAFETY
DIVISION OF HOMELAND SECURITY AND
EMERGENCY MANAGEMENT (DHSEM)**

**COLORADO HOMELAND SECURITY AND
ALL-HAZARDS SENIOR ADVISORY COMMITTEE
(HSAC)**

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LETTER OF APPROVAL

Homeland Security and Emergency Management Stakeholders:

As the Chairman of the Homeland Security and All-Hazards Senior Advisory Committee (HSAC) and Director of the Division of Homeland Security and Emergency Management we are pleased to present the 2019-2023 Colorado Homeland Security Strategy (CHSS).

The main purpose of the CHSS is to ensure a prepared, safe and resilient Colorado. This document will enhance Colorado's capabilities in the five mission areas of Prevention, Protection, Mitigation, Response and Recovery; as well as the four additional functional areas of Training and Exercise, Planning, Cybersecurity and Preparedness. The CHSS will also guide Colorado's utilization of grant programs. The strategy implements an integrated and actionable framework that emphasizes the unity of purpose between state, local and federal governmental entities, non-governmental entities, and private sector stakeholders.

The 2019-2023 CHSS was built on the expertise and input from local, state, federal and private sector stakeholders and represents a whole community approach to planning for our future. With nearly 1,000 stakeholders involved in the development of this strategy through surveys, engagement meetings, professional association workshops and subject matter expert discussions from across nearly every sector and discipline engaged in this domain, we believe we have established an integrated and coordinated five-year roadmap for the safety and security of Colorado. We are committed to continuing to incorporate the expertise and participation of our numerous stakeholders from across the state as we move this plan forward.

As threats and hazards facing Colorado are ever changing, this CHSS will be reviewed annually and modified as necessary to ensure we are ready to address any new or emergent threat and hazards that might arise. We will also be reporting on the progress of these Goals and Objectives through the HSAC to ensure we hold ourselves accountable to accomplishing the identified tasks.

We remain committed to working together with all of our homeland security and emergency management partners to develop informed, educated, and motivated communities that are prepared for all-hazards events.

Sincerely,



Stan Hilkey, Executive Director, Colorado Department of Public Safety
Chair, Homeland Security and All-Hazards Senior Advisory Committee (HSAC)



Kevin R. Klein, Director, Division of Homeland Security and Emergency Management, Colorado Department of Public Safety
Colorado Homeland Security Advisor

OVERVIEW

The Colorado Homeland Security Strategy 2019-2023, (CHSS), establishes a statewide Homeland Security Strategy for the State of Colorado and its political subdivision, agencies, stakeholders, partners, and residents. The strategy provides broad, overarching direction and guidance for the implementation of an integrated Homeland Security program in Colorado. The goals, objectives, and tasks outlined within the strategy will enable Colorado to create and sustain prepared, resilient communities. The strategy implements an integrated framework that emphasizes the unity of purpose between government, non-governmental entities, and private sector stakeholders.

Homeland Security is inherently a multi-agency and multi-jurisdictional effort that focuses on all threats and hazards (technical, human-caused and natural) that could significantly impact Colorado. In general, local jurisdictions prepare for their potential threats and hazards, while State agencies must be prepared to assist with catastrophic events that exceed local capability. Effective public-private coordination is critical to the success of homeland security initiatives and is encouraged in many areas of this plan. Private sector participation is voluntary and government agencies must take all appropriate measures to safeguard private sector information.

The strategy has four sections: state descriptions and demographics; planning and effort; vision and scope; and CHSS goals and objectives.

Reporting entities are designated for each Strategic Goal and will be responsible for reporting progress to the Colorado Homeland Security and All-Hazards Senior Advisory Committee, (HSAC). Tasks are specific, measurable, attainable, results-focused, time-bound, and identify the entity that is responsible for its accomplishment. It is understood and acknowledged that in most cases, coordination is needed with other partners and stakeholders to accomplish the task.

Progress on the implementation of the 2019-2023 Colorado Homeland Security Strategy will be monitored through the HSAC. The CHSS will be reviewed annually and modified as needed. A full update of the CHSS will be completed in the fall of 2022.

THE STRATEGY HAS FOUR (4) SECTIONS

This section provides an overview of the state including a review of trends in current and emerging threats and hazards, vulnerabilities, and potential consequences.

This section describes the vision, scope, and focus of the CHSS.



This section describes the coordination for the development of the CHSS.

This section establishes goals, objectives, and tasks that represent the state's priorities for homeland security and emergency management over the next five years.

A prepared, safe and resilient Colorado!

COLORADO HOMELAND SECURITY STRATEGIC GOALS 2019 - 2023

GOAL ONE PREVENTION

Improve Colorado's ability to provide information and promote awareness of threats and hazards to avoid, prevent, or stop a threatened or actual event.

GOAL TWO PROTECTION

Protect and secure Colorado against all-hazards, including acts of terrorism.

GOAL THREE MITIGATION

Minimize the impact of natural or human-caused disasters by fostering a culture of community resiliency through proactive planning and programs.

GOAL FOUR RESPONSE

Enhance Colorado's ability to save lives, to protect property and the environment, and to meet basic human needs during all-hazards events.

GOAL FIVE RECOVERY

Enhance Colorado's ability and capability to recover from all-hazards incidents.

GOAL SIX TRAINING AND EXERCISE

Enhance Colorado's readiness through coordinated and integrated training and exercise programs.

GOAL SEVEN PLANNING

Develop coordinated and collaborative planning approaches for Colorado's readiness.

GOAL EIGHT CYBERSECURITY

Enhance Colorado's cybersecurity capability.

GOAL NINE PREPAREDNESS

Coordinate capabilities to prevent, protect against, respond to, and recover from all-hazards in a way that balances risk with resources and need.

STATE DESCRIPTION AND DEMOGRAPHY

STATE DESCRIPTION

The State of Colorado is made up of 64 Counties, 271 active incorporated municipalities (196 towns, 73 cities, two consolidated city and county governments), and the Ute Mountain Ute and the Southern Ute tribes.

Counties in Colorado are a political subdivision of the State Government and receive their authorities and powers through Title 30, Article 11, Section 101 of the Colorado Revised Statutes Powers of Counties. The governing bodies in Colorado Counties are a Board of County Commissioners who are elected by the populace of the county (except for the City and County of Denver and the City and County of Broomfield). One member of the Board of Commissioners is selected as the Chairperson for the Board.

Colorado municipalities operate under one of five types of municipal governing authority. Colorado has one town with a territorial charter, 160 statutory towns, 12 statutory cities, 96 home rule municipalities (61 cities and 35 towns), and two consolidated city and county governments (Denver and Broomfield).

Colorado is a Home Rule State, where municipalities are granted the ability to exercise local control of their individual governments. Colorado affords citizens of cities and towns who adopt a local charter (1) freedom from the need for State enabling legislation and (2)

protection from state interference in both local and municipal matters. Matters determined to be of statewide importance are controlled at the state level.

The CHSS recognizes the various levels of government authorities that exist within the counties, incorporated municipalities and sovereign tribes within Colorado. The CHSS accommodates these authorities by encouraging them to partner with the State of Colorado and utilize the goals, objectives and tasks of the strategy to improve homeland security and emergency management in their respective jurisdictions.

GEOGRAPHY

Colorado is located in the western United States, approximately 1,500 miles west of the Atlantic Ocean and 800 miles east of the Pacific Ocean. Wyoming borders Colorado to the north, Nebraska to the northeast, Kansas to the east, Oklahoma and New Mexico to the south, Utah on the west, and Arizona on the southwest corner. In 1876, Colorado was the 38th state to join the Union. It is the 8th largest state geographically and 21st most populous state in the United States. Colorado's shape is an almost perfect rectangle covering 104,094 square miles.¹

The elevation is one of the distinctive geographical features of Colorado; it is the nation's highest state with a mean average elevation of 6,800 feet. The State is dominated by the Rocky Mountains which run north/south through the State and separates the eastern flat high plains from the western broad river valleys, high plateaus, and rugged canyons. These mountains form the Continental Divide, separating the great watersheds of the United States into water emptying into the Pacific and Atlantic Oceans. Colorado has 54 peaks that reach 14,000 feet or higher and hundreds of mountains that reach elevations of 11,000 feet to 14,000 feet.

POPULATION

As of 2016, the State population was estimated at 5,540,545 people, with 4,478,000 people living in the metropolitan counties (Front Range), 744,925 people living in the mountain and Western Slope counties, and 317,620 people living on the Eastern Plain's counties. Statewide, Colorado's population has grown between 1.4 and 1.8 percent per year since 2012, or between 70,000-98,000 new residents each year. In 2015, Colorado's population distribution averaged approximately 52.42 persons per square mile.²

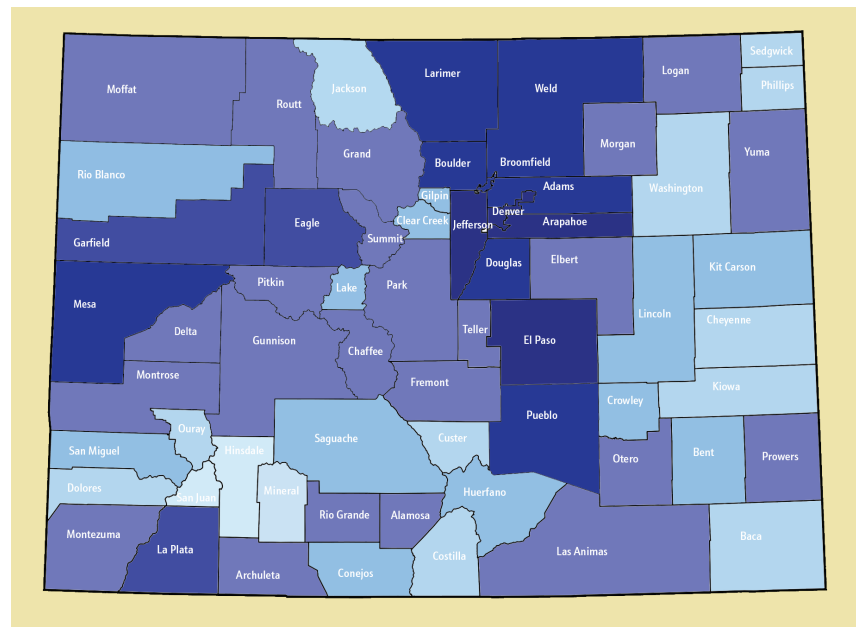
The City and County of Denver is the State's most populous county with an estimated 693,292 persons in 2016. Several other counties are estimated to have over 500,000 residents including El Paso (674,471), Arapahoe, and Jefferson. Mesa County is the most populous county of the Western Slope with nearly 150,000 residents.²

Colorado is forecast to grow in population to 6.8 million by 2030. The northern Front Range is the fastest growing region in the State with expected annual growth rates averaging 2.4 percent between 2010 and 2030. Comparatively, the expected growth rate statewide is 1.5 percent. The Western Slope is also expected to have above average growth rates, while the Central Mountains, Eastern Plains, and San Luis Valley are expected to continue growing similar to the national rate near one percent.³

ECONOMY

In 2017, the Colorado State Gross Domestic Product was estimated at \$342 billion.⁴ Colorado's main economic drivers are finance (banking, insurance and real estate), professional business services, government and government enterprises, manufacturing, technology, retail and wholesale trade, natural resources (mining, timber, natural gas, and oil), tourism, and agriculture.⁵

COLORADO POPULATION BY COUNTIES



Colorado Population by Counties (as of July 1, 2016)⁶

Key



1-Wikipedia, "State of Colorado"

2-U.S. Census Bureau, 2016 estimates

3-2018 Colorado State Hazard Mitigation Plan

4-Federal Reserve Bank, Economic Research

5-Colorado Office of Economic Development and International Trade

6-Mapsofworld.com, November 20, 2018

THREATS AND HAZARDS

Threat and hazard identification and the assessment of associated risks is a cornerstone for any homeland security strategy. It is a shared responsibility among the state and local communities.

Between 2008 and 2018, there were 73 State of Colorado disaster declarations as a result of wildfires, severe storms, flooding, landslides and mudslides; In that same time frame there were seven Federal Emergency Management Administration (FEMA) Major disaster declarations, 21 FEMA declarations for Federal Fire Management Assistance with wildfires and 51 USDA agricultural declarations as a result of drought, hail, excessive wind, excessive rain, and freezing temperatures. To date, Colorado has not received a federal declaration for criminal, terrorist acts or cybersecurity incidents. In February 2018, there was a State emergency declaration to activate the Colorado National Guard to support a cyberattack on a State agency. This declaration was the first time any state has taken such action.

Risk management begins with the identification and assessment of threats and risks. Several recurring efforts conducted at the state, regional and local levels are utilized to assess homeland security and all hazards risks to Colorado. These efforts include:

1 - The Hazard Identification and Risk Assessment (HIRA)

The Hazard Identification and Risk Assessment (HIRA) provides the factual basis for activities proposed in the strategy portion of a natural hazard mitigation plan. The purpose of the HIRA is to identify natural, technological, and human-caused hazards and to evaluate the risk they pose to the State of Colorado, the health and safety of its citizens, property, and economy. An effective risk assessment informs proposed actions by focusing attention and resources on the greatest risks. The four basic components of a risk assessment are: 1) hazard identification, 2) profiling of hazard events, 3) inventory of assets, and 4) estimation of potential human and economic losses based on the exposure and vulnerability of people, buildings, and infrastructure.

2 - Threat and Hazard Identification Risk Assessment (THIRA) and Stakeholder Preparedness Review

The U.S. Federal Emergency Management Agency's (FEMA's) Threat and Hazard Identification and Risk Assessment (THIRA) which informs the Stakeholder Preparedness Review (SPR) and is used at the State level, is a common risk assessment process that supports a community in identifying its natural, technological and human-caused threat and hazard risks, and capability requirements. The THIRA process helps communities understand how threats and hazards may challenge their ability to perform one or more of the core capabilities. The THIRA process helps a community determine the level of capability it plans to achieve to manage the threats and hazards it faces.

3 - Colorado Information Analysis Center (CIAC) Threat Prioritization Program (TPP)

The Colorado Information Analysis Center (CIAC) Threat Prioritization Program (TPP) prioritizes threat issues based on specific criteria that allow for intelligence resource allocation through the identification of human-caused hazards or threats. Unlike the THIRA and the HIRA, this threat matrix focuses less on capability building and more on the capability and intent of the threat to harm Colorado communities. This tool drives the State of Colorado intelligence production that assists our senior leaders in their decision-making process.

4 - Critical Infrastructure Vulnerability Assessments

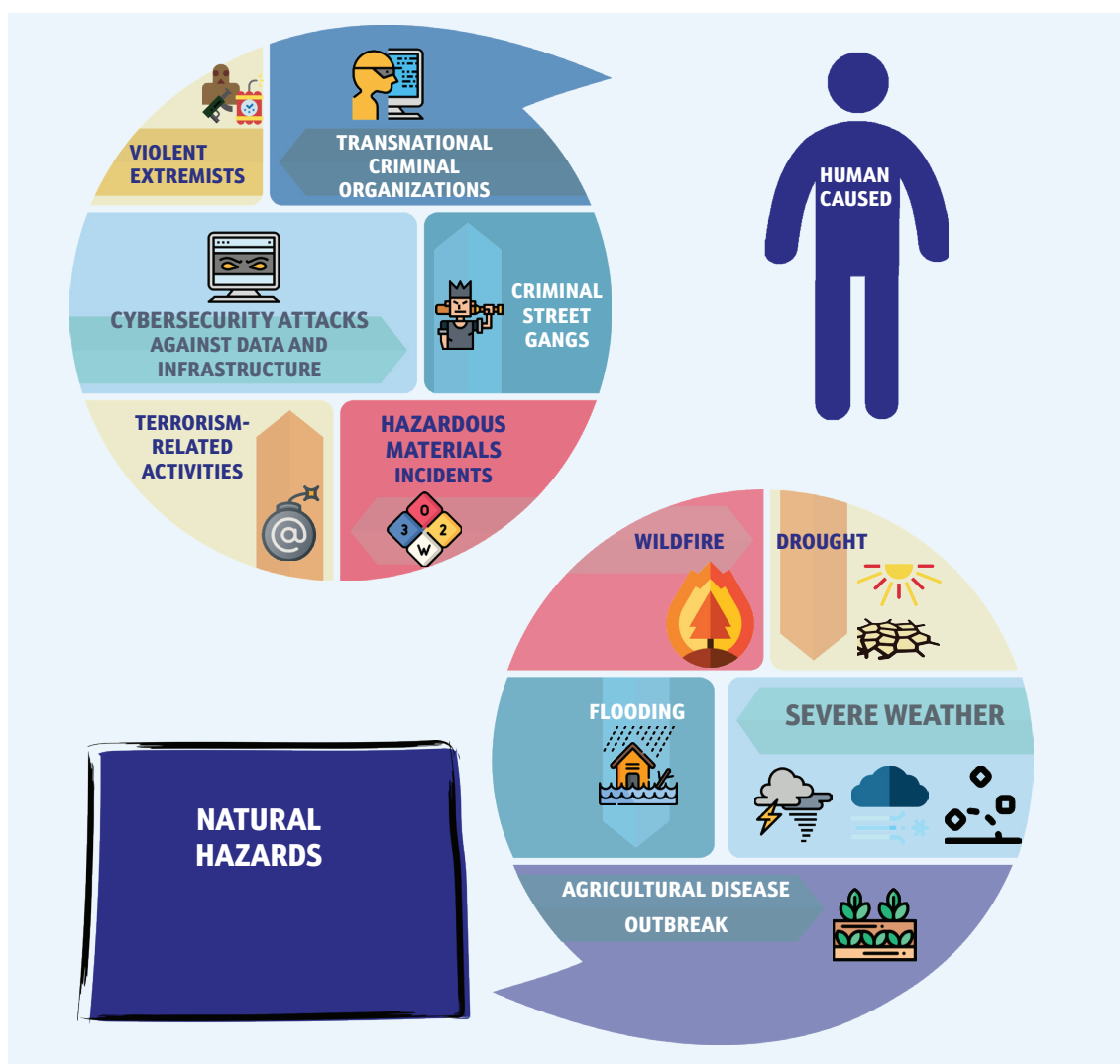
Vulnerability assessments of critical infrastructure conducted by the Department of Homeland Security and the CIAC Infrastructure Protection Team are vital to our private sector partners across the state. This unique Team fulfills the statutory requirement to protect public and private infrastructure by conducting on-site vulnerability assessments. This information allows the private sector, local, state, and federal partners to confidentially coordinate prevention, protection and mitigation efforts under the protection of federal authorities related to Protected Critical Infrastructure Information.

5 - Cybersecurity Vulnerability Assessments

In coordination with the Infrastructure Protection Team, the CIAC Cybersecurity Team conducts focused assessments which include targeted research and review of public and private network infrastructure and open source and classified risk exposure. This information is shared amongst a network of trusted and cleared private, local, state, and federal partners allowing for the free flow of information that will better enable the state of Colorado to protect our communities and organizations from cybersecurity related threats.

THREATS AND HAZARDS CONTINUED

THESE EFFORTS (PG 11) IDENTIFIED THE FOLLOWING THREATS AND HAZARDS OF MOST CONCERN FOR COLORADO:



THESE THREATS AND HAZARDS ALONG WITH POPULATION GROWTH AND COLORADO'S UNIQUE GEOGRAPHY CREATE CHALLENGES TO HOMELAND SECURITY, EMERGENCY MANAGEMENT, AND OVERALL PREPAREDNESS.

Over the last decade, Colorado experienced numerous and devastating natural hazards events. These events include severe flooding in 2013, which impacted 26 counties and caused billions of dollars in losses; the Waldo Canyon, Royal Gorge, Black Forest, Four Mile, and Spring fires; and various winter storms, devastating hail storms, tornadoes; and prolonged and severe drought. These hazards are interrelated and can potentially cause cascading effects that influence the severity of the hazard – for example, Colorado regularly experiences severe flooding following wildfires. Large-scale human-caused threats, while infrequent in Colorado, can also have devastating and cascading effects that reach farther than the affected jurisdiction.



The Colorado Homeland Security Strategy addresses these challenges using a whole community approach, prioritizing and focusing on areas of concern, and using partnerships to create appropriate capabilities to prepare for, prevent, protect against, mitigate, respond to and recover from the effects of the identified threats and hazards.

PLANNING

The Division of Homeland Security and Emergency Management, (DHSEM), is statutorily responsible for the development and update of a State strategy for homeland security and the HSAC is statutorily responsible for the annual review of the Strategy. In early 2017, the DHSEM in coordination with the HSAC commissioned the development of a new CHSS to replace the 2014 Homeland Security and All-Hazards Strategic Framework. The DHSEM and HSAC determined that the development and implementation of the new strategy would be a coordinated effort among the DHSEM, HSAC and homeland security and emergency management state and local stakeholders.

As part of this process, a CHSS Working Group was established and charged with developing an actionable strategy that reflected and engaged the needs and interests of the State of Colorado, local government and stakeholders representing various disciplines. The CHSS Working Group was made up of DHSEM personnel, HSAC member representatives representing a wide variety of homeland security and emergency management disciplines as well as other interested stakeholders. The new and updated CHSS takes a broader view and focuses on the critical elements of both homeland security and emergency management. The purpose of the CHSS Working Group was to assist in the development of the Strategy's critical goals, objectives, and actionable tasks. The working group members were responsible for keeping their constituencies informed on the progress of the CHSS.

CHSS WORKING GROUP SUCCESS FACTORS

BUY-IN AND PARTICIPATION

There is buy-in and participation at all levels of government and private sector, with measurable outcomes and responsibilities or accountabilities.

CLEAR DEFINITIONS

There are clear definitions that are meaningful and concise.

ACHIEVABLE TIME-FRAMES

There are time-frames set for accomplishments.

CONSISTENT GOALS

The CHSS is consistent with national goals and local goals, where applicable.

GOALS ARE ACHIEVABLE

Goals and objectives are realistic and achievable.

CLARITY OF MESSAGE

The CHSS is communicated to all stakeholders.

SOUND STRUCTURE

A formalized implementation structure is developed and implemented.

GOAL PLANNING

Goals and objectives are narrowly tailored to support the intent of the Strategy.

PRIORITIZE TASKS

Prioritize and organize tasks in order of their importance in order to accomplish the tasks effectively.

AND EFFORT

THE DEVELOPMENT OF THE CHSS INCLUDED

- CONDUCTING A STATEWIDE STAKEHOLDER SURVEY TO IDENTIFY PROBLEMS OR ISSUES THAT THE STATE STRATEGY SHOULD ADDRESS AS GOALS, ANALYZING DATA FOR THEMES, TRENDS AND POTENTIAL GOALS FOR THE STATE STRATEGY.
- CONDUCTING REGIONAL FOCUS GROUP MEETINGS WITH STAKEHOLDERS TO FURTHER CLARIFY THE SURVEY RESULTS AND IDENTIFY ANY OTHER AREAS OR ISSUES TO INCORPORATE INTO THE STATE STRATEGY, DEVELOPING THE CHSS WITH INPUT FROM THE STAKEHOLDERS AND CHSS WORKING GROUP.
- PRESENTING THE CHSS TO THE HOMELAND SECURITY ADVISOR AND HSAC FOR REVIEW AND APPROVAL.



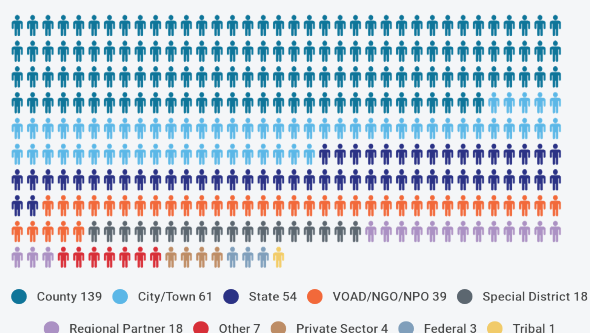
PLANNING AND EFFORT

In October 2017, a statewide stakeholder survey was conducted with the goal of identifying gaps and vulnerabilities that were the most critical in their jurisdiction or region.

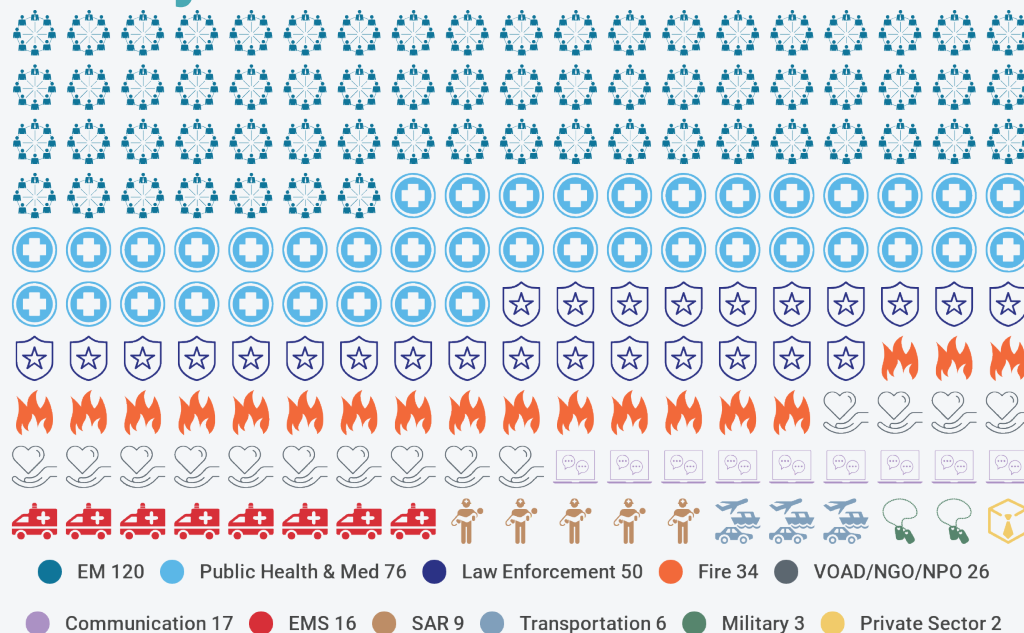
This survey was part of a multi-step planning process, which included gathering critical input from stakeholders through regional meetings.

Three hundred individuals from a wide variety of disciplines completed the survey.

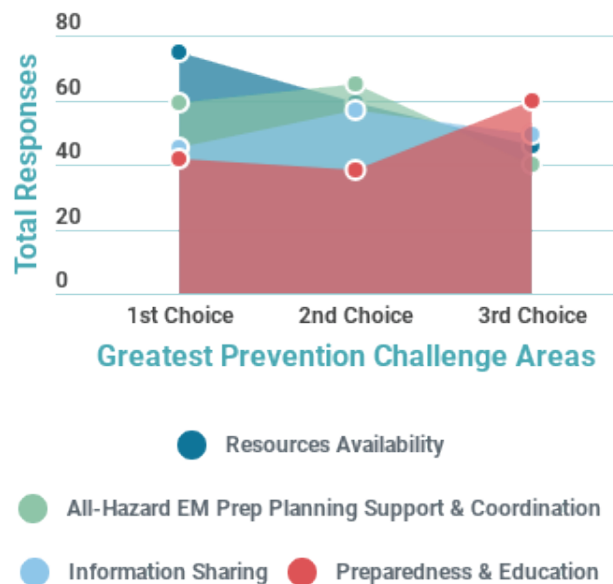
300 RESPONDENTS GOVERNMENT LEVEL OR TYPE OF ORGANIZATION



300 RESPONDENTS JURISDICTION OR DISCIPLINE

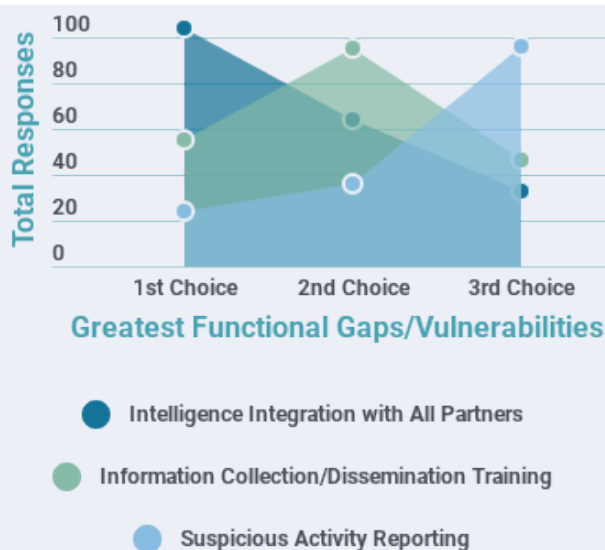


The survey respondents prioritized the following challenges and gaps in their jurisdiction or discipline.



Prevention:

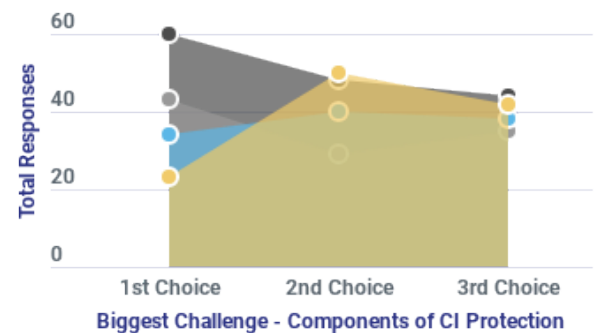
- Resource availability
- All-hazards planning support and coordination
- Information sharing
- Intelligence integration with partners- state level to local level
- Information Collection and Dissemination training
- Cybersecurity



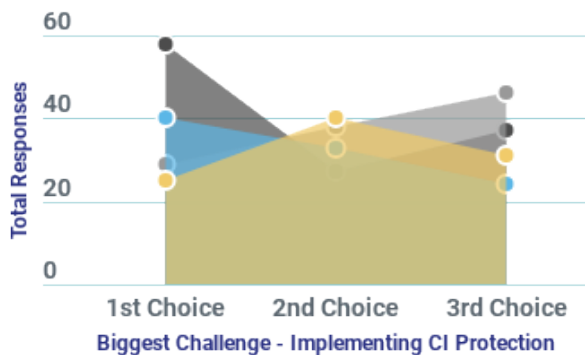
SURVEY RESPONSES

Protection:

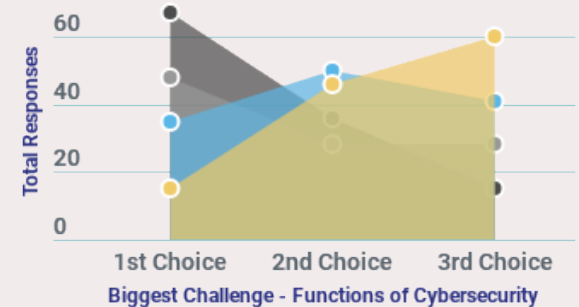
- Understanding and addressing critical infrastructure risks
- Information sharing with Critical Infrastructure partners
- Building partnerships with Critical Infrastructure partners
- Identification and inventory of Critical Infrastructure
- Cybersecurity



- Impl. Protective Measures for the Id CI Assests
- Id of the Inventory of CI
- Building Partnerships with Private Sector CI Owners
- Measuring Effectiveness of Protection Measures

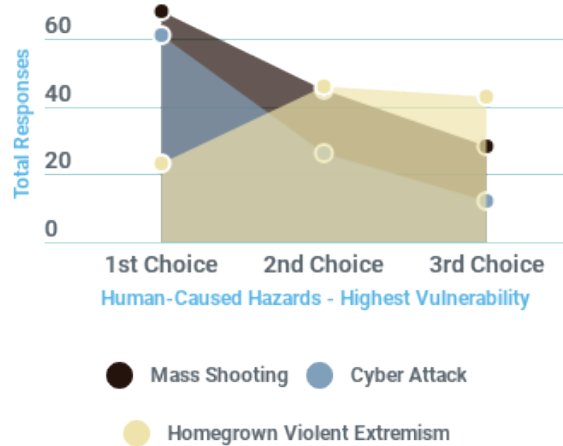


- Understanding/Addressing Risks from CI Sectors
- Info Sharing across the CI Community
- Building Partnerships with CI Partners
- Id & Plan for 2nd & 3rd Order Effects for CI Loss



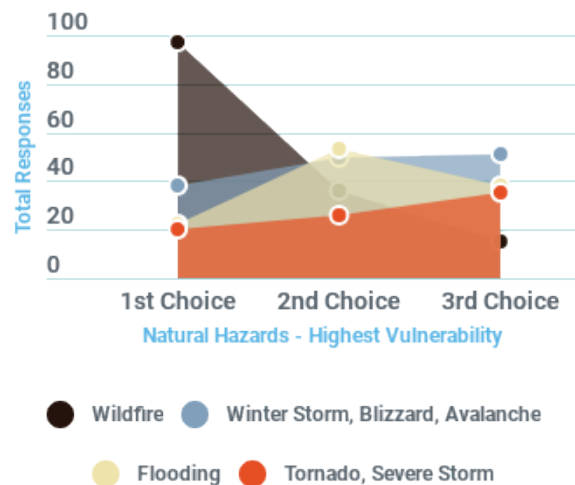
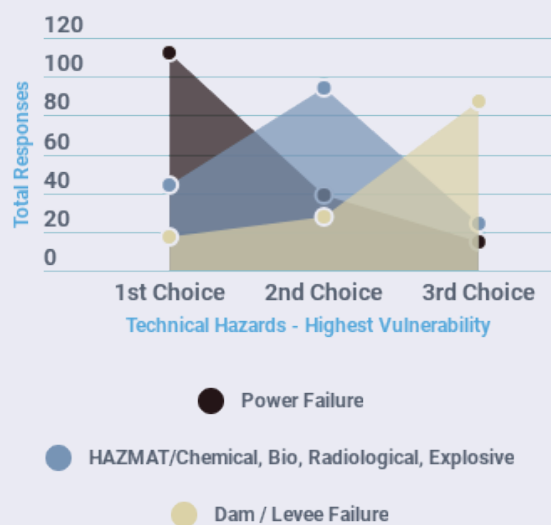
- Protection by Developing and Impl. Safeguards
- Develop & Impl. Activities to Maintain Plans for Resilie...
- Detection by Dev. & Impl. Activities to Id Occurrences
- Dev. & Impl. Activities to take Action

GAPS AND CHALLENGES



Mitigation:

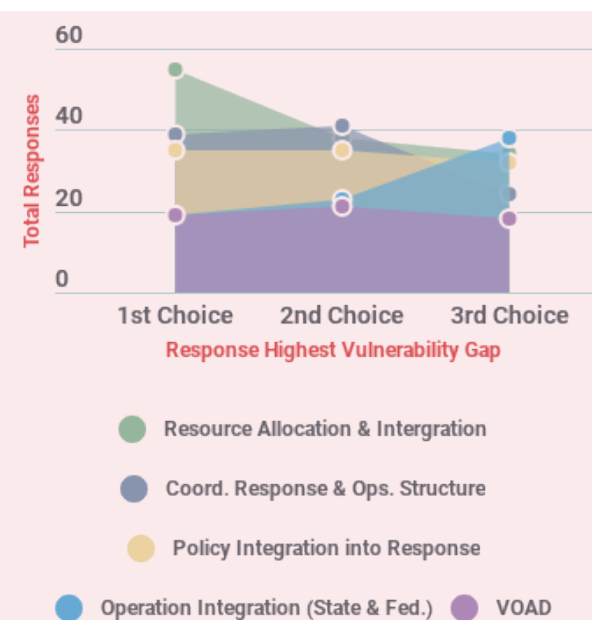
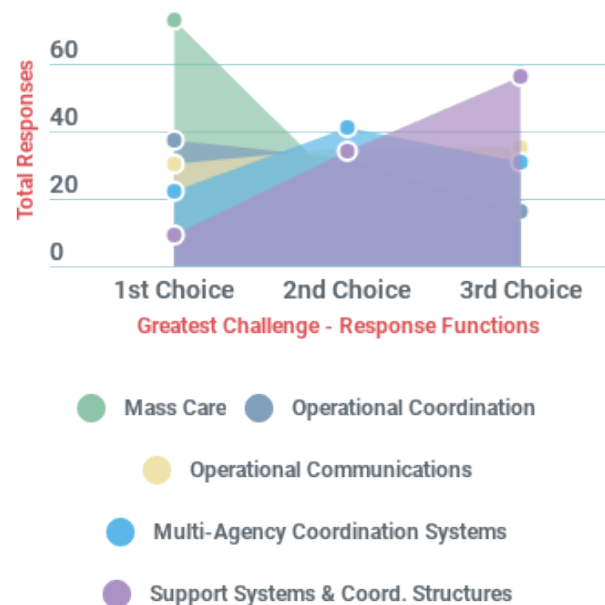
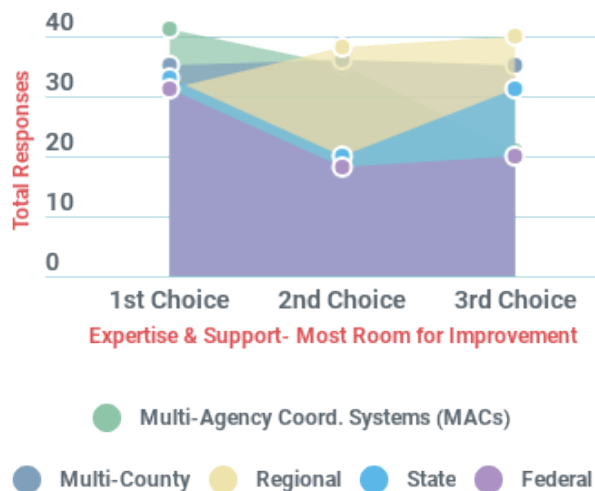
- Lack of strategies to minimize the impacts of single points of failure- energy, transportation, and communications.
- Mass shooting
- Wildfire
- Mitigation funding, including cost shares
- Homegrown violent extremism, including anti-government groups



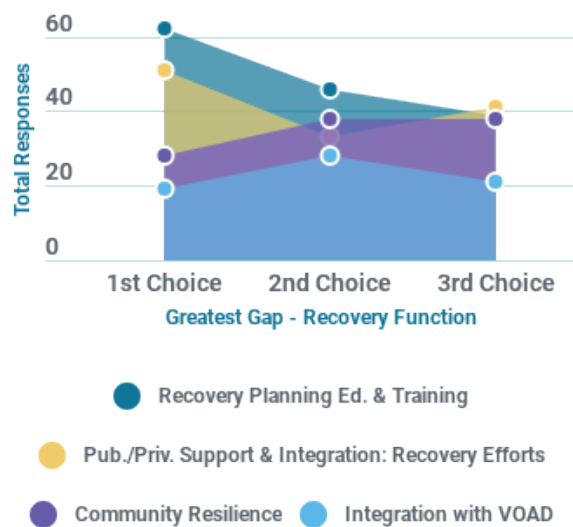
SURVEY RESPONSES

Response:

- Mass care and sheltering planning (lack of)
- Operational coordination
- Operational communications and interoperability (intrastate and interstate)
- Cybersecurity
- Resource allocation and integration
- Coordinated response and operational structure
- Policy integration
- Access and Functional Needs and other vulnerable populations
- Alerts and warning

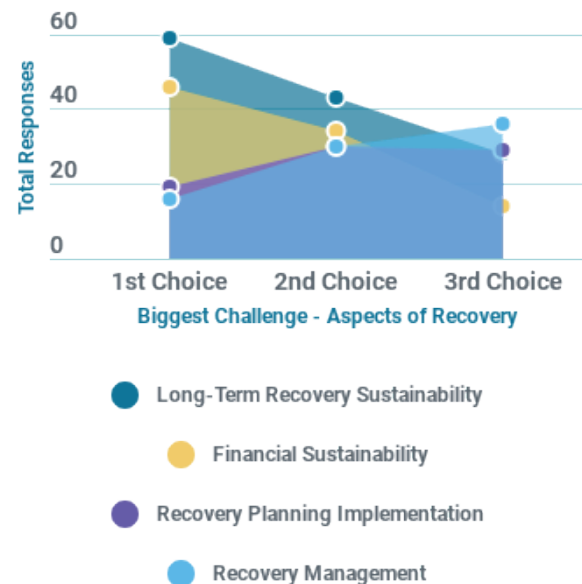
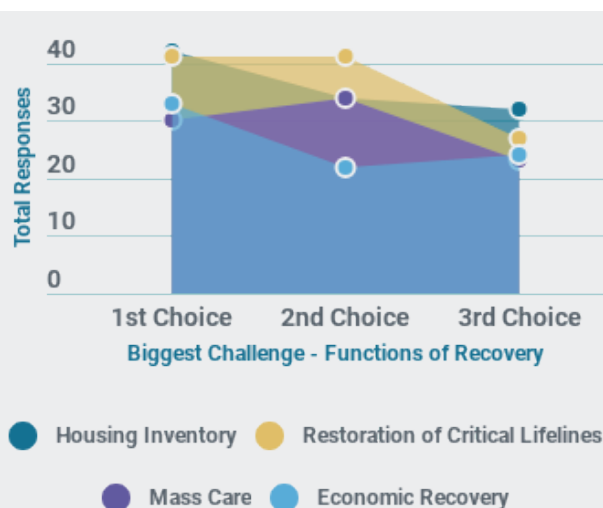


GAPS AND CHALLENGES



Recovery:

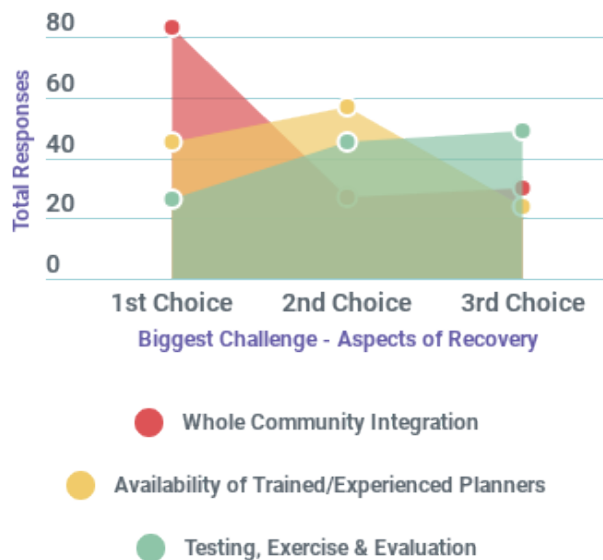
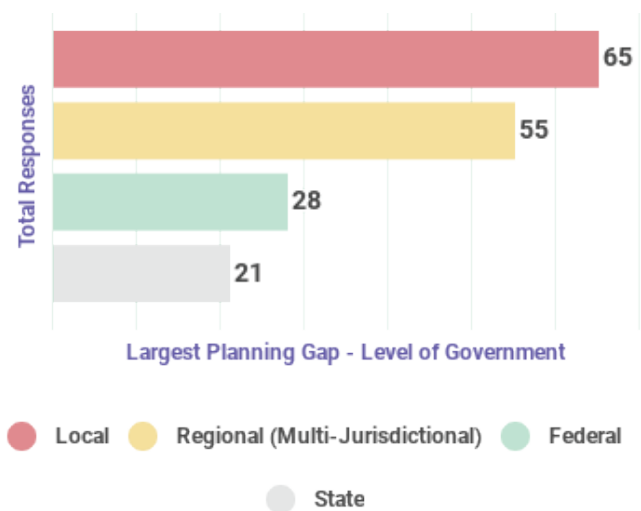
- Housing inventory
- Restoration of critical lifelines
- Long-term recovery and sustainability
- Recovery staffing
- Recovery planning, education, and training
- Public/ Private recovery integration
- Volunteer Organizations Active in Disaster's (VOAD) integration into recovery



SURVEY RESPONSES: GAPS AND CHALLENGES

Planning:

- Resources-lack of staff, funding, and time
- Stakeholder coordination
- Integrated Planning across mission areas.
- Training and exercise
- Grant requirement alignment
- State agency planning coordination for locals
- Local planning- Gaps in whole community planning, training and exercise
- Regional Planning



PLANNING AND EFFORT

STAKEHOLDER ENGAGEMENT

From December 2017 through March of 2018, a total of seventeen external stakeholder meetings were conducted to gather additional input and data from our local stakeholders and partner disciplines. Twelve external stakeholder meetings were conducted with local government officials, first responders and private sector partners in the nine All-Hazards Regions. Five stakeholder engagement meetings were conducted with professional organizations representing homeland security and emergency management functions in Colorado.

The stakeholder engagement meetings were conducted using the S.W.O.T. Strengths, Weaknesses, Opportunities and Threats framework to gather additional information on capabilities and vulnerabilities and to validate the results of the statewide stakeholder survey. The goals and objectives in the CHSS are the results of the stakeholder survey results, stakeholder engagement meetings, and a review of other threat and hazard assessments conducted by the State.

The goals and objectives in the CHSS are the results of:

- The stakeholder survey results
- The stakeholder engagement meetings
- A review of other threat and hazard assessments conducted by the State





VISION AND SCOPE

VISION

Colorado will be recognized as having communities that are the most resilient in the nation; integrating public safety, community partners and residents; resulting in informed, educated, motivated communities prepared for all hazard events.

Vision Outcome:
A prepared, safe and resilient state.

SCOPE

This Strategy provides a high-level, measurable, and coordinated, multi-year strategy for the State's efforts to prevent, protect against, mitigate the effects of, respond to, and recover from all-hazards incidents, including acts of terrorism. The CHSS takes a whole community approach, which includes State agencies, local governments, tribal nations, private sector entities, and the public at large. 'State' is an inclusive term for all stakeholders in Colorado's Homeland Security program including all governmental, non-governmental, private sector entities as well as the citizens of Colorado.

Responsibility for the implementation of this strategy rests with the Executive Director of the Colorado Department of Public Safety (CDPS), the Homeland Security Advisor (HSA) and the heads of other State agencies and entities vested with responsibilities within the strategy. All State agency partners who have a responsibility within the CHSS will be asked to develop individual actionable work plans to support the overall strategy and guide their priorities and efforts. The State also encourages the voluntary cooperation of the private sector and local jurisdictions in furthering this strategy.

This strategy will be integrated into grant guidance requirements for state and local jurisdictions that receive funding through the State and Federal preparedness grant programs.



FOCUS

There are five mission areas identified within the

National Preparedness Goal:

1. **PREVENTION**
2. **PROTECTION**
3. **MITIGATION**
4. **RESPONSE**
5. **RECOVERY**

FOCUS


























THIS STRATEGY FOCUSES ON STRENGTHENING COLORADO'S CAPABILITIES WITHIN THE FIVE MISSION AREAS IDENTIFIED WITHIN THE NATIONAL PREPAREDNESS GOAL




















LIKEWISE, THE CHSS GOALS AND OBJECTIVES SUPPORT FOUR FUNCTIONAL AREAS OF PLANNING, TRAINING AND EXERCISE, CYBERSECURITY, AND PREPAREDNESS.



THIRTY-TWO NATIONAL CORE CAPABILITIES

		PREVENTION	PROTECTION	MITIGATION	RESPONSE	RECOVERY
Planning	1					
Public Information and Warning	2					
Operational Coordination	3					
Intelligence and Information Sharing	4					
Interdiction and Disruption	5					
Screening, Search, and Detection	6					
Forensics and Attribution	7					
Access Control and Identity Verification	8					
Cybersecurity	9					
Physical Protective Measures	10					
Risk Management for Protection Programs and Activities	11					
Supply Chain Integrity and Security	12					
Community Resilience	13					
Long-Term Vulnerability Reduction	14					
Risk and Disaster Resilience Assessment	15					
Threats and Hazards Identification	16					

ORGANIZED BY THE FIVE MISSION AREAS⁸

PREVENTION	PROTECTION	MITIGATION	RESPONSE	RECOVERY
				
				17 Critical Transportation
				18 Environmental Response, Health and Safety
				19 Fatality Management Services
				20 Fire Management and Suppression
				21 Logistics and Supply Chain Manager
				22 Mass Care Service
				23 Mass Search and Rescue Operations
				24 On-Scene Security, Protection, & Law Enforcement
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SECTION FOUR

Colorado Homeland
Security Strategy

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COLORADO HOMELAND SECURITY STRATEGY

Following is Colorado's Homeland Security Strategy, developed over the last twelve months with input from local, state, federal and private partners.

This Section includes the full strategy, including the tasks, measures, responsible agencies and reporting entities.

Reporting of status of tasks and accomplishments of objectives will be through the HSAC.

SECTION FOUR

Colorado Homeland
Security Strategy

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GOALS AND OBJECTIVES

Prevention

GOAL 1

Improve Colorado's ability to provide information and promote awareness of threats and hazards to avoid, prevent, or stop a threatened or actual event.

Reporting Entity:

HSAC Information Sharing Subcommittee

Objective 1.1 - Establish a strategic and collaborative statewide information and intelligence sharing system between State, federal, local, tribal and private sector that reduces the threat of terrorism and criminal acts.

- **Task 1.1.1:** By December 2019, the CIAC in coordination with state, local and federal partners, will evaluate the current status of statewide information and intelligence sharing through the utilization of surveys, workshops, and other feedback gathering methods to assess the efficacy of the current system and, develop and implement a strategy based on best practices, focused on end-user needs to enhance sharing among State, federal and local agencies.
- **Task 1.1.2:** By December 2019, the CIAC will improve the value of the Terrorism Liaison Officer (TLO) Program for state and local stakeholders through a review of current standards and best practices, identifying gaps to develop and implement a strategic approach for the TLO Program that will support information sharing and increase the engagement and participation level of TLO's across the state.
- **Task 1.1.3:** By February 1 of each year, the CIAC will submit a report to the HSAC that tracks and analyzes the number and type of Suspicious Activity Reports (SAR) submitted to the CIAC that includes analysis of trends and recommendations for improvement.

Objective 1.2: Develop and enhance partnerships between State, local and federal agencies; and private sector partners, to collect, analyze and timely disseminate relevant information and intelligence to appropriate stakeholders on high risk violent extremist groups operating in Colorado.

- **Task 1.2.1:** By September 2019, the CIAC will develop and regularly disseminate to local law enforcement, private sector partners and public safety leadership, informational bulletins and strategic intelligence culminating in a semiannual report on national trends for violent extremists operating in Colorado.
- **Task 1.2.2:** By September 2019 and annually after that, the CIAC will develop and disseminate a reference guide for local law enforcement on violent extremist groups operating in Colorado to include effective practices for preventative measures.

GOALS AND OBJECTIVES

GOAL 2

Reporting Entity:

HSAC Private Sector Subcommittee

Colorado Department of Agriculture

Colorado School Safety Resource Center

Note: For Objectives 2.1 and 2.2, the term Critical Infrastructure refers to these five Critical Infrastructure sectors.

- **Communications:** Telephone (Landline and cellular), public safety radio, and data.
- **Energy:** Electricity generation and transmission, natural gas transmission, propane, and vehicle fuels (Point of sale).
- **Health and Medical:** Hospitals, urgent care facilities, nursing homes, dialysis facilities
- **Transportation:** Roadways (tunnels and bridges), rail (tunnels and bridges), transit (bus, light rail, commuter rail), and airports.
- **Water:** Potable water purification and delivery, wastewater and sewer, agricultural water and delivery, water storage (dams/ reservoirs).

Protection

Protect and secure Colorado against all hazards, including acts of terrorism.

Objective 2.1 - Colorado's Critical Infrastructure is identified and through a public and private partnership, recommended protective measures are developed.

- **Task 2.1.1:** By December 2019, the CIAC will develop an educational program related to protective measures and mitigation practices, to be delivered at least two times per year to private and public sector partners that own critical infrastructure.
- **Task 2.1.2:** By June 2020, the CIAC in coordination with local, state, and federal partners will develop an inventory of state-owned critical infrastructure and disseminate the inventory to appropriate emergency management personnel. This data will be utilized in the next State Threat and Hazard Identification and Risk Assessment (THIRA) and Stakeholder Preparedness Review (SPR).
- **Task 2.1.3:** By June 2020, the CIAC, in coordination with local and federal partners, will develop a template for the identification and cataloging of local critical infrastructure for use in improving emergency management situational awareness and consequence management.
- **Task 2.1.4:** By January 2021, the CIAC will provide education and training for identification and cataloging of critical infrastructure to each of the nine all-hazards regions, to assess the baseline number of jurisdictions that already have their critical infrastructure inventoried and develop a strategy to reach the jurisdictions that have not yet cataloged their critical infrastructure.
- **Task 2.1.5:** By January 2022, the CIAC, in coordination with local and federal partners, will develop and publish a methodology to prioritize critical infrastructure within Colorado based on the consequences of disruption of critical infrastructure sites, including their dependent facilities as a result of All-Hazard incidents.

GOALS AND OBJECTIVES

Protection

GOAL 2

Reporting Entity:

HSAC Private Sector Subcommittee

Colorado Department of Agriculture

Colorado School Safety Resource Center

Objective 2.2 - Develop strategies, in conjunction with private and public sector partners, to reduce the potential impact of all hazards incidents on Critical Infrastructure.

- **Task 2.2.1:** By June 2023, the CIAC, in coordination with local and federal partners, will identify key consequences of critical infrastructure disruption, produce a guide of critical interdependencies of infrastructure and provide a report to the HSAC with recommendations for improving disaster consequence management.



GOALS AND OBJECTIVES

GOAL 2

Protection

Continued

Reporting Entity:

HSAC Private Sector Subcommittee

Colorado Department of Agriculture

Colorado School Safety Resource Center

Objective 2.3 - Improve the ability of the agricultural Critical Infrastructure sector to protect Colorado's agricultural resources.

- **Task 2.3.1:** By December 2019, the Colorado Department of Agriculture (CDA) will develop an Agriculture Sector education strategy to educate producers, processors, State and local agencies, and emergency management on agricultural disaster protection and preparedness. Annually, the CDA will provide three educational deliveries to State and local jurisdictions on Agriculture Sector and emergency management, and five educational deliveries to agricultural producers/ processors on emergency management.
- **Task 2.3.2:** By June 2020, the CDA in conjunction with the DHSEM, will develop and implement an intra- and interstate information sharing strategy for Agriculture Sector partners, for responding to agricultural disease outbreaks and annually exercise the effectiveness of that strategy.
- **Task 2.3.3:** By January 2021, the CDA in conjunction with the DHSEM will implement a comprehensive Agriculture Sector Liaison Program to connect the agricultural sector to emergency management at the State and local level. The Liaison Program will consist of eight planning efforts at the State and local levels to incorporate agriculture sector and emergency management partners. The outcomes will be to identify and credential at least two Agriculture Liaisons per All-Hazards region to serve in the Incident Command System structure, county EOC, for incidents affecting Agriculture sector; and conduct six planning efforts with Colorado State University (CSU), Extension agents to engage and integrate CSU Extension agents into local EOCs to serve as Emergency Support Function #11, (ESF #11).

Objective 2.4 - Improve educational institution readiness and preparedness to respond to and recover from all-hazards incidents.

- **Task 2.4.1:** By June 2020, the Colorado School Safety Resource Center, (CSSRC), will conduct a survey of colleges, charter schools and private educational facilities to determine gaps in safety and develop a report with recommendations for improvement disseminated to stakeholders and the HSAC.
- **Task 2.4.2:** By December 2021, the CSSRC will work with educational institutions to develop guidance, effective practices, and other resource materials to assist them in improving overall preparedness and readiness. Improvements will be reported through the annual CSSRC survey and presented to the HSAC on an annual basis.



Mitigation

GOAL 3

Minimize the impact of natural or human-caused disasters by fostering a culture of community resiliency through proactive planning and programs.

Objective 3.1 - Minimize the loss of life and personal injury from all-hazard events.

Reporting Entity:

Division of Homeland Security and
Emergency Management

Department of Local Affairs

- **Task 3.1.1:** By December of 2019, the DHSEM will receive approved enhanced status from FEMA for the State Hazard Mitigation Plan to improve the State's ability to leverage federal dollars for state and local disaster assistance.
- **Task 3.1.2:** By June 2022, the State Hazard Mitigation Team (SHMT), will refine what constitutes a mitigation responsibility for state agencies, identify agency gaps in related capabilities, and report findings to the appropriate division or office to increase State government mitigation capabilities. This information will be included in the Enhanced State All-Hazard Mitigation Plan.
- **Task 3.1.3:** As directed by each plan, the responsible agency will implement the mitigation actions identified consistent with the timelines approved in the following plans:
 - 2018 Colorado Drought Mitigation and Response Plan
 - 2018 Colorado Flood Mitigation Plan
 - 2018 Natural Hazards Mitigation Plan
 - 2019 Enhanced State All-Hazard Mitigation Plan
 - 2015 Colorado Resiliency Framework

Objective 3.2 - Increase the resiliency of Colorado's communities through long-term coordinated strategic efforts between local, State, and federal government; non-profit organizations; the private sector; community groups; and individuals.

- **Task 3.2.1:** By June 2022, the Department of Local Affairs (DOLA) will establish a survey to determine a baseline number of counties and municipalities which currently have mitigation and resilience processes built into their local land use plans, policies, and codes. Once determined, DOLA will develop a strategic approach through workshops, expert assistance, tools, and guidance to increase the number of local jurisdictions that integrate hazard mitigation and resilience into local land use plans, policies, and codes. DOLA will report annually to the HSAC on results of these efforts.
- **Task 3.2.2:** By December 2022, State agencies participating in the Colorado Resiliency Working Group will incorporate resilience criteria into state investment and operations programs.
- **Task 3.2.3:** By January 2023, the DOLA will provide available hazard and risk data to State and local jurisdictions to assist in integrating this data into plans, project designs, and investment decisions at the local and State level.

GOALS AND OBJECTIVES

GOAL 4

Reporting Entity:

HSAC Public Safety
Communications Subcommittee

HSAC Access and
Functional Needs Subcommittee

HSAC Resource Mobilization Subcommittee

Division of Homeland Security
and Emergency Management

Division of Fire Prevention and Control

Colorado Department of Public Health
and Environment

Response

Enhance Colorado's ability to save lives, protect property and the environment, and meet basic human needs during all-hazards events.

Objective 4.1 - Improve timely communications in support of security, situational awareness, and operations during all-hazards incidents, among and between affected communities.

- **Task 4.1.1:** By December 2020, the DHSEM will include exercising of primary and backup emergency communications capabilities in at least one statewide exercise annually.
- **Task 4.1.2:** By December 2021, the DHSEM through the Statewide Interoperability Coordinator (SWIC), will update a comprehensive statewide Interoperability Communications Plan to encompass all forms of communication systems and public/ private partnerships through identification of and recommendations related to public safety radio and data coverage gaps and regional tactical interoperable communications field guides.
- **Task 4.1.3:** By June 2022, the DHSEM through the SWIC will propose for consideration, interstate communications agreements with Wyoming, Nebraska, Kansas, Oklahoma, New Mexico, and Utah.
- **Task 4.1.2:** By December 2023, the DHSEM through the SWIC and in conjunction with local and state partners will develop and implement a bi-annual exercise for regional TIC-Plans (Tactical Interoperable Communications Plans) and develop a minimum of two "Plug and Play" communications exercises for use by any jurisdiction.

Objective 4.2 - Improve the use of an integrated, unified and coordinated operational approach to all-hazards incidents.

- **Task 4.2.1:** By June 2019, the DHSEM will establish and implement a formal method to deploy personnel to support local emergency operations centers during a local emergency or disaster incidents.
- **Task 4.2.2:** By January 2020, the DHSEM and the Division of Fire Prevention and Control (DFPC) in coordination with the IMT HSAC Subcommittee will evaluate IMT deployments over the last two years for effectiveness and areas of improvement. Develop an action plan to better integrate available incident management teams, (IMT), into appropriate State and local planning and exercise efforts to sustain proficiency of the teams.
- **Task 4.2.3:** By January 2020, the DHSEM and the DFPC will conduct a comprehensive evaluation of 2017 and 2018 disaster events to determine gaps or challenges related to coordination between the State Emergency Operations Center (SEOC) and local emergency operations centers and incident command coordination during initial response. From the evaluation, the DHSEM and the DFPC will implement an improvement plan that includes written protocols, processes, and exercises to address the identified gaps or challenges.



GOALS AND OBJECTIVES

Response

GOAL 4

Objective 4.3 - Improve the ability of State and local jurisdictions, to rapidly deploy and receive critical resources during an all-hazards incident.

- **Task 4.3.1:** By December 2020, the HSAC Resource Mobilization Subcommittee, will implement an updated State Resource Mobilization Plan that streamlines the ability to mobilize, dispatch, accept, stage and demobilize resources and includes at a minimum, an automated Colorado Resource Rate Form (CRRF). The effectiveness of the Plan will be exercised annually by the SEOC.
- **Task 4.3.2:** By June 2020, the DHSEM will work with local jurisdictions to establish a baseline number of counties that have updated mutual aid agreements for fire, law enforcement, and public works response. Once the baseline number is determined, the division will develop a strategy to increase the number of jurisdictions with updated mutual aid agreements.
- **Task 4.3.3:** By June 2023, the DHSEM, DFPC, Colorado Department of Public Health and Environment (CDPHE) and Colorado Department of Human Services (CDHS), will develop an annual review of current pre-incident contracts (for their partner disciplines) executed for consequence management, equipment and staffing needs, and identify gaps. A report will be provided to the partner disciplines and updates made to WebEOC.

Objective 4.4 - Improve and strengthen mass care and sheltering capabilities in Colorado through a whole community approach by leveraging public, private and non-profit sector partnerships.

- **Task 4.4.1:** By January 2021, the CDHS will establish a baseline level of mass care equipment that is consistent with National Fire Protection Association (NFPA) 1616 across the State and develop a long-term plan to build to this baseline.
- **Task 4.4.2:** By August 2021, the DHSEM in collaboration with the CDHS and the CDPHE will incorporate mass care and sheltering functions that are consistent with NFPA 1616, into a minimum of one (1) State-level exercise annually ensuring needed resources are identified to perform mass care functions effectively.
- **Task 4.4.3:** By December 2021, the CDHS in collaboration with the CDPHE and the DHSEM will develop an educational curriculum for State and local elected officials on mass care and sheltering responsibilities and requirements that are consistent with NFPA 1616 standards and deliver a minimum of four educational deliveries annually.

GOALS AND OBJECTIVES

GOAL 4

Reporting Entity:

HSAC Public Safety

Communications Subcommittee

HSAC Access and

Functional Needs Subcommittee

HSAC Resource Mobilization Subcommittee

Division of Homeland Security
and Emergency Management

Division of Fire Prevention and Control

Colorado Department of Public Health
and Environment

Response

Continued

Objective 4.4 - Continued

- **Task 4.4.4:** By January 2022, the DHSEM in collaboration with the CDHS will identify key private sector food distribution providers to establish a baseline of food distribution providers in the State and assist in coordinating response plans. The identified food distribution providers will register with the Colorado Business Emergency Operations Center (COBEOC).

Objective 4.5 - Improve State and regional support to local jurisdictions who may experience a mass casualty incident beyond their local capability.

- **Task 4.5.1:** By January 2020, the CDPHE will work with the Regional Emergency Medical and Trauma Services Advisory Councils (RETAC) and Healthcare Coalitions to identify mass casualty planning gaps and implement an improvement plan.
- **Task 4.5.2:** By April 2020, the CDPHE will conduct a review of the statutory provisions related to RETAC and report findings to the HSAC of any recommended statutory changes to improve the program.

Objective 4.6 - Facilitate communication and operational coordination between the private sector and the SEOC during a disaster, emergency or a planned special event.

- **Task 4.6.1:** By March 2019, the DHSEM will implement a COBEOC that includes a two-way information sharing system between the private and public sector. The effectiveness of the COBEOC will be tested annually through one Table Top Exercise (TTX) and one functional exercise that includes relevant private and public sector partners and written findings with actionable improvement plans.

GOALS AND OBJECTIVES

Recovery

Enhance Colorado's ability and capability to recover from
all-hazards incidents.

GOAL 5

Reporting Entity:

Division of Homeland Security and
Emergency Management
Department of Local Affairs

Objective 5.1 - Improve Colorado's capability to sustain short and long-term recovery.

- **Task 5.1.1:** By December 2020, the DHSEM and the DOLA will work jointly to update the State recovery plan to address short and long-term recovery priorities, provide guidance for restoration of identified critical functions, services and programs, vital resources, facilities, and infrastructure to an affected area.

Objective 5.2 - Enhance State and local capability to sustain the economic base and drivers.

- **Task 5.2.1:** By January 2020, the DHSEM in coordination with the HSAC Private Sector Subcommittee and the DOLA, will develop a methodology to assist local jurisdictions in expediting private sector re-entry to allow private sector support of community following a disaster and to reduce the loss of business following a disaster to a level below the national averages.
- **Task 5.2.2:** By December 2021, the DHSEM and the DOLA, will develop and implement a technical assistance program for state agencies and local jurisdictions for short and long-term recovery planning that includes procurement and disaster finance; understanding economic drivers; and building recovery partnerships.



GOALS AND OBJECTIVES

GOAL 6

Reporting Entity:

HSAC Training and Exercise Subcommittee

Training and Exercise

Enhance Colorado's readiness through coordinated and integrated training and exercise programs.

Objective 6.1 - Improve the State Training and Exercise Program that utilizes a whole community approach.

- **Task 6.1.1:** By May 2020, the HSAC Training and Exercise Subcommittee and the DHSEM will develop recommendations to improve the effectiveness of the State Training and Exercise Program that includes, at a minimum, the following:
 - Prioritization of training based on identified capability gaps;
 - Methods to eliminate scheduling conflicts and excess deliveries;
 - A coordinated approach to the delivery of training;
 - Prioritization of funding based on improvement planning and identified capability gaps;
 - Integration of State agencies into the development of the Training and Exercise Plan Workshop (TEPW) for a unified plan that captures and reflects the exercises and training from appropriate State agencies; and
 - Development of a State training cadre.



GOALS AND OBJECTIVES

Training and Exercise

GOAL 6

Objective 6.2 - Promote methods in training and exercise delivery that encourages and provides an opportunity for the whole community to participate in training.

- **Task 6.2.1:** By December 2021, the DHSEM and the CDPHE will identify alternative solutions to course attendance minimums that currently impede course delivery especially within the rural areas to increase the training engagement level of rural stakeholders indicated in the annual DHSEM and CDPHE stakeholder surveys.
- **Task 6.2.2:** By January 2022, the DHSEM will integrate online and web-based training delivery into their course delivery methods of state-sponsored training to increase the availability and convenience of training to all stakeholders.

Objective 6.3 - Streamline and coordinate training and exercise grant requirements for local jurisdictions and across State agencies to leverage resources and funding.

- **Task 6.3.1:** By the 2020 grant application period, the DHSEM and the CDPHE will work jointly to review grant training requirements and develop and implement a coordinated strategy that is synchronized between the agencies to streamline efforts and personnel time of local emergency management.
- **Task 6.3.2:** By the 2020 grant application period, the DHSEM and the CDPHE will work jointly to conduct a review of all annual federal and State exercise requirements across grant programs within their agencies. Also, identify redundancies or areas that can be coordinated to reduce redundancies for local partners, combine requirements and conduct fewer exercises, where feasible.

Objective 6.4 - Effectively utilize After Action Reports and Improvement Plans to improve State and local jurisdictions capability.

- **Task 6.4.1:** By May 2020, the DHSEM will develop and implement a formalized process to incorporate improvement plans into emergency operations plans and track the implementation of applicable improvements for all State agencies.

GOALS AND OBJECTIVES

GOAL 7

Reporting Entity:

HSAC Access and
Functional Needs Subcommittee

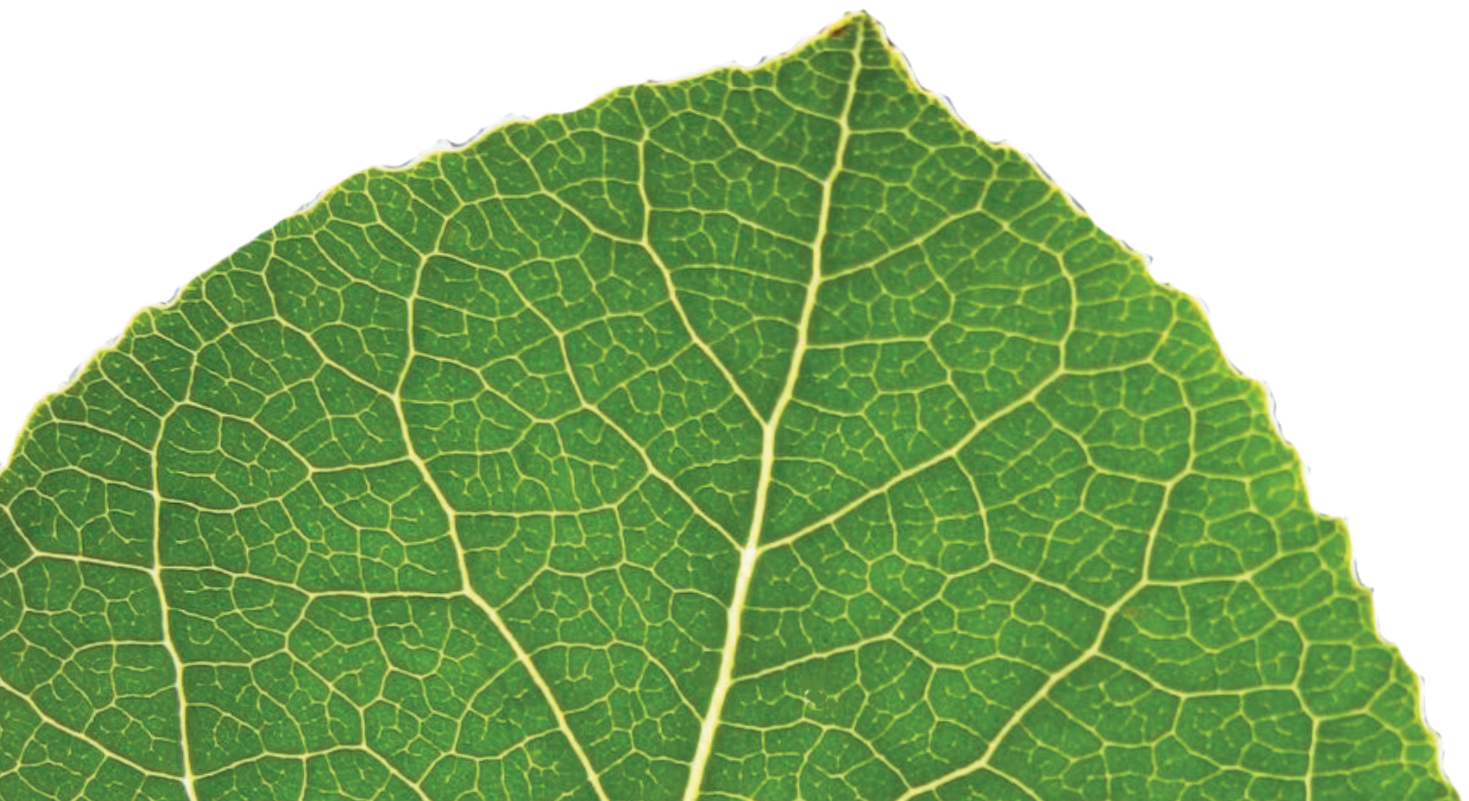
Division of Homeland Security
and Emergency Management

Planning

Develop coordinated and collaborative planning approaches for Colorado's readiness.

Objective 7.1 - Ensure whole community inclusion in planning efforts to support State and local jurisdictions for overall emergency preparedness, response, mitigation, and recovery.

- **Task 7.1.1:** By December 2020, the DHSEM in coordination with the HSAC Access and Functional Needs (AFN) Subcommittee, will implement a statewide network of community-based AFN integration planners to support local jurisdiction's efforts to integrate people with disabilities and AFN into local planning efforts. The goal is to increase the number of local emergency preparedness plans that incorporate individuals with AFN.
- **Task 7.1.2:** By June 2022, the DHSEM will conduct a review of all state plans within their purview and develop and implement a whole community inclusion planning approach to updates of those plans to ensure that plans integrate people with disabilities and AFN.



GOALS AND OBJECTIVES

Planning

GOAL 7

Objective 7.2 - Improve the use of an integrated, unified and coordinated operational approach to all-hazards incidents.

- **Task 7.2.1:** By December 2020, the DHSEM will publish a list of essential emergency plans, and a template describing best practices for the planning components of the essential plans, to assist local jurisdictions in prioritizing planning efforts.
- **Task 7.2.2:** By December 2021, the DHSEM will conduct a minimum of one planning process facilitation training in each All-Hazards region annually.

Objective 7.3 - Support a standard of utilizing threats and hazards identification as a basis for planning, training and exercise at the State and local levels for all-hazards incidents.

- **Task 7.3.1:** By June 2022, the DHSEM will utilize a whole community process to develop the State Stakeholder Preparedness Review (SPR) and Threat and Hazard Identification and Risk Assessment (THIRA) that will be based on State, local, regional, and private sector input. The identified threats and hazards of State are used to develop state agency plans, training and exercises.
- **Task 7.3.2:** By June 2023, the DHSEM and the CDPHE will work jointly to identify ways to identify areas where duplicate information can be merged to support two or more of the assessments associated with THIRA, the Hazard and Flood Mitigation Planning process, and the Healthcare Hazard Vulnerability Assessments (HVA) and shared with local jurisdictions.

SECTION FOUR

Colorado Homeland
Security Strategy

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GOALS AND OBJECTIVES

Cybersecurity

Enhance Colorado's cybersecurity capability.

GOAL 8

Reporting Entity:

HSAC Cybersecurity Subcommittee
DHSEM, CIAC Cyber Unit

Objective 8.1 - Improve the ability to respond to cyber events at the State and local levels.

- **Task 8.1.1:** By June 2021, the DHSEM will develop and implement a formalized process to integrate technology personnel into existing processes for status and to request resources.
- **Task 8.1.2:** By June 2022, the Colorado Information Security Officer [CISO] in conjunction with the HSAC Cybersecurity Subcommittee and the DHSEM will determine a baseline number of local jurisdictions that have cyber incident response plans integrated into their emergency operations plans. The CISO will develop a local jurisdiction best practices guide and encourage jurisdictions to incorporate OIT response and emergency operations procedures. An annual report will be submitted to the HSAC capturing the entities and agencies that have been contacted and presented with the best practices guide.
- **Task 8.1.3:** By June 2022, the CIAC will identify existing sources of assessments and capabilities data, develop and prioritize assessment plan and methodology. Then develop and begin assessments in order to implement security assessment methodology and priorities at all levels of government using industry best practices and existing data sources. An annual report will be submitted to the HSAC capturing assessment outreach and sanitized capability data.

Objective 8.2 - Enhance cybersecurity information sharing between state, local, tribal and private sector entities.

- **Task 8.2.1:** By April 2019, the HSAC Cybersecurity Subcommittee will document a maturity roadmap of free and discounted cyber security resources available that will assist local governments in developing their security program through low or no-cost services. An annual stakeholder review will be conducted of the roadmap's utility and relevance of information and recommendations for improvement will be documented and implemented.
- **Task 8.2.1:** By December 2019, the DHSEM in coordination with the HSAC Cybersecurity Subcommittee will document a formalized strategy to leverage and enhance current cybersecurity information initiatives to improve the coordination, collection, and dissemination of cybersecurity information sharing among state, local and private partners.

GOALS AND OBJECTIVES

GOAL 9

Reporting Entity:

Division of Homeland Security and
Emergency Management

Preparedness

Coordinate capabilities to prevent, protect against, respond to, and recover from all hazards in a way that balances risk with resources and need.

Objective 9.1 - Build resilience through a focus on continuity of operations/continuity of government (COOP/COG).

- **Task 9.1.1:** By December 2022, the DHSEM will develop minimum standards for the development of State agency COOP/COG plans including exercises on agency COOP/COG plans to demonstrate that the plans meet the minimum standards. Annually, the DHSEM will collect data on state agency compliance with the standards, exercises, and improvement plans.

Objective 9.2 - Reduce the financial risk of a disaster to individuals, businesses, communities, and the State.

- **Task 9.2.1:** By January 2022, the DHSEM in coordination with other private and public sector partners will create educational materials that focus on the use of insurance to reduce financial risk to individuals, businesses, and communities and will use social media, in-person presentations, and brochures to deliver the material to the intended audience. The division will also provide a report regarding the adequacy of insurance coverage across the State to the HSAC with recommended courses of action.



GOALS AND OBJECTIVES

Preparedness

GOAL 9

Objective 9.3 - Leverage State and federal dollars by ensuring the disbursement of State and federal preparedness grants funding uses a holistic approach across all grant programs.

- **Task 9.3.1:** By the 2020 grant application period, the HSAC Funding Allocation Subcommittee will develop allocation recommendations for preparedness grant funding for the State Homeland Security Grant Program (SHSGP). By the 2021 grant application period, the HSAC Funding Allocation Subcommittee will develop grant funding allocation recommendations for the Emergency Management Performance Grant (EMPG).
- **Task 9.3.2:** By the 2021 grant application period, the HSAC Funding Allocation Subcommittee will review and analyze current preparedness grant funding processes and allocations and make written recommendations to the HSAC for improvements to support a more coordinated approach across the grant programs.

Objective 9.4 - Improve state and local alert and notification warning plans to the public potentially impacted by an actual or impending emergency and to communicate with the population within its jurisdiction.

- **Task 9.4.1:** By June 2019, the DHSEM will establish a baseline of the number of counties with an alert and warning plan and procedures and of the number of people signed up for the local emergency alert systems by county.
- **Task 9.4.2:** By January 2020, the DHSEM will develop and implement a plan to encourage jurisdictions to improve or develop comprehensive and redundant alert and warning plans and procedures.
- **Task 9.4.3:** Beginning in December 2019 the DHSEM will report to the HSAC on an annual basis the number of counties that have conducted a test of their alert and warning plan in the past year.





APPENDICES

- A. Acknowledgment of Stakeholder Contribution to the CHSS**
- B. Acronyms**
- C. Strategic Guidance and Capability Plans**
- D. Glossary of Terms**
- E. References**
- F. CHSS Development Participants**

Stakeholder Acknowledgments

The following stakeholders participated in the engagement meetings, workgroup meetings or reviews that developed this Strategy.

Emergency Management Agencies

Baca County OEM
Bent County OEM
Chaffee County OEM
City and County of Boulder OEM
City and County of Denver OEM
City of Aurora OEM
City of Colorado Springs OEM
City of Colorado Springs-Utilities OEM
City of Fort Collins OEM
City of Loveland OEM
Conejos County OEM
Costilla County OEM
Crowley County OEM
Custer County OEM
Delta County OEM
Douglas County OEM
Eagle County OEM
El Paso County OEM
Fremont County OEM
Garfield County OEM
Gilpin County OEM
Grand County OEM
Gunnison County OEM
Hinsdale County OEM
Huerfano County OEM
Kiowa County OEM
Kit Carson County OEM
Lake County OEM
La Plata County OEM
Larimer County OEM
Las Animas County OEM
Logan County OEM
Mineral County OEM

Moffat County OEM
Montezuma County OEM
Montrose County OEM
Morgan County OEM
Otero County OEM
Park County OEM
Phillips County OEM
Prowers County OEM
Rio Blanco County OEM
Rio Grande County OEM
Routt County OEM
San Miguel County OEM
Southern Ute Tribe OEM
Summit County OEM
Weld County OEM

EMS Agencies

Alamosa Ambulance Service
Baca County EMS
Kiowa County Ambulance Service
Kit Carson County EMS
Thompson Valley EMS
Trinidad Ambulance Service
Walsh Ambulance Service
Washington County EMS

Fire Services

Adams County Fire Protection District
Alamosa Fire Department
Berthoud Fire Protection District
Black Forest Fire Rescue
Castle Rock Fire Rescue
Colorado Springs Fire Department
Colorado Springs Utilities Wildland Fire Team
Denver Fire Department
East Grand Fire Protection District
Elizabeth Fire Protection District
Fort Carson Fire and Emergency Services
Front Range Fire Rescue
Greeley Fire Department
La Junta Fire Department
Leadville/Lake County Fire Rescue
Northern Saguache County Fire Protection District
Pritchett Volunteer Fire Department
Pueblo Fire Department
Pueblo West Fire Department
Red, White and Blue Fire Protection
South Metro Fire Rescue Authority
Steamboat Springs Fire Rescue
Vail Fire and Emergency Services
West Routt Fire Protection District

Police Departments

Adams State University Police
 Aspen Police
 Boulder Police
 Breckenridge Police
 Colorado Springs Police
 Dillon Police
 Fort Collins Police
 Fort Morgan Police
 Frisco Police
 Greeley Police
 Greenwood Village Police
 Hayden Police
 Oak Creek Police
 Rocky Ford Police
 Silverthorne Police
 Snowmass Police
 South Fork Police
 Steamboat Springs Police
 Sterling Police

Sheriff's Departments

Adams County Sheriff
 Conejos County Sheriff
 Douglas County Sheriff
 El Paso County Sheriff
 Larimer County Sheriff
 Las Animas County Sheriff
 Morgan County Sheriff
 Otero County Sheriff
 Pueblo County Sheriff
 Rio Blanco County Sheriff
 Routt County Sheriff
 Summit County Sheriff

Public Health Entities

Alamosa County Public Health
 Conejos County Public Health
 Costilla County Public Health
 Denver Public Health and Environment
 El Paso County Public Health
 Jefferson County Public Health
 Lake County Public Health
 Northeast RETAC
 Otero County Public Health
 Park County Public Health
 Pitkin County Environmental Health
 Pueblo City-County Public Health
 Routt County Public Health
 Rio Grande County Long-term Care
 Rio Grande Nursing Home
 Saguache County Public Health
 San Luis Valley Health
 San Luis Valley Healthcare Coalition
 San Luis Valley RETAC
 San Juan Basin Public Health
 Southwest RETAC
 Valley Wide Health Systems
 Western RETAC

Hospitals

Banner Health
 Centura Health
 Haxtun Hospital District
 Memorial – Colorado Springs
 Penrose-St. Francis
 Rio Grande Hospital
 Summit Medical Center
 UC Health

Professional Organizations

APCO-NENA
 Colorado Association of Chiefs of Police
 Colorado Emergency Management Association
 Colorado Emergency Preparedness Partnership
 Colorado Hospital Association
 Colorado State Fire Chief's Association
 San Juan Basin Public Health
 Colorado Special District's Association
 Valley Wide Health Systems
 County Sheriffs of Colorado
 Douglas County School District
 Downtown Denver

Voluntary Organizations

American Red Cross
 Colorado Voluntary Organizations Active in Disaster
 Salvation Army
 San Luis Valley Immigrant Resource Center
 The Independence Center
 Lake County Public Health

Private Sector

Adventos
 Centurylink
 Comcast
 Enterprise Products
 Xcel Energy
 Lockheed Martin
 Safeway
 Schwab
 Walgreens

Higher Education

Auraria Higher Education Center
 Otero Junior College
 Regis University
 University of Colorado at Colorado Springs

Stakeholder Acknowledgments

Continued

Local Government

Arapahoe County	La Plata County
City of Colorado Springs	Larimer County
City of Craig	Logan County
City of Fort Collins	Mesa County
City of Glendale	Montrose County
City of Lakewood	Morgan County
City of Steamboat Springs	Otero County
City of Thornton	Phillips County
Clear Creek County	Pitkin County
Costilla County	Rio Grande County
Custer County	Saguache County
El Paso County	Southern Ute Tribal Nation
Eagle County	Summit County
Fremont County	Town of Frisco
Garfield County	Town of Hayden
Huerfano County	Town of Kremmling
Jefferson County	Weld County
Kit Carson County	

State Agencies

Colorado National Guard
Colorado Department of Agriculture
Colorado Department of Corrections
Colorado Department of Human Services
Colorado Department of Local Affairs
Colorado Department of Natural
Resources – Dam Safety
Colorado Department of Public Health
and Environment
Colorado Department of Transportation
Colorado Department of Military
and Veterans Affairs
Colorado Division of Fire Prevention and Control
Colorado Judicial Branch
Colorado Office of Information Technology
Colorado Parks and Wildlife

Federal Agencies

Bureau of Land Management
Department of Homeland Security
FEMA Region 8
U.S. Forest Service
United States Coast Guard Auxiliary




Acronyms

AFN - Access and Functional Needs	DOLA - Department of Local Affairs
BEOC - Business Emergency Operations Center	ESF - Emergency Support Function
CACP - Colorado Association of Chiefs of Police	FEMA - Federal Emergency Management Agency
CDA - Colorado Department of Agriculture	HSA - Homeland Security Advisor
CDHS - Colorado Department of Human Services	HSAC - Homeland Security and Senior All-Hazards Advisory Committee
CDOT - Colorado Department of Transportation	IMT - Incident Management Team
CDPHE - Colorado Department of Public Health and Environment	NFPA - National Fire Protection Association
CDPS - Colorado Department of Public Safety	OEM - Office of Emergency Management
CIAC - Colorado Information Analysis Center	OIT - Colorado Office of Information Technology
CISO - Cyber Information Security Officer	PSCS - Public Safety Communications Subcommittee
COG - Continuity of Government	RETAC - Regional Emergency Medical and Trauma Services Advisory Council
COOP - Continuity of Operations Plan	SHMT - State Hazard Mitigation Team
CSSRC - Colorado School Safety Resource Center	SPR - Stakeholder Preparedness Review
CSOC - County Sheriffs of Colorado	SWIC - Statewide Interoperability Communications Coordinator
CSU - Colorado State University	THIRA - Threat and Hazard Identification and Risk Assessment
CWCB - Colorado Water Conservation Board	TLO - Terrorism Liaison Officer
DFPC - Division of Fire Prevention and Control	TTX - Table Top Exercise
DHS - Department of Homeland Security	WEA - Wireless Emergency Alerts
DHSEM - Division of Homeland Security and Emergency Management	
DNR - Department of Natural Resources	

Strategic Guidance

LEVEL TYPE	STRATEGIC GUIDANCE
STATE 	<ul style="list-style-type: none">Colorado Homeland Security StrategyColorado Hazard Mitigation PlanColorado Threat and Hazard Identification and Risk AssessmentColorado Stakeholder Preparedness ReviewColorado Drought Mitigation and Response Plan
REGIONAL 	<ul style="list-style-type: none">Urban Area Security Initiative StrategyColorado All- Hazards Regional Threat and Hazard Identification and Risk AssessmentsRegional Stakeholder Preparedness ReviewsRegional Health Care Coalition StrategiesColorado All-Hazards Regions Map
LOCAL 	<ul style="list-style-type: none">Local Threat and Hazard Identification and Risk Assessment and Stakeholder Preparedness ReviewLocal Hazard Mitigation PlansLocal Emergency Management Program Strategy

Capability Plans

LEVEL TYPE	CAPABILITY DEVELOPMENT PLANS	CAPABILITY DELIVERY PLANS	
		Operational	Tactical
STATE 	Colorado Continuity of Government Plan Colorado Interoperability Communications Plan Access and Functional Needs Program Plans Mass Care and Sheltering Plan State Health and Medical Services Distribution and Operational Readiness Plan	Colorado Emergency Operations Plan with Supporting Annexes State Agency Emergency Operations Plans Colorado Continuity of Operations Plans Resource Mobilization Plan IMT Administration Plan	State Agency Continuity of Operations Plans State Agency Incident Action Plans
REGIONAL 	Regional Tactical Interoperability Communications Plans Regional Training and Exercise Plans Regional Health and Medical Services Distribution and Operational Readiness Plans	Regional Emergency Operations Plans Regional Healthcare Coalition Emergency Operations Plans Colorado All-Hazard Incident Management Teams Standard Operating Guides/ Standard Operating Procedures	Regional Incident Action Plans
LOCAL 	Local Continuity of Government Plans Local Interoperability Communications Plans Local Access and Functional Needs Plans Local Mass Care and Sheltering Plans Local Alert and Warning Plans Local Resource Mobilization and Management Plans Local Health and Medical Services Distribution and Operational Readiness Plans Local Training and Exercise Plans	Local Emergency Operations Plans Local Health Department Emergency Operations Plans Community Animal Response plans	Local Government Continuity of Operations Plans Local Incident Action Plans

Glossary of Terms

A

ACCESS AND FUNCTIONAL NEEDS (AFN): Access and Functional Needs populations are defined as those whose members may have additional needs before, during and after an incident in functional areas, including but not limited to maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities, live in institutionalized settings, are elderly, are children, are from diverse cultures, have limited English proficiency, or are non-English speaking, or are transportation disadvantaged.

ALL-HAZARDS: Any incident or event, natural or human-caused that requires an organized response by a public, private, or governmental entity to protect life, public health, and safety, values to be protected, and to minimize any disruption of governmental, social, and economic services.

ALIGNMENT: The proper or desirable coordination or relation of components.

C

CAPABILITY: A capability provides the means to accomplish a mission or function resulting from the performance of one or more critical tasks, under specified conditions, to target levels of performance. A capability may be delivered with any combination of properly planned, organized, equipped, trained, and exercised personnel that achieves the desired outcome.

COLORADO: Refers to the entirety of the State of Colorado to include government, public and private entities, populations, visitors, businesses, economic drivers, and natural resources.

D

DISABILITY: An individual with a disability is defined by the American's with Disabilities Act as a person who had a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such an impairment, or a person who is perceived by others as having such impairment.

DISASTER: The occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural cause or cause of human origin, including but not limited to fire, flood, earthquake, wind, storm, wave action, hazardous substance incident, oil spill or other water contamination requiring emergency action to avert

D

(**DISASTER cont...**) danger or damage, volcanic activity, epidemic, air pollution, blight, drought, infestation, explosion, civil disturbance, hostile military or paramilitary action, or a condition of riot, insurrection, or invasion existing in the state or in any county, city, town, or district in the state.

E

EFFECTIVE PRACTICE: A general term used to refer to best, promising, and innovative practices as a whole. This term may also refer to a practice that has yet to be classified as best, promising, or innovative through a validation process. A practice can be an activity, strategy, methodology, system, process, technique, tactic, or approach.

EMERGENCY MANAGEMENT: Organized analysis, planning, decision-making, and assignment of available resources to mitigate (lessen the effect of or prevent) prepare for, respond to, and recover from the impact of all hazards. The goal of emergency management is to save lives, prevent injuries, and protect property and the environment if an emergency occurs.

EMERGENCY: An unexpected event that places life or property in danger and requires an immediate response through the use of state and community resources and procedures.

H

HOMELAND SECURITY: The national effort to ensure a homeland that is safe, secure, and resilient against terrorism and other hazards where American interests, aspirations, and ways of life can thrive to the national effort to prevent terrorist attacks within the United States, reduce the vulnerability of the U.S. to terrorism, and minimize the damage from attacks that do occur.

HUMAN-CAUSED: Refers to acts of terrorism, criminal acts and technological hazards such as cybersecurity incidents, hazmat incidents or dam failures.

I

INFORMATION: Facts provided or learned about something or someone.

INTELLIGENCE: The product resulting from the collection, evaluation, analysis, integration, interpretation, collation of information concerning the capabilities and objectives which are significant to the development and execution of plans, policies, decisions, and courses of action.

INTEGRATION: An act or instance of combining different or disparate entities into a whole.

INTERSTATE: Existing or carried on between states.

INTRASTATE: Existing or occurring within the boundaries of a state.

INTEROPERABILITY: The ability of public safety service and support providers to communicate with staff from other responding agencies and to exchange voice and data communications on demand and in real time.

L

LOCAL JURISDICTION: Refers to local government entities which include; County, municipal, statutory town, school district or special district having responsibilities or authorities for homeland security and emergency management.

M

METHODOLOGY: A model, which project managers employ for the design, planning, implementation and achievement of their project objectives.

MISSION AREAS: The primary mission areas for emergency management are prevention, protection, mitigation, response, and recovery.

MISSION ESSENTIAL SERVICES: Services or systems that are essential to the success of the organization and its mission.

MITIGATION: The sustained action to reduce or eliminate risk to people and property from hazards and their effects.

N -O

NFPA 1616 STANDARD - MASS EVACUATION, SHELTERING, AND RE-ENTRY PROGRAMS:

NFPA 1616 establishes a common set of criteria for the process of organizing, planning, and implementing programs for mass evacuation, sheltering and re-entry and incorporates the National Mass Care Strategy guidance.

OPERATIONAL READINESS: The capability of a business unit, section, system, or equipment to perform the missions or functions for which it is organized or designed.

P

PREPAREDNESS: Activities necessary to build, sustain, and improve readiness capabilities to prevent, protect against, respond to, and recover from natural or human-made incidents.

POLITICAL SUBDIVISION: Any county, city and county, city, or town and may include any other agency designated by law as a political subdivision of the state.

R

RESILIENT: The ability of communities to rebound, positively adapt to, or thrive amidst changing conditions or challenges – including disasters and climate change, and maintain a quality of life, healthy growth, durable systems and conservation of resources for present and future generations.

RECOVERY: The short, intermediate, and long-term actions taken to restore community functions, services, vital resources, facilities, programs, continuity of local government services and functions, and infrastructure to the affected area.

R

RESPONSE: The actions taken directly following the onset of an emergency or disaster to provide immediate assistance to maintain life, improve health, protect property, restore essential functions, and ensure the security of the affected population.

S

SINGLE POINT OF FAILURE: Element or part of a system for which no backup (redundancy) exists and the failure of which will disable the entire system.

STAKEHOLDER: A stakeholder is an individual or organization who can affect or is affected by an organization, strategy, or project.

STATE: An inclusive term that includes all stakeholders in Colorado's Homeland Security program including all governmental, non-governmental, private sector entities and citizens reflecting the collaborative and integrated approach to Whole Community planning, preparedness and resiliency in Colorado. State government/agency references will be specified, e.g., CDPS, CDOT,

STATE AGENCY: Refers to State of Colorado agencies at the Executive, Department, or Division level.

SYNCHRONIZED: Cause to occur or operate at the same time or rate.

T

TARGET HARDENING: Any measures taken to fortify the physical environment of a location or facility to deter or mitigate the effects of a criminal or terrorist act against it.

V-W

VALIDATE: To make something officially accepted or approved, after examining it.

WHOLE COMMUNITY: A means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. Using a strategic Whole Community approach leverages the knowledge and experiences of all individuals in a community when preparing for, protecting against, responding to, and recovering from emergencies.

References

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National Planning Frameworks 2016
National Preparedness Goal, Second Edition, September 2015.
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2018 CIAC Threat Prioritization Matrix
2018 All Hazards State Mitigation Plan
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2016 Emergency Management Accreditation Program Standards
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National Preparedness Goal, Second edition, 2015
National Planning Frameworks 2016
Presidential Policy Directive 8

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 Patricia Williams-Private Sector Subcommittee
 Mike Willis-Colorado Emergency Planning Commission



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Division of Homeland Security & Emergency Management

Department of Public Safety

Colorado DHSEM

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