

## **Homeland Security/Emergency Management**

### **Homeland Security:**

The Governor's Office of Homeland Security (GOHS) aims to enhance Colorado's ability to prevent a terrorist attack or to rapidly and effectively respond to an attack or other major disaster through use of the Colorado Homeland Security Strategy. The office focuses on community preparedness, grant programs, and training and exercises. Currently the office is fully staffed with 13 full-time employees. It has one office located at 9195 East Mineral Avenue, Suite 234, Centennial CO 80112. Its budget is completely federal funded through grants.

### **Emergency Management:**

The Colorado Division of Emergency Management (CDEM) leads the state's comprehensive emergency management program, including supporting local and state agencies in preparation, prevention, response, and recovery in disaster situations like floods, tornadoes, wildfires, hazardous materials incidents, and acts of terrorism. It provides financial, technical, and training assistance to local governments and coordinates the state response in an actual emergency. It is led by a Director and housed within the Department of Local Affairs.

The Homeland Security/Emergency Management committee includes the following members:

David Fine, Co-Chair  
Paula E. Sandoval, Co-Chair  
Patty Baxter  
Garry Briese  
Trevor Denney  
Martin Flahive  
Timothy Gablehouse  
Michael Ryan  
Chris Sorensen  
Amber Tafoya

The committee identified the following top five challenges and opportunities and ideas for immediate action:

### **Challenges**

- Coordination and Participation at the state level.
  - All state agencies charged with Homeland Security/Emergency Management functions need a common vision and goals rather than being focused on the silos created with multiple federal grant programs
  - Lack of unified management between the Government Office of Homeland Security (GOHS) and Colorado Division of Emergency Management (CDEM), which creates conflicting goals and direction to local and state government.
  - Local Governments and Tribes need to be recognized as key partners rather than as entities only to be directed.
  - Build trust between the state agencies and local governments and tribes.
- Improve Public and Private Involvement
  - Public/private partnerships, which are important to community preparedness and infrastructure protection, are not promoted.

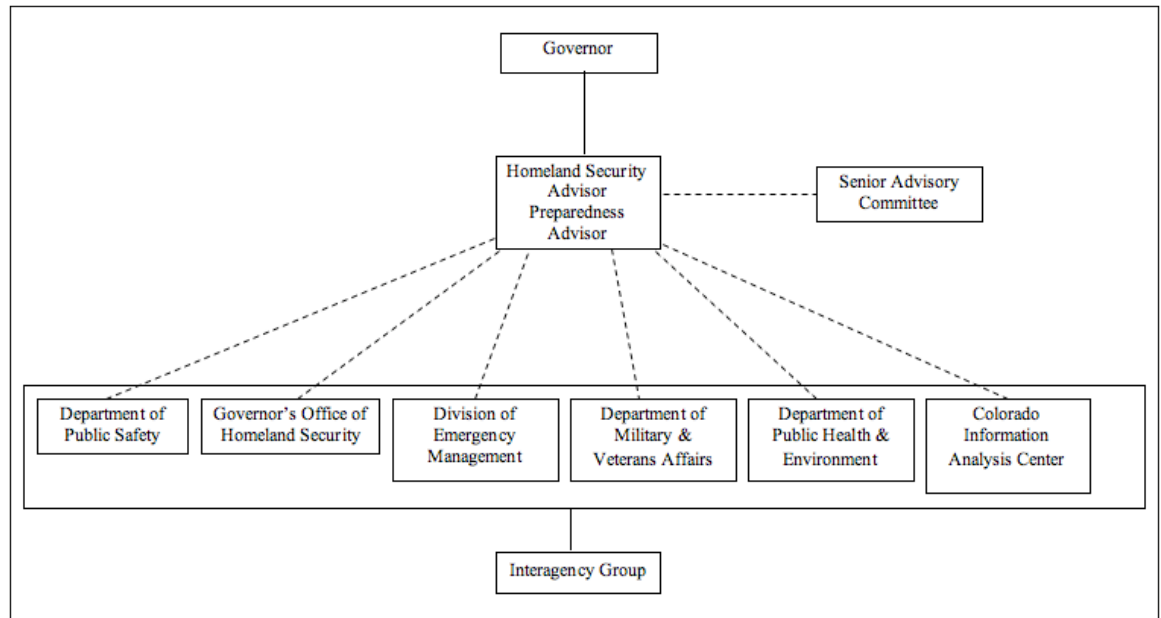
- Unfunded Mandates
  - Better understanding of the financial impacts to local government and the differences in burdens faced by urban and rural communities.
  - Re-examine the cost share of grants on local governments (e.g. Provider grant, mitigation grants)

### Opportunities

- Unified Management and Leadership
  - Eliminate redundancies in functions between agencies especially in training, grants, planning, and exercises
  - Improve consistency in guidance and direction to local government
  - Create a unified vision of success with consistent goals and measurable outcomes
  - Consider streamlining leadership of Emergency Management and Homeland Security through Executive Order
- Reform Security Advisory Committee (SAC)
  - Take steps to make SAC a fully functional advisory body with specific deliverables
- Increase involvement of local governments, especially rural communities
- Promote public/private partnerships and NGOs
- Better take into account local needs and resources
- Re-examine strategic priorities to fit Colorado
  - Make certain that Colorado-specific priorities are addressed at the National level
- Use variety of ways to execute reform
  - Executive Order
  - Legislation
  - Rules and Regulations

### Menu of Ideas for Immediate Action

- Create a Homeland Security/Preparedness Advisor to the Governor
  - The Governor should create a position that is the lead advisor to the Governor on security matters and emergency response and also oversees both Homeland Security and Emergency Management. This person must have the full confidence of the Governor and have authority over these two agencies. Additionally all other state departments with Homeland Security/Emergency Management functions would matrix report to this position. (See diagram, which shows a recommended structure. This structure could be the basis for a permanent organizational change.)



- Reform and reconstitute the Senior Advisory Committee (SAC)
  - SAC would serve as advisory group to the Homeland Security/Preparedness Advisor to the Governor
  - Staffed by the Governor's Office of Homeland Security
  - Include rural representation
  - Include private sector participation
  - Include local representation
  - Include NGOs
  - Require named appointees participation (no delegation)
  - Give consideration to the HSAC model
- Set Colorado Strategy with full transparency and accountability
  - Create a Colorado Model with the collaboration of all stakeholders
  - Provide for enough transparency to allow for accountability of funds spent without compromising security
  - Leverage the Colorado Model to obtain full support of the Federal Department of Homeland Security
  - The Colorado Model should include an expansion of the risk management formula from being an 80 % population-density based formula, to an approach that also takes into account special factors of significance in Colorado such as spikes to population density due to major events (i.e. a Governor's or Federal Judges conference in Vail) or seasonal fluctuations, specific targets such as rural and urban infrastructure targets, and the cost differentials needed to respond to these risks in the different regions of our state.
- An overall review of the State Homeland Security Program (SHSP) grant funding formula to determine if the federal formula is appropriate at the state level. Colorado as a state can better address factors of concern such as:
  - Cost differentials for compliance with federal grants
  - Population spikes due to tourism, special events, school calendars
  - Increasing the geographical attribute and security percentage that address attractiveness of targets
  - Conference of target actors like federal judges or the DNC
  - Attractiveness of the area for terrorist training

- A review of the total funding received by Denver from Urban Area Security (UASI) and SHSP grants program to determine if funds from the latter can be better allocated to rural areas.
- A review of funding at the GOHS for competitive projects and a determination if this procedure should continue as is, be increased, or allow all funding to go directly to each region
- A review of the Emergency Management Program Grant (EMPG) program to determine if the funding is appropriate for competitive projects or that all funding should be distributed to the local jurisdictions.

### Executive Orders Recommended

- Creating a lead advisor position that reports directly to the Governor. This position will advise on security matters and emergency response and also oversees both Homeland Security and Emergency Management. Additionally all other state departments with Homeland Security/Emergency Management functions would matrix report to this position. (See diagram, which shows a recommended structure. This structure could be the basis for a permanent organizational change.)

Based on the above, transition staff and the committee have identified the following key skills required in the executive position:

### Key Skills Required

#### Governor's Office of Homeland Security/Preparedness Advisor

- Extensive background in Homeland Security or Emergency Management state or local level.
- Understanding of federal grants and general grant management
- Consensus Builder
- Strong management skills and have experience managing a large organization
- Experience recruiting staff to meet skill needs of the department and individual positions
- Strong political skills
- Experience instituting and maintaining performance standards for all hires in department
- Extensive experience in security and preparedness, including appropriate security clearances (or ability to acquire such clearances).
- Exceptional communications and facilitative skills
- Proven reputation and experience with successful collaborative efforts between state agencies and local governments.
- Familiarity working and facilitating between different interests around issues related to Homeland Security and Emergency Management
- Experience maintaining and growing programs with limited resources

#### Colorado Division of Emergency Management Director

- Emergency Management experience at the Federal, State, or Local level
- Proven ability to work with regional and local entities
- Ability to build relationships at both State and local levels
- Ability to successfully collaborate with heads of departments
- Experience instituting and maintaining performance standards for all hires in department

- Proven reputation and experience with collaborative efforts between local governments, rural stakeholders and tribes.
- Familiarity working and facilitating between different interests around issues related to Homeland Security and Emergency Management
- Experience maintaining and growing programs with limited resources

#### Governor's Office of Homeland Security Director

- Homeland Security or emergency management experience at the, State, or Local level
- Experience and knowledge in Federal grant processes and procedures
- Strong grants management skills
- Good communication skills
- Ability to build relationships at both State and local levels
- Proven reputation and experience in leading collaborative efforts between state agencies and local governments.
- Familiarity working and facilitating between different interests around issues related to Homeland Security and Emergency Management

#### Minority Report

- CDEM provides strong support at the regional level. It was felt that the regionally based representatives do a good job with the local entities
- Other specific issues that could be addressed
  - Interoperability in communications – There are still dead zones that need to be addressed due to the cost of radio towers or an insufficient number of radios.
  - Water supply protection or fire response in difficult terrain are examples of natural disaster that are not adequately address by the current risk management formula
  - Absence of population and topography create prime location for training of terrorists

## **Appendix II: Emergency Management**

Given that emergency management needs span the boundaries of multiple departments and offices, an Emergency Management supra committee convened to discuss the intersecting needs of the departments. The supra committee met only once to identify areas of concern as well as actionable items the next administration can act upon to improve emergency management operations across the board in the state of Colorado.

The Emergency Management supra committee includes the following members:

Mike Beasley	(DOLA)
Bill Long	(DOLA)
Paul Major	(DOLA)
Tom Norton	(DOLA)
David Fine	(GOHS/OEM)
Paula Sandoval	(GOHS/OEM)
Martin Flahive	(GOHS/OEM)
Amber Tafoya	(GOHS/OEM)
Michael Ryan	(GOHS/OEM)
Tracie Keesee	(CDPS)
Jason Crow	(DMVA)
Robert Sakata	(CDPHE)

The committee identified the following challenges and top ideas for immediate action:

### **Challenges**

- History of local control versus need for state involvement in times of emergency
- Statewide, risks are limited and more regionally focused than in other states.), but unified system of command with clear delineation is necessary
- Continue Executive Order D003-08?
- Diversity of threats/emergencies means locals more able to respond so long as communication exists between state and locals
  - EO versus statute
- How to maintain flexibility in events
  - Where are resources?
  - Who controls what?
- Dollar efficiency: each department has its own funds
  - Are there redundancies?
- Move functions under one structure?
- Citizen preparedness
  - Not enough first responders
- Response on the ground with state, local, citizen, non profit
  - Possible to organize all?
- State failing across the board in 7 out of 15 assessment measures
- State disaster fund un/underfunded?
- More transparency: where funds are/their availability to locals
- Communication issues: geographic, regional isolation, technology conflicts
- Rural versus urban priorities

- Mandates: projects incomplete in rural areas due to lack of resources
- Backlog on completing projects in the past
  - Funds not being spent quickly enough
- CDPHE budget constraints
- No clear chain of command for shelters, general emergency preparedness
- No one department/area is always in charge of a particular action/response
- OHS exists because of the federal office in order to receive federal funds
  - Could change role to channel funds and be more advisory in nature
  - Redefine OHS role?
- Inadequate communication between moving parts regarding emergency situations
- Inadequate knowledge of local responsibilities or what state involvement would be
- How to respond to emergencies in other states where Colorado will help
  - E.g. Katrina evacuees
- Senior Advisory Committee (SAC) not functional
  - Hasn't met enough/fulfilled required duties
  - Puts more pressure on individual departments and localities

#### Menu of Ideas for Immediate Action

- One unified position encompassing Homeland Security and Emergency Management reporting to the governor that knows how all departments (inter)act (could be a more robust role for the Governor's Homeland Security Adviser)
  - Update/change via amendments to existing Executive Order
  - Emphasize executive branch function NOT a legislative issue
  - Streamline command and control function to achieve greater efficiency
- Update state homeland security strategy
  - Define statewide versus local priorities
  - Identify at-risk populations
  - Identify low cost solutions
  - Complete local hazard mitigation plans
- Reconstitute Senior Advisory Committee (SAC)
  - More robust role (include reps from localities, private sector)
  - Identify what's working well to emulate at other levels (e.g. CDEM relations with local governments, CDPHE ability to meet their homeland security targets, CDOT networks to keep track of personnel)
  - Working relationship with locals
- Reevaluate capability assessment
  - a. Take into account federal requirements
  - b. Develop accountability system, timeline, etc. for goals to be met
  - c. Include community outreach
    - Look to CDPHE models for pandemic situation

#### Executive Order Recommended

- Reconstitute SAC
- One unified position encompassing Homeland Security and Emergency Management reporting to the governor that knows how all departments (inter)act (could be a more robust role for the Governor's Homeland Security Adviser)