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State of Colorado

Homeland Security Strategy

2014 – 2016

January 1, 2014

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STATE OF COLORADO

HOMELAND SECURITY STRATEGY

APPROVALS

This Homeland Security Strategy was prepared by the State of Colorado Homeland Security and All-Hazards Senior Advisory Committee (HS&AHSAC) to provide broad, strategic direction and guidance for the stakeholders of Colorado’s Homeland Security program. This strategy complies with applicable Federal and State requirements and supports the Federal National Preparedness Goal and other associated guidelines.

The Strategy has been reviewed and approved by the Colorado Homeland Security and All-Hazards Senior Advisory Committee membership as indicated by the Committee Chairman’s signature below.

Approved: _____
Chair, Homeland Security and All-Hazards
Senior Advisory Committee

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1 Executive Summary

2
3 This document establishes a Homeland Security Strategy for the State of Colorado and its
4 jurisdictions, agencies, non-governmental organizations, private sector partners and citizens. It
5 is a joint, multi-jurisdictional, multi-organizational document that provides high level, long range
6 direction and guidance for stakeholders and leadership within the State of Colorado. The goals,
7 strategies, objectives and tasks outlined in the plan will enable the State of Colorado to improve
8 all-hazard preparedness and resiliency.
9

10 The strategy aligns with and is nested within Federal preparedness guidelines and directives. It
11 is further based upon the risks and threats that have been identified through the Threat Hazard
12 Identification and Risk Assessment (THIRA) process as most applicable to the State of
13 Colorado. The strategy will be informally reviewed and updated by the HS&AHSAC annually.
14 Formal review and publication will occur biennially.
15

16 The plan is organized around the concept of building resilience within the State of Colorado.
17 The plan begins by addressing the importance of integrating the Governmental, Private Sector
18 and Non-Governmental sectors to accomplish resiliency for Colorado. The plan's Scope and
19 Purpose are then followed by a description of the environment within which our stakeholders
20 will need to operate to achieve a framework of resiliency. The plan then describes the strategic
21 planning methodology used to build the plan and addresses Colorado's Homeland Security
22 Vision, Mission and Values. Threat and capability assessment methods are reviewed at a high
23 level to inform the reader of these important steps in our assessment processes. The Statewide
24 Strategy Goals and supporting strategies are then addressed. Lastly, the plan addresses
25 accountability and measurement processes that we will use to ensure progress is being made
26 against the adopted goals.
27

28 The plan also includes a key set of appendices to support plan implementation. Appendix A
29 consists of six parts aligned by Goal that will allow subject matter experts to focus on a specific
30 Goal, supporting strategies and critical tasks. Appendix B provides a more detailed summary of
31 the Threat, Hazard and Capability assessment outcomes for the State of Colorado. Finally,
32 Appendix C will be the Implementation Plan needed to link agencies, organizations and
33 stakeholders to the goals identified within the overall Strategic Plan. It is intended that these
34 appendices can serve as stand alone supporting documents to the Strategic Plan assisting with the
35 accomplishment of the goals and tasks needed to achieve the framework of resiliency.

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Building Resiliency in Colorado

Establishing resiliency at all levels is the key to a strong culture of preparedness within Colorado. Resilient communities form the basis of preparedness in Colorado and require effective and efficient coordination between the myriad of stakeholders involved in homeland security and emergency management preparedness. In particular, the integration and unity of purpose between government, non-governmental and private sector partners is a critical component to the achievement of resiliency.

Creating this framework of resiliency and preparedness is the focus of Colorado's Homeland Security Strategy. Strategic planners have developed the preparedness prism depicted in Figure 1 to illustrate the critical stakeholders and processes used by our preparedness partners to prevent, protect, mitigate, respond and recover to/from all-hazard events. The prism illustrates the key stakeholders involved in building a resilient community (Government, Non-



Colorado's Preparedness Prism

Figure 1.

Governmental Organizations and Private Sector) and the methods used to demonstrate resiliency (Self Organizing, Local Government/Mutual Aid, State and Emergency Management Assistance Compact (EMAC) Aid, and Federal Aid) in the face of an all-hazards event within Colorado. The resiliency framework provides communities of any size the capability to utilize these

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1 methods at any level of event in order to prevent, protect, mitigate, respond, and recover from
2 events. In effect, the methods form the internal part of the preparedness prism and provide the
3 mechanisms for communities stakeholder groups to achieve resiliency for their citizens.
4

5 **Scope and Purpose**

6
7 This document establishes a statewide Homeland Security Strategy for the State of Colorado and
8 its member jurisdictions, agencies, stakeholders, partners and citizens. The strategy provides
9 broad, overarching direction and guidance for the implementation of an integrated Homeland
10 Security program in Colorado. Accomplishment of the goals, strategies, objectives and tasks
11 outlined within the strategy will enable Colorado to create and sustain prepared, resilient
12 communities. Implementation of the strategy will be based on an integrated framework that
13 emphasizes the unity of purpose between government, non-governmental entities and private
14 sector stakeholders.
15

16 The term 'State' is used throughout the strategy as a common description reflecting the
17 collaborative and integrated approach to preparedness and resiliency in Colorado. The use of the
18 term 'State' is also used as an inclusive term for all stakeholders in Colorado's Homeland
19 Security program including all governmental, non-governmental, private sector entities as well
20 as the citizens of Colorado.
21

22 **Description of State of Colorado**

23
24 The State is divided into 64 counties, 276 incorporated municipalities and over 2500 special
25 districts with a total estimated population of 5,029,196¹. County populations range from as few as
26 699 residents in San Juan County to more than 622,263 in El Paso County. Colorado's special
27 districts are forms of local government established for specific purposes providing direct support
28 to citizens of the State. The majority of the State's population, industrial and commercial
29 development, and the seat of State government, are located along the Front Range. The Front
30 Range extends from Larimer County in the north to Pueblo County in the south, and includes the
31 ten most populated counties in the State. Given the high population concentration, major
32 industrial activities, and history of major disaster events, the Front Range represents the area of
33 greatest vulnerability for repeated occurrences of disastrous events. Colorado saw a 16.9 percent
34 growth from 2000 to 2010. Much of this growth occurred in areas with high vulnerability to
35 hazards.
36

37 Colorado covers approximately 104,247 square miles and is geographically divided into four
38 distinct regions: The Eastern Plains, the Front Range, the intra - mountain region, and the
39 Western Slope. The State's prominent geological features are the Rocky Mountains. Several
40 mountain ranges run north to south through the middle of the State and account for two - fifths of
41 the State's land surface area.

¹ Population figures based on 2012 forecast figures released by the Colorado Demography Office, Department of Local Affairs.

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1 The State also currently coordinates with 2 sovereign Tribal governments: Ute Mountain Ute and
2 the Southern Ute. These tribal nations are geographically located in the southwest portion of the
3 State and coordinate with local jurisdictions in the southwest region.

4 5 **Regional Structure and Coordination**

6
7 Colorado is organized into nine All-Hazards Emergency Management Regions. These regions
8 are made up of sixty-four (64) counties and two (2) tribal entities.

9 10 **Description of Regions**

11
12 The regions were established in July 2003. The All-Hazards Emergency Management
13 Regions were determined through consideration of existing districts used for planning,
14 emergency management, and medical/public health response.

15
16 The North Central Region includes Adams, Arapahoe, Boulder, Broomfield, Clear Creek,
17 Denver, Douglas, Elbert, Gilpin, and Jefferson counties. It is also home to the Denver Area
18 Urban Area Security Initiative (UASI) whose membership includes a myriad of jurisdictions
19 and agencies from Denver, Adams, Arapahoe, and Jefferson counties.

20
21 The Northeast Region includes Cheyenne, Kit Carson, Larimer, Lincoln, Logan, Morgan,
22 Phillips, Sedgwick, Yuma, Washington, and Weld counties.

23
24 The Northwest Region includes Eagle, Garfield, Grand, Jackson, Mesa, Moffat, Pitkin, Rio
25 Blanco, Routt, and Summit counties.

26
27 The South Central Region includes Chaffee, El Paso, Lake, Park, and Teller counties.

28
29 The Southeast Region includes Baca, Bent, Crowley, Kiowa, Otero, and Prowers counties.

30
31 The South Region includes Custer, Fremont, Huerfano, Las Animas, and Pueblo counties.

32
33 The San Luis Valley Region includes Alamosa, Conejos, Costilla, Mineral, Rio Grande, and
34 Saguache counties.

35
36 The West Region includes Delta, Gunnison, Hinsdale, Montrose, Ouray, and San Miguel
37 counties.

38
39 The Southwest Region includes Archuleta, Dolores, La Plata, Montezuma, and San Juan
40 counties and the Ute Mountain Ute and Southern Ute Tribes.

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1 Regionalization

2
3 Colorado regionalized many of its efforts in order to enhance capabilities and maximize the
4 use of resources. The All-Hazards Emergency Management Regions are the guiding structure
5 for the coordination of homeland security, emergency management and preparedness within
6 the State. The Regions are used for homeland security planning, emergency management,
7 and medical/public health response. Most importantly, the Regional structure emphasizes
8 and enhances collaboration among members in order to increase preparedness and resiliency
9 for all stakeholders in the State. Strong Regional ties and relationships are the key
10 component to integrating Public Sector, Non-Governmental Sector and the Private Sector
11 members in the task of building resiliency.
12
13

14 **Homeland Security and All-Hazards Senior Advisory Committee**

15
16 The Homeland Security and All-Hazards Senior Advisory Committee (HS&AHSAC) has been
17 formed to advise the State’s Homeland Security Advisor, provide strategic direction to the
18 Division of Homeland Security & Emergency Management, and best position the State to
19 predict, prevent, mitigate the effects of, respond to, and recover from those threats or hazards
20 posing the greatest risk to Coloradoans. In addition, the HS&AHSAC is responsible to:
21

- 22 § Annually review the Colorado Homeland Security Strategy and make
23 recommendations on the strategy's goals, policies, and priorities
- 24 § Advise the governor, through his or her Homeland Security Advisor, regarding the
25 planning and implementation of tasks and objectives to achieve goals contained in the
26 Colorado homeland security strategy
- 27 § Identify opportunities to consolidate existing state-level advisory boards, while
28 ensuring that local and tribal entities have latitude in determining their needs in
29 program areas
- 30 § Review homeland security grant applications and make recommendations to the
31 Homeland Security Advisor regarding grant distributions
- 32 § Provide policy guidance to the Division of Homeland Security & Emergency
33 Management
34

35 The Committee was established pursuant to House Bill 12-1283, which was signed into law on
36 June 4th, 2012. The HS&AHSAC has 24 appointed members that reflect the wide variety of
37 disciplines and organizations that represent the myriad of stakeholders within the State of
38 Colorado (see Appendix D).
39
40

41 **Strategic Planning Methodology**

42
43 The HS&AHSAC has been assigned the task to annually review the Colorado Homeland

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1 Security Strategy and make recommendations on the strategy's goals, policies, and priorities.
2 Pursuant to this task, the HS&AHSAC formed a Strategic Planning sub-committee to review,
3 develop and update the State strategy. Seven members of the HS&AHSAC volunteered to serve
4 on the Strategic Planning sub-committee; four local government representatives, two state
5 representatives and one representative from Non-Governmental Agencies. The group has also
6 been supported by five members from State government including the State Information Security
7 Officer, the Director of the Office of Emergency Management as well as the Director of the
8 Office of Preparedness.

9
10 The Strategic Sub-Committee conducted bi-weekly meetings over the period of 4 months in
11 order to:

- 12
- 13 § Review the existing State Homeland Security Strategy
- 14 § Review existing Federal and State guidance preparedness and resiliency documents
- 15 § Develop an updated Vision, Mission and Values statements
- 16 § Development of and initial set of updated Goals, Strategies and Tasks
- 17

18 These components will form the Working Draft of the State Homeland Security Strategy. This
19 draft will be staffed for stakeholder inputs and updates resulting in the Initial Draft of the
20 Strategy. Review and consideration of stakeholder feedback will result in the development of
21 the Final Draft of the Strategy. This version will be offered to HS&AHSAC member
22 organizations, governmental jurisdictions/agencies, non-governmental organizations and private
23 sector partners for adoption/approval.

24 25 **Colorado Vision, Mission and Values**

26
27 The State HS&AHSAC adopted a common vision, mission and set of values as outlined below.
28 Each item below will assist the State's multitude of stakeholders to have a common approach to
29 implement all-hazard preparedness across the State.

30 31 **Vision**

32
33 Colorado will be recognized as having communities that are the most resilient in the
34 nation; founded on a framework that integrates public safety, community partners and
35 citizens; resulting in informed, educated, motivated communities prepared for all hazard
36 events.

37 38 **Mission**

39
40 Through unity of purpose, the Colorado homeland security community will develop and
41 implement an integrated framework that creates resilient communities before, during and
42 after all hazard events.

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Statewide Values

- ✓ We value safe, secure and resilient communities able to recover from all hazard events
- ✓ We value long term, viable, sustainable solutions
- ✓ We value flexible and scalable solutions
- ✓ We value integration and unity of effort
- ✓ We value self-reliance, empowerment and collaboration
- ✓ We value sharing expertise and best practices
- ✓ We value inclusivity
- ✓ We value the role of NGO's and the Private Sector in prevention, preparedness, response, and recovery activities
- ✓ We value synergistic efforts
- ✓ We value a common purpose over parochial interests
- ✓ We value supporting local governments
- ✓ We value the sharing of ideas and information

Threat and Hazard Identification and Risk Assessment

The Threat and Hazard Identification and Risk Assessment is the All - Hazards tool used by Colorado that allows a jurisdiction to understand its threats and hazards and how the impacts may vary according to time of occurrence, season, location, and other community factors. This knowledge allows a jurisdiction to establish informed and defensible capability targets and commit appropriate resources drawn from the whole community to closing the gap between a target and a current capability or for sustaining existing capabilities.

Due to its geography and location, Colorado will always be threatened by natural hazards. State and local governments must always be prepared to manage those types of events when they occur. Due to the frequency of the occurrence and the historical vulnerability of the population to those hazards, most communities should rate natural hazards as their primary emergency management concern. The major natural hazard threats to Colorado are tornados, floods, thunderstorm winds and lightning, severe winter weather, wildfires, and extreme temperatures.

Colorado's principal technological hazard threats include infrastructure failures, hazardous material incidents, structural fires, major transportation accidents, and petroleum / natural gas pipeline accidents. (It should be noted that many of these threats are a direct or indirect result of the State's position as a major national and international manufacturing and business center. The technological threats present in Colorado are not unlike those present in other industrialized States of similar size and character.)

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1 Colorado’s human - caused hazards include terrorism, similar criminal activities (including cyber
2 - attacks), and civil disturbances. Always looming in the background, this nation will never be
3 able to eliminate entirely the threat of terrorist attacks. No matter how diligent our intelligence
4 agencies are in collecting threat information, it is nonetheless imperfect. Dealing with the risk of
5 attack requires understanding our limitations and focusing on the best things we do to prevent
6 one, a concept referred to often as “buying down risk.”
7

8 The mixture of natural, technological, human error, and nefarious intentions could result in
9 incidents that can range from high probability / low consequence to low probability / high
10 consequence. Just as these factors drive risk levels, they also expand capability requirements.
11

12 It is widely recognized that one set of capability gaps which occurs in one Region may not exist
13 in another Region or to that same level of severity. It is incumbent upon each jurisdiction or
14 political entity to identify their own capability needs (to include the capabilities of their
15 neighboring jurisdictions through available mutual aid).
16
17

18 **Capability Estimation**

19
20 Core capability implementation and evaluation in Colorado is focused at the Regional and local
21 government/agency levels. Stakeholders at these levels possess the bulk of resources and assets
22 needed for communities to implement a resiliency framework and are therefore best positioned
23 to assess capability in these core areas.
24

25 Core capabilities are essential for the execution of each of the five mission areas: Prevention,
26 Protection, Mitigation, Response, and Recovery. To assess both our capacity and our gaps, each
27 core capability includes capability targets for which measures will be developed. The core
28 capabilities and capability targets are not exclusive to any single level of government or
29 organization, but rather require the combined efforts of all community stakeholders. A number
30 of the core capabilities (e.g., Planning, Operational coordination, Public Information and
31 Warning) are applicable to all levels of government and will require full integration of a wide
32 variety of stakeholder, including State agencies and departments, into this process.
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1 Statewide Goals

2
3 The HS&AHSAC established the following goals to guide and focus our planning and
4 preparedness efforts in the coming years. The goals are not ordered in importance, but rather
5 collectively reflect the overarching direction that will assist in integrating Statewide
6 stakeholder's efforts when conducting and planning preparedness activities and tasks. The base
7 plan identifies the Goal and supporting strategies that are intended to achieve the goal. Appendix
8 A provides further detail for each Goal by addressing supporting tasks and actions that will form
9 the basis for each strategy.

10 11 **Goal 1: Reduce the risks to the citizens of Colorado, their businesses, and their** 12 **local governments, from significant all-hazard events.**

13 Strategies

- 14 a. Develop and implement an information sharing system (s) for the State of
15 Colorado
- 16 b. Conduct an annual threat assessment
- 17 c. Mitigate identified risks
- 18 d. Develop a risk communication program for citizen integration, education and
19 awareness
- 20 e. Make strategic investments to produce safer communities in Colorado that will
21 attract and or keep new economic development required for a strong future.
- 22
- 23

24 25 **Goal 2: Create Colorado communities that can prepare/plan for, absorb the impact of,** 26 **and proactively adapt to major adverse all-hazard events.**

27 Strategies

- 28
- 29 a. Establish systems and methods that promote multijurisdictional
30 prevention/protection activities.
- 31 b. Encourage inclusiveness and synchronization in all planning processes
- 32 c. Bring together all sectors needed to create resilient Colorado Communities (Govt.,
33 NGOs, private sector)

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- 1 d. Develop a plan to resource emergency management personnel that are
- 2 appropriately trained to perform emergency management tasks
- 3 e. Identify/Develop tools to support community resiliency
- 4 f. Ensure that sufficient resources are focused on individual, community, and
- 5 business preparedness for all-hazard events.

6
7 **Goal 3: Establish standards that local governments, community planners, community**
8 **developers, and other technical fields, can apply to their processes to achieve better**
9 **resilience profiles.**

10 Strategies

- 11
- 12 a. Establish, promote and where appropriate direct standards and best practice
- 13 models statewide
- 14 b. Establish and promote standards and best practice models at the local level

15
16 **Goal 4: Identify existing or develop new resources for State and local governments to**
17 **minimize the damage of all-hazard events.**

18 Strategies

- 19
- 20 a. Educate state and local partners on available critical response and planning
- 21 systems including the limitations and constraints of resource availability
- 22 (including time, people, equipment and money)
- 23 b. Allocate and Maintain State level funding for all hazards events
- 24 c. Ensure State and local partners are leveraging all existing funding streams and
- 25 programs to resource their requirements
- 26 d. Ensure core State DHSEM capabilities are resourced through dedicated State
- 27 funding.

28
29 **Goal 5: Clarify and expand the cooperative role of NGOs, community service**
30 **organizations or initiatives and the private sector in creation of partnerships to respond**
31 **to events, and speed the recovery of Colorado citizens and their communities.**

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1 Strategies
2

- 3 a. Develop integrated Public Private Partnership projects at the State and local levels
4 to increase the sustainability of prevention, response, recovery and mitigation
5 operations
6 b. Develop programs, products and services dedicated to establishing and
7 strengthening Public Private Partnerships

8
9 **Goal 6: Facilitate and coordinate integrated training and exercise programs that**
10 **improve the ability of communities to respond to significant events.**

11 Strategies
12

- 13 a. Develop an integrated statewide exercise program inclusive of community and
14 private partners
15 b. Develop a process to review and track improvement plan items to ensure areas of
16 weakness are addressed with resources
17 c. Develop a statewide integrated training program inclusive of community and
18 private partners

19
20 **ACCOUNTABILITY AND MEASUREMENT**
21

22 To ensure accountability and transparency, metrics will be used to measure goals, strategies and
23 supporting tasks. The strategy’s implementation plan will link measurements to activities
24 completed in order to provide a snapshot of our Homeland Security program’s progress. In
25 addition, the measurement system will allow leadership to identify areas of success and areas
26 requiring additional effort.
27

28 **REVISIONS AND UPDATES**
29

30 The development and update of this Strategy is a requirement under C.R.S. 24-33.5-1614(2) (a)
31 (VII). . The strategy will be informally reviewed and updated by the HS&AHSAC annually.
32 Formal review and publication will occur biennially. However, interim updates throughout the
33 course of the calendar year may be made based on new or updated requirements or risks.
34

35 The annual HS&AHSAC review will involve the collection of information related to the goals,

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1 strategies, and tasks that have been identified here. The annual review will also encompass
2 lessons learned from real – world events and exercises, changes in State statutes, and changes in
3 Federal guidance.

4
5 The Chair of the HS&AHSAC will promulgate the base document of this Strategy every two
6 years. The appendices, annexes, attachments, implementation plans, or other supporting
7 documents of the Strategy can be updated at any time on an as needed basis as approved by the
8 HS&AHSAC.

9
10 The State continues to encourage each of the All – Hazard Emergency Management Regions² to
11 develop, review, and update their existing Homeland Security Strategies in order to provide a
12 framework for their goals, objectives, and priorities.

15 CONCLUSION

16
17 Even though it is a contributing factor in this process, federal grant funding should not be the
18 driving factor in the sustainment of the State’s overall homeland security and emergency
19 management activities. Recognizing that each State - identified region is different, priorities will
20 need to be established by each organization based upon their needs, available resources as well
21 as the hazards and threats each may be exposed.

24 ENCLOSURES

25
26 Appendix A- Goals, Strategies and Tasks

- 27 A-1: Goal 1
- 28 A-2: Goal 2
- 29 A-3: Goal 3
- 30 A-4: Goal 4
- 31 A-5: Goal 5
- 32 A-6: Goal 6

33 Appendix B – State THIRA and Capability Estimation Summary

34 Appendix C - Implementation Plan

35 Appendix D – Member Organizations of the HS&AHSAC

36 Appendix E – Acronyms

37 Appendix F – Definitions

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² Under federal grant guidance the Urban Area Security Initiative is also required to write, review, and update their Homeland Security strategy every two years.

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Appendix A – Goals, Strategies and Tasks

This appendix comprises the six Goals outlined within the State of Colorado’s strategy. Each Goal has supporting strategies and tasks identified which will form the basis of accomplishing each goal. While complementary and supporting, each Goal will be managed by a subject matter expert (SME) team who will ensure that the strategies and tasks are feasible, acceptable and appropriate for our State and its stakeholders. Each SME team will also identify measurement metrics that will assist stakeholders in evaluating our progress against each Goal area. The SME teams will also serve as key stakeholders to provide input into these metrics.

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Goal 1

Reduce the risks to the citizens of Colorado, their businesses, and their local governments, from significant all-hazard events.

Strategies

- a. Develop and implement an information sharing system (s) for the State of Colorado
 - i. Sustainable resourcing of State Fusion Center
 - ii. Developing awareness at the citizen level of what is important to report to law enforcement (See Something Say Something)
 - iii. Enhancing 2- way information exchange with the business community
- b. Conduct an annual threat assessment
 - i. Inclusive of local government agencies
 - ii. Inclusive of private sector entities
 - iii. Use threat assessment results to inform political leadership of risks and to drive priorities and resource allocation
- c. Mitigate identified risks
 - i. Encourage the development of mitigation plans at all levels
 - ii. Identify and prioritize mitigation projects for funding
- d. Develop a risk communication program for citizen integration, education and awareness
- e. Make strategic investments to produce safer communities in Colorado that will attract and or keep new economic development required for a strong future.
 - i. Enhance existing partnerships with organizations such as CEPP, Chambers of Commerce, Infragard, professional organizations

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Goal 2

Create Colorado communities that can prepare/plan for, absorb the impact of, and proactively adapt to, major adverse all-hazard events.

Strategies

- a. Establish systems and methods that promote multijurisdictional prevention/protection activities.
- b. Encourage inclusiveness and synchronization in all planning processes
 - i. Annual Operating Plan
 - ii. Emergency Operations Plans
 - iii. Tactical Interoperable Communications plans
- c. Bring together all sectors needed to create resilient Colorado Communities (Govt., NGOs, private sector)
 - i. Develop and integrate COOP/COG Plans
 - ii. Develop and integrate State/city/County EOPs
- d. Develop a plan to resource emergency management personnel that are appropriately trained to perform emergency management tasks
- e. Identify/Develop tools to support community resiliency
 - i. Establish metrics that increase community resilience across the State, including metropolitan areas and rural communities.
 - ii. Establish local government self-assessment tools that can help monitor the resilience of Colorado communities based on historical and developing risks.
 - iii. Identify/assess critical infrastructure and work to implement target hardening measures.
- f. Ensure that sufficient resources are focused on individual, community, and business preparedness for all-hazard events.

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- i. Implement community preparedness programs statewide
- ii. Provide resources and encourage and assist small businesses to facilitate business preparedness planning for business continuity and recovery

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Goal 3

Establish standards that local governments, community planners, community developers, and other technical fields, can apply to their processes to achieve better resilience profiles.

Strategies

- a. Establish, promote and where appropriate direct standards and best practice models at the state level
 - i. Within Homeland Security/Emergency Management
 - 1. For disclosure of information from known threats and hazards
 - 2. Provide best practice examples for mitigation of known threats and hazards
 - 3. Publish best practices for comprehensive planning to improve community resiliency
 - ii. Other State agencies
 - 1. Provide best practice examples for mitigation of known threats and hazards
 - 2. Publish best practices for comprehensive planning to improve community resiliency
- b. Establish and promote standards and best practice models at the local level
 - i. Within the Homeland Security/Emergency Management community
 - ii. Local planning and zoning

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Goal 4

Identify existing or develop new resources for State and local governments to minimize the damage of all-hazard events.

Strategies

- a. Educate state and local partners on available critical response and planning systems including the limitations and constraints of resource availability to include time, people, equipment, money
 - i. Develop the ability to resource and reinforce critical response planning systems
- b. Maintain State level funding for all hazards events
 - i. Response activities
 - ii. Recovery activities
- c. Ensure State and local partners are leveraging all existing funding streams and programs to resource their requirements
- d. Ensure core State DHSEM capabilities are resourced through dedicated State funding.
 - i. Funding for prevention and mitigation grants should be resourced through dedicated State funding.

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Goal 5

Clarify and expand the cooperative role of Non-Governmental Organizations (NGO), community service organizations or initiatives and the Private Sector in creation of partnerships to respond to events, and speed the recovery of Colorado citizens and their communities.

Strategies

- a. Develop a pipeline of Public Private Partnership projects at State and local levels to increase the sustainability of prevention, response, recovery and mitigation operations
 - i. Public Private Partnerships to include governments, NGOs and private entities
- b. Develop programs, products and services dedicated to establishing and strengthening Public Private Partnerships

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Goal 6

Facilitate and coordinate integrated training and exercise programs that improve the ability of communities to respond to significant events.

Strategies

a. Develop an integrated statewide exercise program inclusive of community and private partners

i. Adopt and implement the Homeland Security Exercise and Evaluation Program (HSEEP)

ii. Develop a common calendar

iii. Develop exercise planning resources to assist local partners

1. Create a historical exercise document database

2. Development of exercise planning resources to assist local partners

iv. State produces an annual compilation of after action issues to include an online database where After Action Reviews (AAR) and Improvement Plans (IP) can be uploaded from state and local partners

v. Conduct Improvement Planning Workshop

vi. Conduct Regional Training and Exercise Planning Workshop (TEPW)

vii. Conduct State a TEPW to synchronize exercise requirements

b. Develop a statewide integrated training program inclusive of community and private partners

i. Develop a statewide integrated training calendar

ii. Develop training resources to assist local partners

iii. Develop a distance learning platform

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- iv. Conduct gap analyses to determine training requirements at the local, regional and State level by reviewing
 - 1. Existing training requirements
 - 2. After actions from actual events
 - 3. After actions from exercise

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Appendix B – THIRA Summary and Capability Estimation

In 2012, FEMA released the Comprehensive Preparedness Guide (CPG) 201: Threat and Hazard Identification and Risk Assessment (THIRA) Guide as another tool that all jurisdictions could use to assist in determining what prevention, protection, response, recovery and mitigation capabilities they may need during all – hazard events. This process is slightly different than the one used for jurisdictional mitigation plans in so far as those rely on historical data. Whereas, this THIRA process looks at the worst case, credible event that could occur and assists in identifying what capabilities a jurisdiction may need to help return to a pre–incident endstate.

The THIRA is an all - hazards capability based assessment of FEMA’s five mission areas identified in the September 2011 National Preparedness Goal: Prevention, Protection, Mitigation, Response and Recovery. It was developed to support Presidential Policy Directive 8 (PPD - 8) and the National Preparedness Goal, which describes the Nation’s approach to national preparedness core capabilities across the five mission areas listed above. The THIRA provides a risk assessment, associated impacts and capability targets. It has enabled better integration of natural, technological, and human - caused threats into a single risk assessment process for the State. THIRA capability assessments and planning scenarios will help guide future planning and preparedness efforts across these mission areas. In 2012, the State and the Denver Urban Area Security Initiative (USAI) submitted THIRA documents to FEMA Region VIII.

A THIRA is created using a step by step process. Step one involves assembling a group of subject matter experts to identify several plausible, worst - case scenarios that could potentially affect the jurisdiction. Step 2 involves narrowing the potential list of worst case planning scenarios to those that would likely have the greatest impact on the jurisdiction should they occur. Steps Three and Four estimate the impacts these scenarios have on the jurisdiction’s capabilities³ and establish capability targets. Step Five captures the results of the THIRA process - capability targets that take into account vulnerabilities and consequences of various scenarios. This creates a foundation for planning and preparedness activities across the prevention, protection, response, recovery and mitigation mission areas.

Capability estimation provides a consistent means to understand the required resources needed to deliver core capabilities to the targets set in the THIRA, verify existing strengths to be sustained, determine potential shortfalls in capability or capacity, inform formal capability assessments and reporting, and allow communities to set up their approach to strategic planning for preparedness. The desired outcomes and capability targets identified in the THIRA process, combined with the

³FEMA identified 31 core capabilities: Planning; Public Information and Warning; Operational Coordination; Forensics and Attribution; Intelligence and Information Sharing; Interdiction and Disruption; Screening, Search, and Detection; Access Control and Identity Verification; Cybersecurity; Physical Protective Measures; Risk Management for Protection Programs and Activities; Supply Chain Integrity and Security; Community Resilience; Long - term Vulnerability Reduction; Risk and Disaster Resilience Assessment; Threats and Hazard Identification; Critical Transportation; Environmental Response / Health and Safety; Fatality Management Services; Infrastructure Systems; Mass Care Services; Mass Search and Rescue Operations; On - scene Security and Protection; Operational Communications; Public and Private Services and Resources; Public Health and Medical Services; Situational Assessment; Economic Recovery; Health and Social Services; Housing; ; and Natural and Cultural Resources.

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1 resource challenges and solutions identified in the capability estimation process, serve as a solid
2 basis for developing strategies to sustain, obtain, and build capabilities, and to reduce
3 requirements through mitigation and protection activities.

4
5 After completing an iteration of the capability estimation phase, communities analyze the results
6 of the capability estimation process and develop a strategy to (1) reduce resource requirements
7 through mitigation and protection activities, (2) sustain current strengths, (3) obtain needed
8 resources from other members of the whole community, and (4) build new capabilities internally.
9 This strategy should take into account existing community resources, resources from non -
10 traditional partners, mutual aid agreements and partnerships, partners at other levels of
11 government, and, lastly, grant investments.

12
13 The 2012 State submitted THIRA selected and developed the following six worst - case,
14 plausible hazards and threats scenarios:

- 15
- 16 • A train accident that releases hazardous materials in downtown Denver over the Labor
17 Day weekend.
- 18 • A wildfire in Summit County during a multi - year drought.
- 19 • A cyber - attack against the electrical grid of the United States that impacts multiple
20 states, including Colorado.
- 21 • A coordinated terrorist attack across the Denver Metro Area with the purpose of inflicting
22 casualties and bogging down the first responder assets throughout the metro area.
- 23 • A dam / levee break in Larimer County, which floods several towns and destroys portions
24 of the national infrastructure system.
- 25 • A 6.8 earthquake in Commerce City, which damages or destroys large portions of the
26 Denver Metro Area to include residential areas, commercial buildings and national
27 infrastructure.

28
29 This THIRA serves as a decision - making tool for State government to help build on existing
30 capability and increase community resilience. The State will use results from the THIRA to help
31 plan and allocate resources for the targeted capability with community assets and / or mutual aid.
32 The THIRA provides a baseline State risk assessment and will be integrated with other planning
33 resources. The State will strive to build capabilities using the THIRA with the following
34 planning efforts:

35
36 The accuracy of the planning scenarios and the impact on capabilities will be improved in
37 future updates. The State of Colorado's Division of Homeland Security and Emergency
38 Management has the primary responsibility for monitoring and updating Colorado's THIRA.
39 Other activities that could trigger an assessment and possible update of the state's THIRA
40 are:

- 41
- 42 • New or innovative coordination forums / groups / committees that enable successful and
43 coordinated Planning;

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- 1 • Updates in processes and guidance that governed the writing of this THIRA;
- 2 • Systemic and capability - level challenges and obstructions or enhancements to existing
- 3 capabilities;
- 4 • Substantial documented changes in the State’s risk landscape.

5
6 The THIRA and resulting Capability Estimations are dynamic documents to be regularly
7 reviewed to maintain consistency with existing and new policies, evolving conditions and
8 experience gained from use. The assessments will evolve based on changes to threats, hazards
9 and capabilities within the State, Region and Nation. A continuous update cycle on a year – to -
10 year basis will allow the State to reassess and manage its changing risk landscape. The State
11 THIRA will incorporate the most current available data, input, and assessments from federal,
12 state, local partners and subject matter experts.

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Appendix C – Implementation Plan

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Implementation Plan to be developed.

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Appendix D – HS&AHSAC Member Organizations

Internal Colorado Department of Public Safety Members

- Colorado Department of Public Safety (CDPS)
- Colorado State Patrol (CSP)
- Colorado Division of Fire Prevention and Control
- Colorado Division of Homeland Security and Emergency Management (non-voting member) (CDHSEM)

Colorado State Agency Members

- Colorado Department of Public Health and Environment (CDPHE)
- Colorado Department of Military and Veterans Affairs (DMVA)
- Governor's Office of Information Technology (OIT) (two positions)
- Colorado Department of Local Affairs (DOLA)

External Agency Membership

- Colorado Counties Inc. (CCI)
- Colorado Emergency Management Association (CEMA)
- Private Industry Representative, Intrado Corporation
- Colorado Municipal League (CML)
- Denver Urban Area Security Initiative (UASI)
- Special Districts Association (SDA)
- State All-Hazards Advisory Committee (SAHAC)
- Colorado Voluntary Organizations Active in Disaster (VOAD)
- Colorado Regional Homeland Security Coordinators
- Tribal Representative
- County Sheriffs of Colorado (CSOC)
- Emergency Medical Services Association of Colorado
- Colorado Association of Chiefs of Police
- Colorado State Fire Chiefs Association
- Colorado Emergency Preparedness Partnership (CEPP)

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Appendix E – Acronyms

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- 3 AAR – After Action Report
- 4 CCI – Colorado Counties Incorporated
- 5 CDHSEM – Colorado Division of Homeland Security and Emergency Management
- 6 CDPHE – Colorado Department of Public Health and Environment
- 7 CDPS – Colorado Department of Public Safety
- 8 CEMA – Colorado Emergency Management Association
- 9 CEPP – Colorado Emergency Preparedness Partnership
- 10 CERT – Community Emergency Response Team
- 11 CML – Colorado Municipal League
- 12 COG – Continuity of Government
- 13 COOP – Continuity of Operations
- 14 CSOC – County Sheriff’s of Colorado
- 15 CSP – Colorado State Patrol
- 16 DMVA – Department of Military and Veteran’s Affairs
- 17 DOLA – Department of Local Affairs
- 18 EOC – Emergency Operations Center
- 19 EOP – Emergency Operations Plan
- 20 ESF – Emergency Support Function
- 21 HSEEP – Homeland Security Exercise Evaluation Process
- 22 IAP – Incident Action Plan
- 23 IC – Incident Commander
- 24 ICP – Incident Command Post
- 25 IP – Improvement Plan
- 26 JIC – Joint Information Center
- 27 NIMS – National Incident Management System
- 28 NRF – National Response Framework
- 29 OIT – Office of Information Technology
- 30 SAHAC – State All-Hazards Advisory Committee
- 31 SDA – Special Districts Association
- 32 SME – Subject Matter Expert
- 33 TEPW – Training and Exercise Planning Workshop
- 34 UASI – Urban Area Security Initiative
- 35 VOAD – Voluntary Organizations Active in Disaster
- 36 WMD – Weapons of Mass Destruction

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Appendix F – Definitions

1 **Assessment:** The evaluation and interpretation of measurements and other information to
2 provide a basis for decision making.
3

4 **Capability:** A capability provides the means to accomplish one or more tasks under specific
5 conditions and to specific performance standards. A capability may be delivered with any
6 combination of properly planned, organized, equipped, trained and exercised personnel that
7 achieves the intended outcome.
8

9 **Command and Control:** The exercise of authority and direction by a properly designated
10 authority over assigned or attached forces in the accomplishment of the mission; command and
11 control functions are performed through an arrangement of personnel, equipment,
12 communications, computers, facilities, and procedures employed in planning, directly
13 coordinating, and controlling operations in the accomplishment of the mission.
14

15 **Community:** A group of stakeholders with some form of commonality, whether that be
16 background, interest, performance of a particular function, geographical region (including and
17 not limited to a village, municipality, state or province, or nation), or where shared institutions
18 and culture exist. Communities may cross physical and political borders at local, state, regional
19 or nation levels.
20

21 **Consequence:** The effect of an event, incident, or occurrence. Categories of consequence
22 include: public health and safety, economic, psychological, environmental, and national
23 security.
24

25 **Continuity of Government (COG):** The maintenance of essential state government functions
26 which provide for: succession to office and emergency delegation of authority in accordance
27 with applicable law; safekeeping of essential resources, facilities, and records: and establishment
28 of emergency operating capabilities.
29

30 **Continuity of Operations (COOP):** Efforts taken within an entity (i.e., agency, company,
31 association, organization, business) to assure continuance of minimum essential functions across
32 a wide range of potential emergencies, including localized acts of nature, accidents,
33 technological and/or attack related emergencies.
34

35 **Core Capability:** Distinct critical elements necessary to achieve the National Preparedness
36 Goal.
37

38 **Critical Infrastructure:** Systems and resources – whether physical or virtual, so vital to the
39 United States that their incapacity or destruction of such systems and resources would have a
40 debilitating impact on security, national economic security, national public health or safety, or
41 any combination of those matters.
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1 **Cybersecurity:** Encompasses the cyberspace global domain of operations consisting of the
2 interdependent network of information technology infrastructures, and includes the Internet,
3 telecommunications networks, computer systems, and embedded processors and controllers in
4 critical industries. The cybersecurity core capability is the means for protecting cyberspace from
5 damage, unauthorized use, or exploitation of electronic information and communications systems
6 and the information contained therein to ensure confidentiality, integrity, and availability.
7

8 **Disaster:** A large-scale emergency which is beyond a community's ability and mutual aid
9 resources.
10

11 **Emergency:** An emergency is any unplanned incident that can cause deaths or significant
12 injuries; disrupt operations, or cause physical or environmental damage,
13

14 **Emergency Action Plan:** A plan of action to be taken to reduce the potential for property
15 damage and loss of life in an area.
16

17 **Emergency Management Assistance Compact (EMAC):** A legally binding mutual aid
18 agreement and partnership between the States that allows them to assist one another during
19 emergencies and disasters.
20

21 **Emergency Operations Center (EOC):** The physical location at which the coordination of
22 information and resources to support domestic incident management activities normally takes
23 place. An EOC may be a temporary facility or may be located in a more central or permanently
24 established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be
25 organized by major functional disciplines (e.g. fire, law enforcement, and medical services), by
26 jurisdiction (e.g., Federal, State, regional, county, city, tribal), or some combination thereof.
27

28 **Emergency Operations Plan (EOP):** A planning document that 1) assigns responsibility to
29 organizations and individuals for implementing specific actions at projected times and places in
30 an emergency that exceeds the capability or routine responsibility of any one agency; 2) sets
31 forth lines of authority and organizational relationships, and shows how all actions will be
32 coordinated; 3) identifies personnel, equipment, facilities, supplies, and other resources
33 available for use during response and recovery operations;
34

35 **Emergency Support Function (ESF):** A grouping of government and certain private-sector
36 capabilities into an organizational structure to provide the support, resources, program
37 implementation, and services that are most likely to be needed to save lives, protect property and
38 the environment, restore essential services and critical infrastructure, and help victims and
39 communities return to normal, when feasible, following domestic incidents.
40

41 **Hazard:** Something that is potentially dangerous or harmful, often the root cause of an
42 unwanted outcome.
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1 **Hazardous Material:** Hazardous substances, pollutant, and contaminants as defined by the
2 NCP.

3
4 **Homeland Security:** (1) A concerted national effort to prevent terrorist attacks within the
5 United States, reduce America’s vulnerability to terrorism, and minimize the damage and recover
6 from attacks that do occur. (National Strategy for Homeland Security p.2)

7 (2) The preparation for, prevention of, deterrence of, preemption of, defense against, and
8 response to threats and aggressions directed towards US territory, sovereignty, domestic
9 populations, and infrastructure; as well as crisis management, consequence management, and
10 other domestic civil support. Also called HLS.

11
12 **Homeland Security and All-Hazards Senior Advisory Committee (HS&AHSAC):** A
13 committee formed by the State of Colorado to advise the State’s Homeland Security Advisor,
14 provide strategic direction to the Division of Homeland Security and Emergency Management
15 and best position the State to predict, prevent, mitigate the effects of, respond to, and recover
16 from those threats or hazards position the greatest risk to Coloradoans.

17
18 **Incident Action Plan (IAP):** An oral or written plan containing general objectives reflecting the
19 overall strategy for managing an incident. It may include the identification of operational
20 resources and assignments. It may also include attachments that provide direction and important
21 information for management of the incident during one or more operational periods.

22
23 **Incident Commander (IC):** The individual responsible for all incident activities, including the
24 development of strategies and tactics and the ordering and the release of resources. The IC has
25 overall authority and responsibility for conducting incident operations and is responsible for the
26 management of all incident operations at the incident site.

27
28 **Incident Command Post (ICP):** The field location at which the primary tactical-level, on-scene
29 command functions are performed. The ICP may be co-located with the incident base or other
30 incident facilities and is normally identified by a green rotating or flashing light.

31
32 **Incident Command System (ICS):** A standardized on-scene emergency management construct
33 specifically designed to provide for the adoption of an integrated organizational structure that
34 reflects the complexity and demands of single or multiple incidents, without being hindered by
35 jurisdictional boundaries.

36
37 **Joint Information Center (JIC):** A facility established to coordinate all incident-related public
38 information activities. It is the central point of contact for all news media at the scene of the
39 incident.

40
41 **Mission Areas:** Groups of core capabilities, including Prevention, Protection, Mitigation,
42 Response, and Recovery.

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1 **Mutual Aid Agreement:** Written agreement between agencies and/or jurisdictions that they
2 agree to assist one another upon request, by furnishing personnel, equipment, and/or expertise in
3 a specified manner.

4
5 **National Incident Management System (NIMS):** A system mandated by HSPD-5 that provides
6 a consistent nationwide approach for Federal, State, local, and tribal governments; the private
7 sector, and nongovernmental organizations to work effectively and efficiently together to prepare
8 for, respond to, and recover from domestic incidents, regardless of cause, size or complexity. To
9 provide for interoperability and compatibility among Federal, State, local, and tribal capabilities,
10 the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these
11 as the ICS; multi-agency coordination systems; training; identification and management of
12 resources (including systems for classifying types of resources); qualification and certification;
13 and the collection, tracking and reporting of incident resources.

14
15 **National Preparedness:** The actions taken to plan, organize, equip, train, and exercise to build
16 and sustain the capabilities necessary to prevent, protect against, mitigate the effects of, respond
17 to, and recover from those threats that pose the greatest risk to the security of the Nation.

18
19 **National Response Framework (NRF):** A guide to how the Nation conducts all-hazards
20 response. It is built upon scalable, flexible, and adaptable coordinating structures to align
21 key roles and responsibilities across the Nation, linking all levels of government,
22 non-governmental organizations, and the private sector. It is intended to capture specific
23 authorities and best practices for managing incidents that range from the serious but purely
24 local, to large-scale terrorist attacks or catastrophic natural disasters. This core document, along
25 with the Emergency Support Function Annexes and Support Annexes (available at the NRF
26 Resource Center, <http://www.fema.gov/NRF>), supersedes the corresponding sections of the
27 *National Response Plan* (2004, with 2006 revisions).

28
29 **Non-Governmental Organization (NGO):** Legally constituted corporations created
30 by natural or legal people that operate independently from any form of government. The term
31 originated from the United Nations, and normally refers to organizations that are not a part of a
32 government and are not conventional for-profit businesses. In the cases in which NGOs are
33 funded totally or partially by governments, the NGO maintains its non-governmental status by
34 excluding government representatives from membership in the organization. In the United
35 States, NGOs are typically non-profit organizations.

36
37 **Preparedness:** The existence of plans, procedures, policies, training, and equipment necessary
38 to maximize the ability to prevent, respond to, and recover from major events {which include
39 domestic terrorist attacks, major disasters, and other emergencies}.

40
41 **Prevention:** Actions taken to avoid an incident or to intervene to stop an incident from
42 occurring. Prevention involves actions to protect lives and property. It involves applying
43 intelligence and other information to a range of activities that may include such countermeasures
44 as deterrence operations; heightened inspections; improved surveillance and security operations;

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1 investigations to determine the full nature and source of the threat; public health and agricultural
2 surveillance and testing processes; immunizations, isolation, or quarantine; and as appropriate
3 specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting
4 illegal activity, and apprehending potential perpetrators and bringing them to justice.

5
6 **Protection:** Involves actions to reduce the vulnerability of critical infrastructure or key
7 resources in order to deter, mitigate, or neutralize exposure, injury, or destruction.

8
9 **Recovery:** The development, coordination, and execution of service-and site-restoration plans;
10 the reconstitution of government operations and services; individual, private-sector,
11 nongovernmental and public-assistance programs to provide housing and to promote restoration;
12 long-term care and treatment of affected persons; additional measures for social, political,
13 environmental, and economic restoration; evaluation of the incident to identify lessons learned;
14 post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

15
16 **Resilience (y):** the capacity of a social system (e.g., an organization, city or society) to
17 proactively adapt to and recover from disturbances that are perceived within the system to fall
18 outside of the range of normal and expected disturbances; The ability to adapt to changing
19 conditions and withstand and rapidly recover from disruption due to emergencies.

20
21 **Resources:** Personal and major items of equipment, supplies, and facilities available or
22 potentially available for assignment to incident operations and for which status is maintained.
23 Resources are described by kind and type and may be used in operational support or supervisory
24 capacities at an incident or at an EOC.

25
26 **Response:** Activities that address the short-term, direct effects of an incident. Response includes
27 immediate actions to save lives, protect property, and meet basic human needs. Response also
28 includes the execution of emergency operations plans and of mitigation activities designed to
29 limit the loss of life, personal injury, property damage, and other unfavorable outcomes.

30
31 **Risk:** Risk is the product of threat, vulnerability, consequence, and likelihood of occurrence.

32
33 **Strategic Goal:** Broad statement that describes what we must be able to do to successfully
34 accomplish our mission. Goals elaborate on the organization's vision statement, articulating an
35 organization's desired future direction or desired state.

36
37 **Strategic Mission Statement:** The mission statement describes an agency or organization's
38 reason for existence in general terms that capture its unique purpose and functions. It typically
39 describes the organization, what it does, why it does it, and for whom.

40
41 **Surge Capacity:** Ability of institutions such as clinics, hospitals, or public health laboratories to
42 respond to sharply increased demands for their services during public health emergencies.

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1 **Terrorism:** Any activity that (1) involves an act that (a) is dangerous to human life or potentially
2 destructive of critical infrastructure or key resources; and (b) is a violation of the criminal laws
3 of the United States or of any State or other subdivision of the United States; and (2) appears to
4 be intended (a) to intimidate or coerce a civilian population; (b) to influence the policy of a
5 government by intimidation or coercion; or (c) to affect the conduct of a government by mass
6 destruction, assassination or kidnapping.
7

8 **Tribal Government:** For the purposes of this document a Tribal Government is a federally
9 recognized Indian Tribe within the State of Colorado. Through regulations, federally recognized
10 tribes have the same role as States in the development of chemical emergency preparedness
11 programs under the Emergency Planning and Community Right-to-Know Act (EPCRA).
12

13 **Weapons of Mass Destruction (WMD):** As defined in Title 18, USC 2332a: (1) any explosive,
14 incendiary or poison gas, bomb, grenade, rocket having a propellant charge of more than four
15 ounces, or a missile having an explosive or incendiary charge of more than one-quarter ounce, or
16 mine or device similar to the above; (2) any weapon that is designed or intended to cause death
17 or serious bodily injury through the release, dissemination, or impact of toxic or poisonous
18 chemicals or their precursors; (3) any weapon involving disease organism, or (4) any weapon
19 that is designed to release radiation or radioactivity at a level dangerous to human life.
20

21 **Whole Community:** A focus on enabling the participation in national preparedness activities of
22 a wider range of players from the private and nonprofit sectors, including nongovernmental
23 organizations and the general public, in conjunction with the participation of Federal, state, and
24 local governmental partners in order to foster better coordination and working relationships.
25 Used interchangeably with “all-of-Nation.”
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INITIAL DRAFT