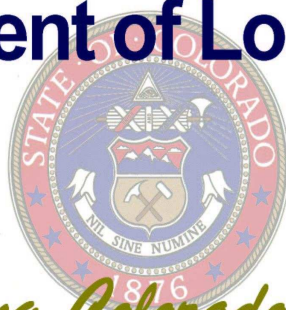


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# Department of Local Affairs



*Strengthening Colorado Communities*

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Strategic Plan for FY2010-11

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# Executive Letter:

October 19, 2009

Mr. Todd Saliman  
Governor's Office of State Planning and Budgeting  
200 East Colfax, Room 111  
Denver, Colorado 80203

Re: Department of Local Affairs Strategic Plan

Dear Mr. Saliman,

Over the past year the Department of Local Affairs (DOLA) conducted an inter-department strategic planning process and incorporated many of the elements of this effort into our Strategic Plan. We are striving to achieve our mission to strengthen communities and enhance livability in Colorado using two primary tools – financial assistance to localities and technical assistance in the areas of property tax implementation, affordable housing, emergency management and local government functions.

In fiscal year 2008-2009, the financial impact of the Department of Local Affairs totaled \$648,201,687. We achieved this impact by awarding 591 grants to eligible local partners throughout the state. The Department made grant awards of \$145,316,125. These award dollars were leveraged with \$502,885,562 in partner contributions. The Department's grant resources increased 8% from fiscal year 2007-2008 to 2008-2009 and the leveraged resources increased 9% during the same period.

At the division level, we revamped performance measures to enhance transparency and the strategic use of DOLA resources. Each division evaluated its responsibilities and realigned measures where necessary to meet our overall department objectives. Having aligned the OSPB strategic plan process with the department strategic planning process, we have now embarked on systematic tracking of strategic plan progress.

Through this strategic plan process we enhance our value as a partner to other state and federal agencies and local governments. Livability throughout Colorado is our ultimate goal, which can be achieved through strategic collaboration and measurable performance.

Respectfully,

Susan E. Kirkpatrick  
Executive Director

# **Introduction**

The Department of Local Affairs (DOLA) serves as the link between the state and local communities. The department provides training, technical assistance and financial support to local communities and their elected community leaders. Financial resources are made available to communities either through statutory formula distributions or through grants at the discretion of the Executive Director with guidance from citizen boards. Roughly 90 percent of the department's \$370 million annual budget is invested directly in local communities in the form of grants or low interest loans.

DOLA has a staffing structure that encourages collaboration and efficiency. When administrative functions and programmatic tasks are shared across the organization, our customers at the local level, including local elected and appointed officials, receive more integrated services. This sharing of expertise and function, along with workload, provides considerable administrative efficiency. Cross-training and teamwork among our divisions creates the conditions for better service to local communities.

## **Statutory Authority**

The statutory authority is found in Title 24, Article 32, Colorado Revised Statutes (2008). Division of Property Taxation (DPT) authority can be found in Article X, Colorado Constitution; Title 39, Article 2.

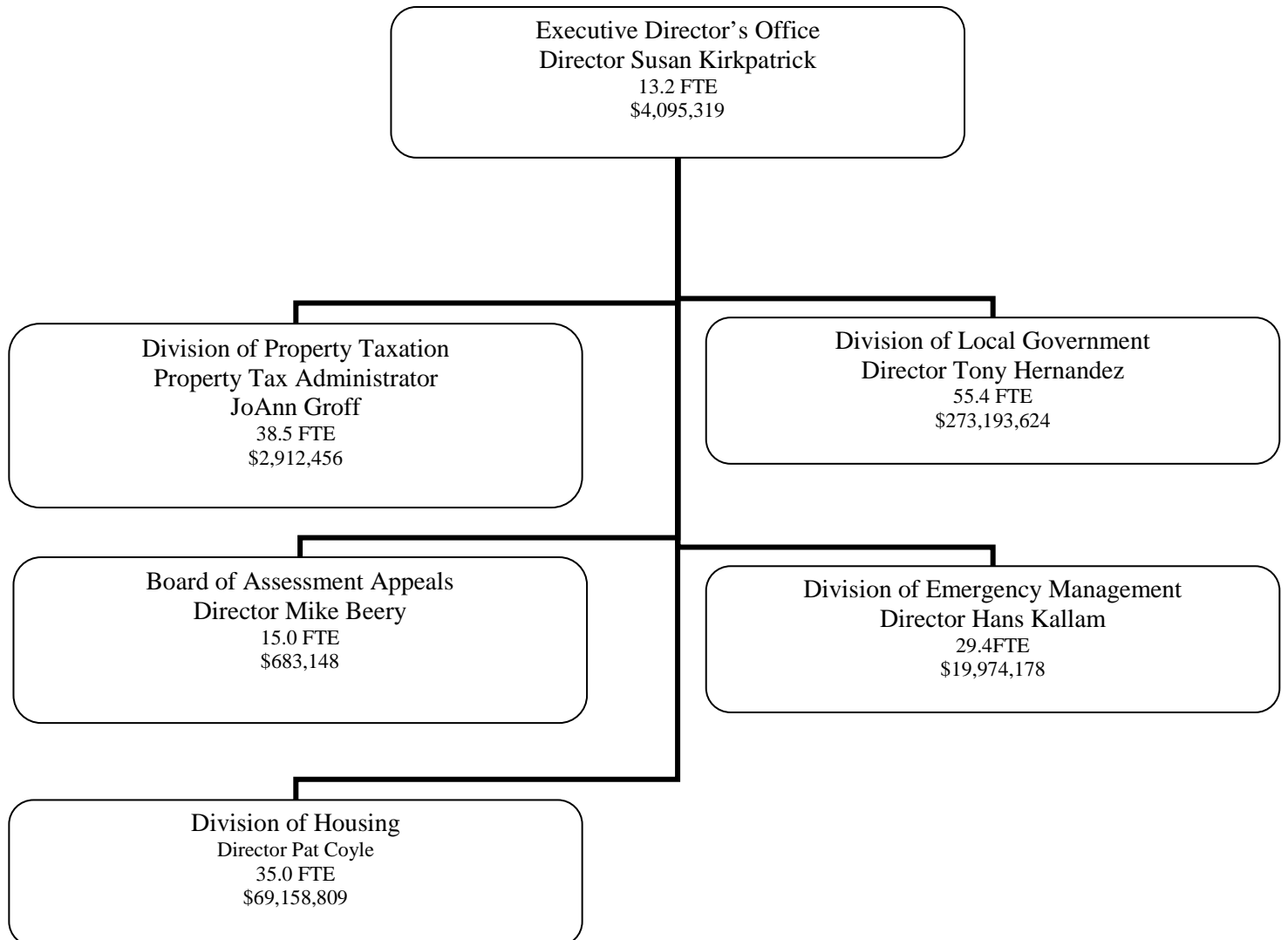
Board of Assessment Appeals (BAA) authority can be found in Article II, Title 39 of the Colorado Constitution.

Division of Housing authority can be found in Title 24, Article 32, Section 702, Colorado Revised Statutes (2008).

Division of Local Government authority can be found in Title 24, Article 32, Section 102, Colorado Revised Statutes (2008).

Division of Emergency Management authority can be found in Title 24, Article 32, Section 2105, Colorado Revised Statutes (2008).

# Organizational Chart



186.5 FTE

\$370,017,534

\$11,889,613 GF

\$258,645,041 CF

\$6,108,376 RF

\$93,374,504 FF

July 2009

# Mission Statement

DOLA has recently undertaken a strategic planning process, focusing on realigning the department's mission and vision statements and developing performance objectives to strengthen and enhance the delivery of service to our customers. DOLA's mission statement has been reframed to read:

*DOLA strengthens communities and enhances livability in Colorado by providing accessible assistance in the following areas:*

- *Equitable and consistent implementation of property tax laws*
- *Community development that is revitalizing and sustainable*
- *Financial support for community needs*
- *Safe, affordable housing*
- *Emergency preparation, prevention, response and recovery*

*DOLA strives to be responsive, attentive, solutions-oriented and respectful, within and beyond our departmental boundaries.*

DOLA's tag line to its mission statement has been: **"Strengthening Colorado's Communities."** DOLA remains committed to this tag line.

# Vision Statement

Through DOLA's strategic planning process, the vision statement for the department has been reframed to read:

*The Colorado Department of Local Affairs strengthens communities and enhances livability in Colorado. Using reliable and objective assessment methods, DOLA bridges the gap between localities and state government, partnering with local leadership to solve a wide range of problems and address a broad spectrum of issues and challenges. Through responsive action, flexibility, and unparalleled customer service, DOLA helps to ensure safety, equity, and vitality throughout the state.*

DOLA structures its budget with this vision statement in mind. DOLA views itself as a partner to local governments to enhance the livability of Colorado communities through strategic investments using various financial tools and with technical support provided by the department's staff.

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# Objectives

1. Improve systems across the department to support the pursuit of division-specific goals
2. Coordinate financial and programmatic approaches across divisions within the Department to improve the quality of life in communities throughout the state
3. Identify and pursue strategic community engagement which includes external communications plan to provide excellent service to our customers
4. Identify and pursue strategic employee engagement, including an internal communications plan, to improve employee satisfaction and serve our customers more effectively

# **Program Objectives and Performance Measures**

## **Division of Property Taxation (DPT)**

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### **Constitutional and Statutory Reference:**

Pursuant to Article X, Section 15 of the Colorado Constitution, it is the duty of the Property Tax Administrator to administer the property tax laws set forth in Title 39, Articles 1 – 14, C.R.S.

Under the general laws of Colorado, the Property Tax Administrator heads the Division of Property Taxation. Their charge is to administer the implementation of property tax law throughout Colorado's 64 counties to ensure that valuations are uniform and that each property class contributes only its fair share of the total property tax revenue.

### **Vision Statement**

The Division is committed to the fair, accurate and consistent application of property tax law for the benefit of all residents and property owners of this state.

### **Mission Statement**

The Division staff strives for excellence in all it does to ensure the fairness and equalization of property taxation for all Colorado taxpayers.

### **Division-wide Goal**

Coordinate and administer the implementation of property tax law throughout the 64 counties of this state to ensure that valuations are uniform. This includes the granting of exemptions, valuation of state assessed companies for ad valorem taxation, providing technical assessment assistance, and promoting the equalization of property valuation.

### **By December 2010 Short Term Goals**

By July 1, 2009, identify workshops and classes which can reasonably be offered using distance or remote education formats. This will allow an additional cost effective approach to utilize technological advancements to the benefit of the state, local governments and the environment.

**Budget measurement standard:** Law Seminar – achieve 100% attendance of all Colorado counties at the law seminar. Attain 80% participant satisfaction rating.

Performance Measure	Outcome	FY 07-08 Actual	FY 08-09 Approp.	FY 09-10 Request	FY 10-11 Request
<b>Achieve 100% attendance of all Colorado counties at the Annual Law Seminar. Attain 80% participant satisfaction rating.</b>	<b>Benchmark</b>				
	Attendance	100%	100%	100%	100%
	Average Rating	New	New	80%	80%
	<b>Actual</b>				
	Attendance	89%	84%		
	Average Rating	New	81%		

Evaluations will be based on a scale of 1 to 5, with “1” reflecting a response of **very poor** (20%), “2” reflecting a response of **poor** (40%), “3” reflecting a response of **fair** (60%), “4” reflecting a response of **good** (80%), and “5” reflecting a response of **very good** (100%).

## **Appraisal Standards Section**

### ***Description:***

Appraisal Standards prepares and publishes appraisal manuals, procedures and instructions. It holds schools and seminars regarding all areas of appraisal. It conducts field studies and provides statewide assistance in agricultural land classification, natural resources and personal property valuation, as well as assistance in the valuation of residential, commercial and industrial properties. The section assists in reappraisal efforts, reviews internal appraisal forms used by assessors, and investigates and responds to taxpayer complaints.

The Division offers a wide variety of courses and workshops throughout the year. The Appraisal Standards section conducts three tested courses: Basic Appraisal Principles, Basic Appraisal Procedures, and Uniform Standards of Professional Appraisal Practice (USPAP).

### ***Goal:***

Assist county appraisal staff and the public with ad valorem valuation issues. This includes the application of sound appraisal principles, compliance with statutory and constitutional mandates and interpretation of applicable court decisions.

### ***By December 2010 Short Term Goals:***

- Qualifying Education Development and Submission for Approval:
    - o Development of the Basic Appraisal Principles class\* by January 16, 2009, for submission for approval by the Colorado Board of Real Estate Appraisers.
    - o Development of the Basic Appraisal Procedures class\* by July 1, 2009 for submission for approval by the Colorado Board of Real Estate Appraisers.
- \*These two classes constitute the qualifying education curriculum that is required to obtain the registered appraisal license.



- Assessor Education Needs Survey:
  - o In conjunction with Administrative Resources section, create and conduct a survey of assessors with a survey response deadline of February 1, 2009, addressing their anticipated staff education needs.
    - The education coordinators of the Appraisal Standards and the Administrative Resources sections will review and evaluate those responses and will make recommendations to the section supervisors by March 2, 2009 for classes that should be scheduled as a result of this survey for the balance of the 2009 calendar year.
    - By April 1, 2009, the respective sections will hold their education planning meetings to coordinate scheduling of the identified classes.
  - o Survey will be conducted annually thereafter, Survey response date of November 15 (or nearest working day) and initial class offering schedule for the next calendar year available by December 15 of the year prior to the class offerings.
- Continuing Education Development and Submission for Approval:
  - o Four one half day classes developed, written and submitted for approval by March 31, 2009
    - These classes are developed for teaching at the Colorado Association of Tax Appraisers (CATA) August 2009. They include Property Measurement, Time Trending, Presenting Your Best Ag Case, and Bed and Breakfast Valuation.
- USPAP Instructor Certification:
 

In order to meet the statewide demand, it is important that the Division maintain a group of two to four USPAP certified instructors. As part of our succession planning strategy we need to

  - o Qualify two additional staff members as Appraiser Qualifications Board (AQB) certified Uniform Standards of Professional Appraisal Practice (USPAP) instructors by December, 2010. This is a three step process:
    - 1) the section supervisor, section lead worker and the Property Tax Administrator will identify the two staff members by October 1<sup>st</sup> who will begin moving through this certification process;
    - 2) an exam study and preparation program will be developed by current USPAP certified instructors in the Division by January 1, 2010; and
    - 3) the timing of implementing this exam prep program will be contingent on the scheduling for the exam.
- County Assessment Staff Appraisal License Application Assistance
  - o Assist county appraisal staff in submitting their license applications in compliance with the new AQB rules by December 31, 2009. One individual in the Appraisal Standards Section has been assigned primary responsibility for this task. This assistance will consist of three aspects.
    - Initially, we will distribute informational memos, either directly by email to assessor's offices or through the Division's weekly bulletin. The first of these memos was distributed in mid-December 2008. Additional reminder memos will be sent out by March 31, 2009 and again September 30, 2009. It will be the responsibility of the assigned staff person to track the questions and issues that arise and to evaluate the need for additional informational memos.

- Second, we will schedule informational workshops. The first workshop will be scheduled prior to July 1, 2009. Subsequent workshops will be scheduled based on demand.
  - Finally, the bulk of this assistance will be in the form of telephone assistance through December 31, 2009.
- In cooperation with the Administrative Resources, maintain continuing education approval with the Colorado Board of Real Estate Appraisers for all appraisal workshops and classes.
  - o Existing approval is valid for three years from the date of the initial approval. Reapproval requests need to be submitted two months prior to expiration to assure timely action on the part of the appraisal board. One Appraisal Standards section staff member and one Administrative Resources section staff member will have primary responsibility for monitoring this ongoing activity.

**Budget measurement standard:** Education – achieve 95% student pass rate. Attain 80% rate of student satisfaction. Attain 80% rate of assessor satisfaction with student skill transfer back to the job.

Administrative Resources and Appraisal Standards Performance Measures	Outcome	FY 07-08 Actual	FY 08-09 Actual	FY 09-10 Approp.	FY 10-11 Request
<b>Education</b> – Achieve 95% student pass rate. Attain 80% rate of student satisfaction. Attain 80% rate of assessor satisfaction with student skill transfer back to the job.	<b>Benchmark</b>				
	No. of Students in Tested Courses	225	225	225	225
	Pass Rate	95%	95%	95%	95%
	Student Satisfaction	New	80%	80%	80%
	Assessor Satisfaction	New	80%	80%	80%
	<b>Actual</b>				
	No. of Students in Tested Courses	287	179		
	Pass Rate	96.51%	98.00%		
	Student Satisfaction	New	92.60%		
	Assessor Satisfaction	New	89.84%		

Evaluations will be based on a scale of 1 to 5, with “1” reflecting a response of **very poor** (20%), “2” reflecting a response of **poor** (40%), “3” reflecting a response of **fair** (60%), “4” reflecting a response of **good** (80%), and “5” reflecting a response of **very good** (100%).

## **Administrative Resources Section**

### ***Description:***

Administrative Resources prepares and publishes administrative manuals, procedures and instructions. It conducts classes and seminars regarding the administrative functions of the assessors' offices. It performs field studies and provides statewide assistance with issues such as, tax increment financing, the administration and valuation of manufactured homes, feasibility studies, senior and disabled veteran exemptions, classification of property, title conveyance, mapping, production of the Abstract of Assessment, certification of values to taxing entities, and the tax warrant. . The section also investigates taxpayer complaints. It is responsible for various studies and reports such as fiscal impacts for Legislative Council, the residential assessment rate study and the Property Tax Administrator's Annual Report to the General Assembly and State Board of Equalization. It also coordinates with agencies having an interest in property taxation. In addition, the field staff works closely with assessors in all areas of property taxation. Administrative Resources is also responsible for approving or disapproving all petitions for refund or abatement of taxes in excess of \$1,000.

If taxes have been levied erroneously or illegally, county treasurers are to abate such taxes and interest accrued thereon. The Property Tax Administrator shall approve or disapprove any abatement or refund in excess of \$1,000, § 39-2-116, C.R.S.

### ***Goal:***

Increase the knowledge, competency and effectiveness of Colorado assessors and their staff in the fulfillment of their duty to complete the tasks necessary to produce the tax warrant. Spearhead and execute numerous statutory undertakings assigned to the Property Tax Administrator, such as special requests from Legislative Council or legislators. Improve the efficiency of internal processes for the benefit of the counties, the taxpayers and all other affected parties.

### ***By December 2010 Short Term Goals:***

- Evaluate and return abatement petitions within 30 days of receipt.
- Rewrite the Introduction to Assessment class and submit for Continuing Education approval from the Division of Real Estate no later than December, 2010.
- Update property classification workshop and submit for continuing education approval by Division of Real Estate no later than December, 2009.
- Create Budget Development and Management workshop for inclusion in New Assessor Orientation Training January, 2011.
- Disseminate policy and legislative changes to county assessors by October 2009 and by October of each year after. To meet this goal, we will complete analysis and updates to the Assessor's Reference Library, Volume 2 as necessary for submission to the September meeting of the Statutory Advisory Committee.

***Budget measurement standard 1:*** Same as above for Appraisal Standards

***Budget measurement standard 2:*** Reduce refund interest accruals at the county level by maintaining average age of abatements pending review to 30 days or less.

Performance Measure	Outcome	FY 07-08 Actual	FY 08-09 Actual	FY 09-10 Approp.	FY 10-11 Request
<b>Reduce refund interest accruals at the county level by maintaining average age of abatements pending review to 30 days or less.</b>	<b>Benchmark</b>	30.0	30.0	30.0	30.0
	<b>Actual</b>	29.6	19.2		

## **Exemptions Section**

### ***Description:***

The Exemptions section is responsible for determining qualification for exemption from property taxation for properties that are owned and used for religious, charitable and private school purposes. Exempt property owners are required to file annual reports with DPT to continue with the exemption status. This section provides assistance to counties and taxpayers with inquiries about exempt properties, conducts hearings on denied exemption applications and revocations of exemptions, and defends appeals of such denials and revocations.

### ***Goal:***

Thoroughly, accurately and promptly evaluate all new requests for exemptions from charitable, religious, and private school organizations, review all annual reports from granted exempt organizations in a similar manner, and enhance property owner convenience.

### ***By December 2010 short term goals:***

- Conduct field visits for property inspections so that all areas of the state with pending applications are visited at least twice annually.
- By March 1, 2010, working in tandem with DOLA IT development staff, provide the opportunity for exempt organizations to electronically file and pay for Annual Reports.
- Write new rules if required from 2009 legislation, conduct a thorough review of all current rules, and complete any necessary rulemaking by March 1, 2010.

***Budget measurement standard:*** Process 100% of applications for exemption within 12 months of receipt.

Performance Measure	Outcome	FY 07-08 Actual	FY 08-09 Actual	FY 09-10 Approp.	FY 10-11 Request
<b>Exemptions – Process 100% of applications for exemption within 12 months of receipt.</b>	<b>Benchmark</b>	100%	100%	100%	100%
	<b>Actual</b>	88%	90.5%		

## **State Assessed Section**

### ***Description:***

The State Assessed section is the only area of the DPT which regularly performs original valuation of property on an annual basis. The section values all public utilities, rail transportation companies, airlines and renewable energy facilities doing business in Colorado. The company valuations are then apportioned to the counties for collection of local property tax. Both county commissioners and public utilities may protest the value assigned to state assessed property, and both may appeal to the Board of Assessment Appeals (BAA) if the protest is not resolved at the Division level. The statutorily set deadlines and nature of this work concentrates much of the specific activity of the section into a seven month time frame from approximately February 1 through the end of August, the deadline by which any appeal of value must be filed at the BAA.

The remaining five months are dedicated to preparation and presentation of information as necessary for any values that have been appealed to the BAA by either the public utility or the county commissioners. Additionally, there is extensive “clean up” after the valuation season: documenting information to files; destroying old files; ensuring all references to companies are appropriately updated and information for all companies are current in preparation for the next appraisal season; et al. This time is also used for state assessed staff to research information and attend specifically targeted classes or conferences to stay current with general industry trends, and become familiar with any new industry assignments. Additionally, the state assessed staff assist in projects of other DPT sections as appropriate.

### ***Goal:***

Produce accurate, equitable and defensible values for property tax purposes of public utility companies operating in Colorado in compliance with statutorily set deadlines. This requires staff to stay current with industry trends and provide timely response to any appeal of the values they establish.

### ***By December 2010 short term goals:***

- Establish and implement a procedure for documenting research on current industry assignments and general industry trends so that this “intellectual property” developed by one staff person is accessible to other state assessed staff members by January 15, 2010.
- Promote professional growth of staff in section through attendance at classes and specifically targeted conferences, and through off season research. (when budget constraints allow)
- Assist Appraisal Standards staff with instructing appraisal classes and workshops as opportunities become available August, 2009 through February, 2010 and annually thereafter within that timeframe.
- Every other year assist Administrative Resources staff with the Residential Rate Study that is presented to the State Board of Equalization and the Colorado General Assembly in January of the year of general reassessment. This study will next be presented in January, 2011.

**Budget measurement standard:** Provide accurate, uniform and defensible valuation of state assessed companies measured by the number of appealed values upheld by the BAA. DPT is comprised of four sections: Administrative Resources, Appraisal Standards, Exempt Properties, and State Assessed Properties.

Performance Measure	Outcome	FY 07-08 Actual	FY 08-09 Actual	FY 09-10 Approp.	FY 10-11 Request
State Assessed – Provide accurate, uniform, and defensible valuation of state assessed companies.	<b>Benchmark</b>				
	Companies Valued	570	570	580	590
	Protests Filed	85	85	85	85
	BAA Appeals	2	2	2	2
	Value Upheld*	2	2	2	2
	Value Adjusted*	0	0	0	0
	<b>Actual</b>				
	Companies Valued	557	596		
	Protests Filed	79	80		
	BAA Appeals	3	8		
	Value Upheld*	0	0		
	Value Adjusted*	3	5		

\*Due to the BAA's workload, appeals may not be heard for up to 18 months after the protest to the Division of Property Taxation. For this reason, the BAA outcomes pertain to appeals filed in prior tax years.

## Board of Assessment Appeals

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### Introduction

The Board of Assessment Appeals (BAA) hears appeals filed by real and personal property owners regarding the valuation placed on their property.

County Assessors are responsible for valuing all property in their county except for exempt property and state assessed properties. Taxpayers may appeal the assigned value to the Assessor and the County Board of Equalization (valuation appeal) or to the Board of County Commissioners (abatement). These cases may then be appealed to the BAA.

State assessed properties and exemptions are appealed to the property tax administrator. These cases may then be appealed to the BAA.

Appeals can also be filed with the BAA when a County Board of Commissioners or a County Board of Equalization has failed to make a timely decision on a matter properly presented.

Appeals to the BAA must be made in writing to the Board within 30 days from the date of the decision that is being appealed. After the appeal is docketed, a receipt of appeal is sent to the Petitioner. A notice of hearing is mailed to all parties at least 30 days prior to the scheduled hearing. The Board's decision is transmitted in a written order and mailed to all parties. Board decisions are also posted on the Board's website. If either party does not agree with the Board's decision, it can be appealed to the Colorado Court of Appeals.

Members of the Board are appointed by the Governor and confirmed by the State Senate. By statute, the Governor may appoint from three to nine appraisers to the Board. At this time, there are eight members of the Board to allow cases to be heard on a timely basis.

## **Statutory Authority**

The statutory authority for the Board of Assessment Appeals (BAA) can be found in Article X of the Colorado Constitution and Title 39, Article 2 of the Colorado Revised Statutes.

## **BAA Mission Statement**

The Board of Assessment Appeals exists to strengthen Colorado communities by providing a fair and impartial forum for taxpayers to appeal real and personal property valuations or exemptions.

The Board of Assessment Appeals strives to be:

- Responsive to the needs of taxpayers and counties.
- Careful with resources.
- Solutions-oriented in our approach to problems.
- Respectful of the people with whom we work both inside and outside the Division.

## **BAA Vision Statement**

The Board of Assessment Appeals is recognized for providing an accessible forum for resolving taxpayer valuation and exemption appeals in a fair, impartial and timely manner. In order to achieve this vision, the Board of Assessment Appeals will focus on: (1) reducing the time it takes for a taxpayer's appeal to be resolved; and (2) improving accessibility to a fair and impartial hearing process for taxpayers.

## **BAA Objectives**

Objective 1: Ensure taxpayer appeals are resolved on timely basis through the efficient use of available resources.

Objective 2: Improve accessibility to a fair and impartial hearing process for taxpayers.

# BAA Performance Measures and Benchmarks

Performance Measure	Outcome	FYE 6/30/08	FYE 6/30/09	FYE 6/30/10	FYE 6/30/11	FYE 6/30/12
Number of Petitions Resolved	<b>Benchmark</b>	None	1,775	2,100*	2,125*	2,150*
	<b>Actual</b>	1,750	1,993	unknown	unknown	unknown

Performance Measure	Outcome	FYE 6/30/08	FYE 6/30/09	FYE 6/30/10	FYE 6/30/11	FYE 6/30/12
Number of Educational and Outreach Activities	<b>Benchmark</b>	None	10	11	12	12
	<b>Actual</b>	9	10	unknown	unknown	unknown

\* The benchmarks for FYE 6/30/10, 6/30/11 and 6/30/12 were increased in July 2009 after taking into account the Division's success in resolving significantly more cases in FYE 6/30/09 than originally planned.

## BAA Strategies

### Strategy 1: Background

The Board of Assessment Appeals currently receives and processes about 1,900 appeal petitions per year on average. Most appeal petitions are filed during the months of August through December. BAA staff does an excellent job receiving and processing the high volume of petitions received.

After a petition has been received and processed, it is set for hearing. In the past, BAA staff sent out about 150 notices of hearing per month (about 1,800 per year). This was thought to be the maximum number of hearing notices that could be issued given existing resource limitations. BAA only has two hearing rooms and eight Board members to hear petitions.

A backlog of unresolved petitions currently exists. It currently takes about 17 months for a petition to be resolved. This backlog will continue to increase unless a new strategy is implemented. ***The Board of Assessment Appeals is committed to resolving taxpayer valuation and exemption appeals in a timely manner.*** Strategy 1 is being implemented to reduce the amount of time it takes for a petition to be resolved with existing resources.

### Strategy 1: Implementation

During the fiscal year ending June 30, 2009, the Board of Assessment Appeals implemented a new process for setting cases for hearing. This new process is known as a trailing docket. Under the trailing docket, BAA staff issues notices of hearing approximately 90 days in advance of hearing dates. All hearings scheduled for a particular day are set at 8:30 am in the BAA's offices. Multiple hearings are scheduled at the same time. Approximately ten (10) days prior to the hearing date and after many cases have been resolved through settlement or petition withdrawal, the parties in the remaining cases are informed of the exact time for their hearing. This process allows significantly more cases to be set for hearing and results in the resolution of more cases each month. By using a trailing docket, the backlog of cases will be incrementally decreased over a three to four year period without significantly impacting existing resources.



### **Strategy 2: Background**

The Board of Assessment Appeals provides a cost-effective forum for taxpayers to appeal real and personal property valuation and exemption decisions rendered by counties. In many of these cases, taxpayers appear pro-se (without representation). Hearings before the Board are similar to trials held in non-jury civil courts. The process can be intimidating for unrepresented taxpayers who are not familiar with the court process.

In order to make the process more accessible to taxpayers from counties outside of the Denver-metro area, the Board has held hearings in recent years in Alamosa and Grand Junction. These remote hearings have been well-received by taxpayers, who might not otherwise be able to exercise their right to challenge the county's valuation and exemption decisions. The remote hearings are also well-received by counties, who are able to allow more of their staff to attend the hearings and learn about the appeal process.

*The Board of Assessment Appeals is committed to improving accessibility to a fair and impartial hearing process for taxpayers through the increased use of educational and outreach activities.* Strategy 2 is being implemented to better inform taxpayers of the appeals process and to improve accessibility to the process.

### **Strategy 2: Implementation**

In order to assist taxpayers and counties in better understanding the appeal process, the Board will provide educational opportunities about the process. This will include the development of web-based educational materials, which will be accessible for viewing by visiting the Board's web page. The educational materials will help taxpayers and counties to be better prepared for their hearing and will result in more efficient hearings. The Board and its staff will also engage in other outreach activities, such as speaking engagements which will offer opportunities to learn about the appeal process.

The Board will also continue to engage in outreach activities designed to provide accessibility to the hearing process. These activities may include remote hearing locations, telephone hearings, video conference hearings and other outreach designed to improve accessibility to the appeal process. The opportunity for partnering with State colleges and other governmental agencies for video conference hearings will be explored.

## **Division of Housing**

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### **Introduction**

The Department of Local Affairs, Division of Housing (DOLA Housing Division) works with a variety of partners to increase the availability of affordable housing to residents of Colorado. DOLA Housing Division provides grants, loans, rental subsidies and bond authority to local governments, housing authorities, non-profit organizations, for-profit and non-profit developers, private landlords and other organizations to create, preserve and rehabilitate housing for Colorado's workers, families,

seniors and those with special needs. DOLA Housing Division also certifies all factory/manufactured structures built in or shipped to Colorado and approves multifamily construction in counties with no construction codes.

To assist in meeting the affordable housing needs within the DOLA Housing Division administers the following grant, loan, bond authority and manufactured housing programs:

- HOME Investment Partnership Grant/Loan Program
- Community Development Block Grant Program
- Emergency Shelter Grant Program
- Housing Opportunities for People with AIDS Grant Program
- HOME Investment Trust Fund Loan Program
- Private Activity Bonds (balance of State) Program
- Housing Choice Voucher, Homeownership and Family Self-Sufficiency Program
- Manufactured Housing Dealer Registration Program
- Inspection and certification programs for all factory-built (modular) housing, commercial structures, and manufactured homes.
- Consumer complaint service program for factory/manufactured structures
- Manufactured Home Installation Program

### **Colorado State Housing Board**

The Colorado State Housing Board (the Board) was created in 1970 to advise the General Assembly, the Governor, and the DOLA Housing Division on Colorado housing needs. The seven member Board reviews financing requests and adopts policies to assist in the development of affordable housing. The Board also adopts regulations governing factory built structures and multifamily housing in counties with no codes.

### **Statutory Authority**

The statutory authority for the Colorado Division of Housing can be found within the Colorado Housing Act of 1970, Colorado Revised Statutes Title 24, Article 32, 701 - 718.

### **DOLA Housing Division Mission Statement**

The mission of the DOLA Housing Division is to ensure that Coloradans live in safe, decent, and affordable housing. We do this by helping communities meet their housing goals.

### **DOLA Housing Division Vision Statement**

With stakeholders, create a strategic direction for the DOLA Housing Division to improve the state's impact on affordable housing.

### **Preparation of the DOLA Housing Division Strategic Plan**

DOLA Housing Division develops two housing plans annually that assist in setting the strategic plan for the Division. The State Consolidated Plan and the Housing Choice Voucher Annual Plan identify DOLA Housing Division strategies and goals to address affordable housing needs in Colorado communities. DOLA Housing Division relies on a number of resources and publications to identify the greatest needs for affordable housing in Colorado. These sources include a quarterly

vacancy survey report, foreclosure report, household income report, housing needs assessments, US census building permits, unemployment reports, economic growth report and public housing waiting lists. Information from these reports is supplemented by data from the DOLA demography section and outside sources. All the information referenced above is utilized in preparing the DOLA Housing Division Strategic Plan.

DOLA Housing Division also has a Community Housing Assistance Team, or "CHATS" staff that works one-on-one with local communities throughout Colorado to identify housing needs, prepare housing strategies, identify potential housing projects and create financing packages for new housing and to preserve existing housing. The team has staff in Denver and in two field offices in Colorado. The CHATS work with other affordable housing funders (Colorado Housing Finance Authority, Department of Housing and Urban Development, Rural Development, Mercy Housing, Enterprise Foundation, etc.) to identify and maintain a pipeline of potential affordable housing projects.

In addition, DOLA Housing Division conducts an annual customer service survey and DOLA conducts an annual employee survey. These two surveys enable DOLA Housing Division to direct improvement efforts to both their internal and external customers.

### **Livability Focus**

DOLA, in partnership with local governments, the public and private sector, is strategically linking each of its programs to improve peoples' lives in five areas: jobs, housing, transportation, education and environment. This is accomplished by leveraging program dollars and staff consultation within DOLA for our partners and stakeholders as well as strengthening coordination of services and funding resources from other state agencies. DOLA Housing Division's leadership and participation in this effort is essential.

Because safe and affordable housing is fundamental to the ultimate success of all Colorado communities, DOLA Housing Division will target the following objectives with the greatest emphasis of providing housing to those earning less than 50% of the Area Median Income.

### **DOLA Housing Objectives**

- Objective 1: Preserve the existing statewide supply of affordable rental or home-ownership housing.
- Objective 2: Increase the statewide supply of affordable "workforce" rental housing and home-ownership opportunities.
- Objective 3: Increase the capacity and stability of local housing and housing service providers statewide.
- Objective 4: Increase statewide pre-purchase homeownership counseling for low/moderate income and minority households.
- Objective 5: Meet community needs for the homeless statewide by providing supportive services and increasing the number of shelter beds available.

Objective 6: Increase statewide supply of housing for persons with special needs coupled with services that increase or maintain independence.

Objective 7: Provide rental subsidies statewide for low-income households who would otherwise have to pay more than 30% of their household income for housing.

Objective 8: Ensure the statewide safety and habitability of factory/manufactured structures through program services that are efficient and effective.

Objective 9: Improve internal and statewide external customer relations.

## DOLA Housing Performance Measures and Benchmarks

Performance Measure	Outcome	FYE 6/30/08	FYE 6/30/09	FYE 6/30/10	FYE 6/30/11	FYE 6/30/12
Preservation of affordable rental and homeownership housing	<b>Benchmark</b>	910	910			
	<b>Actual</b>	629	509	unknown	unknown	unknown

Performance Measure	Outcome	FYE 6/30/08	FYE 6/30/09	FYE 6/30/10	FYE 6/30/11	FYE 6/30/12
Increase supply of workforce rental and homeownership housing.	<b>Benchmark</b>	550	550			
	<b>Actual</b>	555	887	unknown	unknown	unknown

Performance Measure	Outcome	FYE 6/30/08	FYE 6/30/09	FYE 6/30/10	FYE 6/30/11	FYE 6/30/12
Provide Community Housing Development Organization operating funding equal to 5% of HOME allocation	<b>Benchmark</b>	100%	100%	100%	100%	100%
	<b>Actual</b>	100%	90%	unknown	unknown	unknown

Performance Measure	Outcome	FYE 6/30/08	FYE 6/30/09	FYE 6/30/10	FYE 6/30/11	FYE 6/30/12
Fund pre-purchase housing training programs for a minimum of 1,000 potential homebuyers	<b>Benchmark</b>	1,000	1,000*			
	<b>Actual</b>	N/A	110	unknown	unknown	unknown

Performance Measure	Outcome	FYE 6/30/08	FYE 6/30/09	FYE 6/30/10	FYE 6/30/11	FYE 6/30/12
Increase the number of shelter beds or the number of homeless service agencies funded	<b>Benchmark</b>	115	115			
	<b>Actual</b>	70	56	unknown	unknown	unknown

<b>Performance Measure</b>	<b>Outcome</b>	<b>FYE 6/30/08</b>	<b>FYE 6/30/09</b>	<b>FYE 6/30/10</b>	<b>FYE 6/30/11</b>	<b>FYE 6/30/12</b>
Sustain and increase the number of educational activities (Sec. 8 training, Developer's Tool Kit, Advanced Financing etc.)	<b>Benchmark</b>	5	6	7	7	7
	<b>Actual</b>	8	6	unknown	unknown	unknown
<b>Performance Measure</b>	<b>Outcome</b>	<b>FYE 6/30/08</b>	<b>FYE 6/30/09</b>	<b>FYE 6/30/10</b>	<b>FYE 6/30/11</b>	<b>FYE 6/30/12</b>
Fund 50 units of special needs housing.	<b>Benchmark</b>	50	50			
	<b>Actual</b>	272	292	unknown	unknown	unknown
<b>Performance Measure</b>	<b>Outcome</b>	<b>FYE 6/30/08</b>	<b>FYE 6/30/09</b>	<b>FYE 6/30/10</b>	<b>FYE 6/30/11</b>	<b>FYE 6/30/12</b>
Increase and sustain the number of households receiving rental assistance	<b>Benchmark</b>	2,600	2,600			
	<b>Actual</b>	2608	2552	unknown	unknown	unknown
<b>Performance Measure</b>	<b>Outcome</b>	<b>FYE 6/30/08</b>	<b>FYE 6/30/09</b>	<b>FYE 6/30/10</b>	<b>FYE 6/30/11</b>	<b>FYE 6/30/12</b>
Reduce residential plan review turn-around time (days)	<b>Benchmark</b>	15	10	5	5	5
	<b>Actual</b>	17	9	unknown	unknown	unknown
<b>Performance Measure</b>	<b>Outcome</b>	<b>FYE 6/30/08</b>	<b>FYE 6/30/09</b>	<b>FYE 6/30/10</b>	<b>FYE 6/30/11</b>	<b>FYE 6/30/12</b>
Reduce commercial plan review turn-around time (days)	<b>Benchmark</b>	20	15	10	5	5
	<b>Actual</b>	18	15	unknown	unknown	unknown

<b>Performance Measure</b>	<b>Outcome</b>	<b>FYE 6/30/08</b>	<b>FYE 6/30/09</b>	<b>FYE 6/30/10</b>	<b>FYE 6/30/11</b>	<b>FYE 6/30/12</b>
Meet manufacturer plant inspection request dates	<b>Benchmark</b>	100%	100%	100%	100%	100%
	<b>Actual</b>	98%	100%	unknown	unknown	unknown
<b>Performance Measure</b>	<b>Outcome</b>	<b>FYE 6/30/08</b>	<b>FYE 6/30/09</b>	<b>FYE 6/30/10</b>	<b>FYE 6/30/11</b>	<b>FYE 6/30/12</b>
Reduce average field inspection turn-around time (days)	<b>Benchmark</b>	20	18	16	14	12
	<b>Actual</b>	22	10	unknown	unknown	unknown

<b>Performance Measure</b>	<b>Outcome</b>	<b>FYE 6/30/08</b>	<b>FYE 6/30/09</b>	<b>FYE 6/30/10</b>	<b>FYE 6/30/11</b>	<b>FYE 6/30/12</b>
Improve customer service scores with DOH's stakeholders	<b>Benchmark</b>	3.75	3.75	3.75	3.75	3.75
	<b>Actual</b>	3.63	3.64	unknown	unknown	unknown
<b>Performance Measure</b>	<b>Outcome</b>	<b>FYE 6/30/08</b>	<b>FYE 6/30/09</b>	<b>FYE 6/30/10</b>	<b>FYE 6/30/11</b>	<b>FYE 6/30/12</b>
Improve DOH's employee workforce focus scores	<b>Benchmark</b>	3.75	3.75	3.75	3.75	3.75
	<b>Actual</b>	3.08	Not yet available	unknown	unknown	unknown

## **DOLA Housing Division Strategies to obtain Objectives**

### **Objective 1,**

#### Strategy #1

To preserve existing statewide affordable housing, DOLA Housing Division will fund projects that involve acquisition and/or rehabilitation of affordable rental properties or rehabilitation of owner-occupied housing.

### **Objective 2,**

#### Strategy #1

To increase the supply of statewide workforce housing, DOLA Housing Division will fund new rental and single-family construction projects aimed at households whose income is at or below 80% of Area Median Income.

### **Objective 3,**

#### Strategy #1

To increase the stability and capacity of local housing and housing service providers statewide, DOLA Housing Division will fund as many CHDO Operating applications as possible with the 5% of HOME funds available for that purpose.

#### Strategy #2

To increase the stability and capacity of local housing and housing service providers statewide, DOLA Housing Division will sustain and increase the number of educational activities it sponsors.

### **Objective 4**

#### Strategy # 1

To increase and maintain responsible home ownership for low/moderate-income minority households statewide, DOLA Housing Division will fund pre-purchase homeownership counseling efforts through the NSP and CDBG programs as opportunities arise.

#### Strategy #2

To increase and maintain responsible home ownership for low/moderate-income minority households statewide, DOLA Housing Division will support Down Payment and Closing Cost assistance efforts with HOME and CDBG funds.

### **Objective 5,**

#### Strategy #1

To meet community needs for homeless shelters and services statewide, DOLA Housing Division will use ESG and CDBG funds to support homeless shelter operations and services, and CDBG funds to increase shelter capacity in non-entitlement areas of the state.

### **Objective #6,**

#### Strategy #1

To increase the statewide supply of housing for persons with special needs coupled with services that increase or maintain independence, DOLA Housing Division will fund

permanent supportive housing for seniors, the disabled, the chronically homeless and victims of domestic violence using HOME, CDBG, HDG and RLF funds.

**Objective #7,**

Strategy #1

DOLA Housing Division will apply for at least 50 additional rental vouchers annually (when incremental vouchers are available through HUD) to give additional families in the State the opportunity to receive rental assistance.

**Objective #8,**

Strategy #1

To increase efficient and effective service statewide by reducing plan review and inspection response times DOLA Housing Division will utilize third party plan review and inspection agencies.

**Objective #9,**

Strategy #1

To improve customer service scores, DOLA Housing Division will conduct meetings and surveys with stakeholders to get their ideas on how to improve the support services needed to address affordable housing issues within the State.

Strategy #2

To improve DOLA Housing Division employee workforce focus scores, the Division will involve all staff in setting the Division's goals within the Consolidated Plan (January 2009), establishing clear and comprehensive State Housing Board

# **Division of Local Government**

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## **Introduction**

The Division of Local Government (DLG) upholds the mission and vision of the Colorado Department of Local Affairs by partnering with local units of government to improve livability factors for citizens across the state. Utilizing a comprehensive approach, DLG bolsters the resources and capabilities of local communities. With a complement of technical and financial assistance programs and services, DLG's toolbox serves Colorado in vital ways. Communities with engaged leadership and accessible quality public services are vital and sustainable.

To assist in meeting the local government needs within Colorado, DLG administers the following grant and loan programs:

- Community Development Blocks Grants
- Community Services Block Grants
- Conservation Trust Fund
- Direct Distribution of Severance Tax and Federal Mineral Lease Revenues
- Energy & Mineral Impact Fund
- Gaming Impact Fund
- Search and Rescue Fund
- Heritage Planning Grants
- Volunteer Firefighter Pension
- Waste Tire Fund

## **Statutory Authority**

The Statutory Authority for the Division of Local Government can be found in Title 24, Article 32, Section 102, Colorado Revised Statutes.

## **The Division of Local Government Mission Statement**

The Division of Local Government provides high quality technical and financial services to local governments and communities throughout Colorado to enable them to achieve sustainable community development.

## **The Division of Local Government Vision Statement**

The Division of Local Government strengthens Colorado communities by assuring that local governments and their citizens receive the resources they need to achieve their goals.

## **Financial Assistance**

DLG administers an array of financial assistance programs specifically designed to address public facility and service needs. Through coordination and outreach with the department's field offices, grant and loan resources are distributed on both a formula and discretionary basis depending upon applicable state statutory provisions, federal requirements and/or program guidelines. The Financial Services section coordinates applications; contract and payment distribution processes, develops and



maintains partnerships with federal funding agencies and conducts training sessions for local government grantees in project administration activities.

### **Technical Assistance**

DLG's Local Government Services (LGS) section provides technical assistance to local officials and staff in the day-to-day operation of government. LGS delivers assistance through workshops, publications, individual consultations and on-line resources. Technical assistance topics include: budgeting and financial management, land use planning, elections, general government administration, procurement, personnel and water and wastewater management.

### **Regional Managers**

In order to provide the best possible service throughout the state, DLG has eight regional offices, including Denver. Regional managers and field staff help local elected and appointed officials and community agencies define concerns and opportunities, evaluate options, identify solutions and achieve results. These skilled staff members also offer management, planning, community development and technical assistance.

### **State Demography Office**

The State Demography Office is the primary state agency for population and demographic information and is housed within DLG. Its data are used by state agencies, local governments, private citizens and businesses to forecast demand for facilities and services. The Demography Office makes the data publicly available on the department's website, answers requests for economic and demographic data and provides training workshops on accessing and using the data. The State Demography Office also serves as the state liaison to the federal government for Census 2010. The Census results direct allocation of billions of dollars of federal funds, determines political districting and other boundary districting, creates temporary jobs and provides actionable information about Colorado communities.

### **Sustainability Focus**

DOLA, in partnership with local governments, the public and private sector, is strategically linking each of its programs to improve peoples' lives in five areas: jobs, housing, transportation, education and environment. This is accomplished by leveraging program dollars and staff consultation within DOLA for our partners and stakeholders as well as strengthening coordination of services and funding resources from other state agencies. DLG's leadership and participation in this effort is essential.

### **Boards, Commissions and Advisory Groups**

DLG utilizes the guidance and recommendations of several advisory committees. Among them:

- State Energy and Mineral Impact Assistance Advisory Committee
- Local Government Limited Gaming Impact Advisory Committee
- County Elected Officials Salary Commission
- Volunteer Firefighter Advisory Committee
- Severance and FML Direct Distribution Advisory Committee

## **Division of Local Government Objectives**

- Objective 1: Increase the effectiveness of municipalities, counties and special districts in the following areas:
- Budget preparation
  - Governance and civic engagement
  - Community-scale and regional capital improvement and facilities planning and maintenance
  - Land use planning and downtown revitalization
  - Elections
- Objective 2: Promote increased regional collaboration among local governments through strategic grant investments. With local partners, identify multi-jurisdictional projects that improve efficiencies in public services such as health services, water and wastewater treatment and emergency preparedness. .
- Objective 3: Enhance accessibility of and satisfaction with technical services statewide through webinars, teleconferences and other outreach services. Providing cost-effective alternatives to “must-have” information will touch outlying areas and engage our customers.
- Objective 4: Increase the number of jobs created or retained through DLG programs. This can be achieved, in part, by marketing financial assistance services through every available channel to key stakeholders to improve systems and accessibility in times of limited funds, and publishing the results to convey division effectiveness.
- Objective 5: Complete 2010 Census at highest performance level. Having a complete and accurate Census count for Colorado may mean more dollars allocated to our state, and will help us understand our customers better.
- Objective 6: Improve internal and statewide external customer relations. Doing so will support DOLA’s vision of responsive action, flexibility and unparalleled customer service.

## Division of Local Government Performance Measures and Benchmarks

<b>Objective 1 Performance Measure</b>	<b>Outcome</b>	<b>FYE 6/30/08</b>	<b>FYE 6/30/09</b>	<b>FYE 6/30/10</b>	<b>FYE 6/30/11</b>	<b>FYE 6/30/12</b>
Using local government budget data, develop interventions to improve the overall financial performance of targeted counties, municipalities and special districts.	Using Financial Benchmarks and indicators, improve the financial performance of 20 cities and 5 counties per year	New	New	20 cities and 5 counties financial conditions improve	20 cities and 5 counties	20 cities and 5 counties
	Actual	New	New	unknown	unknown	unknown

<b>Objective 3 Performance Measure</b>	<b>Outcome</b>	<b>FYE 6/30/08</b>	<b>FYE 6/30/09</b>	<b>FYE 6/30/10</b>	<b>FYE 6/30/11</b>	<b>FYE 6/30/12</b>
Earn an 95% Customer satisfaction rate on webinar and other trainings on budgets, governance, planning, elections	Benchmark	New	New	85% Approval rate	90% Approval Rate	95% Approval Rate
	Actual	New	New	unknown	unknown	unknown

<b>Objective 4 Performance Measure</b>	<b>Outcome</b>	<b>FYE 6/30/08</b>	<b>FYE 6/30/09</b>	<b>FYE 6/30/10</b>	<b>FYE 6/30/11</b>	<b>FYE 6/30/12</b>
Increase the number of jobs generated/retained through strategic investment of DLG financial resources	Jobs generated/retained per DLG dollar invested	3,686	7,375	unknown	unknown	unknown
	Actual	3,686	7,375	unknown	unknown	unknown

<b>Objective 5</b>	<b>Outcome</b>	<b>2000 Census Response rate</b>	<b>2010 Census Response rate in Colorado</b>	<b>2010 State Avg.</b>
<b>Achieve 75% response rate on 2010 Census questionnaire. The national Census response rate in 2000 was 67%</b>	Benchmark	67% national	75%	75%
	Colorado actual	70%	Unknown	

<b>Objective 6 Performance Measure</b>	<b>Outcome</b>	<b>FYE 6/30/08</b>	<b>FYE 6/30/09</b>	<b>FYE 6/30/10</b>	<b>FYE 6/30/11</b>	<b>FYE 6/30/12</b>
Achieve 95% local government customer satisfaction with DLG services	Benchmark	New	92 responses 87% overall approval	200 responses, 85% good and/or very good approval	300 responses 90% good and/or very good approval	300 responses 95% good and/or very good approval
	Actual	New	92 responses 87% overall approval	unknown	unknown	unknown

# **DIVISION OF EMERGENCY MANAGEMENT (DEM)**

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## **INTRODUCTION**

The Division of Emergency Management (DEM) is responsible for the State's comprehensive emergency management program which supports local and State agencies. Activities and services cover all phases of emergency management: Preparedness, Mitigation, Response, and Recovery for the hazards that may be encountered by the residents of the State. These hazards include natural, technological, and human caused. To legally address this comprehensive emergency management program, in 1992 the State Legislature enacted the State Disaster Emergency Act which assigns the following responsibilities to the Division:

1. Reduce vulnerability of People and Communities of this State to damage, injury, and loss of life and property resulting from natural catastrophes or catastrophes of human origin, civil disturbance, or hostile military or paramilitary action;
2. Prepare for prompt and efficient search, rescue, recovery, care, and treatment of persons lost, entrapped, victimized, or threatened by disasters or emergencies;
3. Provide a setting conducive to the rapid and orderly start of restoration and rehabilitation of persons and property affected by disasters;
4. Clarify and strengthen the roles of the Governor, State Agencies, and Local Governments in prevention of, preparation for, response to, and recovery from disasters;
5. Authorize and provide for cooperation in disaster prevention, preparedness, response, and recovery;
6. Authorize and provide for coordination of activities relating to disaster prevention, preparedness, response, and recovery by agencies and officers of this State and similar State-Local, Interstate, Federal-State, and Foreign activities in which the State and its political subdivisions may participate;
7. Provide a disaster and emergency management system embodying all aspects of pre-disaster and pre-emergency preparedness and post-disaster and post-emergency response;
8. Assist in prevention of disasters caused or aggravated by inadequate planning for regulation of public and private facilities and land use.

DEM's activities are primarily funneled through local emergency managers. This takes the form of technical assistance in such areas as the development of pre-disaster mitigation plans, emergency operation plans, sponsoring training courses, exercise evaluation, financial documentation requirements during disasters or emergencies, and providing liaison staff to local disasters in an effort to identify potential areas where State assistance can be brought in to lend a hand.

During a State declared disaster or emergency, DEM coordinates the State response and recovery program in support of local governments. DEM maintains the State's Emergency Operations Center (SEOC) where representatives from other State departments and agencies come together to coordinate the State response to the situation.

## STATUTORY AUTHORITY

The statutory authority for the Colorado Division of Emergency Management (DEM) is found in Title 24, Section 32-2105, Colorado Revised Statutes (2008).

## MISSION STATEMENT

The mission for the division is: *DEM leads, manages and coordinates state level actions for all hazards preparedness, natural hazards mitigation, emergency response, and disaster recovery in support of local governments within Colorado.*

The operational aspects of this mission are founded statutorily in the State's Disaster Emergency Act and are specified in the department's mission statement. The actions of preparedness, mitigation, response and recovery set the purpose for the division. They also directly support the state's Homeland Security Strategy and its goals to: Protect Colorado's Communities, Critical Infrastructure, And Key Resources Against All-Hazards; Respond To All Incidents; and Recover From All Incidents. The accomplishment of the division's mission serves as an enabler for the department to achieve its vision of strengthening Colorado communities.

## A NARRATIVE ON THE DIVISION'S VISION

The vision of the division is: *DEM is Colorado's leader in emergency management, reducing risk to Colorado communities, better preparing for our next disaster/emergency and strengthening relations with our customers, partners and employees.*

This vision sets the strategic direction for how DEM applies its efforts and limited resources to improve the safety of Colorado residents. Of important note regarding resources, the state depends heavily on federal funding to meet its statutory emergency management responsibilities. All of the state general funds provided to DEM are leveraged as match to receive federal funding. The state's funds are dedicated to salary and benefits for 9.1 of the division's 29.4 FTE. The federal government funds the remaining 20.3 of the division's FTE along with 100% of its annual operating budget. Fortunately, federal requirements for this funding (risk reduction and preparedness) compliment the state's statutory requirements and the visions of the division and department. The following funding sources provide the annual operating budget to support the division's vision:

- State General and Re-appropriated Funds appropriated in SFY 2010 Long Bill – \$640,676<sup>i</sup>
- Federal Chemical Stockpile Emergency Preparedness Program Grant (CSEPP) – \$571,491<sup>ii</sup>
- Federal Emergency Management Program Grant (EMPG) – \$1,515,079
- Federal Pre-Disaster Mitigation Grant (PDM) – \$285,944

The division also helps strengthen Colorado communities by serving as the administrator for federal emergency management grants. In SFY 09-10, DEM will provide an estimated \$12,010,988 in federal grants to support local emergency management programs throughout Colorado.

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<sup>i</sup> Based upon a January 2009 National Emergency Management Association survey, the State of Colorado is ranked 49th out of 50 States and territories that participated in the survey in receiving State funding for its operations.

<sup>ii</sup> By 2021, all mustard agent and its associated equipment are scheduled to be destroyed. Once that occurs, CSEPP funding will no longer be provided to the State, resulting in the loss of funding for 5.0 FTE.

## **OBJECTIVES**

DEM has identified four objectives which correspond to the division's vision:

- Objective 1: Increase the number of Colorado counties that have a federally approved hazard mitigation plan.
- Objective 2: Identify, mitigate, and measure risk reduction for state high risk hazards (those hazards to communities which, if realized, would threaten public safety beyond the response capacity of local government).
- Objective 3: Improve state level incident response and recovery capability through scheduled training and exercises based on written plans, procedures and measured performance standards.
- Objective 4: Improve the delivery of emergency management services to local government.

These objectives support the department's vision of "strengthening communities and enhancing livability in Colorado" while also supporting the state's homeland security vision of, "Colorado communities working together for a safer tomorrow."

## **PERFORMANCE MEASURES**

The DEM vision identifies three focus areas for the future: Reducing risk to Colorado communities; Better preparing for the next disaster/emergency; and Strengthening relationships. The division will measure progress in these focus areas with six outcome based performance measures.

Performance Measure	Outcome	FY 07-08 Actual	FY 08-09 Actual	FY 09-10 Approp.	FY 10-11 Request
Percent of counties that have a federally approved hazard mitigation plan	Benchmark	New	75%	75%	75%
	Actual	New	42%	Unknown	Unknown
Percent of state high risk hazards that have a current risk management and response plan	Benchmark	New	5%	15%	25%
	Actual	New	7%	Unknown	Unknown
Number of exercises conducted annually to improve state government response capability in accordance with the State Emergency Operations Plan	Benchmark	6	6	6	6
	Actual	3 <sup>iii</sup>	6	Unknown	Unknown
Number of state incident and capability annexes of the State Emergency Operations Plan that are updated and validated annually	Benchmark	New	2	6	6
	Actual	New	1	Unknown	Unknown
Percentage of positive responses from customers surveys regarding	Benchmark	90%	90%	90%	90%

<sup>iii</sup> The benchmark was not met due to planning and preparing for the Democratic National Convention.

the satisfaction with DEM's services	Actual	74%	86%	Unknown	Unknown
Percentage of positive responses from partner surveys regarding the satisfaction with DEM's partnership	Benchmark	90%	90%	90%	90%
	Actual	New <sup>iv</sup>	New	Unknown	Unknown

## **STRATEGIES**

DEM began laying the foundation for this strategy and its associated performance measures early in calendar year 2008. The first action was the transfer of homeland security grant management from the division to the Governor's Office of Homeland Security. This opened the door for the second key action, which was an internal reorganization. DEM reorganized functionally to meet its statutory responsibilities and fall in line with the federal programs which provide the majority of the division's fiscal resources. The division's Mitigation Section receives the majority of its funding from the Federal Pre Disaster Mitigation Grant and leads the division's responsibility for reducing risk to Colorado communities. The Preparedness Section receives most of its funding from the Federal Chemical Stockpile Emergency Preparedness Program and provides the planning, training and exercise support for the state's emergency preparedness program. The Response Section receives its funding from the Federal Emergency Management Program Grant and serves as the driver for the state's preparedness actions. The reorganization of DEM in 2008 created a corresponding change in strategy. As a result, the past performance measures from FY 07-08 were no longer applicable and new measures had to be established. In most cases, data collection and divisional processes were not in place for the new performance measures and their benchmarks. With the completed reorganization, DEM put in place the processes to track these new performance measures and to validate the established benchmarks. The paragraphs that follow provide the details on how the division achieves its benchmarks.

DEM's strategy for reducing risk to Colorado communities focuses efforts on increasing the number of counties that have a federally approved hazard mitigation plan and on managing known community high hazard risks. The resources for this strategy are mainly staff effort. Historically, the division has been unable to meet the hazard mitigation planning benchmark. The reason for this has been a lack of Mitigation staff to do the work. In 2008, the Department submitted a change request for an additional FTE which would serve as match to receive federal funding for an additional three FTE. The state legislature approved this request and the division is in the process of hiring the needed staff to achieve this benchmark. In addition to hazard mitigation planning, DEM staff has started assisting communities with managing known high hazard risks. In 2008, the division appointed a senior staff member in its Response Section with the additional duty as the state hazards risk manager. This position, along with DEM's Regional Field Managers, works with local emergency managers to identify known hazards, assess the risk they pose to their communities, identify and implement risk mitigation and management actions, and develop state response plans to support local government in the event the hazard occurs. The efforts of DEM's Mitigation and Response staff, combined with limited federal grant resources are the strategy the division will implement to achieve its benchmarks for reducing risk in Colorado communities.

The division's strategy for better preparing Colorado for the next emergency focuses on developing and validating the state's ability to implement incident and capability based action plans. This

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<sup>iv</sup> DEM will complete its partner survey in September 2009.

strategy also involves a re-focusing of DEM's staff effort and the targeted application of federal grant resources. In the division's recent reorganization, it added an Operations Officer to its Response section. This position is responsible for the state's response readiness. In the reorganization, DEM also created its Preparedness section. The Preparedness section supports the Operations Officer with developing preparedness oriented plans, training and exercises. The requirement for thorough preparedness planning is a critical component of this strategy. In order to meet the established planning benchmark, DEM applied for a federal Homeland Security grant to supplement its current emergency planner. The combined efforts of the Preparedness and Response staff, augmented with federal grant resources will allow the division to execute an annual series of six exercise events to assess state response capability, validate incident action plans and improve the state's ability to respond to the next disaster emergency. DEM also recognizes the value of private sector resources in the overall preparedness mission. With this in mind, DEM is working with private sector partners for participation in future response planning and exercises. These regularly scheduled exercises, with measured outcomes and implemented improvement plans will better prepare Colorado for the next emergency.

DEM depends on its relationships with local emergency managers and supporting state agencies to meet its statutory responsibilities. The division's strategy for strengthening and maintaining these relationships involves a combination of customer and partner satisfaction surveys and targeted action plans to improve satisfaction. In July 2008, DEM conducted its first survey of local emergency managers to measure customer satisfaction. The survey asked questions to measure customer satisfaction with division staff's accessibility, professionalism, responsiveness, knowledge, helpfulness, customer service and whether the division was meeting the local emergency manager's expectations. This survey established the baseline for measuring the division's customer satisfaction and also provided the information needed to target improvement plans. Late in 2009, DEM will begin the same survey process with its partner organizations at the state and federal level. Additionally, the division recognizes that its employees are the asset that builds the relationships and ultimately delivers the services to DEM's customers. With this in mind, DEM leaders have also implemented steps to improve employee satisfaction. This combination of surveying customers, partners and employees combined with targeted actions plans will strengthen the division's key relationships.

### **EVALUATION OF SUCCESS IN MEETING BENCHMARKS**

At the close of Fiscal Year 08-09, the division met one third of its established performance measures. This performance fell short of established benchmarks but was well within expectations and in line with the division's implementing strategies.

DEM had determined that it would require an additional 4 FTE in order provide local governments with the needed technical services to meet the hazard mitigation planning benchmark. For FY 09-10, DEM submitted a budget change request for additional general fund to support 1 FTE as leverage for federal match dollars (25% state/75% federal cost share). The change request was approved and the division is hiring the staff needed to support the required mitigation planning. Currently twenty-seven counties have a federally approved hazard mitigation plan. This equates to 42% of Colorado's counties compared to the established benchmark of 75% (or 48 counties) counties with approved plans. There are currently 37 counties without an approved plan (1 is waiting approval, 18 are working on their plans, 7 counties and 2 Indian Tribes have requested



funding to develop a plan and 11 are not working on a plan at this time). Additionally, 14 of the state's approved plans will expire and require updating in the next two years. With the additional staff in place, the division expects to meet the 75% benchmark by the end of SFY 10-11.

The division met its objective in the area of identifying and planning for high risk hazards. This was a new objective after the division's reorganization and the past year was a beta test of the performance measure. To this date, the division has identified thirteen high risk hazards in the state and validated the risk management / response planning process for one of the hazards. This equated to seven percent of the known sites verses the five percent established performance measure. The metrics for this measure will vary as new sites are identified however, the division is on track to continue meeting the ramped performance measure through SFY 10-11.

The division met its exercise preparedness objectives but fell short of meeting its planning objective. DEM had anticipated difficulties meeting the planning benchmark and had implemented an improvement action which includes supplementing current staff with federal homeland security grant resources. This August the Governor's Senior Advisory Committee approved the division's grant request and forwarded to the Governor for final approval. We anticipate having the new staff in place in sufficient time to meet established performance measures in SFY 09-10 and beyond.

In July 2009, DEM conducted its second survey of local emergency managers to measure customer satisfaction. The survey identified a twelve percent improvement in customer satisfaction but did fall short of the division's established benchmark of 90%. Results from individual questions are in the table below. They show increases in all areas. The division staff met the benchmark in the areas of accessibility, professionalism and overall customer service experience. The organization continues to fall short of meeting customer expectations for an emergency management office. Most of the comments received from local emergency managers center on a lack of sufficient staff and funding to meet their expectations. The division will continue to make improvements in the staff's customer service and anticipates that increases in staff that are currently in progress (Mitigation and Planning) will help to better meet the customer's expectations of a state emergency management organization.

<b>Questions</b>	<b>July 2008</b>	<b>July 2009</b>	<b>Difference</b>
DEM staff is accessible. You are able to reach the DEM staff you need to when you need to.	66%	90%	+24%
DEM staff is professional and courteous.	85%	96%	+11%
DEM staff is responsive. We return your emails and phone calls providing the information requested.	77%	85%	+8%
DEM staff is knowledgeable. We have the necessary expertise to provide the services you need.	74%	87%	+13%
DEM staff is helpful. Our assistance is valuable to your emergency management program.	77%	87%	+10%
Overall customer service experience with DEM.	79%	91%	+12%
DEM meets my expectations of a state emergency management office.	61%	70%	+9%

In fall 2009, DEM will implement a similar process to measure partner satisfaction.