

Annual Report to the Members of the General Assembly



Kevin R. Klein, Director

Colorado Division of Homeland Security & Emergency Management (DHSEM)

Colorado Department of Public Safety (CDPS)

Executive Summary

The Colorado Division of Homeland Security & Emergency Management was created July 1, 2012, pursuant to House Bill 12-1283. The legislation called for the creation of the Division, which includes the Office of Preparedness, Office of Prevention and Security, and the Office of Emergency Management, formerly the Division of Emergency Management (DEM), which was housed in the Colorado Department of Local Affairs (DOLA). The creation of DHSEM has been both exciting and challenging, allowing creativity within the Division to spawn additional efficiencies and greater alignment. In fact many of the State's response assets are now located under one roof in CDPS. This includes not only DHSEM but the Colorado Bureau of Investigation, Colorado State Patrol, and the Division of Fire Prevention and Control. Creation of the new Division also improves accountability by enhancing line-of-sight between the Governor's office and the Executive Director of CDPS.

Since our inception in CY12, DHSEM has worked diligently to streamline operations and build capacity to prevent, protect, mitigate, respond and recover from a range of threats and hazards that routinely affect Colorado. Two destructive wildfire seasons, the Century Theater massacre, flash floods, lingering drought, and a host of other calamities highlight the need for the State to remain vigilant and steadfast in its commitment to increase capacity so that when disaster strikes, we can execute flawlessly and support our local government partners. Indeed, we are very fortunate to have highly skilled and devoted employees within DHSEM who value partnerships, both internally and externally; strive for constant improvement following each crisis event; and aim to exceed expectations at every turn. Make no mistake: the State's ability to respond effectively and support local government before, during, and after a disaster is a direct reflection of the knowledge, commitment, and experience of DHSEM employees. This report showcases many of our interim successes and further highlights the changes, issues, problems, and efficiencies realized as a result of the creation of the Division. Not surprisingly, our imperative at the moment is to facilitate implementation of the many statutory mandates. Successful implementation of these statutory mandates is vital to our long-term success and legitimacy as a Division.

Division Successes

- Created a Transition Advisory Committee (TAC) comprised of local emergency managers, county commissioners, DHSEM employees, and Regional Homeland Security Coordinators to identify concerns surrounding the creation of the new Division and propose actionable steps the Division could take to mitigate the concerns.
- CDPS oversaw the successful transfer of the former Division of Emergency Management (DEM) within the Colorado Department of Local Affairs (DOLA) to CDPS.
- Consolidation of existing resources in DHSEM created additional staffing for the State Emergency Operations Center (SEOC), improving position depth and continuity of operations.
- With most State response assets now under one roof in CDPS, we have realized greater alignment and heightened our ability to execute during a disaster by consolidating a wealth of emergency management and homeland security experience from what were once disparate agencies.

- Cross-functional teams have been developed internally to address critical items such as crisis communications, continuity of government plans and procedures, and strategic planning activities.
- Because our local, State, and Tribal partners have a wide variety of needs and wants, the Division has aggressively sought to create programs, products and services that our partners will find of value. These efforts have begun to bear fruit and will be further enhanced as we fulfill our statutory mandates.
- The relationship between DOLA – Division of Local Government and DHSEM to deliver recovery services to local jurisdictions following a disaster remains strong and highly functional.
- The creation of the Local Hazard Mitigation Planning position continues to produce good results with direct technical assistance to 38 local jurisdictions in the last six months.
- The Colorado Information Analysis Center (CIAC) experienced a significant improvement in information flow related to natural disasters after the transition. Our ability to collect information has improved due to the broader span of partners.
- Certainly the biggest success is the Division’s ability to quickly and efficiently respond to the 2013 wildfire season. We were unified, communicating, and quickly solving problems without sacrificing our public safety mission.

Problems & Challenge Points

- Long-term sustainability remains a constant concern within the Division. Because the Division is mostly federally grant funded, we are susceptible to funding swings that emanate from Congress. Compared to other states, Colorado’s homeland security and emergency management program ranks near bottom in the amount of general fund appropriations it receives. Without a long-term sustainability plan that leverages other funding sources, our homeland security and emergency management infrastructure will remain at risk.
- The disaster experiences of the last 15 months identified the need for additional staff (surge capacity) to address critical needs during the busiest times and largest disasters.
- The length of time for recruitment and hiring processes in CDPS left positions vacant for five to nine months resulting in additional work load for remaining staff. The number of disaster emergencies during 2012-2013 exacerbated this challenge.
- Some local emergency managers remain a bit skeptical of DEM’s migration to CDPS. Seemingly, a “wait and see” outlook has emerged with some of our local government partners. The Division is much attuned to criticisms from our partners and seeks to identify and address them quickly. That formula seems to be working and we continue to build lasting partnerships.
- Some inter-division rivalry has emerged, particularly because of the changing roles and responsibilities in the Divisions including the move of resource mobilization from DFPC to DHSEM and the continued push for teamwork in delivery of services at the incident scene by Regional Field Managers in OEM and Fire Management Officers in DFPC. Several steps have been taken by Division and Department leadership to get to the heart of these issues and ensure the Department is poised for success moving forward.

- Because of the range of statutory mandates combined with a challenging operating environment, the need for internal strategic planning became readily apparent. A cross-functional team was assembled and a draft strategic plan has been delivered to Division leadership for comment. We hope to finalize the strategic plan in the next few months.
- Training and exercise has been a hot-button topic for the Division since before its inception due to a lack of coordination across State agencies, which have resulted in duplication of effort and other program inefficiencies. A state-wide task force, led by DHSEM, DFPC and CDPHE, has recently launched a comprehensive effort to address gaps in the State training and exercise program, including the creating of a single training calendar. Over 50 local training partners are participating in the effort.
- Some of the ongoing challenges experienced by the CIAC include the difficulty of sharing certain types of information with non-law enforcement employees within the division. Most CIAC intelligence products are only for law enforcement.
- A major challenge CIAC faced was pay equity. There were disparate salaries between existing CDPS employees and former CDEM employees of the same class. In some cases, CIAC personnel were given salary adjustments to ensure pay equity. It was very difficult for the CIAC to balance a budget based on diminishing federal homeland security grant funds.

Efficiencies

- Migration of the former Division of Emergency Management from DOLA to CDPS has enhanced response capacity, promoted greater alignment, and added much needed depth to CDPS. The infusion of additional DHSEM staff into the State Emergency Operations Center (SEOC) during activation is but one example. The Division streamlined the organization structure at the time of transfer and eliminated the duplication of preparedness positions in both OEM and OP. The Division continues to improve the organization structure from knowledge gained during the past year.
- The broad expertise of employees within the Division is being leveraged in many ways, to include the creation of cross-functional teams to address projects of vital consequence to the Division, such as development of a crisis communication plan, development of continuity of government plans and procedures, and furthering internal strategic planning efforts. There has also been close coordination with the Homeland Security and All-hazards Senior Advisory Committee (H-SAC).
- Following an initial increase due to establishing funding codes and procedures for the former DEM in CDPS, marked reductions in cycle time have occurred for processing grant contracts and reimbursement requests following the adoption of recommendations from a recent Lean project. Further efficiencies will be met when the Division migrates to the new Colorado Grant Management Systems (COGMS).
- A financial process highlight is efficiency gained as a result of DHSEM being in the same department as the firefighting operations wing of the DFPC. In the past an interagency agreement was required with CSU for every disaster fund fire in order to reimburse them for the funds paid to firefighting agencies. Now, DFPC

is able to charge the line of coding DHSEM establishes for each disaster directly, which cuts out a whole contracting and billing cycle.

Respectfully submitted this 26th day of July, 2013

A handwritten signature in blue ink, appearing to read "Kevin R. Klein". The signature is fluid and cursive, with the first name "Kevin" being the most prominent.

Kevin R. Klein, Director
Division of Homeland Security & Emergency Management