

Oregon Office of Emergency Management



Strategic Plan 2014-2020

Message from the Director

In 2014, Oregon's Office of Emergency Management (OEM) formally launched its strategic planning process, pulling together key members from different business areas of the OEM team. This plan is the result of those efforts. OEM's Strategic Plan defines the vision, mission, core values and goals for our organization and identifies the objectives necessary to achieve our desired results. Our goals pertain to seven essential areas of our business: 9-1-1, Prevention and Preparedness, Response, Recovery, Mitigation, Grant Administration, and Organizational Quality and Excellence. OEM is currently in a rebuilding phase with many changes to our leadership team and a more structured approach to attaining our objectives. While our goals have remained relatively constant over time, we are adapting our processes and priorities to accommodate the issues and challenges we're facing through the life of this plan. The plan identifies the broad objectives we'll use to address each of our key issues.



Since the issues we face continue to evolve over time, we must foresee and adapt to emerging trends and prepare for unanticipated events. As you review the strategic plan, you will notice four consistent themes:

- Our most important responsibility is protecting lives, property and the environment
- Customer service is the key to our success
- Employees must be provided with resources to do their jobs
- We are using a more collaborative approach to managing our programs and seek engagement from the whole community to leverage different points of view and expertise

To help differentiate between what is important in our organization and what is strategic, this plan is targeted towards objectives that address issues requiring a shift in priorities and direction. We involved our OEM team members and our stakeholders to help us identify issues and strategies. An effective implementation process is key towards achieving success of our strategic plan. Detailed action plans will be developed by each section, clearly outlining specific tasks and deliverables contributing to our success in achieving our strategic goals and objectives. I'm confident this plan will help us achieve greater service levels and improved accountability in providing critical emergency management services to all our partners.

A handwritten signature in black ink, appearing to read 'D. Stuckey', with a stylized flourish at the end.

David A. Stuckey
OEM Director



Vision

Oregon has safe and resilient communities

Mission Statement

Our mission is to lead statewide efforts to develop and enhance preparedness, response, recovery and mitigation capabilities to protect the lives, property and environment of the whole community.



Core Values

The organizational core values we model and promote are:

Customer Service

We provide proactive, timely and meaningful resolutions to our stakeholders needs with open and approachable communication.

Professionalism

We act with integrity and accountability by taking ownership and responsibility for our actions and decisions while striving for consistency, honesty and transparency.

Teamwork

We embrace feedback, foster patience and respect others in order to collaboratively accomplish our goals.

Innovation

We leverage available resources to promote creative ideas and flexible concepts that produce reliable information to enhance our workflow.

Respect

We embrace an open, trusting and respectful workplace where all members are valued, appreciated and treated with dignity.

Opportunity

We expand our knowledge and skills through training, personal development and support opportunities to mentor and develop new leaders within our teams.



Goal Areas

The following goal areas capture the essential areas of OEM's business and the services we provide. This helps us identify the reason we exist as an agency; the critical services we provide to our customers; the outcomes we are seeking; and the type of administrative support structures and processes we need to make our work possible.

Statewide 9-1-1 Program

Maintain a viable statewide 9-1-1 system to facilitate emergency communications to protect the safety and security of people, property and critical assets.

Prevention and Preparedness

Strengthen Oregon's ability to plan, prepare for and mitigate disasters, emergencies and terrorist events through enhancement of prevention and readiness capabilities to protect our state and critical infrastructure from all hazards.

Response

Develop and enhance statewide emergency operations to effectively respond to both man-made and natural disasters throughout the State.

Mitigation

Identify, characterize and mitigate hazards and their impacts to produce the greatest benefit for the people of Oregon by reducing the impact to life, property and the environment.

Recovery

Develop programs and systems to stabilize, rebuild and revitalize communities in a post-disaster environment.

Grant Administration

Deliver accurate information and guidance to partners and monitor ongoing projects to ensure effective investment of emergency management, disaster, mitigation, homeland security and other federal funding.

Organizational Quality and Excellence

Create a high-performance workplace with clear direction and a motivated and appropriately resourced workforce.



Statewide 9-1-1 Program

Goal: Maintain a viable statewide 9-1-1 system to facilitate emergency communications to protect the safety and security of people, property and critical assets.



Strategic Issue

1. OEM is experiencing increasing expectations from the public to utilize existing technologies such as text messaging, data, image, video and photo sharing and multimedia application when requesting emergency response. Currently, the Enhanced 9-1-1 (E9-1-1) system is using an antiquated analog infrastructure that will be migrated to a more modern and capable model based on Internet Protocol (IP) transport, geographic information systems (GIS), new network functional elements, and a new relationship with communication service providers. The NG9-1-1 system will accommodate and support new and emerging technologies driven by consumer requirements and the rapid and widespread adoption of smartphone technology. This transition to new technology and infrastructure throughout the state will require a large scale, sustained effort involving adequate funding, staff resources, technical expertise and project management capabilities to ensure successful implementation of the Next Generation 9-1-1 (NG9-1-1) project. The statewide efforts to upgrade existing technologies are also required by the Public Safety Answering Point (PSAP) communities are reliant on OEM to complete its transition prior to upgrading their systems to ensure interoperability. These technology based projects will also require substantial coordination with telecommunication carriers to ensure a smooth transition. The new technology will require compatibility for vulnerable populations to meet the needs of the deaf and hard of hearing communities.

Objectives:

- 1.1 Ensure border to border 9-1-1 and interoperability with PSAPs.
- 1.1 Migrate statewide systems away from current frame relay network to digital backbone network.

Strategic Issue

2. Large scale technology projects are complicated and require dedicated expertise and oversight for successful implementation. Information Technology (IT) based projects require the right mix of governance, planning, design, risk management, testing, monitoring, analysis and controls. It is imperative that Oregon's 9-1-1 projects are successful. OEM is cognizant of the challenges faced by other state agencies when



implementing large IT based projects and wants to avoid potential areas of concern. The NG9-1-1 project will require significant resources to ensure success. Currently, OEM has limited internal resources to manage the NG9-1-1. The project is likely to be the largest single IT based project in the Oregon Military Department's history; OEM will require additional staffing to accommodate the project. Advanced planning to identify necessary resources throughout all phases of the project is critical and will lead to improved understanding of expectations and desired system features and performance. As other states throughout the country implement NG9-1-1, OEM will benefit from capturing their lessons learned and applying risk mitigation efforts to prevent similar challenges in Oregon. OEM will need to capture input from peers (other States), local PSAPs, and end users, to ensure the system is designed with the highest level of functionality and ease of use possible. Effective project management from start to finish will ensure that the project size, budget and scope of work to stay on track, and provides for effective operation and maintenance of the new system into the future.

Objectives:

2.1 Develop a governance structure to define NG9-1-1 project criteria, processes and monitor outcomes to aid in project successes.

2.2 Develop project management plans to prepare, manage and implement conversion to NG 9-1-1.

2.3 Engage stakeholders during all phases of projects including state agencies such as Department of Administrative Services (Chief Financial Office and Chief Information Office), the Legislative Fiscal Office, and local community PSAPs, to ensure the program captures feedback on design and system requirements.

2.4 Build, test and implement NG 9-1-1 system.



Prevention and Preparedness

Goal: Strengthen Oregon’s ability to plan, prepare for and mitigate disasters, emergencies and terrorist events through enhancement of prevention and readiness capabilities to protect our state and critical infrastructure from all hazards.



Strategic Issue

3. The complex environment of interrelated preparedness programs and local investments throughout the state presents a challenge for program and solution development. Funding programs through a variety of grants isolates required metrics and requirements that do not support an integrated approach to consistent statewide capability development and enhancement. Prevention and preparedness initiatives have many contributors to the data pool, each using varying methods of interpretation and evaluation to assign a simplistic yet highly sensitized ranking structure to national and state categories. The result at the statewide level is a numeric value for each capability that does not define the greatest weaknesses or strengths.

Objectives:

- 3.1 Establish and maintain an active role in the National preparedness, response, mitigation and recovery and homeland security enterprise to ensure resiliency within the State of Oregon.
- 3.2 Refine the state’s Emergency Management Program assessment methodology to incorporate gap identification and analysis necessary to provide valuable data to local, tribal, state and federal partners and programs.
- 3.3 Develop new and consolidate existing statewide strategies to focus on prevention and preparedness programs to address identified shortfalls and gaps throughout the state while focusing on regional and collaborative solutions to maximize limited resources.
- 3.4 Institutionalize threat, hazard identification, risk assessment and hazard-mitigation planning to reduce vulnerability and provide effective tools for planning, preparedness and recovery.
- 3.5 Develop and enhance emergency support function capabilities to improve coordination and capabilities for disasters
- 3.6 Develop supporting plans to address all-hazards prevention and preparedness, and providing the necessary support for conducting local, state, and regional exercises.

Strategic Issue

4. The diversity of jurisdictions such as population, hazards, past incidents, and staffing capabilities impacts the effectiveness of prevention and preparedness initiatives and resources. The continually evolving all hazard and manmade threat and risk landscape requires local, tribal, state and federal agencies to realign programs and initiatives to adapt to new priorities. OEM's service levels need to incorporate feedback from a wide range of stakeholders into program deliverables to ensure the state is building and strengthening regional and statewide prevention and preparedness capabilities.

Objectives:

- 4.1 Provide ongoing education and training opportunities regarding the hazards in Oregon, the role of the emergency management community, and what to expect when a disaster occurs.
- 4.2 Incorporate the needs of vulnerable populations into existing and newly identified initiatives such as early-warning notification systems, care and shelter plans, emergency response activities, prevention and planning efforts, and transportation and evacuation plans.
- 4.3 Leverage existing relationships and develop new partnerships with the private sector to add subject matter expertise to OEM's resource network.
- 4.4 Promote the importance of citizen emergency planning and statewide exercises to assess citizen preparedness and community recovery plans.
- 4.5 Reduce vulnerability and provide tools for effective emergency management by identifying and targeting investments that reduce risks, and evaluate performance in training, exercises and response activities.
- 4.6 Develop and implement Oregon's critical infrastructure protection program.
- 4.7 Strengthen information sharing and collaboration among all levels of government, private industry, nongovernmental and community-based organizations.
- 4.8 Expand statewide training and exercise structures and opportunities across all mission areas, while enhancing professional training for the emergency management community.



Response

Goal: Develop and enhance statewide emergency operations to effectively respond to manmade and natural disasters throughout the state.



Strategic Issue

5. The infrequent occurrence of emergencies and scarcity of resources with a singular focus on response challenges the readiness of the state's emergency response system. OEM's Emergency Coordination Center (ECC) requires participation from a variety of agencies and organizations that need to come together and function efficiently with common goals and a consistent operational approach.

Objectives:

- 5.1 Develop policies, procedures, and systems to promote effective response to natural or manmade disasters.
- 5.2 Enhance statewide emergency system infrastructure to support emergency response and the general public safety priorities.
- 5.3 Effectively organize the ECC for response to emergencies and disasters.
- 5.4 Work with various stakeholders to enhance and develop new systems that strengthen existing capabilities.
- 5.5 Prioritize efforts to include a wide range of partners to better utilize the knowledge, skills and abilities of the private sector, non-government organizations and volunteers in disaster response.

Strategic Issue

6. Public safety response agencies throughout Oregon often leverage capabilities across various jurisdictional borders. This environment creates challenges such as incomplete operational planning and limited cross sector training and exercise opportunities, which in turn affects the command, operational, and logistic capabilities of all partners. Response players also suffer diminished interoperability and develop fatigue from the use of different systems and technology in emergency operations centers (EOCs) and ECCs. Collectively, these factors degrade speed of response, effective communications, situational awareness, and access to common operating pictures.

Objectives:

- 6.1 Develop and enhance plans and procedures to address all hazards emergency operational response to ensure consistency.
- 6.2 Increase regional readiness by developing primary and alternate ECC/EOC capabilities.
- 6.3 Strengthen alert and warning systems by utilizing innovative and reliable technologies to improve current systems.
- 6.4 Enhance the functionality of existing systems to ensure situational awareness through assessments, planning, and infrastructure investments.
- 6.5 Strengthen mutual aid and partnerships for the whole community.
- 6.6 Develop and enhance the effective use of emerging technologies to improve situational awareness, common operating picture, and communication capabilities.



Recovery

Goal: Develop programs and systems to stabilize, rebuild and revitalize communities in a post-disaster environment.



Strategic Issue

7. Scientific communities throughout the country recognize the Cascadia Subduction Zone earthquake and tsunami as a threat to our region. Oregon communities must anticipate the recovery needs for large scale disasters and develop systems to address mass care, sheltering, housing, debris removal and various other short and long term assistance needs for the individuals and families. OEM has a primary responsibility to create and maintain a statewide disaster recovery framework. OEM team members with the skills and knowledge of recovery planning are inundated with routine duties of managing existing disaster projects, reviewing natural hazard mitigation plans, and providing technical assistance to local governments.

Objectives:

- 7.1 Minimize losses and recover from economic impacts and utilize all available federal programs including Public Assistance and Individual Assistance to help recover from disasters as quickly as possible.
- 7.2 Develop and maintain a statewide Recovery Framework that addresses all hazard disaster
- 7.3 Create a Recovery program that promotes mitigation and preserves and protects our state's natural environment and historic and cultural resources

Strategic Issue

8. The Governor, along with the decision making bodies of the Governor's Disaster Cabinet and Economic Recovery Council, rely on a realistic recovery framework to set statewide priorities, allocate resources, establish emergency funding mechanisms, and develop economic recovery plans. While OEM is responsible for developing the statewide recovery framework, many partners play a critical role in developing and implementing community and economic recovery. Public and private partner organizations are critical to successful recovery. OEM needs to invest time and resources to foster and develop relationships and identify clear responsibilities between partners. Efforts need to be elevated to effectively engage these stakeholders in a meaningful discussion on disaster recovery planning. Leaders of all partner organizations and decision making bodies need to come to the table with ideas, suggestions and strategies for how they intend to help Oregon recover from a major disaster.

Objectives:

- 8.1 Develop plans and strategies to fully leverage public/private partnerships to assist in disaster recovery.
- 8.2 Create the ability to initiate, support and transition restoration activities essential to effective recovery in the local impacted areas through the development of State Recovery Functions.
- 8.3 Develop relationships with recovery partners through communication, education, community involvement, volunteer associations and investment with multiple stakeholders.



Mitigation

Goal: Identify, characterize and mitigate hazards and their impacts to produce the greatest benefit for the people of Oregon by reducing the impact to life, property and the environment.



Strategic Issue

9. The significant threat of the next Cascadia earthquake and tsunami as outlined in the “Oregon Resiliency Plan” (published by the Oregon Seismic Safety Policy Advisory Commission (OSSPAC)), along with other significant hazards such as flooding, wildfires and severe winter storms requires mitigation efforts. Oregon communities must identify and characterize key hazards and develop plans focused on risk reduction projects that characterize the state’s geographic diversity. OEM has a responsibility to provide technical assistance to local and tribal organizations for plan development and project execution, as well as providing access to federal funding. The state has a responsibility to show a commitment to a comprehensive state mitigation program, including the support and cost share of local mitigation plans and projects. OEM currently has limited financial and staffing capacity to fully meet its mitigation responsibilities. Additional resources will enable OEM to educate and empower communities in the creation of solid mitigation plans, and projects, and will assist Oregon in regaining Enhanced Status for the Oregon Natural Hazards Mitigation Plan (Oregon NHMP), a status that allows Oregon to access increased levels of funding from the federal government in the aftermath of a Presidential Disaster Declaration.

Objectives:

- 9.1 Regain Enhanced Status for future iterations of the Oregon Natural Hazard Mitigation Plan.
- 9.2 Apply Hazard Mitigation grant funds effectively by focusing on key hazards as identified by the State Interagency Hazard Mitigation Team and the combined efforts of OEM, Department of Land Conservation and Development, and the Department of Geology and Mineral Industries (DOGAMI).

Strategic Issue

10. Successful mitigation projects require the appropriate mix of technical support and local ownership. OEM’s role in successful local hazard mitigation projects should be one of guidance and support, not one where OEM is acting as the local project manager. Oregon communities need the tools and training to create, implement and complete mitigation projects. This collaborative environment will afford OEM staff time to focus

on developing statewide strategies and holistic solutions. Local partners need to invest time, capital, and support towards enhancing their own mitigation capabilities, with support provided by OEM. Stronger commitment to mitigation at the local level will help accelerate the creation and funding of shovel-ready projects ensuring a better prepared and more resilient Oregon.

Objectives:

- 10.1 Reduce the public's exposure to threats and hazards by mitigating vulnerabilities through risk assessments, and planning, and project implementation.
- 10.2 Focus current mitigation efforts on reducing impacts posed by wildfires, flooding, earthquakes, and both distant and local tsunamis.
- 10.3 Promote the creation of a state financed Hazard Mitigation Grant Fund focusing on providing resources to help local governments identify, characterize and mitigate natural hazards.



Grant Administration

Goal: Deliver streamlined information and guidance to partners and monitor ongoing projects to ensure effective investment of emergency management, disaster, mitigation, homeland security and other federal funding.

Strategic Issue

11. OEM is the State Administrative Agency (SAA) for Federal Homeland Security and Emergency Management grants. Since 2000, Oregon has been awarded more than \$280 Million in grant funds to enhance prevention, protection, response and recovery efforts through state, local and tribal entities. In addition, since 2007, Oregon has received more than \$145 million in disaster grant funds to recoup damages resulting from presidentially declared disasters and to fund mitigation projects to improve resiliency. As the SAA, there are significant requirements instituted by FEMA to ensure federal grants are administered effectively. Administering federal grants requires dedicated staff to develop and execute grant agreements with local jurisdictions, monitor and track grant progress, review requirements, and develop and generate reports. OEM currently does not have adequate staffing levels to implement the best possible grant administration.

In addition, grants often require matching funds. Oregon does not have sufficient state funding to match grant opportunities. This could be corrected with an increase in General Funds to be able to successfully and fully leverage all available grant funding.

Objectives:

- 11.1 Develop grant administration processes to ensure OEM meets federal obligations such as programmatic and financial tracking and reporting requirements.
- 11.2 Leverage and coordinate enterprise wide homeland security and emergency management grant strategies to achieve common missions and goals among different state agencies and their individual funding sources.
- 11.3 Develop and sustain an accurate and comprehensive system of reporting and monitoring activities to meet federal requirements.
- 11.4 Research, track and share information about all potential homeland security and emergency management grant funding opportunities that could benefit Oregon.

Strategic Issue

12. Each year OEM considers evolving threats, hazards and overall risk profiles for Oregon communities. Often, the nation's threats are updated leading to a domino effect of other



changes. These changes result in shifting federal and state grant elements, such as funding levels, guidance requirements, priorities and timelines from federal funding sources. OEM's customers need to receive timely, updated information about changes in grants and processes to help interpret the impact to their jurisdiction. In addition, disaster grants are difficult to anticipate requiring significant resources that require new or additional resources (e.g. capital, human, physical space).

Objectives:

- 12.1 Ensure OEM participates in the national dialogue on grants, is actively engaged, and seeks opportunities to provide feedback to FEMA on grant timelines and processes.
- 12.2 Develop a structured and well-documented approach to grant administration, processing applications, requests for amendments and reimbursements, technical assistance, close out process, and grant file management.
- 12.3 Engage with local and tribal customers, ensure regular and sustained efforts to share information, and provide technical assistance.



Organizational Quality and Excellence

Goal: Create a high-performance workplace with clear direction and a motivated and appropriately resourced workforce.



Strategic Issue

13. As local, state, federal and tribal entities develop new plans, projects, policies and procedures to manage risks, OEM is experiencing increasing demands from our customers for assistance. Service level expectations continue to rise, while staffing levels have remained constant. Resource shortfalls result in unmet customer needs for technical assistance, limited opportunities for cross-training to ensure critical services are consistently available, and employee fatigue. Staff turnover redirects limited agency funds to hiring and training costs. We need to focus on the potential loss of critical skills due to turnover and workforce trends and apply strategies to backfill critical vacancies.

Objectives:

- 13.1 Establish and maintain a clear strategic path that drives priorities, initiatives and work plans for team members and accountability for deliverables.
- 13.2 Identify essential functions, core services and critical gaps in meeting desired customer service levels and develop staffing plans to address known gaps.

Strategic Issue

14. OEM relies on employees to perform the work of highly skilled and technical team members. We need to provide for employee development, support, and assurance of a positive and productive workplace environment.

Objectives:

- 14.1 Assess employee satisfaction and workplace environment on an annual basis and implement training sessions focused on organizational values and productivity as needed.
- 14.2 Establish and sustain a healthy work environment that supports teamwork and ensures a diverse and hostility free workplace.
- 14.3 Promote and support state employee development programs that support employees' career development aspirations.

- 14.4 Analyze and evaluate professional training needs and develop individual training development plans.
- 14.5 Develop employee knowledge, skills and abilities to benefit both the individual and the organization by providing and accepting special project assignments and pursuing relevant training opportunities.

Strategic Issue

15. OEM needs to review and create standardized internal practices, policies, and strategies to provide consistency and clarity for program areas, employees and customers. OEM has many subject matter experts in various sections of the organization and will benefit from a team approach to agency-wide initiatives. Process reviews, improvements, and the documentation of policies, procedures and protocols will improve overall performance and efficiency for the organization.

Objectives:

- 15.1 Establish and maintain a structured and productive work environment to resolve issues, streamline processes, and ensure accountability and performance on mandated and strategic initiatives.

Strategic Issue

16 OEM operates in an environment that demands current technology and skilled employees for many disparate technological functions, including network architecture, situational awareness, 9-1-1 communications, and field communications.

Objectives:

- 16.1 Establish an Information Technology work unit and network infrastructure of sufficient capacity to support the ECC during activations, and provide necessary security systems and protocols to protect the infrastructure.
- 16.2 Develop and maintain situational awareness and common operating picture tools based on internal requirements and stakeholder input.
- 16.3 Identify and support robust communication methods for OEM team members and partners during emergency incidents and ongoing field work.



Strategic Issue

17. OEM is responsible for maintaining communication channels with citizens and many partners, stakeholders, customers and employees to deliver critical, time sensitive information. The complexity of the organization's communication needs and the different audiences involved requires a formal communication strategy. This includes how management conveys information to employees and the legislature, how team members communicate with customers about program areas, and how the public information office conducts media and community relations. Additional critical communication functions include crisis communications tactics during disasters, how electronic communication and social media tools are used, and managing requests for information.

Objectives:

- 17.1 Develop and sustain a comprehensive communication strategy.
- 17.2 Develop a semi-annual stakeholder survey to regularly gauge OEM performance. Rotate survey among stakeholder audiences with each iteration.
- 17.3 Enhance the state's capacity to effectively communicate and coordinate messaging during emergencies and disasters.
- 17.4 Maintain positive relationships and collaboration with external partners to ensure Whole Community engagement and improved customer service.
- 17.5 Develop relationships and networks with media, regional PIOs, stakeholders, and business and industry leaders.
- 17.6 Develop strategies to address requests for information, VIP visits, and the exchange of information between legislators and agency management.



Acknowledgements

Thank you to the staff and executive partners that made this document possible.



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