

Portland Bureau of Emergency Management 2017-2020 Strategic Plan



PORTLAND BUREAU OF EMERGENCY MANAGEMENT

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READY PORTLAND!

Letter from the Director



On behalf of the talented and dedicated employees of the Portland Bureau of Emergency Management I am pleased to share the bureau's 2017-2020 Strategic Plan. This three-year Strategic Plan sets a course of action that will guide the bureau's efforts and investments towards a more resilient Portland.

While the Portland Bureau of Emergency Management plays a leading role, we cannot prepare the City for all future disaster risks alone. To achieve a more resilient Portland we need to leverage the resources of our innovative and mission-driven city bureaus and public, private and community partners. This includes effective regional collaboration and planning. To this end, we remain committed to fostering the regional relationships and connections that are vital to the city's readiness and recovery from catastrophic incidents.

The ambitious work plan outlined in this document is just the beginning. It will take ongoing commitment and action to achieve a measurable impact on the City's disaster resilience. I look forward to implementing this Strategic Plan and sharing our collective successes with you.

Mission

Promote readiness, coordinate response and build resilience for Portland. The Portland Bureau of Emergency Management (PBEM) develops and implements strategic planning, programs and policies to continually advance the city’s mitigation, preparedness, response and recovery capabilities.

Vision

A Resilient Portland. A resilient Portland does more than withstand disasters and disruptions — its residents, infrastructure, organizations and businesses recover quickly from everyday emergencies or citywide disasters and emerge stronger as a community.

Our contributions to a resilient Portland include:

- Inclusive and connected plans that define the city’s emergency response, continuity of operations and recovery operations from disasters.
- Diverse and expanded network of Neighborhood Emergency Team (NET) and Basic Earthquake Emergency Communication Node (BEECN) volunteers capable of responding to disasters in their community.
- Public education and outreach strategies informed by an assessment of risk perception and awareness.
- Investments in hazard mitigation strategies that reduce the long-term vulnerabilities of residents and communities.
- Adoption of stronger building codes that improve the seismic safety of vulnerable structures and the integration of disaster resilient performance standards for infrastructure improvement and asset management plans.



READINESS



RESPONSIVENESS



RESILIENCE



PREPAREDNESS



PROGRESS



**COMMUNITY
ENGAGEMENT**

Values

The bureau is guided by the following core values in our everyday work:

Equity. We promote equity and diversity in the workplace and foster inclusive and accessible programs and services for all Portland residents.

Adaptability. We embrace flexibility and are responsive to evolving circumstances and community needs. We lead the way or find a way.

Integrity. We build trusted partnerships by practicing transparency, openness and honesty in all of our interactions.

Reliability. We are dependable and consistently deliver excellence.



RESPONSIVENESS

The **PublicAlerts** system sends urgent information by **phone, text & email** in **11** languages.



Focus on Core Mission

The unifying theme woven throughout the 2017-2020 Strategic Plan is a focus on our essential mission: to develop robust systems for the City's Emergency Coordination Center, to enhance the resilience of the City as an organization, and to promote neighborhood-led resilience efforts throughout the city. To that end we are undertaking efforts to more closely align our mission essential needs with strategic resource allocation and budget investments.

Equity is Critical to Resilience

The effects of natural disasters are not evenly distributed. Low income and vulnerable populations suffer a disproportionate share of disaster losses and impacts, oftentimes compounding existing social and economic inequities. In Multnomah County, communities of color suffer more than similar communities of color nationally with respect to income, poverty, occupation and education.¹

Housing costs and income disparities have impeded housing opportunities for the average Black, Native American, and Alaska Native households in every neighborhood in Portland.² Disasters will exacerbate this risk inequality by compounding the lack of affordable housing and rates of persistent homelessness.

PBEM is committed to the achievement of citywide equity goals by implementing programs and services that reduce the impact from disasters. To advance bureau and citywide goals, PBEM will adopt an equity-screening tool to

¹ *Communities of Color in Multnomah County*, Coalition of Communities of Color & Portland State University, page 8.

² *State of Housing in Portland*, Portland Housing Bureau.



design and deliver programs that will have the most effect on reducing risk vulnerability and increasing the adaptive capacity of communities to recover from disasters.

Our Three-Year Strategy

The development of PBEM's 2017-2020 Strategic Plan builds on the bureau's preceding plans and *Portland's Mitigation Action Plan* and advances resilience initiatives from the Climate Action Plan and Comprehensive Plan.

We received valuable input from city and regional partners, Portland residents and elected leaders and this three-year strategic plan reflects their contributions.

Achieving the 2017-2020 Strategic Plan will further position the City for accreditation by the *Emergency Management Accreditation Program (EMAP)*. In the emergency management discipline, EMAP is the industry standard for excellence. It is a refined set of program requirements based on years of lessons learned from emergencies. Communities achieving EMAP accreditation are among the most prepared to handle any emergency. Around the country, few state agencies, and even fewer cities, successfully meet each of the 64 EMAP requirements, and none presently in Oregon. Our goal is to achieve EMAP accreditation by 2021.



PROGRESS

**PBEM
LEADS
1,372**

**Neighborhood
Emergency Team**
active volunteers

 = ~50 NET Volunteers



...with teams active in **60**
Portland neighborhoods.

THERE ARE **48**
**Basic Earthquake Emergency
Communication Nodes**
throughout Portland,



Progress

PBEM has made significant progress in strengthening disaster preparedness, response and mitigation. Our 2014-2016 Strategic Plan outlined an ambitious agenda to advance citywide resilience. The bureau delivered key objectives from the three-year work plan including the completion of several new critical plans:

- Citywide Continuity of Operations Plan
- Damage Assessment Plan
- Debris Management Plan
- Evacuation Plan

As well as updates to existing plans:

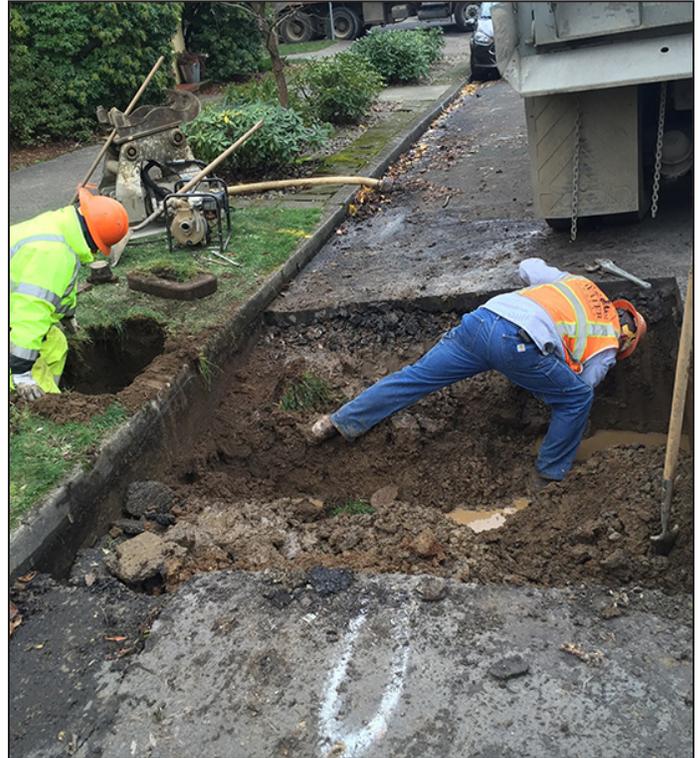
- Mitigation Action Plan
- Alert & Warning Annex
- Basic Emergency Operations Plan
- Coordination, Direction and Control Annex

Other notable achievements include:

- In January 2014 PBEM and the Water Bureau officially opened the City's Emergency Coordination Center (ECC) capable of coordinating and supporting sustained response and recovery operations. The facility proudly hosts the City's Disaster Policy Council, ECC responders and convenes regular training and exercise opportunities for city and regional partners.
- Implemented a new alert and warning system that can initiate texts, emails and phone calls to residents and businesses within Multnomah County, including the ability to send alerts in ten safe harbor languages.³

³ Spanish, Vietnamese, Chinese, Russian, Romanian, Ukrainian, Japanese, Somali, Arabic, Laotian and English

- In June 2016 the ECC hosted the largest citywide exercise since 2007 as part of the Cascadia Rising full-scale exercise, engaging more than 130 ECC responders.
- Trained more than 550 City employees and members of the public in how to safely inspect buildings following an earthquake.
- Successfully completed a pilot project and secured scarce FEMA Pre-Disaster Mitigation grant funds of \$500,000 to catalyze residential seismic strengthening of up to 250 single-family homes in Portland.
- Championed an Unreinforced Masonry (URM) building seismic retrofit policy in partnership with the Bureau of Development Services and Portland Development Commission to mitigate the risk posed by these vulnerable structures.
- Portland is part of a larger metropolitan region of 20 jurisdictions that has cultivated collaborative planning and partnerships for regional disaster resilience. The Regional Disaster Preparedness Organization (RDPO) completed a Threat and Hazard Identification and Risk Assessment (THIRA) and supported regional debris management, disaster sanitation and emergency water distribution system plans.
- The Neighborhood Emergency Team program leads 1,372 active volunteers ready to deploy in their neighborhoods after an emergency. NETs are active in 60 of 95 Portland neighborhoods.
- Established 48 neighborhood communication hubs, via the Basic Earthquake Emergency Communication Node (BEECN) program, to aid neighborhoods to receive information and get help after a catastrophic earthquake.
- Inspired a culture of resilience by partnering with Portland Public Schools and Portland Fire & Rescue to implement a Disaster Youth Academy to educate high school students about emergency preparedness.



PBEM trained **550+**
PORTLANDERS
 how to safely inspect buildings
 following an earthquake.

2017 - 2020 Strategic Goals

The following goals and objectives outline a focused work plan that will guide the work of the bureau between 2017-2020. To enhance the City's equity goals PBEM will use an equity framework to select, prioritize and implement projects.

Goal 1: Continue to develop the City's suite of response and recovery plans.

Focus on collaborative planning. Participate in regional efforts. Use an equity framework to inform resilience planning. Consistently address access and functional needs. Ensure all plans are up-to-date. Keep plans concise and actionable.

- 1.1 Develop a plan to distribute commodities (Commodity Point of Distribution – CPOD) to the public following a widespread disaster. Identify points of distribution, supply routes, and staffing patterns. Consider the public may be walking and biking if the transportation and/or fuel infrastructure is severely impacted. Develop strategies to serve residents who cannot do this independently. Develop public messaging for this effort. *PP&C – August 2019*
- 1.2 Develop a plan to coordinate with the private sector during emergency response and recovery. Include efforts to ensure local businesses have the opportunity to participate in recovery work. *PP&C – November 2019*
- 1.3 Develop a Recovery Framework for the City of Portland. Work with City asset managers and COOP planners to set recovery time objectives for City infrastructure. Build on Portland State University work around



PREPAREDNESS

PBEM COORDINATES PORTLAND'S



transportation recovery planning. Consider what groups or neighborhoods may have fewer resources for recovery and plan to equitably address their needs. Integrate with county recovery planning led by RDPO. *PP&C – December 2019*

- 1.4 Update the City's Damage Assessment Plan in coordination with Multnomah County. Develop a plan that addresses both public and private sector damage, and allows residents to self-report losses. Identify strategies to share damage information that may be initially incomplete or unconfirmed. *PP&C – September 2018*
- 1.5 Convene the Mitigation Action Plan Implementation Committee at least twice annually; demonstrate City accountability to the plan they helped to develop, and solicit their input on implementation efforts. *PP&C – ongoing*
- 1.6 Update the City's Debris Management Plan, incorporating recent planning efforts by Multnomah County and Metro. Participate in the regional Debris Management Task Force led by RDPO. Advocate for environmental justice concerns in the location of temporary debris storage sites. Consider that debris especially impacts people with mobility limitations. *PP&C – July 2018*
- 1.7 Update the City's Earthquake Plan. Incorporate new damage modeling produced by the RDPO. Consider how the plan specifically addresses the needs of vulnerable populations. *PP&C – January 2018*

- 1.8 Update the City's Terrorism Plan, incorporating cyber terror threats. *PP&C – December 2017*
- 1.9 Update the City's Evacuation Plan. Improve route maps. Strengthen consideration of transportation for vulnerable populations, especially people with physical disabilities. *PP&C – March 2017*
- 1.10 Update the City's Communications Annex to reflect advances in public safety technology. *PP&C – September 2017*
- 1.11 Participate in RDPO efforts to update the Regional Utility Coordination Plan. *Director's Office/PP&C – June 2017*





Goal 2: Advance Emergency Coordination Center (ECC) readiness. Invest in training and exercises that strengthen skills for ECC responders. Develop and document procedures for all critical functions. Work towards regional and statewide processes that allow for seamless post-disaster mutual aid.

- 2.1 Support the work of bureau emergency managers through a robust Emergency Management Steering Committee (EMSC). Engage the EMSC to advise on training and exercise needs and plan development. *PP&C/Operations – ongoing*
- 2.2 Update ECC standard operating procedures to reflect expected updates to federal guidelines. *Operations – June 2019*
- 2.3 Work with OMF Procurement to systematically pre-identify qualified City contractors that are able to mobilize quickly following a disaster. Advocate for language in standard City procurement contracts that will allow the City to call on pre-negotiated terms and rates for emergency response, and prioritize local businesses and contractors. *PP&C – April 2018*
- 2.4 Conduct eight PBEM or regionally designed training courses per year. *Operations – Annually and ongoing*
- 2.5 Design and execute four City emergency response exercises per year. *Operations – Annually and ongoing*
- 2.6 Work regionally through the RDPO to solidify resource ordering and tracking procedures. *Operations – February 2018*
- 2.7 Routinely test and revise PBEM Duty Officer program procedures. *Operations – October 2017*
- 2.8 Update City ECC responder tracking, certification and credentialing methods. *Operations – December 2018*

PBEM
aims to
conduct

8

**TRAINING
COURSES** per year



&



Design & execute **4**
**CITY EMERGENCY
RESPONSE EXERCISES**
per year.

- 2.9 Develop resupply and communication plans that integrate NET and BEECN operations with the City ECC. *Operations – December 2018*
- 2.10 Identify best uses for critical regional facilities following a catastrophic disaster. *Operations – February 2018*
- 2.11 Develop City ECC building activation and continuity procedures. *Operations – December 2019*
- 2.12 Collaborate on a communications working group with Multnomah County, BOEC and other stakeholders to ensure interoperability on vital radio equipment. *Operations – ongoing*
- 2.13 Complete a requirement’s analysis, process mapping and software update that enables the City to communicate amongst its bureaus and with critical regional and state partners. *Operations – December 2019*
- 2.14 Strengthen the City’s ability to provide timely, clear, and impactful information to the public during an emergency. Work in coordination with other bureaus and regional service providers to:
 - o Finalize a Portland public information plan, aligning it with other emergency plans. *PP&C - March 2017*
 - o Institutionalize a training program for City and regional public information officers to work effectively in emergencies. *PP&C - July 2017 and ongoing*
 - o Integrate a Virtual Operations Support Team (VOST) capability into the ECC. *PP&C - November 2017*
 - o Increase the realism of the public information component in City exercises. *PP&C - July 2018*
 - o Improve City and regional public information officer use of crisis information software. *PP&C - November 2018*

Goal 3: Foster connected and resilient neighborhoods. *Build capacity for leadership at the most local level. Engage communities in culturally appropriate ways. Consistently use effective, research-backed messages and best practices.*

- 3.1 Use public opinion research data to develop a comprehensive public outreach strategy that moves Portlanders towards greater household resilience. Adopt and consistently use tested messages that demonstrate effectiveness. Use the City’s Annual Community Survey to develop a baseline and track changes over time. *PP&C – February 2017*
- 3.2 Develop a workbook “toolkit” for disaster resilience planning at the neighborhood scale. Incorporate best practices from other jurisdictions and research data. Invest in an appealing and professional document. Share the toolkit freely. Track how many neighbors apply it. *PP&C/Operations – September 2017*
- 3.3 Develop a training series centered on the resilience toolkit that will enable PBEM to fulfill presentation requests using volunteers; leverage the monthly NET training series. Work in partnership with Multnomah County to support interested community volunteers to become effective presenters and organizers using the toolkit. Track interest and participation in the program. *PP&C/Operations – June 2018 and ongoing*
- 3.4 Improve the PublicAlerts website to allow registrations in languages other than English and improve mobile platform. *PP&C/Operations – June 2017*



3.5 Systematically engage cultural communities to share emergency information. Promote Public Alerts registration in languages other than English to ensure all residents can receive actionable emergency messages. Develop communications pathways that will help the City share more detailed recovery information in the period following a disaster. *PP&C/Operations – January 2019 and ongoing*

3.6 Support youth disaster resilience programs. *PP&C/Operations – ongoing*

3.7 Advance BEECN Program

- o Train and assign a full complement of 375 BEECN volunteers. *Operations – December 2019*
- o Relocate all BEECN caches to secure outdoor locations. *Operations – October 2017*
- o Target BEECN outreach to limited English proficiency communities and offer BEECNs in at least three languages other than English. *Operations – December 2019*
- o In partnership with the Bureau of Planning & Sustainability, Portland

General Electric and Energy Trust of Oregon, develop plans for provide solar or solar + battery power to BEECN sites. Explore the opportunity to provide always-on solar-powered WiFi. Prioritize BEECNs in north and east Portland. *PP&C/Operations – December 2017*

3.8 Advance the NET Program:

- o Offer additional monthly trainings for NET volunteers. Open trainings related to public speaking and community organizing to all community members. Leverage citizen corps programs through the RDPO. *Operations/RDPO – ongoing*
- o Ensure continuity and sustainability of the NET program by reorganizing the team structure. *Operations – June 2017*
- o Promote NET diversity, equity and inclusion goals. Adopt strategies articulated in the March 2014 NET Diversity Report. *Operations – December 2018*

3.9 Integrate the NET and BEECN programs into the City's overall response program. Deconflict volunteer logistics and communications with City ECC efforts. *Operations – December 2019*

Goal 4: Spur innovation and workplace excellence to reduce the City's disaster risk.

Promote policies and practices that will enable the City to serve Portlanders during disasters. Meet preparedness challenges creatively. Support employees to be resilient in their households. Plan to increase infrastructure resilience through systematic investments over time.

- 4.1 Integrate PBEM's working Equity Plan into PBEM's Strategic Plan. *Business Operations/ Director's Office – ongoing*
- 4.2 Conduct financial benchmarks comparing PBEM across other jurisdictions in the United States. *Business Operations – June 2019*
- 4.3 Develop and adopt financial management guidelines when working with general fund, grants, and any other dedicated funding. *Business Operations – June 2018*
- 4.4 Advance citywide Continuity of Operations Plans:
 - o Support all bureaus to update and improve their Continuity of Operations

Plans through regular meetings and trainings for COOP planners. Provide access to the BOLD software and centralize all bureaus' plans in BOLD to promote consistency and regular updates. *PP&C – ongoing*

- o Update the citywide COOP framework. Use data in the BOLD program to develop citywide strategies and realistic expectations for all bureaus regarding access to critical resources such as fuel, SAP, and back-up facilities. *PP&C – December 2017*
- o Update the PBEM COOP plan; develop an exemplary plan that other bureaus may use as a model. *PP&C – June 2017*
- o Enable other City bureaus to use PBEM's mass notification software, Everbridge, for their internal COOP notifications. *Operations – December 2017*
- 4.5 Work with the Bureau of Human Resources to develop policies that affirm all City employees have emergency roles and should be prepared to report to work following a disaster. *Director's Office – December 2018*



PBEM will work with the **Bureau of Human Resources** to develop policies that affirm all City employees have emergency roles and should be prepared to report to work following a disaster.

- 4.6 Promote citywide household preparedness. Work with the Behavioral Insights Team to develop a baseline of employee preparedness and increase measurably from the baseline each year. *PP&C – October 2017*
- 4.7 Develop a plan to provide childcare for essential City workers who must come to work when schools and other childcare facilities are closed. *PP&C – July 2018*
- 4.8 Work to ensure the City is systematically increasing seismic resilience of infrastructure. *Director's Office – ongoing*
- 4.9 Participate in the City Asset Managers' Group as an advocate for asset management practices that include natural hazard consideration, especially earthquakes. Promote the Oregon Recovery Plan goals as citywide service-level goal. *PP&C – ongoing*
- 4.10 Advocate for a Critical Energy Infrastructure (CEI) Hub resiliency working group. *Director's Office – ongoing*
- 4.11 Support BDS in the adoption and implementation of unreinforced masonry (URM) building seismic retrofit policies. *Director's Office – December 2017*
- 4.12 Develop and implement the Service Level Agreement between the RDPO and the city of Portland. Outline responsibilities, obligations and mutual understandings, then deliver a package of organizational support services. *RDPO/Business Operations – December 2017*
- 4.13 Advocate for select state and federal legislative positions through the RDPO Policy Committee. *Director's Office – ongoing*



GOAL 4.11: Work to ensure the City is systematically **INCREASING SEISMIC RESILIENCE** of infrastructure.

