



# 2017-2021 STRATEGIC PLAN/PORTLAND HOMELAND SECURITY STRATEGY

Towards a More Resilient Portland Metropolitan Region

## OVERVIEW

The following strategic plan was developed through a participatory process that engaged the entire RDPO structure. The plan supersedes the RDPO's 2014-2016 Strategic Priorities document and the 2011 Revised Portland Urban Areas Homeland Security Strategy. It contains the new set of goals and objectives guiding the RDPO over the next five years. Assessment data that contributed to the development of the strategic goals and objectives and the RDPO 2017-2018 Work Plan are associated standalone documents available on the RDPO.org website.

----- 5 National Mission Areas ----->				
Prevention	Protection	Mitigation	Response	Recovery
Planning				
Public Information and Warning				
Operational Coordination				
Intelligence and Information Sharing		Community Resilience	Infrastructure Systems	
Screening, Search, and Detection		Long-term Vulnerability Reduction	Critical Transportation	Economic Recovery
Interdiction and Disruption		Risk and Disaster Resilience Assessment	Env. Response, Health and Safety	Housing
Forensics and Attribution	Access Control and Identity Verification	Threats and Hazard Identification	Fatality Management Services	Health and Social Services
	Cybersecurity		Fire Management and Suppression	Natural and Cultural Resources
	Physical Protective Measures		Logistics and Supply Chain Management	
	Risk Management for Protection Programs and Activities		Mass Care Services	
			Mass Search and Rescue Operations	
	Supply Chain Integrity and Security		On-scene Security and Protection	
			Operational Communications	
			Public Health and Medical Services	
			Situational Assessment	

Figure 1: The National Preparedness Framework above guides the RDPO's strategic priorities. The framework contains five mission areas and 32 Core Capabilities (or competencies). The 2017-2021 Strategic Goals and Objectives finds the RDPO working in all five mission areas and in support of building/enhancing/maintaining around 25 of the Core Capabilities, with new work in the Recovery Mission area (e.g., pre-disaster recovery planning).



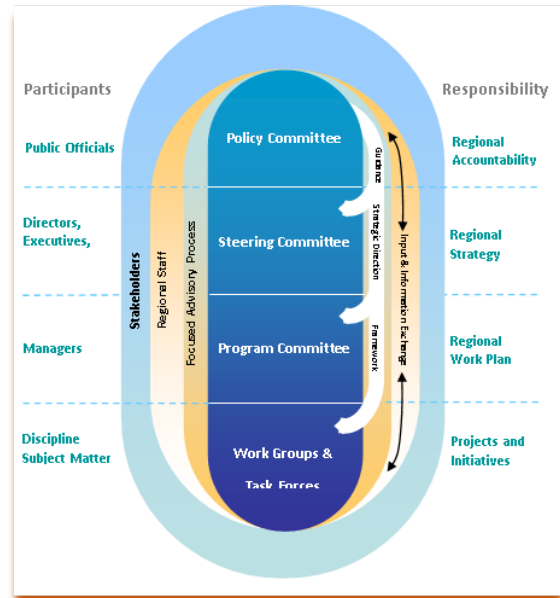
Figure 2: The RDPO's preparedness cycle is reflected above.

# RDPO 2017 – 2021 Strategic Plan

## I. Mission and Structure

The Regional Disaster Preparedness Organization (RDPO) is a partnership of government agencies and private and non-profit organizations in the Portland Metropolitan Region (PMR) working together to build and maintain regional all-hazards disaster preparedness capabilities through coordinated planning, training and exercising, and investment in technology and specialized equipment. It operates in a geographic region that encompasses Clackamas, Columbia, Multnomah and Washington Counties in Oregon, and Clark County in Washington.

The work of the RDPO is conducted and coordinated through a well-defined structure of committees and work groups, including Policy, Steering and Program Committees, discipline-specific work groups, standing committees, and cross-discipline task forces. For the purposes of Urban Areas Security Initiative Grant Program, the entire RDPO structure is the Urban Area Work Group (UAWG).



## II. Vision

The vision of the RDPO is to create a secure and disaster-resilient region in which local agencies, organizations, and communities are coordinated and prepared to prevent, protect against, mitigate, respond to, and recover from threats and hazards of great risk to the Portland Metropolitan Region.

## III. Principles

The RDPO is based on a set of nine principles:

- ✚ Provide opportunities for all jurisdictions and disaster preparedness organizations in the five-county region to participate.
- ✚ Strive for a holistic regional perspective while honoring and respecting each partner’s autonomy.
- ✚ Demonstrate organizational value to all members.
- ✚ Strive for transparency, accountability, and financial stewardship.
- ✚ Ensure equity and fairness in adopting regional policies and making investments.
- ✚ Make decisions by consensus whenever possible.
- ✚ Use a whole community approach in which all stakeholder groups are integrated and considered.
- ✚ Build upon existing strengths and ensure capability investments are maintained.
- ✚ Use the National Preparedness Goal/Framework as a guide for enhancing regional preparedness across all mission areas.

## IV. Assessment Data

The goals and objectives in the RDPO's 2017-2021 Strategic Plan are based on the combination of an external trends scan and an identification and assessment of organizational and program challenges, opportunities, and gaps and maintenance needs across the core capabilities in the RDPO's five mission areas: Prevention, Protection, Mitigation, Response and Recovery. To generate the data, the RDPO reviewed its annual Threat and Hazard Identification and Risk Assessment (THIRA) 2015 Update, exercise after-action reports (e.g., local and FEMA Region X Cascadia Rising Exercise AARs), State and National Preparedness Reports, post-disaster case studies and other research. Subject matter experts at all levels of the organization were also asked to contribute their insights.

Note: for a complete matrix of the assessment data that contributed to setting the goals and objectives, please refer to Annex A. Here's are a few items of note:

### Trends/Challenges/Opportunities

- The July 20, 2015 *New Yorker* article, "The Really Big One", has brought the Cascadia Subduction Zone Earthquake and other large-scale disasters to the forefront of public discussion in our region and beyond, driving public demand for preparedness guidance (i.e., community outreach and messaging), as well as opportunities to gain skills to support community response. Oil train disasters and lone shooter events are also on the rise in the U.S., and have affected our own region in recent years prompting greater preparedness efforts.
- FEMA's refresh of the National Incident Management System (NIMS), including the addition of a "Center Management System" that focuses on emergency operation centers (EOCs), is both an opportunity to ensure clear delineation of roles and responsibilities between incident command and EOC functions and a challenge, in that it will require some revamping of EOC operational elements and training around the region.
- Technology advances and use of social media continue to explode on the scene, changing the way emergency managers, Public Service Answering Points (e.g., Text-to-911) and first responders do business, coordinate, and relate to the public. The digital age is also increasing the need for more robust cyber-security systems.
- New federal legislation (e.g., 2013 Sandy Recovery Improvement Act) and FEMA's recovery planning framework are prompting more pre-disaster recovery planning around the country. For our region, we will lean heavily on the State of Oregon's Recovery Plan for guidance.
- A series of law suits against emergency management agencies in major cities (e.g., New York and Los Angeles) for inadequately addressing the needs of people with disabilities and others with access and functional needs (DAFN) has led to an increase in emergency management agencies assessing their own plans and programs and addressing DAFN gaps.
- The appointment of the Oregon Resilience Officer in 2016 bodes well for increased momentum in translating the Oregon Resilience Plan into legislation in the coming years.

### Gaps and Maintenance Needs

- Local and FEMA Region X after action reports from the June 2016 Cascadia Rising Exercise identify major areas of improvement needed in response capabilities for catastrophic events, including planning, public information (e.g., need for more pre-scripted messages), operational coordination (e.g., Regional MACS), resource ordering and logistics, and communications.
- The RDPO has a range of existing response capabilities (e.g., plans, systems, tactical teams and equipment) that need maintenance/enhancement. A large portion of specialty equipment

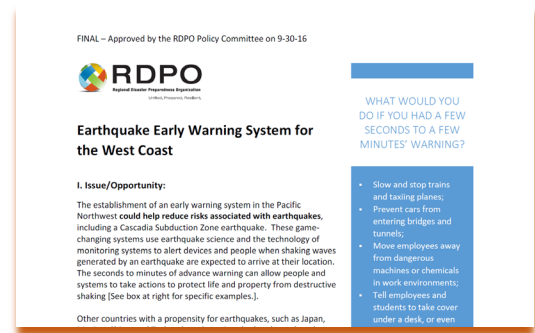
purchased under UASI years ago is at its end of service/life or new technologies have emerged; decisions will need to be made what should be replaced by the jurisdictional owners or the RDPO.

- There is a clear gap in planning for events with high/critical impacts (e.g., disruptions to energy/fuel, water and sanitation, communications systems, etc.; mass displacement).
- There is a need for greater engagement with the private sector in all areas of preparedness.

## V. Priorities/Themes

As the RDPO enters its next phase of work, the following strategic priorities or themes have emerged:

**Continue to cultivate the RDPO’s voice on key issues that advance disaster preparedness and resilience efforts.** In 2016, the RDPO’s Policy Committee (PC) began to develop its first legislative agenda and began to take positions/advocate for a range of State of Oregon and Federal bills, as well as wrote letters in support of partners seeking state/federal funding for resilience projects. The PC approved the RDPO’s position on the Earthquake Early Warning System for the West Coast, which advocates for fully funding the system (with federal, state and private funds) and commits RDPO partners to develop consistent pre- and post-disaster public messaging once the game-changing system becomes a reality.



To increase its competence and capacity to advocate, the RDPO has begun to develop key partnerships, including with the State (Oregon) Resilience Officer and the Oregon Seismic Safety Policy Advisory Commission (OSSPAC), Levee Ready Columbia, the Association of Counties (AOC), the League of Cities, et al.

Under the banner of “Infrastructure and Community Resilience and Disaster Preparedness (for earthquakes and other major events),” the Policy Committee will determine whether and how to be a voice on:

- **Fuel resilience** - encouraging/supporting legislation to address seismic vulnerabilities in the Central Energy Infrastructure Hub in Portland, as well as public-private-non-profit sector coordination;
- **Mass displacement preparedness** - encouraging/supporting legislation that advances greater coordinated state and regional planning for post-earthquake mass displacement response and recovery planning (e.g., mass sheltering; temporary housing);
- **Critical infrastructure resilience** - in addition to fuel infrastructure resilience, supporting greater coordination on critical transportation planning and prioritization of seismic retrofitting of roads and bridges; critical facilities seismic retrofitting, including updating building inventory, tracking retrofit projects, advocating for the Oregon Safety Assessment Program and more funding; all tied to state level; public-private-non-profit sector engagement;
- **Other regional hazard mitigation action planning/risk reduction** – e.g., mitigate flood risk in our region by supporting the efforts of the Levee Ready Columbia Project); and

- **Funding to sustain local and regional (i.e., RDPO) preparedness efforts** - e.g. Homeland Security Grant Program, including UASI, State Homeland Security Program; federal and state funding for natural hazard mitigation/pre-disaster recovery planning and community resilience programs; and RDPO contributing member contributions.

**Keep strengthening response capabilities, including for incidents with high/critical impacts (e.g., disruptions to energy/fuel, water, sanitation, communication systems, etc.; mass displacement, mass casualty, and mass fatality, etc.).** Before the RDPO, and since



its formalization, the region has directed the lion’s share of UASI grant resources into developing all-hazards response plans/planning frameworks and response systems/organizations (e.g., CAD-to-CAD Enterprise Service Bus, regional WebEOC boards, the Regional Multi-Agency Coordination System) and in training and equipping various first responders and tactical teams (e.g., SWAT, Metropolitan Aviation Support Team, marine and urban search and rescue teams, CBRNE/HazMat teams, the Regional Mass Fatality team,

emergency water repair roads maintenance crews, etc.). Maintenance needs abound, including updating and exercising key plans (e.g., the Utility Coordination Plan), continuing to support Emergency Operations Center (EOC) readiness and coordination in the region, tackling resource ordering and logistics system challenges, and taking stock of/enhancing the tactical teams and equipment that the region will need to call upon in larger-scale events. The RDPO will also continue to support health care/hospital system partner, the NW Oregon Health Preparedness Organization (HPO), in the coming years as it develops Pediatric Surge Plans and tackles a long-standing need for Patient Tracking in mass casualty events.

During the next few years, the RDPO endeavors to begin addressing how the region will mount a coordinated response to mass displacement from a Cascadia Subduction Zone earthquake, including coordinating on mass care/sheltering and volunteer and donations management planning. Along similar lines of planning for disruptive/large impact events, the RDPO’s Regional Disaster Preparedness Messaging Task Force will translate the technical guidance produced by the Disaster Sanitation Task Force in 2016 into pre- and post-disaster messaging that supports the public’s understanding of the operational realities of service disruption post-earthquake and the steps they will need to take to maintain sanitation until services return.

**Expand mitigation mission area work:** this area of the RDPO’s work has traditionally centered on providing grants to support the enhancement of Citizen Corps and other community preparedness programs and teams around the region. The RDPO will continue to support these efforts, with a view to building consistency/interoperability across the programs where possible, and looks forward to seeing the results of innovative work to implement social resilience strategies (e.g., Map Your Neighborhood) and to engage people with access and functional needs and communities of color (e.g., LISTOS!).



During the next five years, the RDPO will expand its efforts to provide the region with more reliable data and information on the risks and potential impacts of earthquakes and other natural hazards and will explore taking a regional approach to mitigation action planning and prioritized project implementation. The RDPO will also continue to refine its THIRA for tactical and strategic planning application. Coordinated disaster preparedness/resilience public messaging also falls largely under this mission area; to boost these efforts will likely require the RDPO to hire a public information/communications officer.

**Expand recovery mission work:** more than a decade before the RDPO was stood up, the signature recovery mission area project in the region was disaster debris management planning. That effort saw a boost when Metro hired a disaster debris planner in 2015 and began to lead the regional effort. As this



initiative moves forward to help regional partners complete important work in pre-siting of temporary debris storage sites, debris forecasting and pre-selection of contractors, the RDPO's five counties will expand the RDPO's recovery portfolio by commencing pre-disaster recovery planning (e.g., for economic, health system, housing and other key recovery elements) guided by the State of Oregon's Recovery Plan and

FEMA's recovery planning framework. Along this road will come more partnerships, including within private sector.

**Advance equity efforts in the region:** The RDPO is committed to supporting the advancement of equity and inclusion efforts around the region, including assuring that the needs of people with disabilities and others with access and functional needs (DAFN) are met pre- and post-disaster. With funds from UASI and Metro, the RDPO recently completed a DAFN assessment of the emergency management programs and plans of Clackamas, Clark, Multnomah and Washington Counties and the City of Portland, including in the areas of alert and warning and public information, mass care and sheltering, and evacuation and transportation. The recommendations from that assessment, which will be available in a final report at the end of 2016, could form the basis of additional RDPO funding and organizational support.

**Increase the RDPO's capacity to sustain regional coordination, collaboration, and governance.** The RDPO continues to provide an important platform for regionally coordinated preparedness work.

Entering a new phase of the RDPO ignites some organizational needs (e.g., for new task forces and professional staff, pending funding). These changes will ensure structural alignment and adequate capacity to execute the strategic and two-year plan (see Annex B). As the RDPO's governance structure and projects rely on member participation, RDPO partners are encouraged to align their own plans and staffing models with the RDPO's strategic and work plans, especially where value from regional engagement through the RDPO structure and RDPO project benefits can be derived.



To support organizational changes, the RDPO will work to improve communications and information-sharing, as well as horizontal and vertical interconnectivity, across the organization. The service level agreement between the RDPO and Portland Bureau of Emergency Management (PBEM), the RDPO's Lead Administrative Agency, will be developed during the next year. It will outline responsibilities,

obligations and mutual understandings between the two organizations. The standard operating procedure (SOP) for the UASI grant will also be updated, and a new SOP will be developed to guide local partner contributions under the RDPO.

## VI. Strategic Goals and Objectives (2017 – 2021)

The following section contains the seven goals and 26 objectives that will guide the RDPO's work over the next five years. The first section focuses on Governance/Administration goals and objectives, while the other sections are organized along the five mission areas as follows: Prevention and Protection, Mitigation, and Response and Recovery.

### 1. Governance /Administration

**Goal 1:** Strengthen and sustain regional disaster preparedness coordination, collaboration, and governance.

**Objective 1.1:** Implement RDPO organizational changes/enhancements that ensure alignment with this strategic plan and maximize effective execution of the annual work plan.

**Objective 1.2:** Improve communication and decision-making between RDPO committees.

**Objective 1.3:** Identify, develop, and advocate for priority legislative and regulatory issues.

**Objective 1.4:** Maintain an effective and compliant grant program.

**Objective 1.5:** Seek, develop, and maintain strong connections to and coordination relationships with other regional organizations with a common mission or purpose (e.g., the NW Health Preparedness Organization, SW Washington Homeland Security Region IV, Regional Water Providers Consortium, Portland Dispatch Center Consortium, Area Maritime Security Committee, etc.)

### II. Prevention and Protection Mission Areas

**Goal 2:** Enhance and maintain regional intelligence and information sharing, interdiction, disruption, and detection capabilities to help prevent and/or mitigate terrorism events, including cybersecurity, and other threats.

**Objective 2.1:** Strengthen the TITAN Fusion Center information-sharing network to enhance the Portland metropolitan region's understanding of terrorist and other threats and ability to prepare in a coordinated manner.

**Objective 2.2:** Enhance surveillance capabilities and improve analytics in the region.

**Goal 3:** Enhance the resilience of the region's critical infrastructure systems and facilities.

**Objective 3.1:** Promote improved joint planning for the maintenance and strengthening of regional critical infrastructure (CI) systems, including water, sewer, gas, fuel, telecommunications, electric, etc.

**Objective 3.2:** Support the development and maintenance of continuity of operations plans by the region's critical facility owners/operators.



### III. Mitigation Mission Area

**Goal 4:** Enhance the region’s ability to identify and understand local risks, educate and better prepare the public to manage those risks, and foster long-term community well-being.

**Objective 4.1:** Support community-centered resilience building efforts.

**Objective 4.2** Lead or commission regional threat and hazard identification, vulnerability and risk assessments, and other research that supports efforts to mitigate risks and address planning and other preparedness gaps.

**Objective 4.3** Develop and implement a prioritized regional natural hazard mitigation action plan (RMAP).

**Objective 4.4:** Develop and deliver coordinated public education campaigns on public safety, disaster preparedness, response, and recovery in multiple languages.

### IV. Response and Recovery Mission Areas

**Goal 5:** Build and maintain regional response capabilities necessary to save lives, meet basic human needs, and protect property and the environment during an emergency or disaster.

**Objective 5.1:** Develop and maintain comprehensive regional and local emergency response plans inclusive of the whole community and addressing the needs of people with disabilities and others with access and functional needs.

**Objective 5.2:** Build-up and maintain regional tactical response and special or other teams’ capabilities through equipment investments, training and exercises.

**Objective 5.3:** Enhance and maintain regional health system, public health, and behavioral health capabilities to effectively respond to mass casualty events or other health threats.

**Objective 5.4:** Increase regional epidemiological (Epi) response and medical counter measures (MCM) capabilities.

**Objective 5.5:** Enhance communications operability, interoperability, and redundancy in the region.

**Objective 5.6:** Enhance situational awareness and common operating picture capabilities in the Region.

**Objective 5.7:** Develop and sustain a Regional Multi-Agency Coordination System (RMACS) to provide effective regional coordination and resource allocation.

**Objective 5.8:** Support the enhancement of local Emergency Operations/ Coordination Center readiness across the region.

**Goal 6:** Build and maintain core capabilities necessary to assist affected communities, as well as the region as a whole, to recover effectively from major emergencies and disasters.

**Objective 6.1** Conduct whole community pre-disaster recovery planning across the region, which defines post-disaster planning structures and successful recovery outcomes, critical timelines and priorities for key sectors.

**Goal 7:** Enhance and maintain regional capabilities to prepare and deliver coordinated, prompt, reliable and actionable information to the whole community before, during and after disasters.

**Objective 7.1:** Maintain the Regional Joint Information System and ensure that local information systems are prepared to feed into the regional system.

**Objective 7.2:** Enhance and maintain regional capacity to produce consistent preparedness and community resilience messaging (in coordination with state and federal agencies).

**Objective 7.3:** Produce regionally agreed upon (pre-scripted) response and recovery public messaging, ensuring inclusion of people with access and functional needs.

**Objective 7.4:** Strengthen the ability of local governments to deliver emergency messages to the public through systems such as Public Alerts, Wireless Emergency Alerts (WEA), Emergency Notification Systems (ENS), and the Emergency Alert System (EAS).

**Note:** Annex A and Annex B are separate electronic documents and can be found here:

- [Appendix A: Assessment Data](#)
- [Appendix B: Live Work Plan](#)