



Date: May 18, 2012

To: Recipients of the City of Bellevue Emergency Management Program Strategic Plan

From: Steven R. Sarkozy  
City Manager and Director of Emergency Services

Re: Letter of Promulgation for Emergency Management Program Strategic Plan

Attached is a copy of the new City of Bellevue Emergency Management Program Strategic Plan. This is the culmination of a year-long planning effort by all City Departments, as represented by the Emergency Management Committee. The process included reviewing City policies, procedures, and responsibilities that relate to mitigation, preparedness, response, and recovery. The Plan has been reviewed by the Emergency Operations Board and with the Board's concurrence is hereby approved by me as Director of Emergency Services.

The Plan is a roadmap for the City's emergency management program's subsequent three years, a process to be facilitated by the Office of Emergency Management. The Plan aims to strengthen the foundation of the City's emergency management activities by coordinating existing and future activities that protect citizens, property, and the environment from the wide range of natural and human-caused hazards that threaten the city.

I encourage all employees to become familiar with the Plan to better understand how their activities may align with the Plan's goals and objectives.



Steven R. Sarkozy, City Manager  
Director of Emergency Services

City of Bellevue  
Emergency Management  
Program Strategic Plan



2012-2015

	<b>City of Bellevue Emergency Management Program Strategic Plan Executive Summary</b>	Year 1	Year 2	Year 3
Operational Planning	1A. Develop plan that addresses continuity of government.	X		
	1B. Update Response Annex to identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster.	X		
	1C. Develop plan that addresses continuity of operations.		X	
	1D. Develop recovery plan to address short- and long-term recovery priorities.			X
Resource Management & Logistics; Facilities; Mutual Aid	2A. Establish a system and a plan for obtaining internal and external resources.	X		
	2B. System in place to maintain existing agreements that provides additional equipment, supplies, facilities, and/or personnel.		X	
	2C. Develop procedure for periodic gap analysis of resource needs and shortfalls.			X
Hazard Identification, Risk & Consequence Analysis	3A. Geographically assess the risk and vulnerability of people, property, the environment, and City operations from the natural and human-caused hazards.	X		
	3B. Conduct a consequence analysis for the hazards identified to consider the impact on continuity of operations including continued delivery of services.	X		
Incident Management; Training; Exercises, Evaluations & Corrective Actions	4A. Adopt a single point of contact to serve as the coordinator for the incident management system implementation.	X		
	4B. Develop system for training program to incorporate needs assessments.	X		
	4C. Develop training program that identifies all personnel with an emergency response role receive training on incident management.		X	
	4D. Develop exercise program process to regularly test the skills / abilities of staff.			X
Hazard Mitigation; Prevention	5A. Develop and implement mitigation plan to eliminate hazards or mitigate the effects of hazards that cannot be reasonably prevented.		X	
	5B. Implement a process to monitor overall progress of the mitigation strategies.		X	
	5C. Implement an inter-departmental strategy to coordinate prevention activities, to monitor the identified threats and hazards, and adjust the level of prevention activity commensurate with the risk.			X
E.M. Program Management; Administration & Finance; Laws & Authorities	6A. Establish and document procedures to provide for flexibility to expeditiously request, receive, manage, and apply funds in emergency situations to ensure timely delivery of assistance and cost recovery.		X	
	6B. Develop city-wide financial and administrative procedures for use before, during, and after an emergency or disaster.		X	
Crisis Communications, Public Education & Information	7A. Develop training program for Public Information Officers (PIOs), training should include capability to operate Joint Information Center(s).	X		
	7B. Develop and document program for engaging high risk and vulnerable populations before, during and after event.		X	
	7C. Develop, maintain, and test procedures for public information for high risk and vulnerable populations.			X
Operations & Procedures, Communications & Warning	8A. Strengthen plan to initiate, receive, and/or relay alert and response information to key decision makers and department leaders.	X		
	8B. Develop and maintain a plan to disseminate emergency alerts and warnings to vulnerable populations.		X	
	8C. Develop template for information flow from Coordination Centers to the field.			X
	8D. Adopt procedures of when and how Department Public Information Officers (PIOs) should form Joint Information Center(s).			X

## Table of Contents

Table of Contents.....	1
List of Figures .....	1
List of Tables .....	1
Overview .....	2
Purpose .....	3
Guiding Principles, Vision, Mission, Goals, and Objective Categories.....	3
Development Process .....	5
Gap Analysis.....	7
Stakeholder Input .....	13
Strategy Summary.....	17
Implement & Monitor.....	22
List of Acronyms.....	24

## List of Figures

Figure 1: City of Bellevue EMP .....	2
Figure 2: Strategic Planning Process .....	5
Figure 3: TCL Assessment Summary .....	9
Figure 4: EMAP Baseline Assessment .....	10
Figure 5: EMC Retreat Snapshot .....	13
Figure 6: Goals Prioritized .....	16
Figure 7: Objectives Prioritized .....	16
Figure 8: Strategic Objective Table Explained.....	17

## List of Tables

Table 1: Gap Analysis Summary .....	11
Table 2: EMC Retreat Actions .....	14
Table 3: Example worksheet for a single year .....	23

## Overview

The City of Bellevue's Emergency Management Program (EMP) expands and strengthens its emergency management role every year. Consequently, the City is able to more effectively support its citizens, visitors, businesses, and environment in facing all hazards. Stakeholder partnerships, operating and external, have been essential in enhancing the effectiveness of the EMP. In 1991, the Office of Emergency Management (OEM), formerly Emergency Preparedness Division, was created to lead, facilitate, and support Bellevue's mission in the development of a resilient community by facilitating the mitigation, preparedness, response, and recovery from all hazards; in order to protect life, property, infrastructure, and the environment. Inside the City, the EMP is rooted in a shared partnership including the following stakeholders, but not limited to: OEM, City Director of Emergency Services, City Emergency Manager, City Emergency Operations Board, City Emergency Management Committee (EMC), Emergency Operations Center Staff, and Volunteers in the Eastside Amateur Radio Support (EARS), neighborhood organizations, and first responders. Local non-governmental, community-based organizations, businesses, and medical service providers are also key partners in the EMP.

Figure 1: City of Bellevue EMP



External partnerships consists of federal, state, county, and local agencies including but not limited to: Seattle Urban Areas Security Initiative, Regional Catastrophic Preparedness Grant Program, Local Emergency Planning Committee; Washington State Emergency Management Division; Washington State Fusion Center; Washington State Emergency Response Commission; Washington State Homeland Security Region 6; Zone 1 (Eastside cities emergency management council), and adjacent local cities' planning groups.

## Purpose

The Strategic Plan's purpose is to provide a framework to guide, organize, unify the EMP to meet emergency management challenges, and to build toward establishing industry best practices. The Strategic Plan is a roadmap for the next three years (2012-2015), while setting policies and priorities for the extended future. This roadmap and organic document will be modified to reflect existing and future conditions. The EMP is a collaborative effort intended to further the City's emergency management capabilities. The Strategic Plan seeks to complement and support the unique existing and future efforts of City departments and services. For instance, emerging technologies can be leveraged to communications, both internal (e.g. continuity of government) and external (e.g. official public alerts).

## Guiding Principles, Vision, Mission, Goals, and Objective Categories

The *guiding principles* are the set of core values that the stakeholders applied throughout the Strategic Plan's development process.

### Guiding Principles

- To Create and Identify Value.
- To Communicate with Partners.
- To Leverage Resources.

The EMP's *vision* statement identifies the necessity to support and strengthen the people of the City of Bellevue while preserving its heritage. Creative and progressive thinking is a critical component to achieving the vision; however, those implementing the Strategic Plan are responsible for working towards the vision statement.

### Vision

A City resilient to natural and human-caused hazards.

The *mission* statement describes the path toward achieving the vision. The path will help meet challenges and work towards building an ideal future.

### Mission

Support the City of Bellevue in the development of a resilient community by facilitating the mitigation, preparedness, response, and recovery from all hazards; in order to protect life, property, infrastructure, and the environment.

The *goals* represent what the EMP must achieve to realize the vision and mission. The goals outline the commitment to mitigation, preparedness, response, and recovery. These goals are stepping-stones between the broad direction of the Strategic Plan’s mission and specific action items outlined. The goals below are general guidelines that each has measurable objectives to attain the desired outcome.

### Goals

- To Protect Life and Property.
- To Provide/Ensure Continuity of Operations.
- To Increase Public Awareness, Education, and Outreach/Preparedness for Disasters.
- To Establish and Strengthen Partnerships for Implementation.
- To Restore/Protect/Preserve the Environment.
- To Promote a Sustainable Economy.

The *objective categories* represent what must be achieved within each theme/category in order to achieve the goals. The categories are rooted in emergency management national standards and best practices thus enhancing the City’s ability to complete its mission and goals. *Objectives* define specific steps towards eventual goal accomplishment. The objectives were defined based on the gaps and needs identified throughout the Strategic Plan’s development process. See *Strategy Summary* for comprehensive list of objectives.

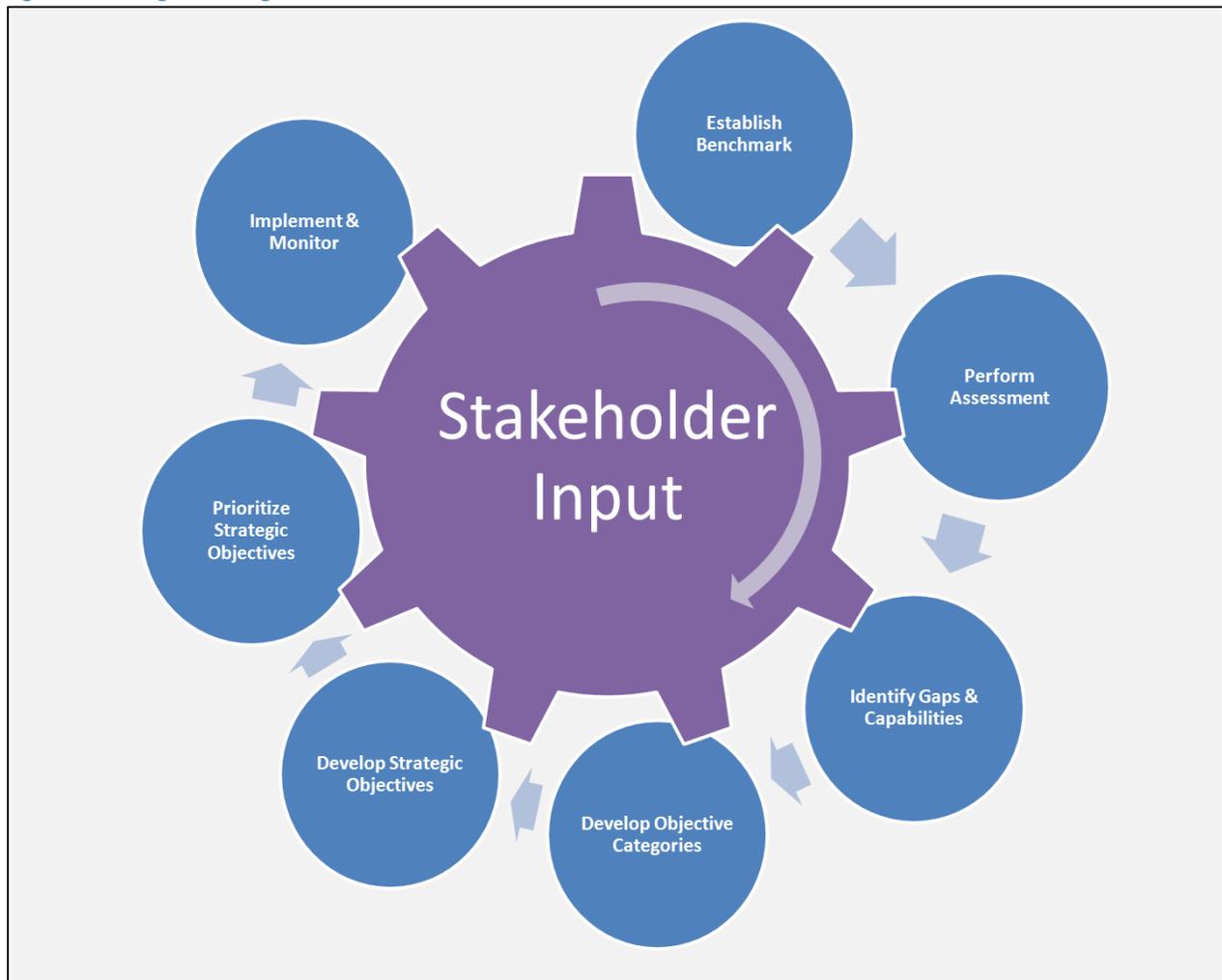
### Objective Categories

- Administration & Finance
- Communications & Warning
- Crisis Communications, Public Education & Information
- Emergency Management Program Management
- Exercises, Evaluations & Corrective Actions
- Facilities
- Hazard Identification
- Hazard Mitigation
- Incident Management
- Laws & Authorities
- Mutual Aid
- Operations & Procedures
- Operational Planning
- Prevention
- Resource Management & Logistics
- Risk Assessment & Consequence Analysis
- Training

## Development Process

The Strategic Plan is a three-year guide spanning 2012-2015 that sets a path of continuous advancements in the EMP's desired policy and operational outcomes. *Figure 2* provides an overview of the process along with related milestones. Fundamental to the overall process was ongoing coordinated feedback from various stakeholders. The following subsections provide an overview of the development process further details are available in Gap Analysis, Stakeholder Input, Strategy Summary, Implement & Monitor sections.

Figure 2: Strategic Planning Process



## Benchmarks Established

A series of benchmarks that ensure an effective roadmap to the EMP's vision, mission, and goals were identified. The benchmarks include established requirements and/or recommendations by the Department of Homeland Security (Incident Command System, National Incident Management System, and Target Capabilities List), Emergency Management Accreditation Program, Federal Emergency Management Agency (Stafford Act and Disaster

Mitigation Act), and Washington State (Revised Codes of Washington 38.52 and 38.56 and Washington Administrative Code 118-30).

## **Capabilities & Gap Analysis Assessment**

The benchmarks facilitate a series of assessments to determine the EMP's existing capabilities. In addition to federal, state, and local assessment tools, internal review mechanisms were used to ensure assessment of the City's unique local operational setting. Local level mechanisms included reviews of: (1) Incident and Exercise After Action Reports and (2) Department Command Center Site Visits. The assessments and evaluations completed the dual function of performing both a capabilities assessment and a gap analysis. This process established EMP themes/categories and specific items requiring action.

## **Stakeholder Input**

Strategic Plan development involved participation from over 200 individuals. Most participants were City staff, though State agencies and community groups also made valuable contributions. For instance, Washington State Emergency Management Division provided expertise and knowledge to further enhance the EMP's planning structure and process. All stakeholder feedback was integral, particularly in the following: (1) identification of capabilities and gaps; (2) development of objectives and actions; and (3) prioritization of objectives and implementation actions. The Gap Analysis and Stakeholder Input sections provide further detail on the engagement process.

## **Strategic Objectives Development**

OEM led assessments facilitated the identification of varying gaps and their associated needs. The gaps and necessary actions were categorized into broader and comprehensive objective categories. The Emergency Management Accreditation Program's (EMAP) Emergency Management Standard, along with other national standards and best practices; were applied in the development of objective categories. A strategic objective based on gaps and their associated needs was identified for each objective category. Federal and State requirements and recommendations, in combination with stakeholder input, resulted in the development and prioritization of implementable action items to achieve the strategic objectives.

## **Implement & Monitor**

The ambitious list of action items, to be achieved within the next three years, will move the EMP closer to the its strategic objectives and overarching goals. The action items are not a

comprehensive list of all actions needed to complete the strategic objectives. Instead, the action items are identified as essential capabilities assigned for completion within the next three years. Stakeholders' support will be vital to the Strategic Plan's implementation.

## Gap Analysis

Bellevue OEM conducted a gap analysis of the EMP based on the following: (1) past incidents and exercises, (2) on-site assessments with the City's departments and offices involved in emergency management, (3) Target Capabilities List (TCL) related to the four Department of Homeland Security (DHS) mission areas, and (4) a City review based on EMAP Emergency Management Standard. The interwoven approach of assessments based on City-level data and knowledge (e.g. past incidents and exercises, department assessments) and national standards and best practices (e.g. TCL, EMAP) results in an effective multi-perspective EMP evaluation. Thus, the gap analysis provides a critical foundation for the Strategic Plan's goals and objectives.

## After Action Reports (AAR)

After Action Reports (AAR) of incidents and exercises is one critical aspect of the complete evaluation cycle and identifies the steps of learning before, during, and after an incident. The AARs can be divided into two groups: (1) Formal AARs are detailed and planned assessments with abundant time and resources to evaluate the City's performance (logistical, planning, communication, etc.) and (2) Informal AARs are on-site assessments conducted immediately after the incident or exercise. The AARs varied in style, structure, and methodology but all AARs compared the actual processes and output with the intended outcome. Consequently, AARs identified and evaluated gaps and desired levels of service. Most AARs made actionable recommendations for changes and improvements. The recommendations will impact future success in delivering expected services.

The AAR aspect of the gap analysis is based on a decade of AARs from 2001 through 2011. Documentation prior to 2001 is limited and/or incomplete and was not included. Essential recommendations and/or gaps discussed are represented in *Table 1*. The strategic objectives and associated action items address implementation of AAR recommendations and findings, (see *Strategy Summary*).

## Command Center Site Visits

All City operational departments have Command Centers to manage incidents. The Command Centers coordinate and communicate with the City EOC as an incident matures. OEM facilitated Command Center Visits with the end goal of improving the understanding of the role and responsibility of the Command Centers and their resources and capabilities. Communication is often the most documented weakness during emergency responses, thereby Command Center Visits aided in strengthening EOC communication with the Command Centers.

As the facilitators, OEM developed a standard series of questions prior to the initial Command Center Site Visits. The standardized approach was utilized to appropriately compare and assess existing department Command Center operations. OEM staff conducted visits with each operational department to document the process. The visits enhanced OEM's understanding of the various departments' existing Command Center operations thereby enabling a more effective EOC role during an incident/emergency. This understanding will provide the EMP's ability to leverage City-wide capabilities towards quick and appropriate responses to incidents of any size and complexity.

Command Center Visits were conducted from December 2<sup>nd</sup>, 2010, through 31 March 31<sup>st</sup>, 2011. Essential recommendations and/or gaps discussed are represented in *Table 1*.

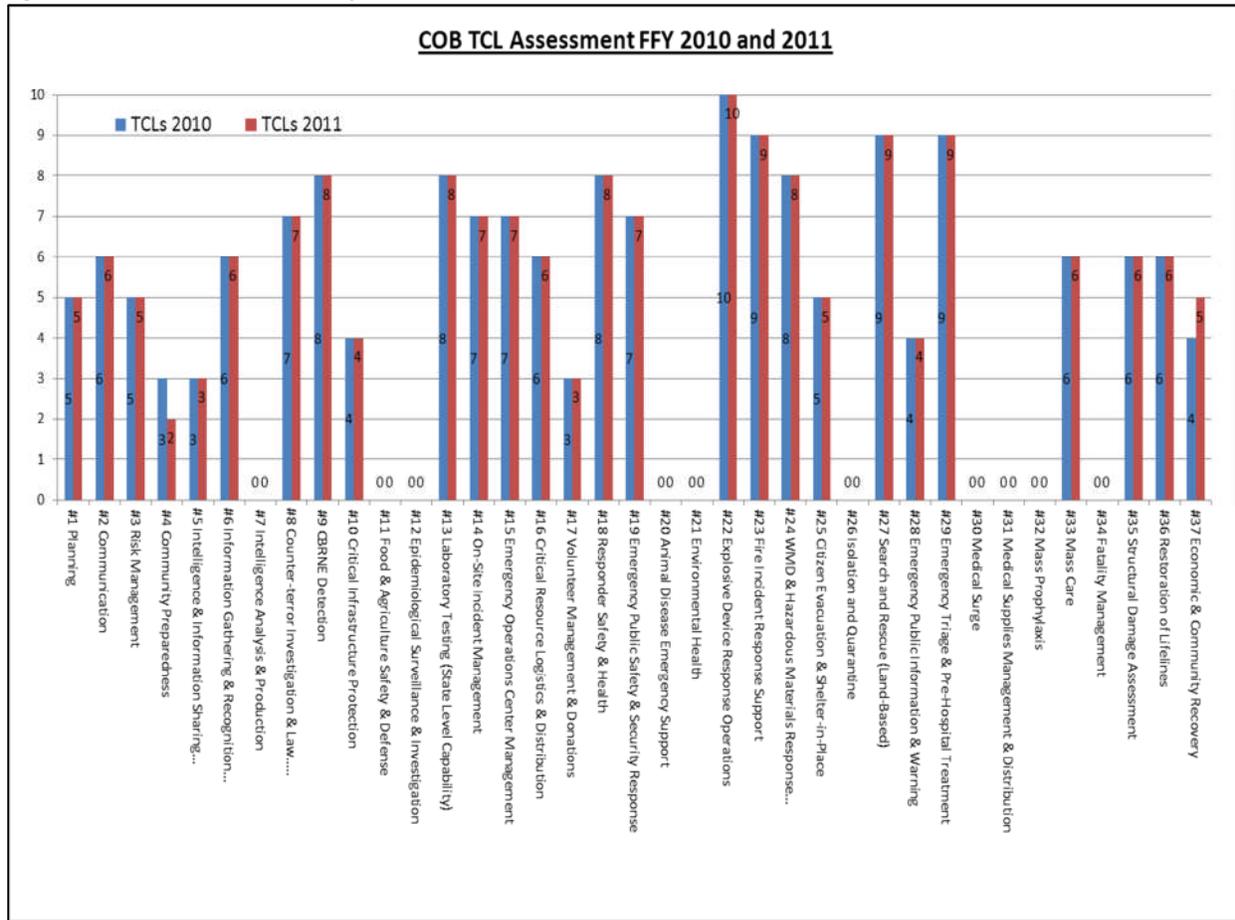
## Target Capabilities List (TCL)

Over the last half decade DHS has been developing metrics to measure capabilities. The TCL has been used to describe and assess these capabilities related to four homeland security mission areas: Prevent, Protect, Respond, and Recover.

As a recipient of various Homeland Security related grants, the City has participated in TCL Assessments over last several years that included input from all Departments engaged in emergency support functions. As part of the Strategic Planning process, OEM conducted a review of these ongoing assessments. The review was used to determine if there were ongoing patterns in gaps and strengths (see *Figure 3*) in order to provide input to the Strategic Plan. The review looked at assessments for federal fiscal years 2010 and 2011.



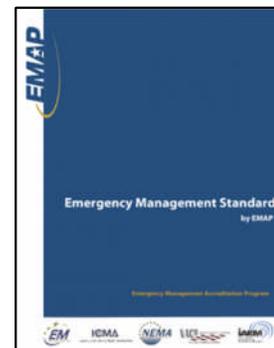
Figure 3: TCL Assessment Summary



The TCL metrics measure the City’s overall level of preparedness on a scale from 0-10. Several TCLs are a regional responsibility and were not measured in these assessments. Essential recommendations and/or gaps discussed are represented in *Table 1*.

### EMAP Emergency Management Standard

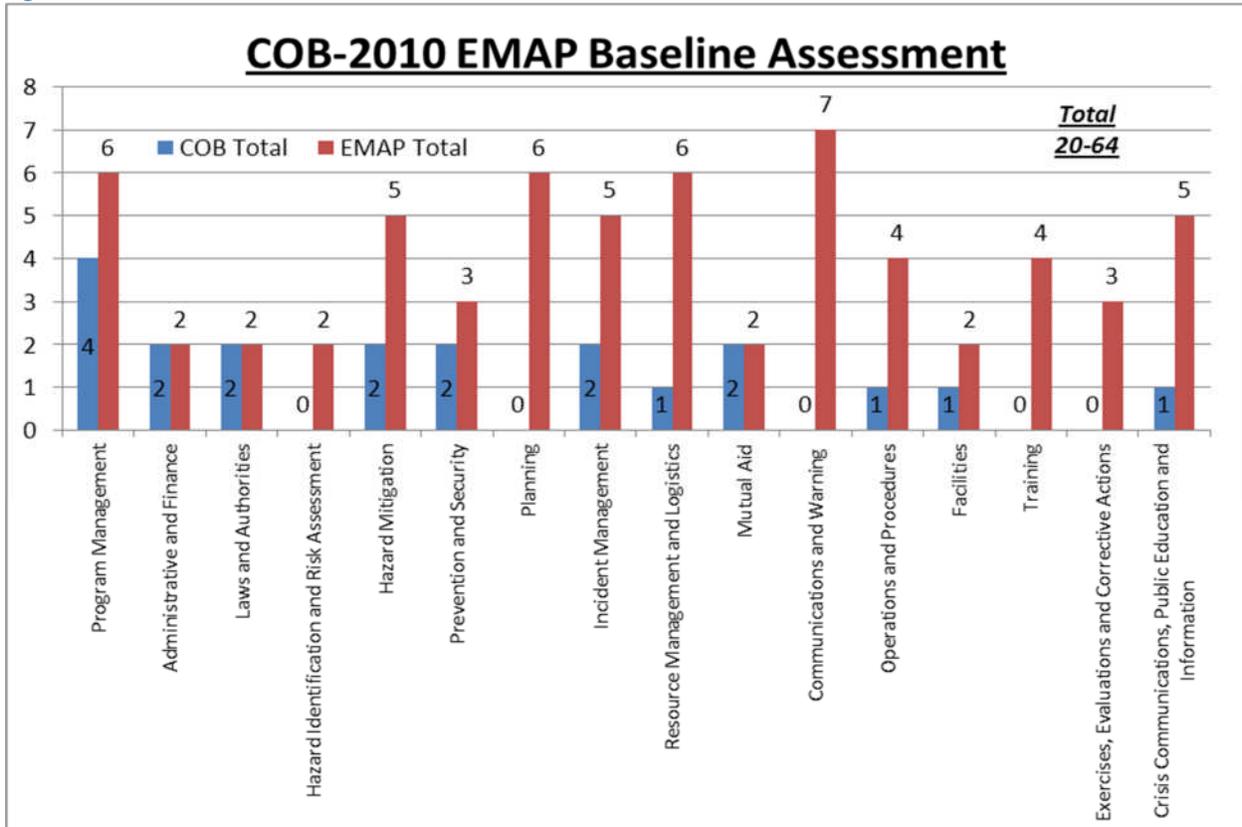
The EMAP has developed the Emergency Management Standard as a tool for continuous improvement as part of the voluntary accreditation process for local and state emergency management programs. The Emergency Management Standard is a set of 18 Functional Areas, 64 standards, and 104 Standard Elements by which programs that apply for EMAP accreditation are evaluated.



As part of the Strategic Planning process, OEM conducted an assessment of the City EMP by using the EMAP On-Line Assessment Tool. The review was used to determine if there were ongoing patterns in gaps and strengths in order to provide input to the Strategic Plan. The assessment looked at all functional areas, standards, and standard elements. *Figure 4* is a summary of the City’s EMAP assessment. The

assessment was scored by the EMAP Total, representing the number of standards for that functional area, and the corresponding COB Total, representing the number of standards for that functional area that they City has documented. Essential recommendations and/or gaps discussed are represented in *Table 1*.

Figure 4: EMAP Baseline Assessment



### Identified Gaps

The analysis exposed gaps of varying types, often procedural, and policy related. The analysis benefited from internal reviews and standards determined by external subject matter experts, such as the DHS and EMAP. The resulting recommended gaps are listed beneath their associated objective categories:

Table 1: Gap Analysis Summary

<b>Administration &amp; Finance</b>
<ul style="list-style-type: none"> <li>• Documented procedures for departments involved in EMP to expeditiously utilize financial capabilities before, during, and after an emergency or disaster.</li> </ul>
<b>Communications and Warning</b>
<ul style="list-style-type: none"> <li>• Formal written procedures to communicate both internally and externally with all EMP stakeholders.</li> <li>• Plan to initiate, receive, and relay warnings to key decision makers/emergency personnel.</li> <li>• Plan to disseminate emergency alerts and warnings to the public, including vulnerable populations, potentially impacted by an actual or impending emergency and to communicate reliably with the population.</li> <li>• Formal written procedures to ensure personnel familiarity with and the effective operation of the systems and capabilities of the Communications, Notification, and Warning systems. The review/update process is recorded and documented.</li> </ul>
<b>Crisis Communications, Public Education, &amp; Information</b>
<ul style="list-style-type: none"> <li>• Public Information plan and/or operating procedures, including capabilities to communicate with vulnerable populations.</li> <li>• Formal written procedures in place and tested to support a Joint Information System (JIS) / Center (JIC).</li> </ul>
<b>Emergency Management Program Administration</b>
<ul style="list-style-type: none"> <li>• Emergency management multi-year strategic plan and includes an implementation method.</li> <li>• Method and schedule for evaluation, maintenance, revision, and corrective actions.</li> </ul>
<b>Exercises, Evaluations, and Corrective Actions</b>
<ul style="list-style-type: none"> <li>• Procedures to document the exercise program are established. Program regularly tests the skills, abilities, and experience of emergency personnel as well as the plans, policies, procedures, equipment, and facilities of the EMP.</li> <li>• Evaluate plans, procedures, and capabilities through periodic reviews, testing, post-incident reports, lessons learned, performance evaluations, exercises and real-world events.</li> </ul>
<b>Hazard Mitigation</b>
<ul style="list-style-type: none"> <li>• Further develop the EMP mitigation program to include identification of ongoing opportunities and tracking repetitive loss.</li> <li>• Process to monitor overall progress of the mitigation strategies, document complete initiatives, and resulting reduction or limitation of hazard impact in the jurisdiction.</li> <li>• Further develop hazard mitigation plan to include all hazards.</li> </ul>
<b>Incident Management</b>
<ul style="list-style-type: none"> <li>• Unified City-wide Incident Command System (ICS) with related procedures will be strongly considered to alleviate any miscommunications (across systems or people) during emergencies and disasters.</li> <li>• All government and private sector agencies and personnel trained on adopted incident management system. Broad reaching incident management training would reduce misunderstandings during a real event.</li> </ul>

<b>Operational Planning</b>
<ul style="list-style-type: none"> <li>• Continuity of government (COG) plan that identifies how the jurisdiction’s constitutional responsibilities will be preserved, maintained, or reconstituted.</li> </ul>
<ul style="list-style-type: none"> <li>• Continuity of operations plan (COOP) that identifies and describes how essential functions will be continued and recovered in an emergency or disaster.</li> </ul>
<ul style="list-style-type: none"> <li>• Procedures to cover the long- and short-term recovery process. Specifically, guidance needed for Public and Individual Assistance, as described under the Stafford Act.</li> </ul>
<ul style="list-style-type: none"> <li>• Procedures for capturing and safeguarding damage assessment data (e.g. residences, businesses etc.) to help prioritize recovery planning.</li> </ul>
<b>Operations &amp; Procedures</b>
<ul style="list-style-type: none"> <li>• Adequately incorporate vulnerable populations into planning.</li> </ul>
<ul style="list-style-type: none"> <li>• Web-based information management system to identify processes and functions, assist in prioritizing, and document actions. This system should be redundant.</li> </ul>
<ul style="list-style-type: none"> <li>• Procedures for situation reporting and incident action planning across City services will be consistent with NIMS.</li> </ul>
<ul style="list-style-type: none"> <li>• Plan for public safety during/after large scale event, including criminal justice population.</li> </ul>
<b>Prevention</b>
<ul style="list-style-type: none"> <li>• Develop plans/programs/procedures to protect critical infrastructure.</li> </ul>
<b>Risk Assessment and Consequence Analysis</b>
<ul style="list-style-type: none"> <li>• Develop vulnerability assessment based on people, property, the environment, and COOP.</li> </ul>
<ul style="list-style-type: none"> <li>• Conduct a consequence analysis for the hazards identified to consider the impact on the public; responders; continuity of operations including continued delivery of services; property, facilities, and, infrastructure; the environment; the economic condition of the jurisdiction; and public confidence in the City’s governance.</li> </ul>
<b>Resource Management &amp; Logistics</b>
<ul style="list-style-type: none"> <li>• Develop and maintain procedures to communicate risk-benefit analysis to first responders, specifically medical and public health, prior to dispatch (i.e. rescue operations).</li> </ul>
<ul style="list-style-type: none"> <li>• Resource management system that includes objectives and implementation procedures for identifying, locating, acquiring, storing, maintaining, timely distribution, and accounting.</li> </ul>
<ul style="list-style-type: none"> <li>• Process for periodic assessment of resource needs and shortfalls (contractual service, agreements, memoranda of understanding, budget process, and business partnerships).</li> </ul>
<ul style="list-style-type: none"> <li>• Volunteer Management and Donations program/plan.</li> </ul>
<b>Training</b>
<ul style="list-style-type: none"> <li>• Formal, documented training program composed of training needs assessment, curriculum, course evaluations, and records of training.</li> </ul>
<ul style="list-style-type: none"> <li>• Formal training program for citizen group to respond to incidents.</li> </ul>
<ul style="list-style-type: none"> <li>• Policy to train personnel with existing, or potential, emergency roles on those responsibilities (including information gathering and recognition of indicators).</li> </ul>

## Stakeholder Input

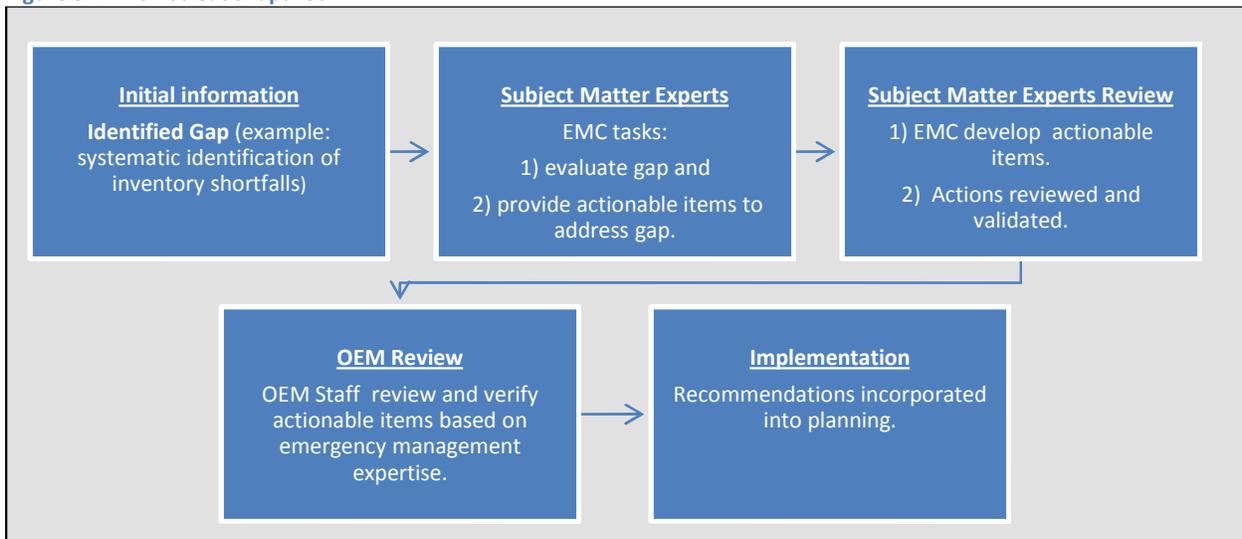
The Strategic Plan’s gaps were the identified in a gap analysis that assessed 10 years of AARs, visits with City Command Centers, review of recent TCL assessments, and an internal Emergency Management Standard EMAP assessment. The following section describes the primary stakeholder input components, though stakeholder input (formal and informal) occurred throughout the entire Strategic Plan’s development process.

### Emergency Management Committee (EMC)

An in depth assessment is required to assist in determining appropriate strategies to fill the identified gaps. On October 13<sup>th</sup>, 2011, a half-day retreat with the City’s EMC, facilitated by OEM, provided direct and valuable stakeholder input. All City departments and services are represented in the EMC. In addition to OEM, the following departments and services were represented at the EMC retreat: City Manager’s Office, Civic Services, Development Services, Finance, Fire, Human Resources, Parks & Community Services, Planning and Community Development, and Utilities.

The Strategic Plan’s vision, goals, and objectives were vetted to the EMC for review before assessing the identified EMP gaps. The EMC members (including OEM staff) engaged in a pre-designed process to develop potential action items and strategies to EMP gaps; thereby, working towards achieving the Strategic Plan’s goals and objectives. EMC members broke out into two working groups to solidify potential action items and strategies. All potential action items and strategies were vetted to the entire EMC and OEM staff. *Figure 5* is a snapshot of the process for the development of an action item to address a previously identified gap.

Figure 5: EMC Retreat Snapshot



The coordinated stakeholder input was essential in order to develop implementable actions. Stakeholder’s efforts will continue to be vital to the achievements of the Strategic Plan.

The resulting recommended actions are listed beneath their associated Strategic Plan’s objective categories:

Table 2: EMC Retreat Actions

<b>Crisis Communications, Public Education, and Information</b>
<i>Recommended actions:</i>
<ul style="list-style-type: none"> <li>• Consider “Message Maps” (Utilities example) as scripted messages ready for distribution.</li> <li>• Establish list serves, include Social Media.</li> <li>• Establish procedures for vetting post-event messages and press releases.</li> <li>• Identify mechanisms and procedures for reaching vulnerable populations (before, during, and after event).</li> <li>• Leverage additional capabilities of MyStateUSA for alerting the public.</li> </ul>
<b>EMP Management, Administration &amp; Finance, Laws &amp; Authorities</b>
<i>Recommended actions:</i>
<ul style="list-style-type: none"> <li>• Determine who can issue purchase order.</li> <li>• Develop city-wide written procedure for emergency purchase order to be issued.</li> <li>• Finance Dept. to develop workflow fiscal element for EOC Manual.</li> </ul>
<b>Hazard Identification, Risk Assessment &amp; Consequence Analysis</b>
<i>Recommended actions:</i>
<ul style="list-style-type: none"> <li>• Community engagement via town halls, public forums, etc.</li> <li>• Develop process for opening up EMC meetings to stakeholders; possibly in non-City facility.</li> <li>• Develop format/tool for all Depts. COOPs and COG. Include: essential functions, lines of succession, resources, alternate facilities, and method for updating lines of succession.</li> <li>• Conduct a detailed vulnerability and consequence analysis to include a community profile.</li> </ul>
<b>Hazard Mitigation and Prevention</b>
<i>Recommended actions:</i>
<ul style="list-style-type: none"> <li>• Determine/identify “essential Infrastructure” for city as a whole (not just City government). However, city-owned essential facilities should be the priority.</li> <li>• Develop checklist of tools and resources needed to protect Critical Infrastructure.</li> <li>• Prioritize Critical Infrastructure based partially on: (1) HIRA, (2) Capital Investment Projects, (3) continuity of operations and (4) needs of EMP partners (e.g. Red Cross).</li> <li>• Identify stakeholders to help determine Infrastructure (e.g. businesses, citizens, etc.).</li> </ul>
<b>Incident Management, Training, Exercises, Evaluations &amp; Corrective Actions</b>
<i>Recommended actions:</i>
<ul style="list-style-type: none"> <li>• Training calendar should be formalized on a biannual or quarterly tracking.</li> <li>• Develop checklists, online training, and just-in-time training to supplement formal training.</li> <li>• ICS should be comparable City-wide.</li> <li>• Evaluate existing ICS in jurisdictions comparable to Bellevue.</li> <li>• Obtain support from various levels (i.e. EOB, EOC Staff, EMC, etc.) on the City incident management system.</li> <li>• Develop modular credentialing for EOC, based on skills list.</li> </ul>

<b>Operational Planning</b>
<i>Recommended actions:</i>
<ul style="list-style-type: none"> <li>• Identify vulnerable populations with assistance from experts and advocates.</li> <li>• Determine size of those specific vulnerable populations.</li> <li>• Planning Annex should be created for vulnerable populations.</li> </ul>
<b>Operations &amp; Procedures and Communications &amp; Warning</b>
<i>Recommended actions:</i>
<ul style="list-style-type: none"> <li>• Determine/identify stakeholders.</li> <li>• Formalize procedures (written) rooted to established forms.</li> <li>• Procedure of when Dept. PIOs should form City JIC and JIS. Ensure one-voice, one message.</li> <li>• Formalize process information flow between field, command centers, and EOC.</li> </ul>
<b>Resource Management &amp; Logistics, Facilities, and Mutual Aid</b>
<i>Recommended actions:</i>
<ul style="list-style-type: none"> <li>• Correlate resource inventories to Finance Dept. databases and other tools.</li> <li>• Link Hazard Assessment to Comprehensive Annual Financial Report equipment list.</li> <li>• Link resources to memorandum of understanding (i.e. preexisting contracts), meet with Federal Emergency Management Agency and WAEMD for review.</li> </ul>

## Stakeholder Survey

The gap analysis and the stakeholder input assisted OEM in identifying strategic goals, objectives, and action items. Prioritizing the EMP’s next steps is needed to effectively accomplish the Strategic Plan’s longer-term vision, mission, and goals.

A survey for City staff and vested partners (e.g. EARS group, educational partners, and SPAN) was developed by OEM. Approximately, 1,200 stakeholders were contacted, with a total of 217 provided feedback. The responses revealed the expectations of how the EMP goals and objective categories should be prioritized.

*Figure 6* reveals that after protecting life and property, respondents’ valued the EMPs’ goal to maintain operations following a disaster.

*Figure 7* similarly demonstrates respondents value the City’s role in ensuring government services and resources following a disaster. Survey responses were utilized to prioritize strategic objectives and their associated action items.

Figure 6: Goals Prioritized

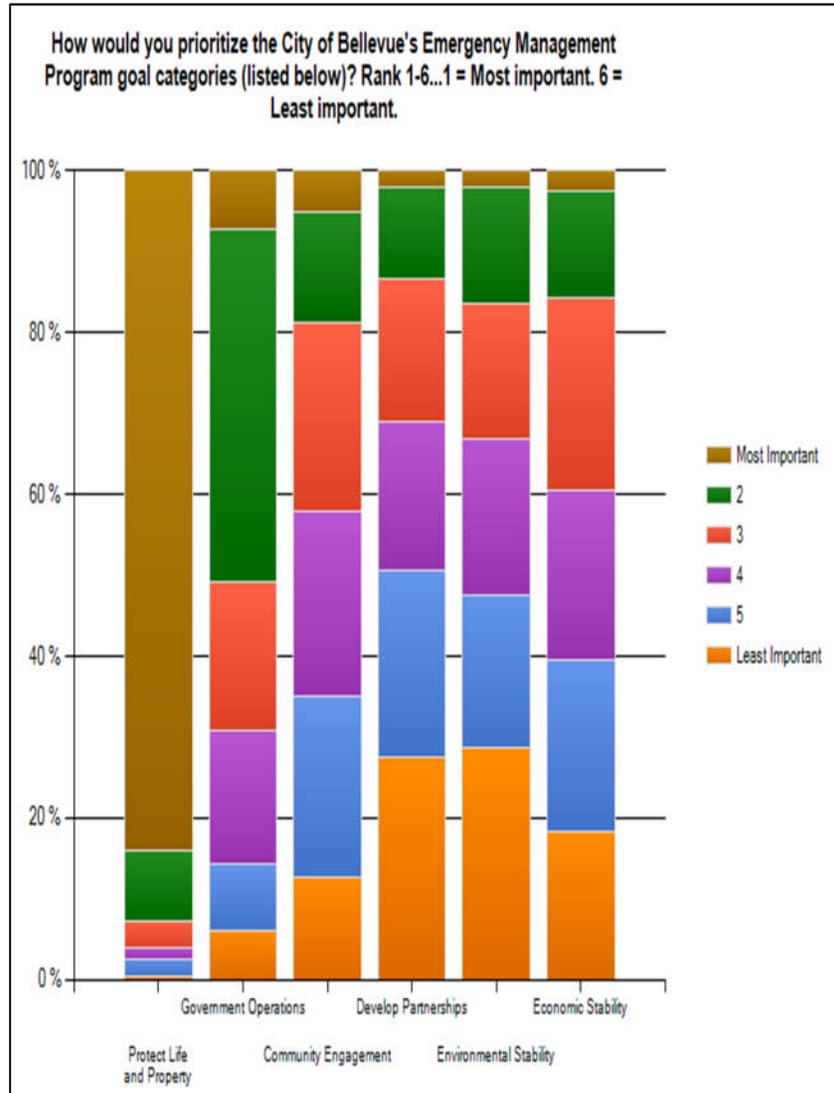
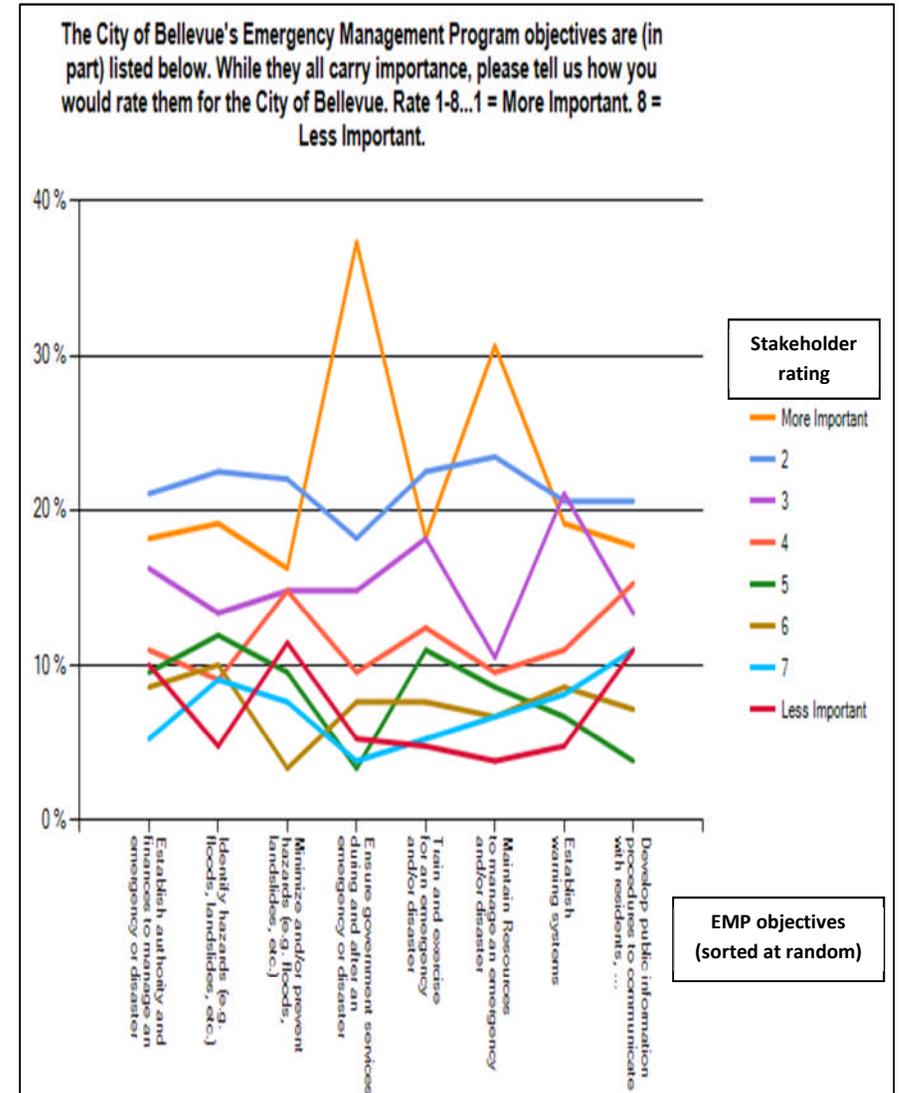


Figure 7: Objectives Prioritized



## Strategy Summary

Eight *strategic objectives* based on the gap analysis and stakeholder input were developed to address the EMP gaps and needs. The strategic objectives and their associated action items are not meant to supplant existing EMP activities. Instead, the strategic objectives are meant to complement and strengthen existing City EMP activities. The strategic objectives' development is rooted in emergency management national standards and best practices thus enhancing the City's ability to complete its mission. This roadmap ensures the City is compliant with local, state, and federal laws, regulations, and requirements. *Figure 8* serves as a guide to understanding the strategic objectives various elements.

Figure 8: Strategic Objective Table Explained

The diagram illustrates the structure of a Strategic Objective Table. It features a table with the following sections and callouts:

- Strategic Objective X:** A header row with the text "Strategic Objective X: Insert". Callout: "The strategic objectives define specific steps towards eventual goal accomplishment."
- Objective Category:** A row with the text "Objective Category: Insert". Callout: "Objective categories represent what must be achieved within each theme/category in order to accomplish the goals."
- Action Item Table:** A table with columns for "Action Item", "Target Year 1", "Target Year 2", and "Target Year 3". Three rows are shown, each starting with "XX. Insert". Callout: "Action Items were identified and prioritized during the Strategic Plan's development process."
- Example Performance Measures:** A section with the text "Example Performance Measures" and two rows, each starting with "Insert". Callout: "Example Performance Measures are indicators of how the action items are being achieved. The list is not intended to be comprehensive or static."
- Target Year Callout:** A callout pointing to the "Target Year" columns: "Target Year indicates the action's expected completion date based on breadth, priority, and resources."

<b>Strategic Objective 1:</b>			
<b>Establish and maintain plans to address emergency response; continuity of operations; continuity of government; and recovery from emergencies or disasters.</b>			
Objective Category: Operational Planning			
Action Item	Target Year 1	Target Year 2	Target Year 3
1A. Develop plan that addresses continuity of government.	X		
1B. Update Response Annex to identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster.	X		
1C. Develop plan that addresses continuity of operations.		X	
1D. Develop recovery plan or strategy to address short- and long-term recovery priorities.			X
Example Performance Measures			
Populations identified that speak different languages and/or have reduced hearing, sight, mobility, etc.			
Live updating system for department lines of succession.			
Update and develop policy and/or procedures for incident response.			

<b>Strategic Objective 2:</b>			
<b>Ensure systematic identification of resource requirements, including those available across City boundaries, consistent with the HIRA.</b>			
Objective Categories: Resource Management & Logistics; Facilities; Mutual Aid			
Action Item	Target Year 1	Target Year 2	Target Year 3
2A. Establish a system and a plan for obtaining internal and external resources.	X		
2B. System in place to maintain existing agreements that provides additional equipment, supplies, facilities, and/or personnel.		X	
2C. Develop procedure for periodic gap analysis of resource needs and shortfalls.			X
Example Performance Measures			
Objectives and implementing procedures developed for services and materials to address the hazards identified by the City.			
Standardized procedures to activate, dispatch, deactivate, and recall resources.			
Standardized procedures to manage donations either solicited and/or unsolicited.			
Resource inventories are correlated to appropriate department (e.g. Finance) databases (e.g. memorandum of understanding).			
Number of exercises to test procedures for activation, operation, and deactivation of primary and alternate facilities.			

<b>Strategic Objective 3:</b>			
<b>Establish a Hazard Identification, Risk Assessment (HIRA), and Consequence Analysis that includes assessment of risks to persons; public and private property and structures; and the environment.</b>			
Objectives Categories: Hazard Identification, Risk Assessment & Consequence Analysis			
Action Item	Target Year 1	Target Year 2	Target Year 3
3A. Geographically assess the risk and vulnerability of people, property, the environment, and City operations from the natural and human-caused hazards.	X		
3B. Conduct a consequence analysis for the hazards identified to consider the impact on continuity of operations including continued delivery of services.	X		
Example Performance Measures			
HIRA and Community Profile that can consider impacts to city owned facilities.			
Template developed for all City departments to assist continuity of operations.			

<b>Strategic Objective 4:</b>			
<b>Strengthen incident management system's ability to provide for clear and effective response and recovery via training and exercise programs.</b>			
Objective Categories: Incident Management; Training; Exercises, Evaluations & Corrective Actions			
Action Item	Target Year 1	Target Year 2	Target Year 3
4A. Adopt a single point of contact to serve as the coordinator for the incident management system implementation.	X		
4B. Develop system for training program to incorporate needs assessments.	X		
4C. Develop training program that identifies all personnel with an emergency response role receive training on incident management.		X	
4D. Develop exercise program process to regularly test the skills / abilities of staff.			X
Example Performance Measures			
EOC checklists developed for each incident management function's role and responsibilities.			
Alternate training (online and just-in-time) is identified to supplement formal in room training.			
Modular credentialing is established for Emergency Operations Center.			
Number of personnel trained on their current and potential responsibilities.			
Evaluation of plans, procedures, and capabilities is conducted regularly.			
Tracking the resolution of deficiencies.			

<b>Strategic Objective 5:</b>			
<b>Strengthen the mitigation and prevention programs' ability to regularly and systematically utilize resources to mitigate the effects of emergencies associated with the risks identified in the HIRA.</b>			
Objective Categories: Hazard Mitigation; Prevention			
<b>Action Item</b>	<b>Target Year 1</b>	<b>Target Year 2</b>	<b>Target Year 3</b>
5A. Develop and implement mitigation plan to eliminate hazards or mitigate the effects of hazards that cannot be reasonably prevented.		X	
5B. Implement a process to monitor overall progress of the mitigation strategies.		X	
5C. Implement an inter-departmental strategy to coordinate prevention activities, to monitor the identified threats and hazards, and adjust the level of prevention activity commensurate with the risk.			X
<b>Example Performance Measures</b>			
Process that identifies ongoing opportunities and tracks repetitive loss.			
Fusion Liaison Officer (FLO) program that ensures staff are trained on threat information collection, dissemination procedures, roles, and responsibilities in the City.			
Develop checklist of tools and resources needed to protect critical infrastructure.			
Critical infrastructure prioritization process is developed.			

<b>Strategic Objective 6:</b>			
<b>Enhance standards and procedures in administration, coordination, and stakeholder involvement city-wide that support day-to-day and disaster operations.</b>			
Objective Categories: Emergency Management Program Management; Administration & Finance; Laws & Authorities			
<b>Action Item</b>	<b>Target Year 1</b>	<b>Target Year 2</b>	<b>Target Year 3</b>
6A. Establish and document procedures to provide for flexibility to expeditiously request, receive, manage, and apply funds in emergency situations to ensure timely delivery of assistance and cost recovery.		X	
6B. Develop city-wide financial and administrative procedures for use before, during, and after an emergency or disaster.		X	
<b>Example Performance Measures</b>			
Develop city-wide procedures and authorities on purchase orders during emergencies			
City departments have appropriate personnel (number and authority) to work on emergency preparedness and response efforts.			
Finance Department led establishment of workflow element for EOC Manual.			

<b>Strategic Objective 7:</b>			
<b>Strengthen crisis communication, public information, and education plan and procedures.</b>			
Objective Categories: Crisis Communications, Public Education & Information			
Action Item	Target Year 1	Target Year 2	Target Year 3
7A. Develop training program for Public Information Officers (PIOs), training should include capability to operate Joint Information Center(s).	X		
7B. Develop and document program for engaging high risk and vulnerable populations before, during and after event.		X	
7C. Develop, maintain, and test procedures for public information for high risk and vulnerable populations.			X
Example Performance Measures			
Social Media public information procedures developed and maintained.			
Public information and education materials disseminated in alternative formats.			
Procedures for vetting post-event messages developed, maintained and tested. Example material would be Utilities Department message maps.			

<b>Strategic Objective 8:</b>			
<b>Ensure operational plans and procedures are coordinated and implemented among all stakeholders.</b>			
Objective Categories: Operations & Procedures, Communications & Warning			
Action Item	Target Year 1	Target Year 2	Target Year 3
8A. Strengthen plan to initiate, receive, and/or relay alert and response information to key decision makers and department leaders.	X		
8B. Develop and maintain a plan to disseminate emergency alerts and warnings to vulnerable populations.		X	
8C. Develop template for information flow from Coordination Centers to the field.			X
8D. Adopt procedures of when and how Department Public Information Officers (PIOs) should form Joint Information Center(s).			X
Example Performance Measures			
Checklists to ensure personnel effectively operate communications systems.			
Notification systems are regularly tested on an established schedule under operational conditions and results documented and addressed.			
Schedule for testing adopted procedures ability to guide situation and damage assessment, situation reporting and incident action planning.			

## Implement & Monitor

Stakeholders have an essential role in the development and implementation of the Strategic Plan. Stakeholders', specifically City departments and services, capabilities must be leveraged to achieve the strategic objectives and corresponding action items. Collaboration is necessary among all stakeholders to facilitate effective Strategic Plan implementation. The following process will be used to manage the implementation and monitoring.

- OEM will serve in a coordinating role to facilitate the effective achievement of strategic objectives.
- The City Emergency Manager will provide an annual summary/report/brief to the City Emergency Operations Board and the Emergency Management Committee on the status of the Strategic Plan.
- Documentation and maintenance will be maintained to ensure accountability and effective implementation.
- Tracking and monitoring will be an essential component to the Strategic Plan's success. The system will identify corrective actions to the implementation process.
- The Strategic Plan Objective Worksheet (or equivalent) outlined in *Table 3* will be utilized for tracking and monitoring.

Table 3: Example worksheet for a single year

Strategic Plan Objective Worksheet				
Strategic Objective #8: Performance Measure Assessment				
<b>Action 8D: Establish procedures for department PIOs to form JIC.</b>				
Target Completion: Dec 2014				
Reporting Timeline: Year 1 (2012) Summary				
Status: Open/On-going				
	Year 1 Q1	Year 1 Q2	Year1 Q3	Year 1 Q4
<b>Outcome</b>	None	Gather & Assess Departmental Procedures	Develop Gaps & Capabilities in Existing JIC Operations	EMC Develops List of Recommendations
<b>Expected Outcome</b>	None	Gather & Assess Departmental Procedures	Develop Gaps & Capabilities in Existing JIC Operations	EMC Develops & Approves Recommended
<b>Lead Department/Agency</b>	N/A	OEM	OEM	OEM, EMC
<b>Other Departments/Agencies</b>	N/A	All City Depts., Puget Sound Energy	N/A	All City Depts.
<b>Service/Budget Entity</b>	N/A	OEM General Funds	OEM General Funds	N/A
<b>Other Resources (e.g. technology, fleet, etc.)</b>	N/A	MS Office City SharePoint	N/A	N/A
<b>Factors (internal or external):</b> Competing priorities and expected changes in staff may delay progress in 2013.				
<b>Recommendations/Corrective Actions:</b> Vet procedures with Washington State Emergency Management Division prior to adopting.				
Point of Contact				
<b>Submitted by:</b>		<b>Submission Date:</b>		
<b>Phone:</b>		<b>E-mail address:</b>		
<b>Department/Agency:</b>		<b>Other POCs:</b>		

## List of Acronyms

**AAR:** After Action Reports  
**COG:** Continuity of government  
**COOP:** Continuity of operations plan  
**DHS:** Department of Homeland Security  
**EARS:** Eastside Amateur Radio Support Group  
**EMAP:** Emergency Management Accreditation Program  
**EMC:** Emergency Management Committee  
**EMP:** City of Bellevue Emergency Management Program  
**EOB:** Emergency Operations Board  
**EOC:** Emergency Operations Center  
**HIRA:** Hazard Identification & Risk Assessment  
**ICS:** Incident Command System  
**JIC:** Joint Information Center  
**JIS:** Joint Information System  
**OEM:** Office of Emergency Management  
**PIO:** Public Information Officer  
**SPAN:** Strengthening Preparedness Among Neighbors Programs  
**TCL:** Target Capabilities List  
**WAEMD:** Washington State Emergency Management Division

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