

Coos County Emergency Management Strategic Plan



Gary Halvorson, Oregon State Archives

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Final Plan

Prepared for:
The Emergency Management Division of Coos County

Prepared by:
Community Planning Workshop

A Program of the
Community Service Center



UNIVERSITY OF OREGON



Community
Planning
Workshop



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About the Community Service Center

The Community Service Center (CSC), a research center affiliated with the Department of Planning, Public Policy, and Management at the University of Oregon, is an interdisciplinary organization that assists Oregon communities by providing planning and technical assistance to help solve local issues and improve the quality of life for Oregon residents. The role of the CSC is to link the skills, expertise, and innovation of higher education with the transportation, economic development, and environmental needs of communities and regions in the State of Oregon, thereby providing service to Oregon and learning opportunities to the students involved.

About the Oregon Partnership for Disaster Resilience

The Oregon Partnership for Disaster Resilience (OPDR) is a coalition of public, private, and professional organizations working collectively toward the mission of creating a disaster-resilient and sustainable state. Developed and coordinated by the Community Service Center at the University of Oregon, the OPDR employs a service-learning model to increase community capacity and enhance disaster safety and resilience statewide.

About Community Planning Workshop

Community Planning Workshop (CPW) is an experiential program within the Department of Planning, Public Policy and Management at the University of Oregon. Students work in teams under the direction of faculty and Graduate Teaching Fellows to develop proposals, conduct research, analyze and evaluate alternatives, and make recommendations for possible solutions to planning problems in Oregon communities. The CPW model is unique in many respects, but is transferable to any institution that desires to link pedagogy with community service.

COOS COUNTY EMERGENCY MANAGEMENT STRATEGIC PLAN

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INTRODUCTION

The past decade has seen an increased awareness about the field of emergency management. From costly natural disasters in Coos County such as major flooding in 1996 and fires in 2005, to devastating human induced tragedies on a regional level like the Thurston High School Shootings, disasters of one kind or another have touched most people. Local emergency management departments are responsible for coordinating response agencies, overseeing long term recovery, developing pre- and post-disaster mitigation strategies, and insuring members of the community are properly prepared.

Background

As with other forms of government, emergency management (EM) programs across the nation are increasingly being asked to do more – more planning, more exercising, more outreach, more assessment, and more paperwork – with fewer resources. Increasingly, this means that emergency managers are being forced to evaluate medium- and long-term programmatic priorities against short-term administrative functions that may not materially improve emergency management capabilities at the local level.

Planning is a fundamental component of any emergency management department. Communities across the country prepare emergency operations plans in an effort to coordinate emergency response activities. In areas prone to natural disasters, emergency managers participate in the preparation of hazard mitigation plans aimed at reducing risk. Some communities have proactively developed long-term disaster recovery and continuity of governance plans. However, few emergency management departments in Oregon have developed plans to strategically guide their organization through the next five to ten years.

Figure 1: Emergency Management Planning Pyramid



Figure Source: Oregon Partnership for Disaster Resilience, University of Oregon

Figure 1 presents an emergency management focused planning model. The model is based on a solid strategic-planning foundation from which all other planning and emergency management activities arise. As a tool, the strategic plan can be used to address competing priorities. When viewed as part of a larger emergency management planning structure, the strategic plan becomes an integral part of achieving disaster resilience.

What is Strategic Planning?

Strategic planning is a process used by an organization to align its everyday operations to its mission statement. Through the development of goals and action items, the strategic plan is used as a tool by management and staff to guide the organization through current and future challenges from within and outside of the organization. Illustrated graphically in Figure 2, the process includes asking the following questions: (1) Where is the organization today? (2) Where do we want/need the organization to be in one year, five years and possibly 10 years? (3) How can we get there?

Figure 2: Strategic Plan Structure



Table Source: Oregon Partnership for Disaster Resilience, University of Oregon

Plan Development Process

A Community Planning Workshop (CPW) team of four graduate students worked under the direction of a faculty manager to facilitate this planning process.¹ The student team conducted research, facilitated meetings with local steering committees and prepared the final plans and project reports. This project was completed in collaboration with the Oregon Partnership for Disaster Resilience (OPDR).

¹ The Community Planning Workshop (CPW) is an experiential service-learning program affiliated with the Department of Planning, Public Policy and Management at the University of Oregon.

This strategic planning process evaluated Coos County EM’s core mission areas - Planning, Organization, Equipment, Training, and Exercises (i.e. the POETE framework) - against available and forecasted resources. The resulting strategy outlines how the county will sustain EM capabilities through an action plan informed by the processes, stakeholders and influences that drive local Emergency Management.

The CPW/OPDR team utilized three levels of stakeholder involvement to develop the strategic plan. At the highest level, the county Emergency Manager established a steering committee to guide the process and provide input into the strategic plan. The Coos County Emergency Management Strategic Steering Committee was composed of the EM Program Manager, EM Coordinator, three Tribal representatives, two Hospital representatives, the president of Safer Coastlines, and a Coos County Commissioner. The steering committee had one joint meeting with Douglas County, as well as 3 more independent meetings over the course of six months, shown in the context of the project in Figure 3.

Figure 3: Plan Development Phases

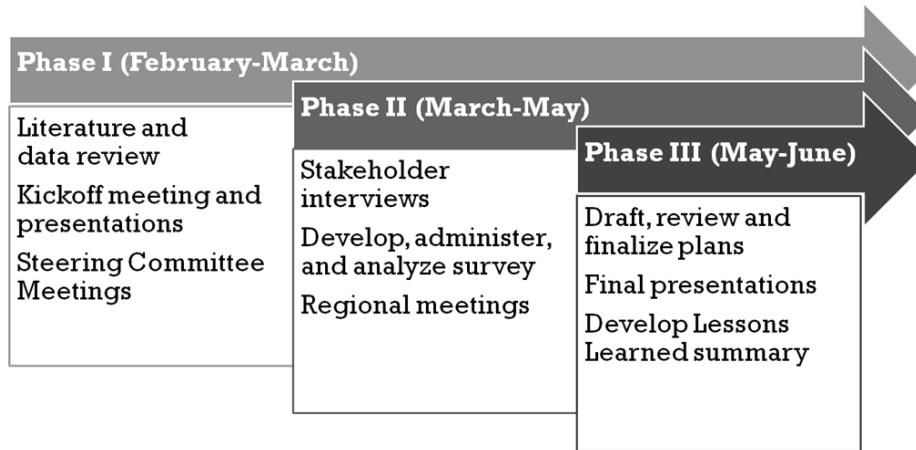


Figure Source: Oregon Partnership for Disaster Resilience, University of Oregon

Utilizing a list of key EM stakeholders identified by the steering committee, the CPW/OPDR team conducted secondary outreach through a series of stakeholder interviews. The purpose of the interviews was to identify attitudes, perceptions, concerns and opportunities related to the delivery of emergency management services in Coos County. Twenty stakeholders were identified and contacted by email and phone. Six stakeholders did not respond to requests for interviews, four declined to participate, and ten interviews were completed from a variety of agencies that included the Tribal representatives, police and fire services, federal agencies, and elected officials. A summary and analysis of the interviews is found in the Emergency Management Strategic Planning Interview Report for Douglas and Coos County.

Lastly, the CPW/OPDR team administered an online survey to members of the county’s existing emergency management teams, response agencies, and other

stakeholders identified through the information gathering process. The surveys allowed further assessment of internal attitudes, priorities and concerns related to the provision of EM services. CPW sent out 149 surveys with the opportunity for respondents to forward the link to other stakeholders. There were 49 surveys completed, resulting in a response rate of 32%. The results and analysis of the survey can be found in the Emergency Management Strategic Planning Survey Report for Douglas and Coos County.

Existing Conditions

To help the reader better understand the goals and objectives of the plan, the following “current conditions” analysis illustrates the economic, social and business climate of Coos County, in addition to Coos County government operations.

EM Department

The Board of Commissioners has organized the Emergency Management Division under the Sherriff’s Office of Coos County. The staff consists of one full-time Emergency Program Manager and one half-time Emergency Program Coordinator. The EM department is funded through FEMA Emergency Management Performance Grants (EMPG) with a 50/50 match from the County general fund. At present EMPG funds 1.5 FT positions, training and travel expenses, satellite phone expenses, and office supplies. Notably, EMPG does not fund any EM projects.

An additional resource for Coos County Emergency Management is the Coos County Emergency Management Advisory Council (CCEMAC). Created in April of 2012, the CCEMAC meets on a quarterly basis or as needed. The council consists of representatives from: Emergency Management, the Police Chiefs’ Association, the Fire Chiefs’ Association, Public Welfare & Disaster Assistance Agencies, School Districts, Public Information Officers/Media, Utilities, Transportation Organizations, Inter-Governmental Cooperation/State/Federal/Military, Business, Cities, Health Care, Volunteer Organizations, and the First Nations.

CCEMAC is a regional partnership that has an interest in seeing that Coos County and the cities, community service agencies, and businesses located therein, work collaboratively to become a more disaster resilient community. Though it has no independent budget, CCEMAC is tasked with the responsibilities of building community partnerships, advocating disaster preparedness planning, facilitating education of hazards, to act as a forum for disaster resilience ideas and resources, and to foster coordination between response agencies. The CCEMAC will serve as the coordinating body for implementation of this strategic plan.

As of 2013, the county has 19 existing plans related to emergency management activities. Following is a list of those plans, along with a short description of their functions:

Table 1: Emergency Management Plans and Activities

Name (Acronym)	Phase of Emergency Management	Update Frequency	Last Update
National Incident Management Plan (NIMS)	Mitigation/Preparation	Annually	Sept 2005
Natural Hazard Mitigation Plan (NHMP)	Mitigation	Required every 5 years by FEMA	June 2010
Anti-Terrorism Plan	Preparation/Mitigation		Sept 2003
Debris Management Plan	Response/Recovery		Oct 2001
Continuity of Operations Plan (COOP)	Preparation		2012
Community Wildfire Protection Plan (CWPP)	Preparation/Mitigation	No mandate, but most are done every 5 years	Sept 2011
Recovery Framework	Recovery	No mandate, but most are done every 5 years	2011
Operating Procedures for activating the Emergency Operations Center (EOC)	Response	Required every 5 years by EMPG	Draft 2013
Emergency Operations Plan (EOP) and Supporting Annexes <ul style="list-style-type: none"> • Continuity of Government • Declaration of Emergency • Damage Assessment and Disaster Recovery • Family Assistance Center • Animals in Disaster • Volunteer and Donation Management • Special Needs • Multiple Casualty • Mass Fatality • Commodities Staging and Distribution 	All Phases	Required every 2 years by FEMA	April 2010

Table Source: Coos County Emergency Management

Emergency Management Plan Descriptions

Natural Hazard Mitigation Plan (NHMP)

The NHMP documents knowledge about vulnerabilities associated with natural hazards in a community. A mitigation plan articulates goals and specific actions that will guide the community in implementing short- and long-term risk reduction activities, recommending appropriate mitigation action items, and identifying resources to implement activities.

Continuity of Operations Plan (COOP)

A COOP establishes policy and/or guidance to ensure the execution of the essential functions of an agency or department in the event that an emergency at the agency or in its service area threatens or incapacitates operations, and/or requires the relocation of selected personnel and functions.

Community Wildfire Protection Plan (CWPP)

A CWPP is a plan developed by a community in an area at-risk from wildfire. The Community Wildfire Protection Planning process is the collaboration between communities and agencies interested in reducing wildfire risk.

Emergency Operations Plan (EOP)

The EOP outlines the positions, processes and procedures that each jurisdiction maintains for responding to emergencies and other disaster events. The 15 Emergency Support Functions (ESF's) identify the major response categories as the 10 Incident Annexes (IA's) address the hazards while the 10 Support Annexes (SA's) address other more specific responses such as debris management, Family Assistance Center, and commodities distribution.

Recovery Framework Plan

This guide is designed to ensure coordination and recovery planning at all levels of government before and following a disaster, to best meet the needs of communities in their recoveries.

National Incident Management System (NIMS)

This plan identifies concepts and principles that answer how to manage emergencies from preparedness to recovery regardless of their cause, size, location or complexity.

Anti-Terrorism Plan

This plan addresses the identification of CBRNE (Chemical, Biological, Radiological, Nuclear, and Explosive) in the community. To identify agency responsibilities and the process for coordination, response, and management of terrorism incidents involving weapons of mass destruction (WMD) to include preparation for and response to any terrorism incident where WMD are utilized.

Debris Management Plan

The Debris Management Plan identifies the actions required to plan for, and respond to, a natural or human-made debris-generating event.

Operating Procedures for EOC

This plan describes the organization, set-up, and functions of the Emergency Operations Center (EOC) and is applicable to all personnel who have a designated role in the EOC. This plan defines the tasks that must be carried out when the EOC is activated.

County Demographics

Table 2 shows that Coos County has a 2011 population of 62,960. Sixty-percent of that population lives in the county's seven incorporated cities.

Table 2: County Population

Jurisdiction	Population
Coos County	62,960
Unincorporated areas	25,390
Bandon	3,085
Coos Bay	16,010
Coquille	3,865
Lakeside	1,695
Myrtle Point	2,515
North Bend	9,710
Powers	690

Table Source: Oregon Bluebook

In 2010 the median age was 47. In terms of education, 87.4% of the population had at least graduated high school, while 18.5% had a bachelor's degree or higher. The average commute was 23.58 minutes.

Infrastructure²

The Coos County Emergency Management Department is responsible for coordinating emergency response for local regional emergency or disaster events and determining impacts on County infrastructure. Coos County has a system of over 1,886 miles of roadway, 763 of which are paved. This roadway network contains 468 bridges and culverts in Coos County and includes 138 bridges on state highways. Figure 4 shows the major transportation corridors, cities and rivers in the county.

² Source: Coos County Multi-Jurisdictional Natural Hazard Mitigation Plan, OPDR, May 2010, http://www.co.coos.or.us/Portals/0/Emergency%20Management/Coos%20County%20NHMP_Final_062110.pdf

Figure 4: Coos County, Oregon



Figure Source: Coos County Emergency Management

Coos County houses four public airports including Southwest Oregon Regional Airport. There are three identified water transportation facilities including the Port of Coos Bay which carries an average of 2.5 million tons of cargo each year (ODOT, 2011). The Ports of Bandon and Coquille River support mainly commercial, tourism, and recreational fishing and boating activities. Rail facilities are primarily composed of 136 miles of Coos Bay Rail Link and carry goods to and from the shipping ports for export or domestic distribution of imports.

Critical facilities are those facilities that are essential to government response and recovery activities (e.g., police and fire stations, public hospitals, public schools). Coos County has three hospitals with 152 beds, nine police stations, and nineteen fire & rescue stations. The County also has six school districts (Coos Bay, North Bend, Myrtle Point, Coquille, Bandon, and Powers) and one community college.

While not considered a critical facility, the Coos Curry Electric Cooperative provides power to local critical facilities as well as businesses and residential customers in Coos, Curry, Douglas and Josephine Counties. Other local power providers include Pacific Power, Bandon Power, Central Lincoln Public Utility Division (CLPUD), and Bonneville Power. In addition, a local fiber optic network operated by Comspan provides high-speed internet, cable, and telephone access to Coos County and is located in Bandon. Coos County also has 60 miles of natural gas pipeline and a proposed liquid natural gas terminal in Coos Bay and 230 miles of additional pipeline.

Coos County is currently considering several key infrastructure projects with potentially major implications for emergency management. These include:

- A major liquefied natural gas (LNG) terminal at the Port of Coos Bay³
- A new combined cycle – natural gas fueled power plant⁴

National Trends

Increased access to technology and social media has created an environment where people expect an immediate response to distress calls made via social media platforms. It is important that the government ensure timely, correct information and realistic expectations to combat misinformation that can spread quickly through the internet.

Another national trend is that of climate change. The scientific consensus around the world suggests that the Earth's climate is changing as a result of human emissions of greenhouse gases. Expected consequences include more frequent and more intense disasters, as well as broader effects such as heat waves and drought leading to accelerated wear on physical infrastructure.

Emergency Management departments throughout Oregon are primarily funded through Federal Emergency Management Agency (FEMA's) Emergency Management Preparedness Grants (EMPG). EMPG requires a 1:1 match from local jurisdictions. With local government budgets being extremely tight, a jurisdiction can only receive funds equal to what they are able to provide. While these combined funds may support a full-time equivalent (FTE) salary or two plus operational expenses, they do not cover the cost of programmatic activities, which in most cases are funded through grants. At the federal level, grant funding is becoming more uncertain and more competitive. Furthermore, grants have an inherent cost of the time spent applying for them further burdening local emergency managers. Given these funding issues, emergency management departments are having to choose between time spent on grant applications, plans that are required, plans that are prerequisites for certain funding opportunities, and independent projects to fill local needs.

³ <http://www.jordancoveenergy.com/>

⁴ <http://www.jordancoveenergy.com/>

STRATEGIC PLAN

This Strategic Plan will guide Coos County Emergency Management operations for the next five years. The primary purpose is to ensure that Coos County Emergency Management continues to provide quality, reliable service to the community in a cost-effective way.

This section presents the Coos County Emergency Management department mission statement followed by a set of six primary goals. Each goal is supported by objectives and specific strategies that will be needed in order to achieve the goal.

Coos County Emergency Management Mission Statement

In 2012, the Coos County Emergency Management Advisory Committee adopted a mission statement. The mission statement is intended to provide a clear foundation for the goals and activities of the Emergency Management Division. The mission of Coos County Emergency Management is:

“To promote a safe, resilient, and well-informed community through preparedness, response, recovery, and mitigation awareness and education with the establishment of partnerships, teamwork, coordination, collaboration, resource network, for each organization, protecting life, property, and environment from disaster.”

Strategic Goals, Objectives and Actions

The following goals, objectives and actions are intended to guide emergency management activities in Coos County for the next five years. The goals are not presented in any hierarchical or prioritized order.

Goal 1- Program Development - “Coos County Emergency Management will maintain existing partnerships and establish new relationships with partner organizations to complement the identified programmatic goals of Emergency Management.”

Objective 1.1- Continue to establish and maintain a pet and large animal preparedness planning.

Strategy 1.1.1- Partner with local veterinarians on pet preparedness education to community members.

Strategy 1.1.2- Develop animal response program in collaboration with local veterinarians or animal associations such as Friends of the Coos Bay Animal Shelter.

Objective 1.2- Strengthen Shelter Management programs.

Strategy 1.2.1- Continue partnerships with community organizations such as the Red Cross and the Coos County Fair Board to develop and strengthen Shelter Management.

Strategy 1.2.2- Continue to develop partnerships with clergy.

Objective 1.3- Enhance Initial Damage Assessment (IDA) and Preliminary Damage Assessment (PDA) Training.

Strategy 1.3.1- Ensure dissemination of IDA/PDA information through City EM's and Administrators.

Objective 1.4- Coordinate with City Managers and/or Administrators and Board of Commissioners to recognize their role in a disaster.

Strategy 1.4.1- Utilize existing CCEMAC to ensure consistent role messaging to County and City representatives.

Objective 1.5- Continue working local businesses through local Chambers of Commerce to assist in the development of business continuity plans.

Strategy 1.5.1- Conduct Business Continuity Survey to establish existing frequency of planning, and to educate and stress the importance of plans.

Objective 1.6- Develop outreach plan to provide NOAA Weather radios for all homes/business in the inundation zone.

Objective 1.7- Ensure the supply of medications during a disaster.

Strategy 1.7.1- Work with Public Health to develop plan with pharmacies on medication issues.

Strategy 1.7.2- Identify and establish contracts and agreements with major retailers that can access needed medical supplies in the event of an emergency to supplement medical facilities.

Objective 1.8- Collaborate with Planning for Resilience & Emergency Preparedness Oregon and local neighborhood associations to establish Map Your Neighborhood programs throughout the County.

Goal 2- Jurisdictional Support - "Coos County Emergency Management will define clear roles and communication channels for stakeholder agencies associated with emergency management to facilitate efficient collaboration."

Objective 2.1- Focus county EM activities on coordinating and collaborating with other government agencies by delegating household outreach to other organizations.

Strategy 2.1.1- Identify and collaborate with other government resources and non-governmental organizations that provide resources, education and support at the household level.

Objective 2.2- A representative of EM will attend as a guest on a regular basis at existing emergency service and law enforcement committees, which EM is not a regular member of.

Objective 2.3- Establish individual meetings at least annually with the heads of county departments related to emergency management to establish and maintain open lines of communication.

Objective 2.4- Establish clear relationship with city-level EM personnel to fill gap of duties.

Objective 2.5- Utilize CCEMAC to increase the capacity of emergency management.

Strategy 2.5.1- Ensure that all emergency services are represented on committee.

Strategy 2.5.2- Meet with business community partners (community college, casino, Wal-Mart, etc.) and city jurisdictions throughout the county at least annually to establish and maintain clear communication around emergency management strategies and procedures.

Goal 3- Culture of Support - “Coos County Emergency Management will increase the visibility and value associated with emergency management to create an environment where services and projects are supported locally.”

Objective 3.1- Develop regular (quarterly or bi-annually) reports to the Board of Commissioners to provide regular updates on EM regarding activities and funding issues.

Strategy 3.1.1- Use EMPG reports and new “baseline” budget (see Goal 1) as a basis for presentations.

Objective 3.2- Use targeted media to reach all areas of the population to emphasize the importance of emergency management (see also Goal 4).

Strategy 3.2.1- Emphasize the importance of mitigation and preparation planning in the emergency management cycle as an investment in the community to reduce funding needed for response activities.

Strategy 3.2.2- Assist in the development of Mitigation Plan and Community Wildfire Protection Plans at tribal and municipal level.

Objective 3.3- Establish regular emergency management content in K-12 schools county-wide.

Strategy 3.3.1- Coordinate with existing committees or meetings at district and individual school levels.

Strategy 3.3.2- Identify and collaborate with other organizations (Red Cross/Safer Coastlines/CERT teams) that are already doing outreach in schools.

Strategy 3.3.3- Identify EM curriculum already available or collaborate with schools to develop curriculum to ensure consistent message.

Strategy 3.3.4- Coordinate with schools to develop emergency plans and establish roles responsibilities.

Objective 3.4- Utilize volunteer resources more effectively by providing structures for service.

Strategy 3.4.1- Develop a strategy for volunteer coordination, or educational/internship opportunities to assist with day to day operational activities.

- Strategy 3.4.2-* Develop a strategy for coordination of volunteer emergency response organizations such as CERT, MRC (Medical Reserve Corps), and VIP (Volunteers in Policing), etc.
- Strategy 3.4.3-* Develop a Volunteer Recognition Program.

Goal 4- Tribal Collaboration - “Coos County Emergency Management will establish formal relationships with tribal nations in the Coos County region that increase communication, collaboration opportunities, and combined access to resources.”

- Objective 4.1-** Identify collaborative opportunities such as CCEMAC (Coos County Emergency Management Advisory Council) or other monthly or quarterly tribal meetings.
- Objective 4.2-** Establish memorandums of understanding on specific issues.
- Strategy 4.2.1-* Create MOUs for events during which Tribes can more directly access needed resources.
- Strategy 4.2.2-* Create MOUs for shared preparation, mitigation and training opportunities.
- Objective 4.3-** Work with Tribal EM to ensure consistent message to community members.
- Strategy 4.3.1-* Identify opportunities at tribal events for education and outreach.

Goal 5- Marketing - “Coos County Emergency Management will provide county-wide emergency management information to the entire county population by targeting specific demographic groups.”

- Objective 5.1-** Coordinate with existing community outreach resources (non-profits, official agencies, schools) that provide EM information to provide consistent message.
- Objective 5.2-** Target tech savvy population by expanding Internet presence to provide accessible, clear information regarding emergency management.
- Strategy 5.2.1-* Continue to develop website to act as a clearinghouse for EM preparedness information and other agency information for households.
- Strategy 5.2.2-* Create social media presence with Facebook and Twitter to provide the community with EM updates and information on an ongoing basis and during emergency events.
- Strategy 5.2.3-* Identify and promote existing “people finding” database technology and social media applications in use by other non-profits for emergency incidents.
- Objective 5.3-** Target segments of the population less likely to access internet-based information by identifying opportunities for outreach in printed

materials through existing community newsletters, local papers, or other sources.

Strategy 5.3.1- Specific populations to target via printed material are elderly populations and non-English speakers.

Objective 5.4- Target youth and families through information distributed at K-12 schools throughout the county (attached to Goal 3).

Objective 5.5- Promote monthly awareness programs like Earthquake Month, Preparedness Month, and Tsunami Awareness Month.

Goal 6- Stabilize Funding - “Coos County Emergency Management will establish or identify existing and potential funding streams to maintain and improve levels of service in the county.”

Objective 6.1- Prioritize federal requirements and create an updated schedule to ensure continued current funding.

Strategy 6.1.1- Develop and maintain a department budget tracking system that includes EMPG, grants and all other project funding sources to track funds for EM staff, supplies, or activities.

Strategy 6.1.2- Create a “base-line” budget for an effective enterprise-wide EM program, including necessary staffing levels that meet EMPG, FEMA and OEM requirements to quantify funding shortfalls.

Strategy 6.1.3- Create an “aspirational needs” budget to clarify county goals that are not tied to federal funding and would require separate funding or support to realize.

Objective 6.2- Develop political support to ensure no loss in current funding (See also Goal 3).

Objective 6.3- Investigate other grant programs (Community Development Block Grant, etc.) and funding mechanisms that exist state- and county-wide (Local tax, additional general funds).

Strategy 6.3.1- Clarify grant cycle timeline and incorporate grant writing schedules into the work plan as needed.

Strategy 6.3.2- Identify and apply for additional regional funding opportunities.

Objective 6.4- Collaborate with stakeholders to identify mutually beneficial projects and pool funding sources.

Objective 6.5- Identify opportunities for service donations (financial, event planning, etc.) to increase EM capacity.

Implementation and Maintenance

With the formation of CCEMAC in 2012, it is expected this strategic plan will be evaluated annually. As the timeline for the goals and strategies within this plan are estimated at five years, the same process should be used to update and/or rewrite it by 2018.