

1/1/2017

Statewide Emergency Management Partners,

Over the course of the last eighteen months, the DPS Division of Emergency Management has embarked on an effort to build a strategic vision and a plan to realize it. This has happened in phases, first with the development of an action plan for calendar year 2016 and culminating with this five year strategic planning framework. Countless partners internal and external to the Division have provided invaluable and excellent input to this point, and we believe that same input will be essential to the way ahead.

The document that follows is referred to as a strategic planning framework because it is intended to provide very high level guidance that can be followed and adjusted over the next five years. It aims to provide a roadmap, not just for the Division of Emergency Management, but for statewide emergency management efforts, and one that is able to adapt with various resources and landscapes as they change and evolve over time. That is, it is intended to be a base document on which future action plans can be built.

As such, this document provides important background and context that informed the final planning framework. It begins with an overview of the process used to produce the plan, then covers the statutory requirements for the Division and how those requirements are translated through the Governor's and DPS Director's vision for public safety in Nevada. It concludes with the high level details of the strategic planning framework as well as current performance measures and next steps for the Division going forward.

As a planning framework, this document is only valuable if it becomes central to statewide efforts. Just as it did during the development phases, that means it will require extensive feedback and input from statewide partners going forward, which is welcomed at any time. In the meantime, we look forward to continuing to serve the residents and visitors of Nevada together.

In partnership,



Caleb S. Cage
Chief, DPS, Division of Emergency Management

Table of Contents

Executive Summary	3
Strategic Planning Process	4
Agency Overview	6
Governor’s Vision and DPS Director’s Vision, Mission, and Values	7
DEM Strategic Planning Framework	9
Performance Measures	11
Next Steps.....	12

Executive Summary

The strategic planning framework that follows is built upon over 18 months of effort and establishes a roadmap for the Nevada Department of Public Safety's Division of Emergency Management (DEM) to evolve over the coming five years. It is based on previous DEM strategic planning efforts with input from the statewide community, and it aims to provide a vision for emergency management throughout the state, and not just a vision for DEM. And just as it is intended to provide a roadmap for DEM to evolve, it is also intended to evolve over time as conditions, resources, and other parts of the emergency management landscape change.

This strategic planning document is derived specifically from the DEM strategic plan developed for calendar year 2016. While the previous plan actually provided a one-year action plan, the planning process still produced significant strategic planning outputs. That is to say, the vision, mission, values, and objectives previously developed remain largely unchanged in this planning document, which provides continuity and consistency and allows DEM to build upon the successes and momentum of the previous 18 months.

The plan provided here is not a specific action plan that connects the DEM mission with supporting tasks, personnel, and timelines. Instead, this is a planning framework—a high level document that provides a general direction for DEM and its partners. That is, it does not merely provide strategic level vision, mission, and goal statements and tactical level implementation plans, but it aims to provide a flexible long-term vision and guidance on how to achieve that vision.

That is not just a conceptual difference between the two strategic plans, but also one that is reflected in the practical differences between the two. The previous plan provided vision, mission, and goal statements, where this plan provides measurable objectives for each goal and three strategies for how each goal will be achieved. These strategies will be carried out through the plan outlined in the final section of this document, relying on DEM team members internally, as well as statewide partners externally.

While there were numerous challenges and opportunities identified and addressed in this strategic planning effort, two were primary focuses throughout the planning process. First, the Governor's updated strategic plan presented an opportunity to DEM by requiring that Nevada's emergency management vision align with the "100 Resilient Cities" concept. Second, FEMA's proposed Disaster Deductible Concept was identified as a significant challenge facing DEM and the State of Nevada going forward. DEM believes that if this plan is followed and allowed to evolve under strategic leadership going forward, these two specific and significant challenges and opportunities can be addressed.

This plan will provide many benefits to DEM and to the statewide emergency management community, but several deserve to be highlighted. This plan will allow DEM to remain focused on where it is going and not just on the immediate challenges it faces; it will allow for greater transparency and collaboration; and it will allow key decision makers to see what resources will be necessary as the statewide partnership moves forward. In order for any of its benefits to be realized, however, implementing this plan will take leadership, hard work, and collaboration.

Strategic Planning Process

This phase of the DEM strategic planning process began in July of 2015 and, through this document and subsequent efforts, will continue through 2022. It began as an effort to identify all agency requirements, assess the agency's effectiveness in carrying out those requirements, and to build a plan to make necessary improvements. Going forward, it is intended to solidify the benefits and successes of the early planning effort, and to continue to innovate and improve the capabilities and capacities of the agency and statewide emergency management community.

The strategic planning cycle that began in July of 2015 provided the foundation for this document. Through public surveys, convenings, internal staff meetings and other efforts, this effort resulted in a detailed strategic plan that was primarily focused on key actions for 2016. That is, the first strategic plan in this process was actually more of an action plan directed at gaining and maintaining compliance with applicable federal and state laws, grant guidance, executive orders, and other requirements. Although it was detailed out to the individual team member level, it was provided internally as a roadmap to guide agency efforts for calendar year 2016, while also being flexible enough to allow DEM to adapt to realities as they developed or presented themselves.

In mid-2016, DEM presented its first annual report, and while this report is not a planning document itself, it provided several key opportunities for DEM and its partners. First, it aimed at establishing and maintaining transparency with statewide partners on DEM's activities, resources, and capabilities. Second, it provided baseline data for future progress and efforts to be measured against, not only by DEM, but also by emergency management leaders throughout the state. And, third, by maintaining both transparency and performance measures in future annual reports, DEM and its statewide partners can better identify challenges and opportunities and build collaborative plans to succeed together.

In the summer of 2016, DEM began developing this strategic plan. Because the initial plan was primarily an action plan for 2016, this planning effort was designed to be broader, not just in terms of timeframe, but also in terms of the vision and audience. Specifically, this effort was initiated to develop an actual strategic plan that spans multiple years (five, in this case), and to develop a vision for more than just a single agency, but for emergency management throughout all partnerships, jurisdictions, and sectors within the state.

The effort began on July 14, 2016, when DEM presented this five-year concept to emergency management leaders at the Emergency Managers Conference the Division hosted in Carson City. In addition to this initial meeting, DEM also hosted meetings with statewide partners to ensure that this planning effort received maximum input, but also to provide opportunities for tribal, local, and state-level partners to provide input on this plan. Finally, DEM team members were convened multiple times throughout the second half of calendar year 2016 to provide key input on this plan, and to ensure that it not only provided a broad enough vision to be truly strategic, but also to ensure that the goals and objectives were both realistic and measurable.

Throughout this development process, many strengths, weaknesses, opportunities, and challenges were identified and influenced the development of this plan. However, one significant challenge was identified by DEM staff that poses a significant challenge to the State of Nevada's emergency management efforts going forward, a challenge that carrying out this strategic plan over the next five

years must address. The looming challenge identified by DEM comes through FEMA's Disaster Deductible Concept.

As noted in DEM's 2016 Annual Report, the Disaster Deductible Concept is a proposed policy change intended to ensure that states participate financially in the recovery process following emergencies and disasters. Under this proposed concept, following receipt of a major disaster declaration authorizing the Public Assistance Program, states would be required to demonstrate they have satisfied a predetermined deductible amount before FEMA would provide assistance through a Project Worksheet for eligible Public Assistance work. The deductible, which is intended to be provided by the state, not local or other jurisdictions, would need to be satisfied before any project is deemed eligible for assistance.

Under this proposed policy change, FEMA could provide credit toward the deductible for:

- States that adopt standardized and enhanced building codes;
- Planning and adoption of risk-informed mitigation strategies;
- Funding emergency management programs and individual assistance programs;
- Funding specifically reserved for disaster response and recovery;
- Adoption of proactive fiscal planning such as establishing a disaster relief fund or a self-insurance fund;
- Investment in programs of assistance available when there is not a federal declaration; and
- Self-funding of FEMA-eligible projects.

The challenges presented by the Disaster Deductible Concept, which could take affect if approved within the next three years, is the only specific challenge highlighted here for two reasons. First, if this policy is changed at the national level, DEM believes that the state should anticipate increased investments in recovery programs and an increase in applicants to Nevada's Disaster Relief Account. Second, DEM also believes that compliance with the Disaster Deductible Concept also corresponds with the Governor's efforts to align with the "100 Resilient Cities" concept.

The document that follows is the result of all of these efforts, but it is not the conclusion. In fact, it is merely an intermediate step. Building toward the vision, mission, goals, and objectives outlined here will require additional action planning, ongoing collaboration, consistent tracking of metrics, and adaptability for DEM and all of its statewide partners.

Agency Overview

DEM serves as the State of Nevada’s coordinator of resources before, during, and after declared and non-declared emergencies and disasters within the state. Nevada’s emergencies and disasters can be man-made (acts of terrorism, for example) or natural (fires, floods, and earthquakes, for example), and DEM’s role is to ensure communities across the state have the capacity to prepare for, respond to, and recover from each. DEM has a small but talented staff that is committed to using the resources provided by the federal and state government to ensure that these requirements are met.

The following portions of the Nevada Revised Statutes (NRS) outline the legally-mandated duties for DEM, the DEM Chief, and under the direction of the Director of DPS:

- NRS 414: Emergency Management
- NRS 414A: Nevada Intrastate Mutual Aid System
- NRS 415: Emergency Management Assistance Compact
- NRS 415A: Emergency Volunteer Health Act
- NRS 353: Disaster Relief Account
- NRS 239C: Homeland Security

The sections of NRS provided above detail the major responsibilities and duties carried out by DEM. In general, they combine to establish DEM’s role as a coordinator of emergency resources to partners throughout the state, whether local, state, or tribal. In particular, they include a wide variety of activities, including planning, training, and exercising for emergencies and disasters, coordinating resources before, during, and after emergencies and disasters, administration of Nevada’s Homeland Security efforts, the State Search and Rescue Coordinator, and many others.

In addition to these foundational legal requirements, DEM is also carries out requirements outlined in other parts of the NRS. For example, NRS 388.257 outlines DEM’s duties with respect to emergencies at schools; NRS 281.149 outlines DEM’s duties with respect to emergency communications technicians; and NRS 459.738 outlines DEM’s duties with respect to the State Emergency Response Commission. It should be noted that this list does not constitute a comprehensive list of all of the statutory responsibilities and duties for DEM, but rather, simply an overview of the types of activities that are required for DEM outside of its primary statutes.

These laws, along with resources and budget authority provided to the Division by the Governor and Legislature, provide the foundation for the daily and emergency activities of DEM. The duties and responsibilities outlined in these laws are further clarified by the Governor’s strategic vision for all state agencies and activities as well as by the Director of the Department of Public Safety’s vision for public safety in Nevada. The Division’s strategic planning effort, documented here, represents an effort to align all of the agency’s duties and responsibilities as they are clarified by state executive leadership and as they are supported by resources—primarily financial and human resources. This alignment is described in further detail in subsequent sections of this plan.

Governor's Vision and DPS Director's Vision, Mission, and Values

The statutory responsibilities outlined above are the foundation for DEM's activities. Because DEM is an executive branch agency a part of and subordinate to DPS, however, additional guidance is provided at each level of authority. This additional guidance is used to shape how DEM executes its statutory duties and responsibilities as listed above, with the Governor's strategic vision serving as the primary and most critical level of input.

Previously, the Governor's "Strategic Planning Framework," developed in 2011, provided an overview of the Governor's vision for government services in Nevada. One particular aspect of the "Strategic Planning Framework" required the administration to provide for "safe and livable communities" within the state. It states: *"Nevada is a great place to live, work, and play, and State Government must provide public safety services while protecting our national and cultural resources."* In April of 2016, the Governor released a more detailed strategic plan entitled, "Generations to Come," which provided a new Strategic Planning Framework for 2016 through 2020.

In "Generations to Come," the Governor provided the following updated vision for Public Safety in Nevada, which is also under the title, "Safe and Livable Communities":

Perhaps no other responsibility of State Government is as critical as maintaining law and order and ensuring the public's safety in an environment that is conducive to their health and well-being. This priority is necessary not only as a quality of life consideration for private citizens, but also within the context of economic development efforts, as new businesses consider relocating to Nevada and need confidence that employees and their families will be safe. Nevada's law enforcement personnel must be sufficiently trained and equipped to respond effectively to crime and public safety incidents and emergencies, including cyber-security threats, Nevada's safety infrastructure must be modernized to ensure optimum resiliency to natural and man-made disasters, and our families, our citizens, and our businesses must have full and complete confidence that they live, work, and operate in a state that is safe and secure. All of this must take place against the backdrop of clean air and water, with sensible environmental stewardship rooted in the cultural and historic landscape that in turn makes Nevada unique. We must provide adequate open space, including state parks, and recognize that Nevada is a state with a long history of drought, while continuing to grapple with the issue of federal control over most of Nevada's public lands.

Under section six of the "Generations to Come" planning framework, the Governor also provided specific and updated goals and objectives for Public Safety as a Core Function in Nevada's government. While all of these apply to DEM by virtue of its role as a subordinate agency of the Department of Public Safety, the specific goals that apply directly to emergency management within the state are listed below:

6.3 Strengthen emergency preparedness and resiliency.

6.3.1 By 2018, align Nevada's emergency management vision with the "100 Resilient Cities Initiative" to develop innovative methods for coordinating preparedness, response, recovery, and mitigation during emergencies and disasters.

6.3.2 Align existing resources to build statewide capacity to respond to and recover from man-made or natural emergencies and disasters, focusing especially on Cyber Security.

6.3.3 Apply new technologies such as Unmanned Aerial Vehicles in a way that better prepares the state's response capabilities to maximize emergency and disaster resiliency in the new Nevada.

6.3.4 Establish a statewide food security preparedness infrastructure that includes sustainable agricultural resources.

In addition to the Governor's strategic vision for "Safe and Livable Communities" within Nevada, the Director of the Department of Public Safety also provides guidance into the way in which DEM carries out its duties and responsibilities. This guidance comes from various formal and informal means, and includes the Director's statutory oversight of all divisions under DPS as well as department-wide strategic planning efforts. Specific to this strategic planning effort, the DPS vision, mission, and core values are provided here as additional refinements to the DEM statutory duties and responsibilities and the Governor's strategic planning framework:

DPS Vision: To be a unified multi-discipline and total force organization that will provide excellent public safety services and will be known for our abilities and resource capabilities to "to take care of business" anywhere and anytime in the State of Nevada.

DPS Mission: In partnership with the people of Nevada, the Department of Public Safety provides services in support of protecting our citizens and visitors by promoting safer communities through prevention, preparedness, response, recovery, education, and enforcement.

DPS Core Values: Integrity, Excellence, Courage, Accountability, Leadership, and Teamwork.

All of this, the Governor's "Generations to Come" framework, and the DPS Director's stated vision, mission, and values, are incorporated into this document in various ways. These concepts and philosophies shaped the efforts to develop this planning effort, and they are reflected throughout the goals and objectives listed below. It is the intent of this plan, in other words, to ensure that DEM is performing its statutory obligations in a way that is aligned with the specified visions of the Governor and the DPS Director.

One additional point should be noted about this plan. Although it is not referenced directly within the goals and objectives, this entire plan is in attempt to fulfill a key component of the Governor's framework. During the planning process, the "100 Resilient Cities" model has been a driving force and it will remain a key goal going forward. This plan, in other words, aims to facilitate this effort in line with the Governor's timeline.

DEM Strategic Planning Framework

Throughout the planning process, partners and team members have requested that this document remain short and direct to maximize its usefulness. The strategic planning framework presented here aims to meet the intent of these requests while highlighting the key outcomes of the development process. More important, it also aims to provide a framework for ongoing strategic planning and execution over the next five years.

The foundation for this framework is the DEM vision, mission, values, and goals. These, which are provided below, are based on the work that was done to inform the 2016 Action Plan, although there are some very minor changes between this mission statement and the previous version. It should also be noted that the vision, mission, and goals below were entirely new to DEM as developed for the 2016 plan, and the values simply reflect the DPS values in an effort to ensure that DEM is best aligned with the culture and direction of DPS. DEM team members decided to maintain these aspects of the previous strategic plan by keeping the vision, mission, and goals largely in the same in order to continue to build upon the progress and success achieved under the previous action plan.

There are two major additions provided by this plan. First, each of the three previously developed goals now has an objective that reflects a measurable outcome that defines success for that goal. Second, each of the three goals has three strategies to achieve that goal as defined by the measurable objective.

- **Vision:** Nevada's Essential Emergency and Disaster Coordinating Partner.
- **Mission:** Coordinating mitigation, preparedness, response, and recovery programs and resources through partnerships to sustain safe and livable communities for Nevada's residents and visitors.
- **Values:** Integrity, Excellence, Courage, Accountability, Leadership, and Teamwork.
- **Goals:**
 - **Goal 1:** An efficient team, strengthened by collaboration, communication, and leadership.
 - **Goal 2:** An essential partner in the coordination of emergency and disaster resources for the Whole Community.
 - **Goal 3:** A statewide leader in sustaining and building emergency and disaster response capacity.
- **Objectives and Strategies by Goal:**
 - **Goal 1: *An efficient team, strengthened by collaboration, communication, and leadership.***
 - **Goal 1 Objective:** *Ensure 100% of team members achieve a specified training and experience certification standard within one year of employment.*
 - **Goal 1, Strategy 1:** Develop a tiered Emergency Management training and experience certification standard developed jointly with the Nevada Emergency Preparedness Association and offer certification to partners throughout the whole community.

- **Goal 1, Strategy 2:** Publish an annual report to enhance internal and external communication of agency capabilities and activities, to include statewide legislative and regulatory recommendations developed jointly with the Nevada Emergency Preparedness Association.
- **Goal 1, Strategy 3:** Operate the agency in accordance with standards required for EMAP accreditation and support accreditation for partners throughout the whole community.

Goal 2: An essential partner in the coordination of emergency and disaster resources for the Whole Community.

- **Goal 2 Objective:** *Effectively coordinate resources, in accordance with ICS principles, during an emergency or disaster for our top five identified threats and hazards for a 96-hour period.*
- **Goal 2, Strategy 1:** Align all statewide risk, threat, and hazard assessments and all statewide emergency planning efforts in order to maintain enhanced mitigation designation and to develop a multi-year exercise cycle with statewide emergency management agencies.
- **Goal 2, Strategy 2:** Implement the Statewide Recovery Framework model, to include developing the Recovery Support Function framework within the State EOC.
- **Goal 2, Strategy 3:** Train for three-person depth at each critical position in the State EOC, including general staff and ESF partners.

Goal 3: A statewide leader in sustaining and building emergency and disaster response capacity.

- **Goal 3 Objective:** *Pass through 50% of comprehensive emergency management and preparedness grant awards to sub-grantees and build other efficiencies in support of localized implementation of a statewide resilience plan.*
- **Goal 3, Strategy 1:** Blend, braid, and pool existing emergency management grants to ensure capacity is built against the statewide risk, threat, and hazard assessments by streamlining the advisory committee structure and grant allocation process.
- **Goal 3, Strategy 2:** Invest in local partnerships through a regionalized approach based on local threats and hazards versus preparedness and capacity.
- **Goal 3, Strategy 3:** Develop a statewide resilience plan for the whole community, including a focus on functional needs and a business emergency operations center.

Performance Measures

The performance measures provided below were developed as a part of the State Fiscal Year 18/19 budget process. While they do not necessarily reflect the measurable objectives defined in this report, they are often aligned and they do not contradict this five-year plan. For future budget processes, DEM should consider updating its performance measures to better reflect the desired outcomes from this plan or its successors, however, the performance measures below are provided in order to ensure transparency for the statewide emergency management community.

1. Percent of jurisdictions participating in required emergency preparedness assessments (counties, cities, and tribal nations).
2. Percent of jurisdictions participating in training and exercises (counties, cities, and tribal nations).
3. Percent of timely deployment of assets coordinated within 15 minutes.
4. Percent of training and exercise participant surveys with 80 percent satisfaction.
5. Percent of sub-grantees receiving compliance reviews.
6. Percent of staff deployments beginning within 24 hours of the request.
7. Percent of schools with current emergency response plans.
8. Percent of FEMA approved state/local jurisdiction hazard mitigation plans.
9. Percent of state and local participation in public safety broadband outreach.
10. Number of Communication Systems Inspected each fiscal year.

Next Steps

With the publication of this strategic plan in January of 2017, the real work can begin. Following this high level document, efforts going forward will consist of repeating cycles of action planning, implementing, and reevaluating over the five year period. This work will consist of internal agency efforts to build efforts and programs, as well as close work with partners to ensure that Nevada's efforts are truly statewide.

First, DEM will develop working groups made up of team members throughout the division around each of the three goals outlined above. Initially, each of these working groups will meet monthly to develop action plans for each of the strategies, which will include timelines, partnerships, and other measures for the overall success of the goal. Quarterly, all of the working groups will come together as a Division to provide updates, ensure the work is not done in silos, and advocate for resources or changes that are necessary to accomplish the goals.

Concurrently, DEM will seek every opportunity to get this plan in front of statewide partners. This will be not only to socialize the plan, but also to get crucial input and buy-in from our statewide partners. As this plan evolves over time, it will be DEM's responsibility to ensure that statewide partners have been able to provide continual input, and that they are informed of how their input has been incorporated into ongoing planning efforts.

DEM will also continue to publish an annual report and ensure that it is available for statewide partners. This is not only to accomplish the goals of this plan, but the annual report will also provide a key opportunity to maintain transparency and accountability for the agency and ensure that this plan continues to be the driving force of this agency's operations. Due to the development of regulations for the Nevada Intrastate Mutual Aid System, adopted as Nevada Administrative Code 414A in December of 2016, the annual report will also serve to fulfill DEM's other required reports.

Throughout the duration of the five-year period of this plan, DEM will also continue to focus its efforts on aligning with the "100 Resilient Cities" model and also preparing for the potential adoption of the Disaster Deductible Concept by FEMA. The goals, objectives, and strategies outlined in this plan are already directly aligned with these efforts, and will continue to be aligned as this effort evolves. Without question, addressing the challenges and opportunities the Division faces and successfully achieving the vision the Division aspires to, though, will require resources, statewide collaboration, and adaptability.