



# Cascades West Economic Development District Regional Economic Vulnerability Mitigation Planning Project Scope of Work

## Background and Purpose

The Federal Emergency Management Agency (FEMA) Hazard Mitigation Assistance (HMA) program encourages communities to become more resilient. The HMA Guidance is visionary in its promotion of integrated planning efforts under the Hazard Mitigation Grant Program (HMGP). HMA Grant Guidance Section E.1.3.1 specifically permits planning-*related* hazard mitigation activities. These include:

- Enhancing economic risk and vulnerability studies, including economic analysis
- Integrating information from mitigation plans with disaster recovery strategies (pre- or post-)
- Integrating information from mitigation plans with comprehensive plans
- Integrating information from mitigation plans with economic development plans
- Integrating information from mitigation plans with capital improvement plans
- Building capacity through delivery of technical assistance and training
- Evaluating adoption or implementation of ordinances that reduce risk or increase resilience

Importantly, activities funded under the Hazard Mitigation Grant Program do not need to result in the development or full update of a Natural Hazard Mitigation Plan. This presents a unique opportunity to enhance local mitigation planning efforts through innovative and targeted planning efforts.

In 2015, the Cascades West Economic Development District (CWEDD) updated its regional (four county) Community Economic Development Strategy (CEDS).<sup>1</sup> Part of the CEDS update included development of an economic resilience appendix in accordance with new Economic Development Administration (EDA) requirements (13 CFR 303.7). Concurrent with that regional effort, Lane, Linn, Benton and Lincoln Counties have been at various stages of updating their respective FEMA compliant Natural Hazard Mitigation Plans. Notably, the CEDS resilience appendix sought to incorporate high-level risk and vulnerability information from the mitigation plans into the economic planning context.

On completion of the CEDS Resilience Appendix, the CWEDD Board had the foresight to recognize that reducing regional economic risks and increasing economic resilience across the four-county region is critical. Specifically, the Board directed CWEDD staff to investigate opportunities to leverage existing public-private economic development partnerships to: (1) reduce the vulnerability of businesses in the region to all hazards with a critical eye toward hazards that have regional impacts (e.g. Cascadia earthquake hazard, severe weather events, etc.), (2) align local economic development strategies with

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<sup>1</sup> The CWEDD region includes Benton, Lane, Lincoln, and Linn Counties

pre-event economic risk reduction and recovery planning, and (3) enhance regional collaboration related to economic resilience. The goal of this project is to develop and test a new regional framework for engaging businesses in economic risk reduction and recovery planning. That framework will seek new ways to link, leverage, and align regional assets. This project, when implemented, will result in the following tangible outcomes:

- An enhanced, pre-event regional economic risk and preparedness assessment
- Increased business capacity and engagement across the CWEDD region
- A priority set of achievable, regionally relevant, economic risk-reduction and pre-disaster recovery planning projects
- A project implementation strategy grounded in the pioneering [Strategic Doing™](#) model, developed at Purdue University.<sup>2</sup>
- A project evaluation report

This project is unique in that it explicitly seeks to engage private sector actors and assets in new and meaningful ways. Given current resource constraints and uncertainties at local, state and federal levels, private sector involvement in mitigation, recovery and preparedness planning is more important than ever. Further, the project builds upon proven pre-event risk reduction and preparedness strategies developed by the Economic Development Administration. EDA and the International Economic Development Council (IEDC) present step-by-step economic risk reduction and preparedness guidance at the website [restoreyoureconomy.org](http://restoreyoureconomy.org). The information presented is specifically geared towards communities and EDDs that are interested in mitigating hazard impacts to local and regional business interests.

This Scope of Work (SOW) describes in detail how the CWEDD will partner and collaborate with the Cascades West Council of Governments, the Community Service Center (CSC) at the University of Oregon, and other local and regional partners to enhance, integrate and leverage local hazard mitigation and economic development planning activities. This SOW will be implemented through a regional FEMA Hazard Mitigation Grant Program tied to Oregon Presidential Disaster Declaration #4258. This project falls under the HMGP 7% planning set aside. The grant will be administered by the Oregon Military Department's Office of Emergency Management (OEM).

## Proposed Work Program

The work will be directed by CSC faculty Bob Parker and Josh Bruce in collaboration with CWEDD staff Phil Warnock and Seth Sherry. The CSC team will include other CSC faculty and graduate students from the Planning, Public Policy and Management Department at the University of Oregon. The CWEDD team will include staff from the Cascades West and Lane Councils of Governments.

CSC will assist CWEDD with administering the five-phase work program. The scope of work below includes a list of parties involved and their specific roles, descriptions of each task, a list of associated work products, a timeline, and documents explaining how the task relates to the five phase planning process described above.

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<sup>2</sup> Strategic Doing™ is, "a new strategy discipline specifically designed for open, loosely-connected networks. Unlike strategic planning that was designed primarily to guide strategic activity in hierarchical organizations, Strategic Doing is designed for situations in which nobody can tell anybody else what to do. Collaboration is the only way to move forward."

## **Roles and Responsibilities**

### ***Cascades West Economic Development District:***

- Convene, coordinate and staff the CWEDD Board.
- Coordinate and liaise with participating jurisdictions, organizations, businesses and entities.
- Coordinate and implement public outreach and stakeholder engagement.
- Contribute data and research capacity to complete the Economic Risk Assessment.
- Actively participate in the Strategic Doing process.
- Assist with the evaluation and measurement of project success.
- Present findings and recommendations to the CWEDD board as needed.
- Document \$17,000 in direct local match support (e.g. locally funded staff time).

### ***University of Oregon CSC team:***

- Develop a project evaluation plan.
- Serve as technical resource and subject matter experts in economic resilience.
- Serve as technical resource and subject matter experts in Strategic Doing.
- Contribute data and research capacity to complete the Economic Risk Assessment.
- Coordinate and facilitate Strategic Doing.
- Assist with the evaluation and measurement of project success.
- Administer and manage the grant funds, including ongoing communication with OEM, preparing and submitting quarterly grant reports, etc.
- Ensure completion and delivery of all project products.
- Document \$30,000 in direct local match support (e.g. CSC faculty, University funded Graduate Employee, and student research time).

### ***Participating Counties***

- Contribute data as applicable and participate in the Economic Risk Assessment process.
- Ensure county elected official, economic development staff and emergency management participation in the strategic doing workshops.
- Encourage local businesses and economic development stakeholders to participate in strategic doing workshops.
- Contribute up to \$5,000 in cash or direct local match.

### ***Participating Higher Education Institutions (University of Oregon, Oregon State University, Community Colleges, etc.)***

- Contribute data as applicable and participate in the Economic Risk Assessment process.
- Ensure university government affairs, finance, and emergency management representatives participation in the strategic doing workshops.
- Contribute up to \$5,000 in cash or direct local match.

### ***Oregon Emergency Management (OEM):***

- Provide administrative oversight on grant.

# Scope of Work

CSC proposes a five-phase work program consistent with the defined project outcomes. The components (phases) fit together as follows:

- **Phase I: Project initiation and draft Implementation framework.** We will initiate the project by convening a project steering committee composed of CWEDD staff and board members, representatives from business and emergency management sectors, and other key stakeholders. The committee will represent the region geographically. As part of the initial committee meetings we will present and discuss different implementation frameworks to apply in Phase III and IV. This first phase will articulate linkages between desired outcomes, activities, and inputs through a logic model. The initial phase will result in a draft implementation framework; we anticipate that framework will evolve as we implement subsequent phases of the work program.
- **Phase II: Identify best practices and case studies.** CWEDD is not the first region to develop strategies to engage businesses in economic risk reduction and recovery planning. EDA has guidance for business engagement, as does the National Association of Development Organizations (NADO). This phase will help the project partners understand (1) the universe of potential approaches, (2) what works, and what doesn't; and (3) evaluate which approaches have the most promise for the CWEDD.
- **Phase III: Pre-disaster economic preparedness assessment.** The economic preparedness assessment will provide the foundation for development of implementation strategies and actions. The assessment will use a method developed by EDA and will focus on elements that engage businesses.
- **Phase IV: Develop implementation action plans using Strategic Doing™.** This phase will use the strategic doing process to link, leverage, and align regional networks around issues and actions identified in the economic preparedness assessment that are most important. It will test new frameworks for implementation, including enhanced roles for businesses in determining which actions will be support economic recovery after an event.
- **Phase V: Conduct project evaluation.** Part of this project will be developing and testing implementation frameworks that have broad replicability. The project evaluation will use the implementation framework developed in Phase I to assess both project processes (such as strategic doing) as well as project outcomes.

The following scope of work is organized by phase.

## Phase 1: Project Initiation and Draft Implementation Framework

*Task 1.1:* CSC will begin working on this project in October 2017 with a kick-off meeting to initiate implementation of our work program. At that kick-off meeting, CWEDD will appoint a single staff person as the point of contact for CSC for the duration of the project. We propose ongoing monthly meetings with the CWEDD staff to coordinate implementation of the CSC work program.

We will also organize a project steering committee that will meet periodically throughout the project to provide advice and direction. The committee will include CWEDD staff and board members, representatives from the business and emergency management sectors, economic development agencies, and other stakeholders. We anticipate convening the steering committee 4-6 times a year.

*Task 1.1 Timeline:* Ongoing

*Task 1.1 Product(s):* Project management/draft implementation framework/steering committee meetings

*Task 1.2:* This project is about more than planning – the intent is to identify strategies and take action. A range of implementation frameworks could be applied to the effort. As a first step, we would meet one or more times with the steering committee to identify potential implementation frameworks and identify approaches that have the most promise. This project is complicated by the fact that the approach involves voluntary partnerships between multiple organizations. The framework would address issues such as priorities, organizational roles and responsibilities and funding strategies.

We would take the results of those initial discussions to develop a proposed implementation framework including a logic model. A logic model is a graphic representation of the linkages between programmatic inputs, outputs, and outcomes. The evaluation framework will also articulate the specific metrics CSC will use in the evaluation, as well as the methods we will use to measure the metrics. CSC will develop the program evaluation framework in collaboration with CWEDD staff.

CSC proposes to develop the evaluation framework using the following process:

- Hold initial framework meeting with project stakeholders to brainstorm potential dimensions of measurement and methodology for plan review.
- Develop draft framework based on: (1) feedback gathered at the initial framework meeting, (2) through consultation with FEMA and EDA regional representatives, and (3) through interviews with selected CWEDD Board members. At this point, we anticipate that the draft evaluation will be general in nature.
- Hold 1-2 meetings with the project steering committee to discuss the draft framework and evaluation review methodology as it relates to the following topic areas: hazard mitigation, economic resilience, regional post-disaster recovery. We will discuss specific ideas related to the evaluation framework (both the methodology and metrics used) to identify which approaches will be most effective, manageable and informative.
- Present the revised framework at a CWEDD Board meeting for review.

*Task 1.2 Timeline:* Fall 2017

*Task 1.2 Product(s):* Plan implementation framework (criteria for sustainability assessment and methodology for plan review)

## **Phase 2: Best Practices and Case Studies**

*Task 2.1:* The state of the discipline is changing rapidly due to increasing interest, attention and research related to economic sector risk reduction, post-disaster recovery, and resilience. To better understand the state of the discipline and to identify best practices, CSC will review existing resources related to regional economic risk reduction, resilience, and pre-disaster recovery. We will focus our review on approaches that foster regional economic resilience. In addition, CSC will conduct three to five case studies of regional efforts focused on economic resilience. The purpose of the case studies is to (1) understand the range of operational models that exist, (2) identify what factors lead to success (or failure) of regional economic resilience efforts, and (3) document the pre- and post-event economic characteristics of regions engaged in economic resilience efforts.

*Task 2.1 Timeline:* Winter 2017 through Spring 2018

*Task 2.1 Product(s):* Best Practice and Case Study Report

### **Phase 3: Complete Pre-Disaster Economic Preparedness Assessment**

*Task 3.1:* The core of this project will be a pre-disaster economic preparedness assessment for the CWEDD. The assessment will build from the initial economic resilience assessment completed as part of the 2015 CEDS update. We will use selected Economic Development Administration (EDA) pre-disaster economic preparedness plan functions as our framework for completing the assessment.<sup>3</sup> The assessment will evaluate the following four business and regional economic risk functions: (1) business community engagement, (2) business financing, (3) capacity building for economic recovery, and (4) workforce planning.

We propose to assess economic risk factors using three different approaches: (1) interviews with key informants, (2) a self-assessment that is distributed to a targeted group of businesses, business leaders and economic development stakeholders through an online survey tool; and (3) focus group meetings throughout the CWEDD region.

1. Interviews with Key Informants: We propose to conduct 8-10 key person interviews in each of the four counties. These interviews will address both the economic risk factors and inform the assessment tool.
2. Self-assessment with an Assessment Tool: We propose to develop an online survey tool that will be distributed to a set of business and economic development leaders in the district. The assessment tool will pose a series of questions or statements related to the EDA economic preparedness functions. Each function below begins with descriptive text from the EDA [restoreyoureconomy.org](http://restoreyoureconomy.org) website. The assessment functions we will assess include the following:
  - *Business Community Engagement:* “Business owners and executives don’t naturally see their role in a community’s disaster preparedness effort. While local government has the legal responsibility to address disaster risks and make emergency management plans, a business owner or executive’s busy schedule will dictate their minimal involvement with a business continuity plan. In the event of a disaster, local government cannot act alone in addressing all the needs of the community, particularly those of an economic nature, and will rely on the private sector’s resources.” This part of the assessment will determine who from the business community is currently engaged in the disaster preparation process and who else needs to be engaged. Questions may cover topics such as economic response and recovery capacity, the roles and responsibilities of Economic Development Organizations and Chambers of Commerce, local business continuity planning, engagement on the part of financial institutions, and business re-entry, contracting and procurement considerations.
  - *Business Financing:* “Traditional loans are considered high-risk for small business financing in the immediate aftermath of a disaster. Small businesses need access to gap/bridge financing, as well as low-interest, flexible terms and/or forgivable loans, particularly during risky economic times.” This part of the assessment will focus on existing and needed sources of capital and technical capacity. Questions

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<sup>3</sup> <http://restoreyoureconomy.org/preparedness/>

may cover topics such as available sources of private and public capital, technical assistance, and economic recovery resources.

- *Capacity Building for Economic Recovery:* “Immediately following a disaster, economic development organizations and chambers of commerce are likely to be operating at reduced capacity. Any number of factors could affect their operations, such as displaced staff, damaged facilities, reduced operational funds, and/or utility outages. Yet, these organizations will need to respond to the immense post-disaster economic recovery needs in their community. This demonstrates the need for capacity building for economic recovery.” This part of the assessment will focus on EDO and Chamber capacity and engagement. Questions may cover topics such as EDO and Chamber continuity planning, emergency planning (including NHMP) participation, communication capabilities, and economic recovery planning activities.
  - *Workforce Planning:* “The ability for businesses to ensure that their employees can live within commuting distance to worksites during the response and recovery phases is key to retaining a skilled workforce and stimulating recovery efforts in a disaster-impacted community . . . the community can partner with private-sector developers and contractors to consider solutions for housing, such as temporary locations, and means for funding such temporary housing solutions.” This part of the assessment will focus on regional efforts to ensure workforce continuity and retention post event. Questions may cover topics such as private sector housing solutions, post-disaster workforce training and retention planning, and post-event transportation alternatives.
3. Focus Group Meetings: To validate the results of the stakeholder interviews and self-assessment, we propose to conduct up to four focus groups throughout the CWEDD region. These meetings will include representatives from local business, EDO’s, emergency management and other key stakeholders identified by the CWEDD Board. Focus group meetings typically last 90 to 120 minutes.

The results of this task will be a pre-event economic risk and preparedness assessment for the CWEDD.

*Task 3.1 Timeline:* Winter 2017 through Spring 2018

*Task 3.1 Product(s):* Pre-event economic risk and preparedness assessment

#### **Phase 4: Develop Implementation Action Plans Using the Strategic Doing Process**

*Task 4.1:* CSC will work with CWEDD representatives, business leaders, emergency managers, and stakeholders from across the region to develop a list of actions that span 90 days, one-year, and five-year time frames. The actions will address vulnerabilities identified in the economic preparedness assessment and will address the core areas of business community engagement, business financing, capacity building for economic recovery, and workforce planning.

The intent of this effort is not to develop a strategic plan, but to create scalable local and regional implementation frameworks that can sustain the effort over time. Our first step will be to organize the objectives, format, and structure of a Strategic Doing workshop. We propose to work with the CWEDD Board to develop the workshop objectives and agenda.

The workshop will be framed around regional economic resilience and recovery. CSC will coordinate logistics to ensure we either provide table hosts (e.g., facilitators) or train individuals to host the Strategic Doing conversations.

*Task 4.1 Timeline:* Summer 2018

*Task 4.1 Product(s):* Agenda, workshop materials, invites, etc.

*Task 4.2:* CSC and OCWEDD will work with the core group to host and facilitate a Strategic Doing Workshop. CSC will be responsible for preparing and printing all materials related to the workshop. CSC will provide or train facilitators.

*Task 4.2 Timeline:* Late summer 2018

*Task 4.2 Product(s):* SD Workshop

*Task 4.3:* CSC and OCWEDD staff will take the results of the workshop and summarize each table discussion into a strategic doing plan. The plans will be brief (<10 pages) and will document each step in the strategic doing process: assets, opportunities, catalyst projects, metrics, milestones and actions. The key is that actions are clearly documented and assigned to individuals with specific timeframes. An early action taken initiates a feedback loop which creates continuous process improvement and informs future actions.

*Task 4.3 Timeline:* Fall 2018

*Task 4.3 Product(s):* SD Plans

*Task 4.4:* CSC and OCWEDD staff will monitor the progress and assist with Strategic Doing action plan follow up for six-months as needed.

*Task 4.4 Timeline:* Fall 2018/Winter 2019

*Task 4.4 Product(s):* SD monitoring and follow up

*Task 4.5:* CSC and OCWEDD staff will work with the core group to host and facilitate a follow up Strategic Doing Workshop after six months. The purpose of the workshop will be to (1) assess and document Strategic Doing plan progress, (2) develop a new set of strategic doing plans, and (3) hand off monitoring and follow up responsibility to the OCWEDD Board. CSC will be responsible for preparing and printing all materials related to the workshop. CSC will provide or train facilitators.

*Task 4.5 Timeline:* Spring 2019

*Task 4.5 Product(s):* SD Workshop #2

## **Phase 5: Project Evaluation**

*Task 5.1:* Using the implementation framework developed in Task 1.2 above, CSC will prepare a project evaluation report. The report will use metrics, actions and outcomes identified in the implementation framework report. It will also use actions identified in the Phase 4 Strategic Doing plans as metrics. CSC will document progress toward meeting the project objectives and implementing the plans. Specific focus will be put on the efficacy of the Strategic Doing model in addressing pre-event economic risk reduction and preparedness goals.

The evaluation will also include a qualitative component that looks at participant perspectives on the process and implementation framework. The qualitative component will use surveys and interviews to gather information. The evaluation report will include a set of



recommendations for sustaining the process as well as lessons learned throughout the process. The intent is to document what worked and what could be improved and provide guidance to encourage other organizations to consider regional implementation frameworks.

*Task 5.1 Timeline:* Summer 2019

*Task 5.1 Product(s):* CWEDD Briefing

## Schedule

CSC is available to initiate work on this project in October of 2017. We anticipate completing Phases 1-3 (roughly 60% of the project effort) during Project Year 1. We anticipate initiating Phase 4 during the summer of 2018; this phase will extend through spring of 2019. We anticipate completing Phase 5 during the summer of 2019.

**Figure 1.1 – Project Schedule by Task**

Task	Project Year 1											Project Year 2											
	Oct-17	Nov-17	Dec-17	Jan-18	Feb-18	Mar-18	Apr-18	May-18	Jun-18	Jul-18	Aug-18	Sep-18	Oct-18	Nov-18	Dec-18	Jan-19	Feb-19	Mar-19	Apr-19	May-19	Jun-19	Jul-19	Aug-19
Task 1.1 – Kickoff meeting and ongoing project management	[Shaded]																						
Task 1.2 – Implementation Framework	[Shaded]																						
Task 2.1 – Best Practices and Case Studies	[Shaded]																						
Task 3.1 – Pre-Disaster Economic Preparedness Assessment	[Shaded]																						
Task 4.1 – Strategic Doing Workshop Preparation	[Shaded]																						
Task 4.2 – Facilitate Strategic Doing Workshop	[Shaded]																						
Task 4.3 – Develop strategic doing plans	[Shaded]																						
Task 4.4 – Monitor strategic doing progress	[Shaded]																						
Task 4.5 – Hold follow up Strategic Doing Workshop	[Shaded]																						
Task 5.1 – Prepare project implementation report	[Shaded]																						