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## Recommendations: The State Must Do More to Prepare Oregon for a Catastrophic Disaster

OEM should take the following actions:

1. Continue to advocate for resources through the state budget process to be able to fulfill its role as the state's emergency management coordinator. This advocacy is especially critical to support the State Hazard Mitigation Officer, to prevent the Natural Hazard Mitigation Plan from losing its enhanced status.
2. In conjunction with Cascadia Rising participants, finalize a plan to implement and track corrective actions for the recommendations from the Cascadia Rising After Action Report, including corrective actions relevant to catastrophic planning. Ensure this corrective action plan includes the following:
  - a. deficiencies identified during the exercise;
  - b. the actions that should be taken in response;
  - c. the resources required to address these deficiencies;
  - d. justification for the need to correct them;
  - e. a person responsible for the corrective action; and
  - f. an assigned due date for each action.
3. Clearly define the roles, responsibilities, and expectations for preparedness efforts, in addition to response and recovery, for ESF, SRF, agencies designated in ORS 401.054, and those with a role to play in the emergency services system. Provide written guidance and expectations for agency staff who will serve as a liaison to OEM per ORS 401.054, such as a position description or orientation materials to prepare staff on how to fulfill their roles.
4. Develop internal policies, procedures and a schedule for implementing, maintaining, exercising, and revising the four volumes of the state's Comprehensive Emergency Management Plan. Ensure plans are up-to-date and contain relevant and timely information.
5. Complete revisions to the strategic plan to ensure it includes metrics. Ensure the strategic plan clearly identifies gaps in existing programs and also identifies resources needed. OEM should also clearly communicate this plan to staff and others in the emergency management system.

We recommend the Governor should take the following actions:

1. Work with OEM to pursue statewide EMAP accreditation and develop a timeframe for achieving accreditation.

2. Ensure Oregon's statewide emergency management system has sufficient resources to reduce the state's vulnerability to disasters. For example, ensure sufficient resources to prevent the loss of the Natural Hazard Mitigation Plan's enhanced status.
3. In coordination with all executive agencies and offices, complete Continuity of Government and Continuity of Operations Plans for the executive branch. Additionally, complete statewide continuity plans in conjunction with the Legislative and Judicial branches of government. These plans should include a method and schedule for evaluation, maintenance, revision, and implementation.
4. Enforce the existing policy to require executive branch agencies to complete, train, and exercise COOP plans. Assign responsibility and resources to track and facilitate COOP planning across state government.
5. To provide transparency and assurance to the public, regularly and publicly report on the goals and priorities outlined in the Oregon Resilience Plan and complete efforts to track and report progress toward achieving them.
6. To ensure the success of both current and future State Resilience Officers, and to retain and transfer the knowledge of the position, develop and document a position description with goals, objectives, and performance measures, including a description of how the officer will coordinate and work with OEM and others in the statewide emergency services system.

## Appendix A – Glossary of Terms

<b>Acronym or abbreviated name</b>	<b>Meaning or full name</b>
AERO	Oregon Department of Aviation
ARES/RACES	Armature Radio Emergency Service/Radio Armature Civil Emergency Service
BOLI	Bureau of Labor and Industries
CEMP	Comprehensive Emergency Management Plan
CCWD	Office of Community Colleges and Workforce Development
COG	Continuity of Government Plan
COOP	Continuity of Operations Plan
DAS	Department of Administrative Services
DCBS	Department of Consumer and Business Services
DEQ	Department of Environmental Quality
DHS	Department of Human Services
DLCD	Department of Land Conservation and Development
DOC	Department of Corrections
DOGAMI	Department of Geology and Mineral Industries
DOJ	Department of Justice
DOR	Department of Revenue
DPSST	Department of Public Safety Standards and Training
DSL	Department of State Lands
DVA	Department of Veterans' Affairs
ECC	Emergency Coordination Center
Edu.	Department of Education
EM	Emergency Management
EMAC	Emergency Management Assistance Compact
EMAP	Emergency Management Accreditation Program
Emp.	Employment Department
EMPG	Emergency Management Program Grant
Energy	Department of Energy
EO	Executive Order
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ERC	Economic Recovery Council
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FTE	Full Time Equivalent
GDC	Governor's Disaster Cabinet
IHMT	Interagency Hazard Mitigation Team
LCIS	Legislative Commission on Indian Services
Marine	Oregon Marine Board
Med. Board	Oregon Medical Board
MEB	Oregon Medical Examiners Board
NHMP	Natural Hazard Mitigation Plan

NGO	Non-Governmental Organization
OBDD	Oregon Business Development Department
ODA	Department of Agriculture
ODF	Oregon Department of Forestry
ODFW	Oregon Department of Fish and Wildlife
ODOT	Department of Transportation
OEM	Office of Emergency Management - OMD
OERS	Oregon Emergency Response System
OHA	Oregon Health Authority
OHCS	Oregon Housing and Community Services Department
OHSC	Oregon Homeland Security Council
OJD	Judicial Department
OMD	Oregon Military Department
OPRD	Oregon Parks and Recreation Department
ORS	Oregon Revised Statute
OSFM	Office of the State Fire Marshal - OSP
OSMB	Oregon State Marine Board
OSP	Department of State Police
OSSPAC	Oregon Seismic Safety Policy Advisory Commission
OST	Oregon State Treasury
OSU Ext.	Oregon State University Extension Services
ORVOAD	Oregon Voluntary Organizations Active in Disaster
ORWARN	Oregon Water/Wastewater Agency Response Network
OWEB	Oregon Watershed Enhancement Board
OYA	Oregon Youth Authority
PANEMA	Pacific Northwest Emergency Management Arrangement
Pharm. Board	State Board of Pharmacy
PUC	Public Utility Commission of Oregon
SOS	Office of the Secretary of State
SRF	State Recovery Function
SRGC	Seismic Rehabilitation Grant Committee
Real Estate	Real Estate Agency
RS	Regional Solutions
Trav. Exp.	Travel Information Council (Oregon Travel Experience)
Trav. OR	Oregon Tourism Commission (Travel Oregon)
UO	University of Oregon
Vet. Board	Veterinary Medical Examining Board
WRD	Water Resources Department

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## Appendix B - Oregon's Emergency Management System

Oregon law defines the emergency services system as all agencies and organizations involved in the coordinated delivery of emergency services.

Emergency services include activities by state and local government agencies to prevent, prepare for, respond to, and recover from an emergency.





The following chart illustrates Oregon's emergency management system. It includes all agencies and groups we identified from state statutes, plans, and other materials that have a role in mitigation, preparedness, response, and recovery. There may be additional agencies we did not identify.

The chart also includes references to relevant emergency management statutes and executive orders. This is not a complete list of references.

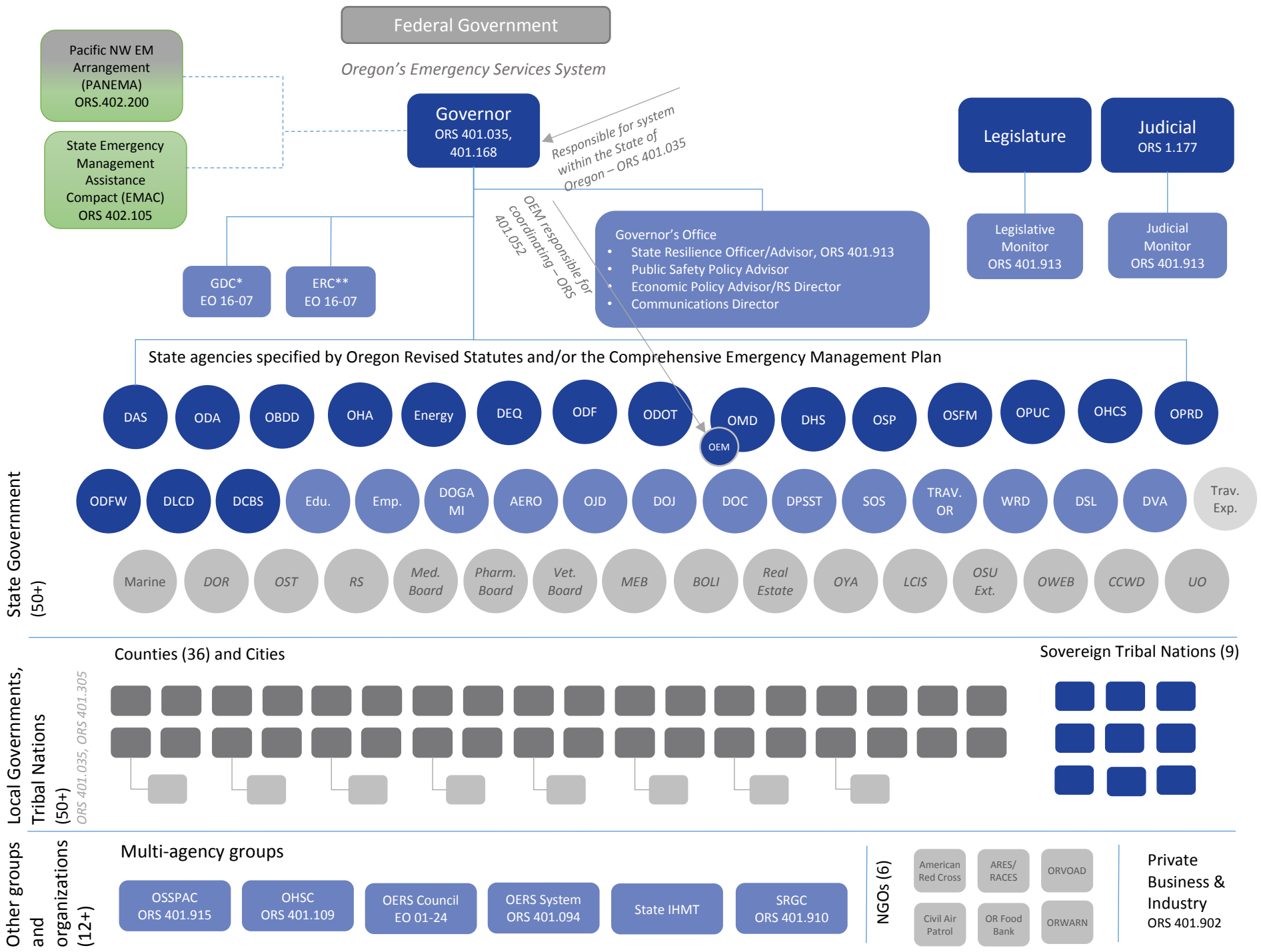
The chart uses many acronyms and abbreviations, which can be found in Appendix A.

State agencies in the chart are color coded based on their roles in the emergency response and recovery functions, known as the Emergency Support Functions (ESFs), and State Recovery Functions (SRFs), respectively.

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State Agency Color Codes	Definition
	Agencies with one or more primary roles in the emergency response or recovery functions. These agencies may also have support roles as well.
	Agencies with support roles in the emergency response or recovery functions.
	Agencies with support roles in the emergency recovery functions only. Italicized agencies are not included in ORS 401.054.
	Agency has no primary or secondary role in the response or recovery functions.

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## Appendix C – Oregon’s Comprehensive Emergency Management Plan Functions

State agencies assist in preparing and responding to disasters. The table below illustrates some of the many ways state agencies are involved in the state’s emergency response system. These roles are specific to three volumes of the state’s comprehensive emergency management plan: the Natural Hazard Mitigation Plan, the Emergency Operations Plan, and the State Recovery Plan.

	Natural Hazard Mitigation Plan: Interagency Hazard Mitigation Team	Emergency Operations Plan: Emergency Support Functions Effective March 2016																		State Recovery Plan: State Recovery Functions Effective December 2014							Total Agency Roles
		ESF 1 Transportation	ESF 2 Communications	ESF 3 Public Works	ESF 4 Firefighting	ESF 5 Information and Planning**	ESF 6 Mass Care	ESF 7 Resource Support	ESF 8 Health and Medical	ESF 9 Search and Rescue	ESF 10 Hazardous Materials	ESF 11 Food and Water	ESF 12 Energy	ESF 13 Military Support	ESF 14 Public Information***	ESF 15 Volunteers and Donations	ESF 16 Law Enforcement	ESF 17 Agriculture and Animal Protection	ESF 18 Business and Industry	SRF 1 Community Planning and Capacity Building	SRF 2 Economic Recovery	SRF 3 Health Services	SRF 4 Social Services	SRF 5 Disaster Housing	SRF 6 Infrastructure Systems	SRF 7 Natural and Cultural Resources	
Administrative Services (DAS)*	✓	S	P	S		S	P	S			S	S		S	S	S			S	S	S	S	S	C/P	S	19	
Agriculture (ODA)*	✓					S		S			S			S				P			S	P			S	P	10
Aviation (AERO)*		S							S																S		3
Business Development Dept. (OBDD)*			A	S															P		C/P				S		5
Consumer and Business Services (DCBS)*	✓			S				S		S					S				S	S	P			S	S		10
Corrections (DOC)*		S									S						S							S	S		5
Education (ODE)*						S					S											S			S	S	5
Emergency Management (OEM)	✓		S		P				P				S	P	P			S	S	P				S	S		12
Employment Department (OED)*																		S			S		S				3

Energy (ODOE)*		S				S		P		S			S	S		C/P	S	8	
Environmental Quality (DEQ)*	✓		S					P	S		S		S	S	S		S	C/P	11
Fish and Wildlife (ODFW)*	✓					S		S	S				S					P	6
Forestry (ODF)*	✓	S	S		P		S		S	S		S		S		S		P	12
Geology and Mineral Industry (DOGAMI)*	✓		S											S			S	S	5
Health Authority (OHA)*	✓				S		P		S	S	S		S	S		S		C/P	14
Housing and Community Services (OHCS)*					S				S					S		S		C/P	5
Human Services (DHS)*					P		S		S	P	S		S			S		C/P	9
Judicial Department (OJD)*													S		S				2
Justice (DOJ)*													S						2
Land Conservation & Development (DLCD)*	✓													S		C/P		S	5
Military Department (OMD)*		S	S	S	S		S	S	S	S		P	S		S				13
Public Safety Standards & Training (DPSST)*													S						1
Public Utility Commission (PUC)*	✓			P											S			C/P	6
Secretary of State (SOS)*														S		S			3
State Lands (DSL)*	✓	S		S					S					S		S	S		9
State Police (OSP)*		S	S						S			S		P	S				7
State Fire Marshal (OSFM)*	✓		S		P			S	P				S			S			8
Transportation (ODOT)*	✓	P	S	P			S		S	S		S		S	S			C/P	12
Tourism Commission (Trav.OR)*														S		S			2
Veterans' Affairs (ODVA)*						S										S	S		3
Water Resources Department (WRD)*	✓		S							S							S	P	5
Parks and Recreation Department (OPRD)*	✓																	P	2
Marine Board (OSMB)*														S			S	S	3
Travel Information Council (Trav.Exp.)*																			0
Community Colleges and Workforce Development (CCWD)														S					1





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## Appendix D – Entities Surveyed

### ***Branches of government***

- Governor's Office
- Judicial Department
- Oregon State Legislature

### ***State agencies***

- Department of Agriculture
- Oregon Department of Aviation
- Department of Administrative Services
- Department of Consumer and Business Services
- Department of Environmental Quality
- Department of Human Services
- Department of Land Conservation and Development
- Department of Corrections
- Department of Geology and Mineral Industries
- Department of Public Safety Standards and Training
- Department of State Lands
- Department of Veterans' Affairs
- Department of Education
- Employment Department
- Department of Energy
- Department of Justice
- Oregon Business Development Department
- Oregon Department of Forestry
- Oregon Department of Fish and Wildlife
- Department of Transportation
- Oregon Health Authority
- Housing and Community Services Department
- Oregon Military Department
- Oregon Parks and Recreation Department
- Travel Information Council
- Office of the State Fire Marshal
- Oregon State Marine Board
- Department of State Police
- Public Utility Commission of Oregon
- Oregon Tourism Commission
- Water Resources Department

***Oregon counties and cities***

- Baker County
- Benton County
- Clackamas County
- Clatsop County
- Columbia County
- Coos County
- Crook County
- Curry County
- Deschutes County
- Douglas County
- Gilliam County
- Grant County
- Harney County
- Hood River County
- Jackson County
- Jefferson County
- Josephine County
- Klamath County
- Lake County
- Lane County
- Lincoln County
- Linn County
- Malheur County
- Marion County
- Morrow County
- Multnomah County
- Polk County
- Sherman County
- Tillamook County
- Umatilla County
- Union County
- Wallowa County
- Wasco County
- Washington County
- Wheeler County
- Yamhill County
- City of Beaverton
- City of Corvallis
- City of Eugene

- City of Gresham
- City of Medford
- City of Portland
- City of Salem
- City of Springfield



**OREGON MILITARY DEPARTMENT**  
JOINT FORCE HEADQUARTERS, OREGON NATIONAL GUARD  
OFFICE OF THE ADJUTANT GENERAL  
P.O. BOX 14350  
SALEM, OREGON 97309-5047

18 January 2018

Kip Memmott, Director  
Secretary of State, Audits Division  
255 Capitol St. NE, Suite 500  
Salem, OR 97310

Dear Mr. Memmott:

This letter serves as the Oregon Military Department's written response to the Audit Division's final draft of the audit report *The State Must Do More to Prepare Oregon for a Catastrophic Disaster*, as provided to the department on January 12, 2018.

The department and specifically the Office of Emergency Management (OEM) appreciates the opportunity to respond to the report and the recommendations. I would also like to express my gratitude to the staff at OEM and partners throughout the emergency management system for their time and candor in assisting the audit team throughout this process. As outlined in this report, emergency management is a complex and critically important function across each jurisdiction and through all levels of government. The audit team should be commended for their work assessing that system and making these recommendations.

Emergency management encompasses the responsibility to ensure communities are prepared to respond to and recover from any emergency or disaster, regardless of cause, and to mitigate natural and human-caused hazards. This responsibility does not fall solely on the shoulders of any one discipline, agency, or level of government. Rather, engagement is needed from local, tribal, and federal partners, private industry and non-profit organizations, and the individuals who make up the communities we serve if we are to be successful in this mission. This report articulates the vast scope of emergency management, but does so through the lens of a capability that has not been resourced to meet the expectations we all have for our emergency management system.

At the state level, OEM has done remarkable work on behalf of Oregonians. Since 2012, the staff at OEM has managed more than \$70 million dollars of federal preparedness, disaster recovery, and mitigation grants with most of those funds benefiting local or tribal governments and other state agencies. The last three years have seen OEM manage three presidential disaster declarations, coordinate state planning actions to the 2017 eclipse, support Oregon National Guard wildland fire deployments to save lives and property during catastrophic wildfires and broker agreements with neighboring states to bring critical resources into Oregon and to send some of our state firefighting resources to California to do the same there during that state's unprecedented wildfire season. There are, however, opportunities to improve upon the role OEM plays in protecting Oregonians, and we will

work diligently to continue improving as an agency long after the recommendations in this report have been implemented.

It is my hope that this report will spark further dialogue about the importance of appropriately resourcing emergency management across Oregon, while also acknowledging the incredible work the emergency management community has done at all levels throughout Oregon with the minimal staff, funding, and equipment available to meet these challenges.

Below is our detailed response to each recommendation in the audit.

<b>RECOMMENDATION 1</b>		
Continue to advocate for resources through the state budget process to be able to fulfill its role as the state’s emergency management coordinator. This advocacy is especially critical to support the State Hazard Mitigation Officer, to prevent the Natural Hazard Mitigation Plan from losing its enhanced status.		
<b>Agree or Disagree with Recommendation</b>	<b>Target date to complete implementation activities (Generally expected within 6 months)</b>	<b>Name and phone number of specific point of contact for implementation</b>
Agree	August 1, 2018 - Due date for next Agency Budget submission	Oregon Military Department Deputy Director Dave Stuckey 503-584-3985

**Narrative for Recommendation 1**

The Oregon Military Department agrees with Recommendation 1. The OMD/OEM will continue to request resources through the state budget process to help fulfill its role as the state’s emergency management coordinator. Dating back to the 2009-11 biennium, the OMD/OEM has requested the following positions specific to emergency management operations, and the management and development of both State and Local Natural Hazard Mitigation Plans (*this is not inclusive of positions requested for the State 9-1-1 program, the Public Private Partnership Program, or Information Technology staff*):

- 2009-11 – 30 Positions
- 2011-13 – 7 Positions
- 2013-15 – 6 Positions
- 2015-17 – 4 Positions
- 2017-19 – 12 Positions
  - *Two positions were added through a new grant program created by the Legislature.*

The OMD/OEM is planning to submit a number of policy packages for consideration by the Executive and Legislative Branches for the 2019-21 biennial budget. These packages will include a continuation of what has previously been requested such as:

- Regional Emergency Management Coordination Staff
- Dedicated staff to support and sustain local and state mitigation plans and programs and to ensure continued Enhanced Status for the state plan
- Dedicated staff to provide Incident Management Assistance team development, planning activities, and sustainment
- Resources and staff to obtain and maintain EMAP accreditation for the state

There will also be new packages submitted related to modifying how certain existing positions are funded due to requirements outlined in the Code of Federal Regulation.

The OMD/OEM understands its role as the coordinating entity for emergency management response to, and recovery from, disasters. The expectations, both external and internal, placed on the OMD/OEM do require an increase in resources in order to be met. Without increased resources, both personnel and financial, maintaining the current operational capacity of the OMD/OEM will be challenging. Existing staff are struggling to meet the day to day requirements of the multiple duties assigned to them, especially during an activation of the state’s Emergency Coordination Center (ECC). Increased demands on the same staff to meet the needs outlined in this audit are unreasonable.

The OMD/OEM understands the competing priorities the Executive and Legislative branches are tasked with balancing, and there is not an expectation that all the needs outlined in this audit will be met in one budget cycle. The OMD/OEM is prepared for this to be an iterative process where needs are addressed one by one as resources and capacity become available. There must be an understanding though that the ability of the OMD/OEM to successfully accomplish the other recommendations outlined in this audit, as well the expectations of parties external to the organization, are directly impacted by the speed at which resources are applied.

The target date identified above is consistent with the submittal of the 2019-21 Agency Request Budget where all needs will be outlined for the next two years of operations within the Oregon Military Department.

**RECOMMENDATION 2**

In conjunction with Cascadia Rising participants, finalize a plan to implement and track corrective actions for the recommendations from the Cascadia Rising After Action Report, including corrective actions relevant to catastrophic planning. Ensure this corrective action plan includes the following:

- deficiencies identified during the exercise;
- the actions that should be taken in response;
- the resources required to address these deficiencies;
- justification for the need to correct them;
- a person responsible for the corrective action; and
- an assigned due date for each action.

Agree or Disagree with Recommendation	Target date to complete implementation activities (Generally expected within 6 months)	Name and phone number of specific point of contact for implementation
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Agree	Complete	Operations and Preparedness Section Manager Sonya Andron 503-378-2911
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**Narrative for Recommendation 2**

The OMD/OEM agrees with recommendation 2. OEM, in partnership with each partner agency and organization that participated in the 2016 Cascadia Rising exercise, developed an after-action report that identified areas of strength in the exercise as well as areas where improvement is warranted. This report was released in February, 2017. While this report was being finalized, many of the state’s emergency management resources began to focus on preparations for the 2017 eclipse, an unprecedented event that would see the state’s population swell and lead to emergency response challenges across the entire state.

Following the response to the eclipse and an historic wildfire season that extended into the fall, OEM planning staff completed the final component of the after-action report: the improvement plan appendices. This plan was shared with partners in December to further validate the recommendations previously included in the report, and ensure the appropriateness of the assigned ESF and timeline for completing each recommendation.

Now that the improvement plan appendices have been finalized, OEM will continue to track progress on each outstanding Cascadia Rising after-action report and improvement plan recommendation through regular updates by cognizant ESF lead agencies at quarterly OERS Council meetings.

Although not specifically articulated as a recommendation in the audit report, OEM will also include an after-action report and improvement plan template, as well as recommended processes and timelines to follow in the development of these reports and plans, as part of the current revision of the state’s Preparedness Plan, the second volume of the state’s Comprehensive Emergency Management Plan. OERS Council quarterly meetings will also have a standing agenda item for ESF after-action report recommendation and improvement plan corrective action updates.

**RECOMMENDATION 3**

Clearly define the roles, responsibilities, and expectations for preparedness efforts, in addition to response and recovery, for ESF, SRF, agencies designated in ORS 401.054, and those with a role to play in the emergency services system. Provide written guidance and expectations for agency staff who will serve as a liaison to OEM per ORS 401.054, such as a position description or orientation materials to prepare staff on how to fulfill their roles.

<b>Agree or Disagree with Recommendation</b>	<b>Target date to complete implementation activities (Generally expected within 6 months)</b>	<b>Name and phone number of specific point of contact for implementation</b>
Agree	September 30, 2018	OEM Deputy Director Matt Marheine 503-378-2911



### Narrative for Recommendation 3

The OMD/OEM agrees with recommendation 3. OEM will conduct an assessment of the office's statutory requirements to define roles and responsibilities, and develop guidance documents for any areas for which OEM has a specific requirement but has not clearly provided guidance. OEM will also work with partners to identify areas in which a role or responsibility may be unclear and collaboratively work to ensure clarity is achieved and appropriately documented.

OEM has offered to provide briefings to each of the 11 agencies, offices, and organizations added to the Oregon Emergency Response System Council following the passage of Senate Bill 61 in the 2017 legislative session. OEM will ensure each of the 33 OERS Council agencies, offices, and organizations, as well as non-OERS organizations that may have a support or adjunct role in an ESF, clearly understand the expectations of ESF lead, support, or adjunct agencies and OERS Council participation.

OEM will also include training for ESF representatives and other ECC staff on ECC operations, the Real-time Assessment and Planning Tool for Oregon (RAPTOR), and OpsCenter annually as documented on the OEM Multi-Year Planning, Exercise, Training and Events calendar. OEM will continue to provide guidance to local emergency managers through direct technical assistance as resources allow, working with federal partners to provide emergency management training, guidance for ECC operations, and guidance for elected and appointed officials through the publication and dissemination of OEM's emergency declaration guide for local elected and appointed officials.

### RECOMMENDATION 4

Develop internal policies, procedures and a schedule for implementing, maintaining, exercising, and revising the four volumes of the state's Comprehensive Emergency Management Plan. Ensure plans are up-to-date and contain relevant and timely information.

Agree or Disagree with Recommendation	Target date to complete implementation activities (Generally expected within 6 months)	Name and phone number of specific point of contact for implementation
Agree	June 30, 2018	Operations and Preparedness Section Manager Sonya Andron 503-378-2911

### Narrative for Recommendation 4

The OMD/OEM agrees with recommendation 4. OEM has already drafted a Multi-Year Planning, Exercise, Training, and Events (MY-PETE) calendar that assigns dates to planning initiatives for each component of the Comprehensive Emergency Management Plan, the Cascadia Playbook, the office's Continuity of Operations Plan, Strategic Plan, State Preparedness Report, and Capability Assessment. The calendar also schedules OEM-led hazard- and plan-specific exercises and trainings that encompass professional development and emergency management proficiency. These exercises and training opportunities support planning initiatives and planned events for which the state ECC may be

activated. OEM will also evaluate the maintenance component for each plan to ensure review and update timelines are clearly defined and are scheduled on the MY-PETE.

Each plan for which OEM bears responsibility will have a corresponding policy and standard operating procedure describing the review timeline, integration of lessons-learned and updated state or federal doctrine, policies, directives, or orders, the inclusion of partner feedback, the provision of training associated with the plan, and considerations for the conduct of exercises to assess and evaluate the plan.

<b>RECOMMENDATION 5</b>		
Complete revisions to the strategic plan to ensure it includes metrics. Ensure the strategic plan clearly identifies gaps in existing programs and also identifies resources needed. OEM should also clearly communicate this plan to staff and others in the emergency management system.		
<b>Agree or Disagree with Recommendation</b>	<b>Target date to complete implementation activities (Generally expected within 6 months)</b>	<b>Name and phone number of specific point of contact for implementation</b>
Agree	June 30, 2018	OEM Director Andrew Phelps 503-378-2911

**Narrative for Recommendation 5**

The OMD/OEM agrees with recommendation 5. As with all plans maintained by OEM, the strategic plan is reviewed and updated regularly. The current plan, which has been in place since 2014, is being updated to include additional metrics to evaluate progress towards achieving the goals identified in the plan. Upon completion of the current revisions, OEM will disseminate the plan to emergency management partners, post the plan to the OEM website, conduct a staff training seminar to ensure the plan’s mission, vision, values, and goals are clearly understood and each OEM team member sees their work reflected in the plan. The plan will be reviewed annually to assess progress towards the identified goals.

We look forward to implementing the recommendations from the report and continuing to lead Oregon’s efforts to better prepare our communities.

Sincerely,



MICHAEL E. STENCEL  
Major General  
The Adjutant General

**KATE BROWN**  
**GOVERNOR**



January 19, 2018

Kip Memmott, Director  
Secretary of State, Audits Division  
255 Capitol St. NE, Suite 500  
Salem, OR 97310

Dear Mr. Memmott,

This letter provides a written response to the Audits Division's final draft audit report titled, *The State Must Do More to Prepare Oregon for a Catastrophic Disaster*.

Oregon's long-term resilience is critically important, and my office is grateful for the opportunity to participate in this important audit. I directed my staff to cooperate fully and provide the audit team with all relevant information on the state's ongoing work to ensure Oregon is prepared to respond to and recover from emergencies, catastrophic events, and disasters. Members of my team met with your team at least eight times during the course of your work, participated in the survey at your request, and provided multiple documents, including our internal emergency response protocols and the assessment of the State Resilience Officer position performed by my Deputy Chief of Staff.

Oregon is home to diverse communities and geographies that each present incredible opportunities and challenges as we work to build a more resilient state. For our communities and economy to thrive, Oregon must be resilient and ready to recover from not only the expected 9.0 Cascadia earthquake and the ensuing tsunami, but also a myriad of possible disasters and emergencies.

The different landscapes and habitats across the state and worsening impacts of climate change pose distinct challenges for which Oregonians must be prepared. Severe droughts, wildfires, ice and snow storms, and floods are all threats to our Oregon way of life and economy. Furthermore, we must stand ready to confront new threats, such as mass shootings or cyber-attacks on critical infrastructure.

In the time since I took office in 2015, state agencies worked closely with local counterparts to respond to multiple historic wildfire seasons, a winter storm that pushed our Eastern Oregon farmers to their limits, a mass shooting at Umpqua Community College, and the oil train derailment in Mosier. In each of these instances, state and local resources, as well as my own administration, have tested systems and learned from our responses to these emergencies. These lessons are valuable and inform our statewide response protocols, while still recognizing each new situation calls for adaptability so we can respond nimbly and effectively to save lives and protect Oregonians.

**KATE BROWN  
GOVERNOR**



Additionally, in 2016, 16 state agencies participated in Cascadia Rising, a four-day, multi-state functional exercise to better prepare emergency responders and public and private partners for a Cascadia Subduction Zone earthquake and ensuing tsunamis. The exercise provided important insights into steps that can be taken to improve our preparedness for such a massive disaster, and served as a reminder of the critical importance of personal preparedness.

The 2017 Total Solar Eclipse presented Oregon emergency responders and state agencies, as well as local, tribal, and federal partners, with the extraordinary opportunity to test and improve the resilience and effectiveness of our preparedness and response systems. Planning for the eclipse was perhaps the largest-scale, real-world coordinating effort ever taken on by the state. I am happy to report that our ability to prepare for such a large-scale event in Oregon resulted in a safe and positive event for the estimated one million viewers who witnessed the historic event in our state. The Total Solar Eclipse of 2017 was a powerful reminder that preparation for any known hazard greatly improves our chances of a successfully coordinated response.

As Oregonians, we all have a stake in building a more resilient Oregon and responsibility to do all we can to prepare for disasters. In recent years, Oregon has made great strides in bolstering statewide resilience, and I look forward to working with the Legislature to ensure state agencies are better equipped to respond to a variety of emergencies. The recommendations included in the Audit Division's report will help accomplish this goal and should be closely reviewed and carefully considered.

Included is a detailed response to each recommendation in the audit.

Please contact my Public Safety Policy Advisor Heidi Moawad at 503-378-8472 with any questions. Again, thank you for the opportunity to participate in and respond to this important audit.

Sincerely,

A handwritten signature in black ink, appearing to read "Kate Brown". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Governor Kate Brown

**KATE BROWN  
GOVERNOR**



<b>RECOMMENDATION 1</b>		
Work with OEM to pursue statewide EMAP accreditation and develop a timeframe for achieving accreditation.		
<b>Agree or Disagree with Recommendation</b>	<b>Target date to complete implementation activities (Generally expected within 6 months)</b>	<b>Name and phone number of specific point of contact for implementation</b>
Agree	March 31, 2018	Heidi Moawad 503-378-8472

#### **Narrative for Recommendation 1**

The Office of the Governor agrees that—as part of an overall strategy of building and maintaining strong emergency programs and practices—EMAP accreditation is an appropriate goal. However, meeting the high standards is more important for Oregon than the actual accreditation. To that end, OEM will continue efforts to build programs that meet or exceed EMAP standards and determine the resources needed to sustain these programs before committing financial resources to the final accreditation process.

In 2017, OEM developed a draft EMAP standards compliance project plan. The Governor will direct OEM to validate the plan with state partners, as well as share the plan with local and tribal jurisdictions in Oregon who may wish to further develop, enhance, or sustain programs in compliance with EMAP standards.

Regarding compliance, OEM assumes a three to five-year timeline to achieve and sustain compliance with each of the 64 EMAP standards. This timeline is predicated on securing the necessary resources to maintain compliance.

The EMAP standards and assessment program, which applies to all agencies that comprise the state emergency management system, are not new concepts for OEM. The agency currently has four staff members formally trained as EMAP Assessors, one of whom has reached the designation of Lead Assessor and has served as the Chair of the EMAP Standards Subcommittee. These assessors have participated in over a dozen assessments on local, state, and federal programs seeking accreditation. This level of familiarity with the standards, and continued opportunities to assess standards compliance in other jurisdictions, will prove valuable as OEM and the state work to bring any remaining compliance areas to the current standard or beyond.

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<b>RECOMMENDATION 2</b>		
Ensure Oregon's statewide emergency management system has sufficient resources to reduce the state's vulnerability to disasters. For example, ensure sufficient resources to prevent the loss of the Natural Hazard Mitigation Plan's enhanced status.		
<b>Agree or Disagree with Recommendation</b>	<b>Target date to complete implementation activities (Generally expected within 6 months)</b>	<b>Name and phone number of specific point of contact for implementation</b>
Agree	December 1, 2018	Heidi Moawad 503-378-8472

#### **Narrative for Recommendation 2**

The Office of the Governor agrees that a well-resourced emergency management system in Oregon is critical. Oregon's statewide emergency management system is multifaceted and multilayered. The Governor believes strongly in ensuring all levels of government in this state have the skills and tools needed to respond to any disaster regardless of their scale, and continued investment in the mitigation of future disasters is a key part of the Governor's public safety policy agenda.

That is why Governor Brown recommended in past budgets \$200 million in Seismic Rehabilitation Grants and continued funding the State Resilience Officer position within her office. It is why the Governor's Recommended Budget (FY 2017-2019) included a \$250,000 investment to support grants for five, local community hazard mitigation plans, with a focus on seismic risk and tsunami inundation zones. It is also why Governor Brown recommended investments to enhance the resilience of Oregon's water infrastructure across the state through \$32 million in bonding for water grants. Finally, it is why Governor Brown fought hard to secure funding to address critical, seismic infrastructure improvements in HB 2017, the most comprehensive transportation funding package in Oregon's history.

Moving forward, Governor Brown is prepared to assess the organizational structure across the Executive Branch to determine whether current resources committed to preparing for, responding to, recovering from, and mitigating against emergencies or disasters are appropriately aligned to maximize unity of effort. The target date identified above is consistent with the publication of the 2019-2021 Governor's Recommended Budget for all state operations.

Oregon's ability to fulfill the well-intentioned goal of this recommendation does not solely rest with the Executive Branch. Recognizing a number of competing needs and budget priorities, the Governor's Office will work with the Legislature to ensure state agencies are better equipped to respond to the variety of emergencies. All budget requests submitted by agencies responsible for emergency response, including the Oregon Military Department's Office of Emergency Management, or by agencies that play supporting roles in response and recovery efforts must be carefully reviewed and receive a thorough

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analysis by the Chief Financial Office, legislators, and stakeholders. In the past, the legislature has shown a willingness to fund preparedness by creating the State Resilience Officer position and financing the Seismic Rehabilitation Grant Program, which has put tens of millions of dollars to use in local communities to rehabilitate schools and emergency service facilities across the state.

**RECOMMENDATION 3**

In coordination with all executive agencies and offices, complete Continuity of Government and Continuity of Operations Plans for the executive branch. Additionally, complete statewide continuity plans in conjunction with the Legislative and Judicial branches of government. These plans should include a method and schedule for evaluation, maintenance, revision, and implementation.

<b>Agree or Disagree with Recommendation</b>	<b>Target date to complete implementation activities (Generally expected within 6 months)</b>	<b>Name and phone number of specific point of contact for implementation</b>
Agree	December 2018	Mike Harryman 503-975-1911

**Narrative for Recommendation 3**

Oregon's ability to quickly restore key, state services and resume normal government operations is critically important following a catastrophic event. That is why Governor Brown directed the State Resilience Officer to review and track progress of Executive Branch agencies through their development of their Continuity of Operations Planning documents.

In mid-2017, a review of existing Department of Administrative Services policies and current agency compliance was conducted. The findings were consistent with the Auditor's, in that it was last a priority two administrations ago. In response to this finding, Governor Brown's office has worked to update the state policy and provide written guidance to agencies to clarify the Governor's commitment to agency preparedness. The policy and guidance document is in its final review stages with agency directors, and will go into effect no later than February 1, 2018.

In fact, Oregon already has a contract in place with a vendor that offers an integrated program that can guide agencies through each step of the continuity planning process. Maximizing the utilization of this program will ensure a systematic approach for each agency as they contemplate their own response and recovery protocols. Comprehensive use of the vendor software also allows the ability to track and evaluate the plans, and to work on a revision, maintenance, and implementation schedule.

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The Governor's Office will continue to collaborate with other executive elected officers, and the Legislative and Judicial branches, to equip Oregon. Already, the Legislative leadership has met with the Governor's Office and agreed that each branch, while responsible for their own work, should come back together to review Continuity of Government plans.

<b>RECOMMENDATION 4</b>		
Enforce the existing policy to require executive branch agencies to complete, train, and exercise COOP plans. Assign responsibility and resources to track and facilitate COOP planning across state government.		
<b>Agree or Disagree with Recommendation</b>	<b>Target date to complete implementation activities (Generally expected within 6 months)</b>	<b>Name and phone number of specific point of contact for implementation</b>
Agree	December 2018	Mike Harryman 503-975-1911

#### **Narrative for Recommendation 4**

The history of compliance with and evaluation of the existing Department of Administrative Services policies made it clear to Governor Brown that a long-term implementation plan was necessary. Enforcing existing policy is imperative for a prepared Executive Branch and a prepared Oregon, which is why the guidance document discussed in our narrative for Recommendation 3 includes a staged timeline for completion, as well as a new maintenance schedule.

In addition to enforcing the existing policy, a number of important changes to Oregon's emergency preparedness policies have also already been identified and improvements are underway. Specifically, new policy requires each agency director must designate an individual as the agency's plan sponsor, as well as a staff person to serve as the plan coordinator. The designees will become members of an interagency Continuity of Operations Plan coordination group to be led by the State Resilience Officer and supported by the Department of Administrative Services. In 2018, the coordination group will meet monthly to ensure the updated policy and guidance is being executed on schedule.

The Continuity of Operations Plan will also inform a tabletop exercise in late 2018 with the Governor's Disaster Cabinet. After this initial exercise, the Governor's Office will coordinate with the Office of Emergency Management for a long-term exercise program that will tie into the agency's ongoing statewide training cycle.





<b>RECOMMENDATION 5</b>		
To provide transparency and assurance to the public, regularly and publicly report on the goals and priorities outlined in the Oregon Resilience Plan and complete efforts to track and report progress toward achieving them.		
<b>Agree or Disagree with Recommendation</b>	<b>Target date to complete implementation activities (Generally expected within 6 months)</b>	<b>Name and phone number of specific point of contact for implementation</b>
Agree	January 2018	Mike Harryman 503-975-1911

**Narrative for Recommendation 5**

The Oregon Resilience Plan has both long-term and short-term goals. To more effectively communicate the progress of the implementation of these goals, Governor Brown directed the State Resilience Officer to work with the Department of Administrative Services to create a public website related to the Oregon Resilience Plan.

At [resilience.oregon.gov](http://resilience.oregon.gov), Oregonians can easily find links to the plan itself, and will be able to track recommendations in the “Status Report” by chapter. Unresolved recommendations from the Oregon Resilience Plan (and those further clarified in 2013 by the Senate Bill 33 Task Force) can be found in the “Looking Ahead” section of the site by chapter.

As other developments contribute to Oregon’s progress, like the Senate Bill 850 (2017) Community Resilience bill, the website will be updated to reflect additional benchmarks.

<b>RECOMMENDATION 6</b>		
To ensure the success of both current and future State Resilience Officers, and to retain and transfer the knowledge of the position, develop and document a position description with goals, objectives, and performance measures, including a description of how the officer will coordinate and work with OEM and others in the statewide emergency services system.		
<b>Agree or Disagree with Recommendation</b>	<b>Target date to complete implementation activities (Generally expected within 6 months)</b>	<b>Name and phone number of specific point of contact for implementation</b>

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GOVERNOR**



Disagree (because we believe this has already been done)	Not Applicable	Mike Harryman 503-975-1911
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**Narrative for Recommendation 6**

The State Resilience Officer position was added to the Governor’s Office by statute and is subject to Senate confirmation. To ensure that the statutory responsibilities of this position as well as the Governor’s priorities for the state are met, the Governor’s Office finalized a position description in December 2016.

Further, in early 2017, the Office of Governor Brown conducted a thorough assessment of the State Resilience Officer position. The assessment included interviews with state, county, city, tribal, and elected officials in the field of resilience and emergency management. The assessment recommended specific areas of focus: engagement with the Executive Leadership Team to focus on Continuity of Operations Planning; a focus on Cascadia Subduction Zone hazard mitigation; and coordination with the Office of Emergency Management on statewide seismic safety and state agency planning on Cascadia Subduction Zone activities. The recommendations gathered from this assessment are considered to provide performance measures for the State Resilience Officer. Additionally, the State Resilience Officer serves as the Governor’s Office liaison to the Oregon Seismic Safety Policy Advisory Commission, the entity responsible for maintaining the Oregon Resilience Plan.

Thank you for the opportunity to participate in and respond to this important audit. Please contact Governor Brown’s Public Safety Policy Advisor, Heidi Moawad, at 503-378-8472 with any questions.