

# EM REFORM PACKAGE

- Definition of Terms
- Identified Challenges
- History of Attempted Resolution (of challenges)
- Status Quo
- HB 2927 (Baseline reorganization bill)
- Support Package (House Bills 2426, 2461, 2883, 2898, 2897, and 2898\*)

# EM REFORM PACKAGE

- Definition of Terms
  - **DPSST** = Department of Public Safety Standards and Training
  - **EM** = Emergency Management
  - **EPAC** = Emergency Preparedness Advisory Council (HB 2927 Definition)
  - **FEMA** = Federal Emergency Management Agency
  - **OEM** = Oregon Emergency Management (Office within Oregon Military Department)
  - **OHA** = Oregon Health Authority
  - **OHSC** = Oregon Homeland Security Council (HB 2927 changes to Commission)
  - **OMD** = Oregon Military Department
  - **OSFM** = Oregon State Fire Marshal (Office within Oregon State Police)
  - **OSP** = Oregon State Police

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- Identified Challenges:
  - Multiple SOS Audits outline deficiencies in existing Emergency Management enterprise
    - 2019 Recommendation Follow-up Report: The State Must Do More to Prepare for a Oregon Catastrophic Disaster
    - 2018 The State must Do More to Prepare for a Catastrophic Disaster
    - 2014 Office of Emergency Management: Rebuilding the Organization to Strengthen Oregon’s Emergency Management
- Years-long frustrations among local/regional Emergency Management agencies/leadership with existing structures and systems have negatively impacted our statewide resiliency posture
  - Office of Emergency Management within Oregon Military Department is treated as a division of a functionally “military” enterprise, not civilian-centered
    - Structural obstacles to local/regional influences
- US Government financial audits (multiple) outline Oregon Military Department reallocation of FEMA grant monies
  - Three (3) instances wherein Oregon has had to repay US Government for improper usage of grant and program funding (since 2014) \*
- Firing of State Fire Marshal (2020) indicative of structural misalignment between OSP/OSFM
  - Internal disputes over OSP reallocation of fire mitigation resources
  - Change in leadership not just related to publicized accounts \*\*
- Recent outside consultant findings expand upon SOS Audit enterprise “challenges”
  - Outside perspective actually found larger more problematic enterprise challenges

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- Identified Challenges:
  - What we have (as an Emergency Management statewide enterprise) is NOT working
  - Lack of effective command and control thwarts optimum organizational response/recovery efforts
  - Existing EM Structures/Systems misaligned for 21<sup>st</sup> Century Disaster Management requirements
  - Imagine 10% or 20% mortality rates with contagion – or absence of vaccine – or concurrent catastrophic events
  - HB 2927 with support package is best option for moving Oregon forward

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- Identified Challenges (Continued):

Anecdotal “specifics” associated with COVID-19 Response (from stakeholders)

- Original COVID=19 OHA “Health Emergency” effort proven inefficient: agency resisted conversion to ORS 401 declaration of “All-Hazards” Emergency
- Once ORS 401 invoked for COVID-19, Oregon Military Department Office of Emergency Management needed OSFM/ODF Incident Management Teams to assist/instruct staffing on functional Emergency Coordination Center norms
- DAS Acquisition of PPE was an unnecessary months-long struggle: under a Unified Command structure the Logistics/Finance teams perform all/any resources acquisition in a manner most aligned with FEMA reimbursement standards
- The lack of a Unified Command has resulted in continued (still today) miscommunication to the public: there is no disaster Joint Information Center (JIC) for all communications input/output through a “traditional” Unified Command effort
- Confusion at the local/regional response level continues because of an ongoing (perpetual) feud between OHA through Public Health and local/regional Emergency Managers over priorities
- Overly confusing (functionally misaligned) advisory/administrative functions related to Governor’s Disaster Cabinet, Governor’s Economic Recovery Council, and standing agency leadership/priorities perpetuate see-sawing policy implementation

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## Issues Analysis of Identified Challenges:

### Explanation of the Problem

Significance – We are NOT ready for catastrophes to come

Harms – Casualties will be exponentially GREATER absent change

Inherency – Embedded misalignment, NOT bad actors

### Explanation of the Solution/s

Simplified Command and Control

Core Mission Effectiveness

Improved Interagency Coordination

EM Structural/Systems Reform – HB 2927 with Support Package

House Bill 2426 (SPIRE II Grant)

House Bill 2461 (Stockpile/materials strategy)

House Bill 2883 (“Open Spaces” facilities development)

House Bill 2896 (Mandatory all-hazards exercises)

House Bill 2897 (Mandatory ICS training for senior leaders)

House Bill 2898 (\$9.00 annual Resiliency Infrastructure Surtax)

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- History:
  - Since 2017 HVEP/HVEM efforts:
    - Discovery (audit reports, fiscal reviews, stakeholder engagement)
    - Work Groups (Multiple, months-long targeted work groups direct and indirect contact with hundreds of EM responders)
    - HB 2927 (passed out of committee 8-0 in 2020) Outside (third-party, objective) evaluations outlined 11 challenges
  - 2018 HVEP sponsored “initial” reform bill for work group considerations
  - 2019 HVEP sponsored reform package (with stakeholder support) but held bill in committee because Governor asked for more time to incorporate Governor’s Wildfire Council recommendations
  - 2020 HVEP sponsored reform package passed out of committee on bipartisan 8-0 vote, killed in Ways & Means
  - HB 2927 with support package is best option for moving Oregon forward

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The "State of Oregon After-Action Review Enterprise Response to COVID-19" was put into final form and published in November 2020. It was presented to our committee during the December "Legislative Days" by State Resilience Officer Mike Harryman (additional materials from this presentation available upon request). The evaluation made the following eleven (11) conclusions:

- Expand awareness and training on the state's emergency programs to build a broader understanding of the dynamics involved in emergency response and recovery. **[HB 2927, HB 2896, HB 2897]**
- Continue statewide training, including internal agency training, multi-agency training, ESF (Emergency Support Function) partner agency training, ECC (Emergency Coordination Center) training, GDC (Governor's Disaster Cabinet) agency training, and full system training involving local, state, tribal, and federal partners. **[HB 2927, HB 2896, HB 2897]**
- Plans need to be critically reviewed and updated with BIPOC (Black, Indigenous, and Persons of Color), vulnerable populations, and access and functional needs populations centered in the response.
- Update the HIPPO to reflect the connection to the enterprise-wide response system.
- Train and exercise ESF 8 personnel (FEMA designation for Public Health and Medical Services) based on the plan and then orient state, tribal, and local partners to OHA's preparedness structures and response posture, as reflected in the plan. **[HB 2927, HB 2896]**
- Evaluate the organizational structures outlined in the Basic Plan of the Emergency Operations Plan to determine if the linkage of the Governor's Office and the Governor's Disaster Cabinet to the incident response structure is clear and specific. Agency-specific support plans need to reflect the linkage to the larger enterprise plans and the role agency leaders play in emergency operations. The suspension of normal day-to-day systems during emergency operations needs to be clear. **[HB 2927, HB 2896, HB 2897]**
- Agency administrators should consider a critical review of their agency COOP (Continuity of Operations Plan) plan to determine if existing planning is adequate to guide agency operations in a future event. **[HB 2927, HB 2896, HB 2883]**
- Work on further integration between ESFs and ICS and set a clear understanding of who is leading. Have all agencies integrate ICS training into staff development broadly, inclusive of leadership. **[HB 2927, HB 2896, HB 2897]**
- Consider OEM's place within the Military Department and whether it is time to adjust OEM's placement in the state organizational structure to provide more visibility and alignment with partner response agencies. This evaluation should include converting the ECC from a coordination center to a full Emergency Operations Center. Create connections with local businesses that could fulfill needed communication requests and develop a communication method to place orders for those supplies from around the state—more top-down information sharing and clarity of information. **[HB 2927, HB 2426, HB 2896]**
- More coordinated, strategic, operational communication with local, state, tribal, and federal partners is critical to a successful response. Establish mechanisms and technology tools that support bi-directional communication from incident leadership to operational staff and vice versa. **[HB 2927]**
- An inventory management strategy needs to be established with clear roles and responsibilities for proper storage of supplies, expiration tracking, and stock rotation and replenishing. **[HB 2426, HB 2461, HB 2883, HB 2898]**

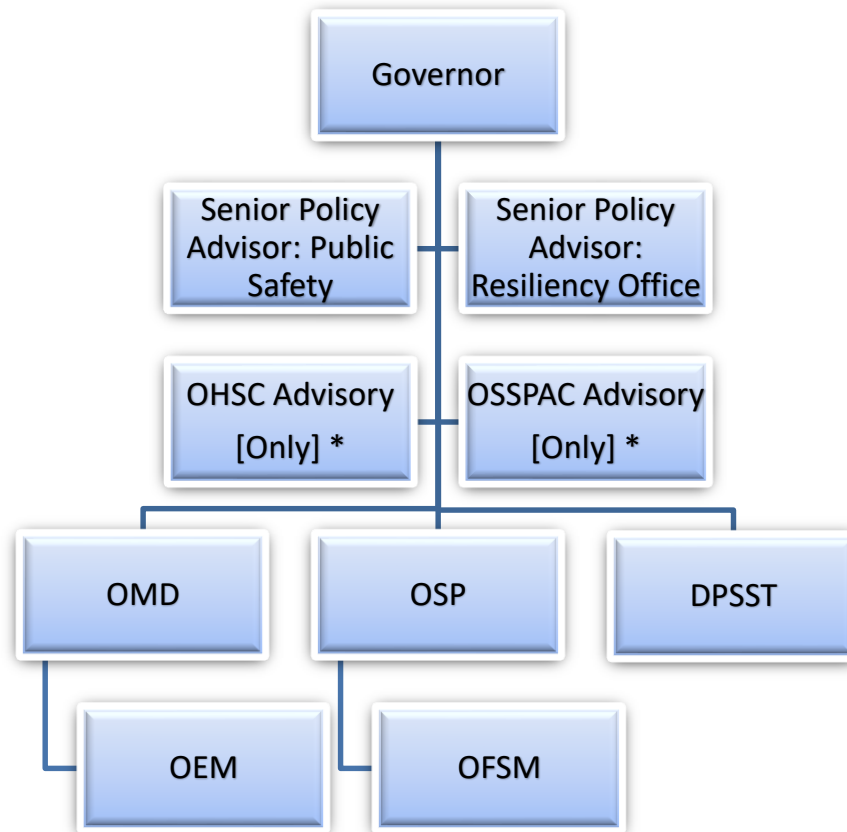


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**House Bill 2927 is the result of a three-year workgroup process. Every possible stakeholder interest was invited to participate. All/any stakeholder groups claiming potentially claiming a lack of opportunity must own their choices to remain unengaged. As drafted, the bill resolves most and improves all of the challenges identified in the summary. House Bill 2927 accomplishes the following:**

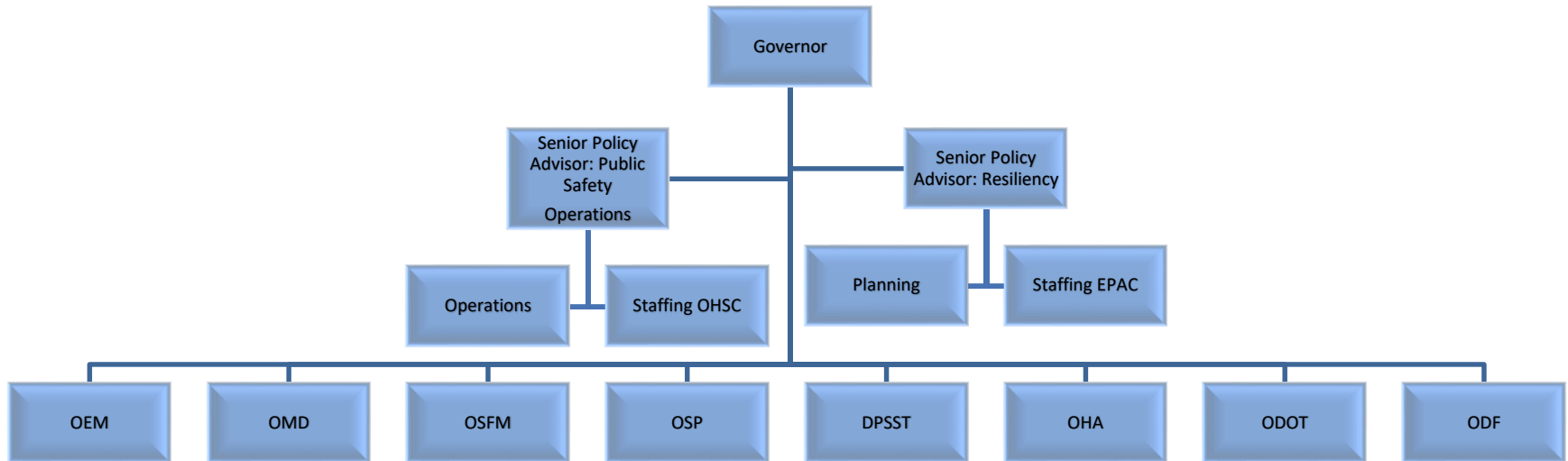
- Establishes the Oregon State Fire Marshal as an independent agency. This simplifies command and control, supporting the pivot towards expanding scale and scope outlined in the Governor's Council on Wildfire Response.
- Establishes the Office of Emergency Management into an independent agency. The new agency would have a specific advisory council for local, county, tribal, and stakeholder input, strengthening mission-critical partnerships.
- Transforms the existing Oregon Homeland Security Council into a commission empowered to coordinate agency operations;
- Establishes the Emergency Preparedness Advisory Council comprised of representatives from ESFs, non-profit/private/public stakeholders, and communities of interests for more comprehensive, equitable, and transparent long-term resiliency planning and preparedness.
- Transitions directors of the Oregon Department of Emergency Management, Military Department, State Fire - and improved Legislative oversight.
- Outlines areas for targeted investment of equipment, personnel, training, and resources through Emergency Management, enabling capacity to improve all the report's identified conclusions.

# EM REFORM PACKAGE: What We Have Now

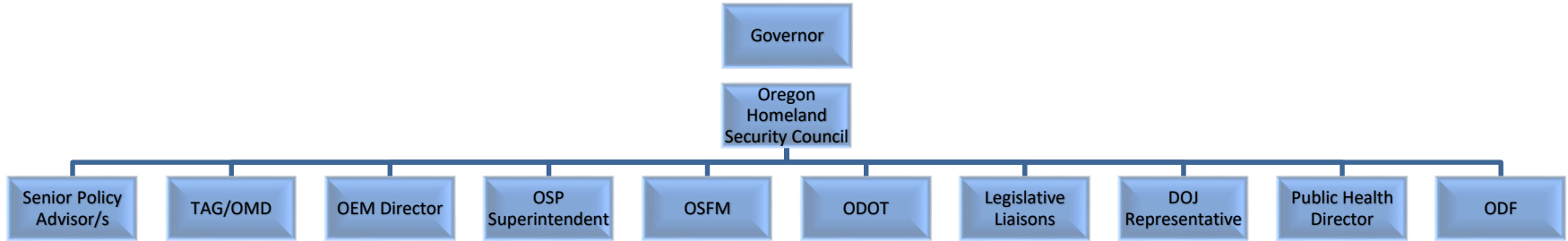


# EM REFORM PACKAGE

## What HB 2927 Does



# Oregon Emergency Services Delivery: Draft Framework

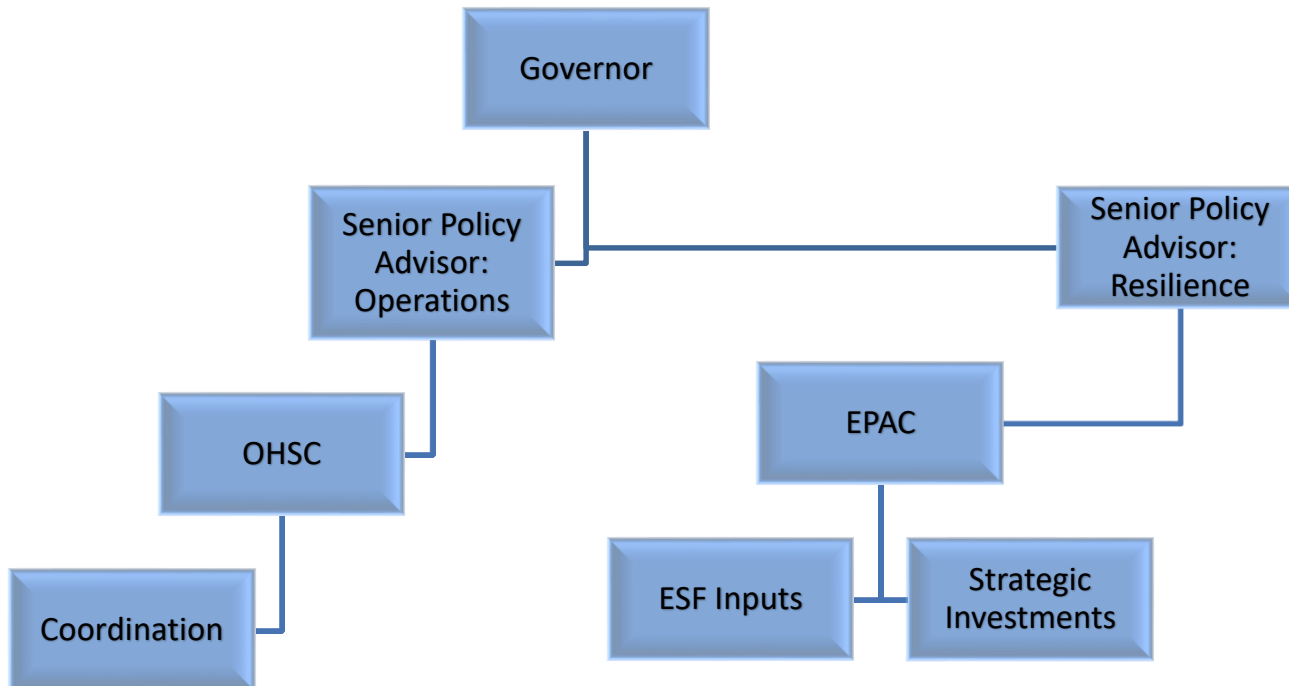


**This Concept Reforms the Oregon Homeland Security Council as the primary policy coordination role among the public safety services delivery organizations. With providing the authority for the Governor’s Office to staff/support this reformed OHSC we can implement a flexible, but coordinated strategy: through requiring “regular” coordination (at least once every 31 days), we can avoid some of the inherent “silos of excellence” mentality that could develop absent a culture of information coordination.**

**Note: The Governor may add members to the OHSC as deemed necessary on a permanent or temporary basis**

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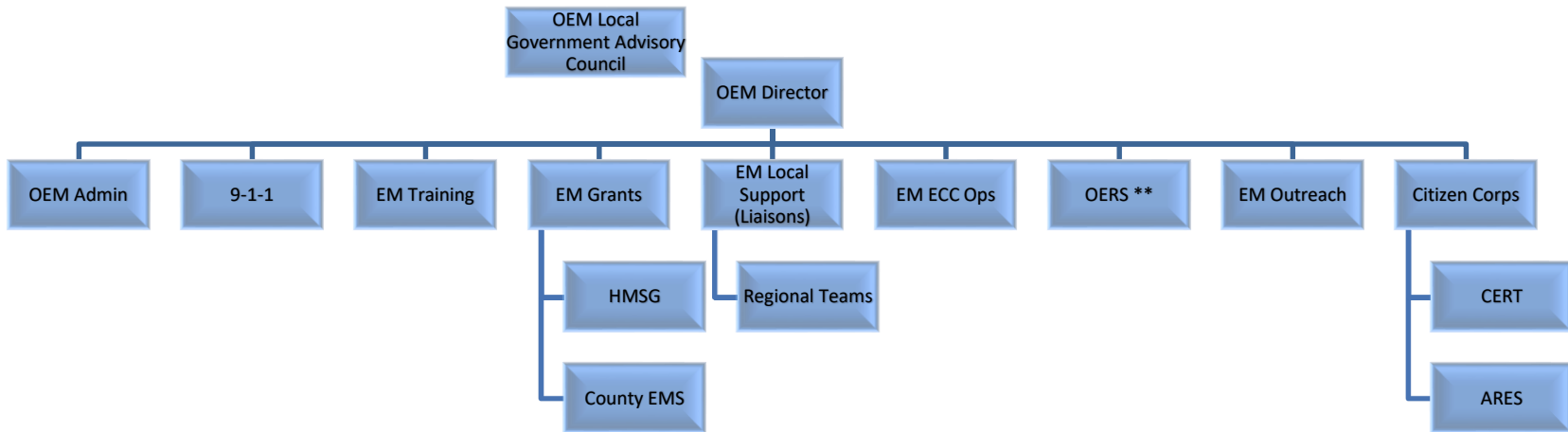
## What HB 2927 Does



# EM REFORM PACKAGE

## Draft Framework

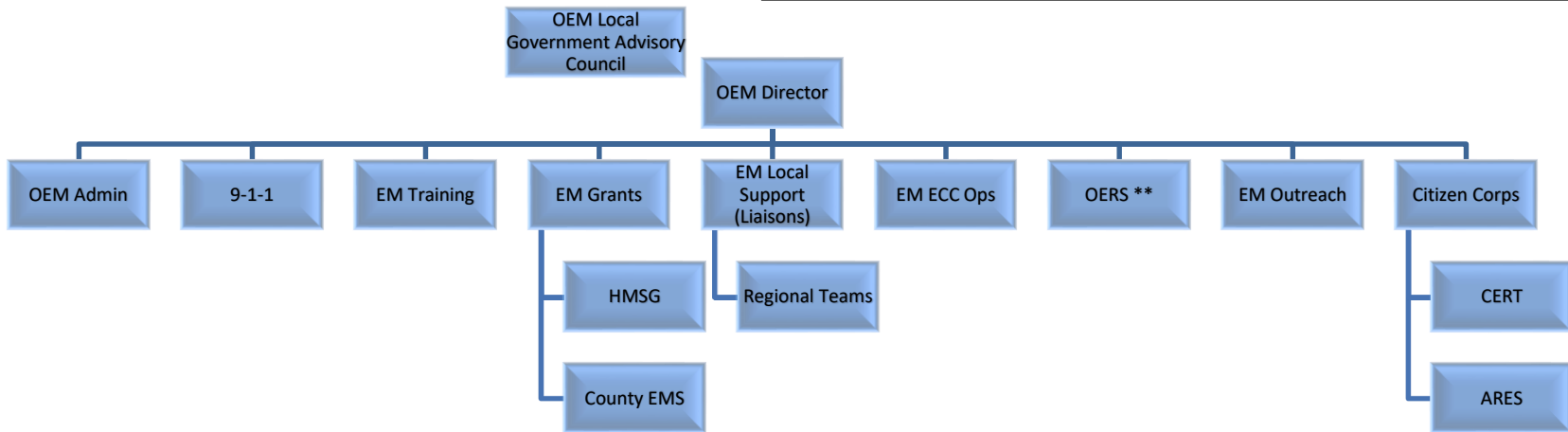
**OEM would expand existing functions, transition OERS from OSP/OSFM into OEM operations, and reset statewide volunteer coordination through Citizen Corps \***



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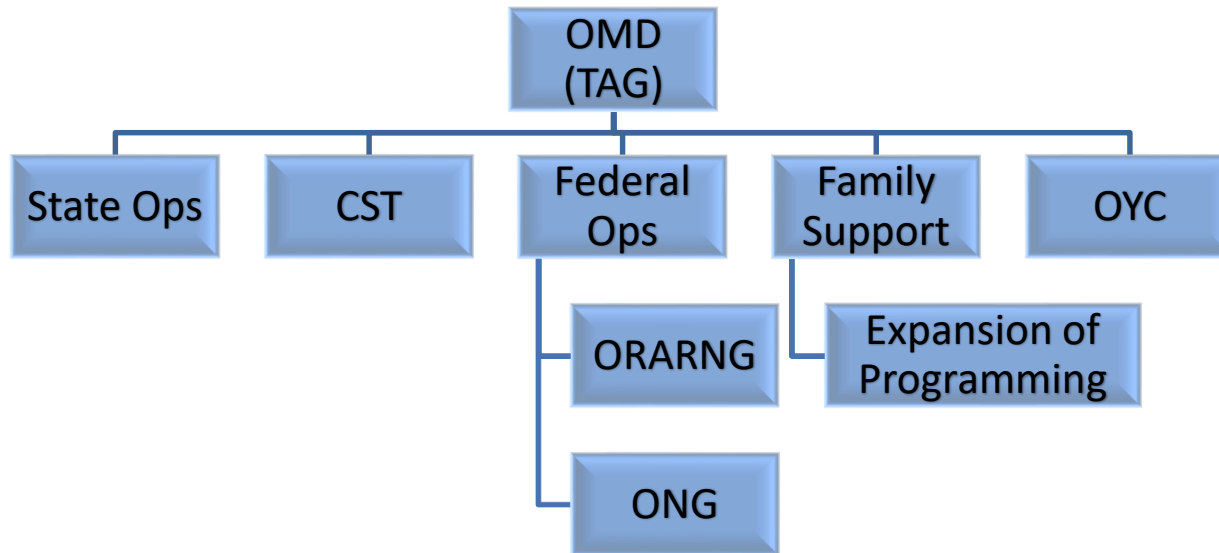
## Draft Framework

**OEM Government Advisory Council: Members from at least AOC, LOC, EMS, Fire & Rescue, OEMA, Sheriffs, and Volunteer EMS Community, Tribes, and 3 citizens-at-large**



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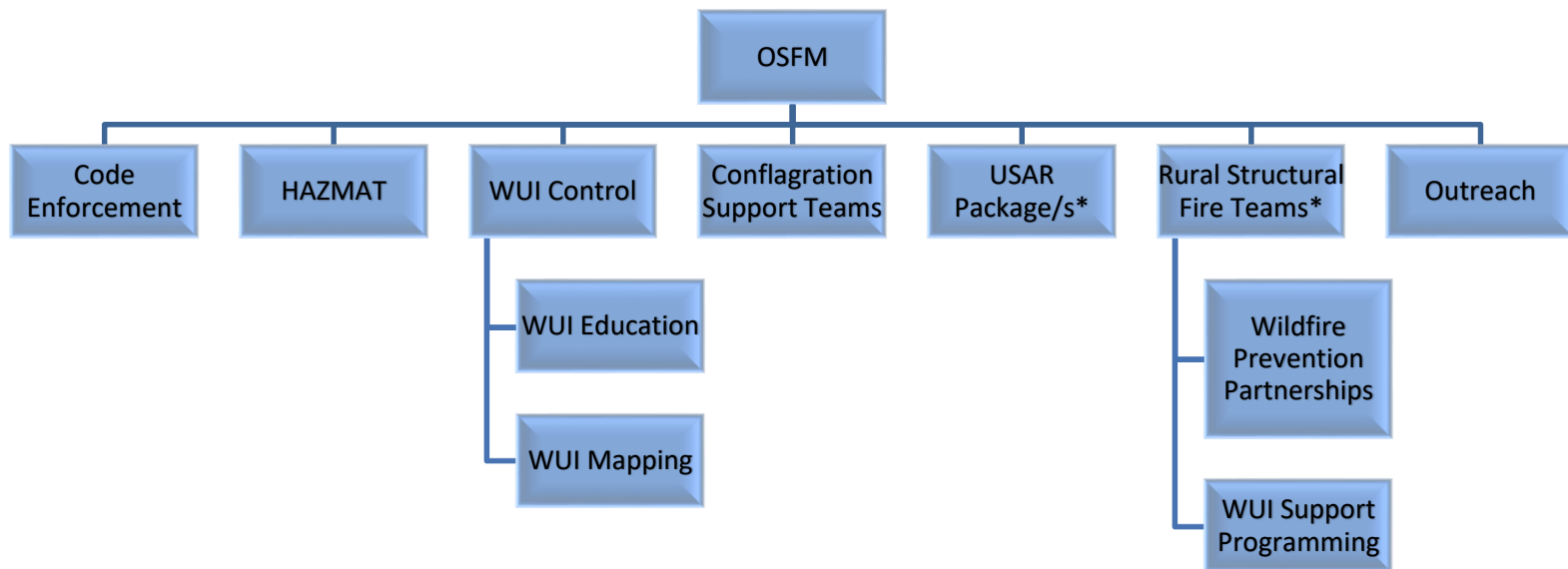
## Draft Framework





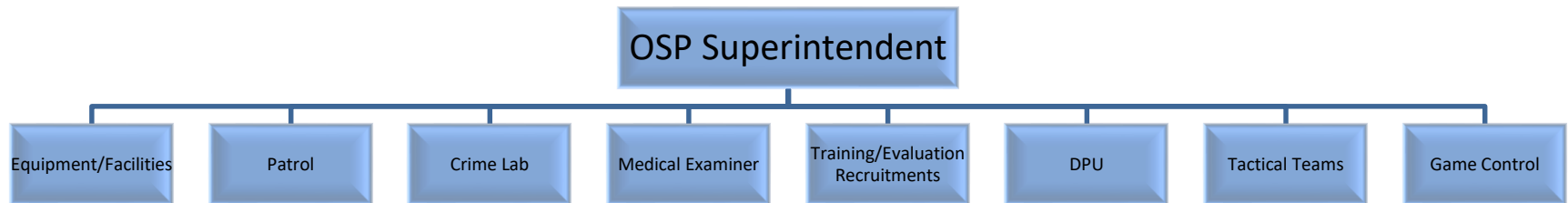
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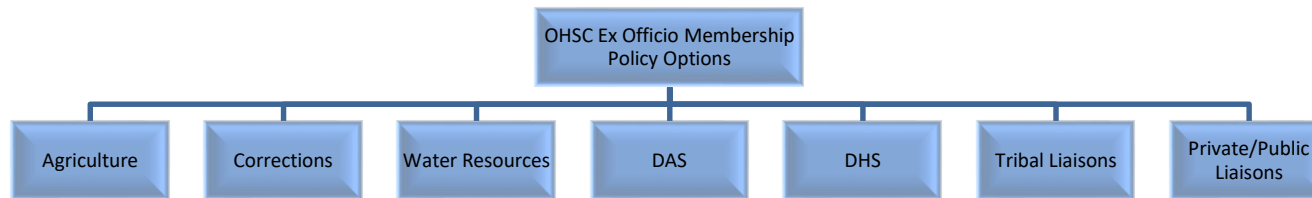
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## Draft Framework



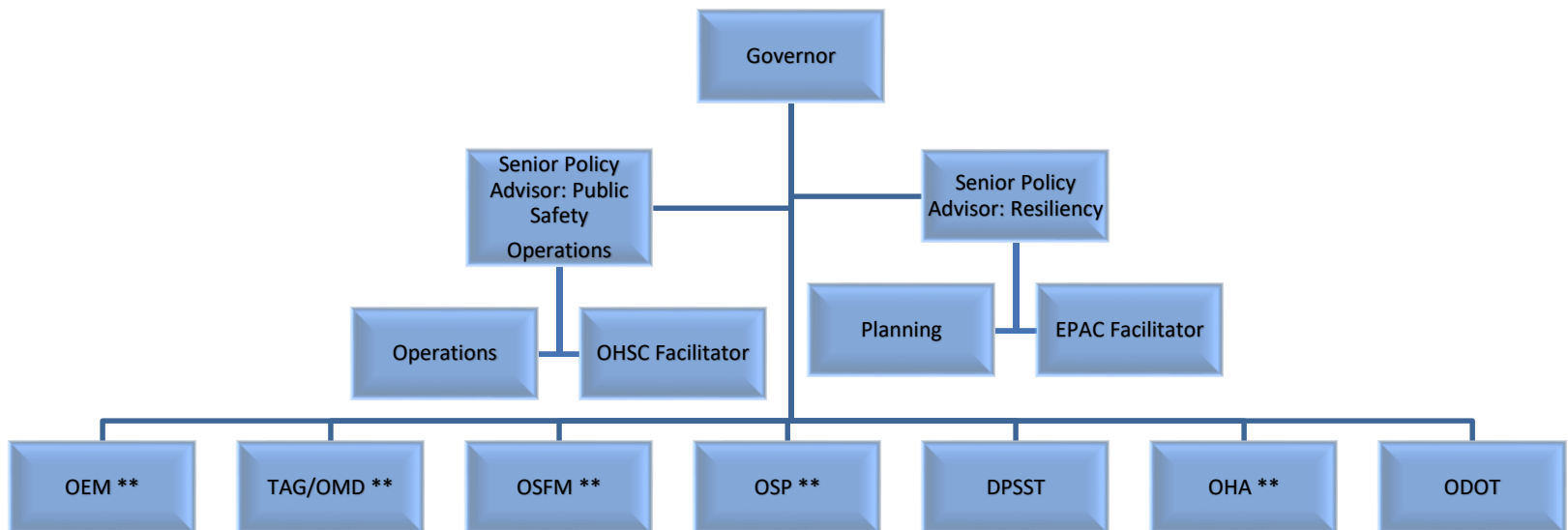
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## Draft Framework



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\*\* Director positions subject to Gubernatorial appointment and Senate confirmation under LC 0268

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## Draft Framework

### Explored Questions/Determinations:

- SAR/USAR maintain separate functionality \*
- All “Emergency Declarations” through the Governor’s Office (including OHA)\*
  - Note: OHA will not likely favor the simplification of disasters process, but appears open to it providing “Health Emergencies” are declared through Governor’s Office (not OMD/OEM) which is AS intended (OEM is facilitator/support – not an obstacle)
- EMS Policy work (specifically including ambulance stakeholders); OHA Report to 2023 Legislature with comprehensive recommendations
- Bipartisan support for “Policy 1<sup>st</sup>, Funding next” framework passed out of committee in 2020
  - Implementation should be phased in over Biennium
    - Some increase in staff/support for optimization
    - Very little near-term costs because of existing funding streams \*
- Alignment of “end-game functions” consistent with Governor’s requests (Fire Council)
  - Provides enhanced wildfire prevention/response capacities
  - Provides counties with enhanced all-hazards emergency preparedness tools

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## Draft Framework

### Open Questions for Future Work:

- OHSC Membership: Formal, Informal membership
- Workers Compensation programming for partner organizations during Governor-declared Disasters/Emergencies\*
- TITAN Fusion Center
- Dimensions of Advisory Boards: EPAC, OEM Advisory Council
- Staffing for New Capabilities
- Adjustments of existing funding streams for 21<sup>st</sup> Century requirements
- Optimal Reform Implementation horizon/timeline
- Credentialing “home” for volunteers and non-mandatory responders

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## Draft Framework

### Notional Milestones:

- July 2021 Specific Structural/Systemic Reforms outlined
  - Initial staff/structure/system changes
  - Adjustments for anticipated challenges identified
    - Authorities for transition
    - “Overhead” programming established: Finance, HR, supervisory roles, etc.
    - Legislative “Fixes” prepared for 2022 Session
- July 2021 New Structure established in statute
  - Final language outlining form and function – OHSC, EPAC, and OEM Advisory Board populated
  - Permissions enabled through statute (directors provided authorities for changes)
  - Stakeholders engagement/investment in new vision
- July 2022 New framework operational
  - Budget transitions
  - Equipment/resources/staffing adjustments

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## Draft Framework

