

Policy Committee Meeting Minutes

October 26th, 2012, 9 - 11 am

Beaverton Round Executive Suites
12725 SW Millikan Way, Suite 390
Beaverton OR 97005



RDPO

Regional Disaster Preparedness Organization

Unified. Prepared. Resilient.

Attendance

Policy Committee:

1. Donna Jordon, *Lake Oswego Rep.*
2. Phil Moyer, *Sandy Rep.*
3. Don Chaney, *Camas Rep.*
4. Casey Wheeler, *Columbia City Rep.*
5. Kim H. Tierney, *Vernonia Rep.*
6. Kathryn Harrington, *Metro Rep.*
7. Jeff Cogen, *Multnomah County Rep.*
8. Brian Cooper, *Fairview Rep.*
9. Paul Warr-King, *Gresham Rep.*
10. Dick Schouten, *Washington Co. Rep.*
11. Catherine Arnold, *Beaverton Rep.*
12. Aron Carleson, *Hillsboro Rep.*

Steering Committee:

1. Scott Porter, *Washington County Representative/SC Chair*
2. Dave Kirby, *Law Enforcement Representative/SC Vice Chair*
3. Dave Ford, *At-Large/Private Sector Representative*
4. Rebecca Geisen, *Public Works Representative (Representing Dan Boss)*
5. Cheryl Bledsoe, *Clark County Representative*
6. Mike Duyck, *Fire & EMS Representative*
7. Dave Houghton, *Multnomah County Representative*
8. Mike Greisen, *Columbia County representative*
9. Adrienne Donner, *Program Committee Vice Chair, (representing Erin Janssens)*
10. Carmen Merlo, *City of Portland Representative*
11. Dr. Gary Oxman, *Public Health Representative*
12. Bob Cozzie, *Public Safety Communications Representative*

Minutes

1) Meeting Opening:

- a) Welcome & Introductions
 - i) Scott Porter, RDPO Steering Committee Chair, opened the meeting by welcoming all participants. He gave special thanks to Cate Arnold, City of Beaverton Representative to the Policy Committee, for arranging the free use of today's meeting facility. Scott also thanked Denise Barrett, RDPO Administrator, and her staff for their work in organizing the meeting.

Program Committee/Work Groups:

1. Leslie Taylor, *Public Safety Communications Work Group (WG) Chair*
2. Joe Partridge, *Emergency Management WG Chair*
3. Lonny Welter, *Public Works WG Chair*
4. Michael McGuire, *Transit WG Chair*
5. Sarah Stegmuller Eckman, *WebEOC Regional Users Group Chair*

RDPO Regional Staff:

1. Denise Barrett, *RDPO Administrator/Grants and Finance Committee*
2. Rayna Mayo, *RDPO Project Assistant*
3. David Gassaway, *Program Coordinator based in Washington County*
4. Mike Maloney, *Program Coordinator based in Multnomah County*
5. Elaine Premo, *Program Coordinator based in Multnomah County*
6. Lorraine Churchill, *Program Coordinator based in Columbia County*

Guests:

1. Marissa Madrigal, *Chief of Staff, Multnomah County*
2. Todd Felix, *Gresham EM*
3. Larry Goff, *Assistant Fire Chief, Lake Oswego Fire*
4. Steve Muir, *Washington Co EM*
5. Mitch Neilson, *Hillsboro EM*

- ii) Following Scott's welcome remarks, all participants introduced themselves.
- b) Brief Opening Remarks & Agenda Review [Handout #1]
 - i) Denise Barrett gave opening remarks and reviewed the meeting agenda to set the stage. She explained that the meeting is intended to help Policy Committee members begin to get to know one another, to meet other RDPO colleagues, including Steering Committee members and regional staff, and to understand the Policy Committee's roles and responsibilities within the RDPO.
 - ii) She said that she and a team of Steering Committee members have designed a large portion of the meeting to engage Policy Committee members in a dialogue on the status of disaster preparedness in the region, to help illustrate the need for and value of the RDPO and the potential work of the Policy Committee.
 - iii) Denise then gave a brief overview of what disaster preparedness has looked like in the region, emphasizing that there have been several initiatives and the RDPO is designed to consolidate efforts into a single model for charting a clear vision and developing and implementing an agreed upon regional disaster preparedness strategy, work plan and policies.
 - iv) Key points:
 - (1) The region, which comprises Clackamas, Clark, Washington, Multnomah, and Columbia Counties and their cities and districts, began working on regional disaster preparedness 20 years ago.
 - (2) The Regional Emergency Management Group (REMG) formed in 1993 under an intergovernmental agreement (IGA) that included 22 jurisdictions and private entities. It had a policy advisory committee (REMPAC) and a technical group of emergency managers (REMTEC). REMPAC has been dissolved so the RDPO Policy Committee could be stood up.
 - (3) REMTEC remains, but we intend to explore how it might be consolidated into the RDPO at the work group level. We foresee that when the RDPO has been fully authorized, its agreement will state that the RDPO is the new regional organization replacing/ superseding REMG, which would then nullify the REMG IGA.
 - (4) The Department of Homeland Security Urban Areas Security Initiative grant (UASI) was established in the region in 2003. It has operated under an informal regional structure that engaged multiple disciplines and has helped build a range of capabilities with more than \$65 million in UASI funding to date.
 - (5) Other disaster preparedness initiatives have included those under individual discipline groups such as public health, hospitals and public works/water, including the work of the Northwest Oregon Health Preparedness Organization (NWHPO), the Cities Readiness Initiative (CRI) and the Regional Water Providers Consortium (RWPC).
- c) Denise then shared additional background to the RDPO's development:
 - i) The region agreed on the model of the RDPO as a result of an all-region visioning process, facilitated by CH2M HILL, from 2008-2009. Several stakeholders recognized a need to unify the multiple disaster preparedness efforts in the region into a collaborative organization to yield a more cohesive regional approach and to strengthen partnerships.
 - ii) The work of building the envisioned organization commenced in August 2011 (when Denise was hired to facilitate development of the RDPO and administer the agency).
 - iii) 2012 was devoted to standing up the RDPO structure, which included consolidating components of REMG and UASI. For example, REMPAC was dissolved so the RDPO Policy Committee could be formed, and the UASI grant program and its structure were absorbed into the RDPO. Several autonomous public entities, such as the HPO and the RWPC, and

- private sector representatives, such as the Utilities Emergency Management Work Group, were integrated into the RDPO structure (i.e., taking seats on the steering committee).
- iv) Meanwhile, the region has continued to implement its current strategy and work plan, building disaster preparedness capabilities in five mission areas—prevention, protection, mitigation, response, and recovery—through grant-funded projects. The region will test some of those capabilities (e.g., plans/concepts of operation, agreements, coordination, equipment, etc), as well as the relationships that have been built, during a full-scale exercise planned for May 2013.
 - v) During the next 8 months, the RDPO staff will engage all levels of the organization in the process of completing a strategic plan to chart the course of regional disaster preparedness for the next three years. The Policy Committee will be responsible for reviewing and approving the plan when it is completed in 2013. The strategy will include an organizational sustainability/funding strategy.
 - vi) In addition, the RDPO will embark on the process of formalizing/authorizing the organization by preparing a charter and determining the appropriate agreement that regional partners from the public, private and non-profit sector will sign.

2) Case for Launching “NextGen RDPO Policy Committee”:

- a) Introduction
 - i) Denise opened by explaining the purpose of the session: *By delving into a moderate earthquake scenario and taking stock of impacts measured against our current level of regional disaster preparedness, the new RDPO Policy Committee better understands its purpose and value as it commences its work within the RDPO. In addition, RDPO Policy Committee members will hear each other’s perspectives and begin to consider how to work together.*
 - ii) Denise introduced the three RDPO Steering Committee members who would help drive the dialogue: Chief Mike Duyck (Fire/EMS Representative), Dr. Gary Oxman (Public Health Representative) and Dave Ford (At-Large, Private Sector Representative).
- b) Presentation (Handouts #4 and #5) and Discussion
 - i) Denise gave a brief statement about the work of the region in building capabilities. [Note: the RDPO’s current planning process is aligned with Presidential Policy Directive-8 (National Preparedness), the National Preparedness Goal, and 31 core capabilities that fall under five mission areas: prevention, protection, mitigation, response, and recovery.]
 - ii) Denise emphasized that the region has funded more than just equipment over the years. It has developed a host of plans, established critical interoperable communication systems, trained and equipped tactical teams (e.g., HAZAMT teams), etc. And relationships and networks have been strengthened, which are vital.
 - iii) She shared that while the region has developed many capabilities, there is still much work to accomplish to ensure greater results in the event of a catastrophic event. She highlighted some of the gaps listed in Handout #4.
 - iv) Denise then reviewed the scenario to set the stage for the dialogue: M7.1 Earthquake; M6.0 aftershocks.
 - v) Chief Duyck kicked off the discussion: Believes it’s self-evident that we are not staffed or fully equipped to handle such an event; we would quickly be overwhelmed forcing us to move to a prioritized service model. We have established some fairly robust capability, but not enough for everyone. He identified management and policy surrounding scarce resources as a critical current gap in the region.

- vi) All systems we have today stop functioning normally even in the minor earthquakes we have experienced.
- vii) The Vernonia Flood experiences of 1996 and 2007 were introduced to highlight the regional coordination gap:
 - (1) Councilor Tierney: Most people didn't know we were in trouble. Vernonia was a blank spot in the middle of the map. Only communication out was via HAM radio. Main roads were impassable; only back roads—logging and hunters' back routes—could be used.
 - (2) Second flood (2007) we were more familiar with ICS; worked more smoothly but was a different incident. This time we had access to cell towers so comms were not completely cut off.
 - (3) Dave Houghton, Multnomah County Representative to the RDPO Steering Committee, manages the current regional project to develop a regional multi-agency coordination system and concept of operations plan (MACS ConOps), commented on the impact of a regional coordination gap—struggle to communicate in a consistent manner across jurisdictions—what we know, what we're doing about it. Must be able to apply scarce resources effectively. Must be able to communicate/explain why you're applying the resources the way you are. In the absence of a coordinated media message, we will find ourselves answering more questions than the original situation would have required.
 - (4) Scott Porter commented: State (Oregon Emergency Management-OEM) exhibited new behavior during the 2007 flood: *Don't ask us for help, ask your neighbors*. First time OEM directed county to reach out to neighbors in the region before the state. Put already stressed Vernonia and Columbia County Emergency Management under even more pressure when they actually needed the most help. Had we been functioning as a region, in a more coordinated manner, a better response would have been available.
 - (5) Chief Duyck: Still working on agreements between counties on how to work together. Must accomplish this.
- viii) A question was raised: *Is a purpose of the Policy Committee to serve as a regional MAC Group?*
 - (1) Denise answered: No, the RDPO is not operational in that sense. Instead, it supports a project to create a MAC system, including a plan and a group (MAC-G) to coordinate elements of a regional disaster response and recovery effort. As mentioned earlier, Dave Houghton is leading the MACS ConOps project. Many questions still need to be answered with regional stakeholder input before the system is operational. Discussions need to take place about the nexus of the RPDO and the MACS: Should the Policy Committee be the MAC-G or have representatives on the MAC-G? Should the RDPO staff be the staff of the MACS?
 - (2) Dave Houghton: Task for this group is to assist, guide, and bless the regional concept of operations/MACG.
 - (3) Dr. Gary Oxman: Coordinated regional messaging is a central, critical component. Public Health departments and hospitals around our region stood up a multi-agency coordination mechanism to address common messaging and coordination needs during the 2009-2010 H1N1 pandemic flu emergency.
 - (4) Dave Ford: Expressed hope that Policy Committee will yield predetermined policies and a functional policy group—not an aggregation of individuals working together, but truly a regional, partnered approach.
 - (5) Dr. Oxman: Even in a moderate event, information, such as shown in the H1N1 emergency, will not be available; information will develop in parts. Must be able to orchestrate dynamically as a region.

- (6) Dave Ford: Policy Group needs to be able to help the region function as a region. We need pre-determined policies and a functional Policy Group. Private sector holds the majority of assets; need to incorporate the private sector voice in development of government policies.
- (7) Kathryn Harrington (Metro Representative to the Policy Committee): Metro Council sees its job as functioning as a good partner.
 - (a) Metro has specific assets to bring to the table; it has a role to play in debris management, for example.
 - (b) Metro is positioned to support hazardous materials disposal as part of normal operations, as well.
 - (c) Convention Center and Expo Center have agreements with American Red Cross for mass care/sheltering.
- (8) Commissioner Dick Schouten: How do we leave jurisdictional issues at the door?
 - (a) Dave Ford response: We are all partners, all together a community. In the event of a catastrophe, we will be called upon to help each other.
- ix) Councilor Arnold raised the issue of elected leader turnover as an impediment to the RDPO developing regional policies.
 - (1) She also shared concern about elected leaders not understanding the business and nature of emergency management, including business continuity, which she said applies not only to private sector, but to government as well. She asked: Do we have a basic description of what to expect, what is our role?
 - (2) Denise explained: The Policy Committee has a job description, which is laid out in one of the handouts provided. Key Steering Committee members and regional staff are positioned to support Policy Committee members' participation in the RDPO, educating and informing them in advance of meetings so that they can come to meetings prepared to discuss and approve policies, plans and other RDPO initiatives.
- x) Returning to the discussion on regional coordination, Councilor Wheeler of Columbia City said his Council determined the generator purchased with UASI funds would be a mobile generator so it could be shared if impacted partners might need assistance. Regional support/coordination system is needed.
 - (1) Dave Ford: Policy level is the gap and challenge in our regional disaster preparedness efforts. Mr. Ford then asked: What about agreements between public and private sectors? Even allowed? More of a relationship versus a written document?
 - (2) Councilor Jordan: Clackamas County may be the most reactive/opposed to regionalization. Need to link with local, citizen-based leadership; train as new leaders arise. If this earthquake scenario occurred, are we talking about pre-established emergency management quadrants? How does public policy work with private sector? How does this all get put into action?
 - (3) Scott Porter helped clarify: Local jurisdictions still respond locally. Regional coordination is not the same as incident command, which is initiated by local jurisdictions. Coordination among jurisdictions comes into play when one or more jurisdictions becomes overwhelmed and there is a need to prioritize incidents and scarce resources, develop or clarify policies, and agree on messages to the public.
 - (4) Dr. Oxman: As elected officials, to what extent do you have a regional responsibility? Why? What values drive your responsibility? Dialogue around this is needed.
 - (5) Councilor Tierney: Shared her support for the regional approach. She explained that her jurisdiction does not have enough leverage on its own to put things into place. She also said that the RDPO as a regional organization must take into consideration all parts of

the region, not just the urban centers. She explained that as a secluded rural county, Columbia County has resource needs that are different from other larger counties in the region.

- (6) Cheryl Bledsoe (Clark County, WA Representative to the RDPO Steering Committee): We are beholden to a different state altogether. Each state works very differently. State EM holds different expectations/different pressure levels to counties. We will be reliant upon federal assets in such a scenario which means state(s) relationship will be pressured.
 - (7) Councilor Jordan: Suggests we not use the term 'Portland' to better identify a broader audience. (She suggests "Willamette", "Columbia" or "Cascades", or other geographic descriptor versus city/county jurisdiction descriptor.) She also expressed the importance of the trust that must be established around the region for the RDPO to succeed.
- x) Councilor Warr-King: Said he doesn't understand who's going to be in charge in a regional disaster?
- (1) Some answers to his question:
 - (a) ICS still in place; nothing in that has changed. We have never had a regional application of this.
 - (b) This regional coordination body we're discussing (MACG) is a step to assist/address this.
 - (c) The Public Health MACG and the Medical MACG were good examples of models toward this.
 - (d) *Welcome Oregon* initiative to receive Katrina Evacuees: a group of elected leaders and executives was brought together to look at policy surrounding receiving disaster evacuees.
- xii) Chief Duyck: What's needed is more coordination and less command. We have ICS; need to be able to come together as a metropolitan community, establish how we're going to do this, and how we are going to support our community.
- (1) Dr. Oxman: We have a strong regional coalition of health care system partners. Within a highly competitive market we were able to create a common platform to address large scale issues.
 - (2) Scott Porter: We're talking about a MAC group that would assess/evaluate questions surrounding allocation of scarce resources. This entails establishing a new regional coordination body—a new system. Taking response upon ourselves rather than relying on the states.
 - (3) Cheryl Bledsoe: The policy level decisions are very different than the tactical ones.
 - (4) Dave Kirby (Law Enforcement Representative to the RDPO Steering Committee): Breaks down to simple terms – communications.
 - (5) Bob Cozzie (Public Safety Communications Representative to the RDPO Steering Committee): From a comms perspective, the damage derived from the disaster scenario we are using would not have a major impact on Public Safety Answering Points (PSAPS). Our job doesn't change, but volume of demand changes. We might have to streamline our nets forcing prioritization of calls/call types (altered practices.)
 - (6) Dave Ford: PGE is dealing with expanding the vision of its response. We do storms really well, but what about different scenarios? In a different situation, we must recognize our role. We're really in the construction management business. When we're looking to a regional group like this, we are looking to this group to help us make decisions as to what our people/assets can do to make our region better (repair). During H1N1, our

sector was just waiting for the regional leadership to make recommendations. As soon as that happened, we were ready to implement.

- (7) Chief Duyck: Our situation is not like a hurricane; we won't see it coming/little-no warning. Example: Shared/stranded worker agreements. If staff can't make it to normal location, can we work at supporting their reporting to a partner? We must establish policy to enable utilization of private, public, and NGOs talents/resources. Policy needs to consider not just the response phase, but also transition into recovery.
 - (8) Jeff Cogen (Multnomah County Representative to the Policy Committee): In some areas, we will naturally work better together. Must recognize practical issues: if a building is collapsed and those inside are deceased even excellent communications are moot. Identify key responders, key facilities, etc.
 - (9) Carmen Merlo (City of Portland Representative to the RDPO Steering Committee): Most residential homes are not mitigated for an earthquake. City of Portland has a program that promotes seismic strengthening of homes, as well as critical facilities.
- xiii) Question on public readiness: Are we going to upgrade our messaging on the 72-hour home emergency kit? 72 hours not enough to keep someone in their home.
- (1) Has been national standard; is changing but nationally has not shifted yet.
 - (2) Most of us are already saying a week minimum.
 - (3) More work on this standard to come.

Due to time limits, the dialogue ended at this point, with Denise turning the meeting back over to Scott Porter to facilitate the next two agenda items.

3) Expectations and Business Process:

- a) Scott Porter provided some examples of what will happen between Policy Committee meetings:
 - i) Development of the RDPO charter and an agreement—perhaps a memorandum of understanding, for partners in the region to sign as part of authorizing the organization.
 - ii) Work is beginning on the next regional disaster preparedness strategy—to supercede the current one, dated February 2011 (known as the Portland Urban Area Homeland Security Strategy). It will reflect our direction and priorities in regional disaster preparedness over the next three years. Policy Committee will review and approve the regional strategy.
 - iii) As other plans and policies are developed, they will be brought to the Policy Committee for review and approval.
 - iv) We will also explore sustainability, including financial viability, of the organization.
- b) Scott shared his hope that this group will standardize policy and messaging; we need consistency in the region (an example: all organizations agreeing to have the same curfew hours). The policy reflects not what the rules are but how they are applied.
- c) Membership: The RDPO is a voluntary organization; trust is central. [Note: voluntary means we agree to work collaboratively on the mission of increasing disaster preparedness in the region.]
- d) Chair and Vice Chair
 - i) Scott explained that this committee needs a chair and vice chair. Chair's role is to chair Policy Committee meetings; vice chair is the back-up. Regional staff will support the chair in developing the meeting agendas and handouts and in communicating with the Policy Committee members.
 - ii) After some discussion, it was agreed that members interested in serving as chair or vice chair should contact Denise (denise.barrett@portlandoregon.gov). If there are more candidates than positions, Denise will administer an election using an online polling tool.
 - iii) Term limits for these positions had not previously been envisioned (perhaps an area of future discussion).

- e) Meeting Location & Frequency/ Attendance
 - i) The Policy Committee will meet twice a year - spring and fall. Can meet additionally as needed.
 - ii) Friday mornings seem to work best (based on REMG model).
- f) Communication & Info-Sharing/ Staff Support
 - i) Denise will serve as the lead in communication to entire membership body.
 - ii) The "Policy Committee Support System" handout reflects Steering Committee members and regional staff assigned to support Policy Committee members by providing briefings/ updates that can keep them up-to-date and prepare them to participate in Policy Committee meetings.
 - iii) For the cities, your local emergency manager is also there to support you on RDPO matters.

4) Next Steps/Good of the Order:

- a) Next Meeting: targeting March 2013 (looking at three Friday options to choose from).
 - i) Looking for volunteer to host.
 - ii) One or two locations as a standard or round robin?
 - (1) Place on next meeting's agenda for decision
 - iii) Commissioner Schouten offered Hillsboro.
 - iv) Chief Duyck offered TVFR Command and Business Operations Center.
 - v) Clackamas County also offered to host.
 - vi) PC Leadership Elections
 - (1) Agenda item next meeting
- b) Q&A
 - i) Porter: Capability assessment will lead into strategic plan. In January, a strategic planner will be on deck to assist.
 - ii) A draft set of regional priorities will be ready at the spring Policy Committee meeting.
 - iii) Formalizing this (RDPO) organization is needed. All elements in place, but informal. No documents exist. REMG utilized an agreement. Intention to adopt and formalize our structure, set out how we're going to work together. This will be part of your Policy Committee role.
 - iv) Question regarding methodology of funding
 - (1) Some grant periods/streams only allowed equipment purchasing, no funding for planning
 - (2) Regional planning is tough even when fully funded
 - (3) Have to chip at effort year after year
 - (4) Leadership opportunity for this Policy Committee
 - (a) Example: (Oxman) Public Health determined no one will buy anything until the planning is completed
 - v) Ford: The state is putting together a public/private sector relationship building role; progress occurring.
 - vi) Public Health is conducting outreach via Preparedness Kits at libraries, as well as web information: www.crinorthwest.org/preptalk
 - vii) Map Your Neighborhood another good example.
- c) Look for communication from Denise regarding next Policy Committee meeting in the New Year.

5) Adjourn

- a) @ 10:58 am

Post-Meeting Action Items

- Next meeting's agenda:
 - Elections of leadership
 - Meeting locations: rotating a couple or throughout the region?