

Policy Committee Meeting

May 8, 2015

9:00 – 11:00 AM

TVFR Command and Business Operations Center
11945 SW 70th, Tigard, OR



RDPO

Regional Disaster Preparedness Organization

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Meeting Minutes

Policy Committee (PC) Members Present: [Quorum met: 7 of 12 members]

1. Tony Hyde, Commissioner, Columbia County and PC Chair
2. Catherine Arnold, Councilor, City of Beaverton
3. Larry Goff, Fire Department Operations Chief, City of Lake Oswego (proxy)
4. Vice Granato, Chief Operating Officer, Port of Portland
5. Kathryn Harrington, Councilor, Metro
6. John Ludlow, Commissioner/Chair, Clackamas County
7. Jeanne E. Stewart, Councilor, Clark County

Steering Committee Members Present:

1. Carmen Merlo, SC Chair and City of Portland Representative
2. Nancy Bush, SC Vice Chair and Clackamas County Representative
3. Scott Johnson, Clark County Representative
4. Alice Bush, Multnomah County Representative
5. Scott Porter, Washington County Representative
6. Jason Gates, Law Enforcement Representative

Other RDPO and Guests:

1. Denise Barrett, RDPO Manager
2. Emma Stocker, RDPO Planning Coordinator
3. Jay Wilson, Clackamas County Resilience Coordinator and Oregon Seismic Safety Policy Advisory Commission Chair
4. Andrew Phelps, Oregon Emergency Management Director
5. Axel Swanson, Policy Analyst, Clark County
6. Daniel Nibouar, Disaster Debris Planner, Metro
7. Rachel Novick, Multnomah County Emergency Management
8. Timur Ender, Commissioner Steve Novick's Office, City of Portland

1. Welcome, Introductions and Agenda Review – Tony Hyde, Chair

Chair Hyde opened the meeting at 9:05 am and asked for self-introductions. He followed with a brief review of the meeting agenda.

2. Administrative Matters – Chair Hyde

Chair Hyde asked if members present had reviewed the January 9, 2015, Policy Committee meeting minutes and if there was a need for changes. Hearing none, he entertained a motion to approve the minutes. Commissioner Harrington motioned for the minutes to be approved as written; Councilor Arnold seconded the motion. Members present approved the motion unanimously.

3. A Three-Part Presentation on Resilience and Recovery Topics – Jay Wilson, Clackamas County Resilience Coordinator, Disaster Resilience Fellow (National Institute of Standards & Technology/NIST), and Chairman (Volunteer) Oregon Seismic Safety Policy Advisory Commission (OSSPAC)

- a. Oregon Resilience Plan (ORP) Overview
 - i. 169 expert volunteers engaged in planning process.
 - ii. 50 year comprehensive plan.
 - iii. Plan organizes Oregon into 4 zones in relation to Cascadia Subduction Zone impacts.
 - iv. Planning for lifeline interdependencies: highlights downtime to recover various critical services; uses the term ‘resilience gap.’
 - v. ORP states that personal and community preparedness should be 2-4 weeks.
 - vi. Recommends creation of a state resilience officer; seismic assessments; and need to implement/fund robust sustained capital improvements.
- b. Legislative Action on the Oregon Resilience Plan
 - i. Many bills in 2015 session, spanning financing of seismic upgrades of multi-family units, back-up power supply options at gas stations, planning for mass displacement, school seismic rehabilitation, etc.
- c. National Institute of Standards and Technology (NIST) Resilience Guidance
 - i. Originated from 2013 presidential executive order.
 - ii. Community Resilience Planning Guide for Buildings and Infrastructure Systems.
 - iii. The guidelines, which drew on the Oregon Resilience Plan) focus on the needs of the community, connection of needs to the built environment (following Maslow’s hierarchy of needs).
 - iv. Not recommending creating standalone resilience plans, but integrating resilience into existing activities and planning.
 - v. Public comment period of the guidelines open now until June 26, 2015.
- d. Recovery in Tohoku, Japan Post-2011 Earthquake
 - i. Jay explained that he traveled there in September 2014, at the invitation of Oregon Public Broadcasting (OPB), which produced a series for its Oregon Field Guide on Oregon’s potential for earthquakes. Jay was a key subject matter expert for the series.

- ii. Jay explained that while recovery efforts are very robust, the town of Minamisanriku, which was hit hard by the tsunami, has a moratorium on redevelopment. He said the Japanese government has created a recovery plan for land use, a 5-10 year plan, which includes various conceptual diagrams to help people understand what recovery will look like, and why it is necessary.
- iii. Jay noted the engineering method of base isolation¹ as one lesson learned – i.e., that it works. Examples shared: a Red Cross hospital and a fire station. He said this approach to engineering is now more integrated into their building designs. Base isolation can reduce the cost of seismic upgrades to other aspects of the building because it reduces shaking and overall impacts to the building's integrity. Jay noted the Rockefeller Foundation calls this kind of mitigation the "Resilience Dividend."
- e. OPB Aftershock Web Application Presentation
 - i. Jay walked the group through the newly-developed interactive website: <http://blogs.uoregon.edu/cscenter/2015/05/28/aftershock-find-your-cascadia-quake-story/>.
 - ii. Users enter an address and get a customized story of impacts in their area and steps to prepare (information pulled from Oregon Resilience Plan).
 - iii. He said he participated in a three-day workshop with developers to build the tool.
 - iv. OPB's interactive social media experiment is scheduled for May 16, 2015.
- f. Discussion
 - i. Commissioner Ludlow asked Jay to talk about impacts to business, especially the potential impact of a protracted recovery of infrastructure systems on business survival.
 - 1. Jay pointed to the challenges businesses faced in the New York-New Jersey area following Super Storm Sandy. He said most businesses rely on "just in time" supply chains, so they may not be able to endure extended periods of down time. The other side is that the government / FEMA is supporting the role of the businesses in providing supplies for response and recovery. In this way, resilience can be a comparative advantage for the community to entice businesses to locate there. So with resilience as an outcome, it is connected to the business bottom line.

¹ Base isolation, also known as seismic base isolation or base isolation system, is one of the most popular means of protecting a structure against earthquake forces. It is a collection of structural elements which should substantially decouple a superstructure from its substructure resting on a shaking ground thus protecting a building or non-building structure's integrity.

[Reference: https://en.wikipedia.org/wiki/Base_isolation]

- ii. Scott Porter asked Jay to talk about the vision for the resilience officer and the role the position would have. Who would that role interact with to push the ball forward?
 - 1. Jay responded that the position's scope and priorities are still somewhat undefined. It is in part a policy advisor role to the governor. OSSPAC reports to the public safety policy advisor, and that connection has not always translated completely through a law enforcement perspective. The other role is to provide continuity at the legislative sessions, to keep the momentum going, elevating the role to a high policy level.
- iii. S. Porter follow-up question: Are there any models?
 - 1. Jay answered: San Francisco Resilience Officer (was formerly a building official), is now funded by the Rockefeller Foundation and its 100 Resilient Cities initiative. The interesting thing is that Resilience Officers can fit and work in many ways and may sectors (e.g. health, economics, etc.)
- iv. Carmen Merlo asked about the prospect of the bill passing.
 - 1. Jay Wilson responded: The fact that it has been given a fiscal allocation means someone has stepped up to support it.
- v. Councilor Harrington: How is RDPO impacted on this topic? While it is helpful to hear about the tsunami experience as an example of disruption, the bulk of the state population is not on the coast. She added that we need to shift the focus to the impacts of the shaking. We need to look to New Zealand and Japan for examples of how they dealt with social and economic disruption. And the tools are exciting but at some point we need to capture more attention of business and individuals. There is an element of pulling people together as employees or community members, and strengthening community resilience.
 - 1. Jay responded: Carmen Merlo's presentation on the New Zealand Earthquakes is much more applicable to the experience here in the region. In terms of community conversation, it's about finding out how people connect with each other, and how do people connect with where they are - leverage that to discuss the hazards – Portland's BEECN Project is an example of giving hope and purpose.
 - 2. Alice Bush added: the Oregon Resilience Plan calls out next steps, human resilience and civic infrastructure. The metrics of resilience are hard to measure.
 - 3. Jay responded: Legislating community resilience is not always the most effective method. Focusing instead on mass displacement – an issue for both coastal and inland areas. Upcoming task force will be

led by Health and Human Services, but a lot needs to be grassroots as well.

4. Denise Barrett: Speaking directly on RDPO activities, there is an initiative to develop common messaging across the region on community resilience. Traditional messaging has been fear based, and is not necessarily effective. The task force will hire a consultant that specializes in taking a social marketing approach to developing audience-specific messages.
5. Chair Hyde: Agree that fear based messaging does not necessarily translate to action. The quicker we can get people to take action, the better.
6. Jay added: Have had conversations about the perception of making this an emergency management issue; it can be less scary if it's a conversation about community development, tied to where people are going on a day-to-day basis. If it can be enculturated, then the challenges and opportunities are side-by-side.
7. Councilor Stewart: Emphasized the importance of local efforts in making an impact on community resilience. In Clark County and Vancouver, CRESA, police, fire and other first response partners have provided training for key people to help them get past the fear. She provided illustrations of community resilience impacts resulting from such programs as Neighborhood Watch, Citizen Fire Academy and the Community Emergency Response Team program.
8. Jay added: There's been a great deal of research around social capital, and how communities come together after a disaster. Anything that can bring a community together will help that community after a disaster.
9. Chair Hyde: FEMA's baseline now is that community preparedness, e.g., CERT programs and Neighborhood Watch, is the first line of defense. As long as it is organized, it can help with response and recovery. Expanding efforts to prepare communities gets us further to the point of resilience.
10. Jay concluded: The most important thing is building the sense of community ahead of time.
11. Chair Hyde thanked Jay for his presentation.

4. **Emergency Management Program Grant** (Emergency Agenda item) – Chair Hyde and Carmen Merlo (RDPO Steering Committee Chair/City of Portland Representative), with guest Andrew Phelps, Director, Oregon Office of Emergency Management (OEM)
 - a. Chair Hyde explained to the Policy Committee that there was a pressing topic that affects emergency management programs in our region, as well as statewide.

- Specifically, he said OEM was in the process of potentially cutting allocations of Emergency Management Performance Grant (EMPG) funds to these programs, and then invited Carmen Merlo to provide more details.
- b. Carmen Merlo reported that several days ago, cities and counties across the state received notification that annual EMPG allocations could be considerably less than what was anticipated, in some cases a reduction of as much as 30%. This grant funds many emergency management agency positions. Jurisdictions completed their budgeting cycle earlier this year under OEM's guidance to budget in line with the past year's level.
 - c. Carmen added: Without this funding, many agencies would need to lay off staff, or get creative about how to fund them. EMPG is one of three Department of Homeland Security grant programs the state manages. The other two are the State Homeland Security Program grant and Urban Areas Security Initiative (UASI), which is passed through to our region. EMPG is disbursed annually and requires 50% cash match from the local jurisdiction. The majority of these funds cover the cost of people (unlike UASI and SHSP). For example, EMPG for PBEM pays for rent and staffing. In the past, the funding has been relatively stable year-to-year. If the figure presented by OEM does not increase, PBEM may take a \$180,000 hit. Though unplanned, we'd like to invite OEM Director Andrew Phelps to speak about the EMPG allocation.
 - d. Councilor Harrington: Is the grant federal?
 - i. Carmen: Yes.
 - e. Councilor Harrington: And the grant is administered by the state?
 - i. Carmen: Yes.
 - ii. Chair Hyde added that it is especially important for small governments, as it is often the case that their emergency management programs are based entirely on this funding. And when budgets get tight, EM programs are the first programs to get cut.
 - f. Councilor Stewart asked: Can you help us to understand why this is important to us? And are you asking for help?
 - i. Carmen explained that without the EMPG, some jurisdictions could not run their EM programs – in other words, the staff covered by the grant provides key emergency management capabilities.
 - g. Vice Chair Novick: The timing of this reduced allocation is also problematic because as recently as two months ago, we heard it would be the same funding as last year, and our jurisdictions moved forward with budgets. The potential gap is problematic.
 - h. OEM Director Andrew Phelps: Oregon passes through about 80% of EMPG funding to local jurisdictions (the highest proportion of any state). While there is no federal requirement for the state to pass through these funds, OEM would like to continue to pass through a large portion of them. The recent communication sent to the local

- jurisdictions was not the final numbers, but the *minimum*, then the remainder is allocated by application and population.
- i. Andrew continued: A few things changed this year, specifically six additional applications (four tribes, one municipality, and one county). OEM will know on June 13 what each jurisdiction will get. Once all eligible applicants have applied, we will then be able to adjust the initial minimum allocation per jurisdiction, based on program size and population. OEM expects that some jurisdictions may not apply due to cash match and reporting requirements. Larger population areas took a bigger hit in the minimum allocation, but it is dynamic until the applications are submitted. OEM took a larger portion in the preliminary allocation, but in truth OEM should not, so that money will go back into the pot for local jurisdictions.
 - j. Vice Chair Novick: We cannot wait until June 13 and have decided to call our state reps.
 - k. Andrew Phelps shared that the letters to the jurisdictions specified minimum allocations, adding that it may have been misleading to give information about the minimum, since it does change. It is our desire to fund each local position that was funded in 2014. In some places, 100% of their EMPG goes to staff, in some places its only 40% that goes towards staff.
 - l. Commissioner Ludlow: This came as a surprise and will impact us all.
 - m. Commissioner Ludlow then motioned to authorize Chair Hyde, with support from RDPO staff, to write a letter to OEM articulating the opinion of the RDPO jurisdictions. The motion was seconded by Vice Chair Novick. All present voted in favor; there were none opposed.
 - n. Carmen thanked Andrew Phelps for participating. In response, he said that it is helpful for OEM to reflect on its processes and how it communicates to its stakeholders and make improvements, as needed.
- 5. RDPO Program, Organizational and Financial Updates – Carmen Merlo, Steering Committee Chair, Denise Barrett RDPO Manager, and Scott Porter, Washington County Representative to the RDPO Steering Committee**
- a. UASI grant update
 - i. \$3 million award for 2015.
 - ii. Final application included 25 projects, grouped into 6 investment areas.
 - iii. City of Portland (PBEM) expects to receive the contract from OEM this October. Spending will begin in 2016; close of grant for us will be circa May 2019.
 - iv. For more on the investments/project funded, please go to <http://www.portlandoregon.gov/rdpo/article/530530> [Note: FEMA did not change its template to reflect 2015, so the document is labeled 2014.]
 - b. Other Program Items

- i. RDPO Strategic Planning: Denise mentioned the RDPO will be embarking on a yearlong strategic planning process beginning this fall, which will engage all parts of the organization.
- ii. Denise also mentioned the RDPO and PBEM have participated in the National Critical Infrastructure Protection Data Call, which contributes to the annual risk ranking exercise – a component of the UASI grant eligibility process. The Oregon TITAN Fusion Center is coordinating our region’s submission of data to the feds.
- iii. Project Spotlight: Access and Functional Needs Assessment Project
 1. Scott Porter explained the need for and nature of the project, which is to hire a consultant to assess the emergency management programs of the City of Portland and the Portland metropolitan counties in regard to meeting the needs of people with disabilities and those with access and functional needs in preparation for and during major emergencies and disasters. The primary focus of the assessment will be on plans and capabilities related to notification/warning, evacuation, transportation, and sheltering.
 2. Scott noted that several disasters, such as Katrina and Sandy, have shown many issues with evacuation, mass care and sheltering accommodations, and support for those with access and functional needs. He said it is important to know how well our plans meet the needs of access and functional needs communities.
 3. Scott added that there have been several lawsuits recently against jurisdictions for not being prepared and able to respond. Examples: Los Angeles (note: the suit was not as a result of an incident, but for non-compliance in plans); a county in Florida; and New York City following Sandy (did well in some areas and not well in others; engaged the community in resolution). Washington, D.C., is being sued now.
 4. Scott said that participating jurisdictions from the region envision coming out of this with a "transition plan" to guide improving plans and standard operating procedures.
 5. Scott hopes the RDPO/PBEM will be able to award a contract in July/August 2015. Funds are allocated under UASI FY2014 and FY2015.
- iv. Organizational Updates
 1. Denise said that to date 15 jurisdictions have signed the RDPO IGA.
 2. Councilor Stewart reported that Clark County submitted a letter stating the partnership between Clark County and Vancouver in terms of participation with RDPO. Both will become contributing members as of the start of the new fiscal year (July 1, 2015).

3. Denise explained the RDPO has just over \$30,000 in locally contributed funds for projects. Some of those funds are already allocated to projects.
4. Denise said that over the summer she will update the Policy Committee's Standard Operating Procedure (SOP) to reflect the RPDO IGA, and share it with the PC in advance of the fall meeting.
5. Next meeting will likely occur near the end of September or in October 2015. She will send a Doodle poll to find a date and time that works.

6. Discussion / Good of the Order – Chair Hyde

- a. Chair Hyde asked: Might the UASI ranking change again?
 - i. Carmen Merlo: 21st is highest we've ranked so far for UASI.
 - ii. Denise Barrett added: Great coordination this year with OEM and the Oregon Department of Justice on the data call, which impacts ranking.
- b. Commissioner Ludlow: Clackamas County attended Emergency Management Institute in Emmitsburg, MD, with 72 people, including representatives from cities, the county, hospitals, Metro, the State of Oregon, and others. It was a successful experience for us, testing of plans and procedures.
- c. Councilor Stewart: About a week ago we had an executive level presentation on earthquake and disaster preparedness. Our emergency manager (Scott Johnson of CRESA, who is also the Clark County and Vancouver representative to the RDPO Steering Committee) gave the presentation and did an excellent job.

7. Adjournment – Chair Hyde adjourned the meeting at 10:57 am.