



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

May 20, 2020

The Honorable Representative Paul Evans, Chair
The Honorable Representative Rick Lewis, Vice-Chair
The Honorable Representative Marty Wilde, Vice-Chair
House Interim Committee Veterans and Emergency Preparedness
900 Court Street NE
Salem, OR 97301-4048

Dear Chair Evans and Vice-Chairs Lewis and Wilde:

The purpose of this letter is to address questions from email correspondence in preparation for your committee hearing on May 27, 2020. Unfortunately, I will be out of state on business travel and cannot provide in-person testimony with regard to restructuring the Office of Emergency Management (OEM) and specifically creating OEM as a stand-alone agency within the State Executive Branch.

In the recent past, there have been a number of bills seeking to separate OEM from the Oregon Military Department (OMD). During the 2019 Legislative session HB 2730 and HB 3439 were introduced, and during the 2020 Legislative session HB 4041 was introduced. The agency did not have a position on the past three proposals and we do not have a position today. As a part of our conversation on the April 29th meeting, there are a number of points I would like to reinforce so there is no confusion. They are:

1. I fully support the existing structure of OEM residing within OMD. This alignment has been in place since 2007 and I am supportive of how the Governor has aligned OMD. OEM is a small office of 44 FTE, and under times of emergencies they lack the ability to support this State to our expectations without assistance.

2. I would like to reiterate that Mr. Phelps' letter dated Jan 5, 2019 calls for neither retention nor divestiture of OEM from OMD, it merely notes that he is receiving overhead support and accessibility within State government to perform OEM's mission. Additionally, he proposes a study at the enterprise level to determine where OEM functions are best aligned. OMD does not have sufficient funds to commission such a study, but it fully supports this initiative if funding were to be appropriated.

3. There are also economic considerations if OEM were to move; specifically, cost efficiencies in combining state functions/agencies, particularly in the central service areas of finance, payroll, budget, and human resources. If OEM is to be made a stand-alone agency or be a part of a broader public safety structure, coverage of those services will create one-time and on-going costs.

Regarding OEM's role in the COVID-19 response, I would like to say up front that my heart goes out to our citizens and all the challenges they have faced during this crisis. With science and data as a guide, and heeding the advice of our medical experts, the State has charted a strategy to save lives and protect Oregonians from the worst of the COVID-19 pandemic.

OEM has played an integral role in the COVID-19 response, heavily supporting the Governor's office and the primary agencies in this response – the Oregon Health Authority and the Department of Human Services. This crisis may be with us well into 2021. OEM will continue to work closely with counties and emergency managers to ensure close statewide coordination for everyone supporting this crisis.

In the meantime, I have provided input to the Department of Administrative Services as they contract for a company to provide an After Action Review of the State's pandemic response across the enterprise to date. I look forward to participating in the review and assessing how OMD/OEM performance can be improved as our support continues.

If the Oregon Military Department can be of further assistance, please do not hesitate to contact me at (503) 584-3600, or via email at michael.e.stencel.mil@mail.mil. Additionally, Mr. Dave Stuckey can be contacted at (503) 584-3884 or dave.stuckey@state.or.us.

Sincerely,



Michael E. Stencel
Major General
The Adjutant General

One Enclosure
OEM Letter dated Jan 5, 2019

cc:

Mr. Constantin Severe, Governor's Public Safety Policy Advisor



Oregon

Kate Brown, Governor

Military Department
Office of Emergency Management
PO Box 14370
Salem, OR 97309-5062
Phone: (503) 378-2911
Fax: (503) 373-7833

MEMORANDUM

To: Maj Gen Stencel, The Adjutant General

Cc: Dave Stuckey, OMD Deputy Director

From: Andrew Phelps, OEM Director

Date: 05 JAN 2019

Regarding: OEM/OMD Deconsolidation Considerations (Discussion on 2019 HB 3439)

There are four primary benefits for establishing a stand-alone state-level emergency management agency in Oregon, and three primary benefits to keep emergency management at the division level within a larger agency. The following is a description of those benefits and the current context for consideration.

Benefits of a stand-alone emergency management agency	Current Context
Unfettered direct line of communication from the emergency manager to the chief elected official.	Governor and OEM director communicate directly without barriers when issues warrant.
Places emergency management priorities as the agency's top priorities.	OEM priorities were 3 of the top 4 OMD requests in the 2019 ARB, and were also highly prioritized in the 2017 OMD ARB. Prioritization competes with more direct military related priorities.
Places the emergency management director at a peer level with other critical agency heads/Provides a higher level of authority as an agency director.	Current OEM director has built relationships with many agency directors and has buy-in and support from most agency directors that lead OERS agencies.
May shift focus from primarily a "response" oriented organization to include more hazard and risk reduction focus for the organization.	This shift is currently occurring within OEM, in large part driven by additional planning, mitigation, and long-term recovery resources, which could potentially be provided in the current organizational structure.

Benefits of embedding emergency management within a larger agency	Current Context
Provides a level of political “top cover” for emergency management related issues.	OEM leadership is generally brought in to address controversial, complex, or sensitive issues directly relating to its operations
Close coordination with National Guard response resources.	Proximity to Oregon National Guard leadership and their Joint Operations Center allows for much easier planning and coordination than with other state agencies; however, this is due more to their historical response role and physical proximity to OEM than to a shared organizational structure.
Reduced costs for administrative functions needed to support a stand-alone agency	OEM contributes much less for shared agency-wide budgetary and human resource functions than if OEM were a stand-alone agency.

Bottom Line:

With current OMD and OEM leadership, many potential challenges that could be solved by establishing OEM as a stand-alone agency have been mitigated.

A focus on growing OEM within OMD through continued advocacy for increased staffing and other resources is the best course of action. A study of current emergency management and risk-reduction related functions occurring throughout Oregon state government is recommended to determine, at an enterprise level, whether or not those functions are located within the appropriate agency. Part of this study should be to evaluate the long-range benefits of OEM as a stand-alone agency and the specific financial impacts of such a move or whether OEM should be under the umbrella of a new State agency with a greater focus on hazard and risk reduction.

For reference, below is a breakdown of how each of the 50 states (and DC and American Samoa) organize and staff the emergency management function for their jurisdictions.

State Emergency Management Organizations/Staffing (Source: 2018 NEMA Biennial Report)

State	Appointing Authority	Organizational Structure	# of FTE
AK	Governor	Adjutant General/Military	62
AL	Governor	Governor's Office	81
AR	Governor	Governor's Office	101
AS	Governor	Combined Emergency Management/Homeland Security	56
AZ	TAG	Adjutant General/Military	50
CA	Governor	Combined Emergency Management/Homeland Security	998
CO	Governor's Homeland Security Advisor	Public Safety	64
CT	Public Safety Secretary	Combined Emergency Management/Homeland Security	59
DC	Mayor	Combined Emergency Management/Homeland Security	119
DE	Governor	Public Safety	36
FL	Governor	Governor's Office	157
GA	Governor	Governor's Office	125
HI	Governor	Adjutant General/Military	75
IA	Governor	Combined Emergency Management/Homeland Security	61
ID	TAG	Adjutant General/Military	42
IL	Governor	Governor's Office	189
IN	Governor	Combined Emergency Management/Homeland Security	265
KS	Governor	Adjutant General/Military	49
KY	Governor	Adjutant General/Military	82
LA	Governor	Governor's Office	53
MA	Governor	Public Safety	81
MD	Governor	Adjutant General/Military	69
ME	Governor	Adjutant General/Military	29
MI	Governor	State Police	153
MN	Public Safety Secretary	Public Safety	66
MO	Public Safety Secretary	Public Safety	94
MS	Governor	Governor's Office	155
MT	TAG	Adjutant General/Military	23
NC	Governor	Public Safety	197
ND	TAG	Adjutant General/Military	73
NE	TAG	Adjutant General/Military	37
NH	Governor	Public Safety	43
NJ	Governor	State Police	237
NM	Governor	Combined Emergency Management/Homeland Security	65
NV	Public Safety Secretary	Public Safety	34
NY	Governor	Combined Emergency Management/Homeland Security	469
OH	Public Safety Secretary	Public Safety	94
OK	Governor	Governor's Office	32
OR	TAG	Adjutant General/Military	44*

PA	Governor	Governor's Office	168
RI	Governor	Governor's Office	32
SC	TAG	Adjutant General/Military	60
SD	Public Safety Secretary	Public Safety	20
TN	Governor	Adjutant General/Military	107
TX	Public Safety Secretary	Public Safety	305
UT	Public Safety Secretary	Public Safety	62
VA	Governor	Combined Emergency Management/Homeland Security	159
VT	Public Safety Secretary	Public Safety	24
WA	Governor	Adjutant General/Military	83
WI	Governor	Adjutant General/Military	65
WV	Governor	Department of Military Affairs and Public Safety	66
WY	Governor	Governor's Office	21

* = OEM budgeted positions for the 19-21 Biennium is 44.

17 states place emergency management within a military department (10 of those EM directors are appointed by the governor, 7 are appointed by TAG). 14 states place emergency management within a public safety agency or state police

21 states have emergency management (or combined EM/Homeland Security) reporting directly to the governor.