

ANALYSIS

Item 9: Oregon Military Department Regional Catastrophic Preparedness

Analyst: Julie Neburka

Request: Approve, retroactively, the submission of a federal grant application to the U.S. Department of Homeland Security in the amount of \$400,000 to review and develop logistics and supply chain management plans for use in catastrophic disasters.

Analysis: The Regional Catastrophic Preparedness grant program is one in a suite of grant programs offered by U.S. Department of Homeland Security, Federal Emergency Management Agency (FEMA) for building preparedness capabilities at the state and local level. Specifically, this grant fund activities that close known preparedness capability gaps and improve regional collaboration for catastrophic incident preparedness, including regional pandemic preparedness.

The Office of Emergency Management (OEM) would use the grant to review and develop logistics and supply chain management plans, as those are known resource gaps identified in various recent after-action reports. Two limited-duration planner positions would develop the logistics management plan; develop and conduct training on the plan for state, local, and tribal partners; plan and conduct exercises for implementing the plan; and improve the plan based on evaluation of the exercises and feedback from local partners. The City of Portland's Regional Disaster Preparedness Organization will be leveraged to ensure that OEM's logistics and supply chain management plans function seamlessly in Oregon's federally funded Urban Areas Security Initiative (UASI) region.

FEMA has made \$12 million available nationally, anticipating 12-20 awards of no more than \$1 million each for a three-year period starting September 1, 2021. There is no required state match. This grant opportunity became available on May 20, 2021 and the agency applied on July 16, 2021, without providing timely ten-day notification to the Legislature. The Legislative Fiscal Office notes that OEM will become a stand-alone state agency as of July 1, 2022 and will need to establish robust administrative processes are established to ensure future legislative requests are timely. The agency does not anticipate needing additional Federal Funds expenditure limitation for this grant, which was awarded to OMD on August 31, 2021 in the amount of \$388,463.

Recommendation: The Legislative Fiscal Office recommends that the Joint Interim Committee on Ways and Means approve the request.

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Oregon Military Department
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Request: Retroactive authorization to apply for a 2021 Regional Catastrophic Preparedness grant totaling \$400,000, from the Federal Emergency Management Agency on behalf of the Office of Emergency Management.

Recommendation: Approve the request.

Discussion: The Oregon Military Department (OMD), Office of Emergency Management (OEM) applied for a \$400,000 federal grant from the 2021 Regional Catastrophic Preparedness grant program (RCPGP) on July 16, 2021. This was the same day the 10-day Letter of Notification was received by both the Chief Finance Office and the Legislative Fiscal Office. This grant is sponsored by the Federal Emergency Management Agency (FEMA). The grant notification date was May 20, 2021, and OEM became aware of the grant opportunity on July 12, 2021. The grant has no state match requirements. The Department has instituted a new policy to ensure the 10-day Letter of Notification will be submitted and received by both the Chief Financial Office and the Legislative Fiscal Office in a timely manner.

The purpose of the grant is to assist state and local government entities build capacity to better manage catastrophic incidents by improving and expanding regional preparedness collaboration. The 2019 National Response Framework is used by OEM. It defines a catastrophic incident and regional characteristics on how to plan, prevent, mitigate and provide approaches for effective recovery. If awarded, OEM plans to use the funding to focus on addressing gaps in the logistics and supply chain management identified in the after-action reports for the COVID-19 and 2020 Wildfire season disasters.

If awarded, OEM plans to hire two limited duration planners to partner with Regional Disaster Preparedness organizations and the combined team will work to develop and implement the following initiatives:

- Develop a logistics/supply chain management plan;
- Develop and conduct training for OEM staff, local, state, federal and tribal partners regarding logistics/supply chain management;
- Plan and conduct exercises related to implementing the logistics/supply chain management plan; and
- Incorporate feedback and assessments from training and exercises into the logistics/supply chain management plan.



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August 23, 2021

The Honorable Senator Betsy Johnson, Co-Chair
The Honorable Senator Elizabeth Steiner Hayward, Co-Chair
The Honorable Representative Dan Rayfield, Co-Chair
Joint Committee on Ways and Means
900 Court Street NE
H-178 State Capitol
Salem, OR 97301-4048

Dear Co-Chairpersons:

Nature of the Request:

The Oregon Military Department (OMD) requests retroactive approval to apply for a grant with the 2021 Regional Catastrophic Preparedness Grant Program (RCPGP) in the amount of \$400,000 from the Federal Emergency Management Agency (FEMA) on behalf of the Office of Emergency Management (OEM). No state matching funds are required to apply for or receive this grant. The application deadline was 2:00 pm on July 16, 2021.

Agency Action:

The purpose of the RCPGP is to build state as well as local capacity to manage catastrophic incidents by improving and expanding regional collaboration for catastrophic incident preparedness. In light of the ongoing COVID-19 public health pandemic emergency, the program purpose also includes regional pandemic preparedness. The current National Response Framework (4th edition-2019, or superseding edition) defines a catastrophic incident as any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, or government functions. The regional interdependencies of effective prevention, protection, mitigation, response, and recovery activities require a cohesive regional approach to catastrophic planning, including pandemic preparedness.

The application submitted by the Office of Emergency Management is focusing on Logistics and Supply Chain Management due to gaps OEM has recognized in resource management identified in response After Action Reports (AARs), the Threat Hazard Identification Risk Assessment (THIRA), the Stakeholder Preparedness Review (SPR) as well as other assessments. OEM does not have the staff to dedicate to reviewing existing Logistics and Supply Chain/Resource Management plans, to develop a statewide plan or to determine the need for additional systems to effectively execute the state plan.

Based on OEM's review of the hazard profile for Oregon, as well as the impending threat of a Cascadia Subduction Zone earthquake and tsunami, combined with a low level of current capability, Oregon has a critical need for support to the Logistics and Supply Chain core capability. According to the 2019 THIRA/SPR, Oregon has an 83-84% target gap and a 96-97% catastrophic gap for the Logistics and Supply Chain capability target. (This core capability was not required by FEMA in 2020, and therefore, not updated.)

In 2020, both the COVID-19 pandemic and Labor Day Wildfires significantly stressed this core capability. Communities faced numerous supply chain challenges as production of resources, including PPE (Personal Protective Equipment), were unable to meet demand. The state and many jurisdictions established warehouses for collection/distribution of PPE. The state also established warehouses for the wildfires in order to manage the amount of donated goods for the wildfire displaced population.

The Logistics and Supply Chain Management core capability was rated a high priority by 45.45% of respondents, a slight increase from the 43.18% of respondents in 2019 (OEM State of the State reports). Despite the increasing level of priority, the Logistics and Supply Chain Management core capability has an overall rank of 2.13 and is one of the lowest ranked core capabilities both overall and for core capabilities identified as high priorities. A rank of 2.0, according to the rubric, generally indicates there is a plan, but it does not cover all identified necessary areas; there is not sufficient staff trained to support or engage stakeholders and minimal available equipment.

Should grant funding be awarded, OEM intends to hire two limited duration planners to:

- Develop a logistics/supply chain management plan.
- Develop and conduct training about logistics/supply chain management, as well as the state plan, for OEM staff, local, tribal, state and federal partners.
- Plan and conduct exercises related to implementing the logistics/supply chain management plan.
- Incorporate feedback as well as assessments from training and exercises into the logistics/supply chain management plan.

OEM will be partnering with the Regional Disaster Preparedness Organization (RDPO), which comprises Oregon's UASI (Urban Areas Security Initiative) region as well as the City of Portland, Oregon's metropolitan statistical area principal city. The RDPO will serve in a coordinating role during plan development in order to:

- Ensure the logistics/supply chain management plans incorporate feedback from the entire UASI region.
- Review planning, training and exercise products to ensure products will serve the UASI region as well as be extended to other local, tribal and state partners.
- Serve in a coordinating role for training and exercise development to ensure needs of the UASI region are met.

Should the grant be awarded, sufficient expenditure limitation exists within the program to execute the funds.

The funding opportunity announcement was posted on May 20, 2021, but OEM was not aware of it until July 12, 2021. The agency has developed a policy associated with federal grant applications that requires advance notice of an intent to apply in a manner to allow for proper notification to the Legislature. This policy has been shared among all Divisions within OMD.

The agency will immediately withdraw the grant application if Legislative Leadership has any concerns.

Attached is a copy of the application materials along with a copy of the Federal Notice of Funding Opportunity.

Action Requested:

The Oregon Military Department (OMD) requests retroactive approval to apply for the 2021 Regional Catastrophic Preparedness Grant Program (RCPGP) grant in the amount of approximately \$400,000 from the Federal Emergency Management Agency (FEMA).

Legislation Affected:

None

Thank you for your consideration of this request.

Sincerely,



Enclosures (1-2)

1. OMD/OEM's RCPGP Application
2. Federal Notice of Funding Opportunity

David A. Stuckey
Deputy Director
Oregon Military Department