

Council meeting agenda

Thursday, October 18, 2018

2:00 PM

Metro Regional Center, Council chamber

REVISED 10/15

1. Call to Order and Roll Call

2. Public Communication

3. Presentations

- 3.1 Annual Natural Areas and Capital Program Performance Oversight Committee Report [18-5097](#)

Presenter(s): Peter Mohr, Natural Areas and Capital Program
Performance Oversight Committee

Attachments: [Annual Report 2018](#)

- 3.2 Emergency Management Audit Report [18-5098](#)

Presenter(s): Brian Evans, Metro

Attachments: [Emergency Management Audit Report](#)
[Emergency Management Audit Highlights](#)

4. Consent Agenda

- 4.1 Consideration of the Council Meeting Minutes for October 4, 2018 [18-5105](#)

- 4.2 Consideration of the Council Retreat Minutes for October 11, 2018 [18-5104](#)

- 4.3 Resolution No. 18-4939, For the Purpose of Authorizing the Chief Operating Officer to Grant an Easement to Portland General Electric Company to Relocate Existing Facilities for Park Development [RES 18-4939](#)

Attachments: [Resolution No. 18-4939](#)
[Resolution No. 18-4939 Exhibit A](#)
[Staff Report](#)
[Staff Report Attachment 1](#)

5. Chief Operating Officer Communication

6. Councilor Communication
7. Adjourn

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬស្នើសុំទទួលបានកាតបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក។

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Agenda Item No. 3.1

**Annual Natural Areas and Capital Program Performance Oversight Committee
Report**

Presentations

Metro Council Meeting
Thursday, October 18, 2018
Metro Regional Center, Council Chamber

Date: October 18, 2018
To: Metro Council
From: Natural Areas and Capital Program Performance Oversight Committee
Re: Annual Report 2018

A report to the community from the Natural Areas and Capital Program Performance Oversight Committee

Metro's Natural Areas Program buys land from willing sellers and supports projects in local communities to protect wildlife habitat, preserve and restore regional watersheds, and increase access to nature for the people who live in the three-county region.

In 2006, Portland-area voters approved a \$227.4 million bond measure to fund the Natural Areas Program. This is the eleventh year Metro has been implementing the bond program.

Each year, as stipulated in the bond, the Natural Areas Program Performance Oversight Committee has provided independent review to guide the program. At regular meetings with Metro staff, the committee reviews projects and acquisitions funded with taxpayer dollars to ensure the program is well-managed, staffed appropriately, utilizes effective tools and performance measures, and meets the bond's defined goals. The Metro Council revised the Metro Code in 2017, adding responsibilities for oversight of capital projects funded by Metro's 2018-2023 local option levy for parks and natural areas and changed the name of the committee to the Natural Areas and Capital Program Performance Oversight Committee to reflect its expanded role. Metro began expending funds from this levy July 1, 2018 and the committee will begin reporting on those expenditures in its FY 2018-2019 annual report.

This report from the Oversight Committee to voters and the Metro Council considers the progress of the Natural Areas bond program during fiscal year 2018, from July 1, 2017 through June 30, 2018. In fiscal year 2018 the committee met three times (July 2017, October 2017 and February 2018).

The committee has found that each of the three primary components of the Natural Areas bond program meets or exceeds the goals set in 2006. These are summarized as follows:

REGIONAL ACQUISITION

GOAL: Acquire 3,500-4,500 acres from willing sellers in 27 target areas

ACRES ACQUIRED TO DATE: 6,171 acres (183 acres in FY18)

Metro acquires land in 20 natural areas and seven trail or greenway corridors from target areas identified in the 2006 bond measure. Approximately \$3.4 million was spent by Metro on land acquisition in fiscal year 2018. Total expenditures for regional acquisitions stand at \$189.9 million.

Since 2006, more than 6,000 acres have been acquired and protected, substantially surpassing the overall acreage goal of the 2006 bond. This year, Metro acquired nearly 183 acres of natural areas and trail connections widely distributed across the region. Seven target areas were represented in the eight new properties Metro purchased.

ACQUISITION HIGHLIGHTS

- The 20-acre Dreiling property in the Columbia Slough target area is a site Metro has pursued for at least 20 years. It is the last actively-used residence within the Smith and Bybee management area.
- A 15-acre acquisition from Rockwood PUD in the Gresham-Fairview target area increases the size of Metro's Grant Butte Wetlands site along the Gresham-Fairview Trail to almost 50 acres, and puts all of Grant Butte into public ownership.
- The 8-acre Eaton acquisition protects approximately 1,300 feet of stream frontage along Coffee Lake Creek. This acquisition increases Metro's North Coffee Lake Creek Wetlands site to 35.4 acres and helps close a gap between this site and the Tonquin Scablands to the south.
- With the addition of a 735-foot trail easement, Metro has now contributed $\frac{3}{4}$ -mile to the 3-mile Hedges Creek Greenway Trail. The Hedges Creek Greenway Trail is a segment of the Ice Age Tonquin Trail which, once completed, will provide over 22 miles of trail connecting the communities of Wilsonville, Tualatin, Sherwood and King City.
- The 1.2-acre Anslow property in the Johnson Creek target area is a relatively small parcel, but protects 170 feet of stream frontage on both sides of Johnson Creek. When combined with other Metro properties in the area, approximately 92 acres of land is protected in the Upper Johnson Creek area.
- Directly across the Tualatin River from the Tualatin River National Wildlife Refuge, Metro purchased a large parcel of just over 144 acres. Located almost entirely in the floodplain, the land includes more than two miles of stream frontage along the Tualatin River.
- Just over 10 acres were acquired in the Stafford Basin target area. Acquiring this property protects 400 feet of stream frontage along Pecan Creek, links existing protected lands and creates corridors for wildlife habitat.
- A small parcel was acquired in the Tryon Creek Linkages target area, conserving approximately 375 feet of creek frontage along both sides of Tryon Creek and helping to complete the connection between existing public lands and Tryon Creek State Park.
- Additionally, Metro sold a small property with a residence adjacent to Woodard Park in Tigard, in the Fanno Creek target area. The Metro Council determined the residence was not needed to fulfill the mission of the Parks and Nature Department. Metro staff was assisted in the transaction by Proud Ground. A portion of the commission earned will go towards supporting Proud Ground's affordable housing initiatives.

LOCAL SHARE

\$44 million allocated to local governments for park improvement projects and locally important acquisitions

Under the local share component of the bond, \$44 million is distributed on a per capita basis to the 28 cities, counties and park providers within Metro's jurisdiction to fund local acquisitions, restoration projects and trail and park improvement projects.

The local share program is nearly complete. Local share expenditures stand at \$43,959,505 million or 99.9 percent of the total \$44 million allocation. This fiscal year, local share expenditures were reimbursed to the City of Portland primarily for land acquisition. King City also completed its local share spending with a lighting project in King City Park. Beaverton completed its regional trail project, Crescent Connection.

At the time of this writing only Cornelius still had local share funds to expend on approved projects. The city has identified the construction of a small bridge that will be part of a local trail through a new community park.

NATURE IN NEIGHBORHOODS CAPITAL GRANTS

\$15 million to community groups, non-profits and local governments for projects that “re-green” or “re-nature” neighborhoods

Nature in Neighborhoods capital grants are made to community groups, schools and non-profits for projects that preserve or restore water quality and wildlife habitat, or increase the presence of nature in urban environments. All \$15 million has been committed to Metro Council-approved projects. The Metro Council has awarded grants to 55 projects. Over the nine granting cycles, three projects have been withdrawn due to feasibility issues and funds reallocated to other projects.

NATURE IN NEIGHBORHOODS GRANT HIGHLIGHTS

This year several organizations that were awarded grants in prior years executed their agreements with Metro and work began on their Nature in Neighborhood projects. Currently, all awarded grant projects are under contract and all conservation easements for property acquired with Metro funding are closed.

There are 15 active capital grant projects. Five are currently under construction, four are in the final stages (most include planting in the upcoming planting season), and six are still in the design and engineering phase.

Seventy-three percent of capital grant funding (\$10,979,494) has been expended as of the end of fiscal year 2018. The remainder is dedicated to the projects described above.

This fiscal year included many ribbon cuttings, groundbreakings and presentations at city council meetings to approve grant agreements with Metro for these funds. The following projects wrapped up this year:

- Hogan Butte: \$290,000 to the City of Gresham
- Bull Mountain Nature Park: \$185,943 to Friends of Bull Mountain Nature Park
- Whitaker Ponds: \$422,667 to Portland Parks & Recreation for park access improvements
- John Inskeep Environmental Learning Center: \$868,342 to Clackamas Community College
- Wildside Boardwalk: \$101,325 to Centennial School District
- Cully Park: \$200,000 to Verde; in total, Verde has been awarded \$777,000 for Cully Park

CAPITAL DEVELOPMENT PROJECTS

Approximately \$20 million of bond funds were dedicated to work on trail planning, park development and capital construction projects in program target areas as approved by the Metro Council in November 2014.

Based on recommendations from the committee in 2016, new performance measures were created for these capital construction projects, indicating whether the projects are on track with regard to scope, schedule and budget, including budget-to-actual costs. These capital development project performance measures are included in the Oversight Committee's dashboard report, updated and presented at every committee meeting.

CAPITAL DEVELOPMENT PROJECT HIGHLIGHTS

Staff reported that all projects were on track except the Marine Drive Trail project, which has been delayed for over a year while an intergovernmental agreement is negotiated with the levee district.

- The Farmington Paddle Launch was completed and the site is open for public use.
- The Chehalem Ridge Nature Park master plan was approved by the Metro Council in October 2017 and a design firm was chosen in 2018 to continue the development process.
- The River Island restoration project was completed.
- An intergovernmental agreement is expected to be completed with the City of Tigard this calendar year, and construction on a portion of the Fanno Creek Trail will begin in fiscal year 2019.

OTHER OVERSIGHT COMMITTEE REVIEW

DASHBOARD IMPROVEMENTS

The Oversight Committee reviews an updated Natural Areas Program dashboard at each committee meeting. Though the 2006 bond program's acreage goal was 3,500 to 4,500 acres; more than 6,000 acres have been acquired to date. Staff may still purchase property in target areas where the acreage goals have already been met, as there still may be unmet goals related to protection of habitat or stream frontage.

The trails portion of the dashboard displays total acres acquired; however, refinement goals for these target areas don't focus on acreage acquired but rather on other measures of progress in meeting trail corridor goals such as closing gaps in the trail corridor. Typically, many of the parcels acquired are very small; the goals are more about the connections than acreage. At the urging of the committee, a new trails performance measurement system was developed that staff began including in the dashboard in fiscal year 2018. The dashboard report continues to show the acquisition target areas and refinement plan goals met to date and now includes two graphs indicating trail acquisition goals met and percentage of the ultimate length of the trail that is complete.

Additionally, at the February 2018 meeting, staff presented to the committee a new, detailed report of progress in each acquisition target area titled "Path to 100." This report was developed in

response to the committee's request for regular updates about progress reaching target area goals and changes to acquisition strategy in the final phase of the bond program. It provides more detail about the remaining acquisition priorities staff is pursuing with remaining (limited) bond funding across all target areas.

USE OF UNUSUAL CIRCUMSTANCES

The bond has an unusual circumstances provision for property transactions that fall outside the due diligence guidelines. These transactions require authorization by the Metro Council and the committee reviews all unusual circumstances annually.

Staff reported to the committee last year that the modified work plan (including recommendations from the committee providing additional flexibility) has reduced the number of unusual circumstance transactions and has increased the efficiency of the acquisitions process and improved negotiations with a few key landowners. This fiscal year only one acquisition, the Anslow acquisition, required Metro Council approval due to an unusual circumstance.

NEW PARKS AND NATURE DIRECTOR APPOINTED, STARTED AUGUST 2017

Jonathan Blasher was chosen as the new Metro Parks and Nature director, starting in August 2017. Born and raised in Eugene, Oregon, Jon currently lives in Portland with his wife and twin toddler sons. Previous to Metro, Jon spent most of his career with Playworks, a nonprofit organization that collaborates with schools to create safe, fun and inclusive opportunities for young people to play. Jon is also a member of the Oregon State Parks Commission. The Oversight Committee provided feedback to the Metro Chief Operating Officer regarding essential characteristics for a new director.

UPDATE ON TITLE 10 REVIEW

At the February 2018 meeting staff gave an update and presented to the committee the revised Parks and Nature rules, known as Title 10. The new rules were adopted by the Metro Council on April 12, 2018. The updates align Metro's rules with policies established in Metro's Parks and Nature System Plan (adopted 2016), recognize Metro's expanding system and address new and emerging issues in management of public lands.

ADMINISTRATIVE COSTS

The committee reviewed staffing levels and administrative costs at every meeting, as it does each year, and found the program to be on track to meet the requirement capping cumulative administrative costs at less than 10 percent of total bond expenditures. However, noting that in fiscal years 2014, 2015, 2016 and 2018 administrative costs have been over the 10 percent threshold, the committee requested a more thorough review of the program budget and staff capacity. This review was provided at the October 2017 meeting, including information on staff allocation related to levy capital projects. The committee was satisfied that Metro is on track to fulfill the commitment to keeping administrative costs below the allowed threshold.

The remaining bonds (approximately \$28.5 million) were sold in May 2018. Metro received a small premium on these bonds.

THE YEAR AHEAD

PARKS AND NATURAL AREAS LEVY CAPITAL PROJECT OVERSIGHT

At the February 13, 2018 committee meeting, staff reviewed the following background documents related to the Parks and Natural Areas levy:

- Metro Code 2.19.220(3), Natural Areas Program Performance Oversight Committee, “...shall review expenditures of Metro’s 2016 local option levy for compliance with program requirements.”
- Measure 26-178 explanatory statement
- Levy renewal framework (Exhibit A to Resolution No. 16-4690)
- Parks and natural areas local option levy: eligibility framework (2013)
- Parks and natural areas local option levy: Year 5 work plan (sample pages 3 and 8)
- Sample budget adjustment memo

The Oversight Committee will continue to review and discuss this new area of oversight responsibility and will monitor progress of both bond and levy-funded capital construction projects. The committee will work with staff to ensure performance measures for these investments effectively reflect progress and highlight any risks.

The committee will also continue to review staff capacity to ensure that it is sufficient for implementing all aspects of the Natural Areas and Capital Program.

Throughout the year, the committee will continue to monitor the application of unusual circumstances in land acquisition transactions and work with staff to identify any further flexibility in the acquisition work program necessary to secure priority properties.

Additionally, the committee will follow up on the recommendations made in this report and will continue to assess and monitor program operations.

FY 2018 OVERSIGHT COMMITTEE MEMBERS

Peter Mohr, Chair	Attorney, Jordan Ramis, PC
Mark Aasland	Senior project designer, PACE Engineers
Dean Alterman	Attorney, Folawn Alterman & Richardson LLP
Caylin Barter	Attorney, Jordan Ramis, PC
Drake Butsch	Builder services manager, First American Title of Oregon
Kelsey Cardwell	Past president, Northwest Trail Alliance
Jon Horne	Sr. vice president, Wells Fargo Bank, Real Estate Advisory Division
Derek Johnson	Director, The Nature Conservancy
Walt McMonies	Of counsel, Lane Powell
Rick Mishaga	Wildlife ecologist (retired)
William F. (Fritz) Paulus	Real property attorney
Shannon Shoul	Communications, strategy and performance management consultant
Lindsay Smith	Environmental specialist, Portland General Electric

Agenda Item No. 3.2

Emergency Management Audit Report

Presentations

Metro Council Meeting
Thursday, October 18, 2018
Metro Regional Center, Council Chamber



Emergency Management:

Strengthen basic elements to prepare for disasters

October 2018
A Report by the Office of the Auditor

Brian Evans
Metro Auditor

Angela Owens
Senior Management Auditor

Elliot Shuford
Senior Management Auditor

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Brian Evans
Metro Auditor

600 NE Grand Ave
Portland, OR 97232-2736
TEL 503 797 1892, FAX 503 797 1831

MEMORANDUM

October 3, 2018

To: Tom Hughes, Council President
Shirley Craddick, Councilor, District 1
Betty Dominguez, Councilor, District 2
Craig Dirksen, Councilor, District 3
Kathryn Harrington, Councilor, District 4
Sam Chase, Councilor, District 5
Bob Stacey, Councilor, District 6

From: Brian Evans, Metro Auditor

BE

Re: Audit of Emergency Preparedness

This report covers the audit of Metro's emergency preparedness. Jurisdictions like Metro are not required to have emergency management programs. They are allowed to develop programs according to their needs. Although Metro is not required to have an emergency management program, it has to be prepared to respond to emergencies and disasters that may affect its programs and services. Metro is also expected to play a regional role handling debris and household hazardous waste during a disaster.

We found Metro took an ad-hoc approach to managing the four emergencies we reviewed in this audit. Overall, Metro handled these incidents effectively, but our review found there were gaps in each of the basic elements of emergency management best practices. Because of the experience and initiative of Metro employees, the effects of missing the basic elements were relatively minor.

However, Metro's ability to respond to more severe emergencies or disasters may not be effective without a formal structure. Strengthening some basic elements of emergency management would better prepare the agency to respond. Metro approved a disaster debris management plan in August 2018 that covered some elements of emergency management for debris-generating emergencies.

We have discussed our findings and recommendations with Andrew Scott, DCOO; Scott Cruickshank, General Manager of Visitor Venues; Paul Slyman, Property and Environmental Services Director, and Rachel Coe, Information Services Director. A formal follow-up to this audit will be scheduled within three years. We would like to acknowledge and thank all of the employee who assisted us in completing this audit.

Summary

Emergency management is an approach used by both governments and businesses to deal with emergencies and disasters. Oregon law requires counties to have dedicated emergency managers and programs that meet certain requirements, such as developing an emergency operations plan. Jurisdictions like Metro are not required to have emergency management programs. They are allowed to develop programs according to their needs.

Metro has not developed a program or formal structure for emergency management that covers the agency as a whole. Though Metro would not be a first responder in a disaster, it is expected to have a role handling disaster debris and household hazardous waste. Metro recently developed a disaster debris management plan, which formalized this regional role and provided a structure for managing debris.

We found Metro took an ad-hoc approach to managing the four emergencies we reviewed in this audit. Although these emergencies involved multiple facilities, they could be considered less severe than what is described as multi-facility emergencies in Metro's emergency operations plan. As a result, they provide a good learning opportunity for what would be needed to respond effectively to a severe multi-facility emergency or disaster.

Organizations should have a formal structure and procedures to use during a disaster. These would include procedures for such things as managing funds, tracking costs, and emergency procedures related to personnel. Prior to a disaster, an organization should know what resources it has and ways it can obtain other resources when needed. An agency-wide continuity plan outlines essential agency functions and prioritizes the restoration of all other functions throughout the agency as resources allow. To be ready for a disaster, primary communication systems need to be backed up. There should also be documented internal and external communication procedures.

Our review found there were gaps in each of these basic elements. Because of the experience and initiative of Metro employees, the effects of missing the basic elements were relatively minor during the four incidents we reviewed. However, Metro's ability to respond to more severe emergencies or disasters may not be effective without a formal structure. We recommend Metro strengthen some basic elements of emergency management including:

- Clear roles, responsibilities, and authority
- Formal administrative procedures
- An inventory of emergency resources
- A continuity of operations plan
- Emergency communication procedures and technology

Background

Emergency management is an approach used by both governments and businesses to deal with emergencies and disasters. Before an incident, emergency managers create plans for how a government or an organization will respond if an emergency happens. If an incident does occur, emergency management responds to coordinate actions to protect lives and property. Emergency management also helps restore basic systems and return things to normal after the initial response.

Oregon law requires counties to have dedicated emergency managers and programs that meet certain requirements, such as developing an emergency operations plan. Such plans traditionally include emergency response policies, describe the organizational structure used to respond, and assign tasks. Emergency operations plans traditionally have appendices that describe more details for specific areas, such as debris management.

Another requirement is that counties use the National Incident Management System (NIMS) that includes the Incident Command System (ICS). ICS is a standardized management structure used for command, control, and coordination when an incident occurs. The counties in the Metro region have adopted NIMS and ICS.

Oregon law does not require other jurisdictions like Metro to have emergency management programs. They are allowed to develop programs according to their needs. Metro has not developed a program or formal structure for emergency management that covers the agency as a whole. A formal structure might be simple, such as having key responsibilities for aspects of emergency management being assigned to specific positions. Or, it could be a comprehensive program with dedicated emergency management personnel, training, and ongoing exercises to test and refine Metro's preparedness.

Though Metro would not be a first responder in a disaster, it is expected to have a role handling disaster debris and household hazardous waste. Metro recently developed a disaster debris management plan, which formalized this regional role and provided a structure for managing debris.

Some of the debris planning work has been informed through Metro's participation in a regional organization called the Regional Disaster Preparedness Organization (RDPO). A Metro employee chaired the disaster debris task force for RDPO. A Metro Councilor and another employee also participated in RDPO committees.

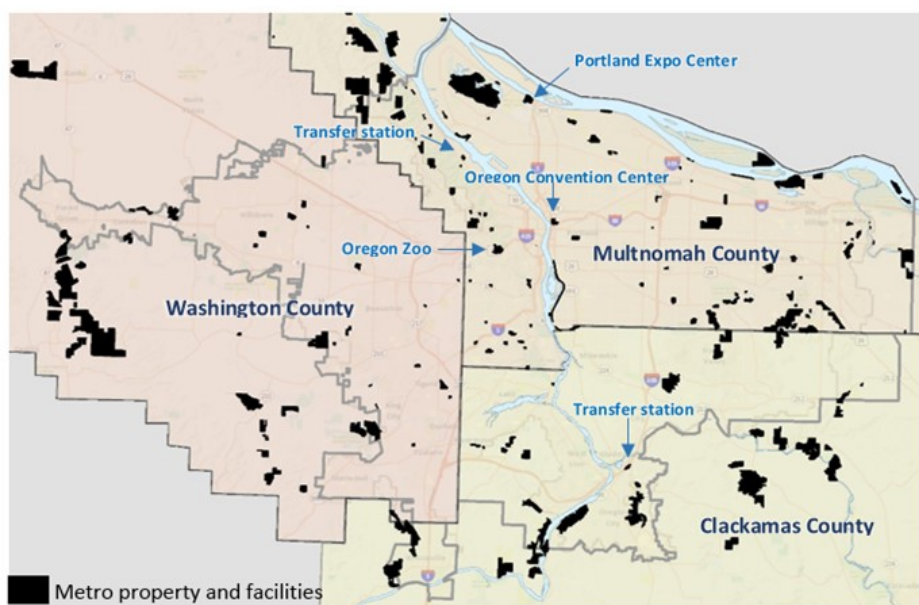
Metro does have an emergency operations plan. It was last updated in 2007. Some senior leaders and others at Metro were recently trained in ICS, though the agency has not formally adopted the federal system and ICS.

Metro's emergency operations plan identifies three levels of emergency. A level 1 emergency affects a single facility and is managed by that facility. A level 2 emergency affects more than one facility (multi-facility emergency) or

has actual or potentially severe consequences. An emergency with a severe impact on the community and Metro facilities, such as a major earthquake, is a level 3 emergency (disaster). Metro departments have developed policies and procedures to cover incidents primarily affecting single facilities, similar to a level 1 emergency.

Metro includes a variety of venues and facilities in three counties. The Oregon Zoo, Oregon Convention Center, Metro Regional Center, and Portland Expo Center are in Multnomah County. Metro also operates two solid waste transfer stations where solid waste is prepared for hauling to the landfill. One of these stations is in Clackamas County. Metro's Parks and Nature department manages parks and other facilities across all three counties. All of these facilities are subject to emergencies.

Exhibit 1 Metro property and facilities span three counties



Source: Metro Auditor's Office analysis based on Metro's Regional Land Information System data

In Oregon, local governments manage emergencies unless they require additional assistance. Counties play a central role for severe emergencies. If a city or other jurisdiction, like Metro, becomes overwhelmed in an emergency, it may ask the county for help. If a county is overwhelmed, the state may provide coordination or assistance.

If an incident is large or costly enough, the federal government may declare an emergency or disaster. In these cases, local governments, including Metro, may become eligible for reimbursement of their costs related to the incident. This reimbursement comes from the Federal Emergency Management Agency (FEMA).

The Metro region is prone to certain kinds of natural hazards, including floods and winter storms. Windstorms, wildfire, and landslides also affect the

region. Some of those hazards can have a major and/or widespread impact and be categorized as a disaster. And while infrequent, devastating earthquakes impact the region. Most notably, the Pacific Northwest is overdue for a large 9.0 magnitude earthquake referred to as the “Cascadia” earthquake. There are also risks posed by chemical spills, terrorist attacks, and pandemics. Five weather-related incidents in the Metro region since 2005 have resulted in federal declarations and reimbursement from FEMA.

Exhibit 2 There have been five weather-related federal disaster declarations in the Metro region since 2005

Year	Description	Metro Counties Affected	Total FEMA Reimbursement
2015	Severe Winter Storms, Straight-line Winds, Flooding, Landslides, and Mudslides	Clackamas, Multnomah and Washington	\$24,627,876
2011	Severe Winter Storm, Flooding, Mudslides, and Landslides	Clackamas	\$3,990,138
2008	Severe Winter Storm, Record and Near Record Snow, Landslides, and Mudslides	Clackamas, Multnomah and Washington	\$10,887,119
2007	Severe Storms, Flooding, Landslides, and Mudslides	Washington County	\$56,118,404
2005	Severe Storms, Flooding, Landslides, and Mudslides	Clackamas County	\$7,631,753

Source: Metro Auditor's Office analysis of Federal Emergency Management Agency data

Results

We reviewed four recent incidents and found Metro's response was ad-hoc and did not cover many of the basic elements of emergency management. The impacts of the incidents were not very severe. Because of this, and because of the experience and initiative of Metro employees, the effects of missing the basic elements were relatively minor. We determined that Metro was able to respond well to these incidents overall.

However, Metro's ability to respond to more severe emergencies or disasters may not be effective without a formal structure. Reliance on informal procedures, and individual employees' initiative and experience, is unlikely to be sufficient during more serious incidents. Strengthening some basic elements of emergency management would better prepare the agency to respond.

Metro approved a disaster debris management plan in August 2018. This plan covered some basic elements of emergency management for debris-generating emergencies. It outlined roles and responsibilities. In signing the plan, Metro leaders also committed to developing procedures, identifying related resources, and supporting emergency communications for managing disaster debris.

Metro's approach lacked a formal structure

Metro's approach to emergency management lacked formality. Even though a regional government is not required to have an emergency management program, it has to be prepared to respond to emergencies and disasters that may affect its programs and services. Although Metro is not a first responder, it still has government functions that will need to be restored. In order to do this, Metro should have some basic elements of emergency management in place that include:

- Clear roles, responsibilities, and authority
- Formal administrative procedures
- An inventory of emergency resources
- A continuity of operations plan
- Emergency communication procedures and technology

Our review found there were gaps in each of these basic elements. Metro's approach to emergency management has gone through starts and stops over the years. In 2012, Metro participated in a business continuity effort, but business priorities were not selected. Metro initiated different projects to implement mass notification systems, but it was unclear whether an agency-wide solution would be adopted. Metro's emergency operations plan was outdated, unused, and it was unclear if the plan had been formally approved.

There was not a shared understanding among employees, leadership, and county emergency managers about what Metro's role in the region would be in a disaster. Some believed solid waste and disaster debris were the only things Metro would be responsible for following a disaster. Some thought Metro could be ready to provide other services, such as mass sheltering or

Case studies
identify
opportunities to
prepare for more
severe
emergencies

lending out employees to local jurisdictions. Since at least 1997, Metro had been defining and redefining its role in regional disaster debris management.

Metro made recent investments in emergency management. It hired a planner to specifically focus on managing disaster debris. A plan for managing disaster debris was approved in August 2018. Metro had also started to develop a continuity of operations plan for solid waste.

A handful of employees have taken initiative and have shown commitment to strengthen emergency management at Metro. It did not appear as if many of those duties were formally assigned. For example, Metro's Risk Manager developed a system to track and report information related to incidents and the impacts they have on Metro facilities, started to update the outdated emergency operations plan, and took on responsibility for the FEMA reimbursement process. Other employees provided ICS training and organized Metro's participation in Cascadia Rising—which included an exercise simulating a large earthquake and tsunami.

We found Metro took an ad-hoc approach to managing the four emergencies we reviewed in this audit. Although these emergencies involved multiple facilities, they could be considered less severe than what is described as multi-facility emergencies in Metro's emergency operations plan. As a result, they provide a good learning opportunity for what would be needed to respond effectively to a severe multi-facility emergency or disaster.

Overall, Metro handled these incidents effectively. In most cases, the majority of impacts appeared mostly isolated to one facility or department. Departments restored operations on their own without Metro delegating responsibilities or prioritizing business operations between departments. We saw some use of ICS to outline roles, plan, coordinate resources, communicate, and monitor response and recovery. Department leaders were available to make decisions as needed, which lessened the need to delegate authority.

Phone and email were the primary forms of communication during these incidents, and there was not a need for a backup system because there was no widespread interruption of utilities. In all the cases we reviewed, we noted that employee experience and initiative filled in for some of the gaps we found in the basic elements of emergency management. Exhibit 3 summarizes what we found for the incidents we reviewed.

Exhibit 3 Metro relied on employee experience and initiative during recent incidents

Event	Roles & Authority	Procedures	Inventory & Resources	Continuity	Communication
MRC Flood	●	●	●	●	●
Eagle Creek Fire	●	●	●	●	●
January '17 Storm	●	●	●	●	●
December '15 Storm	●	●	●	●	●

- Incident management and employee experience & initiative
- Employee experience & initiative

Source: Metro Auditor's Office analysis of documents and interviews related to incidents

Metro Regional Center Flood

A flood impacted three floors and the basement in Metro Regional Center (MRC) on November 24, 2016. The team of Metro employees responsible for managing the incident relocated over 120 employees and restored the building and workspaces from water damage in about two weeks. Some employees with damaged workspaces telecommuted, and some were relocated throughout MRC and the Oregon Convention Center (OCC). The Recycling Information Center (RIC) also had to be relocated and was reported as having some down time as the result of that move. Managing this incident was made a priority and internal services for technical support and facility maintenance requests were put on hold. Some employees reported that their participation in managing this incident put them behind in their own work by at least several weeks. Metro reported losses of about \$760,000 for the incident, of which about \$200,000 was reimbursed through insurance.



Source: Metro

Eagle Creek Fire

In September 2017, a fire started in the Columbia River Gorge about 20 miles from the Metro boundary. Because of the fire, Metro's Oxbow Park was evacuated and Blue Lake Park was closed due to air quality concerns. The fire resulted in a closure of Interstate 84 in both directions for several weeks, which was Metro's primary route to send solid waste to the landfill. This required Property and Environmental Services (PES) to make arrangements to use an alternative route to the landfill as well as use other landfills. PES calculated the additional transportation costs, higher landfill fees, and other costs to be nearly \$500,000. Parks and Nature staff estimated at least \$12,000 of gross revenue was lost because of park closures. The fire received a federal declaration and jurisdictions involved in controlling it were eligible to receive federal reimbursement. Two Metro employees helped for several days during the fire and Metro was reimbursed approximately \$4,600 for their work.



Source: Curtis Perry/Flickr
(Creative Commons license: <https://creativecommons.org/licenses/by-nc-sa/2.0/>)

January 2017 Storm

In January 2017, the Metro region had nearly two weeks of heavy weather including ice, low temperatures, and near-historic snow levels. Several venues and facilities, including Metro's solid waste transfer stations, were closed or had cancellations. Interstate 84 was also closed for a few days, though the inflow of waste to the transfer stations was lessened since residential garbage collection was also delayed. Waste built up at the transfer stations after collection resumed, which reportedly took weeks to transport out. Two houses in Metro's Natural Areas were also damaged. Employees at several facilities worked to clear snow. Metro lost an estimated \$100,000 in gross revenue from closures or cancellations. Metro also incurred roughly \$33,000 to repair damage and remove snow. The state sought a federal declaration for this event, but FEMA denied it.



Source: Metro

December 2015 Storm

The region also experienced widespread storm impacts during December 2015, including flooding and heavy wind. The Oregon Zoo closed for two days and one of its buildings flooded, in part, from excessive runoff. Five employees who worked in that building were relocated. The entrance to Blue Lake Park flooded and two houses in Metro's natural areas were damaged. Contractors repaired damaged property. The Oregon Convention Center (OCC) provided a large indoor space for the American Red Cross to outfit disaster trailers. Metro lost an estimated \$63,000 in gross revenue from the Zoo closure and total Metro property damage was at least \$30,000. Two Metro counties received a federal declaration, and were eligible to receive FEMA reimbursement for response and recovery costs. Metro received just over \$16,000 from FEMA for reimbursed repair costs.



Source: Oregon Zoo

Strengthen elements of emergency management for severe emergencies

Although the majority of the costs from the incidents we reviewed appeared unavoidable, and Metro handled them effectively, we saw opportunities for improvement. Metro needed a more formal structure to be prepared for severe multi-facility emergencies or disasters. The need for a more formal structure was also identified during disaster debris planning in 2015 and again in 2017. A right-sized approach for this structure should consider what Metro defines as its regional role during a disaster and what it prioritizes for recovering its operations during more severe emergencies.

Clarify roles, responsibilities and authority

Formal emergency management roles, responsibilities, and authorities will be important to effectively respond to more severe multi-facility emergencies or disasters. For the incidents we reviewed, we found employees generally understood what needed to be done and the necessary authority was in place. However, Metro's response to these incidents relied more on employee experience and initiative than a formal structure. This approach would not be effective in a severe multi-facility emergency or disaster.

Lack of clear roles, responsibility, and authority has the potential to lead to confusion, or inefficient and ineffective coordination. It also means that Metro would have to develop the management structure at a time when efforts should be focused on managing the emergency or disaster.

Some of the basic elements of emergency management we reviewed in this area included the identification of a point person with authority to make and carry out decisions. A point person could also be a representative to other government agencies or carry responsibility for agency-wide preparedness. Succession, delegation of authority, and a process to declare an emergency are other elements that could help provide more structure in this area.

The Incident Command System (ICS) is a common way to clarify roles, responsibilities and authorities during an emergency. Although ICS was used in some cases, it had not been formally adopted. ICS was initiated to monitor the 2017 storm. It was not used to coordinate assistance or resource sharing between departments for snow removal or de-icing operations. In the absence of pre-determined priorities, this could have helped Metro prioritize areas for snow removal.

For the Eagle Creek fire, Metro could have explored options that might have reduced the cost of having to reroute solid waste loads while I-84 was closed. When the westbound lanes of I-84 reopened, Metro could have negotiated a lower rate for transportation to the landfill or worked with emergency managers to determine if it was appropriate to bypass transportation rules to allow haulers to work longer hours.

For the MRC flood, ICS was initiated and the management structure changed between the initial response and recovery efforts. Major decisions were discussed collectively, and some managing the incident had overlapping

or multiple roles. Some employee feedback showed confusion and concern about conflicting information, but overall there were positive opinions about how this incident was managed.

A report debriefing the MRC flood identified opportunities to improve Metro's use of ICS. A report after the 2016 Cascadia exercise noted that participants felt they were falling into pre-existing organizational structures to address the response instead of using ICS. This had the potential to duplicate efforts and restrict information flow. The need for more training and experience using ICS was also identified in the report. As part of the August 2018 Disaster Debris Management Plan, Metro established an ICS structure and committed to additional training for those responsible in managing emergencies. However, this plan applied specifically to debris-generating emergencies and disasters.

Procedures were informal

Organizations should have formal procedures to use during a disaster. These would include procedures for such things as managing funds in an emergency, tracking costs, and emergency procedures related to personnel. Some formal administrative procedures were not in place at Metro that would facilitate an efficient response to a disaster.

Several procedures were not in writing. During a disaster, this could mean they may need to be developed, which would take time. For instance, Metro would need a way to pay employees if certain information systems were unavailable. Metro may also need to develop a procedure to request resources or assistance from county emergency managers. Having an updated and formally-adopted emergency operations plan could help ensure consistency in incident management. Metro recently committed to developing procedures for managing disaster debris.

A lack of written procedures could be problematic in a disaster. It is important to have procedures to guard against fraud, waste, and abuse during a disaster. Processes developed during a time of heightened stress may not be as well-designed, which increases risk. Without formal procedures, Metro is also heavily reliant on institutional knowledge. This means that employee turnover, or the absence of an employee during an emergency, could also have a negative effect on Metro's response.

Generally, this approach did not prevent Metro from effectively responding to the incidents, though it may have cost Metro more than needed. In the case of the December 2015 storm, an employee took initiative to submit a reimbursement request from FEMA, though this work was not formally assigned. Metro received just over \$16,000 in reimbursement, but missed including about \$7,000 worth of repair costs that were likely reimbursable. During the MRC flood, tracking of damaged items was ad-hoc. Re-routed loads of solid waste during the Eagle Creek fire cost nearly double the normal rate, but Metro did not have a way to verify if the alternative route was taken after I-84 westbound reopened.

We noted other minor delays or incomplete processes. For instance, Metro submitted incomplete damage and cost information after the deadlines set by county emergency managers in both the December 2015 and January 2017 storms. FEMA will only reimburse disaster-related costs if they reach a certain threshold. Governments need to provide complete information so they all have the best possible chance to get a FEMA declaration and become eligible for federal disaster funds.

Other processes also lacked written guidance, including the initiation of ICS or the use of other components of incident management. The components of incident command that Metro used during the incidents we reviewed varied. Without written guidance, it was unclear which components may have been required and which components were optional.

Components of incident management include ICS, situation reports, and incident action plans. Information about recent activities during an incident were detailed in situation reports. Incident action plans described the objectives, tactics, and assignments used to manage an incident.

Metro appeared to use ICS mostly to monitor conditions during the January 2017 storm. It may not have been necessary to develop incident action plans. However, each multi-facility emergency gives Metro an opportunity to practice using parts of incident management that may be needed in a disaster.

Exhibit 4 Elements of incident management varied

	Situation Reports	ICS	Incident Action Plans
MRC Flood	✓	✓	✓
Eagle Creek Fire	✓		
January '17 Storm	✓	✓	
December '15 Storm			

Source: Metro Auditor's Office analysis of documents and interviews related to incidents.

Documenting the process to initiate ICS and use other elements of incident command could be done in an emergency operations plan. For instance, the 2007 plan outlined a process for activating a crisis management team. However, the plan had no procedures for situation reports. It was also viewed as outdated and was not used to manage the incidents we reviewed.

Identify resources prior to a disaster

Prior to a disaster, an organization should know what resources it has and ways it can obtain other resources when needed. This includes an inventory of physical and employee resources. It also includes mutual aid agreements or contracts that could be used during an emergency. Metro lacked such an inventory, but it had procured some contracts and agreements that it used during the incidents we reviewed.

A more comprehensive understanding of resources would benefit Metro. Metro's 2007 emergency operations plan included a partial list of equipment and emergency supplies. However, the list was considered outdated and did not include some equipment. We were told that Metro had an inventory that included heavy equipment and vehicles, though it did not appear to have been used during recent incidents.

Things such as heavy equipment, generators, and deicer could be useful in a disaster. Having a list of employees with special training related to such things as emergency management, post-earthquake building inspection or water remediation could also be useful. Depending on the incident, Metro may have a need for such resources. Without an updated inventory, response and recovery work would be delayed while employees try to locate them.

Prior to the incidents we reviewed, Metro procured services that likely saved time. During three of the incidents we reviewed, Metro used a 24-hour on-call property restoration contractor, which likely resulted in a faster response time. Metro also had an intergovernmental agreement (IGA) in place that it later determined it could use to get reimbursed for work done during the Eagle Creek Fire. The IGA was set up to allow sharing of resources among governments in Oregon.

Although Metro had these resources in place, we noted minor delays or inefficiencies because resources were not known or secured ahead of time. Metro facilities ran out of deicer during the January 2017 storm and made efforts to locate that resource. It took the involvement of three departments to move snow-clearing equipment to assist the Portland Expo Center. Finally, instead of Metro equipment, personal items such as radios and flashlights were used during the initial response to the MRC flood.

At the time of our audit, Metro was in the process of putting other resources in place. For instance, it was managing a process where departments could set up their own snow removal contracts, which would facilitate quicker snow removal. It was also considering a federal purchasing program that would facilitate getting resources during a disaster.

Develop an agency-wide continuity plan

Metro did not have an agency-wide continuity of operations plan. An agency-wide plan outlines essential agency functions and prioritizes the restoration of all other functions throughout the agency as resources allow. In the absence of such a plan, previous and current efforts could be used as a starting place for developing one.

Without a continuity plan, Metro would have to make critical decisions about limited resources among competing priorities during a time of stress. For example, local emergency managers and Metro leaders noted the Planning and Development department and the Research Center would be valuable assets after an emergency or disaster. However, it's not clear how those departments would be prioritized for recovery among others.

Metro started, but did not finish, some agency-wide continuity planning in 2012. We were told this was not finished because priorities were not effectively set. At the time of our audit, Metro was involved in a new effort to develop a continuity plan specifically for solid waste. The intent was to eventually expand those efforts to supporting functions, such as those under the Finance and Regulatory Services department. It will be important for Metro to follow through on those efforts and apply them to the rest of the agency after determining and assigning agency-wide priorities.

A lack of an agency-wide continuity plan did not appear to have a major impact on the incidents we reviewed. However, elements of continuity planning may have reduced some impacts. For example, some employees impacted by the MRC flood had difficulty accessing necessary equipment, networks, and software to perform their jobs and there were some initial challenges as the Recycling Information Center (RIC) restored its operations. A plan to restore the RIC could have been in place and practiced ahead of time if it was identified as an essential agency function in a continuity plan. The Zoo completed winter weather planning that included where to prioritize snow removal, but such prioritization did not take place agency-wide. This could have made recovery from the January 17 storm more efficient, as employees noted a lack of prioritization for snow removal during that incident.

Backup communication systems needed

Organizations use communication technology and procedures to respond to emergencies. To be ready for a disaster, primary communication systems need to be backed up. There should also be documented internal and external communication procedures. Metro's communication technology and procedures were sufficient for recent incidents, but they may not be as effective during a disaster. Employees primarily used phones, email, and often situation reports to communicate during the incidents we reviewed. Metro did not need to rely on backup technologies during the incidents we reviewed.

There were only minor issues with Metro's communications during recent incidents. For instance, there were some inconsistencies and incomplete information in situation reports. There was also inconsistency with which employee played a lead role communicating with local emergency managers during the December and January storms. During the MRC flood, initial notification of employees was inefficient because Metro lacked an adequate system for notifying employees outside of work email or desk phones. However, it was still successful in contacting nearly all impacted employees over a holiday weekend.

The lack of a mass notification system is one technical limitation that could be problematic in a disaster. Also, in a case involving an extended power outage or widespread interruption of other utilities, Metro facilities may be unable to communicate with each other because facilities lack a backup means of communicating, such as interoperable radios or satellite phones. A failure of phones and email would contribute to confusion and delays in response and recovery operations.

Metro may also need to better document communication procedures to be prepared for a disaster. Communications during a disaster may need to be carefully coordinated with local emergency managers, particularly if Metro is involved in communicating with the public.

Recommendations

To strengthen its regional role during a disaster, Metro should:

1. Complete appendices outlined in the Disaster Debris Management Plan
2. Specify what, if any, additional roles Metro intends to fulfill during a disaster

To prepare for severe emergencies and disasters, Metro should:

3. Clarify roles, responsibilities, and authority by:
 - a. Determining which elements of NIMS, including ICS, it will use and formally adopt them.
 - b. Formally approving an agency-wide emergency operations plan
 - c. Assigning responsibility to specific position(s) for maintaining the emergency operations plan and procedures
 - d. Providing training and exercises for the employees who will be involved in response and recovery operations
4. Formalize emergency procedures by developing written agency-wide procedures, at a minimum, for:
 - a. Tracking and reporting emergency-related damage and costs
 - b. Manual payroll and vendor payment processes for when normal systems are unavailable
5. Maintain an up-to-date inventory of emergency resources
6. Plan for continuity of operations by:
 - a. Finishing current continuity planning efforts for solid waste and supporting functions
 - b. Planning for other essential and remaining agency functions
7. Improve emergency communication by:
 - a. Developing a back-up emergency communications system
 - b. Implementing a notification system(s) that reaches all Metro employees

Scope and methodology

This audit evaluated Metro's approach to emergency management. The objective was to determine which elements of emergency management could better prepare Metro in its role as a regional government. The audit scope included Metro's response to emergencies in the past five years.

To plan the audit, we reviewed state law and Metro Charter related to emergency management. We interviewed county and other local emergency managers and Metro employees involved in aspects of emergency management. We reviewed emergency management standards, best practices for emergency management and business continuity, and other local emergency management plans. We also reviewed Metro's plans and reports about emergency management. We then developed a set of basic elements of emergency management applicable to a regional government.

For the audit, we determined the extent to which those elements were in place at Metro. Using interviews, risk management data, incident reports, and information from FEMA, we assembled a list of about 16 possible emergency incidents affecting Metro in the past five years. We used a case study approach for the audit focused on four incidents.

Our selection was made using professional judgment considering the following factors: if an incident appeared to affect more than one Metro department, was mentioned in interviews, if property damage or other documented financial impacts were associated with the incident; and if the event appeared to coincide with a FEMA declaration for one or more Metro-area counties. Metro's approach to emergency management changed over time and there was a wide diversity among the list of all possible emergency incidents we compiled. Accordingly, what we found for the cases studies may not apply to all incidents from our list.

We reviewed how Metro responded to each of these incidents and the extent to which the absence of basic elements had an impact on Metro. To do this, we interviewed Metro employees involved in response or recovery efforts, or were impacted by the incidents. We reviewed communications, reports, contracts, and financial data. We also interviewed local emergency managers for some of the incidents.

This audit was included in the FY 2017-2018 audit schedule. We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Management response



600 NE Grand Ave.
Portland, OR 97232-2738
oregonmetro.gov

Date: September 28, 2018

To: Brian Evans, Metro Auditor

From: Martha Bennett, Chief Operating Officer
Andrew Scott, Deputy Chief Operating Officer
Scott Cruickshank, General Manager, Metro Visitor Venues
Paul Slyman, Director, Property and Environmental Services

Subject: Management Response Emergency Management Audit Report

Thank you for the opportunity to respond to the audit of emergency management practices at Metro. Ensuring continuity of service to the greater Portland community, and the safety and protection of Metro employees, customers, and zoo animals in the event of an emergency is critically important.

Background

As you indicated, Metro is not a first responder, nor is Metro required to have an emergency management program. However, your analysis of Metro's emergency preparedness, and particularly your examination of four case studies, underscores the importance of preparing for local and regional emergencies.

Management agrees with the overall message of the audit. However, the recommendations are quite specific. To respond, management intends to create a comprehensive plan to implement changes based on the audit's recommendations and other needs that are not included in the audit.

Recommendation 1:

Management agrees with this recommendation. Metro recently approved a disaster debris management plan. The appendices will be developed as planned. Multiple Metro departments will be involved during the next 24 months to complete the appendices as part of our overall disaster debris management work.

Recommendations 2, 3a-3d, 5, 6b

Management agrees with the overall recommendation to create an emergency plan. Management will convene an internal emergency management task force consisting of representatives from relevant departments and venues to better evaluate Metro's role in this area.

During the next 18 months, the task force will develop a strategy for addressing the audit recommendations and clarifying Metro's role in emergency management. Depending on the outcome, the task force may prepare a budget request for personnel and resources to address the recommendations related to crisis planning, management and response. The task force also will provide recommendations for undertaking additional actions necessary for developing a comprehensive agency plan.

The task force will focus initially on identifying additional roles Metro might need to fulfill during a disaster (2). Metro will work with partner governments, and other relevant stakeholders to better understand their expectations of Metro in a disaster, and to inform them about Metro's resources and capabilities.

Understanding possible additional disaster-related roles for Metro is key to ensuring the highest priority actions are undertaken first, including actions that may not be considered by the scope of the audit recommendations. In addition, the task force also will determine the best way to adopt and apply the National Incident Management System (3a) to Metro, and to ensure a revised Emergency Operations Plan (3b) addresses the roles, frequency and types of training and exercises (3d) needed to maintain competency for staff. The task force will provide a scope of work recommendation related to continuity of operations (6b) needed for the determined roles and applicable departments and the number and types of resources that would need to be included in an inventory (5).

Once the task force defines the scope, it will review current staff (3c), contract, and physical resources for implementation, and request additional resources as needed. The task force will issue a report no later than March 2020 outlining its work and future recommendations.

Recommendations 4a and 4b:

Metro's Finance Department will formalize existing procedures to track and report emergency related damage and costs during the next year.

Similarly, Finance will continue investigating manual payroll and vendor payment processes for use when normal systems are unavailable. Finance also will create an implementation plan in the next 12 months, resources permitting.

Recommendation 6a:

As the audit points out, Property and Environmental Services has embarked on business continuity planning for its operational facilities. Phase 1 of continuity planning (6a) will be complete by the end of the 2018 calendar year. The work will create a final report with recommendations and a process appraisal to share with other Metro Departments. Based on the final recommendations, PES will consider proposing a budget request for personnel to maintain, test, and improve the solid waste operations continuity plan, including leading a Business Impact Analysis.

Recommendation 7a and 7b:

Information Services is working to expand Metro's emergency communications capabilities (7a). Currently Metro participates in the federal government's Government Emergency Telecommunications Service (GETS). GETS allows agencies to receive priority in landline and cellular use during an emergency. Using the results of the emergency management task force, Information Services will work with other departments to ensure the appropriate Metro staff have access to GETS. There also is a review of Metro's radio systems underway, and Information Services will propose a project to connect these systems to ensure connectivity among appropriate Metro facilities and staff. The Oregon Convention Center and Information Services will pilot a system for mass notification (7b) that could be used for Metro staff. This system is identified and planned to be budgeted for FY 2020. If successful, Metro will expand the system agency-wide.

Overall, management agrees that Metro should have a formal structure and procedures to use during a disaster, as outlined in your audit. We appreciate your analysis of Metro's emergency management capabilities and the recommendations you provided.



Office of the Metro Auditor
600 NE Grand Avenue
Portland, Oregon 97232
503-797-1892
www.oregonmetro.gov

Emergency Management: Strengthen basic elements to prepare for disasters

Why this audit is important

The Metro region is vulnerable to natural and human-made hazards. Metro has a variety of operations and facilities that span three counties. To deal with emergencies, organizations and governments use emergency management. We reviewed four recent emergency incidents to see whether Metro’s approach covered the basic elements of emergency management.

Eagle Creek Fire



Source: Curtis Perry/Flicker
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January 2017 Storm



Source: Metro

What we found

Metro’s response was ad-hoc and did not cover many of the basic elements of emergency management. However, the impacts of the four incidents we reviewed were not severe. Because of this, and because of the experience and initiative of Metro employees, the effects of missing the basic elements were relatively minor.

Metro relied on employee experience and initiative during recent incidents

Event	Roles & Authority	Procedures	Inventory & Resources	Continuity	Communication
MRC Flood	●	●	●	●	●
Eagle Creek Fire	●	●	●	●	●
January '17 Storm	●	●	●	●	●
December '15 Storm	●	●	●	●	●

- Incident management and employee experience & initiative
- Employee experience & initiative

Source: Metro Auditor’s Office analysis of documents and interviews related to incidents

We determined that Metro was able to respond well to these incidents overall. However, we saw opportunities for improvement for managing emergencies. Metro needed a more formal structure to be prepared for severe multi-facility emergencies or disasters. We noted progress on the development of a disaster debris management plan and a continuity plan for solid waste.

What we recommend

We made recommendations for Metro to clarify roles, responsibilities and authority, and to formalize administrative procedures. We also recommended Metro plan for continuity of operations, and develop an inventory of emergency resources, backup communication system, and notification system(s) to cover all employees.

Agenda Item No. 4.1

Consideration of October 4, 2018 Minutes

Consent Agenda

Metro Council Meeting
Thursday, October 18, 2018
Metro Regional Center, Council Chamber

Agenda Item No. 4.2

Consideration of October 11, 2018 Minutes

Consent Agenda

Metro Council Meeting
Thursday, October 18, 2018
Metro Regional Center, Council Chamber

Agenda Item No. 4.3

**Resolution No. 18-4939, For the Purpose of
Authorizing the Chief Operating Officer to Grant and
Easement to Portland General Electric Company to
Relocate Existing Facilities for Park Development**

Consent Agenda

Metro Council Meeting
Thursday, October 18, 2018
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AUTHORIZING)	RESOLUTION NO. 18-4939
THE CHIEF OPERATING OFFICER TO)	
GRANT AN EASEMENT TO PORTLAND)	Introduced by Chief Operating Officer
GENERAL ELECTRIC COMPANY TO)	Martha Bennett in concurrence with
RELOCATE EXISTING FACILITIES FOR)	Council President Tom Hughes
PARK DEVELOPMENT)	

WHEREAS, pursuant to the 1995 Metro Open Spaces, Parks and Streams Ballot Measure 26-26 ("Bond Measure"), Metro purchased real property, located in the Fanno Creek Greenway Target Area, now known as Woodard Park in the City of Tigard; and

WHEREAS, the Fanno Creek Greenway Target Area was designated as a regional trail and greenway in Metro's Greenspaces Master Plan and identified as a regional target area in the Bond Measure; and

WHEREAS, the City of Tigard developed, manages, and operates Woodard Park pursuant to an Intergovernmental Agreement authorized by Resolution 99-2816; and

WHEREAS, Fanno Creek and a segment of the developed Fanno Creek Regional Trail traverse the park; and

WHEREAS, the Fanno Creek Regional Trail was planned, constructed and is maintained for the use, enjoyment, and benefit of the general public and is part of Metro's Regional Trail System Plan; and

WHEREAS, with the goal of improving the regional trail system, improving habitat along Fanno Creek, and improving public safety and accessibility to the regional trail, the City of Tigard is replacing a bridge over Fanno Creek and realigning a short section of the regional trail; and

WHEREAS, Portland General Electric Company (PGE) maintains power poles and electrical transmission lines along the SW Tiedemann Avenue right of way; and

WHEREAS, one power pole and the anchors and support wires associated with the power pole are impacted by the proposed construction improvements; and

WHEREAS, trail realignment and bridge construction require the power pole, and thus the anchors and support wires, to be relocated to a new location as depicted on Exhibit A; and

WHEREAS, the impacted anchors and support wires are on Metro property and were present when Metro purchased the property in 2001; and

WHEREAS, to accommodate the trail realignment and bridge construction, PGE requested an easement to have authorization to relocate the anchors and support wires in a manner similar to and consistent with the current anchors and support wires on Metro property;

WHEREAS, Metro Council concludes that granting the easement is consistent with Metro's easement policy as described in Metro Resolution No. 97-2539B approved on November 6, 1997;

WHEREAS, said easement policy includes exceptions to the policy, including utility facilities associated with projects that are designed specifically for the benefit of a Metro park or recreational facility;

WHEREAS, the Metro Council concludes that granting the easement is a public benefit and necessary to support the regional trail system and park use improvements.

NOW THEREFORE,

BE IT RESOLVED that the Metro Council authorizes the Chief Operating Officer to grant PGE an easement for access, construction, repair, and maintenance of anchors and support wires in the location depicted on Exhibit A, on terms approved by the Office of Metro Attorney.

ADOPTED by the Metro Council this _____ day of October, 2018.

Tom Hughes, Council President

Approved as to Form:

Nathan A. S. Sykes, Acting Metro Attorney

EXHIBIT A TO RESOLUTION 18-4939



STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 18-4939, FOR THE PURPOSE OF AUTHORIZING THE CHIEF OPERATING OFFICER TO GRANT AN EASEMENT TO PORTLAND GENERAL ELECTRIC COMPANY TO RELOCATE EXISTING FACILITIES FOR PARK DEVELOPMENT

Date: October 8, 2018

Prepared by: Gary Shepherd, Office of Metro Attorney

INTRODUCTION

This resolution requests authorization to execute an easement with the Portland General Electric Company (PGE) to permit existing anchors and support wires associated with a power pole to be relocated to accommodate public park and regional trail improvements on Metro property.

BACKGROUND

Metro owns property known as Woodard Park in the City of Tigard. The City of Tigard manages and operates Woodard Park pursuant to an Intergovernmental Agreement.

Fanno Creek and a segment of the Fanno Creek Regional Trail traverse the park. The Fanno Creek Regional Trail was planned, constructed and is maintained for the use, enjoyment, and benefit of the general public and part of Metro's Regional Trail System Plan.

With the goal of improving the regional trail system, improving habitat along Fanno Creek, and improving public safety and accessibility, the City of Tigard is replacing a bridge over Fanno Creek and realigning a short section of the regional trail. Metro Parks and Nature staff have been involved in the planning of the improvements and have reviewed and approved the plans. The City of Tigard is currently constructing the improvements.

The improvements are adjacent to SW Tiedemann Avenue. Portland General Electric Company (PGE) maintains power poles and electrical transmission lines along the SW Tiedemann Avenue right of way. One power pole and the anchors and support wires associated with the power pole are impacted by the proposed construction improvements. The anchors and support wires are on Metro property and were present when Metro purchased the property in 2001.

The trail realignment and bridge construction require the power pole, anchors, and support wires to be relocated to a new location as depicted on Attachment A.

To accommodate the trail realignment and bridge construction, PGE requested an easement authorizing it to relocate the anchors and support wires on Metro property in a manner similar to and consistent with the current anchors and support wires on Metro property.

Metro Council adopted Resolution No. 97-2539B (easement policy) in order to establish a policy for Metro to consider requests to encumber Metro Parks and Nature properties with private easements designed for access, utilities, or other non-park purposes. The easement policy outlines specific criteria against which Metro staff should consider private easement requests.

The easement policy also includes exceptions to the policy. One exception to the policy is for utility facilities associated with projects that are designed specifically for the benefit of a Metro park or recreational facility. Metro Parks and Nature staff, along with the Office of Metro Attorney, conclude that PGE's easement request is consistent with the easement policy exception.

Staff is of the opinion that granting the easement is a public benefit and necessary to support the regional trail system and park use improvements occurring on Metro property. This opinion is supported by the fact that the anchors and guide wires requiring relocation existed prior to Metro's purchase, and would not need relocating, but for the bridge and regional trail improvements. Staff also determined the easement can be accommodated without impacts to natural resources, cultural resources, and recreational facilities or opportunities, and that there is no feasible or practicable alternative alignment. The easement will also act to clarify the rights and responsibilities of Metro and PGE concerning their existing infrastructure on Metro property.

ANALYSIS/INFORMATION

1. Known Opposition. None.

2. Legal Antecedents.

1995 Metro Open Spaces Bond Measure approved by voters on May 16, 1995.

Metro Code Section 2.04.050, which requires Metro Council authorization for the Chief Operator to transfer interests in real property.

Resolution No. 97-2539B "For the Purpose of Approving General Policies Related to The Review of Easements, Right-Of- Ways, and Leases for Non-Park Uses through Properties Managed by the Regional Parks and Greenspaces Department" adopted November 6, 1997.

Resolution No. 99-2816 "Authorizing the Chief Operating Officer to Execute an Intergovernmental Agreement with the City of Tigard to Manage the Property in the Fanno Creek Greenway Target Area" adopted July 15, 1999.

3. Anticipated Effects. Adopting the resolution authorizing granting the easement will allow PGE to relocate existing facilities on Metro property and allow the City of Tigard to construct trail and bridge improvements associated with the Fanno Creek Regional Trail. This regional trail was planned, constructed and is maintained for the use, enjoyment, and benefit of the general public and part of Metro's Regional Trail System Plan.

4. Budget Impacts. None.

RECOMMENDED ACTION

Approval of Resolution _____

ATTACHMENT 1 TO STAFF REPORT
FOR RESOLUTION 18-4939

