
2022 Wildfire Season

AFTER-ACTION REVIEW



August 2023

Administrative Handling Instructions

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Executive Summary

This After-Action Review (AAR) focuses on efforts by the State of Oregon to prepare for and respond to widespread wildfires during the 2022 Wildfire Season (June – September). The wildfires were ignited due to critically hot, dry, and windy conditions. Oregon’s firefighters worked tirelessly to save lives, protect critical infrastructure, public and private property, and contain the wildfires. The Governor of the State of Oregon, Oregon Department of Emergency Management (OEM), Oregon Department of Forestry (ODF), Office of the State Fire Marshal (OSFM), Oregon Department of Human Services (ODHS), and Oregon Health Authority (OHA) took action to respond to the wildfires and mitigate the loss of life and property.

The purpose of this AAR is to summarize key findings and provide recommended actions related to the preparedness and response planning for and implementation of core capability elements for future all-hazards events in the State of Oregon. The AAR identifies areas of success and opportunities for improvement for the Oregon Department of Emergency Management and the State of Oregon to take proactive action in helping the agency and Oregon Emergency Response System (OERS) better prepare for and respond to all hazards.

On August 28, 2022, Governor Kate Brown proclaimed a State of Emergency due to Imminent Wildfire Threat Statewide (EO 22-17). On Sept. 8, 2022, the State Emergency Coordination Center (ECC) activated to monitor wildfires, Public Safety Power Shutoffs (PSPS) impacts, facilitate information sharing, resource coordination, and serve as a communications hub to ensure all participating response agencies were coordinated. An estimated total of 304,254 acres burned. The 2022 Wildfire Season AAR identified multiple wildfire occurrences in the State of Oregon. Specific focus was on the Cedar Creek Fire, Miller Road Fire, Rum Creek Fire, Sturgill Fire, and Double Creek Fire due to local jurisdictions near wildfire perimeters submitting ECC support requests through OpsCenter. Evacuation orders were in place for these five wildfires. Multiple state agencies and emergency management partners supported firefighting and response needs.

Declarations

- August 7, Governor Brown invoked the Emergency Conflagration Act for the Rum Creek Fire (EO 22-16).
- August 28, Governor Brown Proclaimed a State of Emergency due to Imminent Wildfire Threat Statewide (EO 22-17).
- September 3, Governor Brown invoked the Emergency Conflagration Act for the Double Creek Fire (EO 22-18).
- September 6, Governor Brown invoked the Emergency Conflagration Act for the Sturgill Fire (EO 22-19).
- September 9, Governor Brown invoked the Emergency Conflagration Act for the Cedar Creek Fire (EO 22-20).
- September 10, Federal Emergency Management Agency (FEMA) Region 10 approved a Fire Management Assistance Grant (FMAG) for the Milo McIver Fire burning in Clackamas County.

The information collected for this report was derived from state and local Oregon agencies that were identified as partners through OEM and other participating jurisdictions. This is an evaluation of ECC systems and coordination effectiveness, not an evaluation of partners' decisions and actions. Documentation related to the preparedness and initial response capabilities for these incidents was reviewed, including situation reports (SitReps), daily briefing emails, Incident Action Plans (IAP) and other documentation.

2022 Wildfire Season Timeline

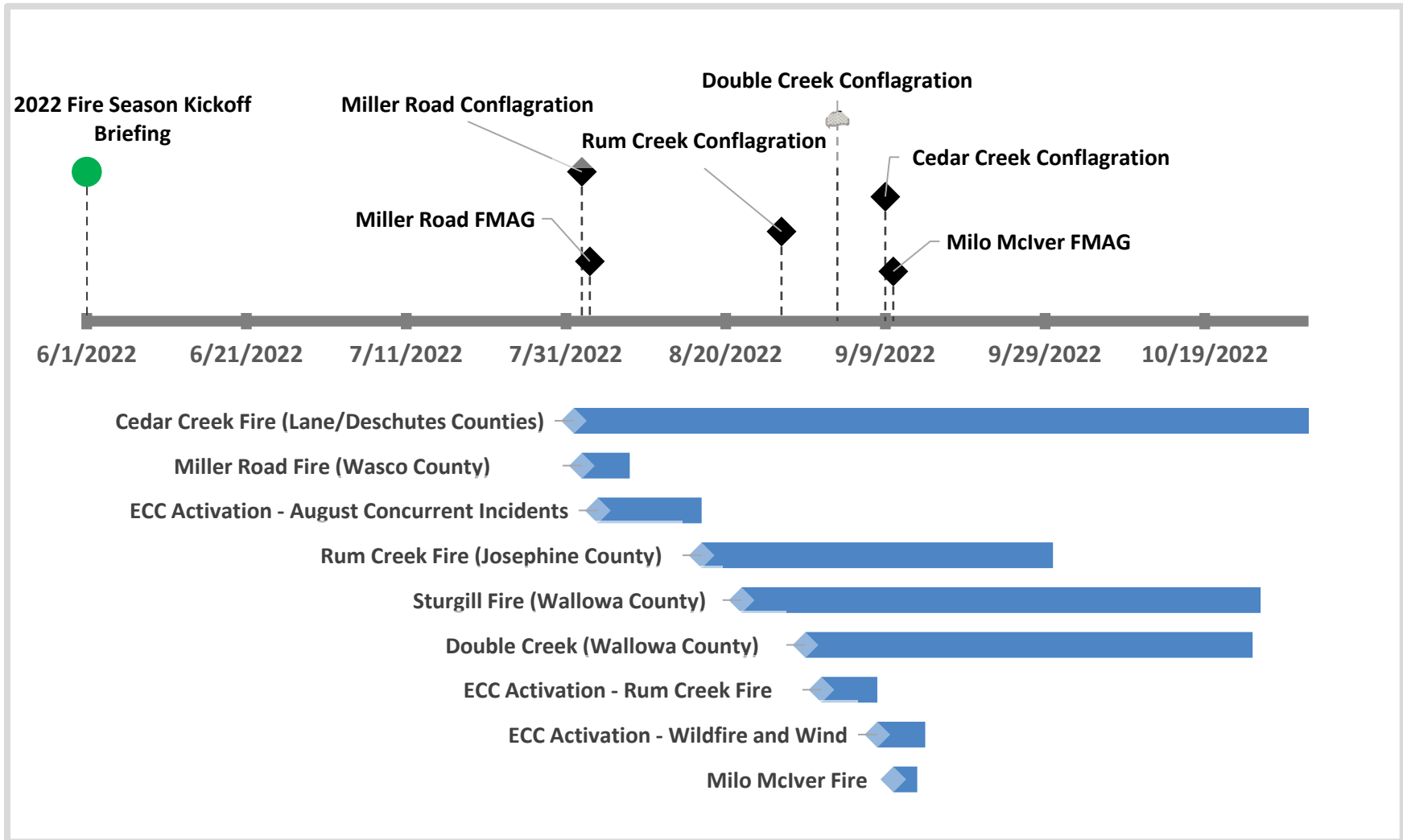


Figure 1: Timeline of Key Dates

Wildfire Incidents

Cedar Creek Fire

At the beginning of 2022 concurrent wildfires started with the Cedar Creek Fire between Lane and Deschutes County on August 2. Lightning struck near the town of Oakridge, 15 miles away, starting a significant wildfire event around Cedar Creek. As of August 3, the Cedar Creek Fire was estimated to be at 826 acres burning in steep terrain west of Waldo Lake in Lane County. At the time, there was no potential impact on structures or urban areas. By August 5, the Cedar Creek Fire had grown to 3,234 acres, but relative humidity had risen, and winds had decreased. On August 28, Governor Brown proclaimed a State of Emergency due to Imminent Wildfire Threat Statewide (EO 22-17). Prior to activation, the ECC was on standby to monitor OpsCenter requests/needs and conducting partner wildfire update briefings. Concerns were that the National Weather Service (NWS) issued a “Red Flag Warning” for high winds and low relative humidity that upcoming weekend (Sept. 9–10, 2022). At the time, northeast winds were anticipated to travel 10 to 20 miles per hour (mph) with gusts up to 30 mph. East winds ranged from 15 to 25 mph with gusts to 40 mph and were expected near the west end of the Columbia River Gorge and Oregon Coast Range ridges. The relative humidity was as low as 15%. Conditions of this type are favorable for rapid fire spread that may threaten life and property. A combination of the above conditions (Wildfire and Windland Urban Interface) can contribute to extreme fire behavior hence ECC monitoring.

On Sept. 8, 2022, the State ECC was activated to monitor wildfires, facilitate information sharing, resource coordination, and serve as a communications hub to ensure all participating response agencies were coordinated. The ECC produced daily SitReps, Common Operating Pictures (COOP), ECC coordination calls, IAPs, and gathering PSPS information. The Cedar Creek Fire was estimated to be approximately 27,512 acres, 18% contained, with level 3 evacuation orders. OSFM briefed the governor for a pre-emptive conflagration act request for Cedar Creek Fire. OSFM also leveraged an Emergency Management Assistance Compact (EMAC) request to stage one task force in Lane County.

On Sept. 9, Governor Brown invoked the Emergency Conflagration Act for the Cedar Creek Fire (EO 22-20) due to the fire estimating to be approximately 31,486 acres, 12% contained, with level 3 evacuation orders. The utilities in Lane County executed PSPS, including Lane Electric in Oakridge, and resulted in access to fuel and communications challenges in both the Hwy 58 and 126 corridors. Also on Sept. 9, Portland General Electric, Pacific Power, Lane Electric, and Eugene Water and Electric Board (EWEB) executed PSPS for approximately 59,000 customers (electrical meters) within Benton, Clackamas, Douglas, Hood River, Lane, Lincoln, Linn, Marion, Polk, Multnomah, Tillamook, Washington and Yamhill Counties. ODOT closed Highway 58 from the pass to Oakridge with Oregon State Police (OSP) assistance. EWEB performed a PSPS in the McKenzie Highway that night due to the possibility that 3,000 people in between Oakridge and Veneta had the potential to lose power and at the time 2,000 had already lost power. Once the PSPS was established, Charter Spectrum customers had no internet. Lane County was referring those needing medical supplies to 211, ODHS and their medical providers. Shelters were established at Lane Events Center at Wheeler Pavilion with the Red Cross and ODHS.

By Sept. 10, the fire was approximately 73,922 acres, and 12% contained, with level 3 evacuation orders. A Temporary Evacuation Point (TEP) was established at Lane Community College. Through an ECC request, an ODHS Office of Resiliency and Emergency Management (OREM) liaison was provided to Lane County’s Emergency Operations Center (EOC) to assist with the TEP.

The American Red Cross had opened a shelter for evacuees at the Lane County Fairgrounds Expo Hall, which sheltered 90 individuals, 141 livestock and 120 domestic animals. Lane County requested one medical staff and one OHA liaison personnel through the ECC to assist Red Cross personnel with medically fragile residents and provide EOC support, which was fulfilled that same day. Integration of OEM's Regional Coordinators into the local EOC helped support communications and sharing of information to make informed decisions.

By Sept. 11, the fire was approximately 85,926 acres, and 0% contained with level 3 evacuation orders. By Sept. 12, the fire was approximately 86,734 acres, and 0% contained with level 3 evacuation orders. The Oregon Department of Environmental Quality (DEQ) issued an air quality advisory on Monday, Sept. 12, for Baker, Crook, Deschutes, eastern Lane, Grant, Harney, Klamath, Lake, Malheur, Umatilla, Union, Wallowa, and Wheeler counties due to smoke primarily from the Cedar Creek Fire near Oakridge and the Double Mountain Fire.

Miller Road Fire

On August 2, a fire occurred on Miller Road in Wasco County. On August 2, Governor Brown invoked the Emergency Conflagration Act (EO 22-14). On August 3, FEMA Region 10 approved an FMAG to combat the fire. The OSFM Blue Incident Management Team (IMT) was in-briefed at 1000 on August 3 and took command of the Miller Road Fire. As of 1500 on August 3, the fire was estimated to be approximately 10,500 acres. Evacuations were in place in and around the communities of Pine Grove, Tygh Valley and the City of Maupin. During this time, the American Red Cross established a shelter at Dufur High School. By August 5, eight Northwest Interagency IMTs joined the OSFM Blue IMT in unified command of the fire. By August 8, the fire was estimated to be approximately 10,847 acres, 98% contained, and evacuations for the local communities had been lifted.

Rum Creek Fire

The Rum Creek Fire started on August 17 in Josephine County. As of 0900 on Sept. 1, the fire was estimated to be approximately 15,635 acres. The Rum Creek Fire was managed under unified command with Northwest Team 13, ODF Team 1, and OSFM Blue Team. Evacuation orders were issued for the communities of Galice, Merlin and Rand, with level 3 evacuations. Josephine County EOC activated, coordinated evacuations, and collaborated with the American Red Cross, which had established a shelter at the Josephine County Fairgrounds.

On August 26, the ECC received a request for 12 traffic/security staff personnel to monitor control points for the evacuated homes, which required 48 personnel for 24-hour operations for at least seven days. The request was fulfilled and closed by Sunday, Sept. 11. By August 27, Governor Brown invoked the Emergency Conflagration Act for the Rum Creek Fire (EO 22-16).

On August 30, Josephine County declared a State of Emergency for the Rum Creek Fire (Resolution 2022-037). As of 0900 on Sept. 2, the Rum Creek Fire was estimated to be approximately 16,940 acres with 12% containment. A new request was made on August 31 for an ESF 6 (Mass Care) liaison to assist with identifying people in evacuation areas with access and functional needs who might need additional assistance to evacuate. The request was fulfilled and closed out on Sept. 9, 2022.

Josephine County Public Works made final preparations for completing and pre-staging evacuation route signage and continued to work with the ODHS liaison on possible evacuation locations and/or support. An Oregon Department of Agriculture (ODA) veterinarian toured the animal sheltering location in Josephine County to assist with capacity planning for rapid expansion if needed. As of 0900 Sept. 6, the fire was estimated to be approximately 19,495 acres, and 34% contained. One residential structure and two additional minor structures were found to be destroyed. Eight total structures were lost, including two residences and six other structures.

On Sept. 9, the fire was estimated to be approximately 21,227 acres, 46% contained, with 24 residences at level 3 evacuation order, 81 residences at level 2, and 498 residences under a level 1 evacuation order. On Sept. 12, the fire was estimated to be approximately 21,347 acres, 75% contained, with 24 residences at level 3 evacuation order, 81 residences at level 2, and 498 residences under a level 1 evacuation order. Josephine County along with Jackson, Douglas and Curry Counties were removed from the advisory due to improving conditions.

Double Creek Fire

On Sept. 3, Governor Brown invoked the Emergency Conflagration Act for the Double Creek Fire (EO 22-18), in Wallowa County. On Sept. 8, the fire was estimated to be approximately 100,977 acres, 0% contained, with level 3 evacuation orders. DEQ and Lane Regional Air Protection Agency issued an air quality advisory on Thursday, Sept. 8 for Coos, Curry, Deschutes, Douglas, Jackson, Josephine, Klamath, Lake, Lane, Umatilla, Union, and Wallowa Counties due to smoke from fires across Oregon and in central Idaho. On Sept. 9, the fire was estimated to be approximately 100,977 acres, 15% contained, with level 3 evacuation orders. Requested orders were placed and partially fulfilled in OpsCenter. The six Radio Operators (RADOs) would not arrive in time, but the additional 32 staff for 24-hour coverage for the Double Creek Fire did arrive. These were the same staff that assisted with the Rum Creek Fire, as well as completed communications infrastructure analysis of the Double Creek fires. DAS held a Communications Sector Coordination Call on Sept. 9. Two strategic technology reserve trailers were deployed to support Double Creek.

Sturgill Fire

On Sept. 6, Governor Brown invoked the Emergency Conflagration Act for the Sturgill Fire (EO 22-19). On Sept. 8, the Sturgill Fire was estimated to be approximately 18,573 acres, 0% contained, with evacuation notices. DEQ and Lane Regional Air Protection Agency issued an air quality advisory on Thursday for Coos, Curry, Deschutes, Douglas, Jackson, Josephine, Klamath, Lake, Lane, Umatilla, Union, and Wallowa Counties due to smoke from fires across Oregon and in central Idaho.

Key Findings

The National Preparedness Goal describes five mission areas: prevention, protection, response, recovery and mitigation; and 32 activities called [core capabilities](#) that address the greatest risks to the nation. The areas of strength identified highlight a comprehensive approach to wildfire preparedness and response. The focus on preparedness, resource mobilization, collaboration, and effective communication has significantly enhanced the state's ability to respond to and mitigate the impact of wildfires. These strengths should be acknowledged and continued to ensure the ongoing success of emergency management efforts in the future.

In preparation for the 2022 Wildfire Season, the utilization of annual wildfire tabletop exercises and the distribution of commercial air scrubbers throughout the state showcased a strong emphasis on ensuring agencies and communities were well-equipped to handle the challenges posed by wildfires. Additionally, the development of GIS tools and a comprehensive story map facilitated efficient information sharing and decision-making, allowing for a coordinated and integrated response in the ECC, which was essential within preparation. Furthermore, OEM hosted a pre-incident wildfire planning briefing prior to the start of wildfire season to review resource request processes, provide all partners an opportunity to share available resources, and provided ODF and OSFM the opportunity to brief partners. On an annual basis, the wildfire season briefing is a beneficial meeting that should continue and is something that hasn't occurred regularly historically. The information shared at the state-level meeting is also shared at local-level meetings.

In terms of the response effort provided by the enterprise, the addition of Mobilization Coordinators to the Oregon State Fire Marshal staff, along with expanded authorities for pre-positioning and immediate response, significantly contributed to the success of the emergency response. The mobilization of resources through the EMAC and the partnership with ODA's State Veterinarian demonstrated effective coordination and resource allocation. The availability of FMAG grants for ODF staffing and pre-staging equipment at key hotspots enhanced the state's preparedness and response capabilities, ensuring timely assistance during the wildfire season.

The Hazard Mitigation Grant Program (HMGP) Post Fire program provides funding to help communities implement hazard mitigation measures focused on reducing the risk of harm from wildfire. HMGP Post Fire funding is authorized under Sections 404 and 420 of the Stafford Act and provides hazard mitigation grant funding to State, Local, Tribe, and Territorial (SLTT) governments in areas receiving an FMAG declaration. The ability to pre-position and provide immediate response assets to prevent and mitigate fires from reaching conflagration status was instrumental to success.

Most pre-positioned resources engaged fire during the season. OSFM was able to use immediate response to assist local fire authorities in keeping fires small several times. Establishing clear communication channels and regular updates also played a crucial role in keeping partners informed and engaged. The hosting of weekly calls during the fire season by ODF as well as the improved OEM webpages ensured consistent and timely information dissemination.

Furthermore, the successful activation of the 211 system and the collaboration with ODHS streamlined resource allocation and support for shelters, contributing to the overall effectiveness of the response efforts. The emphasis on clear communication regarding PSPS and the sharing of PSPS information also contributed to success.

Several findings of areas of improvement for wildfire preparedness and response were also identified. The following key recommendations address critical aspects such as coordination, communication, resource management, and operational protocols. This will foster effective coordination and preparedness among key partners, ensuring a comprehensive and unified approach. Additionally, streamlining communication across utility providers is essential to eliminate mixed messages during emergencies. Coordinating responsibilities, particularly in relation to cell tower operations, will ensure consistent messaging and reliable communication capabilities, even in challenging circumstances. Secondly, implementing a real-time common operating picture is essential for enhanced situational awareness.

By developing a system that automatically pulls data from the local level, emergency management personnel can eliminate the need for manual data entry and improve efficiency. Lastly, clarifying roles and responsibilities between agencies is critical for effective response during these events. Specifically, defining clear protocols for the ODHS and the American Red Cross in the context of sheltering support will mitigate operational coordination challenges. Additionally, streamlining jurisdictional responsibilities between ODHS, non-governmental organizations (NGOs), and other organizations during resource center setup will improve coordination and communication, ensuring effective utilization of available resources.

There was a lack of understanding of the possible cascading impacts of a Public Safety Power Shut Off to the community. During the Cedar Creek Fire and PSPS, Lane County activated the food banks to get more food to the community and opened putrescible waste sites to collect the food that perished. ODHS also supported replenishing food supplies. It became clear that older populations in rural areas needed additional resources. The State of Oregon does not have a consolidated resource inventory that allows local jurisdictions and regional coordinators in the state agencies to quickly identify where resources are available and can be deployed to support response efforts. There is no searchable statewide database of grant purchased equipment, including Public Health Emergency Preparedness (PHEP), State Preparedness and Incident Response Equipment (SPIRE) grant, and Homeland Security Grant Program (HSGP).

By implementing these recommendations, emergency management agencies can enhance their preparedness and response capabilities, fostering a more efficient and resilient emergency management framework. These improvements will lead to enhanced coordination, streamlined communication, and optimized resource management, ultimately ensuring a more effective response to future emergencies.

Table 1: Summary of Areas of Success

Key Findings – Areas of Success		
<u>Core Capabilities</u>	<u>Functional Area</u>	<u>Observation</u>
1. Planning	Pre-Incident Planning	The OEM pre-fire season briefing provided the opportunity to give a seasonal overview and to review plans for the season with partner agencies. ODF's presentation on Wildfire Season Outlook for 2022 was beneficial as well as Oregon Public Utility Commission's (OPUC) presentation during that time.
2. Planning	Pre-Incident Planning	Holding wildfire tabletops prior to fire season.
3. Planning	Including Individuals with Disabilities or Access/Functional Needs	Leveraging GIS data to understand vulnerable populations supported preparation in the different communities and how to tie that into the EOC if/when an event did happen.
4. Planning	Pre-Incident Planning	In prepping for wildfire season, updating the format of the IAP documents so information was easier to understand, updating reporting processes in which a developed fillable PDF form was created and provided to state Emergency Support Function (ESF) partners as well as the local jurisdictions, so partners knew the new forms before the start of wildfire season. Developing these tools ahead of time, so that information is being collected. Additionally, creating a story map and those tools in terms of situational awareness and assessment information were already developed, making those ready to distribute when the incident occurred.
5. Planning	Pre-Incident Planning	The State Fire Defense Board Training and Meeting was held in-person in 2022, allowing for the significant changes to the Oregon Fire Service Mobilization Plan to be thoroughly discussed and allowing Fire Defense Board Chiefs to be trained in an environment conducive to questions and conversation.
6. Planning	Pre-Incident Planning	OSFM provided hours of virtual training and created a website to host all training content for participants of the Oregon Fire Mutual Aid System. This allowed firefighters from across the state to be prepared to respond.
7. Operational Coordination	Establishing Lines of Communication	Conference calls for Wildfire Season were scheduled in advance.
8. Operational Coordination	Establishing Common Operating Picture	Integration of GIS tools and resources to develop a story map that the ECC was able to distribute and share to provide a common operating picture.

Key Findings – Areas of Success

<u>Core Capabilities</u>	<u>Subject</u>	<u>Observation</u>
9. Operational Coordination	Allocating and Mobilizing Resources	Commercial air scrubbers were distributed throughout the state prior to the wildfire season.
10. Operational Coordination	Unity of Effort	OSFM’s relationship with ODF and the federal suppression entities increased efficiencies and allowed for a more unified approach to suppression statewide.
11. Operational Coordination	Allocating and Mobilizing Resources	The addition of “Mobilization Coordinators” to OSFM’s staff and the expansion of OSFM authorities to include pre-positioning and immediate response was instrumental to the success of the season.
12. Operational Coordination	Ensuring Information Flow	Support from ODHS to get resources for shelters and streamlined activation of 211 to support Oregon communities.
13. Operational Coordination	Allocating and Mobilizing Resources	ESF 11 assigned the state veterinarian to provide locals with important support and consultation for potential disease issues at the animal shelters. Southwest Oregon regional veterinarian was embedded with the EOC and active at the fairgrounds, which was helpful towards the agency coordination.
14. Operational Coordination	Allocating and Mobilizing Resources	Working with OEM to bring EMAC resources into the state went well on both occasions. OSFM was prepared for the September wind event and had strategically reserved some Oregon resources as well as pre-positioning resources from Washington state to assist. All of those resources were engaged during the height of the event and at no point was OSFM unable to fill a request for additional suppression personnel.
15. Operational Coordination	Ensuring Information Flow	Multi-agency collaboration between ODHS and OHA to get scrubbed empowered data allowed for outreach to private and non-profit partners working with our community care organizations.
16. Operational Coordination	Ensuring Information Flow	Integration of OEM’s Regional Coordinators into the local EOC supported communications and sharing of information to make informed decisions.
17. Operational Coordination	Ensuring Information Flow	ODF hosted weekly Statewide Fire Briefings to share information on active fires throughout the state with partners at all levels.
18. Mass Care Services	Sheltering	Standing up a temporary evacuation point for sheltering and getting access data to understand community needs including transportation to the shelter location.

Key Findings – Areas of Success		
<u>Core Capabilities</u>	<u>Subject</u>	<u>Observation</u>
19. Situational Assessment	Tracking Response Activities	OSFM having all 7 of their Regional Mobilization Coordinator positions and OEM Coordinating staff allowed OSFM to maintain excellent situational awareness since they were able to communicate with county and city emergency managers for immediate communication/needs for the duration of the 2022 summer. OSFM was rarely caught off guard or unprepared. OSFM staff were able to engage early and often, and in many cases, had advance notice and specific plans to engage fires prior to there being a request for assistance.
20. Fire Management & Suppression	Specialized Firefighting	OSFM’s partnership with ODF to provide aviation suppression was another success in 2022. Many times, OSFM was able to operationalize their plans and agreements to mobilize air support quickly to keep fires small and away from communities.

Table 2: Summary of Areas of Improvement

Key Findings – Areas of Improvement		
<u>Core Capabilities</u>	<u>Subject</u>	<u>Observation</u>
1. Operational Coordination	Ensuring Information Flow	The continuous mixed messaging between all county agencies sending PSPS messages and jurisdictions impacted by wildfires produced several messages sent across the Everbridge system, which made the messaging less urgent to recipients.
2. Operational Coordination	Establishing Roles & Responsibilities	There is lack of understanding of roles and responsibilities for communications with cell providers to ensure there is sufficient backup fuel supplies to ensure continuity of communications. Needing to know backup power situations, how much can be maintained during operations if the primary source of power goes down. Understanding what communications look like in the area and how that's going to be impacted as a PSPS continues.
3. Operational Coordination	Establishing a Common Operating Picture	Data collection for the ECC Common Operating Picture is highly manual, relying on emails and manually entered information. This does not allow for real-time information sharing.
4. Operational Coordination	Ensuring Information Flow	The timing of ECC calls conflicted with other state agency operation center calls. Consistent call rhythms

		will ensure agency representatives are prepared to provide current information.
5. Operational Coordination	Establishing Roles and Responsibilities	There was a lack of clarity on the roles and responsibilities that ODHS can perform for local jurisdictions in response to activations. There is also a lack of understanding of which organization offers what type of resources.
6. Operational Coordination	Partner Engagement	Key players in evacuation planning and strategic planning were missed or inconsistently invited to calls. Incident Management Teams coordinating all the information and conducting cooperators calls collected cooperators' contact information and then when the team transitioned, the same distribution lists were not utilized.
7. Operational Coordination	Partner Engagement	During partner calls or briefings, some lead state agencies were not represented. Questions and discussions would arise during these briefings that couldn't be answered.
8. Situational Assessment	Analyzing Information	PSPS is hard to track at the statewide level – the different websites are helpful for a specific area, but having to look at multiple sites and in multiple places for that information is challenging when trying to plan for impacts.

Key Findings – Areas of Improvement

<u>Core Capabilities</u>	<u>Subject</u>	<u>Observation</u>
9. Situational Assessment	Delivering Situation Reports	Suggest sending out the story map with situational reports at the same time to locals for forward planning. There's a resource constraint with the Red Cross or other mutually used resources for sheltering, etc. Locals need to know this in advance rather than reading through lines with a lack of resources, providing significant delays in mobilizing. The lack of transparency with what could be provided at the time when requesting to stand up shelter sites and get food for people.
10. Logistics and Resource Management	Resource Management	State resources deployed to a fire without announcing their presence to local emergency management. It was a great resource to have them come, but they just showed up without coordination.
11. Situational Assessment	Assessing Hazard Impacts	There was a lack of understanding of the impact of a PSPS on the food supply to communities. The PSPS in Oakridge resulted in a loss of all food for the low-income population. Disposal of the putrescible waste had a cascading impact that was challenging as people were allowed to return home.

<p>12. Operational Coordination</p>	<p>Partner Engagement</p>	<p>Not all areas of the state are trained to use Ops Center requests compared to those who see significant fire activity year after year. During the September event, there was fire activity in communities not accustomed to such extreme fire behavior. This can create opportunities for education of municipal authorities.</p>
<p>13. Mass Care</p>	<p>Resource Distributions</p>	<p>Understanding how to handle medical fragile shelter operations in communities alongside traditional sheltering operations. If you don't have the right medical equipment, type of cots, refrigerator to store medications, extra wheelchairs, regional funds, gathering equipment, supplies, and a trailer, it takes a lot of effort to be able to put that together. Having been successful in certain counties, the statewide Medical Reserve Corps group is the foundation for drawing on volunteers to support that. How do we as a state mobilize those resources to neighboring counties quickly when they're needed?</p>
<p>14. Logistics and Supply Chain Management</p>	<p>Resource Management</p>	<p>The ECC lacks a statewide resource (equipment and trained deployable personnel) inventory management program and/or system.</p>

Next Steps

The 2022 Wildfire Season AAR will be used to identify opportunities to improve future all-hazards incident operations for communities in the State of Oregon. Corrective actions will be identified and assigned from the Continuous Improvement Working Group (CIWG). The CIWG is a standing entity within the Oregon Department of Emergency Management, which establishes to support agency and enterprise continuous improvement efforts. The purpose of the CIWG is to review, validate, assign, track, and report on the implementation of recommended actions and the codification of best practices.

Analysis of Core Capabilities

Aligning observations and core capabilities provides a consistent taxonomy for evaluation that transcends individual incidents to support preparedness reporting and trend analysis. **Table 3** includes the observations, aligned core capabilities, and performance ratings for each core capability as observed during the incident and determined by the evaluation team.

Table 3: Summary of Core Capability Performance

Incident Objectives	Primary Core Capability	Performed without Challenges (P)	Performed with Some Challenges (S)	Performed with Major Challenges (M)	Unable to be Performed (U)
Provide technical assistance and subject matter expertise to empower local and tribal jurisdictions to respond to needs in their communities and recover from disaster impacts	Planning		S		
Identify resources available to fulfill potential resource requests	Planning		S		
Support local, tribal, and state partner requests for assistance	Operational Coordination		S		
Proactively communicate and coordinate with local, tribal and statewide partners to address resource and capability gaps	Operational Coordination		S		
Coordinate timely, accurate, accessible and unified messaging to the public	Operational Coordination		S		
Support life-safety and life-sustaining response efforts conducted by local, tribal, and statewide partners	Operational Coordination		S		
Maintain situational awareness and sustain effective state emergency management operations	Situational Assessment		S		

Incident Objectives	Primary Core Capability	Performed without Challenges (P)	Performed with Some Challenges (S)	Performed with Major Challenges (M)	Unable to be Performed (U)
Coordinate public messaging and support local public information and warning operations	Situational Assessment		S		
Establish and maintain statewide situational awareness for multiple hazards through data collection, analysis, and dissemination of information and GIS products	Situational Assessment		S		
Coordinate the collection and dissemination of damage assessment information (with applicable agencies) to aid in the establishment of recovery operations	Planning		S		

Performed without Challenges (P): The targets and critical tasks associated with the core capability were completed and did not negatively impact the performance of other activities. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations and laws.

Performed with Some Challenges (S): The targets and critical tasks associated with the core capability were completed and did not negatively impact the performance of other activities. The performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations and laws. However, opportunities to enhance effectiveness and/or efficiency were identified.

Performed with Major Challenges (M): The targets and critical tasks associated with the core capability were completed but some or all of the following were observed: The demonstrated performance had a negative impact on the performance of other activities; contributed to additional health and/or safety risks for the public or for emergency workers; and/or was not conducted in accordance with applicable plans, policies, procedures, regulations and laws.

Unable to be Performed (U): The targets and critical tasks associated with the core capability were not performed.

Scope and Methodology

The 2022 Wildfire Season AAR includes information collected from individuals and organizations that were identified as partners through OEM, partner agencies and local emergency management organizations. This is an evaluation of systems and operational coordination effectiveness regarding statewide preparedness and response. The information was gathered through interviews held virtually through discussion workshops, meeting notes, and status briefings. Documentation related to the preparation for and response to incidents was reviewed, including Situation Reports, daily briefing emails, IAPs, and other documentation. Observations were developed based on data collected from incident documentation, incident timelines, and daily briefings.

Data Collection

From February – March 2023, the Oregon Department of Emergency Management (OEM) collected and performed data analysis that supported the development of the AAR. The scope of the AAR was “How the OERS enterprise best supported local, city and tribal in Planning, Operational Coordination, Situational Assessment, Fire Management and Suppression, Mass Care Services, Logistics and Supply Chain Management capabilities.” The collection process included workshop discussion with OEM staff, state agencies, locals, tribal, NGOs, and other partners who participated in the 2022 wildfire activation. The information was gathered through online feedback forms, as well as one large virtual workshop interview. The workshop interview occurred on March 28, 2023.

Many participants from the 2022 wildfire activation participated in the workshop discussion, providing insightful perspectives from the numerous partners and their responsibilities during the wildfire activation. A crucial part of successful AARs is to gather information quickly due to participants being able to remember key events accurately. There was a six-month gap from when the wildfire activation ended to when the AAR data collection started as a result of limited staff capacity and conflicting priorities for the Oregon Department of Emergency Management. All data collected can be summarized in the metrics **Table 4** and **Table 5** below.

Table 4: Data Collection Metrics

Interview Participants	Hot Washes	Field Site Visits	Survey Responses	Focus Groups	Feedback Forms
50	0	0	1	1	3

Table 5: Collection Objectives

Incident Collection Objectives
Collection Analysis Plan (CAP)

Conclusion

The identified areas of improvement and areas of strength in the 2022 Wildfire Season planning and response efforts provide valuable insights for future enhancements. The identified areas of improvement can be categorized within FEMA core capabilities and be drilled down within functional areas of those core capabilities such as Pre-Incident Planning. Implementing these improvements will foster better coordination, enhance public safety, and ensure a more efficient response to wildfires and other emergencies. The areas of strength showcased commendable practices that contributed to successful wildfire preparedness and response. The emphasis on preparedness through annual tabletop exercises, the effective mobilization and coordination of resources, and the implementation of clear communication strategies all played pivotal roles in the state's ability to respond effectively when emergency disasters occur. Recognizing these strengths is crucial for sustaining and further enhancing the preparedness and response of the OERS enterprise for future state disasters.

Moving forward, it is recommended to build upon the areas of improvement by establishing a consistent and comprehensive pre-fire season briefing framework, implementing robust communication protocols for PSPS events, and exploring technological solutions for seamless information sharing. Additionally, it is important to continue fostering collaboration among agencies, expanding resource mobilization capabilities, and investing in training and capacity-building initiatives. By focusing on these next steps, emergency management agencies can strengthen their resilience and readiness, better-protecting communities and mitigating the impact of future emergencies.

Some information presented in this AAR may be outdated following this publication. Current data on the status of corrective action implementation is maintained in the Continuous Improvement Plan (CIP) Action Tracker. OEM is responsible for maintaining data in the CIP Action Tracker and facilitating the CIWG. Once the corrective action is complete, the responsible division will evaluate its effectiveness in achieving specified goals.

Appendix A: Acronym List

Table 6: Acronyms that can be found in this AAR

AAR	After-Action Review
AFI	Area for Improvement
AOS	Area of Success
CAP	Civil Air Patrol
CAP	Collection Analysis Plan
CIP	Continuous Improvement Plan
CIWG	Continuous Improvement Working Group
COA	Course of Action
COOP	Common Operating Picture
FEMA	Federal Emergency Management Agency
FMAG	Fire Management Assistance Grant
ECC	Emergency Coordination Center
EO	Executive Order
EOC	Emergency Operations Center
EOP	Emergency Operation Plan
EM	Emergency Management
EMAC	Emergency Management Assistance Compact
EMMA	Emergency Management Mobile App
EWEB	Eugene Water & Electric Board
ESF	Emergency Support Function
GIS	Geographic Information System
HMGP	Homeland Mitigation Grant Program
HSGP	Homeland Security Grant Program
IP	Improvement Plan

IAP	Incident Action Plan
IC	Incident Command
IMT	Incident Management Team
NGOs	Non-Governmental Organizations
OERS	Oregon Emergency Response System
OFMAS	Oregon Fire Mutual Aid System
PGE	Portland General Electric
PHEP	Public Health Emergency Preparedness
PIO	Public Information Officer
PSPS	Public Safety Power Shutoff
RADO	Radio Operators
SAR	Search and Rescue
SitRep	Situation Reports
SLTT	State, Local, Tribal, and Territorial Government
SPIRE	State Preparedness and Incident Response Equipment
SME	Subject-Matter-Expert
TEP	Temporary Evacuation Point

Appendix B: Participating Organizations

Table 7: Participating Organizations

Federal
<ul style="list-style-type: none">• United States Forest Service – USFS
State
<ul style="list-style-type: none">• Oregon Department of Environmental Quality - DEQ• Oregon Department of Emergency Management – OEM• Oregon Department of Human Services – ODHS• Oregon Office of Resiliency and Emergency Management - OREM• Oregon State Fire Marshall – OSFM• Oregon Department of Forestry – ODF• Oregon Department of Administrative Services - DAS• Oregon Health Authority – OHA• Oregon Department of Transportation – ODOT• Business Oregon – BIZ• Oregon Department of Consumer and Business Services – DCBS• Oregon Department of Energy – ODOE• Oregon State Police – OSP• Oregon Department of Justice – DOJ• Oregon Military Department – OMD• Oregon Department of Agriculture – ODA• Oregon Public Utility Commission - OPUC

County / Local

- Josephine County
- Harney County
- Washington County
- Multnomah County
- Hood River County
- Lake County
- Gilliam County
- Lincoln County
- Deschutes County
- Grant County
- Marion County
- Lane County
- City of Tigard
- City of Ashland
- City of Portland
- City of Roseburg
- City of Medford
- Siletz Tribe – **CTSI**
- Coquille Tribe

Non-Governmental Organizations

- American Red Cross
- National Weather Service – **NWS**
- Eugene Water & Electric Board - **EWEB**