



December 31, 2013

**DEPARTMENT NAME:** California Governor's Office of Emergency Services  
**ORGANIZATION CODE:** 0690

## **INTRODUCTION**

In accordance with the Financial Integrity and State Manager's Accountability (FISMA) Act of 1983, the California Governor's Office of Emergency Services (Cal OES) submits this report on the review of our systems of internal control and monitoring processes for the biennial period ended December 31, 2013.

Should you have any questions, please contact Anne Marie Nielsen, Manager, Audit Office at (916) 845-8437, or via email at [Anne.Marie.Nielsen@caloes.ca.gov](mailto:Anne.Marie.Nielsen@caloes.ca.gov).

## **BACKGROUND**

Effective July 1, 2013, pursuant to the Governor's Reorganization Plan No. 2 of 2012, the California Emergency Management Agency was re-named the Governor's Office of Emergency Services (Cal OES) and the Public Safety Communications Office (PSCO) moved from the California Technology Agency to Cal OES. The new Cal OES maintains the same responsibilities and capabilities as before, but also includes the new PSCO responsibilities of providing public safety communications to the state's first responders and oversight of the 9-1-1 system.

During an emergency, Cal OES functions as the Governor's immediate staff to coordinate the state's responsibilities under the Emergency Services Act (Government Code §8550), and other applicable federal statutes. Cal OES also acts as a distribution channel for federal assistance through natural disaster grants and federal agency support. On a day-to-day basis, Cal OES provides leadership, assistance, training and support to state and local agencies in planning and preparing for the most effective use of federal, state, local, and private sector resources in emergencies. This emergency planning is based upon a system of mutual aid in which a jurisdiction relies first on its own resources, and then requests assistance from its neighbors.

Cal OES also operates the California State Warning Center (CSWC). The CSWC provides emergency communications to other state and local agencies 24 hours a day, seven days a week, 365 days a year. The CSWC provides after hour and off premises contact support to the Governor's Office staff and the senior staff of all agencies. It also serves as a means of communication and a notification system in coping with all disasters.

## **MISSION, VISION AND GOALS**

In 2013, Cal OES began the process of updating its strategic plan, including its vision, mission, values, and strategic goals. In order to evaluate program effectiveness and demonstrate Cal OES's success in meeting its goals and objectives, Cal OES established a Performance Evaluation Office. This Office assists programs in developing performance metrics to measure and evaluate progress in achieving goals and objectives.

The updated mission for Cal OES is to protect lives and property, build capabilities, and support our communities for a resilient California. The new vision is to be the leader in emergency management and homeland security through dedicated service to all.

Cal OES's new mission is built upon the following six strategic goals:

1. Anticipate and enhance prevention and detection capabilities to protect our state from all hazards and threats.
2. Strengthen California's ability to plan, prepare for, and provide resources to mitigate the impacts of disasters, emergencies, crimes and terrorist events.
3. Effectively respond to and recover from both human-caused and natural disasters.
4. Enhance the administration and delivery of all state and federal funding, and maintain fiscal and program integrity.
5. Develop a united and innovative workforce that is trained, experienced, knowledgeable and ready to adapt and respond.
6. Strengthen capabilities in public safety communication services and technology enhancements.

## **CORE VALUES**

Cal OES's new plan is also built upon the following four core values:

**Integrity:** We maintain trust by fulfilling our mission with honesty, accountability, and transparency.

**Service:** We are dedicated to carrying out the duties and responsibilities entrusted to us and upholding a shared and principled commitment to our mission.

**Respect:** We recognize and value the diversity that exists within our organization, throughout our communities, and among our partners while demonstrating concern and compassion for all.

**Resiliency:** We promote safe and prepared communities with the strength to withstand or rebound from any event or emergency.

## **RISK ASSESSMENT**

The Cal OES risk assessment was conducted using a control self-assessment survey and risk assessment ranking process. This risk assessment process was completed by the Cal OES executive management team and facilitated by staff from the Audit Office. Through a self-assessment survey and risk assessment ranking form, Cal OES executive staff was tasked with identifying department-wide risks or threats that could adversely affect the ability to achieve their program mission and goals. Risk statements were also identified and scored by executive management according to risk likelihood and risk impact to their respective program functions. Executive management identified corresponding existing controls in place; that if working as intended, would provide reasonable assurance that the risk would be mitigated.

The Audit Office staff met with executive management to discuss concerning changes in their operations, key projects and current efforts to minimize risk exposures. Based on the results of the current risk assessment, the following represents the department's greatest vulnerabilities and could prevent Cal OES from successfully meeting its mission, objectives and strategic goals:

1. Administrative and operational policies are not updated and/or not currently maintained.
2. The relocation of the Red Mountain communication facility is needed to continue to provide critical public safety communications across Del Norte and Northern Humboldt counties.
3. The Cal OES Regional Emergency Operation Center (REOC) in Southern California needs replacement to meet the requirements of the Essential Services Buildings Seismic Safety Act of 1986 and provide essential services to the public following a disaster.
4. A redundant Network Operation Center (NOC) is needed to ensure continuous public safety radio communications for daily operations and for responding to emergencies.
5. Emergency management staff at all levels are not fully trained and/or experienced in emergency management and could affect the department's ability to staff the State Operations Center in the event of an emergency or disaster.
6. The lack of a fully developed strategic plan and performance metrics to guide Cal OES's emergency management efforts.

## **EVALUATION OF RISKS AND CONTROLS**

### **Issue #1 – Lack of Updated Policies and Procedures**

Administrative and operational policies and procedures are not updated or not currently maintained. The policies also do not adequately address the concepts of approval, authorization, verification, reconciliation, security and separation of duties. Furthermore, operational policies

are not readily available to all staff. This deficiency was noted in the internal control reports for 2009 and 2011 and remains outstanding.

**Risk #1**

The lack of administrative and operational policies and procedures places the department at risk for inconsistent procedures within the department and/or non-compliance with mandated governing rules and regulations. It can also result in a lack of reliable information and a breakdown of communication among staff. Furthermore, the lack of administrative policies or operational manuals is a symptom of a vulnerable control system.

**Issue #2 – Relocation of Red Mountain Communication Site**

The Red Mountain communication facility, which provides critical radio communications to 13 governmental and tribal entities in Del Norte and Northern Humboldt counties, requires relocation by December 2022. The Red Mountain communication facility, located on United States Forest Service property, is the hub and primary site for public safety radio communications for the western side of Del Norte and Northern Humboldt counties. The request to stay at Red Mountain with an extension of the current lease has been rejected. Thus, Cal OES must develop alternative communication sites to provide equivalent public safety radio communications coverage currently served from the Red Mountain facility. Otherwise, critical public safety communications across Del Norte and Northern Humboldt counties may be compromised.

**Risk #2**

The lack of the Red Mountain communication facility will place Cal OES at risk of not providing critical radio communications for 13 governmental and tribal entities covering the western side of Del Norte and Humboldt Counties. Without the relocation of the communication facility, the State's public safety agencies in that area will have very limited to no public safety radio communications. This will result in the loss of vital communication links to state, federal, and local law enforcement, transportation, and resource agencies, which provides services supporting a population of approximately 250,000.

**Issue #3 - Relocation of Southern Regional Emergency Operation Center**

The Cal OES Regional Emergency Operation Center (REOC) in Southern California does not meet the requirements of the Essential Services Buildings Seismic Safety Act of 1986, or the Americans with Disabilities Act, and therefore, needs replacement. The Essential Services Safety Act places requirements on buildings that provide essential services to the public after a disaster. Those buildings shall be designed and constructed to minimize fire hazards and resist

the forces of earthquakes, gravity and winds. The REOC, which is critical to Cal OES's function following an emergency, is currently housed in an aging and deteriorating facility that requires increased maintenance and ongoing repairs just to remain operational, and does not meet the most basic essential facility standards. The REOC also serves as an alternate State Operation Center (SOC), should the Mather SOC become non-operational during an emergency. As such, a new facility should be identified in order to comply with the Essential Services Safety Act and to provide essential services to the public after a disaster.

### **Risk #3**

Leaving the current facility intact will cause the REOC to remain in the modular facilities that are not up to current seismic or Americans with Disabilities Act compliance codes. Without the proper REOC facility, essential services may not be available to the public after a disaster and will impede the core goals and objectives of Cal OES.

### **Issue #4 – Need for Redundant Network Operations Center**

The NOC is a single point for monitoring, troubleshooting outages, and performing system repairs for the State Microwave System and in need of a redundant system to ensure continuous public safety radio communications. The California Highway Patrol, Department of Transportation, California Department of Forestry and Fire Protection and other public safety agencies depend on the existing microwave network for public safety radio communications for their daily operations and for responding to emergencies.

### **Risk #4**

Currently, the NOC is a single point of failure. In the event the NOC was destroyed, the State's microwave network would be severely damaged impacting the public safety radio communications. Previous studies have shown the current location of the NOC could become severely damaged in a major disaster such as an earthquake. Thus, there is a need for redundant NOC locations to decentralize all of the circuit terminations from the current NOC location to increase the resilience of the network and eliminate the single point of failure.

### **Issue #5 - Inadequate Staff Training**

Low staffing levels coupled with inadequately trained staff in emergency response, impact the ability for Cal OES to adequately staff the Regional and State Operations Centers following an emergency or disaster. This deficiency, also noted in the 2011 internal control report, remains outstanding.

**Risk #5**

Low staffing and inadequately trained emergency management staff could affect Cal OES's ability to effectively coordinate statewide emergency response and recovery efforts, thus impacting the agency's ability to accomplish its mission.

**Issue #6 - Strategic Planning Deficiencies**

Cal OES lacks a fully developed strategic plan to guide its emergency management efforts. Cal OES has also not adequately developed performance measures to ensure that it is continually improving the state's preparedness status and achieving its goals and objectives.

Cal OES developed a strategic plan covering the five-year period from 2010 to 2015, which includes various goals and objectives; however, this plan does not include any performance measures to gauge Cal OES's success at meeting those goals and objectives. This deficiency was also noted in the last two high risk audit reports issued by the California State Auditor in 2009 and 2013.

Cal OES is currently in the process of updating its strategic plan and developing performance measurements and benchmarks to quantify its progress toward achieving its strategic goals and objectives.

**Risk #6**

Until Cal OES fully develops its strategic plan with performance measures and the assignment of tasks, it cannot ensure that it is successfully making progress toward achieving its goals and objectives.

**VACANT POSITIONS**

We have reviewed our records for fiscal years 2011/12 and 2012/13 and determined the California Governor's Office of Emergency Services is in compliance with Government Code section 12439. We concluded that the department accurately reported all vacant positions and submitted the Change in Established Positions form (Std. 607) during the reporting period.

Michael Cohen, Director of Finance  
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## **CONCLUSION**

I certify that our systems of internal controls and monitoring processes are adequate to mitigate potential threats identified in the Evaluation of Risks and Controls section above.

Original signed by:

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California Governor's Office of Emergency Services

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