

**REPORT  
 HIGHLIGHTS**

**PERFORMANCE AUDIT**

**Subject**

The Department of Emergency and Military Affairs (DEMA) has both military and emergency management responsibilities. The Division of Emergency Management (Division) handles state preparedness for, response to, recovery from, and mitigation of disasters. Military duties are fulfilled by the Army and Air National Guards.

**Our Conclusion**

The Division of Emergency Management effectively carries out its emergency management duties, but can improve its analysis of the State's emergency response after a disaster. Environmental contamination at Camp Navajo and potential liability problems regarding items stored there have been and continue to be addressed. This report also provides information on Arizona's National Guard facilities.



2004

**Emergency  
 Management Effective**

Since January 1998, 26 state emergency proclamations have been issued. These included fires, floods, windstorms, water shortages, fire ants, terrorism threats, and Y2K. The Division of Emergency Management plays a key role in helping Arizona prepare for and manage such emergencies.

Stakeholders and emergency management experts give the Division high marks for its performance in the four areas of emergency management:

- **Preparedness**—Maintaining and updating a plan that coordinates the State's activities during an emergency, conducting exercises to test the plan, and providing disaster preparedness training;
- **Response**—Coordinating the State's activities during an emergency;
- **Recovery**—Helping communities obtain funding to restore structures; and
- **Mitigation**—Helping communities obtain funding to mitigate future disasters.

Arizona is one of the first states to receive full or conditional accreditation from the Emergency Management Accreditation Program (EMAP), which is the only national accreditation program in emergency management. Arizona received conditional accreditation in June 2003 and is awaiting a second on-site evaluation to attain full accreditation.

**Disaster planning has improved**—The Division has improved its disaster preparedness efforts by maintaining and updating the State Emergency Response and Recovery Plan (Plan). The Plan identifies the roles of 70 state, volunteer, pri-



The Aspen fire—1 of 26 state emergencies declared between 1998 and 2003.

Photo: Courtesy of David Sanders.

vate, and federal organizations in case of a disaster, and assigns primary agencies for each role in a disaster. While the Division has the primary role in many emergencies, it also provides resources, communication, and strategic support when other agencies are in the lead. The Division updates the Plan to keep it current, and recently incorporated terrorism into its issues.

In order to test the State's emergency preparedness, the Division conducts at least three exercises each year and identifies areas needing improvement. One of these exercises is an annual wildfire meeting where emergency management officials discuss how they would respond and what could go wrong during a response.

The other two exercises are simulations of emergencies. Each year, one exercise simulates a disaster involving the Palo Verde Nuclear Generating Station outside Phoenix. The other simulated field exercise tests the Plan. In 2003, the exercise simulated a terrorist attack on the United States-Mexican border.

The Division also provides training for emergency professionals. For example, it has recently begun weapons of mass destruction training. In calendar year 2003, more than 4,750 people participated in the Division's 245 classes.

**Disaster response comprehensive, but improvements needed in post-disaster analysis**—Several stakeholders, including county sheriffs, a fire chief, and state, county, and tribal officials indicated that the Division effectively responds to disasters. It quickly provides appropriate resources and effectively coordinates the emergency response.

However, the Division can improve its post-disaster analyses. The Division should produce an after-action report after any disaster in which it coordinates emergency response activities. If it chooses not to produce a report, it should document the reasons why.

Further, when the Division prepares an after-action report, it should ensure the report includes detailed recommendations for every problem identified.

**Disaster recovery assistance is effective**—The Division effectively helps local communities obtain funding for disaster recovery projects designed to restore public structures to pre-disaster status. Such projects include providing food and water to residents, constructing temporary bridges and roads, and repairing utilities such as water treatment or power-generating plants.

Because of its effective recovery process, Arizona is one of only three states that the Federal Emergency Management Agency

(FEMA) has authorized to independently perform most of the recovery project functions, such as determining project eligibility and ensuring funds are spent appropriately.

**Mitigation efforts are effective**—The Division also works effectively to mitigate the impact of future disasters. For example, after the wastewater treatment system was nearly overwhelmed by evacuees from the Rodeo-Chediski fire, the Division helped the Town of Eagar obtain funding to upgrade its system.



A solar powered aerator installed in the Town of Eagar's wastewater treatment system under the Hazard Mitigation Grant Program.

Photo: Courtesy of the Department of Emergency and Military Affairs.

The Division administers three federal grant programs to assist communities with mitigation efforts: Pre-Disaster, Hazard, and Flood Mitigation. The Division informs potential applicants about the grants and assists in the application process. EMAP and stakeholders report that the Division's mitigation function is performing effectively.

## Recommendations

The Division should:

- Develop an after-action report every time it coordinates an emergency response.
- Include detailed recommendations in the after-action reports.

# Camp Navajo Environmental Cleanup and Liability Issues Addressed

Camp Navajo is an over 28,000-acre, federally owned military installation located approximately 12 miles west of Flagstaff, Arizona. It was opened by the Army in 1942 to store and ship ammunition to troops in the Pacific, and to destroy obsolete or unserviceable weaponry. In 1982, the Army granted DEMA a license to operate Camp Navajo and use it for training purposes. DEMA's license to operate Camp Navajo was extended indefinitely in 1993 after the federal government slated the camp for closure.



A concrete "igloo" used to store items such as rocket motors.

Photo: Courtesy of the Office of the Auditor General.

DEMA operates Camp Navajo as a training and storage facility. It stores items for the U.S. military, other nations' armed forces, federal agencies, privately owned companies, and Northern Arizona University.

**Environmental cleanup is progressing**—The Army's mission at Camp Navajo lasted for more than 50 years. This left many portions of the land contaminated with items such as explosives, metals, white phosphorus, and asbestos. The Army and National Guard Bureau have responsibility for funding and managing the environmental cleanup, the Department of Environmental Quality approves all restoration plans and ensures cleanup

standards are met, and DEMA distributes cleanup monies to vendors who are performing the cleanup work at Camp Navajo.

The National Guard Bureau expects many of the contaminated sites at the Camp to be closed by 2005, although long-term monitoring will continue through 2020. As of November 2003, the National Guard Bureau reports that it will require about \$73 million through federal fiscal year 2009 for cleanup and monitoring efforts, and has already spent or received approximately \$33.6 million.

**Review process needed for storage agreements**—DEMA has taken steps to address state liability concerns raised in a 1994 and a 1997 Auditor General report. The Department worked with the Arizona Attorney General's Office to develop language to limit the State's liability for damage to stored goods, and worked to include this language in its contracts with the military branches and the private companies. However, there are a few instances where the liability clause has been omitted from some contracts. This may have happened because parties that should review the contracts, such as DEMA's risk management officer, its Attorney General representative, and state risk management, did not have an opportunity to review the contracts. DEMA



When the Army exploded or burned obsolete or unserviceable ammunition, some weapons remained, leaving unexploded ordnance, residuals of chemical warfare agents, and buried and exposed metal fragments and debris.

Photo: Courtesy of the Arizona Department of Environmental Quality.

## Camp Navajo Storage Activities

- 775 concrete storage "igloos"
- 9 usable above-ground buildings
- 3 general storage warehouses
- \$3.3 billion—Approximate value of materials stored
- \$7.5 million—Approximate FY 2003 revenue
- Storage items include:
  - Rocket motors
  - Ammunition
  - Propellants
  - Government records
  - Astro turf (NAU)

has begun a review process for new contracts with private companies, but it

should expand this to all new contracts and renewals.

## Recommendation

The Division should:

- Develop a documented process to guide the review of all new contracts and renewals.

## Other Pertinent Information

Our report also contains other pertinent information on Arizona's Army and Air National Guard facilities.

**State and federal government share responsibilities**—The Department operates 32 Army National Guard armories in Arizona, of which the State owns all but one. Two new armories in Yuma and Phoenix are currently under construction. The federal government will contribute up to 75 percent of the cost for building a

new armory if the State provides the land, as is the case with the Yuma armory. The federal government will pay 100 percent of construction costs if the armory is built on federal land and uses a federal contracting process, as is the case with the Phoenix armory.

The federal government owns and operates all five facilities used by Arizona's Air National Guard members.

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Contact person for this report:  
Dot Reinhard