

Oregon State Homeland Security Strategy



2025-2028

TABLE OF CONTENTS

Message from the State Homeland Security Advisor	3
Introduction	5
Oregon Homeland Security Strategy	6
Purpose	6
Vision.....	6
Scope	6
Mission Areas	7
Goals.....	8
Oregon’s Homeland Security Goals	8
Initiatives	8
Oregon Homeland Security Council	9
Oregon Emergency Response System Homeland Security Advisory Workgroup	9
Oregon Cybersecurity Advisory Council	9
Current State Analysis	10
Risk Profile.....	10
Threats.....	10
Hazards	12
Risk Analysis.....	12
Strategic Goals and Objectives	13
Goal 1: Strengthen Intelligence and Information Sharing Capabilities	13
Mission Areas: Prevention, Protection.....	13
Goal 2: Protect Critical Infrastructure.....	13
Mission Areas: Prevention, Protection, Mitigation, Response, and Recovery.....	13
Goal 3: Enhance Cybersecurity Resilience and Preparedness.....	14
Mission Areas: Prevention, Protection, Response, and Recovery	14
Goal 4: Strengthen Counterterrorism Capabilities	14
Mission Areas: Prevention, Protection, and Response.....	14
Goal 5: Increase Public Health and Medical Emergency Resilience	14
Mission Areas: Response, and Recovery	14
Goal 6: Advance Interoperable Emergency Communications.....	15
Mission Area: Response	15

Goal 7: Strengthen an All-Hazards Preparedness and Response Capability at the Local, Tribal and State Level 16

 Mission Area: Response, Recovery, Mitigation 16

Associated Plans and Strategies 16

Message from the State Homeland Security Advisor

The State of Oregon faces a multitude of threats and hazards every day. They come in many forms, from natural or human-caused disasters to terrorism events. All of these threats can impact critical infrastructure and human lives.

The Oregon Department of Emergency Management (OEM) staff is tasked with supporting local jurisdictions and partner agencies as they respond to these hazards and implement the State Homeland Security Strategy. As Oregon's Homeland Security Advisor, I have the privilege and honor of leading these efforts to protect this great state.

Part of those efforts are reflected in the work of the Homeland Security Council. This multi-agency council is comprised of state and public safety, law enforcement and intelligence staff, and uses the following objectives to guide their work:

- Provision of financial support to local and state partners for capability development and equipment;
- Strategic and operational planning and training for critical infrastructure protection;
- Facilitation of intelligence gathering, analysis, and effective dissemination; and
- Development of all-hazards response capacity at the local, tribal and state level to address a variety of threats.

The goals outlined in this report were developed based on a profile of the risks in Oregon. They include:

- Strengthening of our intelligence information sharing;
- Enhancement of our critical infrastructure and cybersecurity resilience;
- Strengthening of our counter terrorism capabilities;
- Strengthening of our public health and medical emergency preparedness;
- Advancing interoperable communications; and
- Strengthening our all-hazard preparedness and response capabilities at the local, tribal and state level.

Key to all these goals is the collaboration of our partners and the integration of data tools to help us track, manage, assess and share threat information while adhering to our state laws regarding civil rights and privacy protection. To this end, OEM is working with state leadership and legislators to upgrade our data management system. The new system will provide a 24/7/365 watch capability that gathers and shares information and creates an informed common operating picture to support the work of our state and local partners.

As director of OEM, I'd like to take this opportunity to thank my staff for the leadership they have shown in bolstering the vital work these agencies and jurisdictions do every day to address the many homeland security threats and risks to our state. I'd also like to thank our many partners for their collaborative spirit, dedication and commitment to the people of Oregon.

Erin McMahon

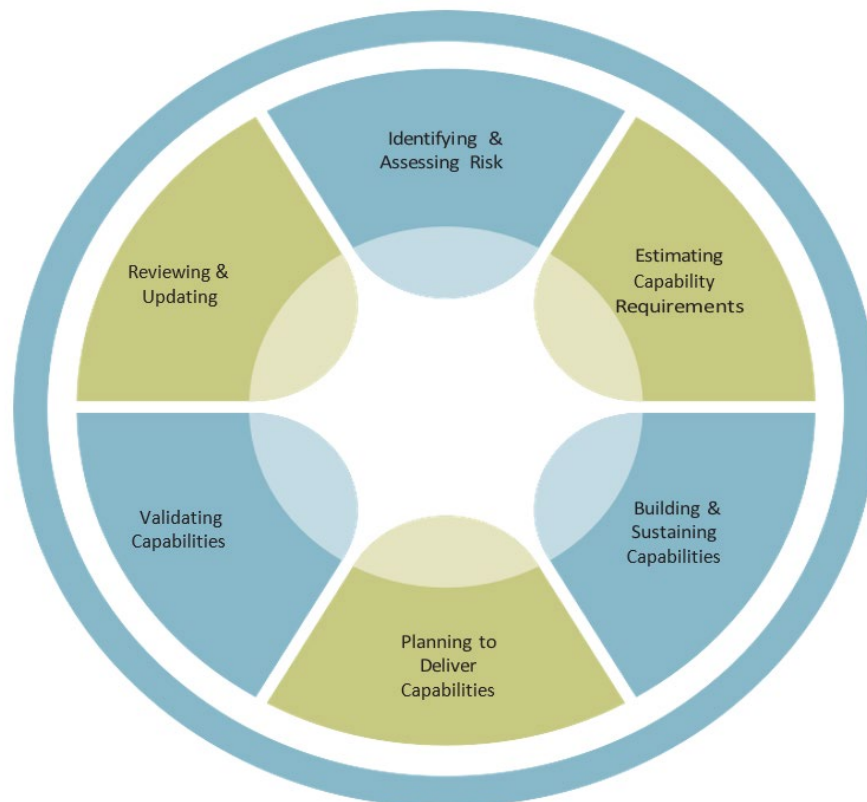
Director, Department of Emergency Management

Oregon Homeland Security Advisor

Introduction

The Federal Emergency Management Agency (FEMA) and Department of Homeland Security have identified 32 core capabilities as the means by which a more resilient and prepared community can be both built and enhanced. Oregon is committed to supporting the National Preparedness System and centers this effort towards building, sustaining, and enhancing these core capabilities. Oregon's all-hazards approach to proactively identify and re-enforce strengths as well as address identified needs provides foundational support in preparing for, mitigating, responding to, and recovering from natural hazard events as well as adversarial human-caused events.

The Oregon Homeland Security Strategy (HSS) is based on a shared responsibility of preparedness; by working together, across all governmental and private sector landscapes, we promote a safer and more resilient Oregon in the face of any hazard. It is developed using a collaborative approach that recognizes the unique laws and protections provided specifically to our marginalized and vulnerable communities across Oregon. This strategic plan consists of a five-phase approach: Analyze, Develop, Design, Implement and Evaluate, all on a recurring basis. This approach is dependent upon active communication and collaboration among stakeholders. The below graphic shows the components of the National Preparedness System detailing how communication and collaboration, the National Incident Management System (NIMS) and our core capabilities encircle the work throughout the process.



National Preparedness System Graphic FEMA

Oregon Homeland Security Strategy

Purpose

The purpose of the Oregon Homeland Security Strategy is to provide strategic direction for Oregon and its jurisdictions to prepare for, respond to, mitigate, and recover from events, both natural and human caused. This strategy provides a comprehensive framework for Oregon which will identify, unify, guide, and streamline homeland security efforts over the next three years, 2025-2028, with revisions occurring in the spring of 2027 for the next 3-year cycle.

This is especially important for two distinct reasons:

- The increased frequency of natural disasters that occur in Oregon, and
- The potential for future acts of domestic violent extremism, cybercrime, and terrorism.

It is recognized that from the eastern region to the coast, Oregon experiences a dynamic variety of natural disasters at an increased frequency. These include but are not limited to wildfires, ice storms, landslides, earthquakes, and flooding. Additionally, the HSS is of significant importance due to the increased risk of human-caused events, particularly those that result from a terrorist act, whether physical or cyber in nature.

To successfully implement this plan, the 2025-2028 HSS focuses on seven goals with associated objectives outlining the direction of the homeland security mission in our state. These goals must be matched against measurable outcomes to track advancement of the HSS. This is an exceptionally complex task requiring coordination, cooperation and focused efforts from diverse parties across Oregon including local, state, tribal and federal government entities, private and non-profit sectors, and the public. These seven goals will inform policies and resources across the state.

Vision

Proactively increase outreach to increase capacity and force multiply capabilities throughout Oregon utilizing the whole community and whole-of-government approach to enhance the safety of residents and visitors.

Scope

Homeland security is inherently a multi-agency and multi-jurisdictional effort that focuses on all threats and hazards (technical, human-caused, and natural) that could significantly impact Oregon. In general, local jurisdictions prepare for their potential threats and hazards, while state agencies must be prepared to assist with events that exceed local capability.

Effective public-private coordination is critical to the success of homeland security initiatives and is encouraged. The HSS takes a broader view and focuses on the critical elements of both homeland security and emergency management.

Mission Areas

Oregon's HSS borrows from the National Preparedness Goal and defines success as a secure and resilient Oregon with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.

The HSS utilizes the National Planning Framework as the foundation, along with the following key themes:

1. Engaged Partnership with the Whole Community
2. Scalability, Flexibility and Adaptability in Implementation
3. Integration Among the Frameworks

The HSS rests upon the five mission areas and is guided by the development and execution of the Federal Emergency Management Agency's 32 core capabilities identified in the National Preparedness Goal. These mission areas are further explained below:

Prevention: Prevent acts of terrorism and other human-caused events through information sharing and counter-terrorism investigations and operations.

Protection: Protect the people of Oregon, the state's most critical infrastructure, and our key resources using a comprehensive approach.

Mitigation: Reduce the loss of life and property by lessening the impact of future disasters through coordinated mitigation efforts.

Response: Respond quickly to reduce the loss of life and property, reduce suffering, meet basic human needs, and mitigate further harm following an event.

Recovery: Restore essential services in a safe and timely manner after disasters, while also hardening infrastructure and other systems in communities impacted by disasters in order to build them back better than before.



Goals

The HSS contains seven interconnected goals that are designed to accomplish the mission in accordance with the National Preparedness System, National Preparedness Goal, National Preparedness Framework, and other relevant federal guidance. Objectives for the goals listed below can be found later in this document.

Partner agencies that support and coordinate the goals and objectives outlined in this strategy can be found within the Oregon Comprehensive Emergency Management Plan (CEMP) and subsequent annexes, to include how objectives are being satisfied and the responsibilities therein.

Each goal contains objectives defining initiatives that achieve the state's vision through mission areas. The primary purpose is to establish a proactive and collaborative approach to homeland security that prioritizes information sharing and coordination between partner agencies. The HSS articulates the desired outcomes for the state that the Oregon Homeland Security Program works to achieve in a measurable and coordinated way in accordance with state and federal law.

Oregon's Homeland Security Goals

Goal 1: Strengthen Intelligence and Information Sharing Capabilities

Goal 2: Enhance Critical Infrastructure Resilience

Goal 3: Enhance Cybersecurity Resilience

Goal 4: Strengthen Counterterrorism Capabilities

Goal 5: Strengthen Public Health and Medical Emergency Preparedness

Goal 6: Advance Interoperable Emergency Communications

Goal 7: Strengthen an All-Hazards Preparedness and Response Capabilities at the Local, tribal, and State Level

Initiatives

The following councils and workgroup contribute to the direction, information and ongoing maintenance of the HSS. The Homeland Security Advisory Workgroup (HSAW) under Oregon Emergency Response System (OERS) was tasked with updating the HSS by the Oregon Homeland Security Council (OHSC) through a request by OEM executive leadership.

Oregon Homeland Security Council

The OHSC was created by [House Bill 2101](#) in the 2005 legislation session and amended in 2022 [ORS 401.109](#). OHSC was established within the Office of the Governor, the Oregon Department of Emergency Management. The mission of the council is to assess risks to the safety and security of the State of Oregon with special emphasis on matters related to domestic terrorism and other major threats to the people of Oregon, including critical infrastructure, and to make formal recommendations to the Governor with respect to homeland security policy. The council receives briefings on security matters for which the department is responsible at least annually from state agencies and organizations as determined by the council. The council also advises state agencies with responsibility for security matters on the future direction of the department's planning, preparedness, response, and recovery activities.

Oregon Emergency Response System Homeland Security Advisory Workgroup

OERS operates under [Oregon Revised Statutes \(ORS\) Chapter 401](#): Emergency Management and Services and [Oregon Administrative Rules Chapter 104, Division 40](#), Rules 000-020. Authority is bestowed by the OERS Council to convene and operate the Homeland Security Advisory Workgroup (HSAW).

The HSAW provides collaborative submission of recommendations on the integration of interagency and cross-disciplinary homeland security preparedness activities. It leverages the whole community framework that builds and implements initiatives that leverage federal, state, local, tribal, private sector, community, and faith-based resources. The HSAW also provides a review of all available preparedness funding sources (multiple federal as well as state and local sources) to enhance effective utilization and elimination of duplicative effort among all stakeholders and across all disciplines. Additionally, reviews include applications for the State Homeland Security Grant Program (SHSGP) and Urban Area Security Initiative (UASI) funding to ensure alignment with the federal Threat and Hazard Identification and Risk Assessment (THIRA) process; and submission of recommendations for work to fill capability shortfalls identified in the Stakeholder Preparedness Review (SPR), and the HSAW will receive annual briefings on security preparedness matters for which the workgroup is responsible from state agencies and organizations as determined by OERS council.

Oregon Cybersecurity Advisory Council

Established under [Senate Bill 90](#), Oregon Cybersecurity Advisory Council (OCAC) is working to develop a shared vision for the establishment of a cross-sector Cybersecurity Center of Excellence, in collaboration with Oregon's cyber-related industries, private sector security practitioners, educational institutions, law enforcement and local government. Currently, the center is focusing on academia and expanding programming for cybersecurity education. As the center matures, the center and the advisory council will expand support to provide information to the department and OHSC about gaps in cybersecurity resilience, cybersecurity public awareness, education, and training opportunities, and serve as a clearinghouse of information about cybersecurity threats.

Current State Analysis

Risk Profile

Threats

Public Safety and Security

Domestic Violent Extremism

Over the past decade, Oregon witnessed the sixth-highest number of domestic violent extremism incidents in the nation and has since enacted two new laws to address an individual act of domestic terrorism (HB2772) and coordinated paramilitary activity (HB2572).^{i,ii,iii}

Threats to Houses of Worship

Attacks against houses of worship have been on the rise in the past decade, even though they remain statistically rare. The U.S. Cybersecurity and Infrastructure Security Agency (CISA) recorded 37 incidents of targeted violence against faith-based organizations in the United States between 2009 and 2019, most of which were armed assaults. Global events like the Israel-Hamas War can incite or inspire threat actors to carry out acts of violence or vandalism.^{iv}

- **Oregon Incidents.** In 2023 Oregon's Faith-Based Organizations and Houses of Worship (FBO/HOW) have been subject to threatening emails and hoax bomb threats.^{v,vi,vii}

Threats to Schools

Oregon schools have been subject to an array of threats including shootings and bomb threats. While normally proving as hoaxes, these disruptions result in evacuations, panic, community unrest, and response from law enforcement.^{viii}

Human Trafficking

Human trafficking persists throughout Oregon with the total known number of victims under-represented, due to a lack of reporting on human trafficking crimes because it is difficult to identify a trafficking victim, which limits law enforcement's ability to assess the scale of the threat. The internet continues to serve as a tool for human trafficking and recruiting victims.^{ix}

Illegal Drugs

The sale and use of illicit, counterfeit, and adulterated drugs remains an ongoing threat issue across Oregon, with increased prevalence of methamphetamine and fentanyl.

Fentanyl

According to the U.S. Department of Justice, fentanyl is now the leading cause of death for Americans ages 18 to 49. In 2020, there were 298 fentanyl-related deaths in Oregon, a 74% increase from 2019. The Oregon-Idaho High Intensity Drug Trafficking Area (HIDTA) reported seizing more than 1.3 million counterfeit pills in Oregon in 2021. From 2020 to 2022, the Oregon U.S. Attorney's Office recorded a roughly 500% increase in fentanyl related

prosecutions. Fentanyl in the U.S. is mostly produced by Mexican drug cartels who obtain precursor chemicals largely from China before moving the drug over the border into distribution systems including the use of human trafficking victims to transport or sell product.^{x, xi, xii}

Misinformation, Disinformation, and Malinformation (MDM)

Threat actors use misinformation, disinformation, and malinformation campaigns to cause chaos, confusion, and division. These malign actors are seeking to interfere with and undermine our democratic institutions and national cohesiveness.

Election Cycles

Foreign actors have intensified efforts to influence the outcome of elections leveraging MDM tactics through online journals and other platforms to advance and launder misinformation and disinformation to either denigrate or support specific candidates or political parties. Claims of voter suppression, amplifying reports of real or alleged cyberattacks on election infrastructure, asserting voter or ballot fraud, and spreading other information intended to convince the public of the election's illegitimacy are all plausible tactics which could be repeated in future election cycles. A 2023 report from Reed College cited MDM as one component in a "toxic" political environment where elections workers face "unacceptable levels of abuse, threats, and harassment, driving many of them to quit."^{xiii, xiv}

Critical Infrastructure Security

Oregon has many critical infrastructure and key resource assets such as dams, government facilities, commercial venues, transportation corridors, and maritime ports all of which combine to make a target rich environment for threat actors.

Attacks on Electrical Grid

Oregon substations have been subject to suspicious photography and surveillance activities, trespassing, criminal mischief, and burglary. These deliberate physical attacks often involve the use of firearms to damage and disable equipment which can cause considerable damage and power outages.^{xv, xvi}

Elections Infrastructure

Oregon elections office and ballot counting sites are vulnerable to disruption, evacuation, or toxic exposure through suspicious mailings. Threat actors mail envelopes containing unknown substances such as white-colored powder to elections sites with the intent to interfere with ballot counting or intimidate volunteers and staff. The powder, in many instances, is harmless, but some mailings in other states have contained traces of fentanyl.

- **Oregon Incidents.** During the 2023 special election cycle, two counties in Oregon received innocuous white powder mailings.^{xvii, xviii}

Threats to Economic Security

Financially Motivated Cyber Attacks

Oregon school districts, corporations, small business, and local governments have all been victim to the growing threat of cyber attacks including ransomware. and

- **Oregon Incidents.** In 2021, the Oregon Department of Justice received 169 reports of data breaches affecting at least 250 consumers. In 2023, cyber attacks and exploitation reported to the FBI cost Oregon victims more than \$105 million.^{xix, xx, xxi}

Hazards

Natural Hazards

The nation's economic prosperity and security are crucial components of homeland security operations. As such, Oregon's natural hazards, as outlined in the Natural Hazards Mitigation Plan (NHMP), have the potential to impact various sectors including international trade, national transportation systems, maritime activities, resources, and financial systems. The NHMP utilizes comprehensive research conducted by subject matter experts to provide a detailed analysis of hazards and vulnerabilities across different regions of the state. For further information and resources concerning natural hazards that could affect the state, the NHMP is a valuable reference and can be found here [Oregon Natural Hazard Mitigation Plan](#)

Risk Analysis

Pursuant to [Comprehensive Preparedness Guide 201](#), Oregon utilizes the Threat and Hazard Identification and Risk Assessment to better understand the state's risks and hazards and determine the level of capability needed to address those risks and hazards on a yearly basis. During the THIRA process, targets are set for each of the 32 capabilities in the National Preparedness Goal. Oregon then uses the Capability Assessment to estimate the state's current capabilities, identify capability gaps and intended approaches for addressing gaps, and assess the impact of relevant funding sources on sustaining and building capabilities. The capability assessment data is used to inform the Stakeholder Preparedness Review.

The THIRA, SPR, and Capability Assessment are the result of a collaborative effort by OEM and involved subject matter experts from a multitude of disciplines across the state representing state, local and tribal partners. While the specific results of the THIRA, SPR, and Capability Assessment are not made public to protect any sensitive information contained within the data, the general sense of Oregon's strengths and needs have been captured and are incorporated into this HSS. Together, the THIRA, SPR, Capability Assessment and HSS will continue to be used to help determine how federal homeland security grant funding can best be leveraged toward the most critical needs faced by Oregon.

Strategic Goals and Objectives

Goal 1: Strengthen Intelligence and Information Sharing Capabilities



Mission Areas: Prevention, Protection

Objectives

1.1: Coordinate interagency intelligence and information sharing amongst state partners as authorized under state law to enhance Oregon’s situational awareness improving our security posture and respond to threats locally, statewide, and nationally.

1.2: Establish a common operating picture where information can be collected, analyzed and shared in support of public safety operations across the state.

1.3: Build partnerships and trust to increase collaboration with federal partners as authorized under state law^{xxii} to expand violence prevention capabilities.

Goal 2: Protect Critical Infrastructure

Mission Areas: Prevention, Protection, Mitigation, Response, and Recovery



Objectives

2.1: Increase education and awareness of potential and existing critical infrastructure threats to Oregon through outreach activities including newsletters, community messaging, and webinars.

2.2: Collaborate with partners to better defend from critical infrastructure threats through recommended best practices, resources including risk assessments, and available prevention and protection measures.

2.3: Identify and expand the use of public and private sector funding for implementing prevention and protection measures to include physical security equipment to enhance Oregon’s critical infrastructure sectors.

Goal 3: Enhance Cybersecurity Resilience and Preparedness

Mission Areas: Prevention, Protection, Response, and Recovery

Objectives

3.1: Increase education, training, and awareness of potential and existing cybersecurity threats to Oregon through outreach activities including newsletters, community messaging, exercises, and webinars.

3.2: Collaborate with partners to better prepare against cybersecurity threats through recommended best practices, resources including risk assessments, and available prevention and protection measures.

3.3: Identify and expand the use of public and private sector funding for implementing prevention and protection measures to enhance Oregon's cybersecurity sectors.



Goal 4: Strengthen Counterterrorism Capabilities

Mission Areas: Prevention, Protection, and Response

Objectives

4.1: Develop frameworks in accordance with state law to enhance the state's ability to identify and respond to individuals at risk of mobilizing to violence.

4.2: Enhance defensive measures for soft targets against high-impact threats.

4.3: Build resilience to malign information operations initiated by foreign nation states and foreign non-state actors.



Goal 5: Increase Public Health and Medical Emergency Resilience

Mission Areas: Response, and Recovery

Objectives

5.1: Increase resources available to prevent, protect, respond, and recover from all hazards incidents that affect public health and medical systems by engaging in multi-agency coordination and exercises.



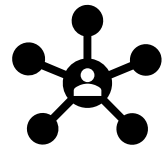
5.2: Support the Attorney General's and the Trafficking Intervention Advisory Committee's guidance and goals to prevent human trafficking.

5.3: Support the Alcohol and Drug Policy Commission's Statewide Strategic Plan to reduce harms associated with alcohol and substance use.

5.4: Enhance fatality management through review and updating of the State Emergency Operations Plan, Mass Fatality Annex.

Goal 6: Advance Interoperable Emergency Communications

Mission Area: Response



Objectives

6.1: Implement and maintain interagency continuity of communications plans for all OERS Council (ESF Agencies).

6.2: Support the achievement of objectives outlined in the Statewide Communications Interoperability Plan (SCIP).

6.3: Update state emergency communications response capabilities within the state's strategic technology reserve.

6.4: Ensure interoperable communications capabilities are exercised and evaluated in state, local, and regional exercises especially those focused on CBRNE/WMD.

6.5: Ensure interoperable collaborations in order to disseminate information to our state partners in a timely manner to enable emergency responders to successfully coordinate and communicate across disciplines and jurisdictions during an incident

6.6 Ensure interoperable collaborations with private sector owners of critical infrastructure.

Goal 7: Strengthen an All-Hazards Preparedness and Response Capability at the Local, Tribal and State Level



Mission Area: Response, Recovery, Mitigation

Objectives

7.1: In alignment with House Bill 4068, develop a statewide disaster preparedness stockpile program, in collaboration with state, local, and tribal partners, that maintains critical supplies and equipment necessary to respond, and recover from natural, human-caused, and technological hazards.

7.2: The efficient administration of preparedness grants to enhance effective utilization of funding and elimination of duplicative effort among all stakeholders and across all disciplines.

7.3: Engage in mitigation activities informed through risk analysis that reduces system or asset vulnerabilities.

7.4: Engage in public education and outreach activities in support of critical infrastructure and key resource sites to reduce the vulnerability to technological and human-caused threats and hazards.

7.5: Facilitate coordinated interdisciplinary evacuation assistance planning and coordinate the development of comprehensive reunification strategies and capabilities.

Associated Plans and Strategies

Below are some of the key documents that are related to and are complementary to implementing the goals and objectives in this strategy.

- Comprehensive Emergency Management Plan
- Oregon State Infrastructure Protection Plan
- Oregon Cybersecurity Plan
- Oregon Resilience Plan
- Oregon Fuel Action Plan
- Oregon Guidebook for Local Energy Resilience
- National Prevention Framework
- Department of Homeland Security Strategic Plan
- Statewide Communications Interoperability Plan
- Integrated Preparedness Plan
- OEM State of the State Report
- Oregon Energy Security Plan

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- ⁱ (U) Oregon Secretary of State, Advisory Report: Oregon Can Do More to Mitigate the Alarming Risk of Domestic Terrorism and Violent Extremist Attacks, March 2022.
- ⁱⁱ (U) Oregon State Legislature, HB2572, accessed 20 December 2023.
- ⁱⁱⁱ (U) Oregon State Legislature, HB2772, accessed 20 December 2023.
- ^{iv} (U) Security Management: A Publication of ASIS International, *5 Underlying Reasons for Extremist Attacks on Houses of Worship*, 20 March 2023.
- ^v (U) KGW8, *'Deeply saddened and concerned': Islamic Society of Greater Portland reports threats against members*, 18 October 2023.
- ^{vi} (U) The Council on American-Islamic Relations (CAIR) Press Release: CAIR Calls for Hate Crime Probe of 'Die Muslims Die' Message to Oregon Islamic Organization, 16 October 2023.
- ^{vii} (U) The Jerusalem Post, *US Jews suffer nearly 200 swatting, false bomb threats throughout weekend*, 17 December 2023.
- ^{viii} (U) Fox12, *FBI investigating several bomb threats made to rural Oregon schools*, 11 December 2023.
- ^{ix} (U) National Institute of Justice, *Gaps in Reporting Human Trafficking Incidents Result in Significant Undercounting*, 4 August 2020.
- ^x (U) OPB, *'It's crazy out there': The reasons behind Oregon's deepening drug crisis*, 30 May 2023.
- ^{xi} (U) U.S. Department of Justice, Press Release: Justice Department Announces Charges Against Sinaloa Cartel's Global Operation, 14 April 2023.
- ^{xii} (U) Oregon Health Authority & Oregon Department of Education, *Fentanyl & Opioid Response Toolkit for Schools*, December 2022.
- ^{xiii} (U) FBI Portland, Press Release: Oregon FBI Tech Tuesday: Building a Digital Defense Against Misinformation and Disinformation, 20 October 2020.
- ^{xiv} (U) Reed College, Oregon County Election Staffing Research Study, June 2023.
- ^{xv} (U) Oregon TITAN Fusion Center, Critical Infrastructure and Key resources Program.
- ^{xvi} (U) OPB, *String of electrical grid attacks in Pacific Northwest is unsolved*, 8 December 2022.
- ^{xvii} (U) OPB, *Officials stock up on naloxone after suspicious letters disrupt vote counting*, 19 November 2023.
- ^{xviii} (U) KOIN, *'Want to create chaos': MultCo. Elections Office among those receiving suspicious envelopes*, 10 November 2023.
- ^{xix} (U) OregonLive, *Ransomware attacks increasing in Oregon, nationwide, FBI says*, 30 June 2022.
- ^{xx} (U) OregonLive, *Ransomware attacks hammer some of Oregon's best-known brands: McMenamins, Yoshida, Bob's Red Mill*, 14 January 2022.
- ^{xxi} (U) FBI, *2023 IC3 Oregon Annual Report*
- ^{xxii} (U) ORS 180.805 also known as the Sanctuary Promise Act (2021 HB 3265). The Act increases safety and protection measures for immigrant communities through increased support, as well as transparency and accountability regarding government interactions with federal immigration authorities