



*Prepared by  
Legislative Policy and  
Research Office*

# **DISASTER RECOVERY AUTHORITY WORKGROUP**

## **WORKGROUP SUMMARY**

November 18, 2022

## WORKGROUP MEMBERS

---

**Representative Paul Evans**, House District 20, Chair  
**Representative Jami Cate**, House District 17  
**Representative David Gomberg**, House District 10  
**Representative Dacia Grayber**, House District 35  
**Representative Rick Lewis**, House District 18  
**Representative Mark Meek**, House District 40  
**Representative Tawna Sanchez**, House District 43  
**Senator Lynn Findley**, Senate District 30  
**Devon Norden**, Staff, Representative Dacia Grayber  
**Jonathan Pugsley**, Staff, Representative Tawna Sanchez  
**Marcus Sis**, Staff, Representative Mark Meek  
**Evan Sorce**, Staff, Representative Paul Evans  
**Anna Sovereign**, Staff, House Republican Office

**Mike Harryman**, Office of Governor Kate Brown  
**Matt Garrett**, Office of Governor Kate Brown  
**Michael Morter**, Office of Governor Kate Brown  
**Doug Grafe**, Office of Governor Kate Brown  
**Carie Bauer**, OregonServes Commission  
**Chris Cummings**, Oregon Business Development Department  
**Jenny Kleimeier**, Oregon Department of Consumer and Business Services  
**Teresa Van Winkle**, Oregon Department of Consumer and Business Services  
**Michael Yoder**, Oregon Department of Corrections  
**Andrew Phelps**, Oregon Department of Emergency Management  
**Stan Thomas**, Oregon Department of Emergency Management  
**Matt Marheine**, Oregon Department of Emergency Management  
**Sonji Moore**, Oregon Department of Emergency Management  
**Shawna Jepson**, Oregon Department of Emergency Management  
**Annalisa Bhatia**, Oregon Department of Environmental Quality  
**Mike Kroon**, Oregon Department of Forestry  
**Ed Flick**, Oregon Department of Human Services  
**Matt Crall**, Oregon Department of Land Conservation and Development  
**Kayla Hootsmans**, Oregon Department of Transportation  
**Sophie Miller-DeSart**, Oregon Health Authority

**Eric Gebbie**, Oregon Health Authority  
**Cynthia Branger Munoz**, Oregon Health Authority  
**Dewayne Hatcher**, Oregon Health Authority  
**Alex Campbell**, Oregon Housing and Community Services  
**Ryan Flynn**, Oregon Housing and Community Services  
**Mara Kelly**, Oregon Judicial Department  
**Lisa Gorsuch**, Oregon Public Utilities Commission  
**Bryn Hudson**, Oregon Water Resources Department

**Kerry Hoeschen**, 211  
**Denise Everhart**, American Red Cross  
**Mallorie Roberts**, Association of Oregon Counties  
**Amanda Sullivan-Astor**, Associated Oregon Loggers  
**Paul Braunstein**, AT&T/FirstNet  
**Tucker Teutsch**, Firebrand Resiliency Collective  
**Kristin Monahan**, Ford Family Foundation  
**Bob Horton**, Jackson County Fire District  
**Kristin Monahan**, Kelley Nonprofit Consulting  
**Scott Winkels**, League of Oregon Cities  
**Jared Weiner**, Lumen/CenturyLink  
**Jim White**, Nonprofit Association of Oregon  
**Caitlin Quwenikov**, Oregon Economic Development Association  
**Brian Young**, Oregon Emergency Management Association  
**Dave Busby**, Oregon Emergency Management Association  
**Garrett Mosher**, Oregon Fire Chiefs Association  
**Nicole Palmateer Hazelbaker**, Oregon Fire Chiefs Association  
**Genoa Ingram**, Oregon Fire District Directors Association  
**Brant Wolfe**, Oregon Telecommunications Association  
**Roger Johnson**, Sisters Fire District  
**Don Beeson**, Team Rubicon  
**Casey Muilenburg**, T-Mobile  
**Jim Cooper**, United Ways of the Pacific Northwest  
**Josh Truini**, Verizon  
**Matthew Lewis**, Verizon  
**Jay Lavalley**, Verizon Wireless  
**Darrell Fuller**, Volunteer Firefighter/Red Cross Volunteer  
**Jessica Epley**, Ziplay Fiber

## OVERVIEW

---

The Disaster Recovery Authority Workgroup was convened at the conclusion of the 2022 legislative session by Representative Paul Evans, Chair of the House Special Committee on Wildfire Recovery.

The purpose of the workgroup was two-fold: (1) to discuss successes, challenges, and opportunities for modern disaster recovery in Oregon, informed by the 2020 wildfires and other recent disasters; and (2) to generate legislation for the 2023 legislative session and other recommendations to ensure local governments, nonprofit organizations, and citizen-survivors have the capacity and funding to lead in recovery efforts, and to ensure state structures and authorities result in a seamless and efficient transition from response to recovery.

## WORKGROUP PROCESS

---

### Workgroup Meetings

The workgroup held regular hybrid meetings throughout the spring and summer of 2022, both in Salem and remotely via MS Teams. The meetings served to provide background information useful to the full workgroup, and to give sub workgroups an opportunity to share their iterative process.

### Sub Workgroup Meetings

The workgroup established three sub workgroups to explore topics central to the achievement of the broader workgroup goals. Each sub workgroup established its own scope of work and schedule, and discussions resulted in both legislative and nonlegislative recommendations.

#### 1) Local Needs Sub Workgroup

##### Co-Chairs

Rep. Rick Lewis  
Denise Everhart

##### Members

Dave Busby	Caitlin Quwenikov
Matt Crall	Mallorie Roberts
Chris Cummings	Amanda Sullivan-Astor
Kerry Hoeschen	Tucker Teutsch
Roger Johnson	Stan Thomas
Mike Kroon	Scott Winkels
Kristin Monahan	Brian Young

##### Scope and Discussion Topics

1. How to ensure recovery is truly locally driven
2. How to ensure local leaders' needs and concerns are being met by state and federal agencies and recovery organizations
3. Describe the functions that new, fully funded local liaison positions could fulfill
4. Management of the spontaneous people, supplies, and resources that show up in a disaster

## 2) Volunteer Engagement Sub Workgroup

### Co-Chairs

Rep. David Gomberg  
Carie Bauer

### Members

Sen. Lynn Findley	Roger Johnson
Darrell Fuller	Sophie Miller-DeSart
Mike Harryman	Stan Thomas
Shawna Jepson	Jim White

### Scope and Discussion Topics

1. Barriers to volunteer engagement
2. New and existing incentives for volunteerism
3. Identification of all volunteer organizations that would be relevant in a disaster
4. Identification of all volunteer skills and corresponding credentials that would be relevant in a disaster

## 3) Recovery Planning Cells Sub Workgroup

### Chair

Mike Harryman

### Members

Rep. Dacia Grayber	Kayla Hootsmans
Amanda Sullivan-Astor	Shawna Jepson
Paul Braunstein	Mara Kelly
Cassie Bruske	Jay Lavalley
Alex Campbell	Matthew Lewis
Jessica Epley	Chandler Martell
Denise Everhart	Sonya McCormick
Ed Flick	Casey Muilenburg
Ryan Flynn	Erin Pettigrew
Eric Gebbie	Stan Thomas
Lisa Gorsuch	Josh Truini
Dewayne Hatcher	Brant Wolfe

### Scope and Discussion Topics

1. Clarify the pivot from response to recovery operations (e.g., roles, communications, messaging), and consider structure of a recovery plan cell model
2. Clarify expectations/resources for local authorities during recovery phase; identify accessibility for public/private resources
3. Review Governor’s Disaster Cabinet (GDC) membership size and scope and its establishment via Executive Order versus codifying its roles and responsibilities

## TABLE OF RECOMMENDATIONS

The following recommendations were generated by the sub workgroups, with additional input provided by the full workgroup. The recommendations reflect the groups’ discussions and efforts to address problems they identified. While many of the recommendations enjoy broad conceptual support, they do not indicate consensus, or even majority support in some cases.

### LOCAL COLLABORATIVE ORGANIZATIONS

Workgroup Recommendations	Background
<p><b>ITEM #1 – COMMUNITY ORGANIZATIONS ACTIVE IN DISASTER (COAD)</b></p> <p>Create a new section in <a href="#">ORS 401</a> on “Disaster or Emergency Related Work Conducted by Local Organizations” that establishes COADs and COAD start-up coordinators, and that provides state seed funding for the coordinators to undertake COAD start-up responsibilities.</p> <p><b>401.xxx Community Organizations Active in Disaster (COAD)</b></p> <ul style="list-style-type: none"> <li>• <b>DEFINITION:</b> Associations of community organizations that prepare to address all four phases of emergency management: prevention, preparedness, response, and recovery. COADs typically consist of faith-based organizations, nongovernmental organizations, businesses, and individuals. COADs are typically organized at the county level but can be organized at the regional level as well.</li> <li>• <b>FUNCTION:</b> To create, foster, and maintain relationships among participating organizations for the purpose of being “ready” in a moment of disaster to respond effectively, and to plan for response and anticipated resource needs.</li> <li>• <b>COAD START-UP COORDINATORS:</b> Establish COAD start-up coordinators within each county to:             <ul style="list-style-type: none"> <li>○ coordinate the formation (or continued coordination) of a county or regional COAD and provide structure, guidance, and a forum for COADs to prepare for, respond to, and recover from disasters;</li> <li>○ identify and build collaborative relationships with local organizations and businesses, enlisting them to form and participate in the COAD;</li> <li>○ build relationships with local government partners and related associations;</li> <li>○ work with Oregon Department of Emergency Management (ODEM)/contractor for technical assistance to establish and/or maintain COAD;</li> <li>○ work with county emergency managers and county mitigation and disaster recovery managers (see Item #5 below) to clarify roles and support each other’s work;</li> </ul> </li> </ul>	<p><i>Five of 36 counties currently have a COAD. The structure and effectiveness of each is variable, and lack of paid staff and fundraising capacity has significantly limited their functionality to date.</i></p> <p><i>However, with sufficient support, COADs could be the core, ongoing local organizational and relational muscle to prepare for and respond to future disasters.</i></p> <p><i>Note: While coordination with nongovernmental organizations occurs throughout the disaster cycle, one major component of the COAD start-up coordinator role is to provide guidance to Long-Term Recovery Groups (LTRG) that form in the wake of a disaster. Once an LTRG is formed and operational, they no longer need support from the COAD and the COAD can once again focus on county-level preparation and support.</i></p>

<ul style="list-style-type: none"> <li>○ provide guidance to Long-Term Recovery Groups that form in the wake of a disaster to carry out recovery work;</li> <li>○ elevate and address the needs of nongovernmental and voluntary organizations and their clients for better service delivery;</li> <li>○ support the coordination of donated resources;</li> <li>○ support other Oregon counties as needed through a mutual aid system; and</li> <li>○ work to establish the COAD as an independent, sustainable 501(c)(3) organization, and provide strategic planning for staffing beyond the biennium of state support.</li> </ul> <ul style="list-style-type: none"> <li>● <b>STATE FUNDING:</b> Fund 1 FTE per county for a two-year biennium.</li> </ul>	
<p><b>ITEM #2 – LONG-TERM RECOVERY GROUPS (LTRG)</b></p> <p>Create a new section in <a href="#">ORS 401</a> on “Disaster or Emergency Related Work Conducted by Local Organizations” for LTRG definition, purpose, and function, and that provides state funding for targeted needs of existing LTRGs that are supporting wildfire-affected communities.</p> <p><b>401.xxx Long Term Recovery Groups (LTRG)</b></p> <ul style="list-style-type: none"> <li>● <b>DEFINITION:</b> Long-Term Recovery Groups are cooperative organizations composed of representatives from faith-based, nonprofit, government, business, and other sectors working within a community to help assist individuals and families as they recover from disaster. LTRGs are varied in their structure.</li> <li>● <b>PURPOSE:</b> To help individuals and families recover from a disaster, and to lead a variety of efforts to help the broader community recover economically and socially. Many LTRGs also help communities build in additional resiliencies against future disaster as they recover.</li> <li>● <b>FUNCTION:</b> <ul style="list-style-type: none"> <li>○ help make a variety of state and federal supports operational locally (e.g., case management programming, Federal Emergency Management Agency (FEMA) assistance, state assistance, etc.);</li> <li>○ are typically the primary local collaborative disaster recovery organization;</li> <li>○ assess local needs shortly following a disaster and determine locally informed plans for action;</li> <li>○ ensure local communities have a voice in recovery and ensure the needs of the community’s most vulnerable members are met;</li> <li>○ leverage philanthropic and other private funding and coordinate with the philanthropic sector;</li> </ul> </li> </ul>	<p><b>LTRG Overview</b>  <i>LTRGs are considered to be a national best practice and are supported by FEMA recovery operations. LTRGs in Oregon were created for communities affected by the 2020 and 2021 wildfires, with support from the FEMA-OEM Voluntary Agency Liaison (VAL), to focus specifically on meeting recovery needs. LTRGs have already leveraged significant private funding and human capital to build locally led recovery infrastructure for wildfire-affected communities. They are all structured as nonprofits or fiscally sponsored entities and are staffed.</i></p> <p><b>Capacity &amp; Operations Support</b>  <i>Existing LTRGs need capacity and operations support to continue serving wildfire communities for the estimated four to 10 more years of work until acute recovery needs are met. They are currently structured to receive and manage both public and private funds.</i></p> <p><i>For nearly all LTRGs, philanthropic organizations have been covering this expense exclusively and this funding is waning.</i></p> <p><i>None of Oregon’s LTRGs report having adequate staff capacity and most state that they need to add two to three staff members to meet increased and continued community needs. The total cost of bringing operations to capacity is approximately \$9 M annually or \$18 M per biennium. Any state bolstering of resources would also help leverage more philanthropic dollars.</i></p> <p><b>Disaster Case Management</b>  <i>To date, Oregon’s LTRGs have helped pair 549 Disaster Case Management (DCM) cases with resources. 1,001 known cases are still open and/or forthcoming.</i></p>

<ul style="list-style-type: none"> <li>○ facilitate disaster case management (through which locals are paired with disaster case managers who then present their case for financial and other supports). This includes hearing local cases through the LTRG’s “Unmet Needs Roundtable Committee” and allocating resources to those needs;</li> <li>○ offer community case management to fill gaps not covered by official disaster case management; and</li> <li>○ provide other extensive supports from mental health services, to debris clean up, to prevention/mitigation services (e.g., helping households rebuild Firewise).</li> <li>○ <b>STRUCTURE:</b> Each LTRG functions independently from other LTRGs in the state. Most are 501(c)(3) nonprofit organizations governed by a Board of Directors or are corporations fiscally sponsored by a 501(c)(3) nonprofit. Several LTRGs are in the process of becoming their own 501(c)(3) nonprofit, especially for those in communities where recovery is expected to take an additional four to 10 years. LTRGs make most of their supports operational through the various committees they manage. Each of Oregon’s active LTRGs has an “Unmet Needs Roundtable Committee,” and many also have a “Social/Emotional Needs Committee,” a “Construction Committee,” and/or a “Governance Committee.”</li> <li>● <b>STATE FUNDING:</b> <ul style="list-style-type: none"> <li>○ Provide \$18 M (optimal funding level) for the 2023-2025 biennium, and for subsequent biennia through 2029-2031, for <u>staffing capacity and operations support</u> for existing LTRGs.</li> <li>○ Provide \$18.44 M (optimal funding level) for the 2023-2025 biennium for <u>disaster case management services</u> by existing LTRGs.</li> </ul> </li> <li>● <b>FUTURE FUNDING AT TIME OF DISASTER:</b> <ul style="list-style-type: none"> <li>○ When a disaster hits and an LTRG is needed, have a reserve of funding readily available to help new LTRGs with initial staffing capacity and with expedient incorporation as 501(c)(3)s. To expedite support, these moneys could pass through the county.</li> </ul> </li> </ul>	<p><i>LTRGs have raised, leveraged, and managed \$8.08 M funding to support those 549 cases.</i></p> <p><i>LTRGs state that they need \$18.44 M (\$18,000/case) to cover the remaining cases (both formal DCM and general community case management) to help local community residents get back on their feet, get back into housing, and access a variety of resource navigation and hands-on supports.</i></p>
<p><b>ITEM #3 – PHILANTHROPIC LIAISONS</b></p> <p>Provide capacity via competitive contract for one or two statewide Philanthropic Liaisons and Funding Experts to coordinate public and private resources more effectively. These positions would interface with ODEM’s recovery operations and with local philanthropic organizations, COADs, LTRGs, other community organizations, and survivors.</p>	<p><i>Fully leveraging the potential of the philanthropic community and doing so in coordination with the Oregon Department of Emergency Management, county emergency managers, and county disaster mitigation and recovery managers (see Item #5 below), is essential to avoid duplication of efforts and to leverage timely support.</i></p> <p><i>With funding-related questions and needs at an all-time high during times of disaster, and with the high potential for circulating misinformation (e.g., the limitations of CDBG-DR funding, how fiscal sponsorship impacts funding, LTRGs’ status as nongovernment</i></p>

	<i>entities, etc.) that is harmful to response and recovery efforts, an expert or two would provide much needed support to facilitate understanding and cooperation among public and private resource providers.</i>
--	--

**PRIVATE SECTOR PARTNERSHIPS**

Workgroup Recommendations	Background
<p><b>ITEM #4 – LISTS OF BUSINESSES FOR DISASTER COMMUNICATION</b></p> <p><b>Note:</b> This item reflects broad conceptual ideas and will require additional input from the workgroup.</p> <ul style="list-style-type: none"> <li>• <u>OPTION #1:</u> (<i>Current System</i>) Public Service Announcements and other efforts to get information out to businesses on the front-end. Businesses sign themselves up to join Oregon Business Development Department (OBDD) navigator website updates.</li> <li>• <u>OPTION #2:</u> Require Secretary of State (SOS) to send recovery updates to their list of businesses; SOS does not share their list with other entities.</li> <li>• <u>OPTION #3:</u> Establish mechanism to allow local governments to request SOS business registry information in a disaster, or to pull from their own permit/license records for a mailing list.</li> <li>• <u>OPTION #4:</u> Support the Business Registry Workgroup proposal (access to phone numbers and emails; opt-out function for businesses).</li> <li>• <u>OPTION #5:</u> COAD and/or LTRG absorbs this business communication function.</li> <li>• <u>OPTION #6:</u> Develop Resilience Networks and mechanisms to maintain them.</li> <li>• <u>OPTION #7:</u> Rely on ODEM Public/Private Partnership Program for private business lists and communications.</li> </ul>	<p><i>Effective communication with the business community is essential during a disaster and during the recovery phase.</i></p> <p><i>In recent disasters, there have been many recovery programs, grants, and benefits for businesses, but relatively ineffective ways to communicate the availability of those resources with businesses, especially small, nontraded, and/or work-from-home businesses.</i></p>
<p><b>ITEM #5 – ODEM PUBLIC/PRIVATE PARTNERSHIP PROGRAM</b></p> <p>Considerations:</p> <ul style="list-style-type: none"> <li>• Mobilize public and private partnership engagement during planning, response, and recovery phases of Governor-declared emergencies and statewide disasters. Utilize and build upon ODEM’s Public/Private Partnership Platform (P4) and program.</li> </ul>	<p><i>The Oregon Department of Emergency Management’s (ODEM) public/private partnership program promotes and engages the private sector in emergency planning, response, and recovery operations—locally, regionally, and nationally. The program and its staff serve as a conduit between the private sector and state emergency support function agencies, and embrace an integrated whole-community approach to disasters.</i></p>

<ul style="list-style-type: none"> <li>• Determine whether and/or how to further connect public private partnerships with state recovery functions.</li> <li>• Encourage Department of Administrative Services (DAS) to consider best practices for contract engagement in disaster management and recovery efforts.</li> <li>• Ensure that public/private partnership engagement includes small businesses, which are often the economic drivers for small/rural communities.</li> </ul>	<p><i>ODEM has recently launched a new public/private partnership platform (P4) as a workspace to collaborate, communicate, and coordinate with the private sector. P4 serves as a one-stop shop for bidirectional information sharing. It offers situational awareness on private-sector status, needs, and barriers to service; two-way communication in real time; damage report collection; a list of local businesses and their products for use in response/recovery operations; workshops; and private-sector to private-sector capabilities.</i></p>
---	--

**LOCAL GOVERNMENTS**

Workgroup Recommendations	Background
<p><b>ITEM #6 – COUNTY DISASTER MITIGATION and RECOVERY MANAGERS</b></p> <p>Provide state funding to establish 1 FTE Disaster Mitigation and Recovery Manager in each county. Position duties include, but are not limited to:</p> <ul style="list-style-type: none"> <li>• pre-disaster, building strong relationships and networks with all potential disaster recovery partners, including but not limited to FEMA, ODEM, cities, unincorporated communities, special districts, county COAD start-up coordinators, COADs, and other businesses and community partners;</li> <li>• creating and maintaining “natural hazards mitigation plans” in consultation with ODEM, Department of Land Conservation and Development (DLCD), and community partners, and in collaboration with county emergency manager;</li> <li>• creating and maintaining “community wildfire protection plans” (and related issues such as community plans for smoke) in consultation with DLCD and community partners, and in collaboration with county emergency manager;</li> <li>• during and following a disaster that affects the county, managing county recovery operations, including but not limited to:               <ul style="list-style-type: none"> <li>○ flipping the switch on contracts and purchase orders;</li> <li>○ working with cities, unincorporated communities, and special districts to assess needs and provide financial and other supports; and</li> <li>○ working with COADs, LTRGs, and/or other on-the-ground recovery players to assess local needs, and to ensure a portion of recovery funding that flows through counties is given to local groups for meeting recovery needs; and</li> </ul> </li> <li>• during and following a disaster that affects other counties, providing mutual aid support as requested and needed.</li> </ul>	<p><i>In large disasters, county emergency managers are not capable of running both response (18 Emergency Support Functions) and recovery (7 State Recovery Functions) AND managing other disasters that may come up and require response. This proposed state funding would allow all recovery tasks to be handed off from the county emergency manager to another individual.</i></p> <p><i>Recovery is a very large, long-term task. Local jurisdictions can get overwhelmed with the recovery resources that pour in after a disaster. Additional capacity is needed to manage logistics and resources effectively, and to coordinate with FEMA, ODEM, cities, and other local and nongovernmental partners.</i></p> <p><i>Lane County piloted a disaster recovery manager position for the 2020 Holiday Farm Fire, and the county, ODEM, and other partners view the position as having been very successful.</i></p> <p><i>This proposed structure whereby each county has a county emergency manager AND county disaster mitigation and recovery manager also mirrors ODEM’s structure with its two primary sections: (1) preparedness and response, and (2) mitigation and recovery. If these new positions were provided at a regional level rather than a county level, ODEM has regional mitigation and recovery coordinators that would align reasonably well.</i></p>

<p>Provide clarity that these are not state positions, but rather are county positions, and they do not supplant any existing county legal authorities.</p>	
---	--

**OREGON STATE GOVERNMENT**

<p><b>Workgroup Recommendations</b></p>	<p><b>Background</b></p>
<p><b>ITEM #7 – STATE INDIVIDUAL ASSISTANCE PROGRAM</b></p> <p><b>Note:</b> This language is intended to be identical to ODEM’s LC request.</p> <p>Create a new section in <a href="#">ORS 401.534</a>:</p> <p>(1) The Oregon Individual Assistance Grant Account is established as an account in the Oregon Disaster Response Fund. The account consists of moneys appropriated by the Legislative Assembly and any other moneys deposited into the account pursuant to law.</p> <p>(2) Moneys in the account are continuously appropriated to the Oregon Department of Emergency Management for:</p> <p>(a) Providing grants to individuals and households for basic emergency assistance costs to include rental assistance, transportation, emergency repairs, and other immediate emergency needs following a disaster declared by the Governor under this chapter that are not declared federal disasters;</p> <p>(b) Providing grants to individuals and households who are ineligible or otherwise unable to apply for federal individual assistance disaster grants for basic emergency assistance costs to include emergency shelter, transportation, emergency repairs, and other immediate emergency needs following emergencies declared by the Governor under this chapter and that are declared federal disasters;</p> <p>(c) Providing direct assistance to individuals and households who are impacted by disaster through the provision of crisis counseling services, disaster case management, disaster legal services, and through the provision of grants to locally established Long Term Recovery Groups following emergencies declared by the Governor under this chapter.</p> <p>(d) Costs associated with the coordination and distribution of assistance described in ORS 401.534 (2).</p>	<p><i>In the past seven years, Oregon has experienced nine presidentially declared disasters, which have allowed Oregon to access federal resources to respond to and recover from the disasters.</i></p> <p><i>In contrast, Oregon’s Governor has issued dozens of executive orders declaring a State of Emergency in the same time frame. When the Governor declares a disaster, but the President does not, the state must respond to and recover from the disaster with no assistance from the federal government.</i></p> <p><i>Through these disasters, it has become increasingly apparent that Oregon has a recovery gap for assistance to individuals, families, and households. This group finds that Oregonians would benefit from a state-funded recovery program that would provide assistance similar to the FEMA Individual Assistance (IA) Program and be activated when damage does not meet federal assistance thresholds. Even when the state does qualify for federal individual assistance, many Oregonians are ineligible for federal assistance.</i></p>

<p><b>ITEM #8 – STATE PUBLIC ASSISTANCE PROGRAM</b></p> <p><b>Note:</b> This language is intended to be identical to ODEM’s LC request.</p> <p>Create a new section in <a href="#">ORS 401.534</a>:</p> <p>(1) The Oregon Public Assistance Grant Account is established as an account in the Oregon Disaster Response Fund. The account consists of moneys appropriated by the Legislative Assembly and any other moneys deposited into the account pursuant to law.</p> <p>(2) Moneys in the account are continuously appropriated to the Oregon Department of Emergency Management for:</p> <p>(a) Providing grants to local governments, special districts, and certain private nonprofits to rebuild critical infrastructure and restore economic centers that were impacted by emergencies declared by the governor under this chapter that are not declared federal disasters;</p> <p>(b) Providing grants to local governments, special districts, and certain private non-profits for damages to public facilities and infrastructure to match federal funds through the FEMA Public Assistance Program following emergencies declared by the Governor under this chapter and that are declared federal disasters;</p> <p>(c) Providing funding for emergency protective measures, response, and debris removal incurred by state agencies or nonprofit organizations to respond at the direction of the Oregon Department of Emergency Management during emergencies declared by the Governor under this chapter that are not declared federal disasters;</p> <p>(d) Providing funding for emergency protective measures, response, and debris removal incurred by state agencies or nonprofit organizations to respond at the direction of the Oregon Department of Emergency Management to match federal funds through the FEMA Public Assistance Program following emergencies declared by the Governor under this chapter and that are declared federal disasters.</p>	<p><i>Similar to the recovery gap for individual assistance, there is a recovery gap for local communities that have damaged infrastructure and cannot access FEMA Public Assistance (PA).</i></p> <p><i>In the past seven years, Oregon has experienced nine presidentially declared disasters, which have allowed Oregon to access federal resources to respond to and recover from the disasters. However, even when Oregon receives a presidentially declared disaster, not all counties are designated to receive PA. FEMA’s criteria for the program include a statewide per capita threshold, and smaller communities often do not reach that threshold. In addition, a city crossing two counties may not receive PA in both counties, as one county may have received a declaration while the other county does not because it does not meet the per capita indicator requirement.</i></p> <p><i>When the Governor declares a disaster, but the President does not—which has happened very frequently in the last seven years—the state must support local jurisdictions in response and recovery with no assistance from the federal government. However, the state currently does not have the means to provide comprehensive recovery assistance to local jurisdictions.</i></p> <p><i>This group finds the recovery of infrastructure for smaller jurisdictions with localized impacts should be a priority, as local jurisdictions may abandon or delay repair of public infrastructure due to budgetary constraints. These disaster events are often large enough that the local jurisdiction cannot adequately respond or recover from the event. They typically do not have the revenue or taxable resources to make the needed repairs.</i></p>
<p><b>ITEM #9 – ODEM FEDERAL AUDIT CAPACITY</b></p> <p>Establish a dedicated monitoring section at ODEM to ensure compliance and to work with federal auditors. The section would allow for additional internal oversight to ensure federal- and state-managed recovery programs operate within federal and state requirements, address appropriate monitoring needs, and decrease audit risk.</p>	<p><i>Since 2015, Oregon has received one federal disaster declaration every seven months on average. With each declaration, Oregon receives millions of recovery and mitigation dollars that must be accurately monitored.</i></p> <p><i>To date, ODEM is actively involved in nine open disaster declarations with an estimated \$1.14 billion in federal funds passing through the department to other state agencies and local jurisdictions.</i></p> <p><i>As a pass-through agency, ODEM must ensure that other state agencies and local governments adhere to subgrant agreements and track and spend allowable funding. The agency looks at these expenditures through a compliance lens, identifying ineligible</i></p>

	<p><i>expenses or costs and taking corrective actions before federal auditors conduct their review. If ODEM does not identify issues, federal auditors may, which will likely lead to the recoupment of funds already spent by either local governments or state agencies. While ODEM has controls in place to minimize its audit risk, it wants to ensure it is setting partners up to be successful and minimize the exposure to audits and financial penalties.</i></p> <p><i>ODEM currently assigns federal audits to the same staff that administers disaster recovery and hazard mitigation programs, which is inadequate staffing coverage for the quantity of work needed.</i></p>
<p><b>ITEM #10 – TECHNICAL ASSISTANCE TO LOCAL ORGANIZATIONS</b></p> <p>ODEM shall provide technical assistance to COADs, LTRGs, and local government emergency managers and disaster mitigation and recovery managers (see Item #5), to ensure strong, sustainable organizations who can do what they do best because they have the technical assistance they need. Technical assistance should include, but is not limited to:</p> <ul style="list-style-type: none"> <li>• fundraising and grant-writing assistance;</li> <li>• assistance with establishing 501(c)(3) organizations and/or fiscal sponsorships;</li> <li>• navigating political relationships;</li> <li>• ensuring correct FEMA paperwork and submissions;</li> <li>• culturally specific outreach; and</li> <li>• branding.</li> </ul> <p>ODEM may provide this technical assistance through its own staff (e.g., regional recovery coordinators and voluntary agency liaisons) and/or through multiple competitive contracts for subject matter experts (e.g., existing LTRGs).</p> <p>In addition, fund existing LTRGs to maintain readiness in the interim so that the individuals who have stood up an LTRG, and have been trained up to be conversant in resources, agencies, and relationships, are ready to be on call to go to other disaster-struck communities in the future and help.</p>	<p><i>Tailored technical assistance is essential to supporting local collaborative organizations to do what they do best.</i></p> <p><i>While “playbooks” and “X in a Box” kits exist, they are too general, or developed with unrealistic “one-size-fits-all” models to hand off to an organization that is forming during a disaster. Having a contingent of accessible subject matter experts to provide curated, custom support to ongoing organizations like COADs, or disaster-recovery-focused organizations like LTRGs, will meaningfully expedite successful outcomes in a disaster.</i></p> <p><i>Both ODEM staff and existing successful LTRGs are obvious pools of individuals to consider for tailored support to future LTRGs.</i></p>
<p><b>ITEM #11 – STATE AGENCY STAFF-UP FOR DISASTER RECOVERY</b></p> <p>“Flip a switch” to hire limited duration state employees in the immediate/early stages of a disaster, particularly for agencies with “state recovery function” (SRF) responsibilities.</p>	<p><i>When a disaster occurs, state agencies with SRF responsibilities will use and divert employees with full-time responsibilities to disaster functions. This choice results in regular turnover of staff attending recovery meetings and working on recovery responsibilities as individuals are rotated in and out to juggle existing workloads and disaster responsibilities.</i></p>

<p><b>ITEM #12 – NATURAL HAZARDS MITIGATION PLAN FUNDING</b></p> <p>Provide additional dedicated General Fund support for “natural hazards mitigation plan” 25 percent nonfederal match.</p>	<p><i>Natural Hazard Mitigation Plans must be updated and approved by FEMA every five years in order to be eligible for federal funding in the event of a disaster. The plan updates are typically a resource-intensive 18-month process for each county, and DLCD plays a large role in technical support and consultation. There is a 25 percent nonfederal funding requirement, and DLCD currently uses some of their agency General Fund moneys to cover it, in addition to requesting local jurisdictions document their time. Note: Oregon is moving to an all-hazards mitigation plan to include human-caused events.</i></p>
<p><b>ITEM #13 – STATE DISASTER VOLUNTEER MANAGEMENT SYSTEM</b></p> <p>Establish staffing capacity for administration of the OregonReDI system, and for a statewide workgroup that would ensure effective enterprise-wide usage of the system and develop recommendations for an Oregon Disaster Volunteer Certification System.</p> <p>Position duties include but are not limited to:</p> <ul style="list-style-type: none"> <li>• administering and maintaining the OregonReDI Disaster Volunteer Management System;</li> <li>• implementing an inclusive and culturally responsive statewide outreach and training plan for usage of the OregonReDI Disaster Volunteer Management System;</li> <li>• developing policies and procedures for incorporation of the system into OregonServes’ activities and responsibilities under the Oregon Department of Emergency Management’s Emergency Support Function (ESF) 17: Volunteers and Donations;</li> <li>• developing a statewide cohort and database of individuals available to provide training to local communities on the management of spontaneous and unaffiliated volunteers in disaster, and utilization of the system;</li> <li>• coordinating a statewide workgroup of disaster volunteer management representatives for continued review of system standards, operations, and needs, including post-disaster performance review; and</li> <li>• coordinating a statewide workgroup to:             <ul style="list-style-type: none"> <li>○ identify protocols for coordination between specialized state volunteer management systems for skilled volunteers (OregonServes, Oregon Department of Public Safety Standards and Training, OregonReDI, etc.);</li> <li>○ develop recommendations for an Oregon Disaster Services Volunteer Certification Program that would aim to:                 <ul style="list-style-type: none"> <li>▪ increase skilled volunteer participation;</li> <li>▪ establish a system for disaster volunteer certifications, and credits towards qualifying credentials;</li> <li>▪ create an employment pipeline; and</li> </ul> </li> </ul> </li> </ul>	<p><i>OregonServes is the federally required state service commission for Oregon. In both state and federal statute, OregonServes is charged with supporting and advancing national service, volunteerism, and civic engagement in local communities and statewide.</i></p> <p><i>OregonServes is also a primary responding partner in ODEM’s Emergency Response Plan for Volunteers and Donations. In this role, OregonServes is responsible for resource development and coordination of national service resources and spontaneous volunteer coordination.</i></p> <p><i>OregonServes has signed a software licensing agreement and is currently developing OregonReDi, a statewide volunteer management system that provides users a cost-free and accessible system to:</i></p> <ul style="list-style-type: none"> <li>• register individuals, track completed trainings, and credential volunteers;</li> <li>• conduct background checks;</li> <li>• accept monetary donations;</li> <li>• assign volunteer roles and responsibilities based on skills, licenses, and credentials;</li> <li>• engage volunteers in training and exercise opportunities;</li> <li>• organize volunteers into user groups based on credentials;</li> <li>• mobilize volunteers through text messages and emails;</li> <li>• post and promote disaster volunteer opportunities;</li> <li>• conduct a real-time headcount to view spaces filled and those still available;</li> <li>• capture volunteer hours in the field via mobile check-in;</li> <li>• push notifications for reminders and geo check-in for volunteers via the mobile app;</li> <li>• verify hours with a built-in validation system;</li> <li>• organize multi-day service projects for away teams;</li> </ul>

<ul style="list-style-type: none"> <li>▪ establish training and continued education standards for volunteers; and</li> <li>○ develop recommendations for increased private-sector volunteer incentives and benefits, including paid leave for skilled volunteer deployment from on-demand sectors.</li> </ul> <p>Fund 2 FTE (Program Analyst 3, Administrative Specialist 1) to OregonServes for staffing capacity and operations of the above-stated activities. Establish funding for staffing capacity at ODEM, Oregon Health Authority, and/or other agencies for standing statewide workgroup participation and Oregon Disaster Volunteer Certification Program development activities.</p>	<ul style="list-style-type: none"> <li>• view shift-based or ongoing sustainable long-term recovery projects organized by partner;</li> <li>• generate volunteer resumes and reports designed to measure impact and increase engagement; and</li> <li>• run exportable reports for financial reporting, FEMA reimbursement, and grants.</li> </ul> <p><i>Users include community organizations, state and local governments, individuals, businesses, volunteer groups, nonprofits, faith-based groups, COADs, voluntary organizations active in disaster (VOAD), mutual aid groups, and others.</i></p> <p><i>Deployment of this statewide system increases accessibility for communities and volunteers alike and reduces the burden of software costs for participating entities.</i></p>
--	--

### COMMUNITY ORGANIZATIONS THAT DEPLOY AND MANAGE VOLUNTEERS

Workgroup Recommendations	Background
<p><b>ITEM #14 – DISASTER VOLUNTEER ASSISTANCE GRANT PROGRAM</b></p> <p>Establish a Disaster Volunteer Assistance grant program and fund in order to help local community organizations deploy and manage volunteers during and after a disaster by providing cost-reimbursement, and by addressing resource disparities in communities that are historically underserved and underrepresented.</p> <p>Grant fund eligibility: Nongovernmental organizations, nonprofits, mutual aid groups, and other eligible entities to reimburse for costs incurred in deployment and management of volunteers during and after a disaster.</p> <p>Funds would reimburse costs related to:</p> <ul style="list-style-type: none"> <li>• volunteer mileage and/or qualified transportation costs, per diem, lodging, childcare, and supplies, and</li> <li>• acquisition of volunteer liability coverage.</li> </ul> <p>Appropriate moneys for seeding the Assistance Fund. In addition, fund 1 FTE (Program Analyst 3) at ODEM for staffing capacity and operations, and for activities including but not limited to needs assessment, outreach, grant program development, administration, reporting, and fund development. Optimal funding for package tentatively estimated at \$3-5M/biennium.</p>	<p><i>Local community organizations that provide volunteer management and deployment during disasters, especially those operating in and serving rural and Black, Indigenous, and People of Color (BIPOC) communities, are often hampered by fiscal limitations to fully support disaster response and recovery operations in their communities.</i></p> <p><i>This group finds that two types of financial assistance from the state—volunteer cost reimbursement and capacity-building grant programs—would strengthen state and local partnerships, enable community organizations to better leverage community volunteers and strengthen volunteer engagement, and reduce the cost burden on both the organizations and the volunteers.</i></p> <p><i>Further, capacity-building support to these organizations would bridge the gap between the state and organizations often unrepresented within current COAD structures.</i></p> <p><i>Finally, expansion of AmeriCorps programs operating in Oregon, with a focus on disaster programming, would increase access to private and federal funds for local and statewide disaster programming and activities.</i></p>

**ITEM #15 – DISASTER VOLUNTEER PROGRAM CAPACITY-BUILDING GRANT PROGRAM**

Establish a Disaster Volunteer Program Capacity-Building grant program and fund.

The purpose of the grant program is to:

- increase development of culturally responsive community volunteer programs;
- support development of trained and skilled volunteers for local deployment in response and recovery activities;
- support development of volunteer programs that focus on preparedness and prevention activities;
- leverage access to federal funds for disaster volunteer program grants requiring matching funds;
- increase development of AmeriCorps Disaster Corps programs to operate locally and statewide; and
- leverage federal and private-sector resources for AmeriCorps programs by providing matching state funds to train AmeriCorps members, administer disaster corps programming, meet AmeriCorps member program costs, engage local community members in training and direct service activities for all phases of disaster, and deploy AmeriCorps members for volunteer management and other activities.

Eligibility: Local governments, nongovernmental organizations, tribal entities, schools, faith-based organizations, and other entities that manage or support volunteer programming that address disaster prevention, preparedness, response, and/or recovery.

Funds shall be expended on:

- volunteer program staffing, development, outreach, training, volunteer management, and/or coordination, and
- matching funds for programs acquiring federal grants through OregonServes for AmeriCorps Disaster Corps program development.

Appropriate moneys to the Capacity Building Fund. In addition, fund 2 FTE (Program Analyst 3, Program Analyst 1) at OregonServes for staffing capacity and operations, and for activities including but not limited to outreach, grant program development, administration, and reporting. Optimal funding for package tentatively estimated at \$8-10M/biennium.

## VOLUNTEER INCENTIVES

Workgroup Recommendations	Background
<p><b>ITEM #16 – PAID LEAVE FOR PUBLIC EMPLOYEE DISASTER VOLUNTEERS</b></p> <p>Amend <a href="#">ORS 401.378</a> to the following:</p> <p>State agencies and political subdivisions described in <a href="#">ORS 243.325</a> (“Public employee” defined) (2) to (6) may grant leaves of absence to any public employee who is a <del>certified disaster services volunteer of the American Red Cross</del> <b>volunteers</b> to participate in disaster relief <b>or recovery services</b> in the State of Oregon.</p> <p>Cumulative leave granted shall not exceed 15 workdays in any 12-month period. Such leave granted shall not result in a loss of compensation, seniority, vacation time, sick leave or accrued overtime for which the employee is otherwise eligible. Compensation to an employee granted leave under this section shall be at the employee’s regular rate of pay for those regular work hours during which the employee is absent from work.</p> <p>(2) As used in this section, “disaster” means those disasters designated <del>at level II and above by the American Red Cross</del> by the Oregon Department of Emergency Management.</p>	<p>Existing statute grants paid leave to public employees who are certified as a disaster services volunteer with the American Red Cross.</p> <p>Updating this statute would allow for public employees to participate as skilled volunteers during times of disaster response and recovery in additional disaster-related organizations. This initiative could also lay groundwork for exploring future expansion to private-sector benefits.</p> <p><i>Note: This could amend to ‘certified disaster volunteer’ with future implementation of the OregonServes Oregon Disaster Volunteer Certification Program.</i></p>

## RECOVERY STRUCTURES

Workgroup Recommendations	Background
<p><b>ITEM #17 – GOVERNOR’S DISASTER CABINET (GDC)</b></p> <p>Considerations:</p> <ul style="list-style-type: none"> <li>• Review GDC composition to determine if its current agency roster efficiently accomplishes established purpose(s).</li> <li>• Determine whether the GDC should remain as an Executive Order or be established via statute.</li> </ul>	<p>Established by <a href="#">Executive Order Number 16-07</a> in 2016, the Governor’s Disaster Cabinet (GDC) may be activated by the Governor at any time during the response phase of an emergency. It is authorized to provide recommendations to the Governor on statewide priorities, allocation of limited emergency resources, and the appropriation and use of funds (described in <a href="#">ORS 401.168(3)</a>) to help Oregon effectively respond to and recover from disasters. The GDC also provides policy direction and leadership to the State Emergency Coordination Center during emergency response and recovery efforts. It is currently composed of 34 agencies that are represented by agency heads or their designees in addition to the Secretary of State and State Treasurer. Twenty-two states report having established some form of high-level emergency response/recovery group (i.e., a council, committee, or commission), including Washington and California.</p>

<p><b>ITEM #18 – RECOVERY PLANNING CELLS (RPC)</b></p> <p>Considerations:</p> <ul style="list-style-type: none"> <li>• Determine the ideal location and structure of RPCs within state and local levels of government.</li> <li>• Explore options for a regional solutions model that would permit flexibility and consider different economic regions of the state.</li> <li>• Develop a recovery planning cell model that is scalable and emergency-incident-based, and that addresses state and local jurisdiction and tribal needs.</li> </ul>	<p><i>Formal establishment of Recovery Planning Cells (RPC) would aim to address recovery gaps in the execution of Oregon’s State Disaster Recovery Plan; improve leadership, personnel, and other resource allocation transition(s) from disaster response to recovery; and would, potentially, further define an organizational structure related to each state recovery function.</i></p>
<p><b>ITEM #19 – DISASTER RECOVERY AUTHORITY (DRA)</b></p> <p>Considerations:</p> <ul style="list-style-type: none"> <li>• Explore other recovery organizational structure proposals/options, such as <a href="#">House Bill 2304 (2021)</a>. The proposal envisions the establishment of the Oregon Disaster Recovery Authority (DRA) as an advisory group within the Governor’s office, to be activated upon declaration of a state of emergency. The purpose of the DRA would be to direct recovery in Oregon by coordinating initial crisis services, recovery and mitigation efforts, and provision of emergency funding and other aid to local governments or private entities. DRA membership would be determined by the Governor, and selected from among state agency leadership, local emergency managers, and others with expertise in emergency management.</li> </ul>	<p><i>House Bill 2304 was introduced during the 2021 legislative session, but not enacted.</i></p>

**STAFF**

**Laura Kentnesse**, LPRO Analyst  
 Legislative Policy and Research Office  
[laura.kentnesse@oregonlegislature.gov](mailto:laura.kentnesse@oregonlegislature.gov)  
 503-986-1731

**Regina Wilson**, LPRO Analyst  
 Legislative Policy and Research Office  
[regina.wilson@oregonlegislature.gov](mailto:regina.wilson@oregonlegislature.gov)  
 503-986-1666