OREGON DEPARTMENT OF EMERGENCY MANAGEMENT

ODEM 2023-25 Budget Presentation

Testimony to the

**Joint Committee on
Ways and Means Subcommittee on Public Safety**

March 30, 2023 - April 4, 2023

Vision | Mission | Values

VISION

An established, equitable culture of preparedness that empowers Oregonians to thrive in times of crisis.

MISSION

The Oregon Department of Emergency Management leads collaborative statewide efforts, inclusive of all partners and the communities we serve, to ensure the capability to get help in an emergency and to protect, mitigate, prepare for, respond to, and recover from emergencies and disasters regardless of cause.

CORE VALUES

ADVOCACY   COLLABORATION   INNOVATION   LEADERSHIP

Laws, Rules and Structures

Oregon Revised Statutes (ORS)

- **ORS 401 and authorities**
  - 401.032 places responsibility at the local level
- **ORS 402 State Mutual Aid**
- **ORS 403 Communications/9-1-1**
- **ORS 404 Search and Rescue**

Local Emergency Management

- Counties must, cities may
- Different structures and capacity statewide

Tribal

- Government-to-Government relationship
- Relationships with counties, state and federal agencies

Oregon Administrative Rules (OAR)

- **OAR 104**
  - Program rules and implementation guidance

Comprehensive Emergency Management Plan

- Oregon Natural Hazard Mitigation Plan – Vol. 1
- Preparedness Plan – Vol. 2
- Emergency Operations Plan – Vol. 3
- Oregon Disaster Recovery Plan – Vol. 4

The Establishment of Oregon Department of Emergency Management (ODEM)

House Bill 2927, passed in the 2021 legislative session:

- Renamed the Oregon Department of Emergency Management
- Established ODEM as a cabinet-level department – operative July 1, 2022
- Transferred Oregon Emergency Response System (OERS) call staff to ODEM (2023 biennium)
- Added 53 permanent FTE positions to ODEM, more than doubling agency staffing

Advisory Committees:

- Oregon Homeland Security Council
- Oregon Emergency Preparedness Advisory Council
- Oregon Local Government Emergency Management Advisory Council
- Oregon Seismic Safety Policy Advisory Commission

Emergency Management Policy Priorities for Oregon

Emergency Management Modernization

- A foundation of equity
- Professional emergency managers
- Risk Reduction is prioritized

Disaster Recovery Assistance

24/7 Emergency Management Watch/Warning

Human Caused and Technical Hazard Mitigation Planning

ESF and SRF Maturity Models/State Capacity

GRB Highlights
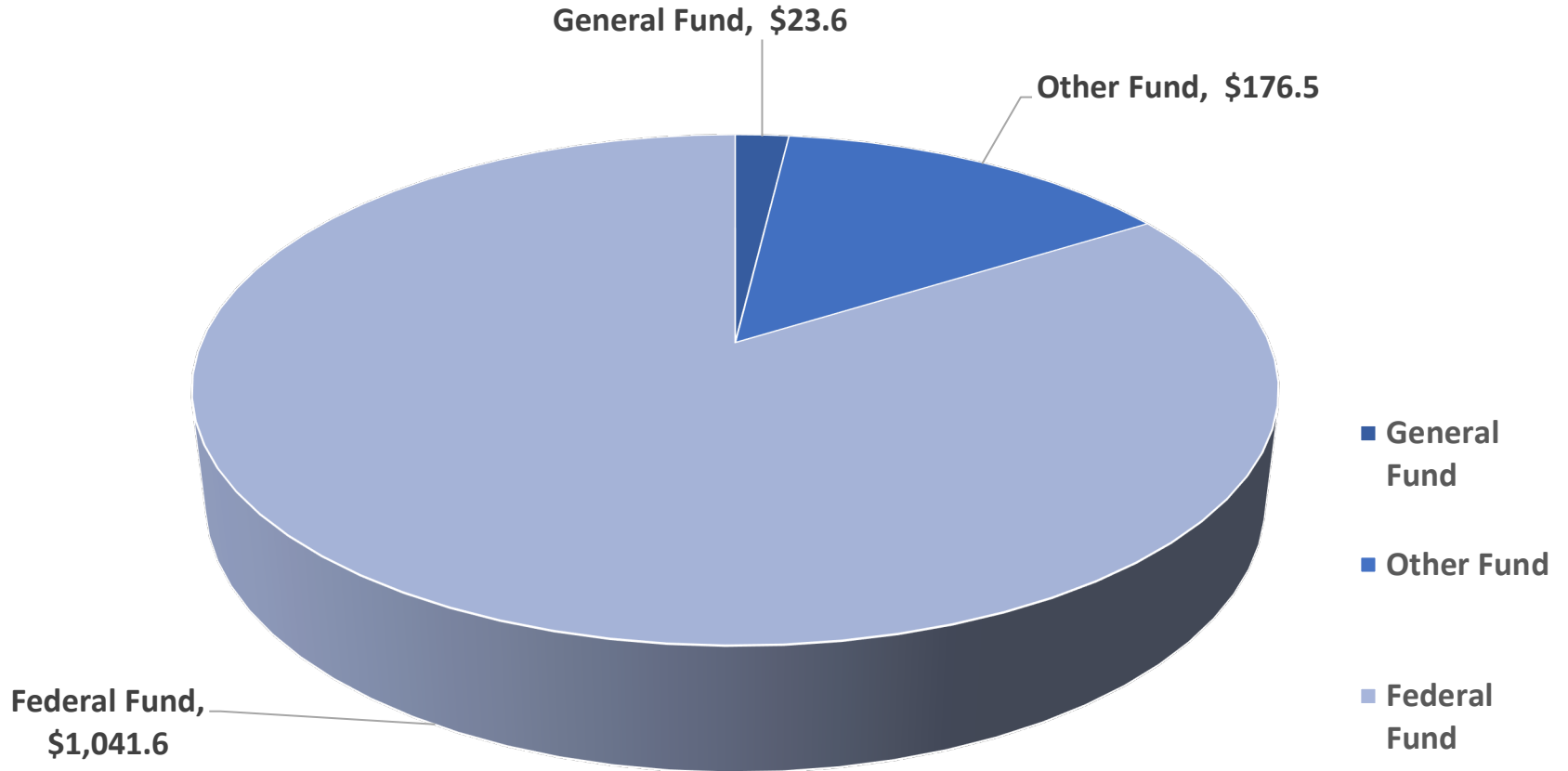
First ODEM budget cycle

131 FTE

Adds Business Services Division

Adds ECC Functionality
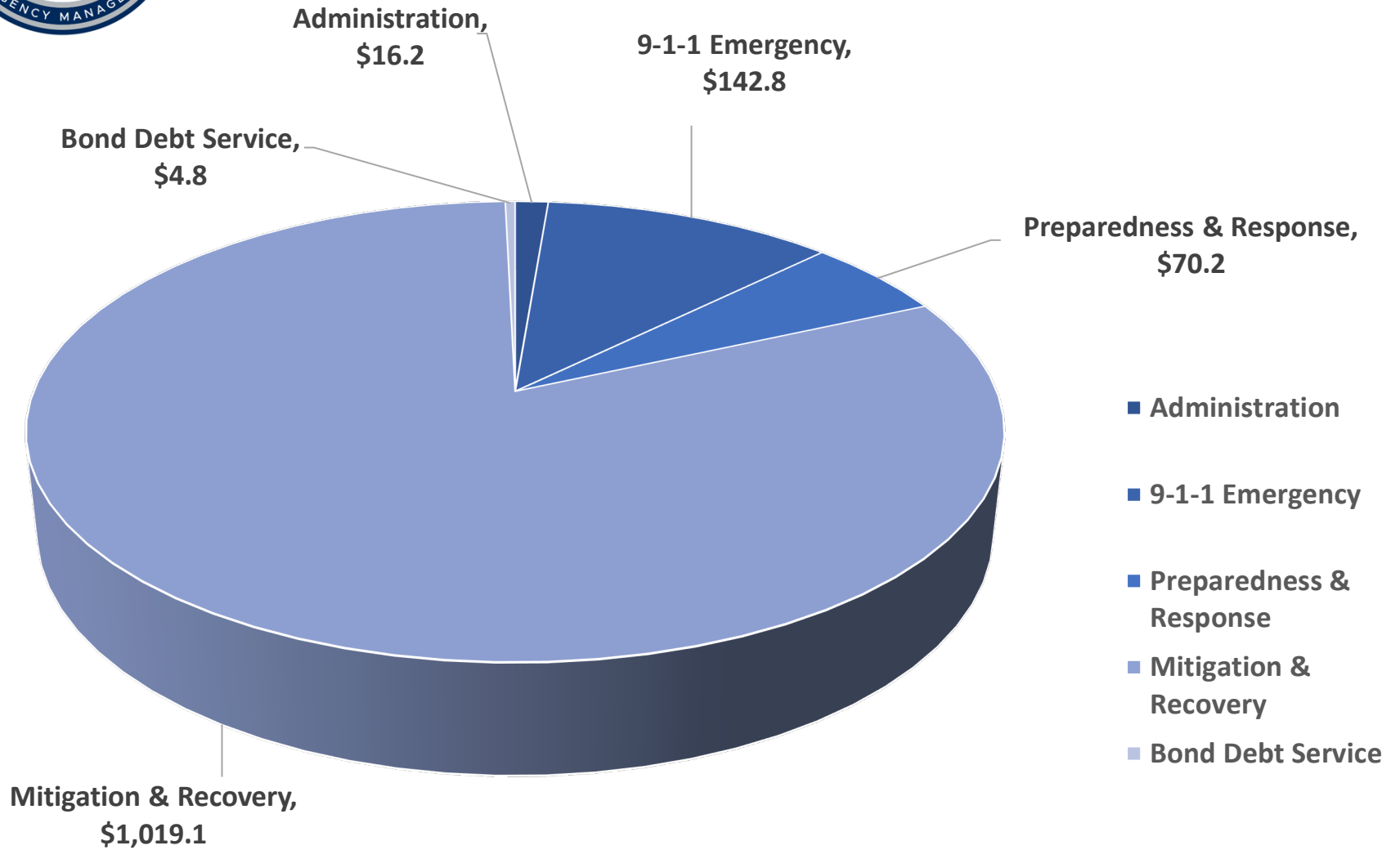
2023-25 Governor's Recommended Budget by Fund Type (millions)

2023-25 Governor's Recommended Budget by Program (millions)

- Administration, $16.2
- Bond Debt Service, $4.8
- 9-1-1 Emergency, $142.8
- Preparedness & Response, $70.2
- Mitigation & Recovery, $1,019.1

Legend:
- Administration
- 9-1-1 Emergency
- Preparedness & Response
- Mitigation & Recovery
- Bond Debt Service

2023-25 Governor's Recommended Budget Positions

- Administration, 51
- Mitigation & Recovery, 28
- Preparedness & Response, 42
- 9-1-1 Emergency, 10

Legend:
- Administration
- 9-1-1 Emergency
- Preparedness & Response
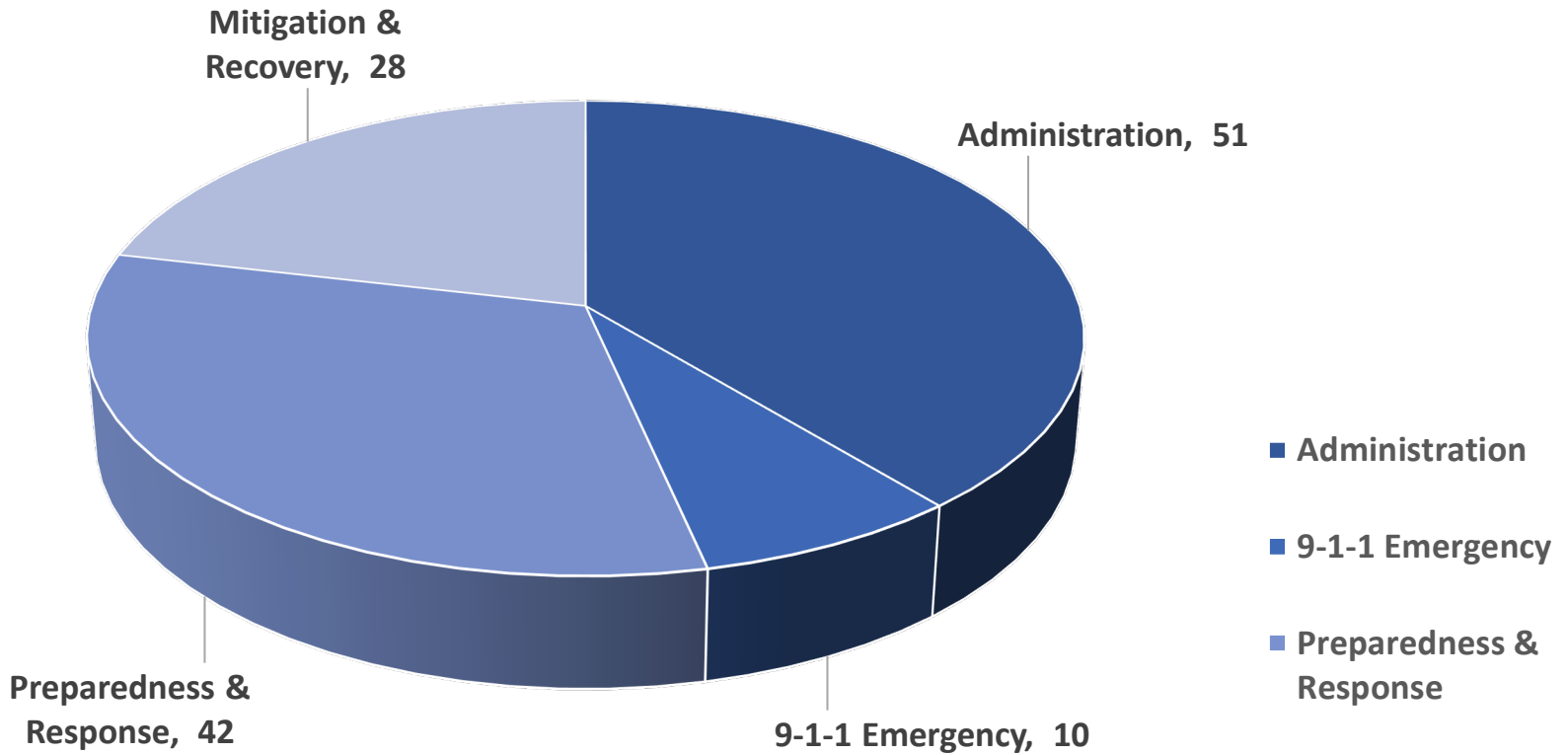
Policy Option Packages

POP 103: Agency Establishment

POP 104: IDEA Coordinator

POP 105: Emergency Coordination Center

POP 107: Statewide Risk Reduction

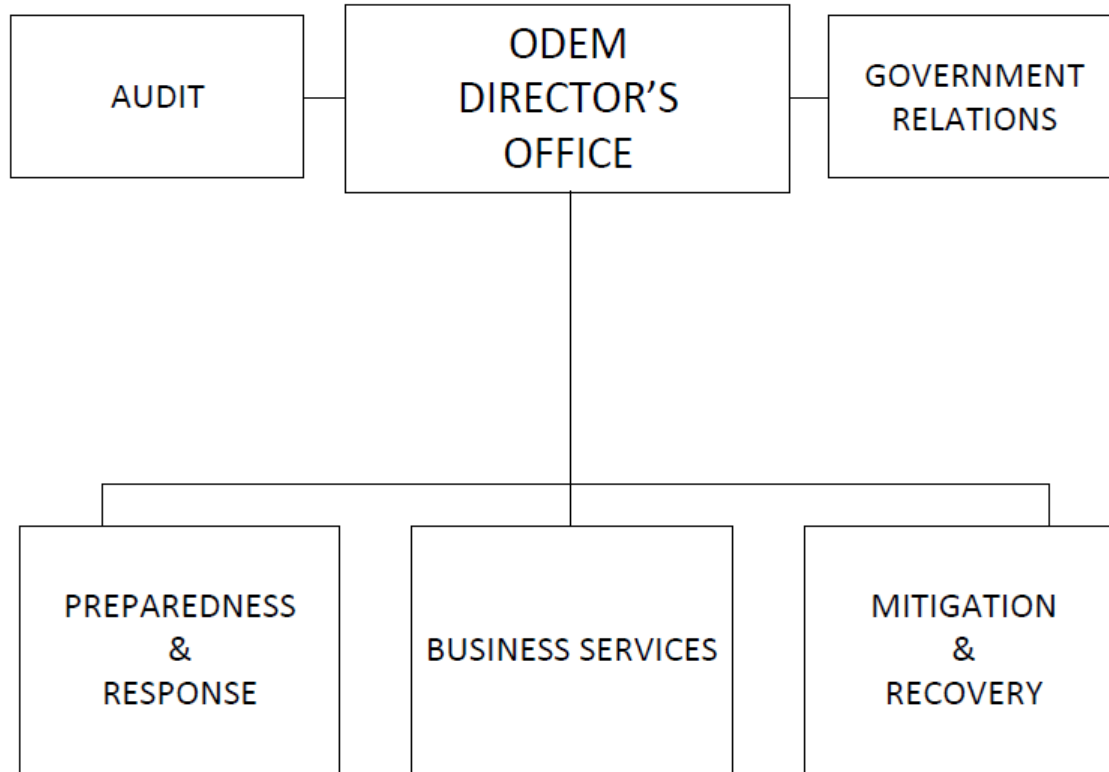POP 109: Recovery Funding Compliance & Monitoring

POP 110: Regional Coordination Enhancement

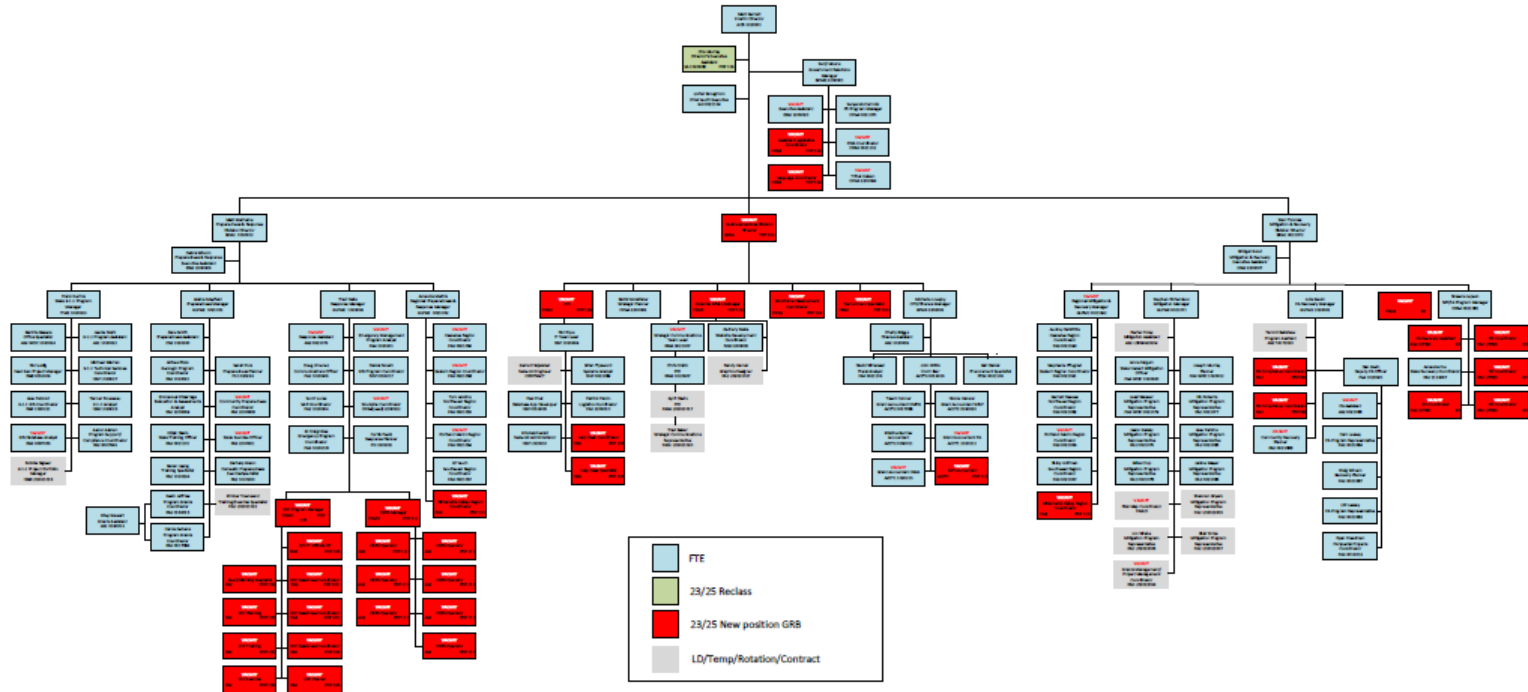POP 111: OERS Transfer

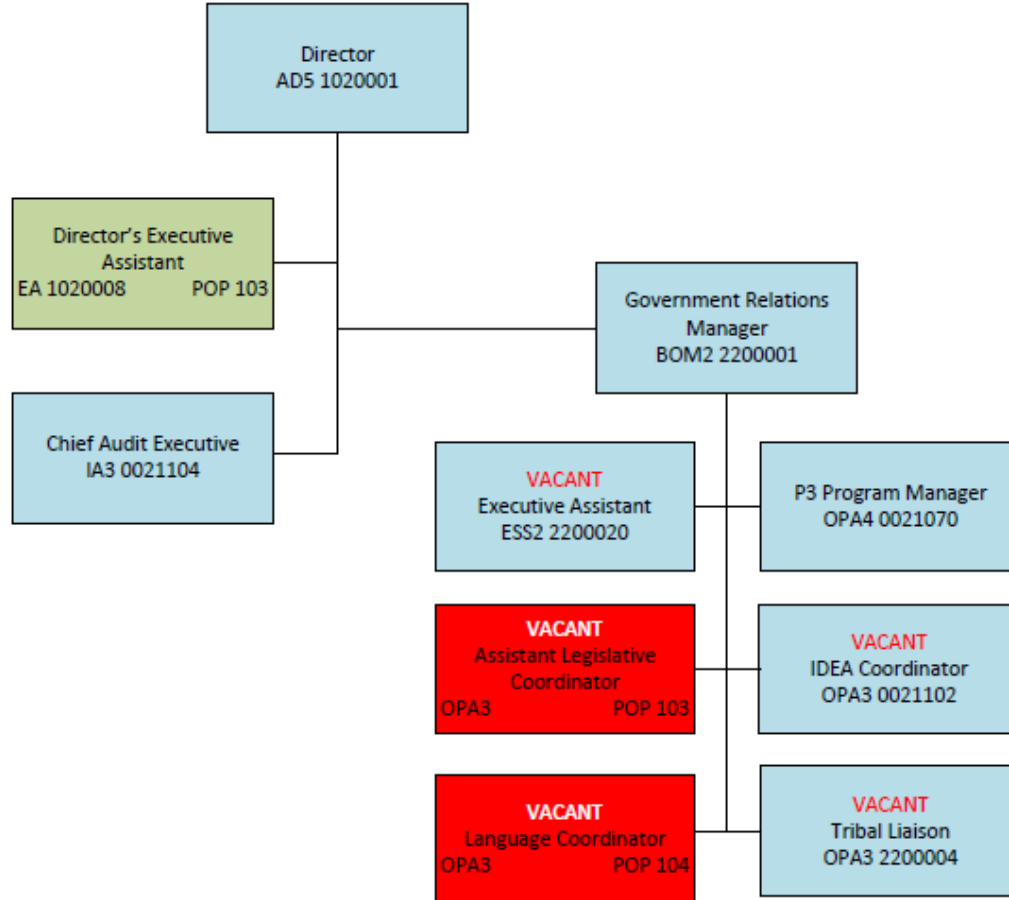POP 112: Fund Shift

GRB Structure Overview

GRB Organization Structure

Oregon Department of Emergency Management
23/25 GRB Org Chart

Legend:
- FTE
- 23/25 Reclass
- 23/25 New position GRB
- LD/Temp/Rotation/Contract

Director's Office Org Chart

Director
AD5 1020001

Director's Executive Assistant
EA 1020008   POP 103

Chief Audit Executive
IA3 0021104

Government Relations Manager
BOM2 2200001

VACANT
Executive Assistant
ESS2 2200020

P3 Program Manager
OPA4 0021070

VACANT
Assistant Legislative Coordinator
OPA3   POP 103

VACANT
IDEA Coordinator
OPA3 0021102

VACANT
Language Coordinator
OPA3   POP 104

VACANT
Tribal Liaison
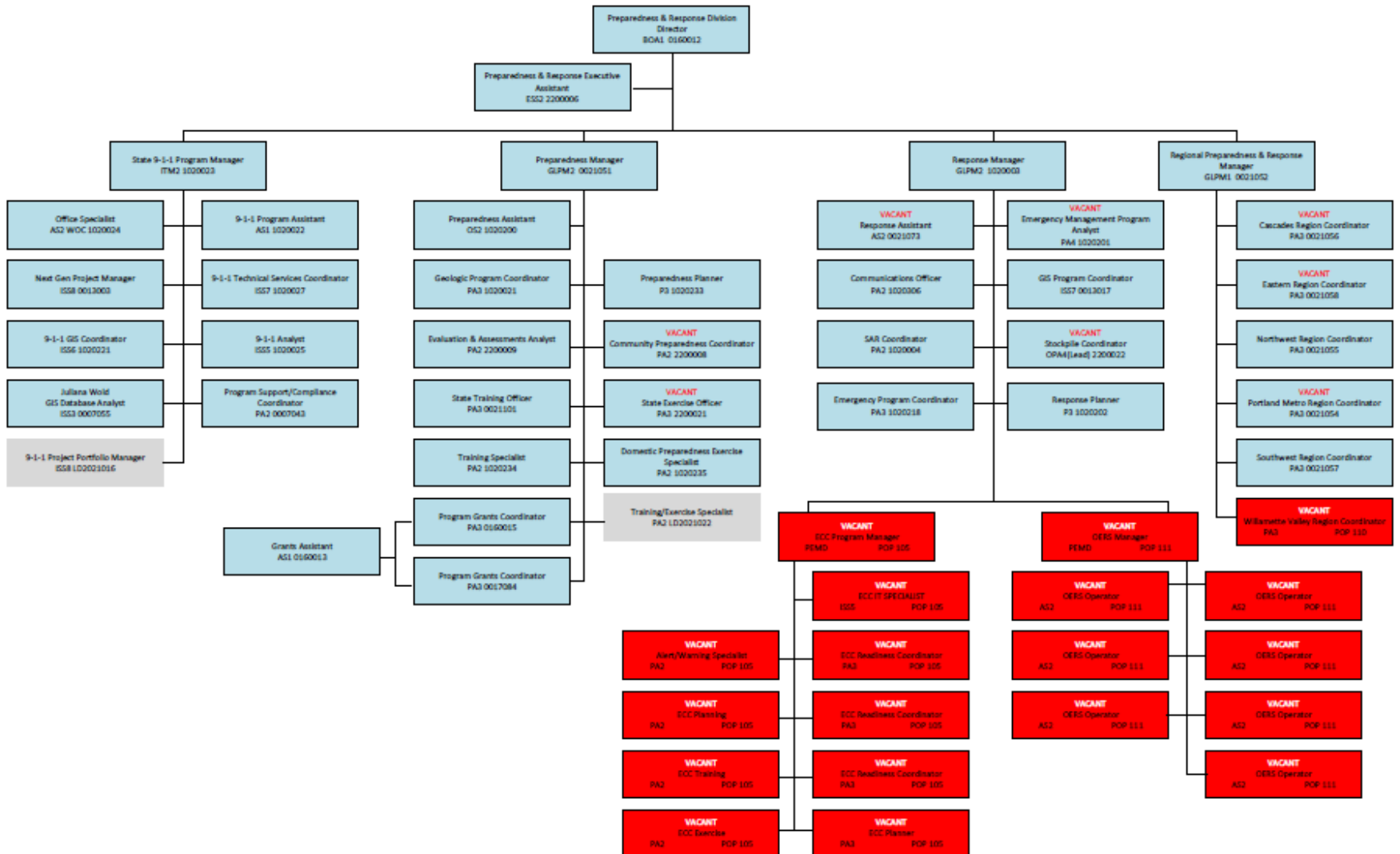OPA3 2200004

Director's Office POPs

POP 103

- Adds OPA 3 Assistant Legislative Coordinator
- Reclass ESS 2 to Executive Assistant

POP 104

- Adds OPA 3 Language Coordinator

Preparedness and Response Division POPs

POP 105

- Establishes Dedicated Resources for ECC
  - Adds ECC Program Manager
  - Adds 4 PA 3 Readiness Coordinators
  - Adds 4 PA 2 for training, planning, exercise, alerts
  - Adds ISS 5 IT Specialist

POP 111

- Establishes the OERS (24/7 function) within ODEM
  - Adds OERS Staff & Program Manager
  - Adds 8 AS 2 OERS Operators for 24/7 Duty Coverage

Preparedness and Response Division

Preparedness Section

- Planning, Training, Exercise
- Preparedness grants

Response Section

- State emergency coordination
  - OPS Center/RAPTOR
  - Agency-assigned ESF state Search & Rescue
- Emergency communications
- Catastrophic and response planning

State 9-1-1 Program Section

- Distribution and management of 9-1-1 tax for 43 PSAP centers
  - $80 million annually in 9-1-1 tax collection
- ORS, Administrative Rule & Program Policy
- Program support (call delivery, GIS, call taking equipment)
- "Legacy" and "Next Generation" 9-1-1

Preparedness and Response Regional Coordinators

- 6 Preparedness and Response regionally distributed staff

9-1-1 Program

The State 9-1-1 Program administers the legislative mandate for a statewide 9-1-1 emergency communications system for the state's 43 Public Safety Answering Points (PSAPs)

- 2M+ emergency calls and texts annually
- Quarterly distribution and management of the 9-1-1 tax
- Collaboration with industry partners, other state agencies and local jurisdictions
- Identify opportunities for the advancement of 9-1-1 technology
- Management of a statewide call routing system
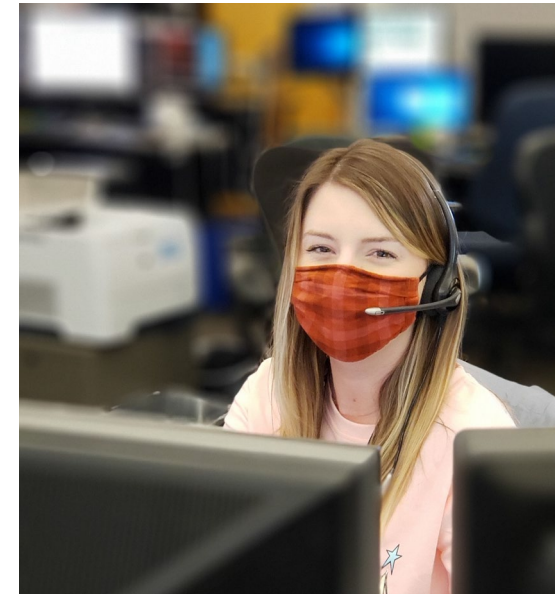
Preparedness Division Grants

State

State Preparedness and Incident Response Equipment (SPIRE) Grant

Federal

Emergency Management Performance Grant (EMPG)
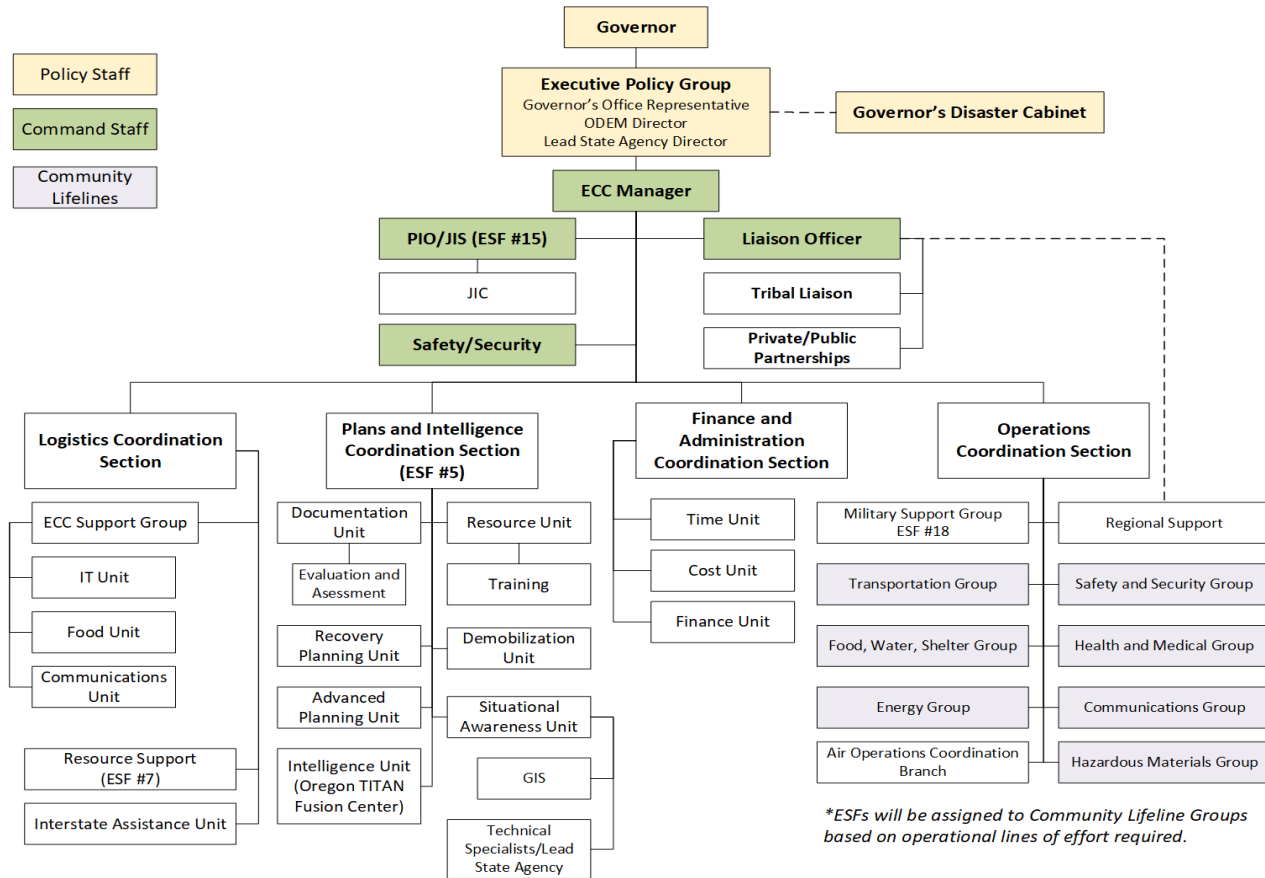
Homeland Security Grant Programs

National Earthquake Hazard Reduction Program

National Tsunami Hazard Mitigation Program

Other (Cyber and Local Security, EOC, etc.)

ECC Organization


```
                                          Governor
                                             │
Policy Staff                    Executive Policy Group
                                Governor's Office Representative ------ Governor's Disaster Cabinet
Command Staff                        ODEM Director
                                  Lead State Agency Director
Community                               │
Lifelines                          ECC Manager
                                        │
              PIO/JIS (ESF #15)                    Liaison Officer
                     │                                   │
                    JIC                            Tribal Liaison
                                                         │
              Safety/Security                     Private/Public
                                                   Partnerships
```

Logistics Coordination Section	Plans and Intelligence Coordination Section (ESF #5)		Finance and Administration Coordination Section	Operations Coordination Section	
ECC Support Group	Documentation Unit	Resource Unit	Time Unit	Military Support Group ESF #18	Regional Support
IT Unit	Evaluation and Asessment	Training	Cost Unit	Transportation Group	Safety and Security Group
Food Unit	Recovery Planning Unit	Demobilization Unit	Finance Unit	Food, Water, Shelter Group	Health and Medical Group
Communications Unit	Advanced Planning Unit	Situational Awareness Unit		Energy Group	Communications Group
Resource Support (ESF #7)	Intelligence Unit (Oregon TITAN Fusion Center)	GIS		Air Operations Coordination Branch	Hazardous Materials Group
Interstate Assistance Unit		Technical Specialists/Lead State Agency			

ESFs will be assigned to Community Lifeline Groups based on operational lines of effort required.

Emergency Coordination Center (ECC)

Local Incident

- Notifications and activations
- Response and scene stabilization
- Assessment
- Resource allocation and deployment
- Mutual aid
- Requests for state assistance

State Agency Coordination

- Situational awareness and reporting
- State agency coordination and response
- Resource requests and coordination
- 18 Emergency Support Functions (ESF)
- OERS Council (over 33 state agencies)
- Link to FEMA/federal resources

Mutual Aid and Coordination

Emergency Management Assistance Compact (EMAC)

Pacific Northwest Emergency Management Arrangement (PNEMA)

Oregon Resource Coordination Assistance Agreement (ORCAA)

Emergencies and Disasters

- **Local Declarations**
  - City Council
  - County Commission/Court
- **State Declarations**
  - Emergency Declarations (Oregon Revised Statute (ORS) 401.165)
    - At the request of a county/determination an emergency exists/imminent
    - Suspension of Agency Rules (401.168)
    - Additional Powers/Assumption of Control (401.175)
- **Conflagration (ORS 476.510)**
- **Other emergency authorities**
  - Drought (ORS 536.740)
  - Public Health (ORS 433.441)
  - Abnormal Disruption of Market (ORS 401.965)
- **Federal Assistance**

Office of the Governor
State of Oregon

EXECUTIVE ORDER NO. 19-02

DETERMINATION OF STATE OF EMERGENCY IN COOS, CURRY, DESCHUTES, DOUGLAS, JACKSON, JOSEPHINE, KLAMATH, LANE, LINN, AND MARION COUNTIES DUE TO A SEVERE WINTER STORM THAT INCLUDES HEAVY SNOW AND ICE ACCUMULATION, HIGH WINDS, FLOODING, AND LANDSLIDES
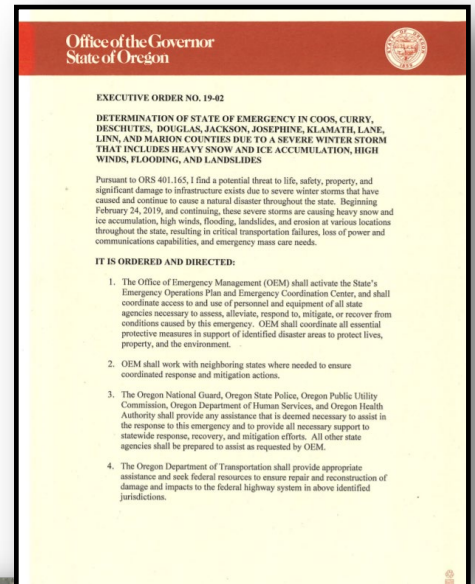
Emergency Management Structures

- ## Partners
  - Oregon Emergency Response System (OERS)
  - 18 Emergency Support Functions (ESFs)
  - State Recovery Functions (SRFs)
  - Agency Operations Centers (AOCs)

- ## Executive Order 16-07
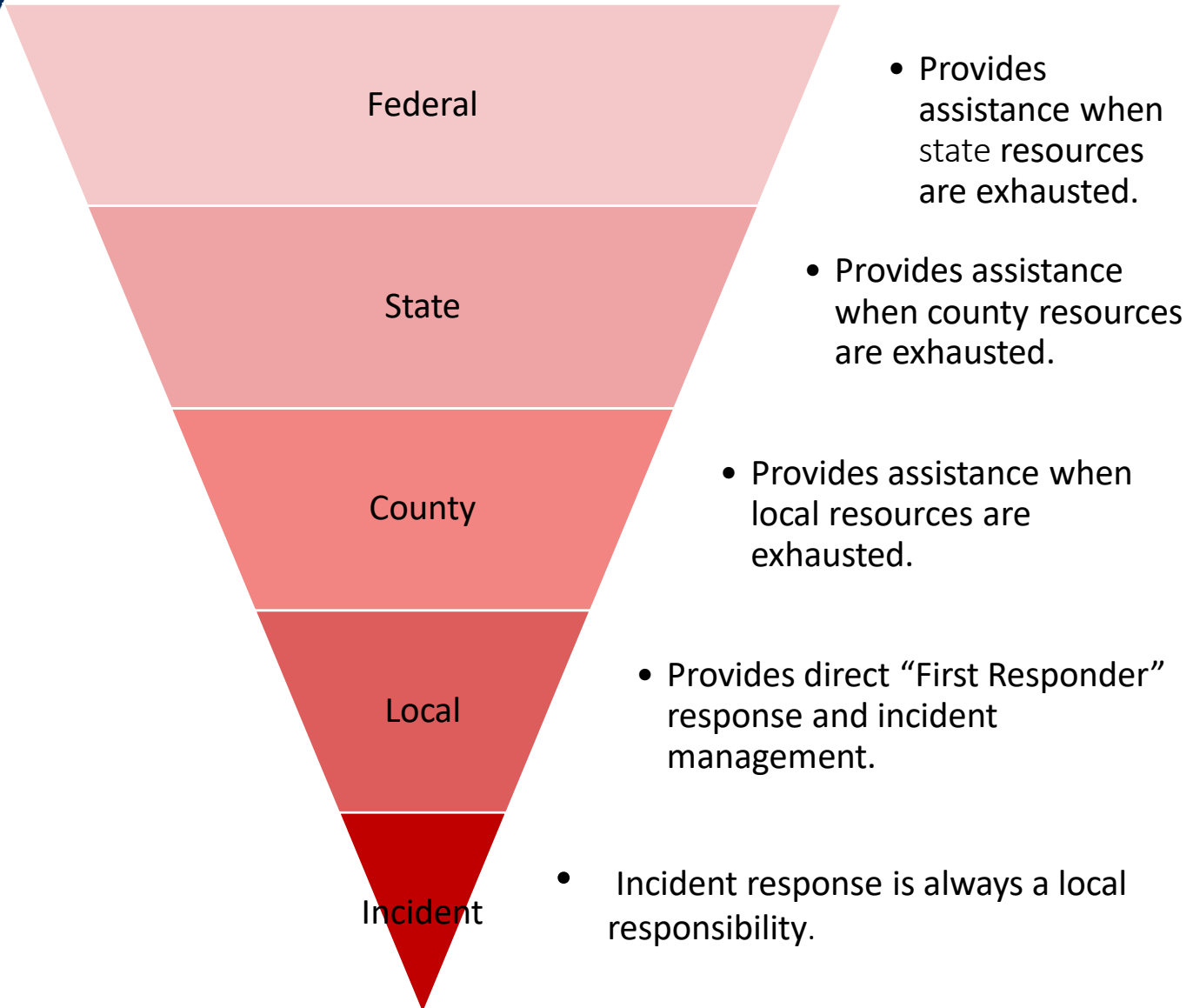 - Governor's Disaster Cabinet
  - Economic Recovery Council

- ## Federal Integration
  - Federal Emergency Management Agency (FEMA) Region 10 (Bothell, WA)
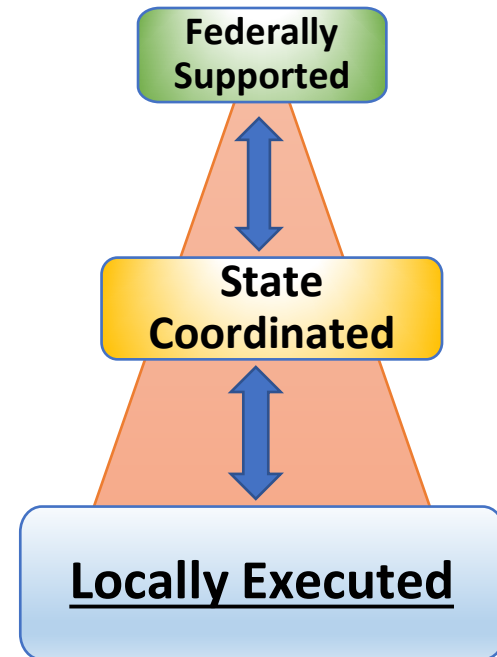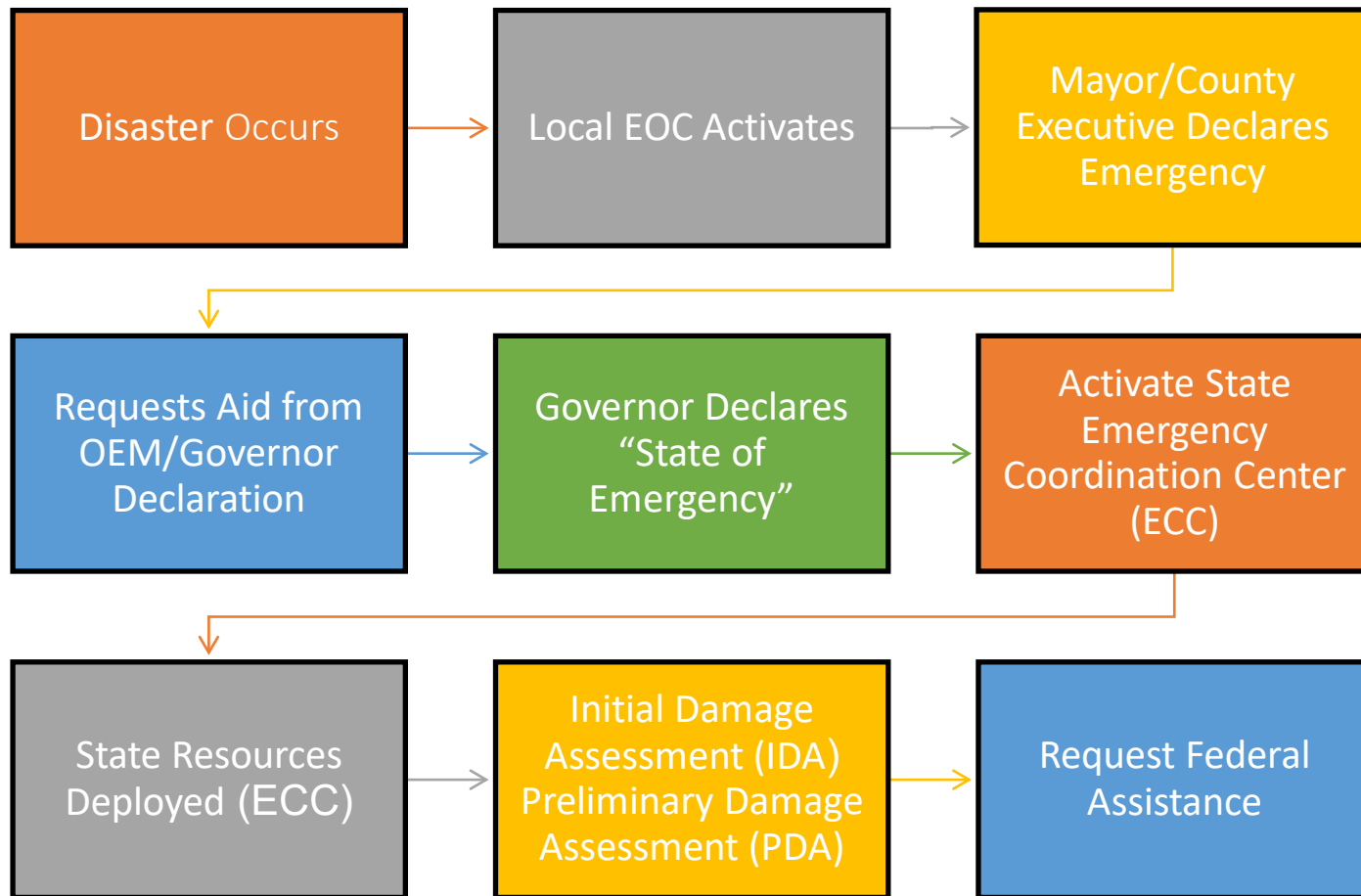 - FEMA Headquarters

Ladder of Assistance

Federal
- Provides assistance when state resources are exhausted.

State
- Provides assistance when county resources are exhausted.

County
- Provides assistance when local resources are exhausted.

Local
- Provides direct "First Responder" response and incident management.

Incident
- Incident response is always a local responsibility.
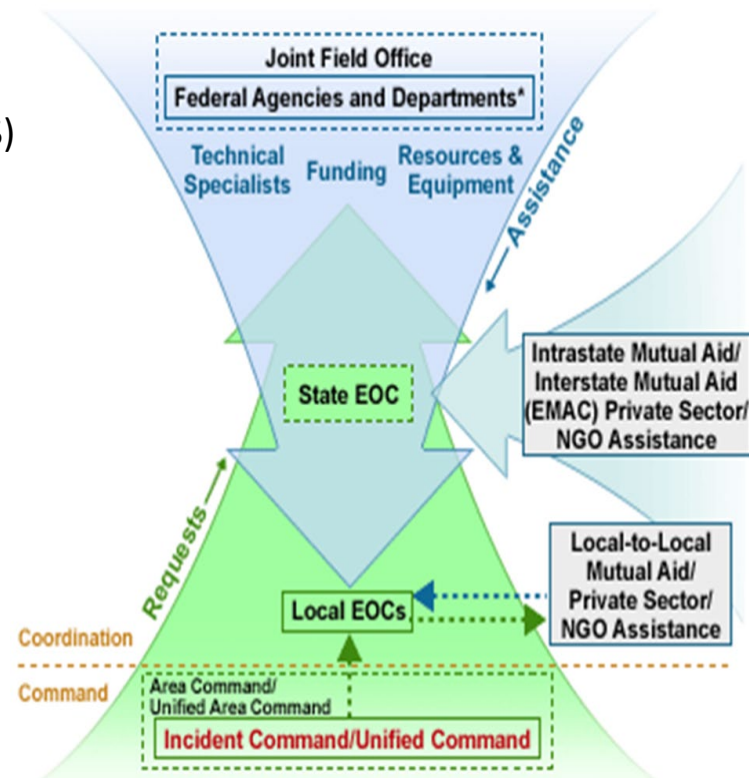
Disasters Begin and End Locally

- **Under-resourced local jurisdictions** need tools and assets to better support their communities through recovery.

- **State coordination** is designed to assist – *not replace -* local recovery efforts.

- **Recovery operations** must include direct resources to communities.

- **Response operations** take days to weeks; recovery operations take months to years.

Federally Supported

State Coordinated

Locally Executed

Disaster Declarations

```
Disaster Occurs  →  Local EOC Activates  →  Mayor/County Executive Declares Emergency
                                                        ↓
Requests Aid from OEM/Governor Declaration  →  Governor Declares "State of Emergency"  →  Activate State Emergency Coordination Center (ECC)
                                                        ↓
State Resources Deployed (ECC)  →  Initial Damage Assessment (IDA) Preliminary Damage Assessment (PDA)  →  Request Federal Assistance
```

Disaster Declarations

- **Divert agency funds** appropriated for other purposes.
- **Authorize** activation of plans and agreements.
- **Provide** certain legal protections and waivers.
- **Inform** the public.
- **Do not** provide additional funding.

Naturally Occurring Hazards

- Flood
- Wildfire
- Earthquake
- Tsunami
- Heat Dome

- Drought
- Winter Storm
- Pandemic
- Volcanoes
- Landslides
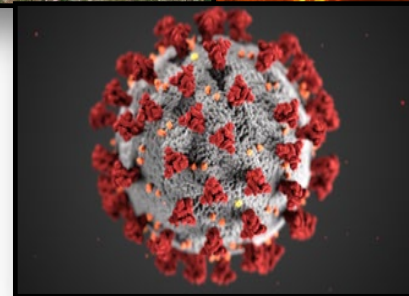
What's the Worst That Could Happen?

Human-Caused Hazards

- Cyber Incident
- Hazardous Materials Release
- Urban Conflagration
- Active Shooter/Mass Casualty
- Dam Failure
- Nuclear Power Plant Incident
- Civil Disturbance
- Act of Terrorism
- Transportation Incident
- Homelessness

Emergency Support Functions (ESFs)

ESF 1
Transportation

ESF 2
Communications

ESF 3
Public Works

ESF 4
Firefighting

ESF 5
Information and Planning

ESF 6
Mass Care

ESF 7
Resource Support

ESF 8
Health and Medical

ESF 9
Search and Rescue

ESF 10
Hazardous Materials

ESF 11
Agriculture, Animals, and Natural Resources

ESF 12
Energy

ESF 13
Law Enforcement

ESF 14
Business and Industry

ESF 15
Public Information

ESF 16
Volunteers and Donations

ESF 17
Cyber and Critical Infrastructure Security

ESF 18
Military Support

ESFs to State Recovery Functions (SRFs)

Transition:
Response to Recovery

Response Phase Emergency Support Functions (ESF)		Recovery Phase State Recovery Functions (SRF)	
ESF 1:	Transportation	SRF 1:	Community Planning and Capacity Building
ESF 2:	Communications		
ESF 3:	Public Works		
ESF 4:	Firefighting	SRF 2:	Economic Recovery
ESF 5:	Information and Planning		
ESF 6:	Mass Care		
ESF 7:	Resource Support	SRF 3:	Health Services
ESF 8:	Health and Medical		
ESF 9:	Search and Rescue	SRF 4:	Social Services
ESF 10:	Hazardous Materials		
ESF 11:	Agriculture, Animals, and Natural Resources		
ESF 12:	Energy	SRF 5:	Disaster Housing
ESF 13:	Law Enforcement		
ESF 14:	Business and Industry	SRF 6:	Infrastructure Systems
ESF 15:	Public Information		
ESF 16:	Volunteers and Donations		
ESF 17:	Cyber and Critical Infrastructure Security	SRF 7:	Natural and Cultural Resources
ESF 18:	Military Support		

State Recovery Functions (SRFs)

SRF 1
COMMUNITY PLANNING
& CAPACITY BUILDING

SRF 2
ECOMONIC RECOVERY

SRF 3
HEALTH SERVICES

SRF 4
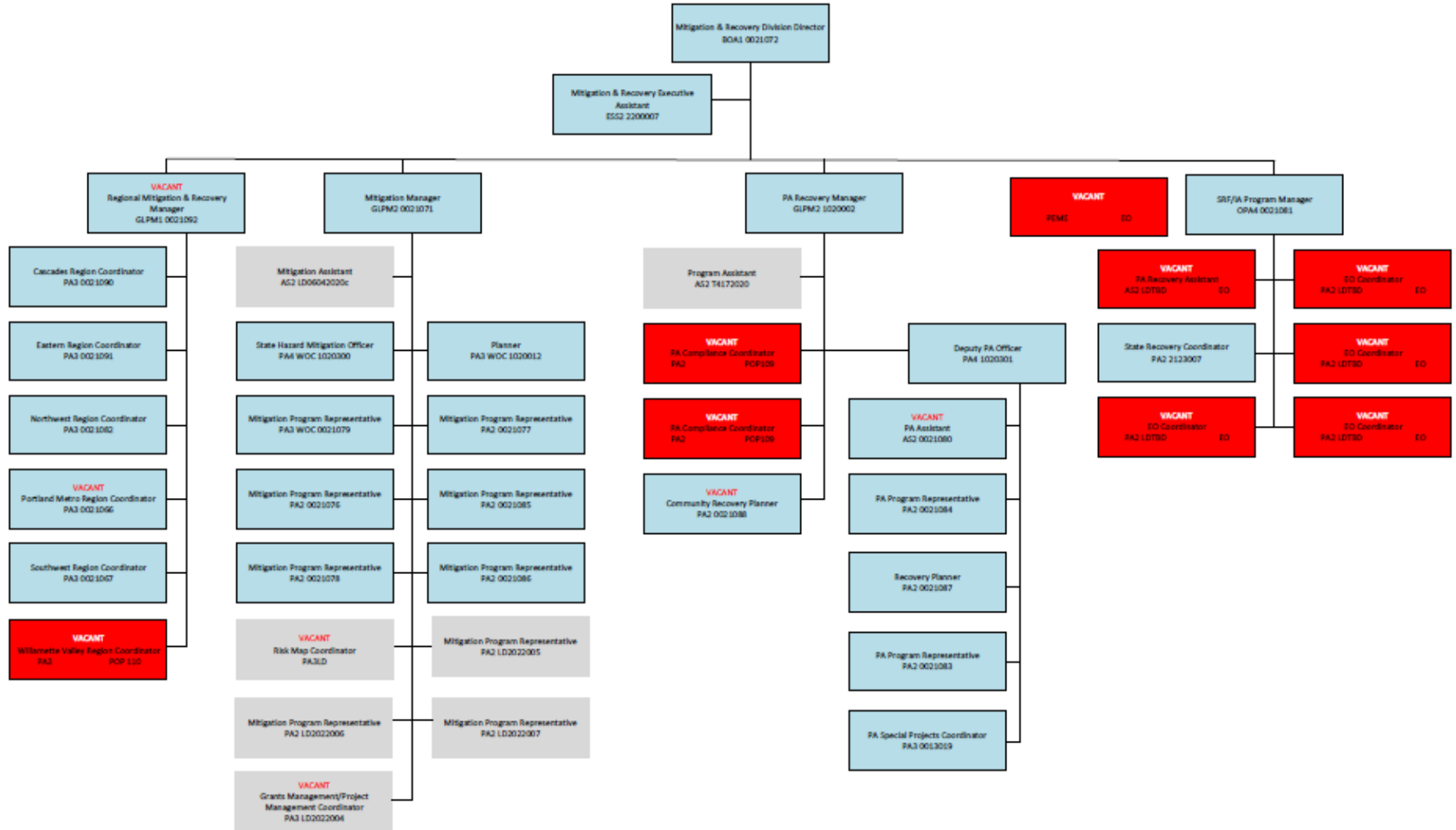SOCIAL SERVICES

SRF 5
DISASTER HOUSING

SRF 6
INFRASTRUCTURE
SYSTEMS

SRF 7
NATURAL & CULTURAL
RESOURCES

Mitigation and Recovery Services Division Org Chart

POP 107

- Adds funding for cost share match

POP 109

- Adds 2 PA 2 Compliance Coordinators

Mitigation and Recovery Services Division (MARS)

- Oregon Disaster Recovery Planning

- Recovery Coordination Center (RCC)

- Public Assistance (PA)

- Individual Assistance (IA)

- Voluntary Agency Liaison/Non-Governmental Organization (NGO) Coordination
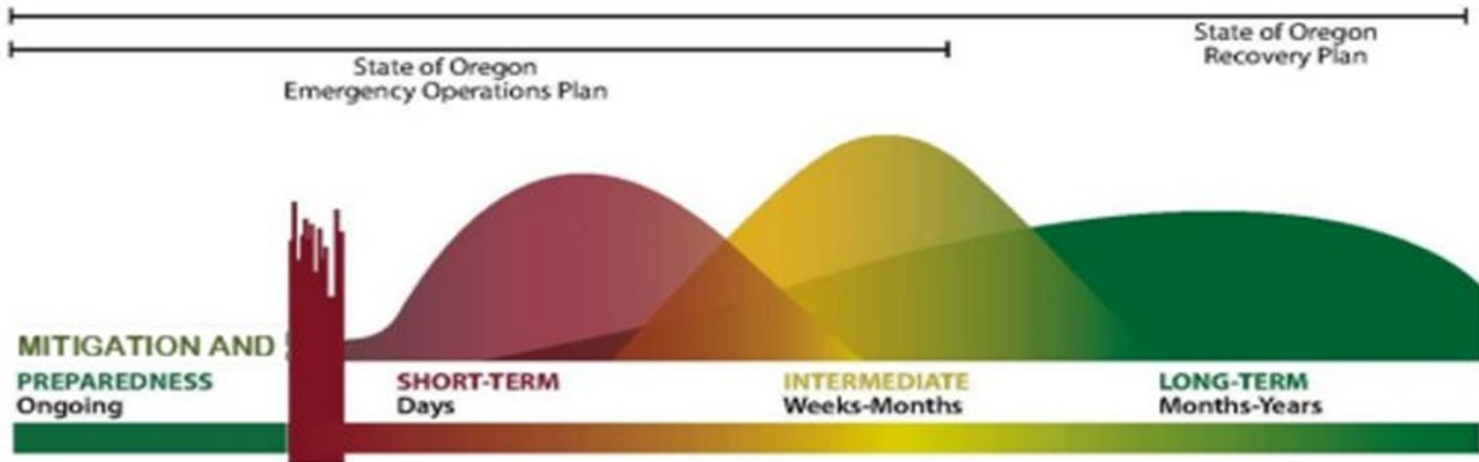
- State Hazard Mitigation Program

- Regional Mitigation/Recovery Program

Recovery Operational Cadence

Recovery operations can work on a rolling timeline

- Short term 30 days or less

- Intermediate 30 to 120 to 180 days

- Long Term 120-180 days to years

Disaster Recovery Overview

Initial Recovery Phase
- Shelter Operations
- Commodity Distribution
- Feeding
- FEMA IHP Registration

Short Term

Interim Recovery
- Debris Mission
- FEMA & SBA Disaster Programs
- Temporary and Interim Housing
- Long Term Recovery Committees
- Disaster Case Management
- Community Recovery Planning
- Federal Project Funding

Intermediate

Long Term
- Community Recovery Plan Execution
- Permanent Housing Solutions
- Project Execution and Completion
- Rebuilding Resilient Infrastructure

Long Term

State/Federal Immediate Engagement

Town Hall Meetings	Whole community engagement
	Firsthand information from survivors
	Establishing expectations
	Establishing recovery operation local contacts
	Listen and Support
Elected Officials Meeting	Open direct line of communication with OEM/FEMA
	Establish objectives and timelines
	Provides safe and secure environment for problem solving

Intermediate to Long-Term Engagement

Combined efforts with multiple community partners

Partners

- Elected Officials
- Community Based Organizations
- Volunteer Organizations
- Philanthropic Community
- School Officials
- City and County Managers/Planners
- Public Works Departments
- Emergency/Recovery Managers

Projects

- Direct Federal Assistance Work
- Individual Assistance updates and problem solving
- Public Assistance Projects
- Hazard Mitigation Projects
- Economic Recovery Efforts
- Long Term Recovery Groups
- Special Projects Federally or State Funded

Disaster Recovery Grants

Hazard Mitigation Grants

- Post-Disaster
- Post-Disaster- Post Fire
- Non-Disaster
- Flood Mitigation Assistance
- Congressional Delegated Spending
- Building Resilient Infrastructure and Communities (BRIC)
- STORM Act

State Grant Programs

Non-Presidential Disasters

Wallowa Hail and Straight-line Winds

- August 11, 2022
- All structures in and surrounding the City of Wallowa experienced significant damage.
- Vehicles throughout area significant damage – many totaled

Emergency Board Request for $2M

- One-off program
- Unknown damage estimates at time of request
- Required established funding channels
- To date – approximately $500K in assistance

Bootleg Fire

- July 6, 2021
- 413,735 acres/647 sq. miles burned
- Caused by lighting
- Gov. Declared State of Drought Emergency March 31, 2021
- Nearly 200 (400+ structures) homesteads destroyed
- Presidential Declaration requested
  - Declined
  - SBA offered low interest loans

Additional 2021 Wildfire Damages

Cutoff Fire
- 22 Structures destroyed

Wrentham Market Fire
- 2 Structures destroyed

Elbow Creek Fire
- 6 structures destroyed

Fox Complex Fire
- 4 structures destroyed

Cougar Peak Fire
- 10 structures destroyed

Labor Day Wildfire Recap

Acres Burned
- 1.1 million acres
- 5 cities burned over or significantly impacted
- 4000+ homes destroyed
- 40,000 evacuated
- 9 lives lost

FEMA Individual & Households Assistance Program
- 3259 Applications Approved
- $39,005,327 Approved

FEMA Public Assistance obligated to date
- $494, 920,345

Hazard Mitigation Assistance obligated
- $7,868,616

Recent Presidential Disaster Declarations

Severe winter storms, flooding, landslides, and mudslides

DR-4432

- Incident Period: 2/23 to 2/26/2019
- Jurisdictions Impacted
  - Coos, Curry, Douglas, Jefferson, and Lane
- Programs
  - Public Assistance
  - Hazard Mitigation
- Damage Estimate: $30,028,943

DR-4452

- Incident Period: 4/6 to 4/21/2019
- Jurisdictions Impacted
  - Curry, Douglas, Grant, Linn, Umatilla, and Wheeler
- Programs
  - Public Assistance
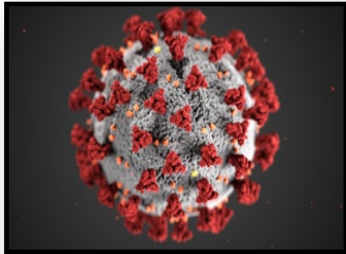 - Hazard Mitigation
- Damage Estimate: $8,210,093

Recent Presidential Disaster Declarations

DR-4499 Covid 19 Pandemic

- Incident Period: 1/20/20 and continuing

- Jurisdictions Impacted
  - Statewide

- Programs
  - Public Assistance
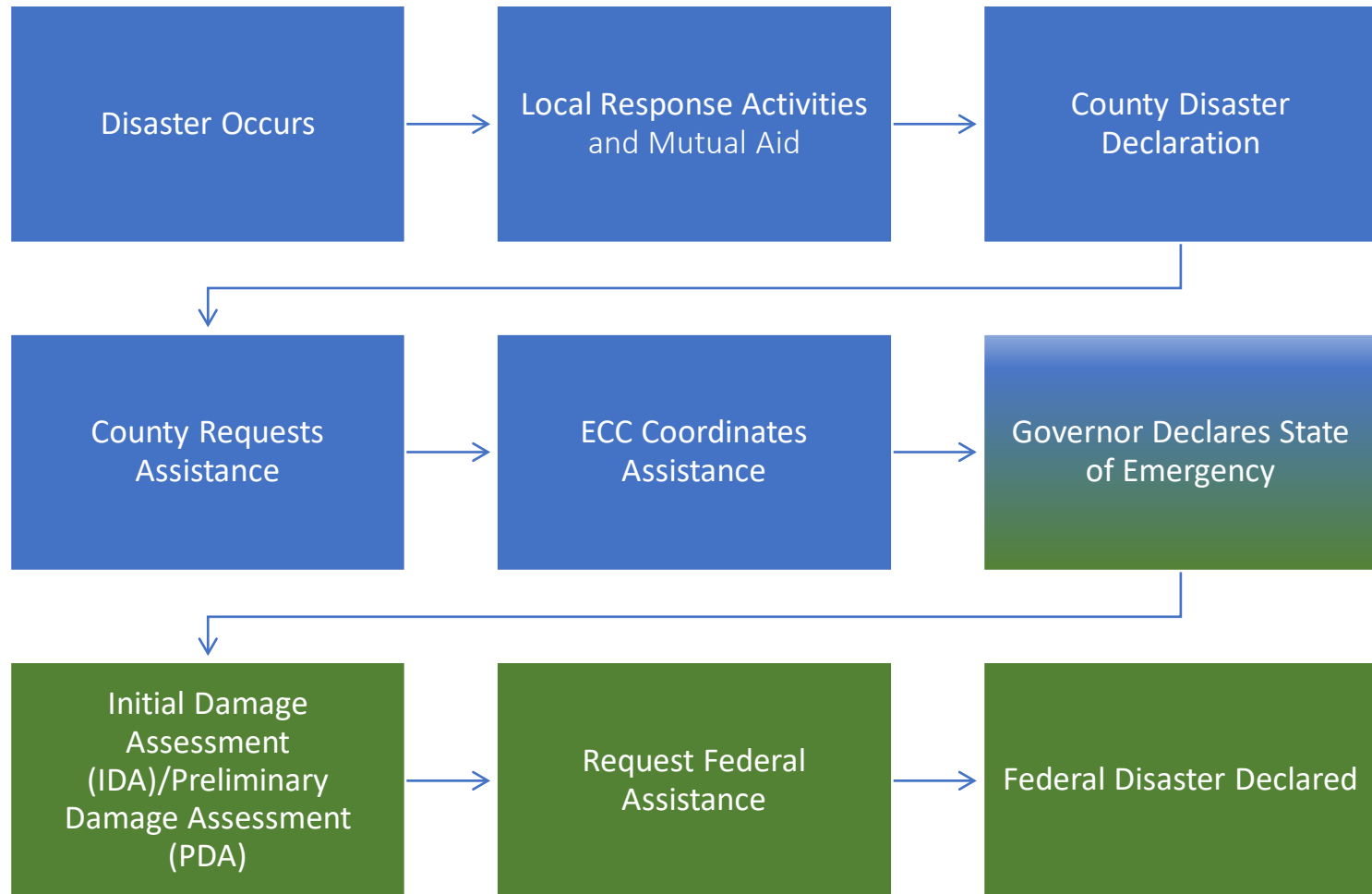 - Hazard Mitigation

- Damage Estimate: $600,000,000

DR-4519 Severe Storms, Flooding, Landslides, and Mudslides

- Incident Period: 2/05 to 2/09/2020

- Jurisdictions Impacted
  - Umatilla, Union, Wallowa Counties and Confederated Tribes of the Umatilla Reservation

- Programs
  - Public Assistance
  - Hazard Mitigation

- Damage Estimate:
  $18,000,000

Declaration Process

```
Disaster Occurs  →  Local Response Activities
                     and Mutual Aid          →  County Disaster
                                                Declaration
                                                     │
                                                     ▼
County Requests  →  ECC Coordinates  →  Governor Declares State
Assistance          Assistance           of Emergency
                                              │
                                              ▼
Initial Damage   →  Request Federal  →  Federal Disaster Declared
Assessment          Assistance
(IDA)/Preliminary
Damage Assessment
(PDA)
```

Agency Actions to Improve Services

- New operational structure

- New administrative structure

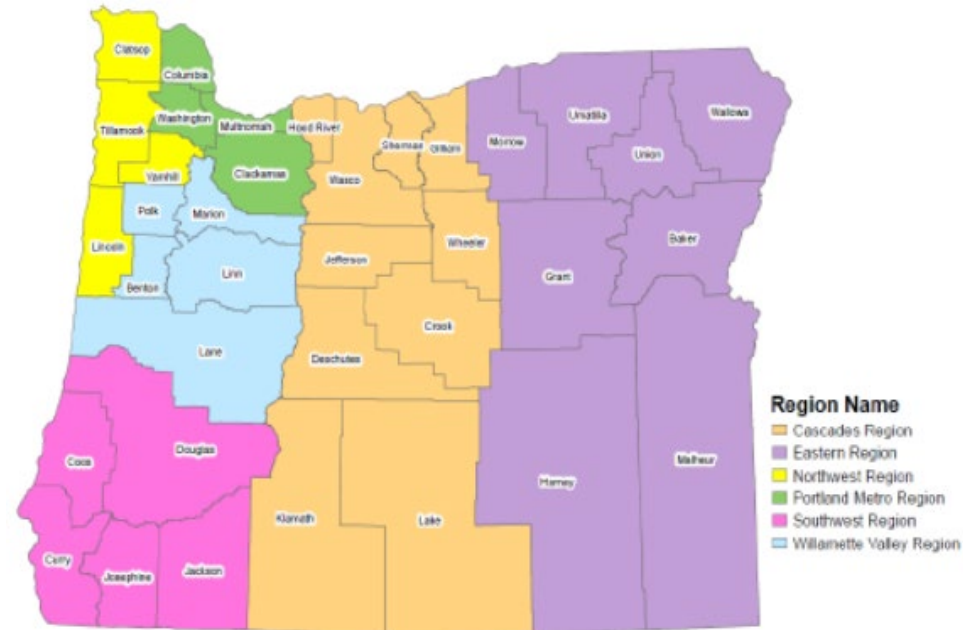- Modernization

- Streamlining efforts

- Relationship building

2 Divisions:
Mitigation and Recovery & Preparedness and Response

- Staff: 10 Coordinators, 2 Managers (half in each division)

Direct liaisons for 36 counties

- Program successes:
  - Incident response and EOC support
  - Engagement in mitigation plans and funding opportunities
  - Support for all hazard recovery efforts
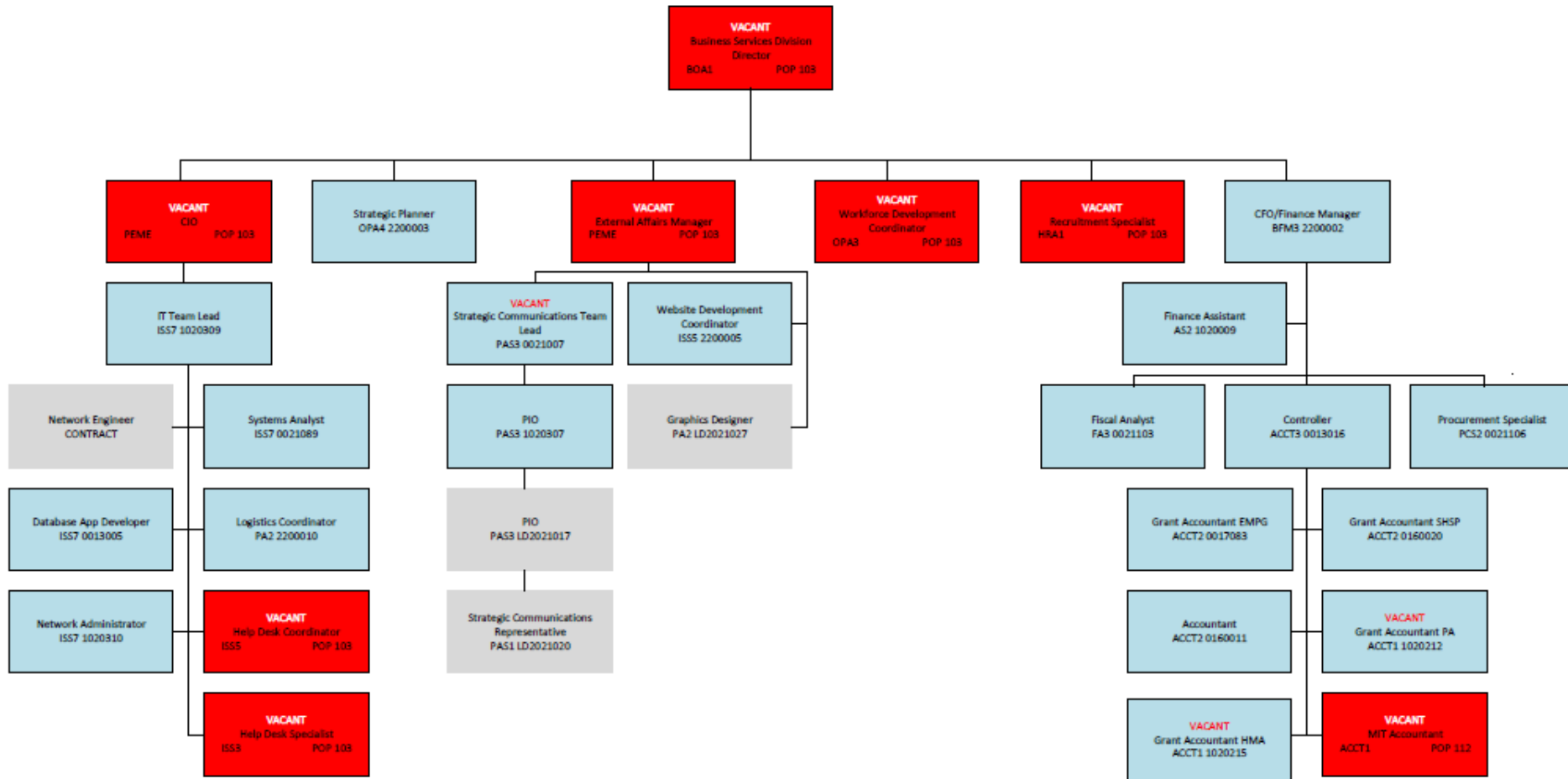 - Training and exercise

Region Name
- Cascades Region
- Eastern Region
- Northwest Region
- Portland Metro Region
- Southwest Region
- Willamette Valley Region

POP 110

- Adds 2 PA 3 Regional Coordinators to P&R and MARS
- Reclasses all PA 3 to Management Service

Business Services Division Org Chart

Business Services Division POPs

POP 103

- Establishes Division
- Adds BOA 1 Division Director
- Adds Chief Information Officer
- Adds External Affairs Manager
- Adds Workforce Development Coordinator
- Adds Recruitment Specialist
- Adds Help Desk (2 positions ISS 3 & ISS 5)

POP 112

- Adds Accountant 1
- Fund shift

Business Services Division

Chief Information Officer
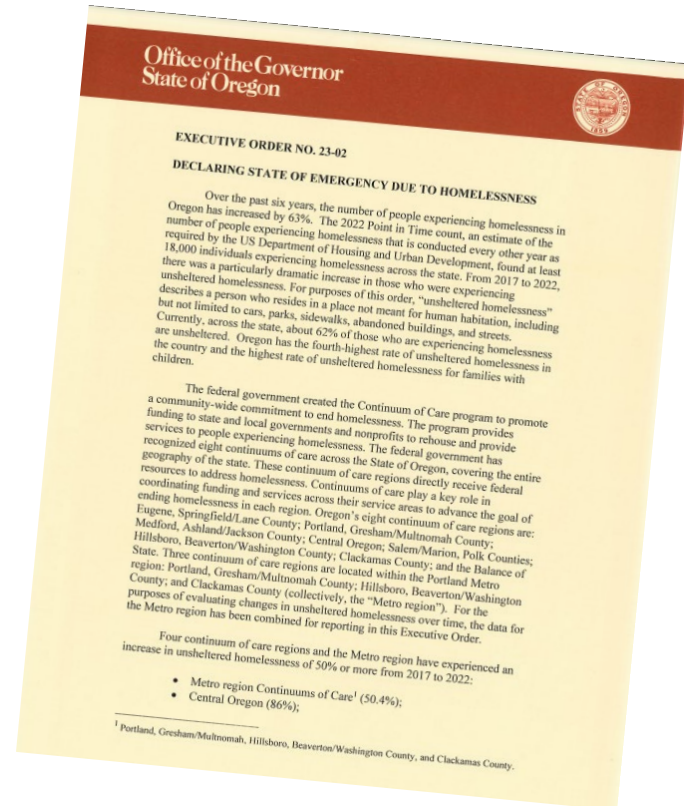
Finance

Human Resources

External Affairs

Strategic Planning

HB 5019 for EO

Office of the Governor
State of Oregon

EXECUTIVE ORDER NO. 23-02

DECLARING STATE OF EMERGENCY DUE TO HOMELESSNESS

Major Budget Challenges

- OMD/ODEM split
- FEMA
- Audit findings
- Lack of operational structure
- Cash flow/Color of money

- Abolish 1 Program Analyst 2
- Reduce S&S

- ECC renovation
- Aging IT Systems

Key Performance Measures - DRAFT

1. Emergency Information Equity and Accessibility
2. State Exercise Participation
3. Maximizing Federal Risk Reduction Investments
4. State Response and Recovery Capabilities
5. Statewide 9-1-1 Reliability and Redundancy
6. Reducing Future Disaster Risks
7. Maintaining Enhanced State Hazard Mitigation Plan Status
8. Customer Satisfaction

Ongoing efforts and outcomes for all Oregonians:

- 24/7 watch and warning capabilities

- State-funded disaster recovery programs

- Improved Emergency Coordination Center facility

- ESF and SRF Maturity Models/State Capacity

- Equitable culture of preparedness statewide

- Investments to leverage federal mitigation grant funds

- Dedicated resources to assist with federal grant compliance

- Emergency management modernization

Questions?