

**OREGON DEPARTMENT OF
EMERGENCY MANAGEMENT**
STATE RECOVERY FUNCTION



AFTER-ACTION

REPORT

**OREGON WILDFIRES AND STRAIGHT-LINE WINDS
DR-4562-OR**

Produced by:
AC Disaster Consulting

June 2023

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EXECUTIVE SUMMARY

In 2020, the State of Oregon experienced its most devastating wildfire season on record, which began in August and lasted until November. The wildfires burned over 1 million acres (about the area of Rhode Island), affected 20 counties, destroyed or damaged over 5,000 structures, and resulted in over \$600 million in damage across the state. In response, Federal Emergency Management Agency (FEMA) declared a major disaster on September 15th, 2020, named Oregon Wildfires and Straight-line Winds (DR-4562-OR), covering the period from September 7th, 2020, to November 3rd, 2020. The Oregon Military Department Office of Emergency Management (OEM) fully activated with the largest response and recovery activation in Oregon's history.

This After-Action Report (AAR) serves as an assessment of the recovery operations related to the 2020 Wildfires during the period between September 2020 and September 2021. Specifically, the report addresses of success and improvement in:

- State Recovery Functions (SRF) 1-7.
- Emergency Support Function (ESF) 16.
- State interaction with Local and Tribal Jurisdictions.
- Equity and Inclusion practices within each function.

The focus of the AARs included activation and coordination, how the Oregon Disaster Recovery Plan was implemented, discussions on best practices, and areas of improvement to ensure Oregon is better prepared for future disasters.

The efforts undertaken by OEM and its partners have been instrumental in the recovery for the State which has required coordination at all levels. This AAR will serve as an assessment of the SRF and ESF abilities to sufficiently activate and perform their roles and responsibilities as outlined in the Disaster Recovery Plan.

The 2020 Wildfires was the first event in which the Oregon Disaster Recovery Plan was fully implemented since its publication in March 2018. All SRFs were activated including state agencies across the spectrum of state government, federal partners, Community-Based Organizations, Faith-Based Organizations, Local and Tribal jurisdictions impacted throughout the state. Due to the unprecedented nature of this disaster, OEM, partner

STATE RECOVERY FUNCTIONS

SRF 1: Community Planning and Capacity Building

SRF 2: Economic Recovery

SRF 3: Health Services

SRF 4: Social Services

SRF 5: Disaster Housing

SRF 6: Infrastructure Systems

SRF 7: Natural and Cultural

EMERGENCY SUPPORT FUNCTIONS

ESF 16: Volunteers and Donations

ENGAGEMENT WITH LOCAL AND TRIBAL JURISDICTIONS

EQUITY AND INCLUSION

agencies and FEMA were required to course correct operations several times to develop new solutions to aid recovery while the COVID-19 Pandemic affected the state simultaneously. In doing so they established new best practices that are used in disaster recovery efforts throughout the country today. While this AAR outlines several improvement recommendations for the Disaster Recovery Plan, OEM developed an Interagency Strategic Recovery Plan (ISRP) unique to the wildfire disaster that effectively combined all state and federal assets into a combined operating team. This unified effort helped overcome early challenges with resource coordination and delivery of services. Since the 2020 Wildfires, ISRPs have been used in the 2021 Bootleg Fire, the 2022 Wallowa Straight-line Winds and Hailstorm and for the Governor's Declaration of Emergency on Homelessness.

This AAR highlights additional common areas of success in the 2020 Wildfires which emerged through interviews and surveys with personnel directly involved with the recovery:

1. Relationships are the backbone of success in many disasters and many respondents highlighted relationships or partnerships that existed prior to the wildfires aided the overall recovery process. Community Based Organizations and Faith Based Organizations, regional entities and many others leveraged previously established relationships with SRFs to deliver assistance to impacted communities in creative and effective ways.
2. Resource constraints that affected multiple jurisdictions and in which several agencies had responsibility were identified and handled through restructuring the recovery operation. The primary example that arose was the Potable Water Resources Task Force (PWRTF) which required the assistance of several agencies to ensure a basic necessity was provided at the local level. OEM's leadership in standing up the PWRTF was key to ensuring relevant issues were appropriately addressed in a timely manner.
3. While the pandemic forced state, local and tribal responders to rework their approach to many previously in-person activities, virtual meetings were noted to increase inclusivity and participation by impacted communities that may not have had access before.
4. Some SRF agencies were able to utilize Tribal Liaisons to ensure communication with impacted tribes was consistent and effective. Many respondents praised this approach and recommended its formalization for future disasters.

The research completed during this AAR found the following overarching improvement themes and contains specific recommendations on how to address them.

1. State agencies and local governments are not funded or appropriately resourced to support the layered and overlapping needs presented in catastrophic disaster response and recovery operations simultaneously.
2. The Disaster Recovery Plan lacked adequate detail and depth to provide clarity on roles and responsibilities for state agencies representing the SRFs, which led to confusion and periodic misdirection of resources.

3. At times State agencies operated independently from the Interagency Strategic Recovery Team, complicating and duplicating recovery efforts.
4. The agencies representing the SRFs were not practiced in implementing the actions defined in the Disaster Recovery Plan in a post-disaster environment which highlights the need for in-depth training, exercises and recovery planning that focuses on formalizing relationships with coordinating organizations at the local and tribal level, and personnel that are devoted to disaster recovery tasks within supporting state agencies.
5. Local and tribal jurisdictions need additional assistance post disaster to ensure recovery operations are coordinated and information flow with the various state agencies is streamlined to minimize confusion and duplication of efforts.
6. Disaster recovery presents equity and inclusion challenges which are unique to the jurisdictions in which they occur. While it was clear respondents did not believe the programs, they oversaw for the wildfire recovery were inequitable, it was also clear additional critical thinking and action is needed to ensure recovery resources are reaching underserved and vulnerable populations effectively.

Oregon's Disaster Recovery Plan was promulgated by the Governor in 2018. The 2020 wildfire season in Oregon was unprecedented, tested the Oregon Disaster Recovery plan to its fullest, and exposed gaps in previous planning assumptions. This AAR has captured many valuable lessons learned and will be used as a guide for OEM and their partner agencies to update the Oregon Disaster Recovery Plan.



INTRODUCTION

Oregon Department of Emergency Management
State Recovery Function After-Action Report

INCIDENT

In 2020, Oregon experienced its most devastating wildfire season on record, which began in August and lasted until November. The wildfires burned over 1 million acres (about the area of Rhode Island), affected 20 counties, and destroyed or damaged over 5,000 structures, resulting in over \$600 million in damages across the state. The economic impacts of the wildfires were particularly severe for small and rural communities. In response, FEMA declared a major disaster declaration on September 15th, 2020, named Oregon Wildfires and Straight-Line Winds, covering the period from September 7th, 2020, to November 3rd, 2020. OEM was fully activated with the largest response and recovery activation in Oregon's History. OEM has been coordinating ongoing recovery operations since September 2020, transitioning from short-term to intermediate, and ongoing long-term recovery efforts.

Prior to the wildfires, the state had already experienced four major disaster declarations between February 2019 and February 2020, including severe winter storms, flooding, and COVID-19. Another major disaster declaration was issued six months after the wildfires in February 2021. In addition, 20 Fire Management Assistance declarations were made throughout the state for the period 2019-2021. See Appendix A for an overview declaration.

In January 2022, OEM initiated its first comprehensive AAR of the 2020 Wildfires. The AAR focused on the coordinated activities between the SRF collaboration with local and Tribal partners, and how concurrent disasters impacted Recovery efforts to the 2020 Labor Day Wildfires. Participants of the engagement activities were limited to the individuals identified as leaders of their respective SRF or Task Force, making the findings consistent with all SRFs and Task Forces. See Appendix B for the OEM AAR 2022 Recommendations.



UNDERLYING CHALLENGES OF THE 2020 WILDFIRE RECOVERY EFFORTS:

COVID-19 Pandemic

Staff unfamiliar with technology used to increase social distancing

20 Fire Management Assistance declarations and 4 major disaster declarations leading up to the 2020 Wildfires

A major disaster declaration for a wildfire requested and denied in the middle of recovery efforts.

BACKGROUND

The Governor of Oregon delegated authority to OEM to coordinate emergency response and recovery operations through Oregon Revised Statute 401.052. The state's Comprehensive Emergency Management Plan, which includes the Disaster Recovery Plan, outlines the framework for response and recovery activities. The coordination of response and recovery efforts requires strategic coordination between the state and local jurisdictions to ensure communities have the necessary resources and tools to respond to and recover from disasters. This AAR will serve as an assessment of SRF and their ability to coordinate with state and local agencies, successfully activate, and meet their objectives as outlined in the State Disaster Recovery Plan during the 2020 Labor Day Wildfires. The scope of this AAR includes each SRF recovery efforts between September

2020 and September 2021, focusing on activation and coordination, how the Oregon Disaster Recovery Plan were used, how equity was addressed and impacted during recovery efforts, and discussions on best practices or areas of improvement to ensure Oregon is better prepared for future disasters. This AAR also addresses the best practices and areas of improvement of the State's collaboration with local and Tribal governments, and a separate evaluation of how the state addressed and executed equity and inclusion throughout the recovery process.

INCIDENT OVERVIEW

<p style="text-align: center;">INCIDENT</p> <p style="text-align: center;">DR 4562* Oregon 2020 Wildfires and Straight-Line Winds</p>	<p style="text-align: center;">EMERGENCY RESPONSE INCIDENT PERIOD</p> <p style="text-align: center;">September 7th, 2020 – November 3rd, 2020</p>
<p style="text-align: center;">MISSION AREA</p>	<p style="text-align: center;">THREAT OR HAZARD</p>
<p style="text-align: center;">Response</p>	<p style="text-align: center;">Wildfires and Straight-Line Winds</p>
<p style="text-align: center;">FEMA CORE CAPABILITIES</p> <ul style="list-style-type: none"> • Planning • Public Information & Warning • Operational Coordination • Economic Recovery • Health and Social Services • Housing • Infrastructure Systems • Natural and Cultural Resources 	<p style="text-align: center;">INCIDENT OBJECTIVES</p> <ul style="list-style-type: none"> • Life Safety • Housing • Health and Social Services • Infrastructure • Economic Recovery • Natural and Cultural Resources • Community Recovery
<p style="text-align: center;">INCIDENT GOAL</p>	
<p style="text-align: center;">Focus on rebuilding impacted communities, individuals and families, critical infrastructure, and essential government or commercial services.</p>	
<p style="text-align: center;">SRF COORDINATING AGENCIES</p>	
<ul style="list-style-type: none"> • OEM • SRF 1 – Oregon Department of Land Conservation and Development (DLCD) • SRF 2 – Business Oregon • SRF 3 – Oregon Health Authority (OHA) • SRF 4 – Oregon Department of Human Services (ODHS) 	<ul style="list-style-type: none"> • SRF 5 – Oregon Housing and Community Services (OHCS) • SRF 6 – Oregon Department of Administrative Services (DAS), Oregon Department of Energy (ODOE) • SRF 7 – Oregon Department of Environmental Quality (DEQ) • Oregon Department of Transportation (ODOT), Oregon Public Utility Commission (OPUC)

METHODOLOGY

In order to assess Oregon's recovery efforts from the 2020 Wildfires, data was collected through a survey emailed to the members of each SRF (see Appendix D for SRF AAR Survey). Findings from the survey informed the agenda of a follow-up AAR workshop. Each SRF, local jurisdictions, and Tribal Governments were all given separate workshops to provide feedback on the recovery efforts (see Appendix E for the Sample After-Action Review Workshop Agenda). All attendees were also offered one-on-one conversations to accommodate those who were unable to attend the workshop.

The survey and workshop discussions asked participants to evaluate:

1. The State's recovery activation and coordination efforts.
2. The utility and usefulness of the Oregon Disaster Recovery Plan.
3. How well Equity and Inclusion were addressed.
4. Collaboration with local and Tribal Governments.



**STATE
RECOVERY
FUNCTION**

1

**COMMUNITY
PLANNING AND
CAPACITY
BUILDING
AFTER-ACTION
REPORT**

Oregon Department of Emergency Management
State Recovery Function After-Action Report

BACKGROUND

The mission of SRF 1 is to integrate “state assets and capabilities to help local governments, tribal governments, and impacted communities address long-term community recovery needs after large-scale and catastrophic incidents.”¹

For this activation, the SRF 1 coordinating agency was represented by DLCDC, with additional support from the following agencies: Regional Solutions Team – Southern Oregon, OEM, DAS, OHA, Business Oregon, ODOT, Department of Consumer and Business Services, DEQ, OHCS, and the Department of Forestry.

The Strategic Recovery Goals of SRF 1 during the 2020 Wildfires are as follows:

- ✓ Oregon communities recovering from destructive wildfires have the capacity to envision a more healthy, equitable, resilient, and prosperous future, and the capacity to create a strategic rebuilding plan that achieves their vision.
- ✓ Help local governments plan for transitional and permanent housing.
- ✓ Help local governments plan for strategic rebuilding to create a more healthy, equitable, resilient, and prosperous future.
- ✓ Help local governments engage a diverse population with a focus on historically marginalized communities throughout the recovery planning.

See Appendix C for a comprehensive list of SRF 1 Goals and Objectives.



PRIMARY OBJECTIVES OF SRF 1:

Convene an inclusive planning team prior to the disaster to oversee disaster recovery planning.

Complete an initial Community Planning and Capacity Building Recovery Action Plan.

Provide an overall strategy and timeline for community planning.

¹ Oregon Disaster Recovery Plan 2018, pages 4-6

KEY FINDINGS/OBSERVATIONS

Key Findings were gathered from the survey responses (two respondents) and the workshop and one-on-one discussions (four respondents).

Areas of Success

In both the survey and the workshop, respondents identified areas of success within the following areas:

- Transition from response to recovery.
- General preparedness of SRF partners.
- The effectiveness of communication and collaboration within the SRF as well as with OEM.

These areas of success can be leveraged within OEM's recovery operations and ensure successful operations in the future.

1. Leadership from OEM

Respondents rated coordination, communication, and overall support from OEM to SRF 1 as Average or Above Average.

2. FEMA Added Capacity and Expertise

SRF 1 received additional staffing support from FEMA, who guided Community Planning and Capacity Building, working regularly with local planning staff. FEMA also led collaborative meetings and internal communications.

3. Leveraged Regional Expertise

DLCD utilized their own regional representatives and their knowledge of areas and communities prior to the disaster.

4. Building Local Capacity

While some local governments had the capacity to implement community planning objectives and identify funds to support recovery efforts, some needed additional support. For example, with the support of SRF 1, a county that was impacted by the 2020 wildfires was able to fund a facilitator to support grassroots community organizing, including outreach and community meetings to develop a community plan.

VOLUNTEERS WITH THE AMERICAN PLANNING ASSOCIATION (APA)

During the initial workshop, respondents mentioned that volunteers from the Oregon Chapter of the American Planning Association (APA) supported counties by providing background research that would help with the development of recovery policies, plans, and documents.

A follow-up interview was conducted on the volunteer program, which was not organized through SRF 1. This was the first time the Oregon APA volunteers were involved in post disaster recovery planning. While this program was not done under the umbrella of SRF 1, it supported its objectives and helped address one of the key areas of improvement: staffing gaps.

Areas of Improvement

The areas of improvement for each objective are detailed below along with recommendations and actionable steps to implement each recommendation.

Activation and Operational Coordination

1. Shortages in Staffing and Expertise

Overall, there was a need for additional staffing at the DLCD to implement SRF 1 disaster recovery goals. Prior to the 2020 Wildfires, the DLCD experienced sweeping budget cuts, which lead to a smaller staff with a smaller budget to address day-to-day concerns and programs already instituted at the DLCD. These general shortages were then exacerbated by multiple disasters, including the 2020 Wildfires. SRF 1 staff overall, but especially within the DLCD, were faced with an overwhelming responsibility of maintaining the continuity of their own operations as well as responding and recovering to multiple emergencies and declared disasters. In addition to the overwhelming workload, members of SRF 1 had limited emergency management training and expertise, resulting in staff needing to learn on the job while working to achieve SRF 1's recovery goals.

2. Mitigation vs Recovery Planning

Another challenge noted was the difference in technical expertise between OEM and DLCD. DLCD typically partners with land use planners during blue skies or when the community is performing normal day-to-day operations and no emergency/natural disasters are occurring, and staff are not activated to respond to or recover from a disaster. In the context of emergency management, land-use activities primarily focus on mitigation efforts. These efforts include implementing mitigation measures through local plans and zoning ordinances. Conversely, OEM primarily partners with local emergency managers who were focusing on recovery planning. It was a challenge for SRF 1 to balance recovery and mitigation planning to build resiliency within recovery efforts as well as support local units of government.

3. Lack of Clarity on Roles and Responsibilities

In the beginning of recovery, there was lack of clarity on who was taking leadership on the different initiatives within SRF, and the roles of all SRF 1's primary and supporting agencies. This included questions on which agency would take on the lead role in recovery planning and which would lead on community planning and capacity building, i.e., working with local governments to build their recovery and recovery planning capacity.

Planning – Oregon Disaster Recovery Plan

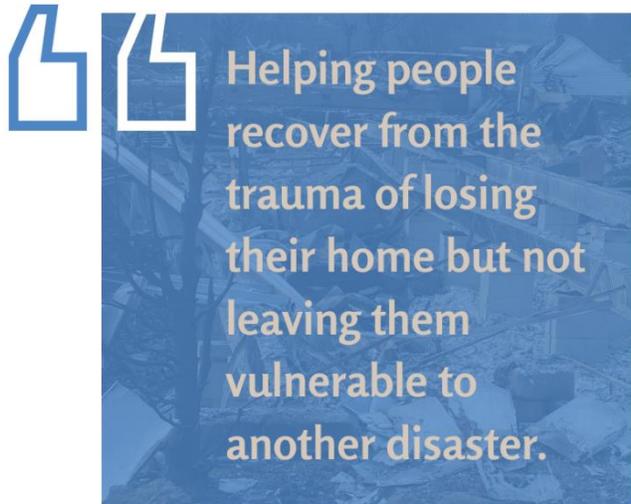
1. Vague Objectives and Guidance in the Disaster Recovery Plan

Respondents expressed dissatisfaction with the plan's overall scope, highlighting its lack of a sequential set of events or objectives upon staff activation, as well as the absence of clear resource requirements for leading and coordinating agencies. Although the respondents acknowledged that the plan couldn't be tailored to a single disaster or type of disaster, they found it lacking in crucial information necessary for prompt and efficient action by agencies and staff.

Consequently, the Oregon Disaster Recovery Plan was rarely utilized due to its lack of specific details.

Engagement with Local and Tribal Jurisdictions

1. Pressure to Minimize Mitigation Best Practices



A key issue identified was the balance between mitigation planning and addressing communities' immediate needs. As one respondent noted, there is a tension and balance between "helping people recover from the trauma of losing their home but not leaving them vulnerable to another disaster." Some local jurisdictions were interested in mitigation planning, however not all key local stakeholders agreed this should be the priority because building to new building codes and standards was more expensive and took longer, which would potentially result in the community taking longer to

recover. As a result, some localities did not fully implement the enhanced standards in favor of ensuring swift provision of housing and closure for individuals.

2. Staffing Gaps at the Local Level

Local jurisdictions generally had staffing shortages within their planning departments and did not have the capacity to take on additional responsibilities, which became apparent as they became overwhelmed with applications. SRF 1 tried to assist as best they could with their limited staffing capabilities. Overall, the ability to engage at the local level is dependent on how functional and how much capacity the local government has.

Virtual Collaboration

1. Using Virtual Mediums Can Delay Collaboration

Collaboration between members could have been quicker if they had been able to work in person. SRF 1 members used online collaborative platforms (for example, Microsoft Teams and Zoom), though there were some struggles in how to best use online collaborative spaces. For document sharing, SRF 1 defaulted to email. This was partly due to the challenge in setting up virtual information and document sharing platforms with partners outside of state government.

2. Constraints with Data Sharing

SRF 1 struggled to share information virtually across state agencies within SRF 1, with other SRFs, and non-state partners. This was due to a lack of a comprehensive data sharing platform to share information with partners for transparency and efficient collaboration. SRF 1 also struggled to identify the security level of certain information and documents, which resulted in data sharing to partners to be slow

to meet partner needs. These two factors combined resulted in inefficient information sharing with state, local, regional, and federal partners.

Equity and Inclusion

1. Lack of Information on Populations Impacted

Ensuring programs are accessible relies on knowing the demographics within each disaster area. While the regional coordinators had a good working knowledge of their communities, there was still a lack of data on the populations impacted by the Wildfires.

2. Lack of Community Participation

It is important to have as much community participation as possible, but engagement in community planning for recovery was generally low. Participants pointed out that it is not always feasible for Community-Based Organizations (CBO) and individuals to participate without compensation for their time. CBOs are stretched thin and the individuals who can afford to participate are those who can afford to. The voices that are often missing are those who are most in need.

3. Misunderstandings on What Equity and Inclusion Means for SRF 1

When asked about how equity and inclusion were addressed, respondents noted the need for translation services. However, no additional details on equity and inclusion were mentioned or addressed in the workshop and survey responses, such as how SRF 1 ensured that underserved communities, people with disabilities, and persons with functional needs were engaged with.

RECOMMENDATIONS

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Operational Coordination and Activation	Lack of clarity in individual roles and responsibilities within SRF 1	<p>Update Disaster Recovery Plan and further define roles and responsibilities.</p> <p>Create job aids for the different roles within SRF 1.</p> <p>Create an organizational chart to illustrate the roles described in the job aids and relationships between staff members.</p> <p>Develop structured exercises and train SRF members on the contents of the Disaster Recovery Plan on a regular basis.</p>	<p>Update Disaster Recovery Plan</p> <p>Create and Host Exercises/Trainings</p>	12-24 months	OEM, DLCDC
Operational Coordination and Activation	Shortages in staffing, expertise, and general capacity	<p>Connect partners (including FEMA and Oregon American Planning Association (APA)) and resources with SRF 1 at the beginning of recovery activation to help engage impacted communities on recovery planning and identifying additional resources as needed.</p> <p>Standing emergency contracts to support recovery planning</p>	<p>Develop and Sustain Diverse Partnerships</p> <p>Emergency Contracts</p> <p>Create and Host Exercises/Trainings</p> <p>Update Disaster Recovery Plan</p>	12-24 months	OEM, DLCDC

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
		<p>that could be initiated as needed to provide dedicated resources for early recovery planning and implementation.</p> <p>Develop structured exercises and host an annual training on recovery planning and operations for SRF members, community-based organizations, and DLCD Region Coordinators.</p> <p>Create job aids for the different roles within SRF 1 to include positions dedicated to mitigation planning as well as short-term and long-term recovery planning.</p> <p>Revise procurement policies and procedures to accommodate expedited emergency procurements.</p>			
Planning – Oregon Disaster Recovery Plan	The plan is comprehensive but does not provide the necessary details to provide detailed guidance for activated staff	<p>Update Disaster Recovery Plan and train SRF members on roles and responsibilities pre-disaster.</p> <p>Develop planning tools and adaptable ISRP to move from the high-level concept of operations plan to an action plan.</p>	Update Disaster Recovery Plan	12-18 months	All Supporting and Coordinating Agencies

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Virtual Operational Collaboration	Constraints with data-sharing between SRFs and non-state partners	<p>Explore options for a robust data sharing platform to be used for enterprise response and recovery.</p> <p>Establish clear lines of communication and protocols for information sharing in the Disaster Recovery Plan.</p>	<p>Explore Data Sharing Options</p> <p>Update Disaster Recovery Plan</p>	12-18 months	OEM
Engagement with Local and Tribal Jurisdictions	Public pressure to minimize mitigation best practices incorporated in recovery planning	<p>Standing emergency recovery contracts to support recovery planning could be initiated as needed to provide dedicated resources for recovery planning and implementation.</p> <p>Explore opportunity to create a grant program that incentivizes impacted communities to adopt recovery and mitigation best practices while planning and rebuilding after a disaster.</p>	<p>Emergency Contracts</p> <p>Explore Creating Grant Program</p>	12-18 months	OEM, DLCD
Engagement with Local and Tribal Jurisdictions	Staffing gaps at the local level to recover and build back better	<p>Establish emergency recovery contracts with planners to be deployed to aid impacted communities plan their recovery operations and mitigate future hazards and emergencies.</p> <p>Revise procurement policies and procedures to accommodate expedited emergency procurements.</p>	Emergency Contracts	6-12 months	OEM, DLCD

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Equity and Inclusion	Lack of data and information on populations impacted	<p>Coordinate with other SRFs, community-based organizations, DLCDC Regional Coordinators, and FEMA from the beginning of recovery efforts.</p> <p>Develop or research available training on how to use existing tools, data, and specialized programs/partners to understand how to analyze community demographics for emergency management.</p>	<p>Develop and Sustain Diverse Partnerships</p> <p>Create and Host Exercises/Trainings</p>	6-12 months	DLCDC
Equity and Inclusion	Lack of diverse community participation in planning efforts	Explore opportunities to incentivize impacted community members (including community-based organizations) and inclusive community engagement methods that target disproportionately impacted community members to increase participation in community recovery planning efforts (including but not limited to Black, Indigenous, People of Color, low-income households, and people living with disabilities).	Explore Incentives and Inclusive Community Engagement Methods	6-12 months	OEM



**STATE
RECOVERY
FUNCTION**

2

**ECONOMIC
RECOVERY
AFTER-ACTION
REPORT**

Oregon Department of Emergency Management
State Recovery Function After-Action Report

BACKGROUND

The mission of SRF 2 is to integrate “the expertise of state government to help local governments, Tribal governments, and the private sector sustain and rebuild businesses and employment. SRF 2 is also tasked with developing economic opportunities that result in sustainable and economically resilient communities after large-scale and catastrophic incidents.”²

For this activation, the SRF 2 lead was represented by Business Oregon, with additional from the following agencies: DLCD, Department of Consumer and Business Services, DAS, DEQ, Department of State Lands, Department of Agriculture, Department of Community Colleges & Workforce Development, Department of Forestry, ODOE, OPUC, Travel Oregon, Office of the Secretary of State, Oregon Regional Solutions, and OEM.

The Strategic Recovery Goals of SRF 2 during the 2020 Wildfires are as follows:

- ✓ Provide economic assistance to impacted areas.
- ✓ Identify and support infrastructure needs within individual communities.
- ✓ Identify and support affected industries.
- ✓ Create potential industry revitalization assessment plan specific to each community's needs.
- ✓ Develop and implement disaster preparedness plans for business and industries within communities.
- ✓ Identify and provide necessary training for response personnel related to economic development.
- ✓ Increased collaboration with partner agencies.
- ✓ Address needs and establish and/or revise laws/codes to support economic revitalization and safety.

See Appendix C for a comprehensive list of SRF 2 Goals and Objectives.



PRIMARY OBJECTIVES OF SRF 2:

Complete an Economic Recovery Action Plan – which will become a component of the State Recovery Action Plan (SRAP) – and identify potential obstacles to fostering stabilization of impacted communities.

Ensure that community recovery plans incorporate economic revitalization and remove governmental obstacles to post-disaster economic sustainability.

Return impacted areas to a sustainable and vibrant economy within the specified timeframe in the SRAP.

² Oregon Disaster Recovery Plan 2018, pages 4-7

KEY FINDINGS/OBSERVATIONS

Key Findings were gathered from the survey responses (from two respondents) and the workshop and one-on-one discussions (from two participants).

Areas of Success

In both the survey and the workshop, respondents identified areas of success in the following areas:

1. Identification of Additional Resources

SRF 2 members were able to think outside the box by identifying additional resources to support businesses. This includes connecting businesses with new partnerships and funding sources.

2. Successful Community Outreach and Training

Some SRF 2 members were able to develop and implement community outreach and training to help businesses better prepare for future disaster recovery efforts.

3. Strong Leadership from OEM and Business Oregon

Respondents rated coordination, communication, and overall support from OEM and Business Oregon leadership positively, enabling SRF 2 to take the initiative to accomplish their goals and objectives.

Areas of Improvement

The areas of improvement for each objective are detailed below along with recommendations and actionable steps to implement each recommendation.

Activation and Coordination

1. Members of SRF 2 Lacked Training in Disaster Recovery

Before the 2020 fires, SRF 2 agencies had been activated infrequently and had varying perceptions regarding the potential scope of their role in a catastrophic disaster. As such, SRF 2 personnel did not have sufficient training ahead of the 2020 Wildfire. The respondents noted that they did not feel prepared for what their role in SRF 2 would be. This was additionally challenging because of the multiple activations happening at the same time (COVID-19, Wildfires, Ice Storms).

2. Lack of an Incident Command Structure

SRF 2 noted that the lack of an incident command structure made their work more challenging as they were receiving directives from multiple sources, and it was not clear which directives were the priorities. Competing priorities without a clear reporting structure can lead to a lack of unity of effort. Respondents reported this led to delays in formalizing and organizing the mission.

3. Duplicated and Overlapping Information and Data Requests

SRF 2 was receiving requests for information from different sources, and often these requests were for the same information but using different formats. Some of the requests were also not easily understood; the document formats were unclear and there was a lack of a clear definition about what was needed, and a lack of guidance on what needed to be included in the forms.

4. Lack of Clarity About Roles and Responsibilities

There was a lack of clarity about SRF 2's role, as well as what the specific roles and goals for each agency within the SRF. There were questions about whether an agency is playing a core or cursory role and if the tasks they were assigned were logical.

5. Lack of Data Collection and Data Sharing

The lead agency for SRF 2, Business Oregon, is charged with assisting those affected by the disaster. They experienced a lack of clear data regarding those businesses that were directly impacted by the disaster which made their mission difficult to achieve. There were also challenges getting data from other state agencies, due to issues with confidentiality and lack of clarity about what could be shared and with whom.

Disaster Recovery Plan

1. Lack of clarity of the plan

Respondents noted that the State Recovery Plan was not universally applicable because there was not enough information in it to help guide the recovery efforts in the scope of SRF 2. While there was an understanding that the plan is overarching for multiple types of incidents, the plan did not include clear guidance that SRF 2 members found useful for a wildfire recovery.

Engagement with Local and Tribal Jurisdictions

1. Difficulty directly connecting with local jurisdictions

SRF 2's primary connection with local jurisdictions was through the League of Oregon Cities calls. During these calls, SRF 2 was able to get feedback on what they were experiencing, what their needs were and then responding if they had insight or specific resources for them. However, SRF 2 was not able to directly connect with counties, often because those local partners were busy addressing other priority issues.

Equity and Inclusion

1. Unclear Application of OEM's Equity and Inclusion Goals

Respondents were not aware of unaddressed issues rooted in a lack of equity or inclusion throughout the disaster recovery. SRF personnel provided equal assistance to all that needed it. They noted that information needs to be provided in additional languages to ensure broad accessibility. While respondents did not

provide additional feedback on achieving OEMs Equity and Inclusion Goals, it is likely additional considerations are needed for similar events in the future to ensure economic recovery is prioritized for underserved communities.

RECOMMENDATIONS

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Activation and Coordination	Members of SRF 2 lacked training in disaster recovery	Develop structured exercises and host an annual training on recovery and operations for SRF members, local jurisdictions, Tribal governments, and community-based organizations	Create and Host Exercises/Trainings	6-12 months	OEM
Activation and Coordination	Lack of an Incident Command Structure	<p>Update Disaster Recovery Plan and further define roles and responsibilities.</p> <p>Create job aids for the different roles within SRF 2.</p> <p>Create an organizational chart to illustrate the roles described in the job aids and relationships between staff members.</p> <p>Ensure optimal and manageable span of control (one supervisor to five or seven subordinates).</p> <p>Develop structured exercises and train SRF members on the contents of the Disaster Recovery Plan on a regular basis.</p>	<p>Update Disaster Recovery Plan</p> <p>Create and Host Exercises/Trainings</p>	12-18 months	OEM, Business Oregon

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Activation and Coordination	Issues with information and data requests	Analyze the varying calls for data and seek to streamline information needs and reporting while also ensuring respondents understand the importance for the information.	Reporting guidance and templates	6-12 months	OEM
Activation and Coordination	Lack of clarity about roles and responsibilities	<p>Update Disaster Recovery Plan and further define roles and responsibilities.</p> <p>Create job aids for the different roles within SRF 2.</p> <p>Create an organizational chart to illustrate the roles described in the job aids and relationships between staff members.</p> <p>Develop structured exercises and train SRF members on the contents of the Disaster Recovery Plan on a regular basis.</p>	<p>Update Disaster Recovery Plan</p> <p>Create and Host Exercises/Trainings</p>	12-18 months	OEM, Business Oregon
Disaster Recovery Plan	Lack of clarity of the plan	Update Disaster Recovery Plan and train SRF members on roles and responsibilities pre-disaster.	Update Disaster Recovery Plan	12-18 months	All Supporting and Coordinating Agencies
Engagement with Local and Tribal Jurisdictions	Difficulty directly connecting with local jurisdictions	Support regional and local partnerships to identify gaps pre-disaster and identify capacity-building opportunities.	Support Local Partnerships	3-12 months	All Supporting and Coordinating Agencies

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Equity and Inclusion	Unclear Application of OEM's Equity and Inclusion Goals	Develop structured exercises and host an annual training on equity, inclusion, accessibility, and Inclusion, Diversity, Equity, and Access (IDEA) principles and how these principles impact recovery operations.	Create and Host Exercises/Trainings	6-12 months	OEM



**STATE
RECOVERY
FUNCTION**

3

**HEALTH
SERVICES
AFTER-ACTION
REPORT**

Oregon Department of Emergency Management
State Recovery Function After-Action Report

BACKGROUND

The mission of SRF 3 is to assist “locally led recovery efforts in the restoration of the public health and health care networks to promote the resilience, health, and well-being of affected individuals and communities.”³

For this activation, the SRF 3 was led by OHA with additional leadership and assistance provided by the following agencies: Department of Agriculture, DAS, DEQ, ODHS, Office of the State Fire Marshal, Oregon Medical Board, Oregon Pharmacy Board, Veterinary Medical Examining Board, the Oregon State Police’s Medical Examiners Board, and Office of Emergency Management.

Initial work related to drinking water systems were led by SRF 3 however, the complexity of drinking and wastewater system restoration and the need to ensure the protection of watersheds required the development of the PWRTF. While some of the accomplishments of the PWRTF are identified in SRF 3, the task force worked under its own leadership and reported directly to the State Disaster Recovery Coordinator (SDRC).

The Strategic Recovery Goals of SRF 3 during the 2020 Wildfires are as follows:

- ✓ Maintain essential Behavioral Health Services in impacted communities.
- ✓ Coordinate state-wide Behavioral Health resources to meet identified mental health service and support needs.
- ✓ Coordinate with statewide response and recovery activities to ensure appropriate behavioral health support.
- ✓ Provide domestic well water testing resources for wildfire-impacted private properties, prioritizing households with low income or from communities of color⁴.



PRIMARY OBJECTIVES OF SRF 3:

Restore basic health services functions.

Identify critical areas of need for health services, including services for populations with access and functional needs.

Complete a Health Services Recovery Action Plan for impacted communities – which will become a component of the SRAP – and develop a comprehensive recovery timeline.

Restore and improve the resilience and sustainability of health services networks to meet the needs and well-being of community members in accordance with the specified recovery timeline.

³ Oregon Disaster Recovery Plan 2018, pages 4-9

⁴ This Recovery Goal was pulled out into a Potable Water Resource Task Force.

- ✓ Assess public health and healthcare costs for the 2020 wildfire season.
- ✓ Provide public health consultation for other SRF-lead recovery efforts.

See Appendix C for a comprehensive list of SRF 3 Goals and Objectives.

KEY FINDINGS/OBSERVATIONS

Key Findings were gathered from the survey responses (from three respondents) and the workshop and one-on-one discussions (from six respondents).

Areas of Success

These areas of success can be leveraged by OEM to improve recovery operations and ensure successful operations in the future.

1. Previously Established Connections with Health Care Providers and Tribal Liaisons

SRF 3 member agencies already had previously established connections with key partners, including health care providers and Tribal Liaisons, as well as CBOs (through OHA's Public Health community engagement coordinators), which facilitated effective collaboration.

2. Virtual Collaboration was Rated Equally as Effective as In Person Collaboration

At the time, in-person collaboration was not available or safe due to COVID-19, smoke, and the large geographic spread of the disaster. In the survey and during the workshop, respondents noted that they were able to use virtual collaboration to work together effectively as an SRF.

3. Prioritized Equity and Inclusion Objectives

Equity and Inclusion was prioritized by SRF 3 leadership. Equity was included in SRF 3's Strategic Recovery Goals, including the prioritization of testing of well water for low-income households or communities of color⁵. Additionally, behavioral health needs were prioritized in the Recovery Goals, which is a critical, but sometimes under-represented health issue.

Areas of Improvement

The areas of improvement for each objective are detailed below along with recommendations and actionable steps to implement each recommendation.

Activation and Coordination

In the survey, respondents noted that the support they needed from OEM that they did not receive was in technical expertise, financial support, and recovery funding and processes.

1. Lack of communication and clarity in the transition from response to recovery.

Respondents noted that there was a lack of communication on when response transitioned to recovery and what that transition entailed. Additionally, some of the SRF 3 members were also working on both the response and recovery, which

⁵ While this success was mentioned in the SRF workshop, it was part of the work done under the Potable Water Resource Task Force.

was a challenge and made the lack of clarity between response and recovery more difficult.

2. Lack of Knowledge in Disaster Recovery

SRF 3 members said that while they were familiar and experienced with what disaster response means for health services, they did not have the same skill set in disaster recovery. SRF 3 members had not been involved in any training or drills to practice disaster recovery. There was a lack of understanding about their roles and responsibilities in the disaster recovery process, which staff would and should be moved from response to recovery, or even where to get information. The confusion ultimately led to a delayed recovery activation in SRF 3.

3. Delayed Coordination to Address Potable Drinking Water

OHA, as the lead SRF 3 agency, is also the drinking water regulatory agency. Other SRFs, including SRF 6 and 7, were also addressing issues related to potable water. However, initially there was a lack of coordination and communication across the SRFs: there was very little understanding about public drinking water systems, how they operate, who the regulatory agency was, or the type of assistance or resources could be provided. A PWRTF was established, but initially, there was still a lack of clarity about which members of SRF 3 should be involved (leadership vs technical experts).

4. Lack of Organizational Capacity and Staff burnout from COVID-19 Response

The 2020 Wildfires overlapped with the COVID-19 response, which SRF 3 members were fully engaged with. When the 2020 Wildfire Response and Recovery efforts were being stood up, SRF 3 members were dealing with burnout and there were not any new additional staff to be part of this new response and recovery effort. There was also no time to do the training in disaster recovery.

Disaster Recovery Plan

In the survey and the workshop, most respondents noted that they never or seldom used the disaster recovery plan.

1. Disaster Recovery Plan Did Not Provide Operational Guidance

While the state recovery plan provided general guidance on disaster recovery, it lacked clear operationalization objectives. There was also a lack of clarity on roles and responsibilities, including clearly identifying the lead agency roles and responsibilities versus those of partner organizations.

Equity and Inclusion

1. Lack of Information-Sharing Across SRFs and Agencies

When addressing equity and inclusion, working with community-based organizations to understand the needs of that community is critical. While SRF 3 members did have some connections with CBOs, what respondents said was missing was coordination with other SRFs and agencies to leverage shared connections. Without that coordination, CBOs are being asked by multiple SRFs and agencies for the same information, or the SRF just may not know where to go for that information.

RECOMMENDATIONS

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Activation and Coordination	Lack of Communication and Clarity in the Transition from Response to Recovery	Provide clear guidelines and protocols for activation and transition from response to recovery.	Update Disaster Recovery Plan	6-12 months	OEM
Activation and Coordination	Lack of Knowledge in Disaster Recovery	Develop structured exercises and host an annual training on activating and executing the Disaster Recovery Plan.	Create and Host Exercises/Trainings	12-18 months	OEM
Activation and Coordination	Delayed Coordination to Address Potable Drinking Water	List out potential task forces, as needed, in the Disaster Recovery Plan. In the Disaster Recovery Plan, identify and define how water will be addressed in future recovery efforts (wastewater, natural waters, drinking water, public water systems, navigable waters, contamination, etc.). List out potential agencies that will provide a holistic approach to water issues, depending on the emergency.	Update Disaster Recovery Plan	6-12 months	OEM, OHA, OWEB, DEQ, ODF, ODOT, ODE, and Public Utility Commission of Oregon
Activation and Coordination	Staff Burnout from COVID-19 Response	Standing emergency contracts to support recovery operations that could be initiated as needed to provide dedicated	Emergency Contracts Explore OEM Integration into SRFs	12-24 months	OEM, OHA

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
		<p>resources for early recovery goals implementation.</p> <p>Explore how OEM may provide stronger presence in SRFs to improve continuity, emergency management expertise within SRF, ensure organizations listed in the disaster recovery plan are prepared, and maintain relationships local and Tribal partners as needed.</p>			
Disaster Recovery Plan	Disaster Recovery Plan Did Not Provide Operational Guidance	Explore developing an SRF 3 specific playbook based on high consequence hazards for Oregonians that sets time sensitive objectives for lifesaving/sustaining operations that can be utilized with little to no situational awareness.	Explore Playbook	6-12 months	OEM, OHA
Equity and Inclusion	Lack of Information-Sharing Across SRFs and Agencies	<p>Establish communication and coordination strategy with other SRFs and agencies to share information about local partners, vulnerable populations and their needs.</p> <p>Strengthen engagement with CBOs to understand and address their specific needs during recovery efforts.</p> <p>Explore developing an SRF 3 specific playbook based on</p>	<p>Update Disaster Recovery Plan</p> <p>Engage with CBOs</p> <p>Explore Playbook</p>	6-12 months	OEM, OHA

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
		high consequence hazards for Oregonians that sets time sensitive objectives for lifesaving/sustaining operations that can be utilized with little to no situational awareness.			



**STATE
RECOVERY
FUNCTION**

4

**SOCIAL
SERVICES
AFTER-ACTION
REPORT**

Oregon Department of Emergency Management
State Recovery Function After-Action Report

BACKGROUND

The mission of SRF 4: Social Services is to assist “locally led recovery efforts in restoring social services networks to promote the resilience and well-being of affected individuals and communities.”⁶

For this activation, the SRF 4 lead was represented by Department of Human Services, with additional from the following agencies: DAS, Department of Education, Department of Veteran's Affairs, Employment Department (OED), OHA, OHCS, and OEM.

The Strategic Recovery Goals of SRF 4 during the 2020 Wildfires are as follows:

- ✓ Establish a comprehensive disaster case management program that will support the unmet disaster-related needs of the wildfire and straight-line wind survivors in Oregon by offering a single point of contact to coordinate a variety of services that will feed into long term recovery operations.
- ✓ Stabilize and seek resources to maintain sheltering and feeding activities for population that do not qualify for federal relief and housing benefits.
- ✓ Identify key community partners that support service delivery, activate and support partnerships, integrate ESF 16 efforts into SRF 4.
- ✓ Establish regional field coordinators to support local and tribal recovery activities.

See Appendix C for a comprehensive list of SRF 4 Goals and Objectives.



PRIMARY OBJECTIVES OF SRF 4:

Restore basic social services functions.

Identify critical areas of need for social services including services for populations with access and functional needs.

Complete a Social Services Recovery Action Plan for impacted communities – which will become a component of the SRAP – and develop a comprehensive recovery timeline.

Restore and improve the resilience and sustainability of social services networks to meet the needs and well-being of community members in accordance with the specified recovery timeline.⁶

⁶ Oregon Disaster Recovery Plan 2018, pages 4-10

KEY FINDINGS/OBSERVATIONS

Key Findings were gathered from the survey responses (from two respondents) and the workshop and one-on-one discussions (from five respondents).

Areas of Success

1. ODHS Enhanced Coordination with Tribal Jurisdictions by Appointing a Tribal Emergency Coordinator

ODHS appointed a Tribal Emergency Coordinator during the recovery period to improve coordination with tribal jurisdictions during emergencies. In regard to the recovery efforts, the ODHS Tribal Emergency Coordinator facilitated communication, provided culturally sensitive support services, and advocated tribal perspectives for SRF4 and ESF 6 operations.

2. Coordination with Local partners, including CBOs and Faith-Based organizations (FBOs)

SRF 4 members were able to successfully leverage partnerships with CBOs and FBOs to provide needed support to people affected by the Wildfires. During this disaster, these established partnerships helped SRF 4 identify and address specific needs from underserved communities.

3. Development of ISRP

Respondents noted that the OEM's leadership in developing the ISRP helped SRF 4 prioritize their short-range intermediate and long-term goals and objectives.

4. Successful Implementation of Disaster Unemployment Assistance

OED successfully coordinated with OEM and the Governor's office to implement the Disaster Unemployment Assistance program, providing temporary wage replacement to eligible individuals impacted by the wildfires who were not eligible for regular unemployment benefits.

Areas of Improvement

The areas of improvement for each objective are detailed below along with recommendations and actionable steps to implement each recommendation.

Activation and Coordination

1. Lack of Clarity in the Transition Between Response and Recovery

ODHS was the primary agency for Emergency Support Function (ESF) 6, as well as SRF 4. SRF 4 focuses on Human Services and ESF 6 Mass Care, Emergency Assistance, Temporary Housing and Human Services. There was not a clear plan for how ODHS would transition from their response efforts with ESF 6 and focus on the recovery efforts for SRF 4 (which occurred a month into the response efforts). The Interagency Strategic Recovery Plan, managed by OEM, did not separate ESF 6 legacy operations in the recovery phase from SRF 4 operations. ODHS continued to focus on ESF 6 response efforts during the recovery phase, including sheltering. There was a lack of clarity on how ODHS would transition out of their response role

and focus on the defined SRF 4 roles. ODHS continued to focus on areas that were under their response role into the recovery period, which caused a disjointed approach that affected the overall effectiveness and coordination of the recovery phase, prolonging the time it took to provide comprehensive assistance and support to the affected communities.

2. Lack of Data Collection and Sharing Across SRF 4 Members and CBOs

One of the key challenges SRF 4 was focused on was getting individuals who had been displaced back onto government benefits. However, there was no standardized system across all government agencies, as well as CBOs, on what data should be collected when providing support to people who were displaced. Information about people who were in nongovernment shelters was not shared with ODHS, nor could it be due to a lack of data sharing agreements. This in turn, meant that it was difficult to get accurate assessment of the impact of the Wildfires. It also meant that ODHS could not efficiently identify people who needed support that related benefit programs. In turn, it was more difficult to get the needed information to apply for funding from FEMA for Disaster Case Management (DCM) (see below).

3. Lack of Coordination Between ODHS and OEM on DCM Program

OEM initially assigned the FEMA Disaster Case Management Grant to ODHS and FEMA awarded the grant based on Oregon not having disaster case management capabilities. Post award, ODHS hired state funded case managers and contracted with local organizations to perform case management without OEM's involvement. However, this choice contradicted the grant application and FEMA considered revoking DCM grant funding. Through negotiations with OEM and FEMA, the DCM grant was amended, and OEM assumed the responsibility as the DCM grant recipient with ODHS becoming the sub-recipient.

DCM & IA

When FEMA declares a major disaster, **Individual Assistance (IA)** is available to provide financial and direct services to eligible individuals and households affected by the disaster, who have uninsured or underinsured necessary expenses and serious needs. To assist people in applying for IA, states (through OEMs) can apply for funding from FEMA for **Disaster Case Management (DCM)**. This funding goes from the State designated agency for IA (in this case ODHS) to CBOs to provide case managers who will assess and address a survivor's unmet needs through a disaster recovery plan. Case managers can also help survivor's identify other services that can help them recover.

Adhering to FEMA guidelines for grant fund usage in the implementation of the DCM program is important to ensure federal dollars are utilized appropriately by organizations that may not be knowledgeable of the requirements.

4. Lack of Existing Contracts with CBOs for Recovery Efforts

A lack of established contracts between ODHS and CBOs for essential services prior to the 2020 Wildfires led to delays in providing necessary services, requiring ODHS to develop contracts during the recovery efforts.

5. Lack of Clarity Around Benefit Programs

Concerns were raised about the lack of understanding within the SRF about the types of benefits (and eligibility for those benefits) being provided by SRF 4 agencies. This lack of clear communication between SRF 4 members may have led to lack of clear communication with the public about available benefits.

RECOMMENDATIONS

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Activation and Coordination	Lack of Clarity in the Transition Between Response and Recovery	Provide clear guidelines and protocols for activation and transition from response to recovery.	Update Disaster Recovery Plan	6-12 months	OEM
Activation and Coordination	Lack of Data Collection and Sharing Across SRF 4 Members and CBOs	Explore options for developing data sharing agreement with SRF 4 members and CBOs. Establish clear lines of communication and protocols for information sharing in the Disaster Recovery Plan.	Develop enterprise data sharing capabilities Update Disaster Recovery Plan	12-18 months	OEM
Activation and Coordination	Lack of Coordination Between ODHS and OEM on DCM Program	Define roles and responsibilities between ODHS and OEM regarding future DCM oversight.	Develop enterprise case management guidance consistent with the FEMA Individual Assistance program. Update Disaster Recovery Plan	12-18 months	OEM
Activation and Coordination	Lack of Existing Contracts with CBOs for Recovery Efforts	Explore options for developing contract with CBOs. Broadly outline DCM guidance in the Disaster Recovery Plan.	Explore CBO contract options Update Disaster Recovery Plan	12-18 months	OEM, ODHS

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Activation and Coordination	Lack of Clarity Around Benefit Programs	Develop and host regular training on State benefit and FEMA IA programs with SRF 4 members and CBOs with pre-established agreements to increase knowledge and familiarity with program requirements.	Create and Host Exercises/Trainings	12-18 months	OEM



**STATE
RECOVERY
FUNCTION**

5

**DISASTER
HOUSING
AFTER-ACTION
REPORT**

Oregon Department of Emergency Management
State Recovery Function After-Action Report

BACKGROUND

The mission of SRF 5: Disaster Housing is to address “pre- and post-disaster housing issues; coordinates and facilitates the delivery of state resources to assist local and tribal governments in the rehabilitation and reconstruction of destroyed and damaged housing, and the development of other new accessible, long-term housing options.”⁷

For this activation, the SRF 5 was led by OHCS, with additional leadership and assistance from the following State agencies: DAS, Department of Consumer and Business Services, ODHS, DLCD, OEM, OHA, Oregon EM Association for Counties, and Oregon VOAD.

The Strategic Recovery Goals of SRF 5 during the 2020 Wildfires were as follows:

- ✓ Assess preliminary housing impacts and needs, identify available options for temporary housing, and plan for long-term housing
- ✓ Ensure that community housing recovery plans continue to address interim housing needs, assess options for long-term housing, and define a timeline for achieving a resilient, accessible, and sustainable housing market.
- ✓ Establish a resilient and sustainable housing market that helps local communities meet their needs, including accessible housing, within the specified timeframe of the State Recovery Action Plan.

See Appendix C for a comprehensive list of SRF 5 Goals and Objectives.



PRIMARY OBJECTIVES OF SRF 5:

Assess preliminary housing impacts and needs, identify available options for temporary housing, and plan for long-term housing; this will become a component of the SRAP.

Ensure that community housing recovery plans continue to address interim housing needs, assess options for long-term housing, and define a timeline for achieving a resilient, accessible, and sustainable housing market.

Establish a resilient and sustainable housing market that helps local communities meet their needs, including accessible housing, within the specified timeframe of the SRAP.⁷

⁷ Oregon Disaster Recovery Plan 2018, pages 4-11

KEY FINDINGS/OBSERVATIONS

Key Findings were gathered from the survey responses (from three respondents) and the workshop and one-on-one discussions (from seven respondents).

The workshops and one-on-one interviews provided a detailed understanding of SRF 5 members' experience with 2020 Labor Day Wildfire Recovery efforts even with the constraints of lack of full participation from all SRF members and participants' ability to recall events that occurred nearly two years ago.

Areas of Success

In both the survey and the workshop, respondents identified areas of success on the following areas: These areas of success can be leveraged by OEM to improve recovery operations and ensure successful operations in the future.

1. Successful Interagency Communication within SRF 5

Respondents noted that the OEM structured SRF 5 in a way that members were able to report out information at a regular cadence.

2. Provided Essential Policy Tools to Provide Support to Communities Regardless of FEMA Rules

Providing shelter to residents impacted by disasters is the responsibility of the state and local jurisdictions. Funding for this activity is often provided via reimbursement from FEMA and directly to survivors from the American Red Cross. In many cases, FEMA eligibility criteria and program requirements can make it difficult for some survivors to pay for housing over a longer period of time due to a number of factors such as people who lack documented leases, those who live in multi-generational homes or who live as caretakers. These factors leave gaps in housing that can create further distress and resource needs for those impacted. Recognizing these gaps, ODHS presented a decision brief to the Governor's Disaster Cabinet in December of 2020 and received legislative authorization through the 2021 January e-board to provide food, shelter, and emergency assistance to all people displaced by the fire, regardless of FEMA eligibility.

3. Access to a Tribal Coordinator with one of the SRF 5 agencies

One of the SRF 5 agencies was able to hire a Tribal Coordinator, which was key to engaging with tribal community needs around disaster housing.

Areas of Improvement

The areas of improvement for each objective are detailed below along with recommendations and actionable steps to implement each recommendation.

Activation and Coordination

1. Lack of Clarity in the Transition Between Response and Recovery

SRF 5 was activated soon after the Wildfires, when the response efforts were still underway. Their early activation and recovery operations concurrently with response made it challenging to understand the difference between the response and prepare for recovery efforts. SRF 5 did not have time to plan for what the recovery efforts or the task force would focus on.

2. Need for Clarification of Roles and Responsibilities Between Sheltering, Temporary Housing, and Long-Term Housing Needs

The responsibility between response and recovery housing efforts falls under two separate agencies respectively. ESF 6 includes Temporary Housing, Mass Care, Emergency Assistance, and Human Services, while SRF 5 includes Temporary Housing and Long-Term Housing. Respondents raised concerns about the lack of clarity on the transition from response to recovery phase for housing, including which activity falls under the ESF and which under the SRF. This was a particular challenge with temporary housing needs, where residents were displaced from their homes for several months and years in some cases, creating an overlap in response and recovery phase housing needs. The Disaster Recovery Plan identified OHCS as the lead agency to address disaster housing needs during the recovery period. In after action discussions some respondents suggested that temporary housing should stay under ODHS while OHCS should focus on long-term housing needs and solutions (given that their role is focused on land acquisition, identifying projects, and setting the groundwork to re-build and not paying for leases).

3. Lack of a Clear Strategy on Long-Term Sheltering and Intermediate Housing Needs

Respondents stated a need for a strategy that has legislative support on how to address what should happen when emergency sheltering ends but before people have more permanent places to go live. One respondent noted that a key concern is “How do we keep people in Oregon....until those housing solutions present themselves”.

4. Need for Clear Data

One of the key challenges mentioned was the lack of data, or lack of data that can be relied on, about who was displaced and who lost homes. In October 2020, SRF 5 was asked to provide an estimate on overall housing needs and associated costs to rebuild. However, damage assessments were not yet completed and therefore too little information was available about the number of impacted homes and residents. There was incomplete information about what properties were impacted and to what degree they were impacted. There was also a lack of operational coordination around data so even if some agencies were collecting data around housing needs, it was not being shared with SRF 5.

Additionally, there was a lack of information on numbers, demographics, and needs of people receiving services at shelters. This lack of information is a challenge for understanding the impacts and needs of community members early, which informs housing planning. There were no formal information sharing

agreements to ensure that information was being shared by organizations running shelters.

5. OHCS Capabilities to Identify Housing

The Disaster Recovery Plan notes that an assessment of housing options is the responsibility of OHCS with assistance from the U.S Department of Housing and Urban Development (HUD) and FEMA. During the workshops, some respondents noted that OHCS's role was to finance housing and partner with Community Action Agencies to identify and address long-term housing needs. Some respondents noted that OHCS did not have pre-established resources regarding availability housing for families in need and thought that it was out of their scope to provide a list of available housing units across the state of Oregon for survivors to reside.

6. Need for Guidance on How to Support Wrap-Around Services Along with Housing Needs

Respondents noted that when people who were impacted by the wildfires needed support with housing, there were also often other needs, such as food and health needs that needed to be addressed. What was lacking was guidance on how to coordinate with other ESFs or SRFs to support people who had these multiple needs. For example, if someone in need of housing services that are medically fragile, how should they be supported to keep them medically stable.

7. Gap Between FEMA and HUD Support

Two key objectives within SRF 5 were to identify available options for temporary housing and planning for long-term housing. FEMA support for housing needs is primarily in the immediate and intermediate housing needs, while HUD provides support for long-term housing needs. There is a gap between when FEMA support for temporary housing ends and when HUD support for long-term housing comes in.

RECOMMENDATIONS

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Activation and Coordination	Lack of Preparedness to Transition from Response to Recovery Efforts	Develop clear guidelines, communication protocols, roles and responsibilities for the transition between different phases of recovery, ensuring smooth activation and coordination. Conduct regular training and drills to familiarize personnel with their roles and responsibilities during activation and coordination.	Update Disaster Recovery Plan Update Disaster Housing Recovery Action Plan Create and Host Exercises/Trainings	6-12 months	OEM OHCS/OEM
Activation and Coordination	Need for Clarification of Roles and Responsibilities Between Sheltering/ Temporary Housing and Long-Term Housing Needs	Develop clear guidelines, communication protocols, roles and responsibilities on which ESF and SRF, and which agency, will take leadership on sheltering/temporary housing vs long-term housing needs.	Update Disaster Recovery Plan Update Disaster Housing Action Recovery Plan Create and Host Exercises/Trainings	6-12 months	OEM OHCS/OEM
Activation and Coordination	Lack of a Clear Strategy on Long-Term Sheltering and Intermediate Housing Needs	Develop a standardized process for conducting impact assessments, ensuring that all necessary information is collected accurately and comprehensively. Implement a system for timely and efficient sharing of impact	Update Disaster Recovery Plan Update Disaster Housing Recovery Action Plan	12-24 months	OEM OHCS/OEM

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
		<p>assessment data between relevant agencies and stakeholders.</p> <p>Establish clear criteria for identifying and prioritizing the needs of impacted individuals and communities.</p> <p>Establish realistic and transparent time frames for re-housing, ensuring that affected households have a clear understanding of the process and expectations.</p>	<p>Develop impact assessment plan</p>		
<p>Activation and Coordination</p>	<p>Need for Clear Data on Housing Needs</p>	<p>Explore options for a robust data sharing platform to be used for enterprise response and recovery.</p> <p>Establish clear lines of communication and protocols for information sharing in the Disaster Recovery Plan.</p>	<p>Explore Data Sharing Options</p> <p>Update Disaster Recovery Plan</p>	<p>12-18 months</p>	<p>OEM</p>
<p>Activation and Coordination</p>	<p>Misunderstandings About OHCS Roles and Responsibilities and Capabilities to Identify Housing</p>	<p>Develop clear guidelines, communication protocols, roles, and responsibilities of what each agency is able to do to address housing needs.</p>	<p>Update Disaster Recovery Plan</p> <p>Update Disaster Housing Recovery Action Plan</p>	<p>6-12 months</p>	<p>OEM OHCS/OEM</p>

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Activation and Coordination	Need for Guidance on How to Support the Wrap-Around Services Along with Housing Needs	Develop clear guidelines, communication protocols, roles and responsibilities between SRFs.	Update Disaster Recovery Plan	6-12 months	OEM
Activation and Coordination	Gap Between FEMA Support and HUD Support	Explore establishing a formalized partnership or memorandum of understanding to facilitate the exchange of information, resources, and expertise between the two agencies.	Explore Establishing MOU Develop Information Sharing Requirements and Guidelines	12 months	HUD/FEMA OEM



**STATE
RECOVERY
FUNCTION**

6

**INFRASTRUCTURE
SYSTEMS
AFTER-ACTION
REPORT**

Oregon Department of Emergency Management
State Recovery Function After-Action Report

BACKGROUND

The mission of SRF 6 – Infrastructure Systems is to coordinate “the capabilities of the state government to support local and tribal governments and other infrastructure owners and operators in their efforts to achieve recovery goals and restore infrastructure systems.”⁸

For this activation, SRF 6 was led by the Oregon DAS, ODOE, ODOT, and OPUC. SRF 6 also received additional assistance from the following agencies: Business Oregon, Department of Agriculture, Department of Consumer & Business Services, Department of Education, DEQ, Department of Corrections, Department of Geology & Mineral Industries, Department of State Lands, OEM, OHA Office of the State Fire Marshal, OHA State Marine Board, Oregon Water Resource Department's Emergency Response Coordinator/Tech Services, and Oregon Department of Transportation.

The Strategic Recovery Goals of SRF 6 during the 2020 Wildfires are as follows:

- ✓ Restore critical infrastructure across the fire impacted areas in Oregon.
- ✓ Coordinate with task forces and SRFs to meet overall state recovery goals due to potential overlapping projects.
- ✓ Support all fire impacted counties in addressing existing and/or newly emerging critical infrastructure issues.
- ✓ Coordinate with and support critical infrastructure providers to complete recovery projects in the near, interim, and long term.

See Appendix C for a comprehensive list of SRF 6 Goals and Objectives.



PRIMARY OBJECTIVES OF SRF 6:

Restore and sustain essential services (public and private) to maintain community functionality.

Develop an Infrastructure Systems Recovery Action Plan with a specified timeline for redeveloping community infrastructures to contribute to resiliency, accessibility, and sustainability – this will become a component of the SRAP.

Provide systems that meet community needs while minimizing service disruption during restoration within the specified timeline of the SRAP.⁸

⁸ Oregon Disaster Recovery Plan, pages 4-12

KEY FINDINGS/OBSERVATIONS

Key Findings were gathered from the survey responses (from three respondents) and the workshop and one-on-one discussions (from three respondents).

Areas of Success

In both the survey and the workshop, respondents identified areas of success in the following areas:

1. SRF 6 Internal Collaboration

All SRF 6 respondents noted SRF 6 members supported each other and worked well as a team, which created a positive working environment. Those who were able to train other members of the team new to disaster recovery and members who were new gained great experience being a part of SRF 6.

2. Virtual Collaboration

Given how catastrophic and widespread the disaster was across the state, virtual collaboration allowed for more staff to be involved in the SRF 6 recovery efforts. While it may not have been possible to get someone to commit to travel to another part of the state, it was easier to get their time, commitment, and expertise if the involvement was virtual.

3. Standing up a Potable Water Task Force

Respondents noted that OEM identified challenges addressing potable water, as they intersected multiple SRFs but there was not always clear communication or coordination to address them. OEM's leadership in standing up the PWRTF was key to ensuring that the relevant issues were appropriately addressed in a timely manner.

4. Direct Connections with Tribal Governments

Two of the SRF 6 member agencies mentioned that they have direct connections with Tribal Nations emergency managers. They noted that this is the role that SRF 6 should be playing; supporting the Tribal Emergency Managers (EM) if they are not getting the assistance they need directly. In one instance, a Tribal EM reached out as they were having issues getting support and information from a utility company. The SRF 6 members connected with the utility company and helped ensure that the Tribal Nation received the support they needed.

Areas of Improvement

The survey highlighted the following areas of improvement: a lack of financial support, leadership and vision, technical expertise, and just-in-time training. Additionally, how OEM's role was communicated and the SRF's roles and responsibilities were rated below average.

Activation and Coordination

1. Overlapping Response and Recovery Efforts

The transition from the response to recovery phase posed several challenges including difficulties in coordinating efforts, a lag in response time, and issues with demobilization from the response phase. There were recovery needs that needed to be addressed while response efforts were still underway. This was an added burden to SRF members' workload as the response and recovery teams were the same people. A member of SRF 6 stated, "You have one foot in response and one in recovery". While having the same staff for response and recovery helped with continuity across the phases, there was limited time they could dedicate to recovery and additionally led to staff burn out.

2. Shortages in Staffing and Expertise

There was a shortage of staff available for recovery efforts; respondents faced bandwidth issues as they were working long hours and being asked to lead response activities simultaneously, which affected their ability to effectively collaborate and coordinate. Additionally, there was a lack of knowledge and resources to identify gaps in capacity to execute the recovery plan effectively. While OEM did bring in new staff to support SRF 6 recovery efforts, it took a couple of months to train them up and have them provide the needed support. Due to lack of bandwidth, training new staff meant time spent away from implementing recovery efforts.

3. Lack of Information Sharing Created Increased Reporting

SRF 6 members were asked to report the same information to different groups, but with different reporting formats. There seemed to be no coordination on the information flow. Providing this information in multiple formats was time-consuming.

Disaster Recovery Plan

In both the survey and the workshops, respondents noted that they did not use the Oregon Disaster Recovery Plan, either because they were not introduced to it or because they did not find it useful.

1. Lacking Formal Processes and Procedures

Respondents noted that there was a lack of Standard Operating Procedures (SOPs) and Incident Action Plans (IAPs). The absence of these documents hindered the effective execution of response and recovery efforts. Additionally, there was a lack of clear purchasing guidelines and procedures. One SRF 6-member agency was asked to purchase generators, but they did not have a budget nor the process to buy them. The plan did not provide any additional guidance on what to do with requests such as these.

2. Indeterminate Role in Water Utilities

Although the launch and work of the PWRTF was identified as an area of success, the Disaster Recovery Plan does not outline SRF 6's role in water or how the state's recovery organization should address water recovery. Water can include (but not

limited to) wastewater, private wells, water infrastructure, drinking water, navigable waters, and water contamination. A lead agency or supporting agencies were not identified to address emerging water utility challenges during recovery.

3. Challenges Identifying a Lead Agency

The identified lead agency in the Disaster Recovery Plan was unable to serve as the SRF lead resulting in OEM calling upon the OPUC (a supporting agency identified in the Disaster Recovery Plan) to lead SRF 6 instead. The lead agency's role is to focus on coordinating each agency's infrastructure efforts. It was challenging for the PUC staff to focus on the recovery efforts that they were the lead on, as well as serving in a coordinating role.

Local and Tribal Coordination

1. Assumptions in the Disaster Recovery Plan Regarding Counties' Capacity and Plans

The Disaster Recovery Plan's base assumptions are that counties will have developed their own disaster recovery plans and the state recovery organization's role is to supplement local recovery efforts with resources and technical expertise. However, some counties did not have the staff or resources to develop a recovery plan before or during recovery efforts. Since many of these counties have one emergency manager who is leading response efforts, once the recovery phase starts, they are often burnt out and reach out for assistance in all aspects of the recovery. The Disaster Recovery Plan did not include guidance on what to do if there was no local plan to follow.

Equity and Inclusion

1. Unclear Application of OEM's Equity and Inclusion Goals

In both the surveys and the workshops, respondents noted that addressing equity and inclusion in disaster recovery was usually not applicable to infrastructure. SRF 6 understood OEM's Equity and Inclusion goals and their application in other SRFs (such as housing or public health) but struggled with their practical application in their goals and objections.

RECOMMENDATIONS

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Activation and Coordination	Overlapping response and recovery efforts	Create clear and well-defined transition plans from the response phase to the recovery phase. This should include specific timelines, key personnel assignments, and incident action plans for initiating recovery efforts.	Develop Clear Transition Plans	6-12 months	OEM
Activation and Coordination	Shortages in staffing and expertise	<p>Develop structured exercises and host an annual training on recovery and operations for SRF members, local jurisdictions, tribal governments, and community-based organizations.</p> <p>Standing emergency contracts to support recovery operations that could be initiated as needed to provide dedicated resources for early recovery goals implementation.</p> <p>Explore how OEM may provide stronger presence in SRFs to improve continuity, emergency management expertise within SRF, ensure organizations listed in the disaster recovery plan are prepared, and maintain</p>	<p>Create and Host Exercises/Trainings</p> <p>Emergency Contracts</p> <p>Explore OEM Integration into SRFs</p>	12-24 months	OEM

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
		relationships local and tribal partners as needed.			
Activation and Coordination	Lack of Information Sharing Created Increased Reporting	Work with key stakeholders to develop streamlined information requests and comprehensive information sharing mechanisms.	Explore Information Sharing with Partners	12-18 months	OEM
Disaster Recovery Plan	Lacking Formal Processes and Procedures	<p>Consider assigning separate personnel for response and recovery to aid in the transition from response to recovery.</p> <p>Develop incident action plans for recovery initiation with standard operating procedures. The plan should address capacity building, resource allocation, and communication strategies for response and recovery efforts.</p>	<p>Evaluate Resource Allocations</p> <p>Update Disaster Recovery Plan</p>	6-12 months	OEM
Disaster Recovery Plan	Indeterminate Role in Water Utilities	<p>List out potential task forces, as needed.</p> <p>Identify and define how water will be addressed in future recovery efforts (wastewater, natural waters, drinking water, public water systems, navigable waters, contamination, etc.). It's a convergence of natural resources, housing, public health, infrastructure and has no one home, may consider making it a home of its own.</p>	Update Disaster Recovery Plan	6-12 months	OEM

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Disaster Recovery Plan	Challenges Identifying a Lead Agency	Explore using a Unified Command, with an assigned Incident Commander, to ensure the coordination between SRF 6 agencies.	Update Disaster Recovery Plan	6-12 months	OEM
Local and Tribal Coordination	Assumptions in the Disaster Recovery Plan regarding counties' capacity and plans	<p>Develop contingency plans establishing the roles and responsibilities of the state's recovery organization if the local unit of government does not have disaster recovery plans and requires additional assistance.</p> <p>Explore offering grant funding to local units of government to develop disaster recovery plans that align with the Oregon Disaster Recovery Plan (when practical).</p>	<p>Update Disaster Recovery Plan</p> <p>Grant Funding</p>	12-18 months	OEM
Equity and Inclusion	Unclear Application of OEM's Equity and Inclusion Goals	Develop structured exercises and train SRF members on the contents of the Disaster Recovery Plan on a regular basis. Use the training to explore how recovery equity and inclusion goals may be applied to restoring infrastructure.	Create and Host Exercises/Trainings	12-18 months	OEM



**STATE
RECOVERY
FUNCTION**

7

**NATURAL AND
CULTURAL
AFTER-ACTION
REPORT**

Oregon Department of Emergency Management
State Recovery Function After-Action Report

BACKGROUND

The mission of SRF 7: Natural and Cultural Resources is to integrate “state resources and capabilities to help local and tribal governments and communities address long-term environmental and cultural resource recovery needs after large-scale and catastrophic incidents.”⁹

For this activation, the SRF 7 leads were represented by the Oregon Watershed Enhancement Board (OWEB), DEQ, and ODF. The following agencies were also members of SRF 7: Department of Fish and Wildlife (DFW), Department of Parks and Recreation (DPR), ODOA, ODOT, OHA, and the Oregon Water Resources Department (OWRD).

The Strategic Recovery Goals of SRF 7 during the 2020 Wildfires was as follows:

- ✓ Implement measures to protect and stabilize records and culturally significant documents, objects, and structures.
- ✓ Assess impacts to natural and cultural resources and identify needed protections during stabilization through recovery.
- ✓ Complete an assessment of affected natural and cultural resources and develop a timeline for addressing these impacts in a sustainable and resilient manner.
- ✓ Preserve natural and cultural resources as part of an overall community recovery.
- ✓ Coordinate with and support critical infrastructure providers to complete recovery projects in the near, interim, and long term.

See Appendix C for a comprehensive list of SRF 7 Goals and Objectives.



PRIMARY OBJECTIVES OF SRF 7:

Implement measures to protect and stabilize records and culturally significant documents, objects, and structures.

Assess impacts to natural and cultural resources and identify needed protections during stabilization through recovery.

Complete an assessment of affected natural and cultural resources and develop a timeline for addressing these impacts in a sustainable and resilient manner.

Preserve natural and cultural resources as part of the overall community recovery; all of these objectives will become components of the SRAP.

⁹ Oregon Disaster Recovery Plan 2018, pages 4-14

KEY FINDINGS/OBSERVATIONS

Key Findings were gathered from the survey responses (from nine respondents) and the workshop and one-on-one discussions (from eight respondents). All of the SRF 7 member agencies are represented in the findings.

Areas of Success

In both the survey and the workshop, respondents identified areas of success in the following areas:

1. Operational Coordination and Leadership in SRF 7

Respondents noted that the team coalesced rapidly despite many members of SRF 7 not being trained in disaster recovery. Respondents also noted that there was strong collaboration amongst many and diversified subject matter experts that included state agencies, organizations, and other professionals.

2. Debris Management and Potable Water Resource Task Force Activation

DMTF

The **Debris Management Task Force (DMTF)** coordinated and managed the removal, disposal, and cleanup of hazard trees and debris from federal and state highways as well as supported removing and disposing of Household Hazardous Waste (HHW) and other dangerous substances at public and private properties within impacted areas.

PWRTF

The **Potable Water Resource Task Force (PWRTF)** coordinated across several SRFs and managed the restoration of potable water systems, sewer systems and watershed protection.

Respondents noted that OEM identified that there were challenges addressing debris management and potable water, as they intersected multiple SRFs but there was not always clear communication or coordination to address them. Standing up the DMTF and the PWRTF was key to ensuring that relevant issues were appropriately addressed in a timely manner. A member of the PWRTF noted that they were a well-functioning team and were able to think outside the box and come up with solutions.

3. Natural and Cultural Resources

Leadership within OWEB ensured that cultural resource concerns were elevated and addressed within the SRF thanks to cultural resource experts being meaningfully engaged and listened to.

4. Effective Use of Virtual Operational Coordination

Virtual coordination allowed SRF 7 to operate with more partners across the state of Oregon. In-person coordination meetings could have created participation barriers such as cost, and time associated with travel.

Areas of Improvement

The areas of improvement for each objective are detailed below along with recommendations and actionable steps to implement each recommendation.

Activation and Operational Coordination

1. Shortages in Staffing and Expertise

Respondents noted that SRF 7 not only lacked staff in numbers, but there was also a need for staff who are subject matter experts and who were trained in disaster recovery. In addition, many of the agencies involved did not have dedicated staff time or funding to work on recovery operations. The staff that were included in the disaster recovery noted that it was difficult to fit recovery initiatives and operations into their daily workload, especially given COVID-19 related staffing reductions. This also resulted in staff turnover and sometimes a lack of continuity in recovery operations.

2. Impact Assessment and Information Sharing

Multiple challenges were raised about the damage assessments for both natural and cultural resources that made it difficult to come up with accurate and justifiable cost estimates for replacement. Some SRFs were capturing vital information about natural and cultural resources in their assessments without coordinating with SRF 7. This caused the initial assessment of natural and cultural resource impacts to be incomplete and SRF 7 needed to spend significant time and effort to conduct their own assessments. Homeowners and wildfire impacted communities experienced significant paperwork fatigue and frustration from multiple organizations and SRFs asking for similar damage assessment information. In addition, a lack of communication and information sharing between the SRFs made it difficult for SRF 7 to access the limited information that had already been collected by other SRFs.

3. Incomplete Database of Cultural Resources

The State Historic Preservation Office (SHPO) has a database to provide information and identify cultural resources. Due to a lack of staff, there is a backlog on updating the database and the database is unable to be used as a comprehensive guide for cultural resources.

4. Lack of Clear Goals in the Beginning of Recovery

Several issues were raised about a lack of clear recovery planning goals of SRF 7 at the beginning of the recovery process. The lack of clarity made it difficult to identify needed support. Additionally, respondents noted that it was difficult to determine what specific role in the wildfire recovery effort the natural and cultural

resources SRF was supposed to fill even with guidance from the Disaster Recovery Plan.

5. Delays in Standing Up SRF 7 and Getting Resources

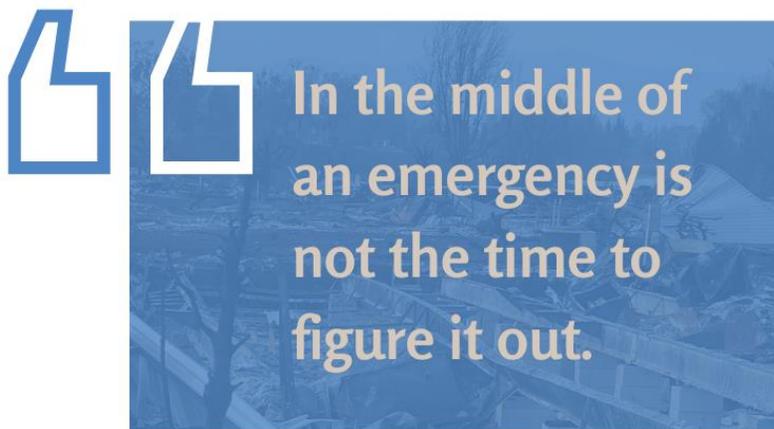
SRF 7 was among the last to be activated and took several weeks to consider and accumulate available resources. While other recovery activities were moving quickly (due to their immediate need) it was a challenge for SRF 7 to ensure that their input was included. As one respondent noted, “most of the input from the SRF team I worked with (came) too late or not workable to be incorporated into the initial (first year) response effort.” Additionally, it was unclear if the resources they would need come from the member agencies, OEM, or the legislature.

Disaster Recovery Plan

In the survey, respondents noted that the Oregon Disaster Recovery Plan was seldom to never used and they rated the plan as poor in providing an overview of SRF’s recovery goals. Below are some of the key issues raised about the Disaster Recovery Plan:

1. Unclear roles and responsibilities

Respondents noted that the plan did not provide clear guidance on SRF 7’s roles and responsibilities. In the survey, respondents rated the clarity of the SRF’s roles and responsibilities as poor or below average. For example, one agency in particular, OWEB, was not named in the Disaster Recovery Plan, however,



became a prominent lead in the execution of SRF 7. SRF members had to spend time organizing resources internally before creating and acting on recovery goals efficiently. As one workshop participant noted, “The middle of an emergency is not the time to figure it out.” With this lack of clarity, some respondents noted that the membership was not made up of enough key decision-making staff and that there were too many “cooks in the kitchen”.

Others noted that SRF 7 was a coordinating body, not a decision-making body and that decisions still resided with individual agencies and the Natural Resource Task Force. This indicates a lack of understanding of the roles and responsibilities of SRF 7 within the Disaster Recovery Plan and recovery operations overall.

2. Lack of a Clear Definition of Cultural Resources

There was a lack of a clear definition of what is meant and should be defined as a cultural resource. Across the state there are various definitions of what culture resources are. The Disaster Recovery Plan does not include specific guidance on cultural resources or a definition but calls upon SRF 7 to identify cultural resources through an inventory and assess their vulnerability to hazards and potential

impacts.¹⁰ This placed another hurdle and prevented SRF 7 from working as quickly and efficiently as possible.

While Tribal Cultural Resources were addressed by SRF 7, the focus was exclusionary to other non-Tribal cultural resources. This was due to both the lack of a clear definition of what Cultural Resources should include, as well as a lack of organizational bandwidth to focus on non-Tribal cultural resources.

It is also noted that natural and cultural resources may not be best suited to fall under the same SRF. One respondent noted that these are combined because the National Park Service combined them during the initial historical battlefield preservation efforts and all of the states modeled it.

3. Indeterminate Role in Water Resources

SRF 7's role in addressing water resources in disaster recovery efforts was unclear from the beginning. Water, although a natural resource, was identified as a multifaceted issue which could not be comprehensively addressed in SRF 7 alone. Water can include (but not limited to) wastewater, private wells, water infrastructure, drinking water, navigable waters, and water contamination. In the end, most water issues were addressed through the Water Task Force, a collaboration between SRFs 3, 6, and 7.

Engagement with Local and Tribal Jurisdictions

1. Shortage of Local Capacity

It was difficult for the state to connect with local jurisdictions on natural and cultural resources. Local jurisdictions were overwhelmed by competing requests from other SRFs, including requests for duplicate information. This made it challenging for SRF 7 to be responsive to local jurisdictions needs and resulted in a "top-down approach" rather than a recovery driven by local and Tribal government priorities and needs.

2. General Misunderstanding of Tribal Nations

While some SRF 7 members had previous working relationships with Tribal Nations, there is still a lack of understanding between both Tribal Nations and SRF 7 on Tribal disaster recovery plans, priorities, and Tribal governing structure, including who the key contacts were and what their roles are during a disaster recovery.

Equity and Inclusion

1. Limited Guidance on Equity and Inclusion

The Disaster Recovery Plan does not include specific guidance on how Equity and Inclusion should be addressed regarding Natural and Cultural Resources, though some resources and guidance from FEMA and OEM came later on in the recovery process. This caused varying implementation of equity and inclusion initiatives, instead of a comprehensive and inclusive approach. Equity and inclusion were viewed as an individual actor's responsibility to not discriminate, rather than

¹⁰ Oregon Disaster Recovery Plan 2018, SRF 7-2

focusing on communities that may require additional assistance through Inclusion, Diversity, Equity, and Access (IDEA) initiatives and policies across the SRF.

2. Deficient Community Demographics Data

Given that the 2020 Wildfire recovery happened during the COVID-19 pandemic, there was limited in-person interactions with communities. With most of the SRF 7 members working virtually and not being in the field, they couldn't identify community demographics and potential accommodations that would be needed in outreach efforts. They generally did not have the partnerships and the visibility with local organizations to identify communities in need. As one respondent noted, the areas that were hit hardest were already underserved (lower-income, more diverse, rural) but it was nearly impossible to get specific information about what the communities needed (additional funding, language services, etc.) and how many people would need it.

RECOMMENDATIONS

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Activation and Operational Coordination	Shortages in Staffing and Expertise	<p>Develop structured exercises and host an annual training on recovery and operations for SRF members, local jurisdictions, Tribal governments, and community-based organizations.</p> <p>Standing emergency contracts to support recovery operations that could be initiated as needed to provide dedicated resources for early recovery goals implementation.</p> <p>Explore how OEM may provide stronger presence in SRFs to improve continuity, emergency management expertise within SRF, ensure organizations listed in the disaster recovery plan are prepared, and maintain relationships local and Tribal partners as needed.</p>	<p>Create and Host Exercises/Trainings</p> <p>Emergency Contracts</p> <p>Explore OEM Integration into SRFs</p>	12-18 months	OEM
Activation and Operational Coordination	Challenges assessing the impacts on natural and cultural resources	<p>Explore options for a robust data sharing platform to be used for enterprise response and recovery.</p> <p>Establish clear lines of communication and protocols</p>	<p>Explore Data Sharing Options</p> <p>Update Disaster Recovery Plan</p>	6-12 months	OEM

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
		<p>for information sharing in the Disaster Recovery Plan.</p> <p>Explore how to incorporate natural and cultural resources into initial damage assessments.</p>	Update Damage Assessments		
Activation and Operational Coordination	Incomplete Database of Cultural Resources	Explore options for providing additional resources to updating the database.	Identify Additional Resources	12-18 months	ODOT
Activation and Operational Coordination	Lack of Clear Goals in the Beginning of Recovery	Update the Disaster Recovery Plan to provide guidance on how SRF 7 should identify specific recovery goals.	<p>Update Disaster Recovery Plan</p> <p>Create and Host Exercises/Trainings</p>	6-12 months	OEM
Activation and Operational Coordination	Delays in Standing Up SRF 7 and Getting Resources	Update the Disaster Recovery Plan to provide guidance on when SRF 7 should be stood up and broadly outline resource and funding mechanisms for recovery in the Disaster Recovery Plan.	<p>Update Disaster Recovery Plan</p> <p>Create and Host Exercises/Trainings</p>	6-12 months	OEM
Planning – Oregon Disaster Recovery Plan	Unclear roles and responsibilities	<p>Define roles and responsibilities within SRF 7 with proposed organizational charts and job aids.</p> <p>Ensure all key state partners (such as OWEB) are listed as lead or coordinating agencies in the Disaster Recovery Plan.</p>	<p>Update Disaster Recovery Plan</p> <p>Create and Host Exercises/Trainings</p>	6-12 months	OEM

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
		<p>Develop structured exercises and host semi-annual training on the transition to recovery and recovery operations for SRF members.</p> <p>Broadly outline resource and funding mechanisms for recovery in the Disaster Recovery Plan.</p>			
Planning – Oregon Disaster Recovery Plan	Lack of definition of cultural resources	Define cultural resources in the Disaster Recovery Plan.	Update Disaster Recovery Plan	6-12 months	OEM
Planning – Oregon Disaster Recovery Plan	Indeterminate Role in Water Resources	<p>List out potential task forces, as needed.</p> <p>Identify and define how water will be addressed in future recovery efforts (wastewater, natural waters, drinking water, public water systems, navigable waters, contamination, etc.). It's a convergence of natural resources, housing, public health, infrastructure and has no one home, may consider making it a home of its own.</p>	Update Disaster Recovery Plan	6-12 months	OEM
Engagement with Local and Tribal Jurisdictions	Shortage of Local Capacity	Support regional and local partnerships to identify gaps pre-disaster and identify capacity-building opportunities.	<p>Support Local Partnerships</p> <p>Update Disaster Recovery Plan</p>	6-12 months	OEM

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
		Explore planning for mobilizing multi-agency teams to disaster site regions for major incidents to help coordinate response locally.			
Engagement with Local and Tribal Jurisdictions	General Misunderstanding of Tribal Nations	Identifying and connecting with Tribal Liaisons, developing stronger blue-sky partnerships with Tribal Governments to be utilized in grey skies.	Support Tribal Partnerships	6-12 months	OEM
Equity and Inclusion	Deficient Community Demographics Data	<p>Identifying language barriers and providing translation services is crucial for effective outreach to diverse populations.</p> <p>Partner with CBOs and LUGs to gain information on Oregon's diverse communities while preparing for future disasters.</p> <p>Evaluate available community mapping tools and data.</p> <p>Develop or research available training on how to use existing tools, data, and specialized programs/partners to understand how to analyze community demographics for emergency management.</p>	<p>Identify Language Barriers</p> <p>Partner with CBOs and LUGs</p> <p>Utilize Community Mapping</p> <p>Create and Host Exercises/Trainings</p>	12-18 months	OEM

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Equity and Inclusion	Limited Guidance on Equity and Inclusion	Develop structured exercises and host an annual training on equity, inclusion, accessibility, and Inclusion, Diversity, Equity, and Access (IDEA) principles and how these principles impact recovery operations.	Create and Host Exercises/Trainings	6-12 months	OEM

16

EMERGENCY SUPPORT FUNCTION



VOLUNTEERS AND DONATIONS AFTER-ACTION REPORT

Oregon Department of Emergency Management
State Recovery Function After-Action Report

BACKGROUND

The mission of ESF 16: Volunteer and Donations Management is to provide a coordinated approach to managing emergent volunteers and donations to support local and tribal emergency operations¹¹ in the event of:

1. A catastrophic disaster requiring a state-wide approach, and/or
2. Impacted communities and local organizations are overwhelmed and/or inexperienced in volunteer/donation management.¹²

OEM is the Primary Tasked Agency. Within this activation, the other key partners were FEMA's Voluntary Agency Liaison (VAL) and local Long Term Recovery Groups (LTRG). LTRGs are "a cooperative body that is made up of representatives from faith-based, non-profit, government, business and other organizations working within a community to assist individuals and families as they recover from disaster¹³." Each LTRG is unique in size, organization, and priorities to meet the needs and support their communities.

Supporting agencies, who may contribute to the overall mission of ESF 16 depending on the mission of an emergency, could include the following agencies in the future: DAS, Oregon Department of Consumer and Business Services, ODHS, ODOT, and Oregon Volunteers.¹⁴



ACTIVITIES INCLUDED IN ESF 16 SCOPE:

- Coordinate the identification and vetting of volunteer resources.
- Match volunteer resources and donations with the unmet needs of impacted communities.
- Maintain a state donations management system to ensure the effective utilization of donated cash, goods, and services.
- Provide guidance to personnel coordinating the management of undesignated cash donations, unsolicited goods, and new volunteers.
- Coordinate with the ORVOAD (Oregon Voluntary Organizations Active in Disaster) and the supporting disaster relief network

¹¹ Oregon ESF Job Aid

¹² State of Oregon Emergency Operations Plan, ESF 15-3

¹³ <https://www.orvoad.org/long-term-recovery-groups/>

¹⁴ State of Oregon Emergency Operations Plan, ESF 15-4

KEY FINDINGS/OBSERVATIONS

Key Findings were gathered from one workshop with five participants made up of leaders from ESF 16.

Areas of Success

In the workshop, respondents identified areas of success on the following areas:

1. Clearly Defined and Understood Goals and Roles

Respondents noted that ESF 16 clearly understood their overarching goal of coordinating the ORVOAD partners and supporting the needs at the local level. In addition, FEMA's role to follow the state's lead and provide additional hands was also clearly understood.

2. Support from the FEMA VALs

The technical assistance the FEMA VALs provided was critical to the success of ESF 16. The FEMA VALs were able to pull in their connections across the state and in local areas to highlight what ESF 16 could do in response or recovery.

3. Coordination with Long Term Recovery Groups (LTRGs)

While there were some initial challenges working with LTRGs (see below in Areas of Improvement), ESF 16 was able to quickly improve connections and establish regular communication with the LTRGs. ESF 16 also succeeded in connecting the LTRGs to each other, improving collaboration across the impacted communities. A regular call was established for LTRGs to come together and discuss their needs and concerns, which respondents noted was one of the most positive outcomes that came from this effort.

4. Training the LTRGs

The LTRGs were ESF 16's "biggest touch point in the community", especially when reaching out to underserved populations. ESF 16 quickly identified that the LTRG's needed additional training to better support ESF 16's recovery goals. ESF 16 prioritized training throughout 2021 for LTRGs in disaster case management and managing volunteers and donations. This training was critical to the success of the LTRGs.

5. Virtual Training Enabled More Participation by LTRGs

LTRGs were spread across the state, and many of the members did not have the time to travel to a central meeting location to participate in an in-person training. Holding training virtually helped ensure more LTRG members could participate.

6. LTRGs Actively Ensured Representation of Diverse and Underserved Communities

Within the LTRGs, there were discussions about ensuring representation from diverse communities and underserved groups. Respondents noted the LTRGs were reaching populations that were underserved and underrepresented in the response and recovery efforts.

Areas of Improvement

Activation and Coordination

1. Lack of a Clear Approach to ESF 16 as well as a Plan to Engage LTRGs

Respondents noted that there were no established processes or pre-planning on how coordination of emergency volunteers and donations should be managed. Individuals had to develop these processes during the event. Pre-identifying management processes and providing regular training on those methods will increase efficiencies in this area in future disasters.

2. Divestment in Local Partners Prior to the Wildfires

ESF 16 relies heavily on the coordination and integration of local and non-profit groups to successfully execute volunteer and donation management operations. This takes a long-term human capital investment in maintaining these relationships to ensure all parties are ready to come to the table during a disaster. During this event, ESF 16 had to spend time at the beginning of the response identifying who the key partners were as OEM did not have the resources and bandwidth to build connections with local organizations prior to the 2020 Wildfires. This was especially challenging due to the on-going COVID-19 restrictions as they were unable to go into the field as easily to meet with local groups. Local emergency managers were dealing with evacuations, sheltering, and had little bandwidth to connect ESF 16 with local partners or to discuss issues on volunteers and donations. Local organizations began response and recovery efforts without the coordination, support, and guidance of ESF 16 leadership. This led to some inexperienced, unvetted local organizations and organizations outside the impacted area receiving large donations.

3. Lack of a Donations Management Plan

At the time of the 2020 Wildfires, there was not a clear donation management system in place. OEM planned to launch a donations management platform that would be used between local organizations and the state to help facilitate donation processing. The platform would help reduce donations piling up at warehouses and donation sites. However, OEM was not able to roll it out and train people on it before the Wildfires.

After the 2020 Wildfires, local organizations were overwhelmed with many unsolicited donations. There was a lack of clear messaging that explained when and where (or where not) to bring donated goods. Donated goods take many resources to sort and distribute, and not all are needed or useful. In addition, some local organizations continued to message that donations were needed which led to additional donations management needs and compounding mixed messaging. There was not a plan to share donations between counties and local jurisdictions which caused an uneven distribution of funds and no plan on how to redistribute funds based on need. Most communities had donation distribution sites that stayed open for a year, which is longer advised. When these sites stay open for a long period of time the economy is negatively impacted as people are not relying on local businesses to buy what they need to recover, and donated goods often don't meet their individual needs. Many of these factors caused ESF

16 to unnecessarily overextend their resources, reducing their capacity to respond to future emergencies.

4. Challenges Standing Up Donation Warehouses

Respondents noted that standing up multi-agency donation warehouses was challenging. The establishment of those distribution sites took longer than expected, so those warehouses were not as useful and effective as they could have been. A Memorandum of Understanding (MOU) was not developed or signed between the State and the Adventist Community Services (the lead community organization managing the warehouses) ahead of time, due to internal State constraints, which led to misunderstandings with Adventist Community Services on various roles and how the donation warehouses would have rolled out. ESF 16 also did not have personnel within State logistics who were assigned to ES16 to support the establishment of the warehouses causing additional delays.

5. Difficulties Transitioning Donations from Response to Recovery

Respondents noted there were challenges in transitioning donations from response to recovery due to unclear guidance on what that should look like (such as what types of donations are needed, which organizations should be involved), and when that transition should happen. Most of the donations organizations received were for response, not recovery (such as building materials). Most local organizations wanted to continue to provide emergency response supplies when what was needed was recovery materials.

Disaster Recovery Plan

1. Lack of Full Integration of Volunteer and Donations Management in Disaster Recovery Plan

The Oregon Disaster Recovery Plan does not explicitly incorporate ESF 16 because it is a response function even though there are volunteer and donation management needs present throughout disaster recovery. The Oregon Disaster Recovery Plan does not mention LTRG's, nor does it include specifics on volunteer and donations management. These areas of recovery are vital and in need of additional detail in the state plan.

Engagement with Local and Tribal Jurisdictions

1. Insufficient Support for Local Organizations

At the local level, organizations who normally provided social services became part of the disaster recovery efforts in the area of volunteer and donations management. However, many of them did not have a background or understanding of disaster response or recovery or their role in either phase. Because of this lack of knowledge, it was challenging for local organizations to understand how a disaster progresses from response to recovery and finally back to their normal social service operations. ESF 16 was unable to provide guidance on donations to local jurisdictions or VOAD, who in turn would provide direction to local organizations who lack the experience and knowledge in disaster response.

Equity and Inclusion

1. Deficient of Community Demographics Data

LTRGs provided additional connections with impacted communities but they were not able to identify community demographics and potential accommodations that would be needed in outreach efforts. ESF 16 did not have direct partnerships or the visibility with local organizations to identify communities in need. For example, ESF 16 was not asking what language information needed to be disseminated in or the method in which information should be shared in a way that would be understood by those communities. Instead, ESF 16 often communicated in their standard format. Once community demographics are understood, ESF 16 will be able to engage with communities in more meaningful ways and identify specific necessities and potential accommodations.

RECOMMENDATIONS

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Activation and Coordination	Lack of a Clear Approach to ESF 16 as well as a Plan to Engage LTRGs	<p>Establish processes or pre-planning on coordination of emergency volunteers and how donations should be managed.</p> <p>Update the Oregon Disaster Recovery Plan to incorporate the role of LTRGs.</p>	Update Disaster Recovery Plan	6-12 months	OEM
Activation and Coordination	Divestment in Local Partners Prior to the Wildfires	Identify and connect with local organizations to identify key partners with potential for involvement in disaster response and recovery.	Support Local Partnerships	6-12 months	OEM
Activation and Coordination	Lack of a Donations Management Plan	Develop state and local donations management plan and shared mechanism to manage donations across the enterprise.	Create and Host Trainings on Donation Management Platform	6-12 months	OEM
Activation and Coordination	Challenges Standing Up Donation Warehouses	<p>Develop an MOU with warehousing stakeholders to establish locations ahead of the next disaster.</p> <p>Identify personnel within State logistics who will support the establishment of the warehouses.</p>	Develop Draft MOU	6-12 months	OEM

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Activation and Coordination	Difficulties Transitioning Donations from Response to Recovery	Develop communication plan and messaging on response vs recovery donations.	Update Plan, including draft messaging.	6-12 months	OEM
Disaster Recovery Plan	Volunteers and Donation Sporadically Included in Disaster Recovery Plan	Explicitly include volunteer and donation management in the Disaster Recovery Plan, including when a coordinated volunteer and donation approach is necessary, a process and management plan, roles and responsibilities, and recovery goals.	Update Disaster Recovery Plan	6-12 months	OEM
Engagement with Local and Tribal Jurisdictions	Insufficient Support for Local Organizations	Explore opportunities for ESF 16 to support local and tribal organizations not familiar with disaster recovery, then include in the Disaster Recovery Plan. Train local organizations on disaster recovery and response.	Update Disaster Recovery Plan Create and Host Training Courses on Disaster Response and Recovery.	6-12 months	OEM
Equity and Inclusion	Deficient of community demographics data	Partner with CBOs and LUGs to gain information on Oregon's diverse communities while preparing for future disasters. Evaluate available community mapping tools and data.	Identify Language Barriers Partner with CBOs and LUGs Utilize Community Mapping	12-24 months	OEM

INCIDENT OBJECTIVE	FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
		Develop or research available training on how to use existing tools, data, and specialized programs/partners to understand how to analyze community demographics for emergency management.	Create and Host Exercises/Trainings		



ENGAGEMENT WITH LOCAL AND TRIBAL JURISDICTIONS AFTER-ACTION REPORT

Oregon Department of Emergency Management
State Recovery Function After-Action Report

BACKGROUND

FEDERALLY RECOGNIZED TRIBES IN OREGON

Burns Paiute of Harney County

Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indian

Confederated Tribes of Grand Ronde

Confederated Tribes of Siletz

Confederated Tribes of Umatilla Reservation

Confederated Tribes of Warm Springs

Cow Creek Band of Umpqua Indians

Coquille Indian Tribe

Klamath Tribes

In the Disaster Recovery Plan, the primary purpose of the state recovery organization (and by extent the SRFs) is “to provide support and resources to tribal and local recovery organizations”¹⁵ while responding to disaster recovery needs. Local and tribal recovery organizations are identified as the primary drivers of the recovery process while the state coordinates the distribution of state and federal resources.

Tribal recovery organizations, while they share similarities with local recovery organizations, are not the same. The nine tribes¹⁶ that reside within Oregon are sovereign nations recognized by the federal government. As such, tribal recovery organizations may choose to collaborate with federal recovery organizations or state recovery organizations, or both.

The 2020 Labor Day Wildfires Presidential declaration identified eight counties (Clackamas, Douglas, Jackson, Klamath, Lane, Lincoln, Linn, and Marion) eligible for FEMA’s Individual Assistance (IA) Program. The extent of the impact on nine Tribal Nations remains uncertain as many tribal members impacted by the fires did not live on reservations.



¹⁵ Oregon Disaster Recovery Plan 2018, pages 3-6

¹⁶ State of Oregon: Tribal Affairs - Overview of the Nine Tribes

¹⁷ https://en.wikipedia.org/wiki/2020_Oregon_wildfires#/media/File:2020_Oregon_wildfires.png

KEY FINDINGS/OBSERVATIONS

Key Findings were gathered from two workshops with 12 representatives from impacted counties (i.e., local emergency managers and county commissioners) and two one-on-one meetings with Tribal Liaisons. Additionally, all workshops and one-and-one discussions with SRFs and ESF 16 included discussions about local and Tribal coordination and collaboration.

Areas of Success: Local Engagement & Collaboration

1. Adaptability from OEM

Some respondents noted that OEM demonstrated effective leadership and adaptability during the 2020 Wildfires, to better provide guidance, support, and coordination for local governments. For example, OEM initially held a group call for local governments, but received feedback that what they needed instead was direct assistance and expertise. OEM and FEMA then transitioned to separate calls for each local government impacted to provide undivided access to technical expertise and time to address their community's needs. OEM and FEMA also provided outside contractors to work in-person with local units of government who provided additional capacity, expertise, and knowledge.

2. FEMA Added Capacity and Expertise

FEMA's involvement in the recovery efforts brought additional resources and expertise to SRFs, which allowed SRFs to better engage with local governments.

3. Adaptable State Involvement in Local-Tribal Relationships

During Recovery, local governments were free to utilize their own relationships with Tribal Governments, if they had them, to collaborate with Tribes. However, OEM and some SRFs had tribal liaisons that were also available to local governments. This flexibility allowed local units of government to choose from a variety of options quickly and efficiently on how engagement with Tribal Governments would work best in their communities. Local government respondents noted that this flexibility also allowed the State to fill gaps in local relationships with Tribal Governments when local governments did not have preexisting relationships. The State would take on the role of facilitating and fostering better relationships and communication in the event of a disaster. Determining State involvement on a case-by-case basis ensured the efficient use of State resources while providing adequate support to local governments in need.

4. Streamlined Debris Removal Provided Safe Environment for Local Responders

ODOT's aggressive removal of hazardous trees and expert project management skills ensured recovery operations were safe for local responders. Debris removal overall was quickly and efficiently executed and a website for the debris operations communicated quickly and efficiently with local governments.

Areas of Improvement: Local Engagement & Collaboration

1. Virtual Collaboration Hindered Communications

Virtual platforms were used due to the COVID-19 Pandemic and ensure engagement across the large geographic area impacted by the 2020 Labor Day Wildfires. Respondents consistently reported challenges regarding the effectiveness of virtual meetings, such as issues reaching out to and addressing the needs of survivors as well as learning and communicating on the ground impacts on communities and homeowners with the State (see additional details below in #2 and #3).

2. Difficulties Collecting and Sharing Damage Assessment Data

Data collected after the disaster did not match across different databases, leading to discrepancies and difficulties in accurately assessing the extent of the damage to properties. It took a considerable stretch of time for different information from tax lot data, United States Army Reserve (USAR) data, and Oregon State Fire Marshal to be reconciled so that homeowners could determine the extent and cost of the damage to their property. Without these assessments, households were unable to apply for recovery assistance. It also slowed down the initial stages of recovery at the local level, frustrating residents and diminishing trust between survivors and their local government.

3. Lack of Bandwidth and Knowledge on FEMA Recovery Programs

Local jurisdictions did not have the bandwidth and knowledge to navigate FEMA's IA and PA Programs without additional assistance and technical expertise. While OEM and FEMA offered to assist local governments to apply to those programs, high staff turnover rates from both agencies meant local governments were identifying new points of contact rather than focusing on moving forward with the IA and PA programs. Additionally, the high FEMA staff turnover often meant that the new staff had a general lack of knowledge about Oregon, which was also a barrier to the effectiveness of their assistance. Respondents noted that the State lacked the bandwidth to provide continuity or fill the gaps in FEMA staff's knowledge about Oregon to facilitate the collaboration between FEMA and local jurisdictions.

4. Need for Improved Collaboration with the State

Local governments consistently noted a lack of meaningful engagement and support from the State to fill gaps in knowledge and capacity in recovery efforts. While the State attempted to fill gaps in local capacity and knowledge, local governments said that the support wasn't collaborative and responsive to the evolving needs at the local level. For example, respondents noted that it was challenging to not be invited to collaborate with the State and FEMA when discussing PA. Instead, local governments proposed ideas for recovery for FEMA and the State's consideration, then the FEMA and State team would determine if this idea was eligible. This cycle would continue until an idea was determined to be eligible for federal funding which they found to be frustrating, inefficient, and ineffective.

It should be noted that there are strict rules for what types of programs and costs can be included in PA reimbursement. If there is a lack of awareness about those rules at the local level, it can be perceived that the State is being inflexible when that may not be the case.

5. Unclear Application of OEM's Equity and Inclusion Goals

Local governments understood OEM's Equity and Inclusion goals, as well as their importance in recovery, but wrestled with their practical application. Respondents noted that the goals outlined specific groups to target in equity and inclusion initiatives and these groups did not represent the underserved populations in their communities. In the absence of inclusive goals that are helpful to their communities, local governments attempted to “meet them where they’re at” using their underserved populations in their community during recovery rather than offering pre-baked solutions from the State. Additionally, respondents noted local governments wanted assistance in engaging with survivors through trauma-informed approaches to communication and engagement but lacked the knowledge and expertise to do so. Equity and inclusion initiatives often gave the impression as being a “box checking” initiative rather than meaningful engagement.

6. Lack of Resources for Impacted Residents Not Eligible for FEMA Assistance

Some local governments struggled to provide support to residents who did not fundamentally qualify for FEMA assistance (such as mobile homeowners and non-citizens). These local governments did not have the capacity and/or resources to address these gaps on their own and needed additional assistance.

Areas of Success: Tribal Engagement & Collaboration

1. Virtual Collaboration Improved Tribal Government Inclusion

The use of virtual collaboration tools facilitated inclusive communication and coordination between all stakeholders throughout the disaster recovery process.

2. Pre-Existing Relationships with Tribal Governments

Some SRFs had blue sky connections and relationships with Tribal Governments. In those cases, the SRF was able to leverage those connections to collaborate with Tribal Governments more effectively on the goals and objectives of their SRF.

Areas of Improvement: Tribal Engagement & Collaboration

1. State was not identified as a primary partner in Recovery

Tribal Governments had limited trained staff and their emergency support functions were understaffed overall, limiting bandwidth and capacity to collaborate with partners. This caused Tribal Governments to limit their partnerships and focus resources on working with three primary partners who provided immediate, on the ground support; FEMA, the Red Cross, and local governments (as needed). Compounding this issue, both the State and Tribes had high burnout and staff turnover rates impeding them from maintaining strong working relationships.

2. Lack of Information and Coordination with Tribal Governments about Tribal members not living on the reservation

Communication between Tribal Governments and State Government is necessary to ensure duplication of benefits (such as financial assistance, temporary housing, and food aid) does not occur from tribal members not living on tribal lands. The lack of coordination between Tribal Governments and State Governments posed challenges in identifying and verifying the eligibility of Tribal members who were not living on the reservation. Without effective communication and data sharing, it was difficult to determine whether these individuals had already received benefits from other sources, such as state or federal agencies. This could lead to a misallocation of resources and potentially leave others in need without access to necessary support.

3. Inconsistent Coordination and Collaboration

The State was not consistent in providing specific roles and authorities (such as or Tribal Liaisons) to the SRFs to engage with, collaborate, and coordinate with Tribal Governments. It became the burden of Tribal Governments to identify points of contact within the new recovery structure to contact and engage.

4. Misunderstanding the Impact to Tribal Nations

Feedback from the SRF workshops provided different responses on whether there was a need to for disaster recovery efforts with Tribal Nations due to the 2020 Wildfires. In particular, some SRF members stated that Tribal Nations were either minimally affected or not affected at all by the Wildfires. Additionally, there is not a definitive source to indicate which Tribal Nations were impacted by the 2020 Wildfires. However, the feedback received from Tribal Liaisons indicated that some reservations were impacted and the impact of losing even an acre of land and two homes can be significant for a Tribal Nation, regardless of the scale of the disaster on Tribal Land in comparison to the entire state.

RECOMMENDATIONS

Local Engagement & Collaboration

FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
Virtual Collaboration Hindered Communications	Explore opportunities to more effectively use virtual platforms to reach out to and address needs of survivors.	Solicit feedback on communication strategies	6-12 months	OEM
Difficulties Collecting and Sharing Damage Assessment Data	<p>Explore opportunities to develop agreements with organizations tasked with collecting damage assessments ahead of time. Within the agreement there will be a list of data to collect in disasters that frequent Oregon to standardize and clarify data collection.</p> <p>Facilitate a discussion with SRFs on what information needs to be included in future wildfire damage assessments to provide SRFs with comprehensive data in the beginning of recovery.</p> <p>Update the Disaster Recovery Plan to establish clear lines of communication for partners in the beginning of disaster recovery operations.</p>	<p>Task damage assessment in advance</p> <p>Solicit feedback on wildfire damage assessment data from SRFs</p> <p>Update Disaster Recovery Plan</p>	6-12 months	OEM
Lack of Bandwidth and Knowledge on FEMA Recovery Programs	Explore how the SRFs might be able to provide continuity and state-specific expertise to local EOCs by providing a point of contact to assist local governments in recovery, as needed to be determined by the impacted jurisdiction.	<p>Explore how SRFs can build capacity in local recovery operations</p> <p>Develop language for PA contracts</p>	6-12 months	OEM

FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
	Explore how stand-by contracts for PA recovery could incorporate direct support to local jurisdictions to apply for and receive funding.			
Need for Improved Collaboration with the State	Establish connections with local jurisdictions pre-disaster to review disaster recovery plans, identify gaps, and how the State will be best positioned to provide support in disaster recovery.	Support local partnerships	6-12 months	OEM
Unclear Application of OEM's Equity and Inclusion Goals	Develop structured exercises and host an annual training on equity, inclusion, accessibility, and IDEA principles and how these principles impact recovery operations at the local level.	Create and host exercises and trainings	6-12 months	OEM
Lack of Resources for Impacted Residents Not Eligible for FEMA Assistance	Explore gaps in FEMA recovery assistance programs for opportunities for the State to supplement support to Oregonians recovering from future disasters.	Explore and Fill Funding Gaps	6-12 months	OEM

Tribal Engagement & Collaboration

FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
State was not identified as a primary partner in Recovery	<p>Identify and establish connections with Tribal Liaisons for disaster recovery.</p> <p>Develop MOUs with Tribal Governments, which would include roles and authority.</p> <p>Explore funding opportunities to establish and maintain tribal liaison capacity that can be activated during emergencies.</p>	Improve engagement and communication with Tribal Governments	6-12 months	OEM
Lack of Information on Tribal Governments and Tribal Members Not Living on Tribal Land	Develop a comprehensive communication strategy that includes clear and timely dissemination of information and lines of communication for Tribal Governments in the Disaster Recovery Plan.	Update Disaster Recovery Plan	6-12 months	OEM
Inconsistent Coordination and Collaboration	Update the Disaster Recovery Plan to include simplified and specific plans that address Tribal Nations.	Update Disaster Recovery Plan	6-12 months	OEM
Misunderstanding the Impact to Tribal Nations	<p>Explore methods to identify and verify impacts of a disaster on Tribal reservations.</p> <p>Develop communication plan for informing SRFs when Tribal reservations are affected by disasters.</p>	Update Disaster Recovery Plan	6-12 months	OEM



EQUITY AND INCLUSION AFTER-ACTION REPORT

Oregon Department of Emergency Management
State Recovery Function After-Action Report

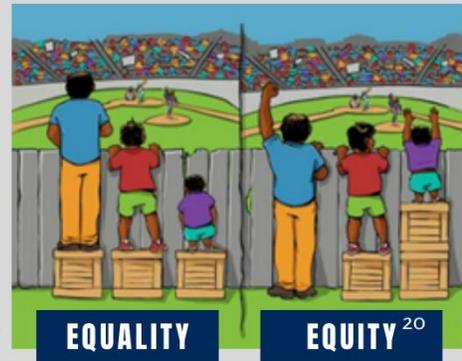
BACKGROUND

OEM is committed to ensuring its programs and services meet cultural and linguistic needs while responding and recovering to any emergency that may affect the state and its residents.¹⁸ During blue skies, OEM's equity, inclusion, and diversity goals include:

1. Reducing and eliminating barriers, inequities, and disparities to diverse populations regarding access to services and information during an emergency.
2. Ensuring a welcoming and supportive environment where the voices and recommendations of members of the community, CBOs, leaders, community partners, and staff are heard.
3. Partnering with communities, businesses, and emergency preparedness agencies to ensure meaningful access to services to people with limited English proficiency, disabilities, and persons with functional needs.
4. Building partnerships with diverse communities.
5. Increase the diversity of our staff by creating strategies for recruitment, retention, and promotion.
6. Increasing the diversity of our vendors and suppliers.

A NOTE ON EQUITY & EQUALITY

The concepts of equity and inclusion are broad to encompass all individuals; however, this inherently causes confusion and misunderstanding. In general, especially in a legal context, equality is equal treatment or the idea that everyone should be treated the same. However, OEM has realized that treating all Oregonians the same can result in unfair treatment and has gone one step further and strives towards equity in emergency management. This concept is already seen in communities across the nation; for example, the Americans with Disabilities Act includes public accommodations, commercial facilities, transportation, and telecommunications to ensure persons with disabilities can equitably engage in daily life. This is the basis of equity; certain circumstances call for additional and/or different treatment to achieve fairness.¹⁹



¹⁸ <https://www.oregon.gov/oem/equity/Pages/default.aspx>

¹⁹ <https://belonging.berkeley.edu/equity-vs-equality-whats-difference#:~:text=To%20summarize%3A%20Equality%20means%20that,provide%20meaningful%20equality%20of%20opportunity.>

²⁰ Image sources: Variations of these images have been created by Craig Froehle, Angus Maguire, the Center for Story-Based Strategy and the Interaction Institute for Social Change.

KEY FINDINGS/OBSERVATIONS

Key Findings were gathered from all SRF Engagement Survey responses (24 respondents) as well as all workshop and one-on-one discussions (38 participants). Respondents represent individuals from local, tribal, and state recovery organizations.

Areas of Success

In both the survey and the workshop, respondents identified areas of success on the following areas:

1. Equity Advisors

When Equity Advisors were used, they provided additional capacity and insight to understand and apply OEM's equity and inclusion goals to the SRF's work. For example, SRF 1 prioritized equity in recovery planning and hired an equity advisor.

2. Local Partnerships Aided in Identifying Underserved Communities

Existing non-profit infrastructure helped identify and track underserved populations. For example, SRF 1 undertook deliberate analysis of affected populations and involved regional coordinators to obtain knowledge of all communities and address equity concerns. Another successful partnership was between local jurisdictions and local non-profits, for example many local jurisdictions indicated that schools were also used to track students and families with services and resources.

3. Virtual Collaboration Encouraged Inclusivity

Virtual collaboration facilitated relationships with local partners, on-governmental organizations or NGOs, as well as vulnerable, and geographically diverse populations, by enabling participation for those who may not have otherwise been able to travel.

4. Liaisons and Prior Relationships Strengthened Collaboration with Tribal Governments

Some SRFs had blue sky connections and relationships with Tribal Governments. In those cases, the SRF was able to leverage those connections to collaborate with Tribal Governments more effectively on the goals and objectives of their SRF. SRFs that invested in a tribal liaison position were more likely to collaborate with Tribal Nations and develop positive working relationships, even when the connection was established during recovery. Investing in a Tribal liaison position by SRFs demonstrates a commitment to equity and inclusion as it ensures that Tribal Nations have a voice and influence in disaster recovery efforts.

5. OEM and SRFs Positioned to Track Resource Distribution and Gaps

OEM and SRFs are positioned to track resource distribution (grants, technical assistance, etc.) to identify which communities are receiving resources. This information can be used to inform future outreach efforts and distribution of resources to areas and communities not receiving them.

Areas of Improvement

1. SRFs Struggled with the Practical Application of Goals

Many SRFs struggled with the practical application of OEM's equity and inclusion goals in their SRF's goals and objectives. It was common when asked about equity and inclusion, respondents would talk instead about equality and ensuring all residents were treated equally (see A Note on Equity & Equality from before). Some SRFs even claimed that equity and inclusion did not apply to their work.

2. Goals Not Inclusive of Underserved Populations in Rural Communities

OEM's equity and inclusion goals outlined specific groups to target in equity and inclusion initiatives. However, many local jurisdictions noted that these goals did not include considerations of their underserved community members, primarily rural economically disadvantaged communities.

3. Data Gaps Impacted SRF's Understanding of Community Needs

While equity was a prominent State-wide value, challenges remained in obtaining the necessary information about community needs to ensure inclusive recovery planning. The SRFs that did not have comprehensive data on community needs did not have a clear plan for gathering this data. SRFs also struggled to share community data between SRFs and between partners, resulting in different SRFs having different levels of understanding of community needs depending on the amount of data and their pre-established connections with community partners. For example, community-based organizations often have the key point of contacts for identifying or understanding community needs and some SRFs did not have those connections established before the wildfires.

4. Limited Language Services Available

Efforts to promote equity and inclusion included the provision of services in multiple languages and the hiring of a diverse staff force. Some SRFs and jurisdictions were granted access to language and interpretation services for outreach and engagement with communities, including translating outreach materials into multiple languages, but these services were limited and not all had access.

5. Intermittent Engagement with Tribal Jurisdictions

Tribal Liaisons were not provided to every SRF, many did not have prior connections to Tribal governments, so many SRFs struggled to engage with Tribes. Tribal Liaisons were provided to SRFs if the lead agencies had Tribal Liaisons available to dedicate to the SRF's recovery goals and objectives.

6. Challenges Aiding with Underserved Populations

A key aspect of equity and inclusion is to ensure underserved populations also receive assistance in recovering from disasters. It was difficult for the State to provide solutions for communities that did not qualify for federal resources. For example, migrants and non-citizen nationals were not eligible for FEMA resources and multigenerational housing for families without rental agreements also faced difficulties in accessing housing assistance. This lack of eligibility can make it difficult for them to recover from disasters and find suitable housing options. To promote equity and inclusion, it is important to consider the unique circumstances of these underserved populations and explore alternative approaches or additional resources to ensure they receive the assistance they need.

RECOMMENDATIONS

FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
SRFs Struggled with the Practical Application of Goals	<p>Update the Disaster Recovery Plan to ensure a section specific to equity and inclusion exists and provide guidance on how equity and inclusion goals may be applied in each SRF.</p> <p>Develop structured exercises and host an annual training on equity, inclusion, accessibility, and IDEA principles and how these principles impact recovery operations.</p>	<p>Update the Disaster Recovery Plan</p> <p>Create and Host Exercises/Trainings</p>	12-18 months	OEM
Goals Not Inclusive of Underserved Populations in Rural Communities	<p>Collaborate with local jurisdictions and discuss how local partnerships can provide additional assistance during recovery. For example, replicate successful partnerships between local jurisdictions and local school districts to identify students that require additional learning and economic assistance from their school.</p>	<p>Partner with Local Jurisdictions</p>	6-12 months	OEM
Data Gaps Impacted SRF's Understanding of Community Needs	<p>Incorporate psychological training and "trauma informed" collaboration methods in outreach to support the mental health needs of affected individuals and healthcare providers.</p> <p>Partner with CBOs and local jurisdictions to gain information on Oregon's diverse communities while preparing for future disaster recovery operations.</p> <p>Evaluate available community mapping tools and data.</p> <p>Develop or research available training on how to use existing tools, data, and specialized</p>	<p>Partner with CBOs and LUGs</p> <p>Community Mapping</p> <p>Create and Host Exercises/Trainings</p>	12-18 months	OEM

FINDING	RECOMMENDATIONS	RECOMMENDATION ITEM	IMPLEMENTATION TIMELINE (MONTHS)	PRIMARY RESPONSIBLE ORGANIZATION
	programs/partners to understand how to analyze community demographics for emergency management.			
Limited Language Services Available	Identify language barriers and methods for providing translation services during disaster recovery operations.	Identify and Address Language Barriers	6-12 months	OEM
Intermittent Engagement with Tribal Jurisdictions	Strengthen coordination and collaboration with tribal communities through a designated Tribal Liaison(s).	Support Tribal Partnerships	6-12 months	OEM
Challenges Aiding with Underserved Populations	<p>Evaluate available data of social services and map their locations and prioritize restoring access to resources to ensure efficient restoration and access.</p> <p>Increase engagement and collaboration with community-based organizations (CBO) to better understand their needs and involve them in the recovery process.</p>	<p>Map Community Social Service Centers</p> <p>Engage with CBOs</p>	6-12 months	OEM

APPENDICES



APPENDIX A

2020 Oregon Wildfire Timeline

APPENDIX B

OEM After-Action Review 2022 Recommendations

APPENDIX C

SRF Strategic Goals and Objectives

APPENDIX D

After-Action Review Survey

APPENDIX E

Sample After-Action Review Workshop Agenda

Oregon Department of Emergency Management
State Recovery Function After-Action Report

APPENDIX A



2020 Oregon Wildfire Timeline

APPENDIX

Declaration Type	Name	Dates
Major Disaster Declaration	Severe Winter Storms, Flooding, Landslides, and Mudslides	04/06/2019-04/21/2019
	COVID-19 Pandemic	01/20/2020-ongoing
	Severe Storms, Flooding, Landslides, and Mudslides	02/05/2020-02/09/2020
	Wildfire and Straight-line Winds	09/07/2020-11/03/2020
	Winter Storms	02/11/2021-02/15/2021
Fire Management Assistance	Mile Post 97 Fire	7/27/2019-ongoing
	Mosier Creek Fire	08/12/2020-08/19/2020
	White River Fire	08/17/2020-09/10/2020
	Two Four Two	09/07/2020-09/23/2020
	Holiday Farm Fire	09/08/2020-ongoing
	Powerline Fire	09/08/2020-09/14/2020
	Beachie Creek Lionshead Complex	09/07/2020-10/15/2020
	Archie Creek Fire	09/08/2020-10/15/2020
	Riverside	09/08/2020-10/15/2020
	South Obenchain	09/08/2020-ongoing
	Echo Mountain	09/08/2020-09/22/2020
	Almeda Glendower	09/08/2020-09/15/2020
	Clackamas County	09/08/2020-10/06/2020
	Chehalem Mountain Bald Peak	09/08/2020-09/15/2020
	Pike Road	09/08/2020-09/14/2020
	Slater Fire	09/09/2020-11/03/2020
	Brattain Fire	09/12/2020-09/29/2020
	0419 Fire	06/29/2021-06/30/2021
	Bootleg Fire	07/10/2021-08/15/2021
Patton Meadow Fire	08/15/2021-08/31/2021	

APPENDIX B



OEM After-Action Review 2022 Recommendations



RECOMMENDATIONS

Incident Objective	Finding	Recommendation	Action Item	Implementation Timeline
Post-Disaster After-Action Review	Completion of an assessment of the SRFs and their functionality.	Complete AARs on each SRF and with the Local Jurisdictions that had FEMA PA and IA declarations to determine success and where improvements should be made.	6 months	6 months
State Disaster Recovery Plan	The plan is too vague and does not provide the depth and details needed to provide comprehensive guidance.	<p>Incorporate recommended changes outlined in this report to include:</p> <ul style="list-style-type: none"> • Develop transition plan to assist with the period of overlap while Emergency Support Functions (ESFs) are demobilizing and SRFs are activating. • Define further the roles and responsibilities within each SRF. • Establish partnerships pre-disaster and outline in the plan defined roles and responsibilities. • Develop structured exercise and training programs. • Align language and definitions with other plans that precede the SDRP. 	Plan Update	6 months
Activation and Coordination	Lack of Familiarity with State Disaster Recovery plan and Unprecedented Scale of Incident.	Developing a detailed state of readiness plan outlining the requirements for plan maintenance and training requirements will establish a knowledge base throughout each SRF and provide the institutional knowledge needed to effectively manage SRF responsibilities.	Plan Update	6 months
		Ensure SRFs are meeting their objectives of providing technical assistance and support for mitigation and resilience efforts with frequent engagement with local agencies through workshops, local plan review, and exercises.	Community Engagement	

RECOMMENDATIONS

Incident Objective	Finding	Recommendation	Action Item	Implementation Timeline
Activation and Coordination	Transition from ESF to RSF Unclear.	Develop transition plan to assist with the period of overlap while ESFs are demobilizing and SRFs are activating.	Plan Update	6 months
	Lack of Implementation of Training and Exercising the Plan.	Develop structured exercise and training plan for all SRFs and require participation from supporting agencies in training, exercises, and plan reviews/updates.	Community Engagement	3-6 months
Resources	Insufficient Resources.	Identify funding available to allow for additional staffing resources to be allocated to the SRF.	Interagency Coordination	3-6 months
	Lack of Organizational Structure, unclear roles and responsibilities.	Develop organizational structure that will assist supporting agencies during the initial activation in understanding their roles and responsibilities.	Plan Update	6 months
Internal and External Collaboration	Lack of pre-established relationships with partners.	Establish and build relationships with partners early in the planning process and engaging all relevant parties in training and exercises will grow familiarity with staff who will be working on the response activities.	Community Engagement	3-6 months
	Unclear Roles and Responsibilities.	Define roles and responsibilities for all internal and external partners involved in the collaboration during SRF activation.	Plan Update	6 months

RECOMMENDATIONS

Incident Objective	Finding	Recommendation	Action Item	Implementation Timeline
COVID-19 Impacts	Considerations for operating in a virtual world were omitted from the plan.	Conducting a thorough review of all plans to ensure inclusion of considerations for activating in a virtual world as well as training and exercises to include how to activate in a virtual world. These reviews should be coupled with an assessment of connectivity capabilities for all state, local, and tribal agencies as well as primary agencies.	Plan Update	6 months
Equity	Equity was de-prioritized.	Work with partners to define equity goals at the local level prior to a disaster and incorporate into each SRF annex.	Interagency Coordination	3-6 months
	Inability to identify where gaps in equity exist.	Develop equity goals to incorporate into the Plan. Develop a checklist of tasks to meet equity goals. Develop system for tracking resource allocations.	Plan Update	6 months
	Inequitable distribution of federal disaster funding.	Establish State Disaster Recovery Fund to ensure that funding is available to all impacted areas, not just the areas that have federally declared disasters.	Interagency Coordination	3-6 months
Long-Term Goals	Inadequate funding to meet goals and objectives of each SRF	Identify method to establish a State Disaster Recovery Fund that will provide the fiscal means for each SRF to address gaps in their capabilities.	Interagency Coordination	3-6 months



APPENDIX C

SRF Strategic Goals and Objectives

Appendix C

Oregon 2020 Wildfires: SRF Strategic Recovery Goals and Objectives¹

¹ "Integrated Strategic Recovery Plan" from July 2021

SRF 1: Community Planning and Capacity Building

Strategic Recovery Goals

- Oregon communities recovering from destructive wildfires have the capacity to envision a more healthy, equitable, resilient, and prosperous future, and the capacity to create a strategic rebuilding plan that achieves their vision.
- Help local governments plan for transitional and permanent housing.
- Help local governments plan for strategic rebuilding to create a more healthy, equitable, resilient, and prosperous future.
- Help local governments engage a diverse population with a focus on historically marginalized communities throughout the recovery planning.

Short-term Objectives

1. Respond to requests for code and other land use planning technical assistance by affected communities.
2. Create and share resources for affected communities to plan for recovery.
3. Support communities as they engage diverse members of the affected communities.
4. Conduct outreach and education for local communities regarding post-wildfire increased flood risk and other hazards to protect Oregonians (especially displaced and vulnerable Oregonians, including but not limited to Black, Indigenous, People of Color, and people living with disabilities) from additional hazards, especially flooding, debris flow, and landslides that are more likely after a fire.
5. Provide information and training on requirements to conduct Substantial Damage Assessments (SDA) post-wildfire under the National Flood Insurance Program (NFIP).
6. Support community building and recovery efforts to fill gaps in community capacity.

Intermediate Objectives

1. Assist communities in taking advantage of grant programs through education about programs and technical assistance with applications (TGM, HMGP, BRIC, USDARD).
2. Award and support community planning recovery direct assistance grants.
3. Support communities to decide what, where, how and when to strategically rebuild based on their unique circumstances, considering defensible space for fire hazards, other hazards, efficient use of land, and equitable patterns of development.
4. Ensure that communities have data and maps to make good decisions about locations for permanent replacement housing.
5. Support community capacity to analyze infrastructure needs, options for replacing damaged infrastructure, and options for inter-governmental cooperation.
6. Encourage communities to adopt the optional construction standards within Oregon building codes that reduce risks from future fires.
7. Pursue local economic development strategies that engage local businesses, workers, and community-based organizations.
8. Sustain attention and resources on the needs of affected communities.
9. Gather information about the success and failures of the emergency response and sheltering that can be used in future disasters.

Long-term Objectives

1. Focus assistance and resources to vulnerable and, economically disadvantaged communities.
2. Fund innovative community planning projects that directly increase economic development opportunities or benefit economic and community development efforts serving low income and other historically disadvantaged communities.
3. Ensure that new or repaired buildings and infrastructure are designed and constructed to withstand future climate conditions using best available information for the Oregon Climate Change Research Institute.
4. Survey and evaluate results of early engagement efforts and usefulness of resources.
5. Gather information about the success and failures of the temporary housing that can be used in future disasters.
6. Write an after-action report to document lessons learned and to improve the state capacity to help communities in future disasters.
7. Sustain attention and resources on the needs of affected communities until the recovery is complete.
8. Analyze agriculture and fire wise forest practices in relation to creating and sustaining more resilient communities.
9. Ensure that community plans and rebuilding efforts provide sufficient opportunities for displaced low income residents to find affordable housing options in the rebuilt communities.

SRF 2: Economic Recovery

Strategic Recovery Goals

- Provide economic assistance to impacted areas.
- Identify and support infrastructure needs within individual communities.
- Identify and support affected industries.
- Create potential industry revitalization assessment plan specific to each community's needs.
- Develop and implement disaster preparedness plans for business and industries within communities (mitigation planning).
- Identify and provide necessary training for response personnel related to economic development.
- Increased collaboration with partner agencies.
- Address needs and establish and/or revise laws/codes to support economic revitalization and safety.

Short-term Objectives

1. Determine overall economic impact on affected areas.
2. Determine available funding sources to assist impacted communities.
3. Develop lines of communication with stakeholders.
4. Task Forces and working groups.
5. Ensure that community recovery plans incorporate economic revitalization and remove governmental obstacles to post-disaster economic sustainability.

Intermediate Objectives

1. Promote the resumption of timber and agriculture, tourism, and fisheries activities.

Long-term Objectives

1. Economic stability within communities including future planning and development.
2. Mitigation preparedness.
3. Enhance current training opportunities.

SRF 3: Health Services

Strategic Recovery Goals

- Maintain essential Behavioral Health Services in impacted communities.
- Coordinate state-wide Behavioral Health resources to meet identified mental health service and support needs.
- Coordinate with statewide response and recovery activities to ensure appropriate behavioral health support.
- Provide domestic well water testing resources for wildfire-impacted private properties, prioritizing households with low income or from communities of color.
- Assess public health and healthcare costs for the 2020 wildfire season.
- Provide public health consultation for other SRF-lead recovery efforts.

Short-term Objectives

1. Restore basic health services functions.
2. Ensure the restoration of health services to impacted residents.
3. Restore and improve the resilience and sustainability of health services networks to meet the needs and well-being of community members in accordance with the specified recovery timeline.
4. Ensure survivors are provided with necessary behavioral health services.
5. Identify critical areas of need for health services, including services for populations with access and functional needs.
6. Complete a Health Services Recovery Action Plan for impacted communities – which will become a component of the SRAP – and develop a comprehensive recovery timeline.
7. Ensure critical healthcare facilities have response and continuity plans.
8. Provide public health technical review and assistance for environmental health-related recovery activities.
9. Identify achievements, lessons learned, needs, and future goals to improve OHA recovery response.

Intermediate Objectives

1. Monitoring the operational status of behavioral health programs in areas supporting the evacuated.
2. Coordinating community, regional, state and federal behavioral health resources.
3. Conduct development and planning for OHA's Wildfire-Impacted Domestic Well Testing Project.
4. Conduct the Epidemiology and Costs Project, with support from CDC.
5. Provide community engagement and public health input to air monitoring testing plans.
6. Integrate equity considerations related to wildfire recovery efforts into EPH climate disaster resilience program planning.

Long-term Objectives

1. Build interagency support for long-term wildfire and climate health recovery and resilience.

SRF 4: Social Services

Strategic Recovery Goals

- Establish a comprehensive disaster case management program that will support the unmet disaster-related needs of the wildfire and straight-line wind survivors in Oregon by offering a single point of contact to coordinate a variety of services that will feed into long term recovery operations.
- Stabilize and seek resources to maintain sheltering and feeding activities for population that do not qualify for federal relief and housing benefits.
- Identify key community partners that support service delivery, activate and support partnerships, integrate ESF 16 efforts into SRF 4.
- Establish regional field coordinators to support local and tribal recovery activities.

Short-term Objectives

1. Restore basic social services functions. Identify critical areas of need for social services including services for populations with access and functional needs.
2. Ensure all impacted survivors have access to food, water, and other essential commodities.
3. Restore and improve the resilience and sustainability of social services networks to meet the needs and well-being of community members in accordance with the specified recovery timeline.
4. Ensure the restoration of social services to impacted residents.
5. Rollout multi-agency transition teams (MASTT) in affected counties.

Intermediate Objectives

1. Ensure survivors are provided disaster care management services.
2. Coordinate assistance to survivors in non-congregate shelters in support of their transition to interim or more permanent housing.
3. Coordination with local and regional partners for DCM rollout.
4. Ensure survivors are provided necessary behavioral health ser

SRF 5: Disaster Housing

Strategic Recovery Goals

- Assess preliminary housing impacts and needs, identify available options for temporary housing, and plan for long-term housing
- Ensure that community housing recovery plans continue to address interim housing needs, assess options for long-term housing, and define a timeline for achieving a resilient, accessible, and sustainable housing market.
- Establish a resilient and sustainable housing market that helps local communities meet their needs, including accessible housing, within the specified timeframe of the State Recovery Action Plan.

Short-term Objectives

1. Ensure all displaced survivors are provided accessible shelter.
2. Assess preliminary housing impacts and needs, identify available options for temporary housing, and plan for long-term housing; this will become a component of the SRAP.
3. Ensure all displaced survivors are provided accessible interim housing.
4. Ensure displaced survivors are matched with accessible housing options.

Intermediate Objectives

1. Conduct the HUD Housing Impact Assessment (HIA).
2. Strengthen coordination with ODHS, MASTT, landlords, nonprofits, and Community Action Agencies to help clients identify navigate housing options; establish connections to local community housing recovery planning efforts.
3. Establish and convene the Oregon Disaster Housing Task Force.
4. License Applicants

Long-term Objectives

1. Period of assistance for Direct Housing concludes.
2. Period of assistance for IHP ends.
3. Implement Housing Plan.
4. Deploy Housing Development Resources for Rebuilding.

SRF 6: Infrastructure Systems

Strategic Recovery Goals

- Restore critical infrastructure across the fire impacted areas in Oregon.
- Coordinate with task forces and SRFs to meet overall state recovery goals due to potential overlapping projects.
- Support all fire impacted counties in addressing existing and/or newly emerging critical infrastructure issues.
- Coordinate with and support critical infrastructure providers to complete recovery projects in the near, interim, and long term.

Short-term Objectives

1. Provide systems that meet community needs while minimizing service disruption during restoration within the specified timeline.
2. Provide reimbursement of all eligible damages and disaster incurred costs.
3. Restore high-speed (HSI) internet in affected rural communities.
4. Ensure building standards are modified, adopted, and implemented.

Intermediate Objectives

1. ODOT road restoration and tree removal throughout the state.
2. ODAS and OPUC continue to coordinate and support communications and electric providers in restorations effort in fire impacted areas in Oregon.
3. Support and communicate all fire impacted counties in addressing existing and/or newly emerging critical infrastructure issues.
4. Promote the update of housing and building plans, policies, codes, and standards.
5. Clear Debris from private and commercial property.
6. Participate in mitigation of future related events; educate where needed.

Long-term Objectives

1. Develop an Infrastructure Systems Recovery Action Plan with a specified timeline for redeveloping community infrastructures to contribute to resiliency, accessibility, and sustainability – this will become a component of the SRAP.

SRF 7: Natural and Cultural Resources

Strategic Recovery Goals

- Implement measures to protect and stabilize records and culturally significant documents, objects, and structures.
- Assess impacts to natural and cultural resources and identify needed protections during stabilization through recovery.
- Complete an assessment of affected natural and cultural resources and develop a timeline for addressing these impacts in a sustainable and resilient manner.
- Preserve natural and cultural resources as part of an overall community recovery.

Short-term Objectives

1. Ensure near-term recovery minimizes impacts to natural and cultural resources.
2. Continue assessment coordination/synthesis sub-group of the Natural and Cultural Resources Recovery Task Force (NCRRTF), including compiling available assessment information.
3. Protect natural, cultural, and historical resources via funding related review processes.
4. Develop public information resources to support recovery.
5. Align priorities and leverage funding sources in coordination with agency executives.
6. Continue communications with other SRFs and processes as appropriate.

Intermediate Objectives

1. Refine assessment information with supplemental information from partners such as tribes and local jurisdictions and organizations.
2. Continue coordination with tribes through Tribal Work Group under the NCRRTF.
3. Develop public information resources to support recovery.
4. Align priorities and leverage funding sources in coordination with agency executives.
5. Continue communications with other SRFs and processes as appropriate.

Long-term Objectives

1. Invest in recovery needs to address areas of high erosion potential, particularly associated with possible debris torrents and public safety.
2. Ensure drinking water sources are prioritized for recovery and restoration.
3. Prioritize investments in those critical streams for aquatic habitat that need active restoration.
4. In coordination with tribes, protect areas with high concentration of cultural resources at risk.



APPENDIX D

After-Action Review Survey

After-Action Review Survey: 2020 Labor Day Wildfires

Welcome to the After-Action Review (AAR) survey! AC Disaster Consulting has been tasked with conducting the AAR to ensure an objective and impartial review of the disaster recovery activities of the State Recovery Functions (SRF) during the 2020 Labor Day Wildfires. AARs are critical to Oregon's ability to improve disaster recovery capabilities. The lessons learned from Oregon's disaster recovery activities from the 2020 Labor Day Wildfires will be valuable as Oregon Emergency Management (OEM) rewrites the Oregon Disaster Recovery Plan.

AARs aim to gather data in a blameless setting, focusing on recognizing difficulties encountered and discovering ways to tackle them in the future. The sources of information will remain anonymous, and your given information will not be associated with your contact information in the published AAR. We appreciate your honest feedback as we strive to comprehend your experience and opinions regarding the recovery operations of the state during the 2020 Labor Day wildfires. Your valuable contribution will assist us in enhancing and better serving your community. Thank you for your time and your valuable feedback.

The objectives of this survey are the following:

1. Identify what was supposed to happen during the recovery operations to the 2020 Labor Day Wildfires (September 2020 to September 2021) what occurred, what went well and why, and what improvements can be made.
2. Provide an overview of how the SRF functioned internally and collaborated with federal, state, local, and tribal partners.
3. Assess how equity and inclusion was addressed and considered.

* Required

General Information

Disclaimer:

Please note that the feedback you provide in the survey will be used by AC Disaster Consulting for research and analytical purposes only. We will not disclose any personally identifiable information.

Your participation in this survey is completely voluntary. If you would prefer to schedule a one-on-

1. Name: *

2. Email: *

3. Department or Organization: *

Activation and Coordination

We would like to gather your feedback on the level of activation and coordination facilitated by Oregon Department of Emergency Management (OEM) in the collaboration between the SRFs. Your input will help us improve the OEM's support to the SRFs and their task force leaders.

4. Please select the SRF(s) you were a member of, as the survey questions are specific to the SRF(s) you were assigned to. If you worked with multiple SRFs, please indicate which SRF you will be answering the questions about. *

SRF 1 Community Planning and Capacity Building

SRF 2 Economic Recovery

SRF 3 Health Services

SRF 4 Social Services

SRF 5 Disaster Housing

SRF 6 Infrastructure Systems

SRF 7 Natural and Cultural Resources

5. Within the SRF, were you a coordinating agency, primary agency or don't know. *

Coordinating agency

Primary agency

Don't know

6. When did you start working with the SRF on the 2020 Labor Day Wildfires?
(If the exact day is not known, please indicate the 1st of the month). *



7. When did you stop working with the SRF on the 2020 Labor Day Wildfires?
(If the exact day is not known, please indicate the 1st of the month). *



8. What level of experience did you have with Disaster Recovery Operations at the start of your period of work with the SRF? *

0 to 12 months

2 to 4 years

4 to 6 years

6 years or more

9. Please rate the level of coordination facilitated by OEM within your SRF. *

- Poor
- Below average
- Average
- Above average
- Excellent

10. How well did OEM support SRF team members? *

- Poor
- Below average
- Average
- Above average
- Excellent

11. What kind of support was provided to your SRF by OEM?

- Financial support
- Leadership and vision
- Technical expertise
- Collaboration and Coordination with partners
- None
- Other

12. What kind of support was not provided by OEM, but was needed?

- Financial support
- Leadership and vision
- Technical expertise
- Collaboration and Coordination with partners
- None
- Other

13. How would you rate how clearly OEM's role was communicated? *

- Poor
- Below average
- Average
- Above average
- Excellent

14. How would you rate how clear the SRF's roles and responsibilities were?
*

- Poor
- Below average
- Average
- Above average
- Excellent

15. How would you rate how clear your roles and responsibilities within the SRF were? *

- Poor
- Below average
- Average
- Above average
- Excellent

16. How would you rate your baseline knowledge to fulfill your roles and responsibilities? *

- Poor
- Below average
- Average
- Above average
- Excellent

17. How would you rate how well the SRF was in being empowered to execute their goals and to address and adapt to challenges as they arose? *

- Poor
- Below average
- Average
- Above average
- Excellent

18. If you have any feedback you would like to share on Activation and Coordination, please share below.

Part 3: Oregon Disaster Recovery Plan

In these questions, we are asking you to evaluate the Oregon Disaster Recovery Plan, including how useful it was during the recovery process.

19. How much did you use the Oregon Disaster Recovery Plan? *

- Never
- Seldom
- Sometimes
- Often
- Always

20. How would you rate how helpful the Oregon Disaster Recovery Plan was in providing you with an overview of your SRF's recovery goals? *

- Poor
- Below average
- Average
- Above average
- Excellent

21. Did you have the knowledge and expertise needed to execute the Oregon Disaster Recovery Plan? *

Not at all

Slightly

Moderately

Extremely

22. If you have any feedback you would like to share on the Oregon Disaster Recovery Plan, please share below.

Equity and Inclusion

The goal of addressing equity and inclusion in disaster recovery is the following:

- Reducing and eliminating barriers, inequities, and disparities to diverse populations regarding access to services and information during an emergency.
- Ensuring a welcoming and supportive environment where the voices and recommendations of members of the community, community-based organizations, leaders, community partners, and staff are heard.
- Ensuring meaningful access to services to people with limited English proficiency, disabilities, and persons with functional needs by partnering with communities, businesses, and emergency preparedness agencies.

23. How would you rate how well equity and inclusion were incorporated into the goals and objectives of the SRF?

- Poor
- Below average
- Average
- Above average
- Excellent

24. To what extent did the SRF provide information and resources that were accessible to diverse communities during the disaster recovery for the 2020 Wildfires?

*

- Not at all
- Somewhat
- Moderately
- Extremely

25. How would you rate how equally resources and mission requests were addressed across all local governments, community-based organizations and/or tribal jurisdictions?

- Poor
- Below average
- Average
- Above average
- Excellent

26. Did your work involve state or local organizations that represented migrant communities, BIPOC communities or undocumented communities?

*

Yes

No

27. Please rate how well your SRF worked to ensure meaningful access to services for people with limited English proficiency, disabilities, and functional needs?

Poor

Below average

Average

Above average

Excellent

28. Please rate how well your SRF created a welcoming and supportive environment for diverse communities to provide feedback during the disaster recovery period.

- Poor
- Below average
- Average
- Above average
- Excellent

29. Please rate how effectively your SRF addressed barriers and disparities for diverse communities in accessing emergency services and information during wildfire emergencies?

- Poor
- Below average
- Average
- Above average
- Excellent

30. If you have any feedback on how equity and inclusion were or were not addressed, please share below.

Collaboration

In this section we will be asking about your feedback on the collaboration between the departments and the SRFs and if relevant, your SRFs collaboration between local and Tribal governments.

31. How would you rate how well information was shared between SRFs?

- Poor
- Below average
- Average
- Above average
- Excellent

32. How would you rate how resource sharing between SRFs was conducted?

- Poor
- Below average
- Average
- Above average
- Excellent

33. Did you work with local governments? *

Yes

No

34. How would you rate the SRF's collaboration with local governments? *

Poor

Below average

Average

Above average

Excellent

35. Did you work with Tribal governments? *

Yes

No

36. How would you rate the collaboration with Tribal governments? *

- Poor
- Below average
- Average
- Above average
- Excellent

37. If you have any feedback you would like to share on how the SRF collaborated with other SRFs, local governments and/or Tribal governments, please share below.

Resources

This section will focus on the resources and support that were needed to assist with the activation.

38. Please rate how well the resource requirements for your SRF were outlined in the Disaster Recovery Plan. *

- Poor
- Below average
- Average
- Above average
- Excellent
- Did not use the Disaster Recovery Plan
- Other

39. Please rate how well resource requirements outlined in the Disaster Recovery Plan were understood by your SRF. *

- Poor
- Below average
- Average
- Above average
- Excellent
- Did not use the Disaster Recovery Plan
- Other

40. Overall, was your SRF provided with sufficient resources? *

- Yes
- No

41. What were the main reasons for lack of resources? *

- Resources were limited due to budget cuts
- Lack of dedicated staff time
- Lack of dedicated funding
- Lack of special technology
- Lack of data sharing

42. Were you provided with sufficient resources to fulfill your duties within the SRF? *

- Yes
- No

43. What were the main reasons for lack of resources? *

- Resources were limited due to budget cuts
- Lack of dedicated staff time
- Lack of dedicated funding
- Lack of special technology
- Lack of data sharing

44. If you have any feedback you would like to share on the resources provided or needed, please share below.

Virtual Collaboration

Due to COVID-19 restrictions that were in place during the activation, much of the collaboration was virtual. This section includes questions that focus on the effectiveness of that virtual collaboration.

45. How would you rate the effectiveness of virtual platforms (such as email, instant messaging, video conferencing, etc.) in fostering collaboration within the SRF? *

- Poor
- Below average
- Average
- Above average
- Excellent
- Other

46. How would you rate the effectiveness of virtual platforms in fostering collaboration with local partners? *

- Did not work with local partners
- Poor
- Below average
- Average
- Above average
- Excellent
- Other

47. How would you rate the effectiveness of virtual platforms in fostering collaboration with Tribal partners? *

- Did not work with Tribal partners
- Poor
- Below average
- Average
- Above average
- Excellent

48. How effective was virtual collaboration in comparison to in-person collaboration? *

- In-person collaboration is more effective
- In-person and virtual collaboration are equally effective
- Virtual collaboration is more effective

49. If you have any feedback on virtual collaboration and its effectiveness, please share below.

Overall best practices and recommendations

50. Which of the below best practices should Oregon prioritize in future disaster recovery efforts. *

Please select at most 2 options.

- Clear communication plan for all stakeholders
- Regular review and update of the plan
- Adequate training and preparedness exercises
- Robust IT infrastructure and backup systems
- Coordinated and timely response to disasters
- Other

51. Which of the below areas of improvement should Oregon prioritize for future disaster recovery efforts. *

Please select at most 2 options.

- Data sharing between SRFs
- Outreach coordination between SRFs
- Procurement of contractors
- Establishing and maintaining local and Tribal partnerships
- Suggest or define roles and responsibilities internally within the SRFs in plan rewrite
- Other

52. Did you feel that your feedback and recommendations were heard by the OEM during disaster recovery process? *

- Yes
- No

53. If you have any other feedback to provide that can help improve the Oregon Disaster Recovery Plan and future disaster recovery efforts. Please share below.

54. Would you be interested in scheduling a 1-on-1 interview with AC Disaster Consulting to follow up on your survey responses? If yes, we will reach out to schedule a time for further discussion.

Thank you for participating in our survey. Your feedback is highly appreciated.

Yes

No

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APPENDIX E

Sample After-Action Review Workshop Agenda

SRF 1: Community Planning and Capacity Building 2020 Wildfire AAR Discussion Agenda

SRF 1 Community Planning and Capacity Building: This SRF focuses on building community capacity to effectively plan and prepare for disaster recovery, including identifying key stakeholders, assessing resources, and developing strategies for long-term recovery.

I. Introduction

1. AAR Workshop Goal: Identify what was supposed to happen in the recovery efforts for the 2020 Labor Day Wildfires, what occurred, what went well and why, what improvements can be made.
2. AAR Workshop Objectives:
 - Discuss how SRF 1 goals and objectives were implemented.
 - Explore how OEM implemented the Oregon Disaster Recovery Plan and Disaster Recovery Action Plan.
 - Assess how equity was addressed and impacted during recovery efforts.
 - Discuss best practices or areas of improvement for future disasters in Oregon.
3. Ground Rules
4. Participation introductions

II. Activation and Coordination

1. Was there a clear transition from response to recovery in SRF 1? Was the transition effective?
2. How prepared was SRF 1 and its members to participate in the 2020 Labor Day Wildfire disaster recovery team? Ex: training, resources, staffing, background knowledge, experience in recovery, etc.
3. What could have been done to better prepare the SRF members to participate in the 2020 Labor Day Wildfire disaster recovery team?
4. How effective was communication and collaboration within the SRF?
5. How can the Oregon Disaster Recovery Plan be improved for future recovery operations for SRF 1?
6. Please describe examples of SRF 1 successes.
7. Please describe challenges that the SRF experienced implementing the Oregon Disaster Recovery Plan or the SRF-specific recovery plans? How were those challenges addressed?
8. Were there any specific challenges that came from having members of SRF 1 being involved in other SRFs?

III. Equity and Inclusion

OEM's [stated goals](#) of addressing equity and inclusion in disaster recovery include the following:

- Reducing and eliminating barriers, inequities, and disparities to diverse populations regarding access to services and information during an emergency.
- Ensuring a welcoming and supportive environment where the voices and recommendations of members of the community, community-based organizations, leaders, community partners, and staff are heard.
- Ensuring meaningful access to services to people with limited English proficiency, disabilities, and persons with functional needs by partnering with communities, businesses, and emergency preparedness agencies.

1. How well was the importance of equity and inclusion communicated by OEM to SRF 1?
2. Please describe how the SRF incorporated equity and inclusion in the recovery operations. Were there specific goals and objectives developed?
3. What were the specific populations that the SRF targeted? How were those populations identified?
4. How were resources allocated towards the specific populations identified?
5. Please share the biggest challenge that SRF 1 experienced in addressing equity and inclusion.
6. Please describe any specific needs to address equity and inclusion that were identified during the recovery period that went unmet.
7. Please provide any recommendations on improving how OEM and SRF 1 addresses equity and inclusion in future disaster recovery efforts.

External Collaboration

1. Who were the local partners that SRF 5 collaborated with?
2. What were the successful aspects of this collaboration?
3. What specific concerns or challenges did local partners raise regarding the recovery efforts?
4. How were these concerns addressed by the SRF?
5. What measures can be taken to improve collaboration with local partners?
6. Did anyone in the SRF collaborate with Tribal Nations or Tribal Members? Please describe collaboration including any challenges or successes. If there was none, please describe why there was no collaboration with them and how to foster collaboration in the future.

VIRTUAL VS IN PERSON COLLABORATION

1. Please describe how effective virtual platforms in the work of the SRF.
2. Please describe any challenges you had with virtual platforms and potential improvements.

OVERALL BEST PRACTICES AND RECOMMENDATIONS

1. What are the best practices that should be continued for disaster recovery planning?
2. Are there any additional areas that you would suggest for improvement in disaster recovery planning?