Initial Damage Assessment Process for Public Infrastructure

November 2026

Information gathered with this process may be used to determine the extent of damage and impact on the community resulting from a disaster/event to justify future federal funding, declarations of emergency, and major disasters. An accurate damage assessment is a necessary part of the recovery phase and determines qualification for federal disaster assistance. Future mitigation funds will also be determined by damage assessments.

Before the disaster event, the potential Applicant should be aware of the FEMA eligibility criteria for Applicants, to include facilities, insurance issues, standards, etc. (https://www.fema.gov/assistance/public/process).

INITIAL DAMAGE ASSESSMENT (IDA)

1. County Emergency Managers (EM) should maintain, or be developing, a list of potential eligible Public Assistance applicants within their County, such as:
    a. Cities
    b. Special Districts (such as irrigation, port, and school districts)
    c. Colleges & Universities
    d. Certain PNPs (see PNP list in Public Assistance Program and Policy Guide V5)
2. Oregon Department of Emergency Management (OEM) will collect damages from State agencies
3. Disaster event occurs; local response begins (EOC activation, emergency notification, search and rescue, evacuations, etc.). Concurrent to local response, County EM should begin recovery procedures by taking note of potential Public Assistance/Infrastructure damages.
4. County EM initiates local Damage Assessment by notifying potential applicants within their jurisdiction. All damages should be reported to the County EM. Even if the costs of damages do not meet the County per capita threshold, the sum of smaller damages may be added to the State threshold total.
    a. The IDA Data collection forms and County Summary form are available on OEM's website at:

http://www.oregon.gov/oem/emresources/disasterassist/Pages/Damage-Assessment.aspx

5. Potential applicants begin reporting damages and impact statements using the IDA Data Collection for Public Infrastructure data collection form. Potential applicants may need eligibility advice (see the Public Assistance Program and Policy Guide V5 or contact the State for assistance).
6. The County EM collects IDA Data Collection for Public Infrastructure forms from potential applicants and summaries the County damage assessment in the IDA Summary Report form.
7. There is a 30-day window from the onset of the disaster for the Governor's Request for Public Assistance Presidential Disaster Declaration to be sent to FEMA.
8. The County EM submits IDA County Summary and IDA Infrastructure Data collection forms to OEM.
9. When summarizing ensure that there are no duplications of damages. Any subsequent submissions should replace the new total amount and be identified as an update (time stamped).
10. OEM will review all data collection and County summary forms then update the statewide summary assessment.
11. If statewide and county damages meet the FEMA statewide and county thresholds, OEM will request a Joint Preliminary Damage Assessment (PDA) through FEMA Region 10. PDAs are comprised of federal, state, and local representatives.

Note on Documentation: Familiarity with FEMA's Public Assistance program can clarify the kind of information that is used to evaluate requests for a Major Disaster Declaration. Potential applicants should understand the process and begin documentation at the start of the incident.

Key things to do:

- *Separate normal routine work/costs from the hazard causing incident work/costs by initiating unique work cost codes (project-based accounting) and/or specific work orders at the beginning of the incident.*
- *Jurisdictions that cross county lines must also track and delineate the damages/cost incurred by county.*
- *Take pictures of damages. If possible, immediately repair only what is needed to preserve health and safety.*
- *Need to make repairs? Know whom to contact for regulatory compliance (e.g., USACE, ODSL, State Historical Preservation Office (SHPO)). Be sure to document all regulatory contacts, especially for any in-water work.*
- *Perform pre-event review of your procurement policies and contract provisions with applicable Federal procurement standards for future disasters (2 CFR §§200.317 - 326).*
- *Consider mitigation; be sure to mention to the PDA Team any potential mitigation measures that could prevent future damage to infrastructure. Note: Mitigation measures are not included towards the threshold.*

- *Ensure that procurement policies and practices are followed before, during and after the event. All contracted costs need to include the required federal contract provisions per 2 CFR 200 in order to be considered eligible for reimbursement through FEMA should a disaster declaration be received after the damage assessment process completes.*

It may be several weeks to months after the joint preliminary damage assessment before a disaster declaration is made (if at all) that would enable FEMA to assist in recovery.

FEMA - Factors Considered in evaluating the need for assistance under the Public Assistance Program.

1. **Estimated Cost of the Assistance**
    a. FEMA evaluates the amount of public infrastructure damage and emergency costs against the statewide population to give some measure of per capita impact within the State. The Statewide-level Per Capita Impact Indicator for FFY27 is $2.01.

    This minimum threshold was established by FEMA as a reasonable amount of damage/costs the States can recover from without receiving Public Assistance.

    b. Localized impacts – Public Assistance is declared for each affected County and the State indicator establishes the statewide impact.

    FEMA evaluates the amount of public infrastructure damage and emergency costs against the County wide population to determine the per capita impact within the County. The County-level Per Capita Impact Indicator for FFY27 is $5.03.

    IMPORTANT - Even if the damage/costs do not meet the county threshold, the sum of the smaller damages will add to the State totals.

    c. The threshold is calculated by multiplying the total population by the CPI factor (Population x Per Capita Impact Indicator) = Disaster threshold

    Population is based on the most recent census date (2020).
2. **Insurance Coverage in Force:** All insurance coverage is reduced from damage totals – however, include deductible amounts
3. **Impacts**: are evaluated, such as life, health and safety impacts, loss in governmental services, budget indicators.
4. **Previous Hazard Mitigation**: To recognize and encourage mitigation, FEMA considers the extent to which the State and local government mitigation measures in the past contributed to the reduction in disaster damage.
5. **FEMA considers Other Federal Agency (OFA**) participation and responsibilities under their own authorities; thus, deducting OFA responsible facilities from the estimated costs along with insurance proceeds.

All these factors are considered in the evaluation of the IDA and PDA data to determine if supplementary federal financial assistance is warranted. This supplementary federal assistance

is through a Major Presidential Disaster Declaration, which allows each declared County and its entities to request assistance through the Public Assistance program.

Public Infrastructure PDA Summary Form and Impact Questions is available on OEM's website at: https://www.oregon.gov/oem/emresources/disasterassist/Pages/Public-Assistance.aspx.

Resources

Further information on the IDA/PDA process and Public Assistance (PA) program criteria and guidance can be found on the following links:

- OEM Public Assistance: https://www.oregon.gov/oem/emresources/disasterassist/Pages/Public-Assistance.aspx
- FEMA Public Assistance: Policy and Guidance: https://www.fema.gov/assistance/public
- FEMA Damage Assessment Manual: https://www.fema.gov/disaster/how-declared/preliminary-damage-assessments/guide
- FEMA Public Assistance Procurement and Contracting Resources – Procurement Disaster Assistance Team (PDAT): https://www.fema.gov/grants/procurement
- FEMA Office of Environmental Planning and Historical Preservation: https://www.fema.gov/emergency-managers/practitioners/environmental-historic

FEMA Public Assistance Thresholds for State of Oregon and Counties

FY2027 Thresholds State -- County $2.01 $5.03	Population 2020 Census	PA Threshold state/counties for FEMA Public Assistance
Oregon (threshold)	4,237,256	**$8,516,884.56**
Baker County	16,668	$83,840.04
Benton County	95,184	$478,775.52
Clackamas County	421,401	$2,119,647.03
Clatsop County	41,072	$206,592.16
Columbia County	52,589	$264,522.67
Coos County	64,929	$326,592.87
Crook County	24,738	$124,432.14
Curry County	23,446	$117,933.38
Deschutes County	198,253	$997,212.59
Douglas County	111,201	$559,341.03
Gilliam County	1,995	$10,034.85
Grant County	7,233	$36,381.99
Harney County	7,495	$37,699.85
Hood River County	23,977	$120,604.31
Jackson County	223,259	$1,122,992.77
Jefferson County	24,502	$123,245.06
Josephine County	88,090	$443,092.70
Klamath County	69,413	$349,147.39
Lake County	8,160	$41,044.80
Lane County	382,971	$1,926,344.13
Lincoln County	50,395	$253,486.85
Linn County	128,610	$646,908.30
Malheur County	31,571	$158,802.13
Marion County	345,920	$1,739,977.60
Morrow County	12,186	$61,295.58
Multnomah County	815,428	$4,101,602.84
Polk County	87,433	$439,787.99
Sherman County	1,870	$9,406.10
Tillamook County	27,390	$137,771.70
Umatilla County	80,075	$402,777.25
Union County	26,196	$131,765.88
Wallowa County	7,391	$37,176.73
Wasco County	26,670	$134,150.10
Washington County	600,372	$3,019,871.16
Wheeler County	1,451	$7,298.53
Yamhill County	107,722	$541,841.66