



Recovery Support Function 1 - Community Assistance Annex

Record of Annex Changes

All updates and revisions to this plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by members of the appropriate state agencies.

Date	Change No.	Department	Summary of Change

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1 Introduction

1.1 Mission Statement

The mission of Recovery Support Function (RSF) 1 Community Assistance is to integrate federal, state and non-governmental resources to assist planning and capacity building at the local (e.g., city/county/special district) and Tribal government level before, during and after disasters.

1.2 Purpose

The purpose of this annex is to define the structure, roles, responsibilities, operations and activities of RSF 1 Community Assistance to guide and coordinate disaster recovery efforts across the State of Oregon.

This annex supports the implementation of the Oregon Disaster Recovery Plan (ODRP) by providing a framework for how state agencies, federal agencies, local governments, Tribal Nations, and non-governmental organizations collaborate to restore, redevelop, and revitalize communities affected by disasters.

1.3 Scope

This Annex is meant to be an all-hazards guidance document to show how state agencies will coordinate with federal, Tribal, local and community-based organizations. Recovery activation occurrences may include natural, technological, or human-caused disasters that may have impacted one or more counties or regions. Community Assistance may be activated in varying levels of scalability to support Whole Community recovery efforts.

RSF 1 Community Assistance is activated to determine the types of recovery support needed from state, federal, private, nonprofit and philanthropic partners based on assessments during the response operations. This annex outlines recovery operations while recognizing partnerships with local and Tribal governments who lead preparedness, response, and recovery operations.

[Chapter 3: Recovery Concept of Operations](#) of the Oregon Disaster Recovery Plan sets the foundation and structure of recovery support to the incident recovery plan. Detailed operational and tactical guidance for state personnel is provided in agency-specific guidance and planning documents. Additional relevant RSF-specific plans relevant to disaster recovery are listed in [Appendix B: Supporting Documents](#).

RSF 1 Community Assistance encompasses all aspects of community recovery, but focuses on the following objectives:

- Assisting with the facilitation between Recovery Support Functions.
- Reinforcing partnerships between federal, state, Tribal Nations, and local governments before, during and after disasters.
- Building community capacity, understanding recovery priorities and providing assistance for resiliency and long-term recovery.

1. Introduction

- Designating a regional recovery liaison to elevate community recovery priorities and needs.
- Assisting counties/Tribal governments to navigate the complexities of federal programs such as FEMA Individual Assistance, Public Assistance and Mitigation (e.g. 404/406).

1.4 Equity Vision and Community Assistance Considerations

Disasters often deepen existing inequities, resulting in disproportionate impacts on communities that have historically faced structural barriers to resources and services. The Community Assistance RSF plays a critical role in advancing a Whole Community approach by supporting inclusive engagement, identifying recovery gaps and strengthening coordination across RSFs to ensure recovery efforts reflect community priorities and lived experience.

Equitable community assistance requires intentional outreach, culturally responsive engagement and sustained coordination across recovery partners. Key equity considerations include:

1.4.1 Culturally and linguistically responsive community engagement:

The state of Oregon is culturally, linguistically and geographically diverse. Recovery outreach and engagement efforts should use accessible, culturally appropriate and language-accessible communication strategies that reflect community norms, build trust and incorporate community-identified priorities into recovery planning and implementation.

1.4.2 Identification of service and coordination gaps:

As recovery projects are implemented statewide, RSF 1 should support the identification of gaps, overlaps and inequities in service delivery across RSFs. This includes elevating unmet needs, monitoring whether recovery resources are reaching historically underserved communities and informing course corrections to improve equity and effectiveness.

1.4.3 Integration of community context and pre-existing conditions:

Community Assistance should work in coordination with emergency managers, community-based organizations, Tribal Nations and local partners to understand pre-existing community challenges that may affect recovery outcomes. The RSF should support decision-makers by providing insight into recovery barriers and community conditions, helping to shape strategies that reduce inequities and support long-term, community-driven recovery.

2

Roles and Responsibilities

2. Roles and Responsibilities

2.1 Coordinating Agency

The Coordinating Agency works with federal/state agency partners and organizations in coordination with local and Tribal governments to address the specific needs of a community following an incident. It has statutory authority, technical expertise and resources to address recovery operations for Community Assistance and is responsible for ensuring that the RSF upholds the mission before, during and after disasters.

The coordinating agency for RSF 1 Community Assistance is the **Oregon Department of Emergency Management**.

As the coordinating agency, the Oregon Department of Emergency Management (OEM) is responsible for the following:

- When RSF 1 is activated, OEM will lead Community Assistance and agencies assigned to develop a unified approach to recovery operations.
- Represent RSF 1 at the Governor’s Disaster Cabinet (GDC) ¹and during State Recovery Coordination Meetings.
- Conduct assessment of long-term recovery needs in support of local and/or Tribal recovery.
- Assist with the organization of meetings and trainings with key departments and participating agencies to understand operational capability and resources for activation readiness and supporting resiliency.
- Convene with representatives of participating agencies to ensure necessary plans and procedures are in place for providing prompt action upon activation.
- Conduct community outreach in collaboration with participating agencies through normal day-to-day education/training opportunities and operations to build community preparedness.
- Collaborate and coordinate efforts with other participating agencies, local jurisdictions, and the Policy Group to ensure all recovery needs and gaps have been addressed to the extent possible before, during and after disasters.

¹ Effective January 1, 2027, 2026 HB 4121 will replace the GDC with the Disaster Recovery Authority that may be established by the Governor as an advisory group within the Office of the Governor to direct emergency recovery in Oregon.

2. Roles and Responsibilities

2.2 Participating Agencies

Participating Agencies work with the Coordinating Agency to fulfill the objectives of RSF 1 Community Assistance. While each agency may not support operations for every incident, they play a critical role in accomplishing RSF 1 Community Assistance's mission. State recovery coordination may also include organizations outside of state agencies. The state recovery organizational structure remains flexible to incorporate agencies or organizations not listed below in support of the RSF's mission.

State agencies that contribute to RSF 1 Community Assistance's mission include:

- Business Oregon (BizOR)
- Department of Land Conservation and Development (DLCD)
- Department of Administrative Services (DAS)
- Department of Consumer and Business Services (DCBS)
- Department of Geology and Mineral Industries (DOGAMI)
- Department of Justice (DOJ)
- Department of State Lands (DSL)
- Office of Oregon Governor – Regional Solutions
- Oregon Department of Energy (ODOE)
- Oregon Department of Environmental Quality (DEQ)
- Oregon Department of Forestry (ODF)
- Oregon Department of Human Services (ODHS)
- Oregon Department of Transportation (ODOT)
- Oregon Health Authority (OHA)
- Oregon Housing and Community Services (OHCS)
- Oregon State Fire Marshal (OSFM)
- Oregon State University (OSU) Extension Service
- Public Utility Commission (PUC)

2.3 Boards and Commissions

While boards and commissions may not participate directly within RSF 1, they may have the authority to establish laws and regulations for local implementation and indirectly impact resources available within the state and for local and/or Tribal governments. Boards and

2. Roles and Responsibilities

commissions play a key role in shaping the effectiveness and efficiency of long-term recovery efforts through policy, permitting, zoning, and other governmental changes.

Oregon Homeland Security Council

Advises the Governor on emergency preparedness, response, and recovery strategies specifically related to security threats and major disasters.

Disability Emergency Management Advisory Committee (DEMAC)

Advises on emergency plans and alerts, ensuring they are accessible to individuals with disabilities and others with functional needs.

Land Conservation and Development Commission (LCDC)

Adopts state land-use goals and implements rules, assures local plan compliance with the goals, coordinates state and local planning, and oversees the coastal zone management program.

Local Government Emergency Management Advisory Council (LGEMAC)

Acts as a bridge between the state and local governments (cities/counties) to ensure local needs are reflected in state emergency policies.

Oregon Seismic Safety Policy Advisory Commission (OSSPAC)

Focuses on earthquake and tsunami preparedness, working to reduce the impacts of seismic events through policy and research.

2.4 Federal Coordination

The equivalent federal agency to the Oregon Department of Emergency Management is the Federal Emergency Management Agency (FEMA). Within the federal Community Assistance RSF, FEMA partners with the following participating agencies to achieve support when disaster impacts are beyond the capability of the state and federal assistance has been approved.

Federal Coordinating Agency

Federal Emergency Management Agency (FEMA)

Federal Participating Agencies and Organizations

AmeriCorps | Department of Agriculture | Department of Commerce | Department of Education | Department of Justice | Department of Health and Human Services | Department of Homeland Security | Department of Housing and Urban Development | Department of the Interior | Department of Transportation | Environmental Protection Agency | General Services Administration | Small Business Administration | U.S. Access Board | U.S. Army Corps of Engineers | National Voluntary Organizations Active in Disaster | Bureau of Indian Affairs

Federal Community Assistance guidance can be found within the [National Disaster Recovery Framework \(2024\)](#).

2.5 Community Partners

Community partners, including local and Tribal governments, play a critical role in the RSF structure by providing on-the-ground knowledge, identifying priority needs, and shaping recovery strategies that reflect the unique context of their communities. Their leadership, expertise, and long-standing relationships help ensure that recovery efforts are locally driven, culturally appropriate, and responsive to the people most affected. RSF operations depend on sustained coordination with these partners to align resources, reduce duplication, and build long-term resilience.

The following is a (non-exclusive) list of organizations identified as partners supporting RSF 1 Community Assistance:

- Association of Oregon Counties
- Community Organizations Active in Disaster (COAD) / Long-Term Recovery Groups (LTRG)
- League of Oregon Cities
- Tribal, Local, and Tribal Emergency Management Departments
- Local land use planning and permitting agencies
- Oregon Chapter of the American Planning Association
- Oregon Partnership for Disaster Resilience
- Oregon Voluntary Organizations Active in Disaster ([ORVOAD](#)) (e.g., American Red Cross, United Way, The Salvation Army etc.)
- Regional Disaster Planning Organization
- Special Districts Association of Oregon

3

Concept of Recovery Operations

3. Concept of Recovery Operations

3.1 Recovery Continuum

The Oregon Disaster Recovery Continuum is a structured framework that guides disaster recovery efforts across the state. The recovery continuum includes pre-disaster recovery planning and preparedness efforts and three key post-disaster recovery phases described in further detail within this section.



Figure 1: Recovery Continuum

Preparedness/Steady State: Focuses on recovery planning and capacity-building before a disaster occurs. This stage ensures communities and agencies are ready to respond and recover effectively.

Phase One: Stabilization: Achieved through immediate actions taken to stabilize the situation by coordinating incident response and initial recovery efforts. The State Emergency Coordination Center (ECC) is activated, and response and recovery activities are occurring concurrently.

Phase Two: Recovery Operations: Where coordination of state resources to support recovery operations take place, including working with local and Tribal jurisdictions on confirming recovery priorities, the community lifelines have stabilized, and the recovery operational structure has adjusted accordingly.

Phase Three: Long-term Recovery: Emphasizes rebuilding, economic restoration and strengthening resilience for future disasters. RSFs have been deactivated, and recovery activities are complete or have been transitioned to individual state agency responsibilities.

The sections below detail the various considerations, activities, and coordination efforts for RSF 1 Community Assistance during each of the recovery phases.

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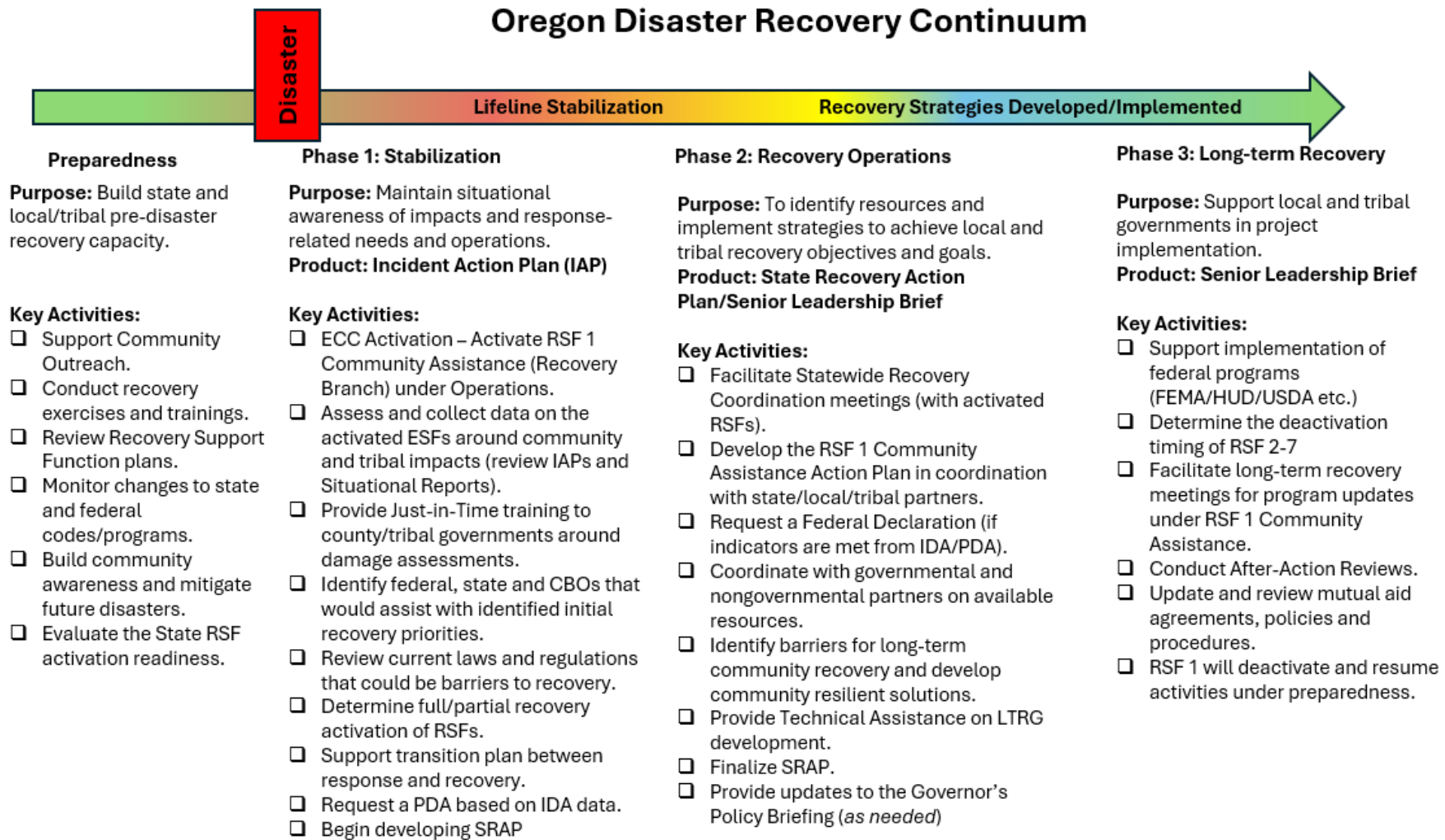


Figure 2: Oregon Disaster Recovery Continuum - Community Assistance

3. Concept of Recovery Operations

3.2 Preparedness/Steady State

3.2.1 Purpose

As the organizational backbone of state recovery, RSF 1 Community Assistance maintains constant readiness to ensure seamless collaboration among all partners. This readiness is maintained through a combination of coordinated planning, collaboration, and strategic preparedness activities. The objective of Community Assistance preparedness is centered around pre-disaster capacity building, partnership development and recovery planning.

3.2.2 Key Activities

Readiness is sustained through preparedness activities that enhance community resilience and support the implementation of recovery operations. These activities include—but are not limited to—the following:

- During periods without active response and/or recovery operations, the coordinating agency will convene quarterly meetings with participating agencies within Community Assistance to provide program and legislative updates, and training around subject matter expertise and capability.
- Provide local and Tribal jurisdictions with pre-disaster recovery guidance such as but not limited to:
 - Community Organizations Active in Disasters (COAD) development;
 - Capacity and partnership building through program and funding opportunities;
 - Damage assessment and long-term recovery training;
 - Provide tools to support pre-disaster recovery planning and management support;
 - Develop tools and materials for county and Tribal governments to utilize in planning, managing and leading their recovery; and,
 - Assist with pre-disaster mitigation and risk reduction activities such as offering technical assistance for resiliency projects and conduct trainings and exercises.
 - Support creation of recovery strategies, inclusive of all community members, and designed to be sustainable and resilient over the long term.
 - Facilitate development of recovery partnerships and networks.
 - Ensure that plans incorporate the whole community (local, Tribal, state, and territorial partners; nongovernmental organizations such as faith-based and nonprofit groups and private-sector; and individuals, families, and communities).
 - Incorporate a transition to recovery in all response plans.

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- Implement or support plans that promote self-preparedness of community members.
- Identify and maintain relevant contact information for RSF 1 representatives.
- Ensure that state agency resources are available and sufficient to address recovery activation missions that may address the physical, economic, and social environment of impacted jurisdictions.

3.3 Phase One: Stabilization

3.3.1 Purpose

Following a disaster, emergency response efforts will be coordinated through the Emergency Coordination Center. Immediately following the ECC activation, RSF 1 Community Assistance will be activated by the State Disaster Recovery Manager to begin assessing community recovery related impacts and needs.

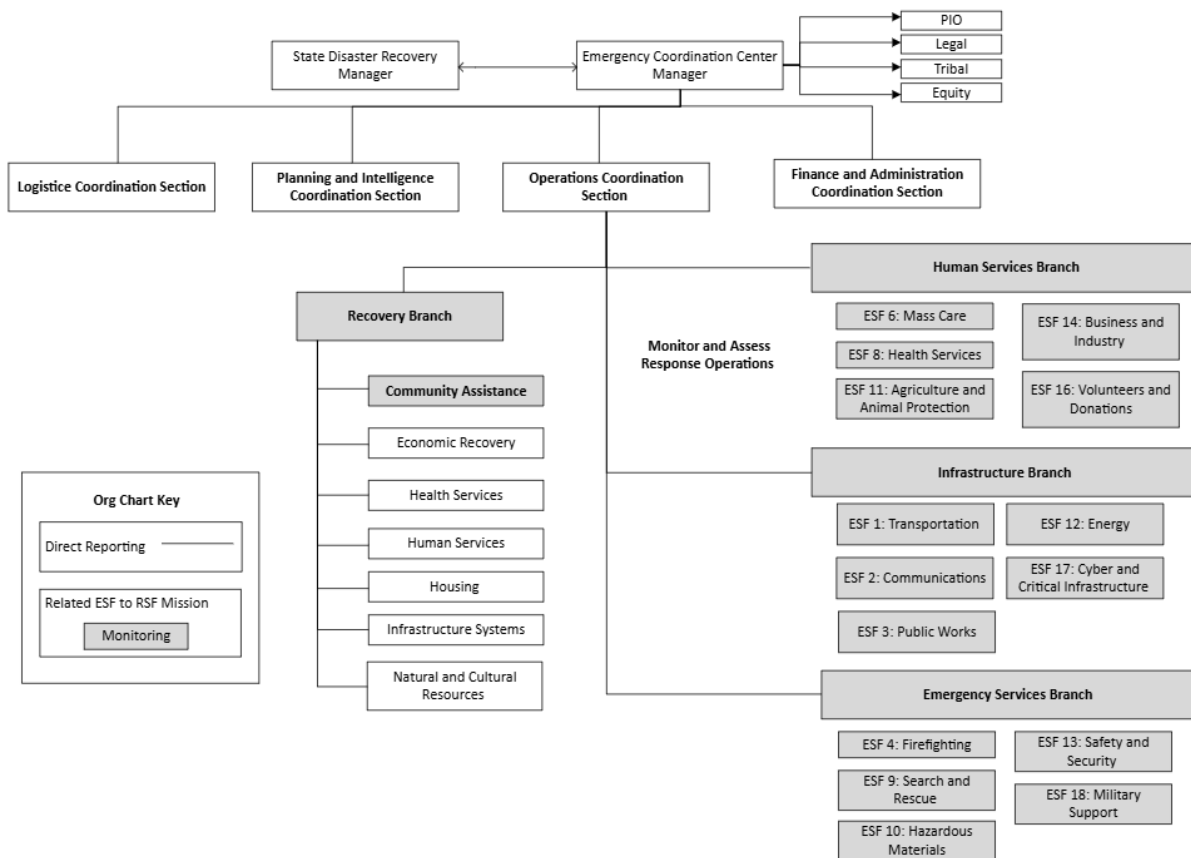


Figure 3: Stabilization – Recovery Branch Organization Chart

This figure illustrates how Community Assistance will be monitoring branches supporting response operations to inform recovery.

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3.3.2 Key Activities

Depending on the scale and scope of the disaster, the ECC Manager might request state-level activation. Once the determination has been made to activate the ECC, the State Disaster Recovery Manager may activate RSF 1 Community Assistance to begin planning for supporting local and Tribal governments with recovery efforts. The Recovery Continuum (Figure 1) illustrates that while life, safety and property is prioritized, initiating recovery at the onset of a disaster could support resilient long-term recovery. Considerations for Community Assistance activation may include:

- The ECC has been activated.
- Disaster response and recovery needs exceed the local/Tribal resources.
- There's an anticipated need for long-term recovery support and coordination.

Community Assistance Activation

The Oregon Department of Emergency Management is the lead for RSF 1 Community Assistance. Once activated, the RSF will initially be coordinated under the Recovery Branch within the Operations Section. The Recovery Branch Chief is responsible for coordinating with the participating agencies. Initially, the focus will be on monitoring response operations and gathering information. Common areas of consideration for RSF 1 Community Assistance are focused on:

- Providing just-in-time training for conducting damage assessments.
- Identifying other key partners that will have a role within Phase 2 Recovery Operations.
- Identifying resources within all levels of the public (state and federal) and private sector.
- Informing the Incident Action Plan for any recovery related actions (e.g. Multi-agency Coordination Centers, Initial Damage Assessments, State/Federal resource availability).
- Reviewing Incident Action Plans for objectives and tasks that could inform long-term recovery efforts.
- Developing a transition plan between ESF and RSF.

Response Assessment

When the Emergency Coordination Center is activated, state ESFs, and local and Tribal partners may submit updates utilizing the Community Lifeline tool. This tool captures community systems that either have significant, moderate, or minimal impacts. While response operations are focused on supporting jurisdictions with the stabilization or re-establishment of impacted lifelines, recovery is looking at identifying ways to fully and permanently recover the impacted systems. Within RSF 1 Community Assistance, recovery partners will review their specific element that is most appropriate for how they can assist in recovery. Any impact on a community lifeline impacts community recovery. Therefore, RSF 1 will be assessing the following Community Lifelines:

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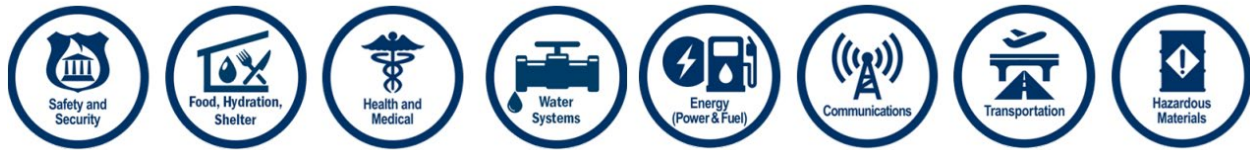


Figure 4: Community Lifelines

For more specific areas of focus, please see the RSF Annexes 2 – 7, Recovery Concepts of Operations Phase 1 Stabilization.

Community Assessment Coordination

At the onset of a catastrophic disaster, it is important to understand the scale and scope of disasters within the jurisdictional areas with the highest impact and lowest capacity to prioritize the areas of needs. Understanding pre-/post-disaster conditions will often determine the level of assistance needed from the county and/or tribe. These assessments are often tied to Damage and Impact Assessments and for some, County/Tribal Government Emergency Managers may need just-in-time training support including the following:

- OEM's damage assessments tools such as Survey123 and Initial Damage Assessment Worksheets are used to understand home, business and infrastructure impacts. This information will inform the state of the types of resources needed for local and Tribal communities to recover. If the disaster is at a magnitude beyond the state's capability, the Governor will request a Joint Preliminary Damage Assessment (JPDA) to determine if the state has met the indicators for federal disaster resources (e.g. Individual Assistance, Public Assistance, SBA programs).

The Oregon Department of State Fire Marshal may provide initial structural damage assessments which could help inform the two damage assessment tools mentioned above.

- Community Impact Assessment: The ORION system is the state of Oregon's impact assessment led by Oregon Department of Human Services. This system is used to identify needs at the individual and/or household level that may lead to disaster case management services and other types of recovery resources.

In the event of a large-scale disaster, the data collected from the Initial Damage Assessments may warrant a request from the OEM Director to the FEMA Region 10 Administrator to request a PDA.

3.3.3 Key Activities by Department

State Recovery Action Plan - Community Assistance RSF Section development may occur in Community Assistance Recovery Coordination meetings. Based on the scale of the disaster, the agencies below may have the following capabilities and/or may assist in the following ways:

Oregon Department of Emergency Management (OEM)

- Provide just-in-time training as requested by local and Tribal Governments around initiating recovery efforts.

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- Support Initial Damage Assessments (IDAs) and lead Preliminary Damage Assessments (PDAs) focused on damages to public infrastructure and homes and businesses. Work with federal and state partners and the impacted jurisdiction to request federal disaster assistance through the Governor's Office when applicable.
- Provide technical assistance for County and Tribal Governmental hazard mitigation plans to become more resilient to future hazards and be able to seek additional funding for mitigation projects.

Department of Land Conservation and Development (DLCD):

- Conduct substantial damage determination trainings post disaster and provide technical assistance to local and Tribal partners on land use planning and waivers (*as requested*).

Business Oregon (BizOR):

- Monitor disaster impacts within the Emergency Coordination Center (ESF 14 – Business and Industries) and identify internal programs (e.g. Community Development Block Grant) that could assist county and/or Tribal governments.
- Regional Development Officers may assess business impacts and damages to assist with informing the Small Business Administration (SBA) request.

Department of Administrative Services (DAS):

- Support initial recovery efforts by providing temporary supplies, facility space and contracting services (e.g. contracting rules and regulations, price agreements).

Department of Consumer and Business Services (DCBS):

- Monitor scale and scope of disaster impacts and identify potential solutions for assistance that could be offered within the following areas:
 - Workers' Compensation
 - Building Codes
 - Oregon OSHA
 - Division of Financial Regulation

Department of Geology and Mineral Industries (DOGAMI):

- Monitor land disruptions and if resources are available (e.g. Erosion Threat Assessment Reduction Team), identify areas for assessment.

Department of Justice (DOJ):

- Participate in the Emergency Coordination Center (ECC) (under ESF 13) and monitor reports of fraud, price gouging and violations of civil rights within the bounds of the law.

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Department of State Lands (DSL):

- Monitor disaster impacts that may have impacted state lands and waterways and provide available resources to mitigate future impacts to communities and Tribal governments.

Oregon Department of Energy (ODOE):

- Participate in the ECC (under ESF 12) and determine if disaster impacts will disrupt and cause long-term impacts to energy availability within communities and Tribal governments.
- Report on energy facility damage within the Recovery Branch.

Oregon Department of Environmental Quality (DEQ):

- Participate in the ECC (under ESF 10 Hazardous Materials) and monitor hazards within the areas of water, air and land.
- Provide technical assistance to local and Tribal health departments on human health.

Oregon Department of Forestry (ODF):

- Coordinate with the U.S. Forest Service on Burned Area Emergency Response (BAER) program activities.
- Identify resources to landowners based on damage impacts to their privately owned forest land.

Oregon Department of Human Services (ODHS):

- Coordinate with the American Red Cross and if requested by the county/Tribal government to support mass care needs (under ESF 6 Mass Care).
- Utilize an impact survey to begin assessing immediate needs to individuals and families impacted by a disaster.
- Begin assessing long-term recovery support and identifying resources to assist temporary housing and unmet needs support (food, water, clothing).
- Coordinate with ESF 16 and the State Voluntary Agency Liaison for requests for VOAD support, donated resources, private industry, and volunteer needs.

Oregon Department of Transportation (ODOT):

- Monitor and respond (under ESF 1 Transportation) to damaged federal-aid highways and seek Federal Highway Administration Emergency Relief (FHWA - ER) funds when necessary.
- Identify hazardous roads and provide preventative measures to mitigate future hazards.

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Oregon Health Authority (OHA):

- Monitor community related impacts to public health and identify resources that could be used for community recovery (RSF 3).

Oregon Housing and Community Services (OHCS):

- Monitor housing related impacts and damage assessment reports (e.g. Survey123 and ORION) and identify housing solutions to assist with long-term housing recovery (RSF 5).
- Determine eligibility and availability of the HUD Community Development Block Grant (CDBG) Disaster Recovery programs and funding.

Oregon State Fire Marshal (OSFM):

- Within the ECC, provide structural protection and life safety mitigation (under ESF 4 Firefighting).
- Provide structural damage reports to the Emergency Coordination Center and Recovery Branch.
- Assist communities with Initial Damage Assessments as requested.

Governor's Office Regional Solutions Team:

- Participate within the Emergency Coordination Center and report on the impacts reported by the Regional Solutions Coordinators.
- Serve as conduits for local and Tribal officials (Elected and Appointed) to elevate community concerns to state and federal elected officials.

Public Utility Commission (PUC):

- Participate within the ECC (under ESF 2 and 12) and provide updates around utility impacts.
- Depending on the scale and scope of the disaster, work with local energy providers to identify the costs for repair.
- Make sure information about vulnerable populations is shared with utility providers to inform prioritization efforts.
- Provide information about where extended outages have occurred to ODHS to facilitate the replacement of SNAP benefits.

Depending on the scale and scope of damages, there may be times that some agencies listed above will not be required to participate, or there could be additional agencies assigned.

3.3.4 Statewide Transition of Response to Recovery Operations

Depending on the level of support that the impacted community needs, the ECC Manager and State Disaster Recovery Manager (SDRM) will determine the timing and scale of state operations. When making the determination for RSF activations, the SDRM will be considering

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the identified recovery needs, funding availability and complexity of recovery efforts. While some jurisdictions may need minimal support from state and federal partners, significant impacts might result in multi-agency coordination requiring the activation of the RSFs.

3.4 Phase Two: Recovery Operations

3.4.1 Purpose

This phase focuses on coordinating and delivering targeted recovery support to address immediate and long-term needs across impacted communities. The RSF 1 Community Assistance works with partners to implement recovery strategies, provide ongoing temporary restoration to critical functions, and begin laying the foundation for long-term recovery. While some ESFs may work towards providing necessary lifesaving and property preservation resources (food, shelter, water, and energy), the Recovery Support Functions may identify longer-term and repairable/resilient/permanent solutions.

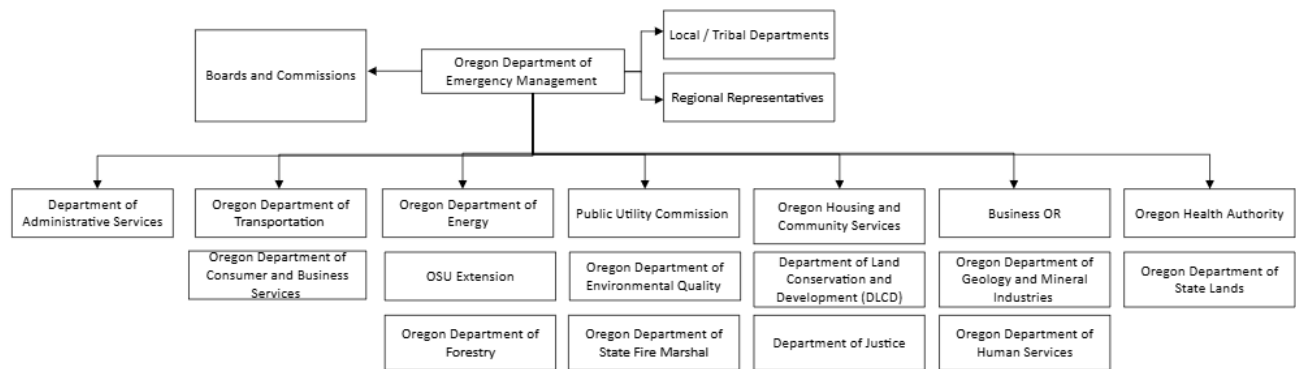


Figure 5: Phase 2 - Community Assistance Organization Chart

3.4.2 Key Activities

The Oregon Department of Emergency Management will oversee Community Assistance activation and other activated Recovery Support Functions to ensure that recovery efforts are coordinated across multiple levels of government. Coordination of recovery operations in Phase 2 is led by the State Disaster Recovery Manager. Recovery Support Function coordination is the responsibility of the Recovery Operations Section Chief. Typical recovery activities may include, but are not limited to:

- Facilitate recovery coordination meetings (with activated RSFs).
- Develop the RSF 1 Community Assistance (CA) Post-Disaster Action Plan (CA section within the SRAP) in coordination with federal, state, local and/or Tribal partners.
- Establish recovery objectives, identify federal and state partners and identify resources and recovery barriers that may impact long-term recovery.
- Request a Federal Declaration (if indicators are met from the IDA/PDA).

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- Provide resources and technical assistance to local and/or Tribal partners (LTRG development, Disaster Case Management, volunteers and donations management).
 - Provide updates to the Governors Policy Group (*as needed*).
- OEM and Participating Agencies may deploy their capabilities according to the identified community needs.

3.4.3 Key Activities by Department

Based on the scale of recovery assistance needed from the county and/or Tribal government, the State Disaster Recovery Manager will determine the scale and requirements needed for supporting the recovery. Activated Recovery Support Functions may coordinate with federal, state and impacted jurisdictions to work towards meeting the objectives within their roles and responsibilities listed below:

Oregon Department of Emergency Management (OEM):

- Under a Major Disaster Declaration work with county/city/unincorporated communities and Tribal Governments on FEMA funding opportunities such as Individual Assistance, Public Assistance, and Post-Disaster Mitigation.
- OEM may assist with identifying and may provide logistical support to local, community-led Multi-Agency Resource Centers (MARCs) and state-led, federally supported Disaster Recovery Centers (DRCs)
 - Provide technical assistance around Long-Term Recovery Groups and best practices for volunteers and donations.
 - Support unified recovery messaging across state agencies through the Joint Information System.

Department of Land Conservation and Development (DLCD):

- Provide technical assistance to local and Tribal partners on land use planning policy and implementation, such as training and floodplain management, state rule changes, and waivers post-disaster.
- Administer the state land use planning system and coordinate implementation of the National Flood Insurance Program in Oregon.

Business Oregon (BizOR):

- Based on the findings from the Business Physical and Economic impact survey, identify resources for community and/or Tribal members to recover.
- Identify opportunities for communities to utilize state programs such as the Community Development Block Grant and Special Public Works Revolving Fund to repair community systems.

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Department of Administrative Services (DAS):

- As requested, provide temporary supplies, facility space and contracting services (e.g. contract rules and regulations, price agreements).

Department of Consumer and Business Services (DCBS):

- Provide public outreach to consumers with guidance on navigating insurance companies and potentially exploitative post-disaster practices with fraudulent activities.
- Provide technical assistance to homeowners, businesses and local and Tribal governments in impacted areas related to state and federal disaster insurance programs.
 - Based on local jurisdictional capacity, determine if other DCBS programs are available to address local capacity.

Department of Geology and Mineral Industries (DOGAMI):

- Provide technical support for hazard mitigation activities including assisting with decisions on rebuilding locations, stability and resilience.
- Provide scientific data and information for community planning recovery decisions.

Department of Justice (DOJ):

- Provide pre-disaster consultation on legal requirements for recovery activities.
- Ensure that state recovery activities are performed within the bounds of the law.
- Defend the civil rights of all Oregonians and support fair, impartial, efficient, and transparent administration of justice at the local, Tribal, and state levels.
- Protect rights and prevent abuses wherever needed in coordination with disaster recovery partners.
- Ensure that individuals are protected through law and order during all recovery phases (e.g. protection against disaster related fraud, price gauging, protection of civil rights).

Department of State Lands (DSL):

- Provide technical assistance to local and Tribal partners regarding planning activities that may impact state lands and waters of the state.
- Ensure that state and local planning activities are consistent with area management plans.

Oregon Department of Energy (ODOE):

- Administer assistance programs and funds that can be used for repair of utility system(s) impacting a jurisdiction.
- Continue to report on status of and risks to the fuel supply chain.

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- Provide technical assistance to local and Tribal partners regarding planning and implementation of plans for energy resilience and fuel management.

Oregon Department of Environmental Quality (DEQ):

- Provide technical assistance on human health and environmental protection issues, including permitting and authorizations, sustainable planning, and healthy, and efficient communities.
- Provide technical assistance on using environmentally sound and sustainable approaches in infrastructure projects.

Oregon Department of Forestry (ODF):

- Provide technical assistance to local and Tribal partners regarding recovery planning activities that may impact state forest lands.
- Advise planning practices that may impact on the forest products industry.
- Promote sustainable forest management in all recovery activities.

Oregon Department of Human Services (ODHS):

- Provide or assist with Disaster Case Management Services (*funding dependent*).
- In coordination with other departments, identify resources that will assist individuals and households within the community to recover.
 - Depending on the impact of the event, provide intermediate housing.

Oregon Department of Transportation (ODOT):

- Administer transportation assistance programs and funds that can be used for repair or recovery of transportation systems.
- Supply information about transportation projects, plans, and programs relevant to the disaster-affected area.
 - Provide technical assistance to inform local efforts, including long-range planning and engineering of transportation infrastructure systems.

Oregon Health Authority (OHA):

- Administer assistance programs and funds that can be used for recovery of the healthcare system.

Oregon Housing and Community Services (OHCS):

- Coordinate with federal, state, community based and private companies to determine resource availability for long-term rebuilding efforts.

3. Concept of Recovery Operations

Oregon State Fire Marshal (OSFM):

- Provide the impacted community with technical assistance around rebuilding structures with resiliency.

Governor's Office Regional Solutions Team:

- Designate the local Regional Solutions Coordinator(s) to help elevate community disaster recovery needs to the Governor's Office.
- Coordinate with OEM on briefing to senior and elected officials, using a joint information system (JIS).

Public Utility Commission (PUC):

- Continue to report on utility outages within the impacted area.

Oregon State University (OSU) Extension Services

- Support (e.g., technical support, institutional support/strengthening) Long-Term Recovery Groups (LTRGs) and/or Community Organizations Active in Disasters (COADs).
- Conduct needs assessment of impacted populations.
- Provide education and outreach with impacted communities and demographics.

Depending on the scale and scope of damages, there may be times that some agencies listed above will not be required to participate, or there could be additional agencies assigned.

3.4.4 Transition to Long-Term Recovery

For Phase 2 Recovery Operations to conclude, the State Recovery Action Plan (SRAP) must be completed to show how the activated Recovery Support Functions will or will not continue supporting long term recovery efforts in Phase 3. Although recovery actions may transition into Long-Term Recovery, the scale and complexity of the disaster may result in recovery efforts continuing for many years. Listed below are some of the Long-term Recovery transition considerations:

- Recovery partners (federal, state and local/Tribal partners) have developed and/or identified permanent solutions and long-term plans that may require individual state agencies to continue to operate under their own authorities and programs
- Immediate recovery community needs have been addressed through programs and/or technical assistance.
- Local jurisdictions have a greater capacity to lead long-term recovery efforts (e.g. Local/Tribal Disaster Recovery Manager position established, Long-Term Recovery Group established).

3.5 Phase Three: Long-Term Recovery

3.5.1 Purpose

Longterm recovery focuses on supporting local and Tribal governments as they implement recovery projects and move toward a “new normal” post disaster operating environment. During this phase, RSFs are deactivated, and recovery responsibilities transition back to individual state agencies operating under their own authorities and programs. Agencies continue to implement and monitor recovery activities within their respective missions, ensuring progress toward sustainable and resilient long-term outcomes.

3.5.2 Key Activities

During the Long-term Recovery Phase, the State Disaster Recovery Manager will formally deactivate Recovery Support Functions 1 – 7. Community Assistance may continue to be activated during complex program implementation that may require multiple levels of coordination and oversight (e.g. Community Develop Block Grant Disaster Recovery (CDBG – DR) funding, FEMA Individual Assistance, coordination of critical infrastructure repair).

Typical activities may include but are not limited to:

- Collecting information on long-term recovery statuses, activities, and remaining barriers. The Governor’s Office may request reports of long-term recovery efforts especially if funding was provided from the state and/or federal government.
- Conducting or monitoring long-term recovery actions that may lead to requests from the local and/or Tribal jurisdictions.
- Supporting jurisdictions with sub-recipient agreements through the State to ensure successful implementation.
- Ensuring programs initiated to support long-term recovery are sustainable.
- Coordinating and collaborating with local partners to maintain recovery momentum.

3. Concept of Recovery Operations

The catastrophic impacts from the 2020 September Labor Day Wildfires were of such magnitude that it caused the Recovery Support Functions (RSFs) to remain activated until September 2021. To continue to assist with community-led long-term recovery efforts, Community Assistance (formerly Community Planning and Capacity Building) remained activated until January 2023 to coordinate long-term technical assistance projects and resources (e.g., Transportation Growth Management Program, Municipal Wildfire Assistance Program).

Case Study 1: 2020 Long-term Recovery Activation**Community Assistance Deactivation**

As long-term disaster recovery operations are continuing locally, the State Disaster Recovery Manager may deactivate Community Assistance RSF if ongoing state agency recovery coordination is no longer needed. Depending on the scale of the disaster, and the timeline of recovery, this determination could be either months or years after the initial response of a disaster and will be periodically assessed by the State Disaster Recovery Manager. Factors that could contribute to the RSF 1 Community Assistance deactivation:

- Resources and/or partner collaboration have been established.
- The local and Tribal governments can lead recovery without additional state support. Information shared by OEM's Regional Coordinators can help inform the timeline for deactivating this RSF.
- Community Lifelines are re-established or fully operational in a "new normal" status for the impacted community.

The Oregon Department of Emergency Management (OEM) alongside RSFs will conduct an After-Action Report (AAR) to evaluate the effectiveness of the response and identify areas for improvement. Additionally, this phase includes updating relevant policies and procedures to reflect lessons learned, while resuming the standard operations and responsibilities defined under preparedness.

4 RSF Development and Maintenance

4.1 Annex Updates and Maintenance

The Oregon Department of Emergency Management is responsible for collaborating with partners to update this RSF Annex and any additional annexes. At a minimum, these annexes will be reviewed every two years and revised when changes are needed due to updated legislation and lessons learned from exercises or real-world emergencies. This updated process will take place in coordination with identified RSF coordinating and participating agencies and with engagement from local and Tribal governments. To support plan improvements, OEM will track the implementation of corrective action items identified in after-action reports and from information gathered through OEM's Maturity Model Program, a grading rubric used to ensure that state agencies meet the necessary standards to prepare for disasters.

4.2 Training

The Oregon Department of Emergency Management will ensure that participating agency liaisons are familiar with this annex and are trained as part of ongoing preparedness. Participating agencies should offer technical expertise, regulatory requirements and resources related to this annex. Training records must be kept and made available.

4.3 Exercises

The state will conduct exercises every two years to test and evaluate its recovery capabilities. The exercises will consist of a variety of tabletop exercises, drills, functional exercises and full-scale exercises. Whenever possible, RSF 1 Community Assistance Coordinating and Participating Agencies should participate in these exercises. AAR findings and improvement recommendations will be used to update the RSF Annex as appropriate.

Local government organizations should exercise their relevant RSF roles every two years with their community recovery partners, including local agencies and private and nonprofit sectors such as businesses, faith-based and social service organizations and the public. The exercises may consist of a variety of discussion- and operations-based exercises.

Homeland Security Exercise and Evaluation Program procedures and tools should be used to develop, conduct and evaluate these exercises. Recovery AARs should be transmitted to appropriate RSF organizations as outcomes of these exercises.

4.4 Plan Administration and Distribution

Each state department or agency is expected to develop and maintain policies and procedures (e.g., department or agency emergency plans, standard operating procedures, continuity of operations plans, business continuity plans) in support of the State ODRP and disaster recovery operations.

4.4.1 Plan Distribution List

This RSF annex follows the plan distribution list as outlined in the ODRP. At minimum, all RSF coordinating and supporting agencies will receive a copy of this annex upon each completed update and revision.

Table 1: Annex Receiving Entities

Coordinating: Oregon Department of Emergency Management
Business Oregon (BizOR)
Department of Administrative Services (DAS)
Department of Consumer and Business Services (DCBS)
Department of Geology and Mineral Industries (DOGAMI)
Department of Justice (DOJ)
Department of Land Conservation and Development (DLCD)
Department of State Lands (DSL)
Oregon Department of Energy (ODOE)
Oregon Department of Environmental Quality (DEQ)
Oregon Department of Forestry (ODF)
Oregon Department of Human Services (ODHS)
Oregon Department of Transportation (ODOT)
Oregon Health Authority (OHA)
Oregon Housing and Community Services (OHCS)
Oregon State Fire Marshal (OSFM)
Public Utility Commission (PUC)
Regional Solutions Team

5

Appendices

Appendix A: Acronyms and Abbreviations

BizOR: Business Oregon

CDBG: Community Development Block Grant

CDBG-DR: Community Development Block Grant - Disaster Recovery

COAD: Community Organizations Active in Disasters

COOP: Continuity of Operations Plan

DAS: Department of Administrative Services

DCBS: Department of Consumer and Business Services

DEQ: Department of Environmental Quality

DLCD: Department of Land Conservation and Development

DOGAMI: Department of Geology and Mineral Industries

DOJ: Department of Justice

DRC: Disaster Resource Center

DSL: Department of State Lands

ECC: Emergency Coordination Center

EIDL: Economic Injury Disaster Loan

ESF: Emergency Support Function

FEMA: Federal Emergency Management Agency

FHWA: Federal Highway Administration

FSA: Farm Service Agency

HUD: U.S. Department of Housing and Urban Development

IDA: Initial Damage Assessment

JPDA: Joint Preliminary Damage Assessment

LTRG: Long-Term Recovery Group

MARC: Multi-Agency Resource Center

ODF: Oregon Department of Forestry

ODHS: Oregon Department of Human Services

ODOE: Oregon Department of Energy

ODOT: Oregon Department of Transportation

ODRP: Oregon Disaster Recovery Plan

OEM: Oregon Department of Emergency Management

OHA: Oregon Health Authority

OHCS: Oregon Housing and Community Services

ORION: Oregon DHS Impact Assessment System

ORVOAD: Oregon Voluntary Organizations Active in Disaster

OSFM: Oregon State Fire Marshal

OSU Extension: Oregon State University Extension

PDA: Preliminary Damage Assessment

PUC: Public Utility Commission

RSF: Recovery Support Function

SBA: Small Business Administration

SDAO: Special Districts Association of Oregon

SRAP: State Recovery Action Plan

USACE: U.S. Army Corps of Engineers

USDA: United States Department of Agriculture

Appendix B: Relevant Plans

Other important documents that provide guidance for Community Assistance recovery include:

Public Assistance Program and Policy Guide (PAPPG):

The definitive resource for state and local governments regarding reimbursement for debris removal, emergency protective measures, and the restoration of public infrastructure.

Individual Assistance Program and Policy Guide (IAPPG):

Outlines how FEMA provides direct services and financial assistance to disaster survivors for housing, medical needs, and other serious disaster-related expenses.

Hazard Mitigation Assistance (HMA) Program and Policy Guide:

Details the requirements for grants (like HMGP or BRIC) intended to reduce the risk of future loss of life and property.

Pre-Disaster Recovery Planning Guide for Local Governments:

Provides a framework for communities to develop recovery plans before a disaster occurs, focusing on long-term resilience and whole-community engagement.

Oregon Fuel Action Plan

The Oregon Fuel Action Plan outlines how ODOE would respond in an emergency that could affect access to fuel, including how to access gasoline and diesel in Oregon, and how fuel would be distributed to state emergency services such as law enforcement, fire, and medical services, and to essential service providers that include utilities, telecommunications, public works, public transit, and sanitation services. ODOE developed the plan pursuant to ORS 197.750-785 to ensure that adequate fuel supplies will be provided to the state's emergency and essential service providers in the event of a severe or long-term fuel disruption or shortage.

Oregon Energy Security Plan (SESP)

The Oregon Department of Energy published the inaugural Oregon Energy Security Plan in September 2024 following direction from the federal government and SB 1567. The plan identifies risks to electricity, liquid fuel, and natural gas/propane systems, and proposes ways to mitigate those risks.

Appendix C: RSF 1 Federal and State Programs

Table 2: Federal and State Programs

Funding Source	Agency	Assistance Provided	Eligibility	Cost-Sharing Requirements
Silver Jackets Interagency Program	U.S. Army Corps of Engineers (USACE)	Silver Jackets teams are interagency teams that facilitate collaborative solutions to state flood risk priorities. The state-led teams bring together multiple state, federal, and sometimes Tribal and local agencies to learn from one another and work together to reduce risk from floods and sometimes other natural disasters. By applying their shared knowledge, the teams enhance preparedness, mitigation, and response and recovery efforts.	States and local public agencies in areas identified in the governor's request. Local cooperation is required to provide necessary lands, easements, and rights of way; indemnify the federal government from damages due to authorized work; and satisfactorily maintain any permanent flood control works involved.	None
Small Business Administration (SBA) Disaster Assistance	SBA	SBA disaster loans are low-interest, long-term loans offered by the Small Business Administration (SBA) to homeowners, renters, businesses, and non-profit organizations to cover disaster-related losses not fully compensated by insurance. These loans include Physical Disaster Loans for property repair or replacement and Economic Injury Disaster Loans (EIDLs) for businesses to cover working capital and operating expenses.	Individuals and businesses impacted by the disaster	N/A

US Department of Agriculture (USDA) - Disaster Assistance Programs	USDA	USDA disaster assistance programs provide financial and other relief to farmers, ranchers, and rural communities affected by natural disasters like floods, droughts, and wildfires. These programs are administered by agencies like the Farm Service Agency (FSA) and Rural Development and include emergency loans, crop disaster assistance, livestock assistance, conservation programs, community facilities, home repair and business support to help with recovery and rebuilding.	Rural Development: Programs for individuals, businesses, governmental and non-governmental organizations. Farm Service Agency: ○ Livestock Assistance ○ Farm Loans ○ Farmland Damage ○ Crop Losses	N/A
Coastal Resilience Networks “CRest” Grant Program	Department of Commerce - National Oceanic and Atmospheric Administration	These funds implement activities to enhance resilience of coastal communities to natural hazard and climate risks (which include storms, flooding, sea level rise, climate change, etc.). Projects should provide beneficial public outcomes for coastal communities to address existing and potential future risks to coastal infrastructure, local economies, vulnerable populations, and the natural environment. Projects that connect existing federal, state, and local programs are very desirable, as are efforts that engage the public and include one or more of the following: preparedness, recovery, risk and vulnerability, adaptation, and under-served or under-represented populations.	Availability of CRest funds is dependent upon annual Congressional appropriations. Applicants can request \$100,000 to \$350,000 per year for a single project. Eligible applicants include U.S. Flag Pacific Islands; the Gulf of Mexico; and the West Coast (California, Oregon, and Washington), as well as local or county governments; nonprofit organizations; regional authorities; and institutions of higher education in these regions.	N/A
Coastal Zone Management Administration Awards	Department of Commerce - National Oceanic and Atmospheric Administration	These grants assist states in implementing and enhancing coastal zone management programs that have been approved by the secretary of commerce. Grants can be used for planning and implementing nonstructural	Eligible applicants include any coastal U.S. state or territory whose coastal zone management program has been approved by the secretary of commerce.	

Community Development Block Grant - Disaster Recovery (DDBG-DR)	HUD / Business OR	CDBG-DR grant funds are appropriated by Congress and allocated by HUD to rebuild disaster-impacted areas. These flexible grants help recover from Presidentially declared disasters, especially in low-income areas. Since CDBG-DR assistance may fund a broad range of recovery activities, HUD can help communities and neighborhoods that otherwise might not recover due to limited resources.	Funds are awarded to state and local governments. Those who receive grant money include state agencies, non-profit organizations, economic development agencies, citizens and businesses.	N/A
Disaster Unemployment Assistance	DOL	Disaster Unemployment Assistance provides financial assistance to individuals whose employment or self-employment has been lost or interrupted as a direct result of a major disaster and who are not eligible for regular unemployment insurance benefits.	▪ No longer has a job or a place to work; or ▪ Cannot reach the place of work; or ▪ Cannot work due to damage to the place of work; or cannot work because of an injury caused by the disaster	N/A