Recovery Support Function 2 - Economic Recovery 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

Table of Contents

List of Tables, Figures and Case Study

Tables

Figures

Case Study

1 Introduction

1.1 Mission Statement

The mission of Recovery Support Function (RSF) 2 Economic Recovery is to integrate the expertise of state agencies to facilitate and support the efforts of local (e.g., city and county) governments and Tribal governments to sustain and rebuild businesses and to develop economic opportunities that result in sustainable and economically resilient communities after natural and human-caused disasters.

1.2 Purpose

The purpose of this annex is to define the structure, roles, responsibilities, operations and activities of RSF 2 Economic Recovery 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, and community partners such as local governments, Tribal Nations, and non-governmental organizations collaborate to restore, redevelop, and revitalize communities affected by disasters.

RSF 2 Economic Recovery Annex is intended to accomplish the following objectives:

- Support the restoration and revitalization of cities, counties and Tribal economies after a disaster.
- Identify opportunities that allow businesses and people to return to the impacted areas.
- Build partnerships with federal, state, local, Tribal and non-governmental partners prior to emergencies to increase the level of recovery support and economic resiliency.

The RSF Annexes support implementation of the ODRP and other federal, state and local plans and frameworks. They detail each RSF's contribution to recovery operations and the State Recovery Action Plan (SRAP). Chapter 3: RSF Concept of Operations defines this RSF's contributions to the SRAP, which is the state-level post-disaster recovery plan. Detailed operational and tactical guidance for state personnel is provided in agency-specific guidance and planning documents. Any additional relevant RSF-specific plans relevant to disaster recovery are listed in Appendix B: Supporting Documents.

1.3 Scope

RSF 2 Economic Recovery Annex is intended to support major disasters but can also be used for emergencies of varying levels of scale and complexity and is designed to provide guidance to state agencies in coordinating recovery efforts. When a disaster results in the loss of infrastructure, causes supply chain disruptions, and creates unemployment, Economic Recovery RSF will be activated at the direction of the State Disaster Recovery Manager (SDRM). Such occurrences may include natural, technological, or human-caused disasters and may impact one or more counties or regions.

This document outlines recovery operations while complementing and supporting the response and recovery plans and procedures of responding agencies, Local and Tribal Governments, special districts and other public, nonprofit/volunteer and private sector entities.

The following areas fall within scope of RSF 2 Economic Recovery:

Business and Industry:

- Engagement with Public Private Partnerships among business and industry leaders to understand barriers to economic stabilization and resources for revitalization.
- Coordination with Economic Development Districts for capacity building, technical support, funding and implementation of projects, and regional strategic planning.
- Compile research and impacts to businesses based on whole community damages.

Community Infrastructure:

While the RSF 6 Infrastructure Annex provides guidance specific to infrastructure systems, RSF 2 plays a broader role in supporting community redevelopment. Because infrastructure restoration is essential to economic revitalization, RSF 6 and RSF 2 will coordinate closely when both are activated. This collaboration helps minimize duplication of effort and ensures a unified and efficient approach to economic recovery and long-term resilience.

1.4 Equity Vision and Economic Recovery

When assessing economic impacts and developing recovery strategies, the Economic Recovery RSF must apply a Whole Community approach that recognizes how disasters disproportionately affect workers, small businesses, and households already facing structural barriers to economic stability. Effective economic recovery requires coordinated engagement with public agencies, workforce systems, private sector partners, labor organizations, small business support entities, and community-based organizations to ensure recovery strategies are inclusive, accessible, and responsive to diverse community needs. Community recovery plans and economic assistance programs should intentionally incorporate strategies that enable equitable economic reentry and long-term stability for the whole community, including people with disabilities and others with Access and Functional Needs (AFN). Key equity considerations include:

Rural and small business recovery supports: Delayed or insufficient recovery assistance due to limited tax base, lower assessed values, and reduced local matching capacity can present significant equity impacts. Barriers to accessing state and federal recovery programs can arise when assuming urban-scale staffing, financial documentation, or banking relationships. Impacts are compounded when the loss of a small number of businesses disrupts essential local services, supply chains, and community viability. Ensure rural and small business recovery strategies account for these barriers to rebuilding businesses simplifying access to capital and technical assistance. The Economic Recovery function should prioritize place-based support that stabilizes essential businesses critical to community viability.

Barriers to workforce reentry: Displacement, damage to workplaces, loss of transportation options, disruption of caregiving or support services, and accessibility barriers can prevent survivors, particularly people with disabilities and AFN, from returning to work. The RSF should coordinate with workforce development agencies, vocational rehabilitation, Centers for Independent Living, community-based organizations, and employers to identify barriers, adapt employment supports, and promote flexible, accessible pathways back into the workforce.

Inclusive workforce development and employment support: Disasters can result in widespread job loss and shifts in local labor markets. Workforce development and economic recovery programs should focus on equitable access to employment opportunities; including for people with disabilities and other historically marginalized communities by promoting accessible job training, reasonable accommodations, supportive employment models, and connections to benefits counseling. The RSF should support coordination across employment, benefits, and small business recovery programs to reduce gaps, avoid unintended exclusions, and strengthen long-term economic resilience.

2 Roles and Responsibilities

2.1 Coordinating Agency

The Coordinating Agency works with state recovery leadership, participating agencies and organizations and local and Tribal partners to address the specific needs of a community following an incident. The Coordinating Agency has statutory authority, technical expertise and resources to address recovery operations for Economic Recovery and is responsible for ensuring that the RSF serves its purpose during activation.

The coordinating agency for RSF 2 Economic Recovery is Business Oregon (BizOR).

As the coordinating agency, BizOR is responsible for the following:

- Represent RSF 2 on the Governor's Disaster Cabinet[1], if activated, and 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.
- When RSF 2 is activated, BizOR will lead Economic Recovery and agencies assigned to develop a unified approach to recovery operations.

2.2 Participating Agencies

Participating Agencies work with the Coordinating Agency to fulfill the objectives of RSF 2 Economic Recovery. While each agency may not support operations for every incident, they

[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.

play a critical role in accomplishing RSF 2 Economic Recovery's mission. State recovery coordination may also include organizations outside of state agencies.

State agencies that contribute to RSF 2 Economic Recovery's mission include:

- Department of Administrative Services (DAS)
- Department of Consumer and Business Services (DCBS)
- Department of Environmental Quality (DEQ)
- Department of Land Conservation and Development (DLCD)
- Department of State Lands (DSL)
- Higher Education Coordinating Commission (HECC)
- Oregon Department of Agriculture (ODA)
- Oregon Department of Energy (ODOE)
- Oregon Department of Forestry (ODF)
- Oregon Department of Revenue (DOR)
- Oregon Employment Department
- Oregon State Marine Board (OSMB)
- Oregon Public Utility Commission (OPUC)
- Governor's Office Regional Solutions
- Secretary of State (SoS) – Office of Small Business Assistance
- Travel Oregon

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

2.3 Boards and Commissions

While boards and commissions may not participate directly within RSF 2, 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 commissions play a key role in shaping the effectiveness and efficiency of long-term recovery efforts through policy, permitting, zoning, and other governmental changes.

Infrastructure Finance Authority (IFA) Board

IFA is a nine-member body within Business Oregon responsible for overseeing the state's infrastructure financing programs, specifically those that help communities fund essential projects like water systems, wastewater treatment, and professional public works.

Economic Recovery Council (ERC)

This council may be activated by the Governor during a declared emergency. The council supports the identification of geographic "Economic Recovery Zones" and prioritizes state resources for economic stabilization.

Regional Solutions Advisory Committees and Teams

Although these groups operate year-round, during disasters the Regional Solutions Advisory Committees and Teams serve as the "ground-level" economic recovery arm, using their local business networks to identify where state grants and loans are most needed.

Planning, Infrastructure, and Economic Revitalization (PIER) Regional Selection Committees

Specifically linked to the Planning, Infrastructure, and Economic Revitalization (PIER) program within Oregon Housing and Community Services (OHCS), these committees oversee the distribution of federal and state funds for rebuilding local economies and infrastructure.

2.4 Federal Coordination

Oregon regularly partners with federal agencies and their corresponding federal RSFs to coordinate and implement disaster recovery operations. These partnerships ensure alignment with federal recovery programs, facilitate access to technical and financial assistance, and support the delivery of integrated recovery solutions that meet the needs of Oregon's communities.

Federal Coordinating Agency

U.S. Department of Commerce (DOC) / Economic Development Administration (EDA)

Federal Participating Agencies

AmeriCorps | Department of Agriculture | Department of Energy | Department of Health and Human Services | Department of Housing and Urban Development | Department of the Interior | Department of Labor | Department of Homeland Security | Department of the Treasury | Department of Transportation | Environmental Protection Agency | Federal Emergency Management Agency | Small Business Administration | FEMA

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 2 Economic Recovery:

- Economic development offices / departments
- Local building and planning departments
- Local commerce departments
- Local tourism offices / departments
- Economic districts
- Council of Governments and other Intergovernmental Councils

Coordinating and Participating agencies for RSF 2 Economic Recovery are responsible for identifying relevant partner organizations in the plans and procedures developed during Preparedness, and for having the tools necessary to activate these partnerships upon RSF activation.

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: 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, which 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 go into detail about the various considerations, activities, and coordination efforts for RSF 2 Economic Recovery during each of the recovery phases.

Oregon Disaster Recovery Continuum

Preparedness

Purpose: Build state and local/tribal pre-disaster recovery capacity.

Key Activities:

- ❑ Support Community Outreach.
- ❑ Conduct recovery exercises and trainings.
- ❑ Review Recovery Support Function plans.
- ❑ Monitor changes to state and federal codes/programs.
- ❑ Support funding for building community infrastructure projects (e.g. CDBG, Special Public Works Revolving Fund, Seismic Rehabilitation, Safe Drinking Water Fund).
- ❑ Coordinate with state, federal and local partners to identify best resource opportunities.
- ❑ Build community awareness and mitigate future disasters.
- ❑ Evaluate the State RSF activation readiness.

Phase 1: Stabilization

Purpose: Maintain situational awareness of impacts and response-related needs and operations.
Product: Incident Action Plan (IAP)

Key Activities:

- ❑ Assess and collect data on response operations including ESF 14 related to economic impacts (businesses and community financial capacity.
- ❑ Assist with Business (physical/economic injury) surveys.
- ❑ Understand community and/or tribal business impacts in coordination with Regional Development Officers (RDOs).
- ❑ Identify federal, state and CBOs that could assist with initial business recovery.
- ❑ Assess damages and the viability of economic recovery (pre- vs. post-disaster) through normal conditions.
- ❑ Determine full/partial recovery activation of RSFs.
- ❑ Assist with the transition plan between ESF 14 and RSF 2 (if RSF 2 activation indicators have been achieved).

Phase 2: Recovery Operations

Purpose: To identify resources and implement strategies to achieve local and tribal recovery objectives and goals.
Product: Economic Recovery Action Plan

Key Activities:

- ❑ Development of the RSF 2 Economic Recovery Annex (finalize recovery objectives and identify tasks/recovery outcomes to meet the objectives.
- ❑ Coordinate with RSF 1, 5 and 6 to understand community rebuilding that could impact long-term economic revitalization.
- ❑ Administer existing funding and identify additional programs for businesses that can recover.
- ❑ Coordinate with governmental and nongovernmental partners on available resources.
- ❑ Identify barriers for long-term economic recovery and develop community resilient solutions.
- ❑ Provide Technical Assistance on rebuilding businesses.
- ❑ Finalize Economic Recovery Action Plan Annex.

Phase 3: Long-term Recovery

Purpose: Support local and tribal governments in project implementation.

Key Activities:

- ❑ Support implementation of federal programs (FEMA/HUD/USDA etc.)
- ❑ Deactivation of RSF 2.
- ❑ Implementation of state programs.
- ❑ Participate in long-term recovery meetings under RSF 1 Community Assistance.
- ❑ Conduct After-Action Reviews.
- ❑ Update and review mutual aid agreements, policies and procedures.

Figure 2: Oregon Disaster Recovery Continuum - Economic Recovery

3.2 Preparedness/Steady State

3.2.1 Purpose

RSF 2 Economic Recovery exists in a state of readiness to ensure swift and effective recovery operations when activated. This readiness is maintained through a combination of coordinated planning, collaboration, and strategic preparedness activities. Listed below are the various objectives of RSF 2 Economic Recovery during this phase.

- In coordination with Oregon Department of Emergency Management (OEM), BizOR will 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.
- BizOR will support economic development opportunities through business and infrastructure development. In doing so, BizOR will coordinate with other partners who may offer a similar resource.
- RSF 2 will conduct community outreach through normal day-to-day operations to build community preparedness.
- RSF 2 will participate in trainings and exercises are requested by OEM or a local jurisdiction.
- Participating Agencies will assist with informing this annex, regulatory requirements, procedures, and capabilities to effectively carry out their designated roles as outlined in the document.

3.2.2 Key Activities

Readiness is sustained through preparedness activities that enhance county, city and Tribal governmental economic growth and support economic resiliency. These activities include—but are not limited to—the following:

- The coordinating agency may hold quarterly meetings with participating agencies to provide program updates, discuss changes to legislation, and provide training around subject matter expertise and capability.
- Support community outreach of state and federal funding opportunities to build and strengthen economies.
- Create opportunities for communities to build revenue such as looking for opportunities for development incentives.
- Support funding for building community projects and businesses (e.g. Community Development Block Grant, Special Public Works Revolving Fund, Small Business funding).

- Identify resources for communities to build on their economic growth to ensure that if a disaster occurs, they have resiliency to recover.
- Foster partnerships with local business organizations to ensure awareness of resources and strengths and to address economic vulnerabilities.
- Partner with federal and state agencies to understand resources and important entities to collaborate with prior to a disaster.
- Identify and maintain relevant contact information for RSF 2 representatives.

3.3 Phase One: Stabilization

3.3.1 Purpose

During Phase One: Stabilization, the State ECC is activated and ESFs are coordinating resources to support stabilization efforts of the Community Lifelines. See *Volume III – State EOP of the Oregon Comprehensive Emergency Management Plan for additional details.*

The recovery staff in Phase One are focused on gaining situational awareness, documenting disaster impacts, identifying recovery needs and defining the necessary recovery structure to support those needs. Recovery operations are initiated within the Recovery Branch of the Operations Coordination Section and coordinated through RSF 1 – Community Assistance.

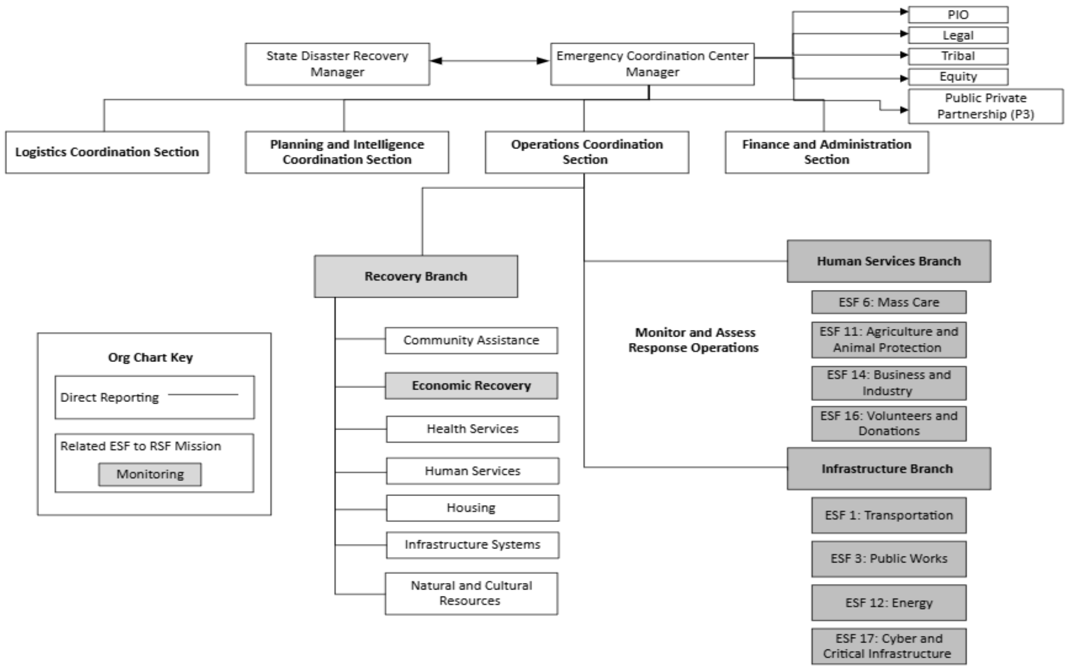

Figure 3: Stabilization - Recovery Branch Organizational Chart

3.3.2 Key Activities

Community Assistance Activation

Depending on the scale and scope of the disaster impacts, the ECC Manager might request state-level activation. If the ECC Manager decides to activate ESF 14 – Business and Industries, BizOR (Coordinating Agency) may assess impacts to businesses and the ability for the jurisdiction to recover based on established resources. When making this assessment the State Disaster Recovery Manager (SDRM) may determine if an RSF 2 – Economic Recovery activation is warranted based on jurisdictional economic impacts (e.g. business damage assessments, business closures, population impacted, infrastructure damage, agricultural impacts etc.).

Community Lifeline Approach to Disasters

The ECC Manager will oversee coordination of response efforts to stabilize the Community Lifelines listed below. Based on the outcomes and data from disaster impacts, this might lead to BizOR assessing economic related impacts.

Figure 4: Community Lifelines

Recovery Branch - Business Oregon Role

BizOR will participate within the activated Community Assistance RSF 1 role and in collaboration with OEM will determine if response-related efforts may lead into the activation of RSF 2. While RSF 2 is not activated, BizOR could assist with:

- Business damage assessment information to support a Small Business Administration – Administrative Disaster Request.
- Compile demographic and economic baseline data (e.g. pre-disaster conditions) for impacted areas.

3.3.3 Key Activities by Department

Participating agencies may be attending the ECC meetings. During this time, the below state agencies could be engaged with response, and depending on the scale of the emergency, there may be a need for the state agency to designate a liaison to focus on initial recovery under RSF 1 Community Assistance. Business Oregon may begin informing the **State Recovery Action Plan – Economic Recovery RSF Section** by establishing initial recovery objectives and pre-activation tasks. 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 Consumer and Business Services

- Provide public outreach and guidance to consumers with 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.

Oregon Department of Administrative Services

- Provide support to economic damage assessment and development activities through the Office of Economic Analysis and the State Chief Economist.

Oregon Department of Agriculture

- Assess impacts related to agricultural business activities.

Oregon Department of Energy

- Continue to report on status of and risks to the fuel supply chain.
- Provide technical assistance to local and Tribal partners regarding planning and implementation of plans for energy resilience and fuel management.
- Administer assistance programs and funds that can be used for repair of utility system(s) impacting a jurisdiction.

Public Utility Commission

- Assess damages related to energy generators, communications, electric utilities and natural gas that are impacting economic functions within a community.
- Identify opportunities to maintain, strengthen, or relax the regulatory requirements imposed on utilities to ensure continuity of service in recovering areas, as appropriate and authorized by law.

Travel Oregon

- Collect economic impact data for Oregon's tourism industry after a disaster and how that impacts revenue.

Governor's Office Regional Solutions

- Assist with informing disaster impacts and areas that might need long-term economic recovery support.

3.3.4 Economic Recovery Activation

The State Disaster Recovery Manager (SDRM) (in coordination with BizOR) will determine the RSF 2 activation based on the following considerations:

- A disaster has occurred that causes significant destruction of assets (e.g., buildings, infrastructure, crops) or disruption of supply chains.
- The scale of the disaster has anticipated direct and/or cascading impacts that will have adversely impacted employment, local businesses and overall city, county, and/or state revenue.

3.3.5 Economic Recovery Council(s):

Community economic resiliency in the aftermath of a disaster can often derive from other underlying impacts such as the post-disaster community population, housing, business sustainability, and infrastructure damage. Depending on the scale of community related damages and economic viability, the Governor may establish a state Economic Recovery Council (or regional councils) in areas that will require long-term resources. The ERC(s) may be made up of elected officials, community organizations, Governor's Office Regional Solutions, and key leaders from state agencies. The recommendations and findings from these ERCs may inform funding opportunities and programs managed by state agencies (RSF 2 partners) to support local and/or Tribal recovery efforts.

Following the 2020 Wildfires, the Governor convened the Wildfire Economic Recovery Council to focus on assessing community and economic impacts of the fires and assistance needs to establish state assistance. The council established three focus areas

1. Housing and sheltering
2. Debris and cleanup
3. Recovery and rebuilding

While these were the focused areas in the aftermath of the 2020 wildfires, future disaster impacts could alter these areas.

Case Study 1: 2020 Wildfires - Economic Recovery Council

3.3.6 Response to Recovery Best Practices and Considerations

Once it has been determined that the disaster has stabilized and the ECC returns to Steady State or shifts response operations to a different incident, BizOR may consider doing the following:

- Transition between BizOR personnel to begin focusing on long-term economic recovery funding.
- Consolidate economic impact information gathered during response and utilize this report for recovery decision making.
- Begin identifying recovery objectives for the State Recovery Action Plan (SRAP) that will assist with coordinating recovery efforts.
- Identify necessary federal, state, local/Tribal and nongovernmental support needed for accomplishing the mission of RSF 2.

3.4 Phase Two: Recovery Operations

3.4.1 Purpose

This phase focuses on coordinating and delivering targeted recovery support to address immediate and mid-term needs across impacted communities. The RSF 2 Economic Recovery works with partners to implement recovery strategies, restore critical functions, and begin laying the foundation for long-term recovery.

During this phase, the various RSFs contribute to development of the incident recovery plan. Listed below are considerations for RSF 2 Economic Recovery when contributing to the incident recovery plan:

- If activated, the Economic Recovery Councils may provide a report of summarized impacts, barriers, and priorities. The findings of this report could help inform actions that the RSF 2 Economic Recovery agencies could take based on available programs and funding.
- Oregon is diverse and therefore economic recovery solutions identified in a post-disaster recovery environment could vary based on the community. Providing multiple courses of actions for a county or Tribal government offers flexibility as they lead their recovery efforts.
- While resources may be available, the community might not be ready to apply and/or they may not have the capacity to manage a grant opportunity.

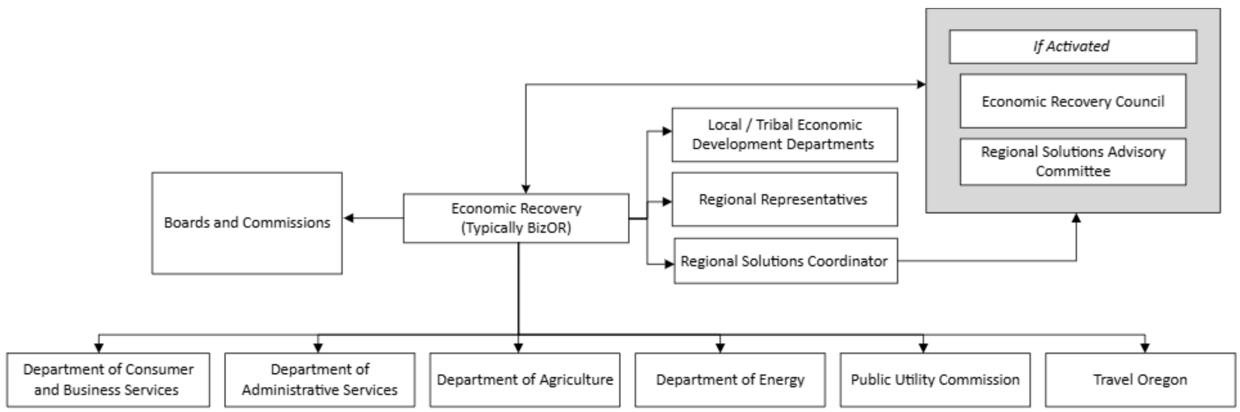

Figure 5: Phase 2 - Economic Recovery Organizational Chart

3.4.2 Key Activities

Business Oregon will oversee the Economic Recovery activation and facilitate economic recovery efforts at the state-level. Agencies supporting RSF 2 Economic Recovery must be ready to provide ongoing recovery support for local and Tribal recovery activities. This support may be delivered as part of RSF activation and integrated into ongoing departmental functions as recovery needs evolve. Figure 4 illustrates the state partners that BizOR will typically be coordinating with to establish economic recovery objectives and outcomes. Depending on the scale of the disaster, RSF 2 might operate in the direction of the Economic Recovery Council and Regional Solutions Advisory Committee(s). Typical recovery activities may include, but are not limited to:

- Facilitate Economic Recovery coordination meetings.
- Develop the RSF 2 Economic Recovery Post-Disaster Action Plan (section within the SRAP) in coordination with federal, state, local and Tribal partners.
- Coordinate with other RSFs to understand the economic impact caused by the disaster (e.g. Human Services, Housing, Infrastructure).

If the Economic Recovery Council is established by the Governor, monitor the findings and state funding capabilities.

- Establish recovery objectives, identify federal and state partners and identify resources and recovery barriers that may impact long-term recovery.
- Provide resources and technical assistance to local and/or Tribal partners.
- Support the development of the Governors Policy Briefing led by OEM (as needed).
- BizOR 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 and Business Oregon will determine the scale and requirements needed for supporting economic recovery. Agencies listed below may coordinate with federal, state and impacted jurisdictions to work towards meeting the objectives within their roles and responsibilities listed below:

Coordinating Agency:

BizOR will oversee operational activities. Typical recovery activities may include, but are not limited to:

- Provide technical assistance and (as available) provide capital and financial resources to businesses located in the impacted areas for the purposes of rebuilding.
- Assist communities in obtaining competitive federal funding for economic development based on the community recovery priorities.
- Provide technical assistance to Oregon businesses for accessing foreign markets to encourage outside investment.

Participating Agencies:

Participating agencies may respond to Crisis Management System requests and may provide assistance on an as-needed basis in accordance with statutory/regulatory requirements. If determined by OEM and BizOR, the following agencies may need to attend internal Economic Recovery Coordination meetings:

Governor's Office Regional Solutions:

- Provide regional delivery of economic recovery support to local and Tribal partners.

Department of Consumer and Business Services:

- Continue coordination of occupational health and safety issues in impacted areas and provide additional assistance as state and/or federal funds are authorized.
- Continue to support insurance related questions from counties, cities and homeowners/renters to assist with rebuilding infrastructure.
- Provide technical support on building code compliance to local building departments in impacted areas.
- Coordinate the filing of workers' compensation claims for injuries sustained in emergency response and recovery activities.
- Provide technical support to local building departments for issues related to building code compliance in impacted areas.
- Support the filing of workers' compensation claims for injuries sustained in emergency response and recovery activities.

Oregon Department of Agriculture:

- Provide technical assistance and assist with the identification of USDA resources with partners for the restoration of agricultural business activities.

Oregon Department of Environmental Quality:

- Provide technical assistance to facilitate environmental permits required to operate regulated facilities located in impacted areas.

Oregon Department of State Lands:

- Provide technical assistance for the restoration of economic activities permitted on state lands.
- Support recovery activities for port facilities.

Department of Land Conservation and Development:

- Administer the state's land use planning program.

Higher Education Coordination Commission:

- Identify opportunities for communities to seek long-term workforce development.

Oregon Department of Forestry:

- Provide technical assistance toward the restoration of forestry activities.

Oregon Department of Energy:

- Based on the scale of damage to energy providers, participate in the Economic Recovery Council to identify mitigation, investment, and growth opportunities.
- Coordinate with fuel industry partners to monitor the fuel supply chain, prioritize fuel delivery, and identify sources of fuel.

Oregon Employment Department:

- Identify opportunities for workforce development.

Oregon State Marine Board:

- Support the restoration of waterway access and related economic activities that accompany recreational boating (such as angling, tourism, outfitter guiding).

Oregon Public Utility Commission:

- Continue to facilitate restoration support with federal, state, and mutual aid partners.
- Based on the scale of damage to energy providers, OPUC may be represented in the Economic Recovery Council to identify investment and growth opportunities.

Oregon Department of Revenue:

- At the direction of the appropriate authority, adjust tax collection and payment schedules to facilitate economic recovery.
- Support financial and tax literacy through education and outreach for individuals and businesses.
- Distribute funds appropriated by the legislature to individuals or local governments, such as stimulus payments or grants.

Travel Oregon:

- Collect economic impact data for Oregon’s tourism industry after a disaster.
- Liaise with tourism industry stakeholders.

Oregon Office of the Secretary of State:

- Facilitate post-disaster entity registration, reinstatement, and filing activities to support business continuity and new entity formation.

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.
- Recovery programs have been established that have a timeline to rebuild the community.
- Impacted cities, counties and/or Tribal jurisdictions have developed solutions to repair their economy (e.g., business and infrastructure repaired, the population impacted has recovered, the state of the economy is at pre-disaster levels).
- No additional support is needed from federal and state partners outside of what has been established.

3.5 Phase Three: Long-Term Recovery

3.5.1 Purpose

This phase supports sustained efforts to rebuild and revitalize economic communities in the aftermath of a large-scale disaster. Through established programs, agencies within RSF 2 may continue to advance long-term recovery goals by addressing systemic challenges and supporting community-led solutions.

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

Long-term Recovery is centered on supporting local and Tribal Governments as they implement recovery projects and return to pre-disaster operations. This phase emphasizes both execution and accountability, with a strong focus on implementing and tracking recovery efforts. Designated RSFs play a key role by using tracking tools to monitor project progress and ensure alignment with recovery objectives.

Program Implementation and Deactivation

As state agencies are completing their long-term plan for supporting community-led recovery efforts, there is often a shift to focus on program implementation. BizOR may need to provide ongoing community outreach and partner updates to ensure effective program implementation and funding allocation. At this point in recovery, internal coordination meetings of RSF 2 partners are no longer warranted and BizOR may function as a participating agency if RSF 1 Community Assistance is still activated.

Long-term recovery activities for RSF 2 Economic Recovery may include the following:

- BizOR may maintain continued support for business development and will inform OEM if there are any additional needs to support long-term recovery.
- Support jurisdictions with sub-recipient agreements through the state to ensure successful implementation.
- Governor’s Office may request reports of long-term recovery efforts if funding was provided from the state and/or federal government.
- Ensuring programs initiated to support long-term recovery are sustainable.
- Coordinating and collaborating with local partners to maintain recovery momentum and recovery success.
- Updating RSF contacts and reporting any changes needed to this annex to OEM and BizOR.

Oregon Department of Emergency Management (OEM), alongside Coordinating and Participating Agencies, may conduct After-Action Reports (AARs) to evaluate the effectiveness of the response to recovery 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

OEM and BizOR are responsible for collaborating with partners to update this RSF Annex and any additional annexes. At a minimum, this annex 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 update 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 the OEM Maturity Model Program, a grading rubric used to ensure that state agencies meet the necessary standards to prepare for disasters.

4.2 Training

OEM and BizOR 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 2 Economic Recovery 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 are encouraged to 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 Agency: Business Oregon
Oregon Department of Emergency Management
Office of Oregon Governor – Regional Solutions
Department of Consumer and Business Services
Department of Land Conservation and Development
Department of Administrative Services
Department of Environmental Quality
Department of State Lands
Department of Agriculture
Higher Education Coordinating Commission
Department of Forestry
Department of Energy
Oregon Employment Department
Oregon State Marine Board
Public Utility Commission
Department of Revenue
Travel Oregon
Oregon Office of the Secretary of State

5 Appendices

Appendix A: Acronyms and Abbreviations

AFN – Access and Functional Needs

AAR – After-Action Report

BizOR – Business Oregon

CDBG – Community Development Block Grant

DAS – Department of Administrative Services

DCBS – Department of Consumer and Business Services

DEQ – Department of Environmental Quality

DHS – U.S. Department of Homeland Security

DLCD – Department of Land Conservation and Development

DOC – U.S. Department of Commerce

DOR – Oregon Department of Revenue

DSL – Department of State Lands

EDA – Economic Development Administration

ECC – Emergency Coordination Center

EDA – Economic Development Administration

EOP – Emergency Operations Plan

ESF – Emergency Support Function

FEMA – Federal Emergency Management Agency

HECC – Higher Education Coordinating Commission

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

IFA – Infrastructure Finance Authority

ODF – Oregon Department of Forestry

ODOE – Oregon Department of Energy

ODRP – Oregon Disaster Recovery Plan

OEM – Oregon Department of Emergency Management

OHA – Oregon Health Authority

OPUC – Oregon Public Utility Commission

OPRF – Oregon Ports Revolving Fund

ORS – Oregon Revised Statutes

OSMB – Oregon State Marine Board

PPMF – Port Planning & Marketing Fund

SBA – Small Business Administration

SDRM – State Disaster Recovery Manager

SoS – Secretary of State

SPWF – Special Public Works Fund

SRAP – State Recovery Action Plan

TGM – Transportation Growth Management

USDA – U.S. Department of Agriculture

Appendix B: Supporting Documents

Other important documents that provide guidance for Economic Recovery include:

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 197 175.750-785 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 2 Federal and State Programs

0

Table 2: Relevant Federal and State Programs

Program	Agency	Assistance Provided	Eligibility	Cost-Sharing Requirements
Brownfields Redevelopment Fund	BizOR	Assessment through cleanup of environmental contamination on real property	Public, non-profit organizations, and private property owners; prospective purchasers of property whether public or private entities.	N/A
Transportation Growth Management	DLCD/ODOT	TGM Planning Grants help local jurisdictions plan for streets and land to lead to more livable, sustainable, and economically vital communities. This planning will increase opportunities for transit, walking and bicycling.	1. Clear Transportation Related Issue 2. Produce an Adoption Ready Product 3. Support of Local Governing Body	90/10
Disaster Supplemental Grant Program	EDA	Transforming local economies after disaster, with an emphasis on improving communities' economic outcomes and resilience to future disasters. Often builds local capacity and infrastructure for economic development.	Public and private non-profits working with local government Public-private partnerships for public infrastructure State, local, and Tribal governments	EDA – 80% but up to 100%

			Economic Development Districts Institutions of higher education Economic development organizations	
Business and Industry Guaranteed Loan	USDA	This program offers loan guarantees to lenders for their loans to rural businesses.	For-profit or non-profit businesses. Cooperatives. Federally recognized Tribes. Public bodies. Individuals engaged or proposing to engage in a business.	N/A
Small Business Administration Disaster Assistance	SBA / OEM	**Physical Damage Loan** Loans to cover repairs and replacement of physical assets damaged in a declared disaster. **Economic Injury Disaster Loans** Funding to cover small business operating expenses after a declared disaster. **Mitigation Assistance** Expanded funding to make improvements to eliminate future damage.	• Businesses of all sizes • Homeowners • Renters • Private nonprofit organizations *You must be located in a declared disaster area and meet other eligibility criteria depending on the type of loan.*	
Community Development Block Grant (CDBG)	HUD / BizOR	Public works infrastructure, community facilities, regional housing rehabilitation and Community and Economic Development projects.	Non-entitlement cities and counties	N/A

Oregon Ports Revolving Fund (OPRF); Port Planning & Marketing Fund (PPMF)	BizOR	Eligible projects include planning and construction of infrastructure and facilities. Projects can	Oregon Ports established under ORS 777 and 778	1 N/A
Safe Drinking Water Revolving Loan Fund (SDWRLF)	BizOR/OHA	Design and construction of a wide range of drinking water system infrastructure. Project types include, but are not limited to, installation or rehabilitation of water treatment, transmission/distribution, finished water reservoirs, new water sources and/or consolidation.	Privately-owned and publicly owned community water systems, as well as non-profit non-community water systems. A community water system is a public water system that serves at least 15 connections or serves at least 25 year-round residents.	N/A
Special Public Works Fund (SPWF)	BizOR	Planning and construction of municipally owned infrastructure, emergency projects to which federally declared disaster relief has been committed, levees, industrial land development which may have a firm business commitment, transportation, road, marine, and other essential community facilities.	Municipalities: airport district organized under ORS 838, cities, counties, County service districts organized under ORS 451, District as defined in ORS 198.010, Domestic water supply districts organized under ORS 264, Ports incorporated under ORS 777.005 to 777.725 & 777.915 to 777.953 & 778.010, Sanitary authority, water authority or joint water and sanitary authority organized under ORS 450.600 to 450.989, Sanitary districts organized under ORS 450.005 to 450.245, Tribal Council of a federally recognized Indian tribe in this state	N/A