



# **Emergency Management Exercise Report (EMER)**

## **Development and Submission Guidance**

**Updated: August 2023**

**Oregon Department of Emergency Management  
3930 Fairview Industrial DR SE  
Salem, OR 97302-1166**



# OREGON DEPARTMENT OF EMERGENCY MANAGEMENT

## Table of Contents

<b>Purpose</b> .....	<b>2</b>
<b>Scope</b> .....	<b>2</b>
<b>Authorities and References</b> .....	<b>2</b>
Grant Requirements .....	2
Oregon Revised Statute 401 .....	3
<b>Definitions</b> .....	<b>3</b>
Exercises.....	3
Actual Occurrences.....	4
<b>EMER Form Submission</b> .....	<b>4</b>
Exercise Credit.....	4
Submitting an Actual Occurrence Report as an EMER for Exercise Credit.....	5
<b>Returned or Denied Submission</b> .....	<b>6</b>
<b>Additional Information</b> .....	<b>6</b>
OEM Exercise Program .....	6
OEM Grants Program .....	6
<b>Appendix A: EMER Submission Flow</b> .....	<b>7</b>

## Purpose

Oregon Emergency Management (OEM) has developed the Emergency Management Exercise Report (EMER) form to track and validate requirements for exercise development and participation. These reports provide a snapshot of work accomplished but may not indicate the ultimate closing of a capability gap. All the reports are collected and aggregated in the State of the State capability assessment to highlight trends statewide and identify gaps and opportunities for future improvement. This guidance provides roles and responsibilities for completing reports, instructions for completion and definitions.

## Scope

This guidance document is for state, county, local and tribal emergency management practitioners who have either developed and conducted exercises or are leveraging applicable real-world events or *actual occurrences* for Oregon exercise requirements per federal grant funding and state statutes.

## Authorities and References

### Grant Requirements

#### Emergency Management Performance Grant (EMPG)

OEM provides EMPG funds to eligible local and tribal emergency management agencies and requires exercise planning and participation. The EMPG program provides state, local, tribal and territorial emergency management agencies with the resources for implementation of the National Preparedness System and works toward the National Preparedness Goal of a secure and resilient nation.

EMPG grant guidance requires **EMPG-funded staff** to participate in three exercises per fiscal year. Participation can include:

- Participating in an exercise your agency conducts.
- Participating in an exercise another agency conducts.
- Participating in an actual occurrence.
- Being on an exercise planning team.
- Serving as an exercise evaluator.
- Observing at another agency exercise.

Oregon Administrative Rule [104-010-005](#) outlines the participation requirements of local and tribal governments in the Federal Emergency Management Agency (FEMA)'s EMPG program. **Each EMPG-funded jurisdiction** is required to develop and conduct two exercises, one discussion-based and one operations-based, and EMPG-funded personnel must participate in three exercises.

#### State Homeland Security Grant Program (HSGP)

The HSGP is a Department of Homeland Security (DHS) FEMA grant program. Oregon currently receives funding under two HSGP programs: The State Homeland Security Program (SHSP) and the Urban Area Security Initiative (UASI). Together, these grants fund a range of exercise events designed to prepare

for, respond to, and recover from acts of terrorism or catastrophic events. The EMER form is used to confirm the integrated exercise event took place.

## **Oregon Revised Statute 401**

In 2022, the Oregon Legislature passed [House Bill 4068](#) amending ORS 401 to include additional exercise conduct and reporting requirements for OEM and state agencies. In accordance with this, each state agency will conduct an internal exercise that tests at least one element of the state agency's emergency preparedness and submit a written report to OEM. That written report will be the EMER.

## **Definitions**

### **Exercises**

Exercises are activities designed to help build preparedness for threats and hazards by providing a low-risk, cost-effective environment to:

- Test and validate plans, policies, procedures and capabilities.
- Identify resource requirements, capability gaps, strengths, areas for improvement and potential best practices.

### ***Types of Exercises***

**Discussion-based exercises** will be conducted to familiarize partners and players and develop new plans, policies, agreements and procedures. Discussion-based exercises focus primarily on strategic, policy-oriented issues. Facilitators and presenters usually lead the discussion, keeping participants engaged and on track toward meeting the exercise objectives. Discussion-based exercises include:

- **Seminars** – A lecture or presentation that provides an overview of key information such as emergency management concepts, authorities, protocols, plans, procedures and strategies. Informative and while not usually interactive, often offers a question-and-answer component to clarify the presented material.
- **Workshops** – Broad attendance by relevant stakeholders, more participant interaction than a seminar and the focus is on achieving or building a product (e.g., standard operating procedures, emergency operations plan, mutual-aid agreement).
- **Tabletop Exercises (TTX)** – Provide a hypothetical, simulated emergency to generate discussion. TTXs are intended to validate existing plans and procedures and enhance awareness. They assist in identifying strengths and areas for improvement.
- **Games** – A simulation of operations that involves two or more teams, usually in a competitive environment designed to depict an actual or hypothetical situation. Games can be used to validate plans and procedures or evaluate resource requirements.

**Operations-based exercises** are characterized by actual reactions to an exercise scenario, in real-time, such as initiating communications or mobilizing personnel and resources.

- **Drills** – A coordinated, supervised activity employed to validate a specific function or capability in a single agency or organization. They can be used to provide training on new equipment,

maintain current skills and validate procedures. Clearly defined procedures and protocols need to be in place for a drill to be successful.

- **Functional Exercises** – Conducted in a realistic, real-time environment, these exercises are designed to validate and evaluate capabilities and multiple functions. They’re focused on exercising plans, policies, and procedures and key staff members. Movement of personnel and equipment is usually simulated. A Master Scenario Events List (MSEL) is used to ensure participant activity remains within predefined boundaries and objectives are accomplished.
- **Full-Scale Exercises (FSE)** – Conducted in a real-time, stressful environment that is intended to mirror a real incident, FSEs are typically the most complex and resource intensive type of exercise. They involve multiple agencies, organizations, and jurisdictions. The FSE simulates reality by presenting complex and realistic problems that require critical thinking, rapid problem solving, and effective responses by trained personnel.

### Actual Occurrences

For the purposes of this form, the definition of **actual occurrences** closely mirrors the definition of *emergency*: Any occasion or instance, such as a hurricane, tornado, storm, flood, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, wildfire, explosion, nuclear accident, or any other natural or man-made catastrophe that warrants action to save lives and to protect property, public health, and safety *and is outside of routine response calls within that jurisdiction*.

Considerations will be made for local disaster declarations and partial or full activations of an Emergency Operations Center/Emergency Coordination Center (EOC/ECC). Disaster declarations and EOC/ECC activations are to be noted in the form.

### **EMER Form Submission**

#### Exercise Credit

EMERs are to be submitted to the OEM Exercise Program within 30 days of the exercise completion. EMERs should be submitted using either of the following options:

- Primary: A direct email to the [oem.exercise@oem.oregon.gov](mailto:oem.exercise@oem.oregon.gov) with both the form and required documents as attachments.
- Secondary:
  - Form via Microsoft Forms [EMERs survey](#).
  - Required documents emailed to [oem.exercise@oem.oregon.gov](mailto:oem.exercise@oem.oregon.gov).

Submissions will be reviewed by the OEM Exercise Program within 30 days of receipt. Once submissions have been received and reviewed, a confirmation email will be issued by the OEM Exercise Program. Incomplete or incorrectly completed forms will be returned to the sender with corrective suggestions.

Appendix A: EMERs Processing Procedures (page 7) provides a visual flow for the evaluation process.

### *Required Exercise Documents*

For the OEM Exercise Program to successfully review the exercise or actual occurrence, submissions should include the following exercise-based documents:

- **Situation Manual or Exercise Plan:** The inclusion of this product will help the reviewer better understand the scope, purpose and components of the exercise event. Situation manuals should be provided for discussion-based exercises and exercise plans for operations-based exercises.
- **After-Action Report (AAR) or Overview of Initial Lessons Learned (Section 4):** This product is asked to be included to support OEM build a better understanding of the statewide capabilities' strengths and gaps. If you've completed an AAR by the time of EMER submission, please include that product. If an AAR is not within the 30-day window, include an overview of the initial lessons learned outlining themes of strengths and areas for improvement.
- **Exercise Sign-In Sheet:** This product supports OEM's understanding of the statewide partners being engaged during exercise activities and confirms the event was held.

### *File Upload Format*

Please submit **one folder** containing the EMER form and required documents to the exercise inbox.

Label folders as *Name of Jurisdiction\Agency\Department\etc.\_Month\_Year*. Common abbreviations are acceptable. Examples:

- ClackamasCounty\_May\_2023
- Portland\_Feb\_2023
- ODOT\_Aug\_2023

### **Submitting an Actual Occurrence Report as an EMER for Exercise Credit**

Responding to real-world events and actual occurrences will always be prioritized over exercise activity. Actual occurrences and real-world events can be leveraged for EMPG exercise requirement credit. Agencies submitting an EMER form following an actual occurrence will follow the same submission process detailed above for exercise events, with the slight adjustment of expected documentation listed below.

### *Required Actual Occurrence Documents*

Actual occurrence submissions shall include the following documentation:

- **First and last Incident Action Plan (IAP):** Partners should include the first and last IAP developed during the response. Please be sure the EMPG-funded person(s) is identified in the IAP to demonstrate participation in the actual occurrence.



## *Search and Rescue*

If you are submitting an actual occurrence that's an applicable Search and Rescue (SAR) operation, the process will remain the same. The current requirements for appropriate SAR-mission submissions must include:

- A minimum duration of 12 hours.
- A written IAP.
- Involvement of an EMPG-funded staff member.

## **Returned or Denied Submission**

Incomplete or insufficient forms will be returned with the errors or omitted required information highlighted for the senders' review. Incomplete or insufficient EMER forms can be resubmitted once the edits or corrections have been made. Inquiries can be directed to the OEM Exercise Program inbox at [oem.exercise@oem.oregon.gov](mailto:oem.exercise@oem.oregon.gov).

## **Additional Information**

### **OEM Exercise Program**

More information regarding OEM's Exercise Program is available on the [OEM Exercise Program webpage](#). For questions or guidance regarding the Exercise Program, contact OEM at [oem.exercise@oem.oregon.gov](mailto:oem.exercise@oem.oregon.gov).

### **OEM Grants Program**

General information regarding OEM's Grants program is available on the [OEM Grants webpage](#).

Specific information regarding OEM's EMPG program is available on the [OEM EMPG webpage](#). For questions or guidance regarding the EMPG, contact OEM at [oem.empg@oem.oregon.gov](mailto:oem.empg@oem.oregon.gov).

Specific information regarding OEM's HSGP program is available on the [OEM HSGP webpage](#). For questions or guidance regarding the EMPG, contact OEM at [shspadmin@oem.oregon.gov](mailto:shspadmin@oem.oregon.gov).

## Appendix A: EMER Submission Flow

The image below represents the processing procedure for received EMERs forms.

