



Sunken vessel Mermaid raised from the Columbia River

Oil Spill Contingency Planning Annual Report Fiscal Year 2025

September 2025



Worst case exercise in Portland, OR.

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Executive summary



This report documents fees collected for oil spill contingency planning and preparedness activities conducted by the Oregon Department of Environmental Quality, for fiscal year 2025 beginning July 1, 2024, and ending June 30, 2025 (FY 2025). This report provides an analysis of the fees collected to ensure that revenue is sufficient to meet DEQ's budgetary needs to operate an effective oil spill contingency planning program.

This report is required by ORS 468B.412 and ORS 468B.405, which establish fees for covered vessels and facilities to be submitted to DEQ. The fees are dedicated to implementing the work required of DEQ by ORS 468B.300 through 468B.500, the statutes governing oil spill contingency planning and preparedness. Each year, DEQ publishes a report for the previous fiscal year documenting:

- Fees assessed and collected under ORS 468B.405 on covered vessels, and facilities located offshore and onshore
- DEQ activities conducted during the year as required by ORS 468B.410(4)
- Details on penalties received due to willful or negligent discharge of oil and the use of those funds

Fees collected by DEQ under ORS 468B.405 are used to review industry-prepared oil spill contingency plans, prepare geographic response plans for specific areas, and participate in drills and exercises to ensure plan holders and state responders may respond quickly and effectively to oil spills.

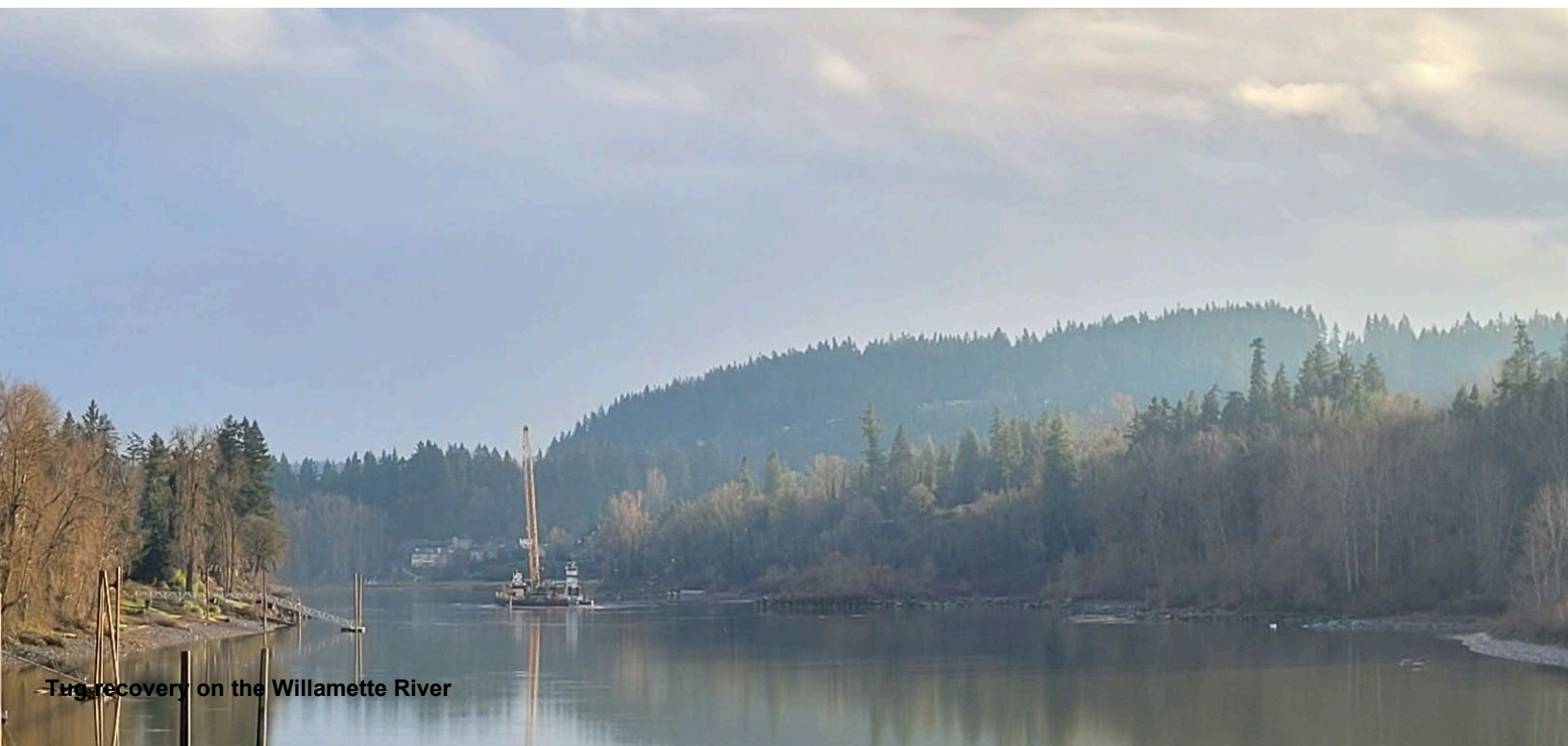


Table of contents

Executive summary.....	3
Oil Spill Preparedness Program.....	5
Oil Spill Control Fund	5
Oil Spill Prevention Fund	5
Fee categories	6
Fee-generating activities.....	6
Oil Spill Control Fund	9
Oil spill program activities conducted in fiscal year 2025.....	10
Contingency plan review and coordination	11
Drills and exercises conducted in FY 2025.....	11
Training conducted in FY 2025	12
Regional Response Team/Northwest Area Committee	13
Coastal Geographic Response Plan updates	14
Pacific States/British Columbia Oil Spill Task Force	15

Oil Spill Preparedness Program

DEQ has two mechanisms for funding its Oil Spill Preparedness Program: The Oil Spill Control Fund and The Oil Spill Prevention Fund.

Oil Spill Control Fund

[ORS 468B.450](#) establishes the Oil Spill Control Fund, which is supported by civil penalties imposed for the “willful or negligent discharge of oil”. Any person who willfully or negligently causes or permits the discharge of oil into the waters of the state shall incur, in addition to any other penalty provided by law, a civil penalty commensurate with the amount of damage incurred. All penalties recovered under [ORS 468B.450](#) shall be appropriated to the DEQ for:

- Cleanup activities
- Contingency plan reviews pursuant to [ORS 468B.360](#)
- Training, response exercises, inspections and tests to verify inventories and ability to respond to oil release emergencies pursuant to [ORS 468B.345](#)
- Verifying or establishing proof of financial responsibility required by [ORS 468B.390](#)
- Reviewing and revising oil spill response plans pursuant to [ORS 468B.495](#) and [ORS 468B.500](#)
- Restoring fish and wildlife production, including habitat restoration pursuant to [ORS 468B.060](#)

Oil Spill Prevention Fund

Oregon Revised Statute [468B.405](#) establishes fees to fund DEQ’s oil spill contingency planning program. The allowable uses of the prevention fund include reviewing required contingency plans, conducting inspections of facilities, conducting exercises, conducting training, and developing plans required under ORS [468B.345](#) to 400. DEQ collects these fees from facilities (including pipelines) that transfer oil in bulk over state-defined navigable waters and covered vessels. Covered vessels with a gross tonnage of more than 300, tank ships, barges transporting oil in bulk and dredges. Specific definitions for covered vessels and facilities are in Oregon Revised Statute [468B.300](#).

Fee categories

Table 1 shows the fees for the various activities and facilities along with the fee-generating activities and revenue for FY 2025.

Table 1 – Fees by Category, Fee-Generating Activities and Revenue for FY 2025

f	Fees	FY 2025 Activity	2025 Fee Revenue
Facilities	\$ 20,000	12	\$ 240,000
Pipelines <= 6"	\$ 15,000	1	\$ 15,000
Pipelines > 6"	\$ 25,000	4	\$ 100,000
Cargo Vessel	\$ 220	1424	\$313,280
Tank Vessel >300T	\$ 5,500	85	\$ 467,500
Tank Vessel <300T	\$ 160	0	\$ -
Barge T1	\$ 160	140	\$22,400
Barge T2	\$ 220	869	\$191,180
Barge T3	\$ 1,850	80	\$148,000
Dredges (/Day Ops)	\$ 100	89	\$ 8,900
Total Revenue			\$ 1,506,260

Fee-generating activities

Facilities and pipelines are charged annual fees, and vessel fees are charged based on the number of trips. A trip, for the purpose of assessing fees, means travel to the appointed destination and return travel to the point of origin within the navigable waters of the state (see ORS 468B.405). Table 1 (above) shows the actual fee-generating activities for FY 2025. Note that actual revenue (shown in the subsequent section) versus fee-generating activities differ slightly based on the timing of arrivals, the dates when billing and collection of the fees occur, and the interest on the funds held in the account. Figure 1 (below) shows the fees collected by fee category for the past 10 years.

Figure 1 – Comparison of Key Fee-Generating Categories for Fiscal Years 2015 through 2025

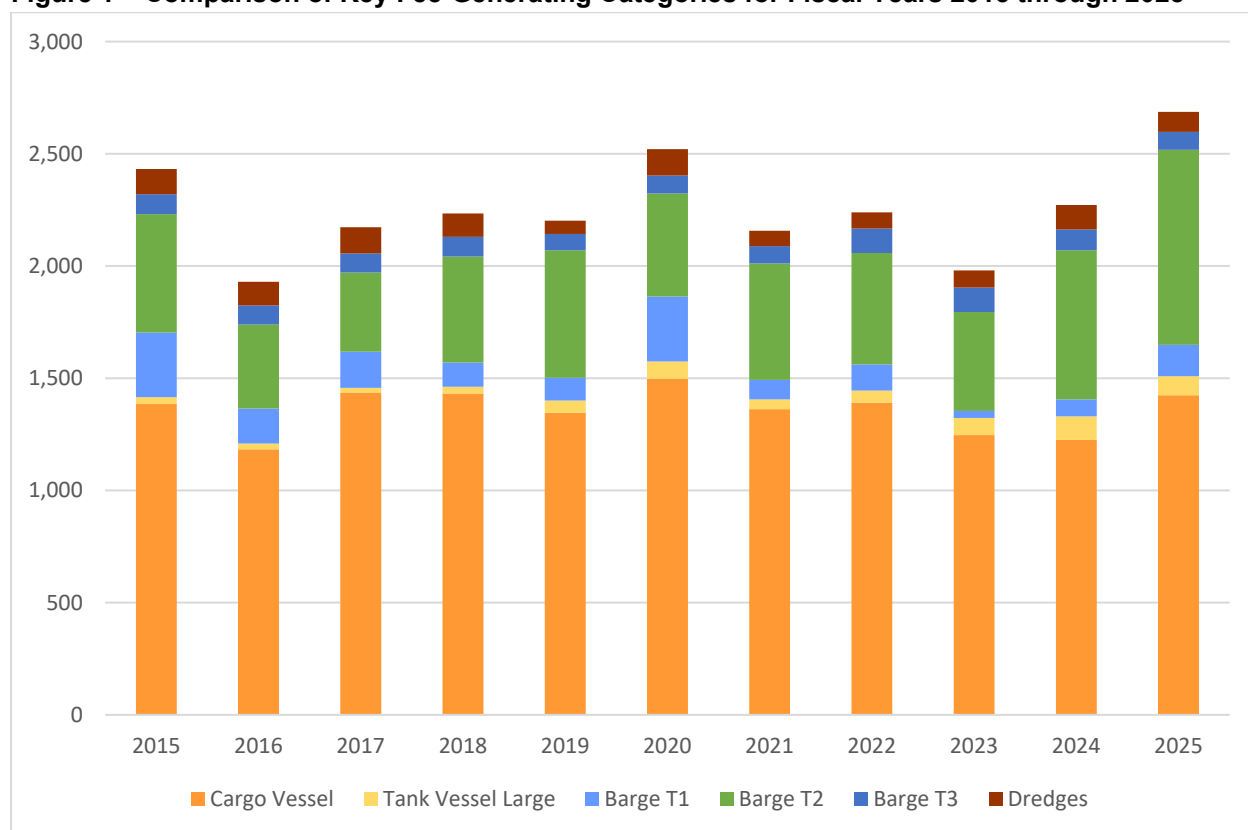


Figure 1 (above) shows that the short-term variability and longer-term trends in the shipping industry make year-to-year funding projections difficult and have affected the stability of funding for DEQ's oil spill planning and prevention programs. It continues to be challenging to forecast industry activities and the reasons for the variability are too complex to predict for instance, we have yet to see the impacts of the closing of USAID, which accounts for about half of the grain exports on the Columbia & Willamette Rivers. There is also concern that we may lose bulk facilities in the coming years if they are unable to comply with the new seismic tank stability program's rules.

Figure 2 – Oil Spill Prevention Fund Revenue Breakdown for Fiscal Years 2021 to 2025

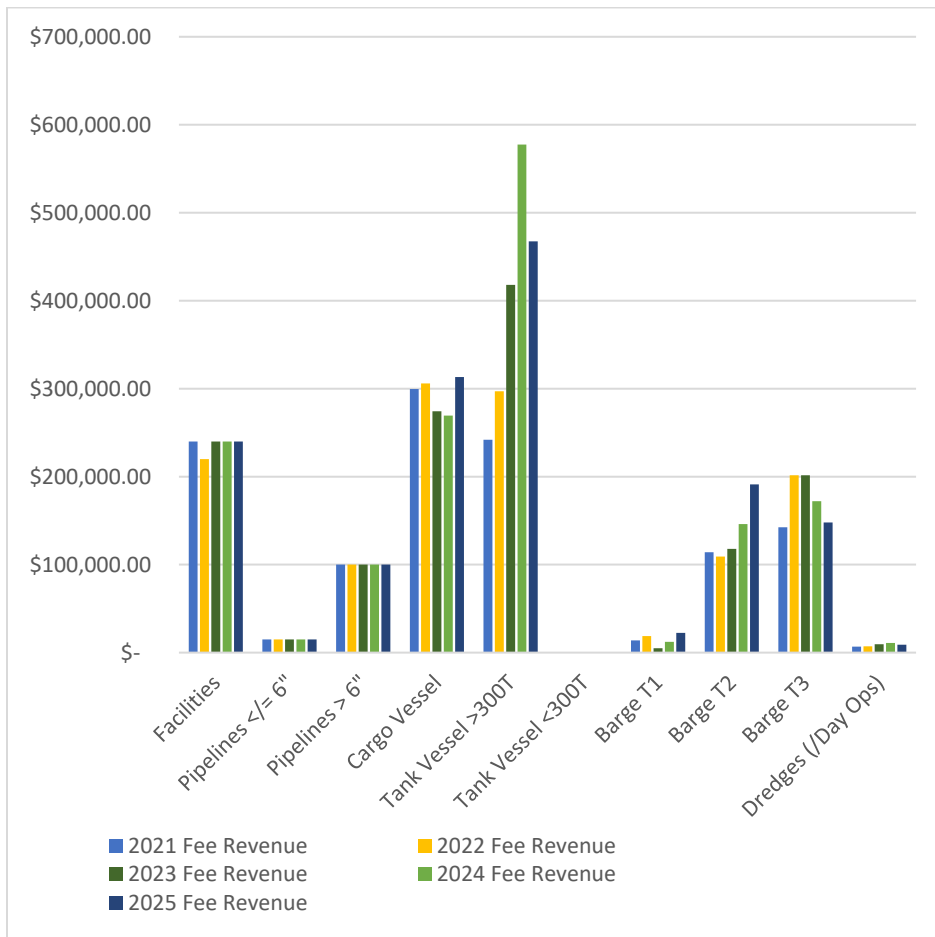


Figure 2 (above) shows the revenue by fee category for the period FY 2021-2025.

Figure 3 – Oil Spill Prevention Fund Revenue, Expenses and Ending Balance for Fiscal Years 2021 through 2025

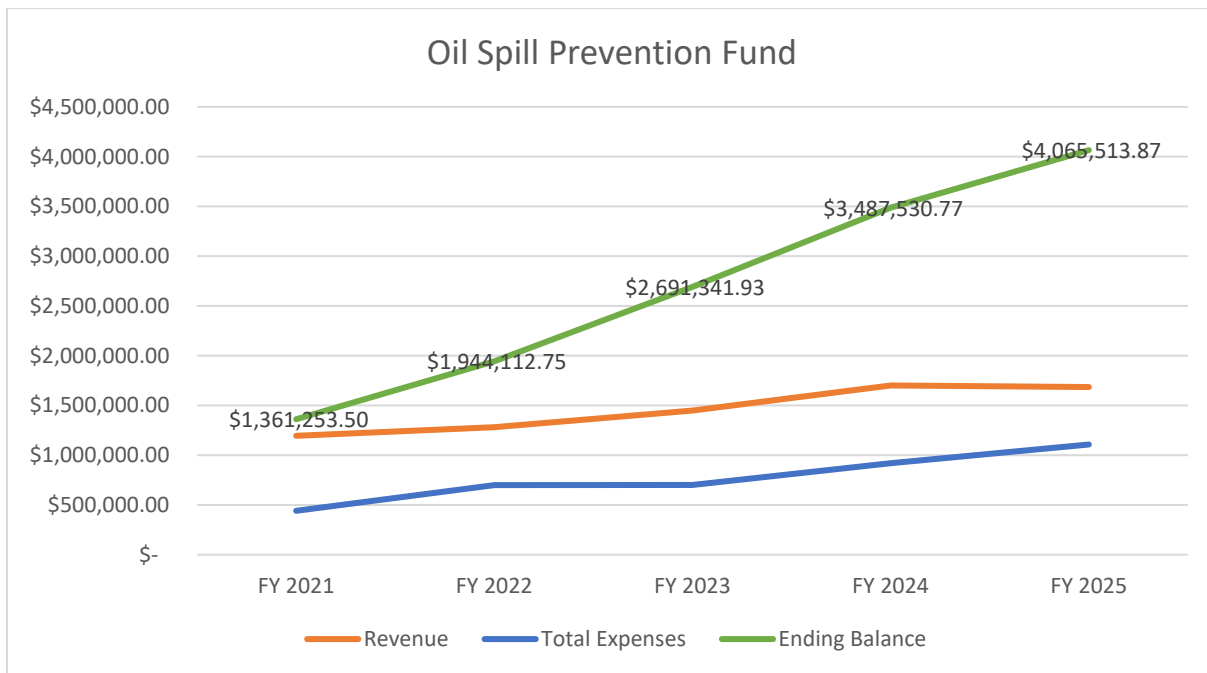


Figure 3 (above) shows fee revenue, total expenses and ending balances for the Oil Spill Prevention Fund for FY 2021 through 2025. The bulk of the Oil Spill Prevention Fund is used to pay for staff time preparing to respond to large oil spills within the oil transport industry. Increased revenue has allowed DEQ to expand participation in drills and exercises, continue work on plan review and development, and facilitate coordination among the oil spill industry.

Oil Spill Control Fund

The original Oil Spill Contingency Planning Act, passed in 1991, established the Oil Spill Control Fund (Oregon Revised Statute 468B.455). All civil penalties recovered for violations related to the willful or negligent discharge of oil are to be deposited in this fund.

The control fund received no funds from fines in FY 2025. \$1007.92 in interest was earned, and there were \$811.02 in expenses were drawn from this fund in FY 2025, for an ending balance of \$20,148.58.

Oil spill program activities conducted in fiscal year 2025

DEQ responsibilities under Oregon's statutes on oil spill contingency planning are:

- Ensure all regulated vessels and facilities have prepared oil spill contingency plans, and that those plans meet requirements specific to protecting Oregon's navigable waterways
- Verify that equipment listed in oil spill contingency plans is available and adequately maintained, that personnel listed in the plans are trained, and that drills and exercises are conducted
- Conduct drills and exercises in accordance with the [Northwest Area Contingency Plans](#) and promote a consistent approach to incident response to oil spills through the use of the Incident Command System throughout preparedness and response activities
- Develop and maintain an interagency response plan for oil or hazardous material spills

DEQ activities charged to the Oil Spill Prevention Fund include:

- Geographic Response Plan development and updates (excluding railroad routes, which have separate funding)
- Northwest Area Committees and Regional Response Team participation
- Updates to the Northwest Area Contingency Plan/Regional Contingency Plan
- Review of the Sector Columbia River Area Contingency Plan
- Oil spill preparedness training and development of information needed for response
- Assist plan holders in developing and conducting drills and exercises
- Participate in plan holder-led drills and exercises
- General oil spill planning and preparedness
- Pacific States/British Columbia Oil Spill Task Force activities
- Interagency Agreement with ODFW for spill responder training as well as drill and exercise participation

The relative proportions of various planning, plan review and exercise components conducted in FY 2025 by Emergency Response Program staff are consistent with previous years, with the largest proportion of program activities during this period being the participation in oil spill drills and exercises and review of oil spill contingency plans (approximately 40%). Significant work took place on reorganization and plan development under the the Northwest Area Committee(s) and Regional Response Team (approximately 20%) and participation in the Pacific States-BC Oil Spill Task Force activities (approximately 10%). DEQ continued to provide general oil spill training for staff to strengthen our core response team's readiness (approximately 25%) and to advance the Oregon Coastal Geographic Response Plan update (approximately 5%). Details of these program activities are covered in more detail in the following sections.

The year-to-year variations in activities year to year are typically due to Oregon hosting a Pacific States/British Columbia Oil Spill Task Force Annual Meeting, initiating a Geographic Response Plan update, or reviewing and approving significant contingency plan changes. Significant time was spent on Northwest Area Committee activities and reconfiguring the Northwest Area Contingency Plan. That process is described below.

Contingency plan review and coordination

Fees collected by DEQ under ORS 468B.405 are used to review industry oil spill contingency plans and to participate in drills and exercises to ensure plan holders and state responders respond quickly and effectively to oil spills. To be approved by DEQ, oil spill contingency plans must meet requirements specific to protecting Oregon's navigable waterways. Fourteen individual contingency plan holders submit plans for DEQ review and approval.

DEQ approves plans for five years and reviews any significant changes made during the year. DEQ has a public comment period of at least 30 days for each plan under review and makes plans available for public review on its website or in hard copy at the headquarters office.

Drills and exercises conducted in FY 2025

Drills and exercises are an important aspect of the program for testing the organizational and operational skills of plan holders and for preventing or reducing the impact of potential future incidents. DEQ participated in five in-person drills and exercises in FY 2025. In some instances, DEQ staff were connected to an exercise remotely to test our ability to provide early response support and to support incidents with a wider geographic scope.

Additionally, DEQ has been building an Incident Management Team (IMT) with 58 staff from all regions and many DEQ programs participating. DEQ is using the drill-and-exercise program to train staff in the Incident Command System.

DEQ also invited and encouraged attendance from OEM, OHA, ODFW, NWS, NOAA and numerous county emergency managers, resulting in 19 attendees from these various agencies participating in recent exercises. The participation of outside agencies increases the realism of these exercises, and provides training for their staff, and is expected to result in better integration of resource managers and emergency responders in actual incidents.

DEQ follows the Northwest Area Contingency Plan (NWACP) and the Incident Command System at drills and exercises. DEQ typically staffs positions in the Unified Command, including Command Staff, Joint Information Center, Planning Section (Environmental Unit Leader and GIS Specialist), Safety Officer, and in Liaison. Per the NWACP, DEQ is responsible for staffing and leading the Environmental Unit, the Public Information Officer, and the public Liaison Officer during drills and actual responses.

Table 2 – Drills and Exercises Conducted in FY 2025

Plan Holder	Date	Drill Type	# DEQ Staff Attended	DEQ Hours
Phillips 66	8/01/2024	WCD	13	104
Columbia Pacific Bio Refinery	8/15/2024	WCD	11	88
Tidewater	10/24/2024	WCD	5	40
NuStar Energy	11/13/2024	WCD	14	112
McCall Oil	11/21/2024	WCD	10	80
			Total Staff Time	424

TTX = Tabletop Exercise; Virtual = Participants connecting remotely via collaboration platform (MS Teams, etc.)

TTX/Deployment = Tabletop Exercise combined with an equipment deployment drill

WCD = Worst Case Discharge Exercise; GUIE = Government Initiated Unannounced Exercise

Six plan-holders are scheduled for worst-case discharge exercises in FY 2026.

Training conducted in FY 2025

Training is an important element in maintaining and extending DEQ's preparedness to respond to incidents and participate within the Unified Command under an Incident Command System response.

In FY 2025, DEQ used funds from the Oil Spill Prevention Fund to increase the number of DEQ staff who received training in Emergency Response-related classes, expanding the total number to 58 people with at least basic Emergency Response training.

Many staff participated in specialized training, annual OSHA-required Hazardous Waste Operations (HAZWOPER) refreshers, ICS classes and oil spill exercises to develop their skills and develop better understanding of the physical and chemical properties of oil and hazardous materials. Some ICS classes included the core training of ICS 100, 200, 300, 400, 700 & 800 and some staff chose to pursue specialized training in Planning Section Chief, Liaison Officer, Environmental Unit Leader, Documentation Unit Leader, Resource Unit Leader, Safety Officer, Public Information Officer, and Incident Commander which is helping DEQ to further develop its Incident Management Team (IMT.) With continued support and training DEQ is hoping to train other critical ICS positions such as Finance, Logistics and Operations Section Chiefs, additional Unit Leader positions, and continue training staff to develop our emergency response skills.

These trainings and exercises were put into play during Oregon's largest coastline oil spill event since the New Carissa. On May 19, 2024, until June 27, 2024, coastlines were impacted by a mystery oil-like substance impacting beaches and shorelines from southwest Washington to northern California including the entire Oregon coast. The incident involved 113 personnel from 14 agencies and organizations conducting cleanup and wildlife recovery operations on beaches across two states. An after-action report documented:

- DEQ staff demonstrated proficiency in using Survey123, requiring minimal technical support, which highlights their preparedness and competence.
- The Joint Information Center (JIC) facilitated strong collaboration between Oregon and Washington personnel, ensuring a unified approach to public communication despite the challenges of a virtual ICP environment.
- Trained Liaison Officers from the DEQ Regional Solutions program were instrumental in identifying key contacts and addressing their concerns promptly.
- Recommendations for an efficient safety reporting mechanism resulted in a Survey 123 application where field responders can notify the Safety Officer of hazards or injuries using a simple form in a mobile app. Members of Unified Command are also notified of injuries requiring more than first aid, consistent with common critical information requirements.

These successes demonstrate the benefits of training, drills and exercises conducted by DEQ staff.

In 2024, DEQ also entered into an Interagency agreement with the Oregon Department of Fish and Wildlife (ODFW) to address ORS 468B.400, which requires ODFW to create a wildlife rescue training program but does not provide a funding source for them to obligate funds towards completing that work. Over the past 14 years, ODFW has sent volunteers to some drills and exercises, as well as to real-world spills staffed by DEQ. However, DEQ and ODFW have identified additional supplies and training needed to fulfill their statutory authorities better. This Agreement allows DEQ to share the fees collected under ORS 468b.405 to pay for ODFW staff to train in the Incident Command System, participate in drills and exercises, purchase spill kits and personal protective equipment, and complete work on modernizing the Natural Resource Damage Assessment,s as required by DEQ statutes. To date, funds have been utilized for fish kill kits, thermometer and oxygen kits, gloves, bottles, disposal coveralls and other program supplies.

Regional Response Team/Northwest Regional Committees

Pacific Northwest Spill Planning and Coordination

The Region 10 Regional Response Team (RRT) is a federally mandated body that supports coordinated responses to significant oil and hazardous-material incidents across Oregon, Washington, and Idaho. Led by the U.S. Coast Guard (District 13) and the U.S. Environmental Protection Agency (Region 10), the RRT includes key federal, state, tribal, and local agencies, as well as tribal nations. Its mission is to ensure an efficient, unified response in accordance with the National Contingency Plan.

Historically, the Northwest Area Contingency Plan (NWACP) served as the single regional response plan for both coastal and inland Oregon and Washington. In 2017, the U.S. Coast Guard directed Captains of the Port to establish separate coastal Area Contingency Plans (ACPs), distinct from Regional Contingency Plans (RCPs).

To support this transition, the Region-Wide Planning Committee (RWPC) finalized and adopted the **Pacific Northwest Oil and Hazardous Substances Spill Contingency Planning Framework** in July 2024. This framework defines the structure, leadership, and coordination between the Region 10 RRT and RWPCs. It ensures federal, state, and tribal planning requirements continue to be met. Four distinct plans replace the NWACP:

- Sector Columbia River Area Contingency Plan
- Sector Puget Sound Area Contingency Plan
- Inland Area Contingency Plan
- Northwest Regional Contingency Plan (NWRCP)

DEQ is actively collaborating with response partners to update and restructure the Sector Columbia River ACP, which is currently about 50% complete. A draft version of the new NWRCP is also under review by the RWPC. As planning efforts progress, content from the original NWACP will be evaluated and incorporated into the new ACPs where appropriate.

¹ [Pacific Northwest Oil and Hazardous Substances Spill Contingency Planning Framework](#)

In FY 2025, DEQ participated in the following Northwest Area Subcommittees and task forces:

Region-Wide Planning: DEQ participated in the Northwest Region-Wide Planning Committee during FY2025 to develop the Northwest Regional Contingency Plan, support general planning for Regional Response Team meetings, and coordinate other regional activities.

Geographic Response Plan Subcommittee: DEQ participated as co-lead with the Washington Department of Ecology. During FY 2025, the subcommittee focused on coordination with federal dams along the Columbia River to better protect fish passage/rearing operations and work safely within the safety zones around the dams.

Tribal Engagement Subcommittee: DEQ continues to serve as an advisory member. The task force is working on multiple projects, including updating language to better align with the new Coast Guard and Inland plan formats, reviewing new and existing language across the plans, and updating notification requirements and policies.

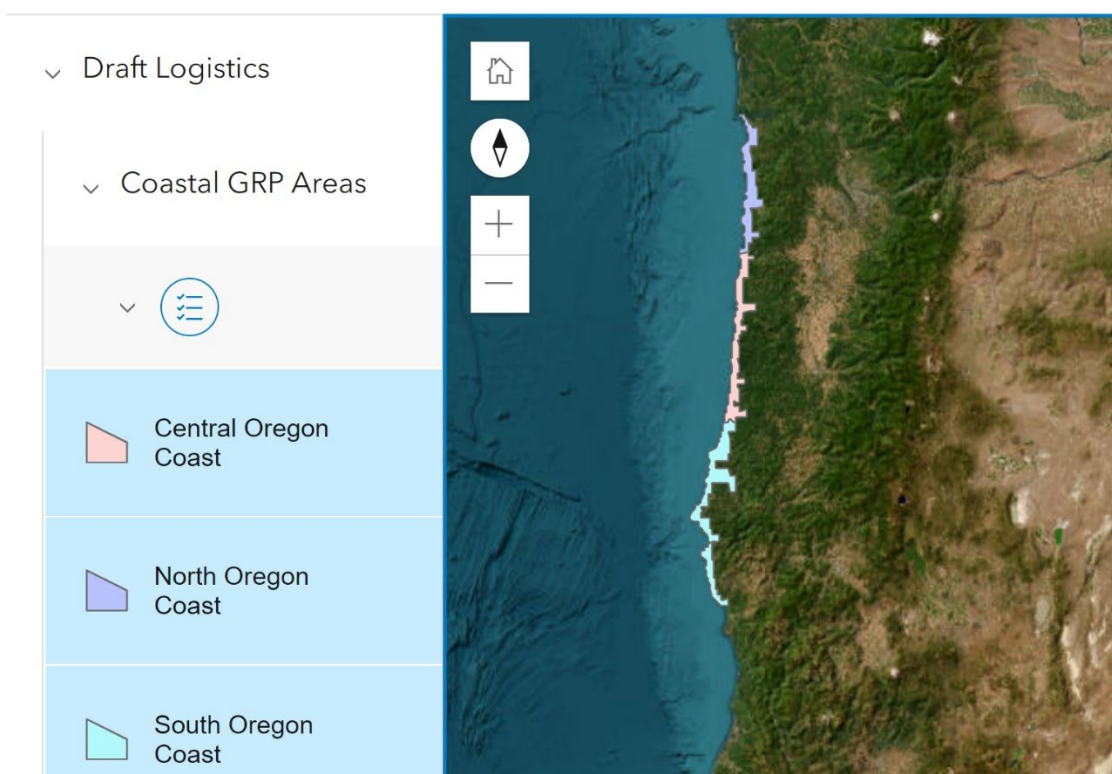
The subcommittee continues to work with the GRP Subcommittee/Resources at Risk Workgroup to determine which resources are important to tribes in the northwest. The subcommittee also provides outreach, training and exercise opportunities to Tribal members.

Coastal Geographic Response Plan updates

In fiscal year 2025, DEQ planning staff continued to develop the information and publishing systems needed to finalize the coastal GRPs. The strategy information is nearly complete and is available online on a provisional basis to support drills/exercises and incidents. The complete strategy information will be shared with stakeholders, Tribes, and trustees of natural and cultural resources before official adoption by the Northwest Area Committee.

DEQ's participation in the NWAC GRP Subcommittee has helped to establish policies for validating Geographic Response Plans and using newly developed spill response strategies until they are formalized in a final plan. The policy covers industry- developed strategies as well as draft strategies that have not been vetted for cultural resources protection, a key component and one that has held up finalization of response strategies in formally adopted GRPs. DEQ is exploring ways to support the review of cultural resource protection in the GRP development process, including entering into formal partnerships with a local university to provide the expertise needed.

Draft Oregon Coast GRP Viewer



Pacific States/British Columbia Oil Spill Task Force

Oregon is a member of the Pacific States/British Columbia Oil Spill Task Force. The task force provides a regional forum for coordination and collaboration on oil spill prevention and response policy issues. Task force members are the state and provincial government directors of the oil spill prevention and response programs in Hawaii, California, Oregon, Washington, British Columbia, and Alaska. DEQ's Land Quality Administrator serves as Oregon's representative to the task force.

DEQ is selective about participation in task force activities, as some projects are not within the scope of the Oregon Oil Spill Contingency Planning and Preparedness program. Task force projects that DEQ participated in during FY 2025 include:

- Drills & Exercise workgroup
- Oil spill research and development coordination
- Crude oil transport information
- Oil spill data collection and statistics
- Adapting to changes in oil movement and risks
- Mutual Aid and Response Capacity
- Federal partnership meetings
- Assessment of state spill response capacity through personnel and training

Due to new and emerging oil spill risks arising from changes in oil types and transportation/storage/use, the task force members review and refresh the strategic plan to allow for adaptation to new hazards. The 2025-2031 strategic plan is currently being developed and will be available on the [Pacific States/British Columbia Oil Spill Task Force Strategic Plan web page](#) once finalized. The task force also develops biennial work projects based on the strategic plan.