STATE EXERCISE PROGRAM

END OF YEAR REPORT

Fiscal Year 2025

July 2025 to June 2026

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Fiscal Year Overview

Exercise Events

As outlined in the 2025 Integrated Preparedness Plan (IPP), OEM expected to host 16 exercises in Fiscal Year 2025. OEM hosted 26 exercise events: 23 discussion-based exercises and three operations-based exercises. The Exercise Program also supported 20 additional exercise events hosted by statewide partners who requested direct assistance. On average, exercises occurred 3.8 times monthly – nearly one event per week.

88% of hosted exercises were conducted in a discussion-based exercises environment to demonstrate OEM's continued focus on supporting the development and validation of plans, processes and procedures. This data demonstrates that much of the State Emergency Coordination Center (ECC) activities, recovery efforts and State of Oregon response activities required continued program development and education to support future activation needs.

Exercise Participation

ORS 401 and Emergency Management Performance Grant (EMPG) guidance require OEM to track ongoing exercise events for State Government Agencies, Comprehensive Emergency Management Plan (CEMP) listed organizations and EMPG recipients. The participation data collected by the OEM Exercise Program demonstrates strong participation from general State Government coordination structures (ESFs and RSFs); however, OEM is only seeing 32% of individual State Agencies and non-governmental CEMP listed agencies, which shows a significant gap in supporting the State of Oregon to educate and test organizations on their expected roles.

Local and Tribal Government emergency management programs are participating in OEM-hosted exercises, seeing nearly 70% of those agencies participate in at least one event.

Exercise Trends (FY23–FY25)

Key observations include:

- Local/Tribal total submissions remained high, peaking at 97% in FY24.
- Exercise participation increased each year.
- Reliance on substitutions decreased substantially.
- State government exercise reporting improved steadily.

Fiscal Year	Local Total	Local Exercises	Local Substitutions	State Exercises
FY23	79%	66%	34%	24%
FY24	97%	73%	25%	36%
FY25	90%	77%	13%	39%

Table 6. *Exercise Requirement Trends (EMPG and OERS 401)*

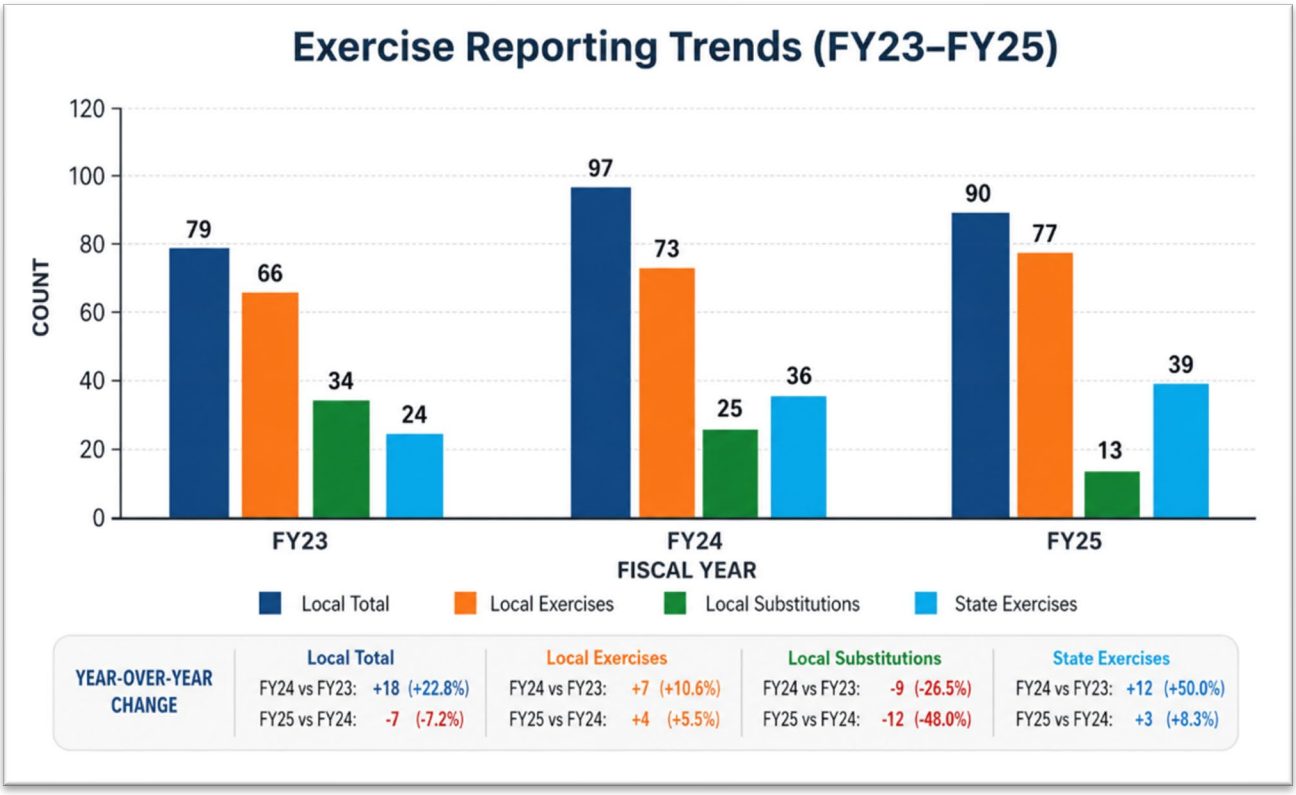

Image 2. *Exercise Requirement Trends (EMPG and OERS 401)*. Additional context for this data is included in the "EMER Summary" section on pages 10-12.

OEM Hosted Exercises

Anticipated Exercise Events

The 2025 IPP Process outlined 16 exercises the OEM anticipated hosting in Fiscal Year 2025, below is a summary of the listed exercises:

Title / Scope	Type	Status	Note
2026 IPPWs (x9)	Workshop	Completed	
Alert and Warning	Tabletop	Incomplete	Competing priorities reduced need.
Auxiliary Communications	~~Drill~~	Incomplete	ECC Radio Room still being set-up.
ECC Training and Exercise Plan Seminar	Seminar	Delayed	Plan completed in June 2026.
Readiness For Wildfire Season	Functional	Completed	
4Q25 | State Recovery Plan	Seminar	Completed	
1Q26 | Recovery Support Function	Workshop	Completed	
2Q26 | State Recovery Plan	Tabletop	Completed	

Table 1. *FY25 Anticipated Exercise Overview*

Actual Exercise Events

The table below breaks down the exercise events by type hosted by OEM during FY2025.

Type	#	%	
Seminar	2	8%	89%
Workshop	15	58%	
Tabletop	4	14%	
Game	2	8%	
Drill	3	11%	11%
Functional	0	0%	
Full-Scale	0	0%	

Table 2. *OEM-Hosted Exercises by Type*

Exercise Participation

The table below represents the organizations who participated in exercises hosted by OEM:

Local Government	Tribal Government	State Government Response	State Government Recovery
26 of 36 (72%) + 4%	5 of 9 (55%) + 11%	13 of 18 ESFs (72%) - 22%	7 of 7 RSFs (100%) + 100%
		Identified CEMP Agencies	
		~~26 o~~f 81 (32%) - 6%	

Table 3. *OEM-Hosted Exercise Participation Overview*

This quarter saw an increase in local and Tribal government agencies participating in OEM-led exercise events, with State Government and Comprehensive Emergency Management Plan (CEMP)-listed agency participation seeing a decline. This decline can be attributed to the heavy focus on recovery exercises, the audience of which has a smaller footprint of State Agencies holding responsibilities as listed in the Oregon Disaster Recovery Plan (ODRP). This is further reinforced by the ESF decline and the RSF significant incline in participation. The CEMP Agencies declined slightly, with majority of those agencies stepping back from OEM-led exercises being Federal and non-governmental agencies.

How OEM Exercise Events Built Capabilities

Building Recovery Coordination

OEM hosted 5 discussion-based exercise events as part of the build-up to the 2026 SLE – *Getting Through Lahar'd Times (LT26)*. These 5 exercises supported development of detailed guidance for a Damage Assessment Unit within the State Emergency Coordination Center (ECC) and the coordination activities outlined in the Oregon Disaster Recovery Plan (ODRP). These processes will be further tested during the October 2026 operations-based exercise. These exercises prepared personnel and systems to implement and coordinate damage assessment and recovery operations for the 2026 summer wildfire season.

Building a Ready and Resilient State Emergency Coordination Center (ECC)

- **Revising State ECC Activation Levels:** In the Spring of 2026, OEM hosted *All Hazards Activation Baseline (AHAB)*, a workshop to revise the process of activating, adjusting, and deactivating the State ECC in preparation for the 2026 summer wildfire season. Previous After-Action Reports (AARs) and feedback noted confusion about the differences between levels. This workshop exercise discussed the process for escalating the activation levels during an increasingly more complex scenario and identify opportunities to clarify the difference in levels. This exercise also integrated the new Oregon Emergency Communications and Coordination Center (OEC3) within ECC activation operations.
- **Continuity of ECC Operations:** In May, OEM hosted its required annual continuity exercise, which focused on developing the State ECC Essential Functions. This 4-hour workshop further developed how this mission-essential function will work during a disruption or continuity event.
- **Damage Assessment Unit Development:** OEM developed Damage Assessment Unit structure and job aids into the Planning Section of the State ECC. In the spring of 2026, OEM hosted a tabletop exercise to validate the draft job aids and organizational structure in preparation for both the October functional exercise and use during wildfire season. These efforts better prepared the State of Oregon to implement and coordinate damage assessment operations.

Developing the Multi-Year Preparedness Vision

Each year, the OEM Exercise Program supports the Integrated Preparedness Planning Process (IP3) that outlines a multi-year preparedness activity vision for state, local, and Tribal emergency management programs statewide. The nine Integrated Preparedness Planning Workshops (IPPWs) help EM programs develop and revise their existing multi-year vision of preparedness activities to support Oregon build capabilities within established priority areas and build awareness to an anticipated schedule of events for the upcoming 12-36 months.

External Support and Technical Assistance

The OEM Exercise Program supported 20 exercises throughout Fiscal Year 2025. The Exercise Program maintains the Exercise Technical Assistance Program (ExTAP) for support to counties, Tribes and state agencies to improve exercise planning and conduct.

Exercise Events Supported

The data below outlines the type of exercises supported in FY25:

Type	#	%	
Seminar	0	0%	40%
Workshop	3	15%	
Tabletop	2	10%	
Game	3	15%	
Drill	3	15%	60%
Functional	5	25%	
Full-Scale	4	20%	

Table 4. *Supported Exercises By Type*

Supporting Organizations Build and Sustain Capabilities

Develop Deployable Capabilities

- **Department of Agriculture Screwworm Exercise Series:** This three-part exercise series designed and facilitated by OEM included a workshop, tabletop and game that supported the ODA and their key response partners prepare for a possible screwworm outbreak. The exercise prepared ODA to support other states' screwworm response activities.
- **Oregon State Sheriffs Association (OSSA) Functional Exercise:** Incident Management Team (IMT) members practiced their roles in preparation for the 2026 summer wildfire season. Participants performed and improved skills necessary to deploy as credentialed IMT positions. Members had the opportunity to have Position Task Books (PTBs) signed off, furthering implementation of the State Qualification System and building bench depth in the emergency response workforce.

Build Coordination Capabilities through Complex Exercise Events

- **Clackamas County Full-Scale Exercise:** Clackamas County Disaster Management, in coordination with the National Exercise Program (NEP) and OEM, hosted a two-day full-scale exercise focusing on a significant wildfire incident. This exercise brought together 45 agencies and organizations, and approximately 170 individuals from throughout

Clackamas County and the state to support coordination, public messaging and human services operations.

- **Department of Energy Functional Exercise:** Nine state agencies – approximately 100 individuals – participated in this Functional Exercise of a simulated prolonged cyber-attack that disrupted fuel deliveries into Oregon, creating a statewide fuel shortage. Agency Continuity of Operations teams identified critical energy dependencies, estimated the fuel required and communicated requirements to the Oregon Department of Energy. The exercise emphasized cross-agency coordination, continuity planning and resource prioritization.
- **Douglas County Full-Scale Exercise:** Douglas County Emergency Management, the National Exercise Program (NEP) and OEM hosted a two-day full-scale exercise focusing on a hazardous materials spill via rail transportation. This exercise brought together 15 governmental and non-governmental agencies and organizations and approximately 100 individuals from throughout Douglas County to support coordination, on-scene response and public information and warning.
- **Hood River School District:** OEM evaluated this functional exercise that validated implementation of local active threat response, evacuation and reunification protocols.

Exercise Management Exercise Reporting (EMER) Summary

FY25 demonstrates continued progress in exercise reporting requirements. Local and Tribal jurisdictions continue to achieve high participation rates and maintain a healthy balance between discussion-based and operations-based exercises, while state agency participation has shown measurable improvement compared to previous years.

Several positive trends emerged during FY25, including:

a. Increased operational exercise activity,
b. Strong regional participation across nearly every area of the state, and
c. Sustained growth in functional exercises that validate emergency plans and operational capabilities.

Moving forward, continued outreach to agencies that have not yet reported an exercise, particularly state agencies and ESF lead organizations, will remain an important priority. Increasing participation among these partners will strengthen statewide coordination, improve interagency preparedness, and further support implementation of the Oregon Comprehensive Emergency Management Plan.

Together, the EMPG and ORS 401 reporting programs continue to provide valuable insight into Oregon's preparedness posture while helping ensure that emergency management partners at every level regularly train, exercise, and evaluate the capabilities needed to effectively respond to and recover from disasters.

The Data

Local/Tribal EMPG Grant Requirement (x2/Year)	State Government ORS 401.116.3.a (x1/Year)
30/88 (34%) Discussion-Based Exercise	13/33 (39%) Exercise
36/88 (41%) Operations-Based Exercise	
9/88 (10%) Exercise Substitutions	

Table 5. *Exercise Reporting Data*

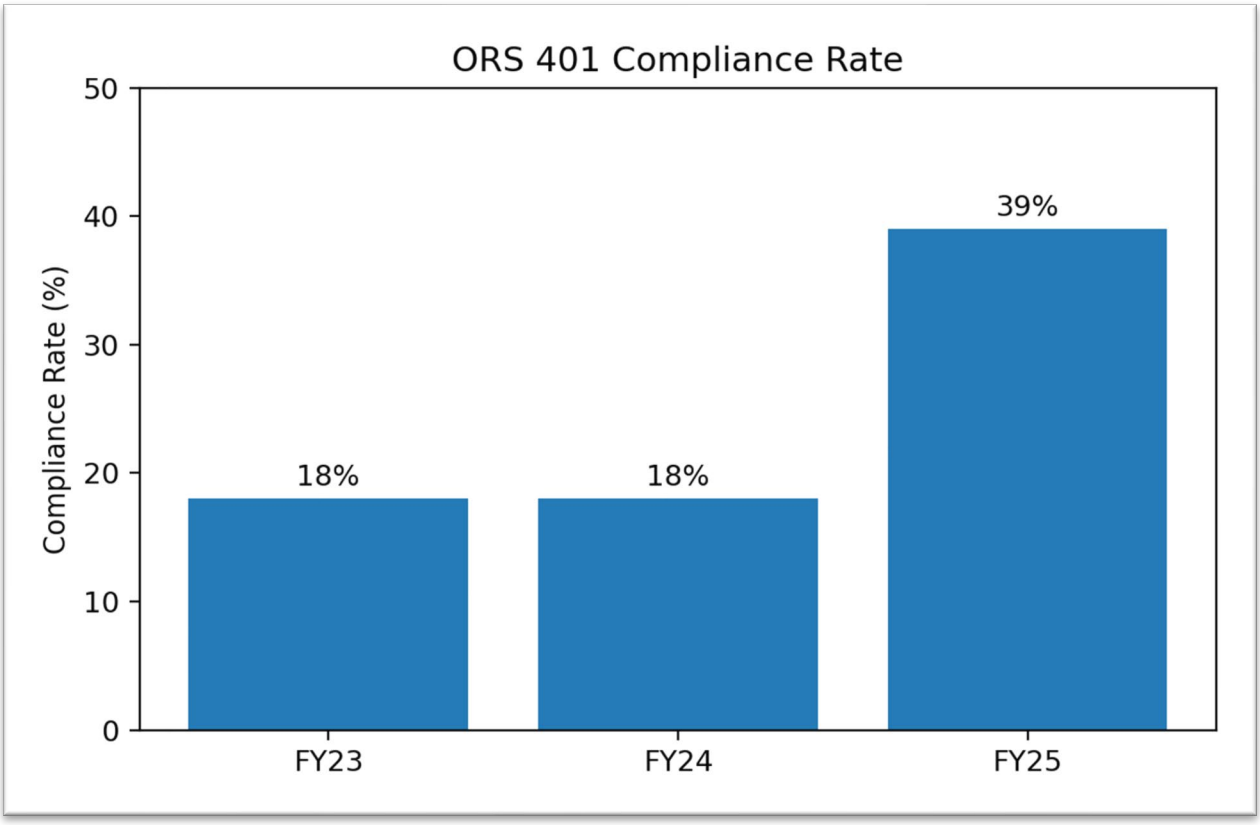

Image 1. *ORS 401 Compliance Rate 3-Year Visual*

Local and Tribal Exercise Reporting | EMPG

Local and Tribal jurisdictions continue to demonstrate strong participation in Oregon's exercise program. There were 77 reports submitted out of an expected 88 annual reports, representing an overall reporting rate of 88 percent. These submissions include 66 qualifying exercises and 11 approved substitutions, consisting of Actual Occurrences, Search and Rescue operations, and Planned Events.

County participation remains particularly strong, with 33 of Oregon's 35 counties (94%) who receive Emergency Management Performance Grant (EMPG) funding submitting at least one report. Participating cities have achieved a 67 percent reporting rate, while Tribal Nations have reported 7 qualifying activities, representing approximately 58 percent participation.

Exercise activity remains well balanced between discussion-based and operations-based activities. Discussion-based exercises account for 30 reports (39%), while operations-based exercises represent 36 reports (46%). Functional exercises continue to be the most common type conducted statewide (20), followed by tabletop exercises (17) and drills (11). Approved substitutions account for the remaining 13 percent of reported activities.

Type	#	%	
Seminar	5	6%	39%
Workshop	4	5%	
Tabletop	17	23%	
Game	4	5%	
Drill	11	14%	46%
Functional	20	26%	
Full-Scale	5	6%	
Substitutions	11	14%	13%

Table 7. *EMPG Exercise Overview by Type*

Reporting activity has followed the familiar annual trend of increasing toward the end of the fiscal year. Quarter 1 and Quarter 2 produced 18 and 19 report submissions, followed by a seasonal decline in Quarter 3 with 10 report submissions. Quarter 4 has seen a substantial increase, with 30 reports submitted, reflecting jurisdictions completing annual reporting requirements before the close of the fiscal year.

1Q	2Q	3Q	4Q
18 (26%)	19 (27%)	3 (4%)	30 (43%)

Table 8. *EMPG Exercises Submitted by Quarter*

State Agency Exercise Reporting | ORS-401

State agency participation continues to improve. Of the 33 state agencies required to conduct and report an annual exercise under ORS 401.116, 13 agencies (39%) have completed a qualifying exercise during FY25.

Exercise report submissions have been distributed throughout the fiscal year, with the majority of submissions have occurred during the latter part of the reporting cycle.

1Q	2Q	3Q	4Q
2 (15%)	3 (23%)	3 (23%)	5 (39%)

Table 9. *EMPG Exercises Submitted by Quarter*

Reported exercises represent a mix of types. The predominance of tabletop and functional exercises indicates that agencies continue to emphasize coordination, decision-making, and validation of operational procedures.

Type	#	%	
Seminar	0	0%	47%
Workshop	0	0%	
Tabletop	5	39%	
Game	1	8%	
Drill	2	15%	53%
Functional	3	23%	
Full-Scale	2	15%	

Table 10. *ORS 401 Exercise Overview by Type*

Emergency Support Function (ESF) Preparedness

OEM evaluates exercise participation among agencies designated as primary Emergency Support Function (ESF) agencies within the Oregon Comprehensive Emergency Management Plan (CEMP). These agencies serve as the primary coordinators for statewide emergency response capabilities and play a critical role during State Emergency Coordination Center activations.

Currently, 17 agencies serve as primary ESF lead agencies, yet only one agency, the Oregon State Fire Marshal, has reported conducting an exercise directly associated with its ESF responsibilities. While many agencies have participated in exercises supporting other missions, the limited number of ESF-focused exercises highlights an opportunity to strengthen statewide coordination and validate ESF-specific responsibilities prior to future emergencies.