

Oregon Emergency Management State Preparedness Incident Response Equipment (SPIRE) Grant Annual Report 2023



STATE PREPAREDNESS INCIDENT RESPONSE EQUIPMENT (SPIRE) GRANT

In 2017, House Bill 2687 established the Resiliency Grant Fund. The bill provided two full-time employees and \$5 million (Article Q bonds) to the Oregon Department of Emergency Management (ODEM) to build, manage and fund the State Preparedness Incident Response Equipment (SPIRE) grant program. Since that time, two additional \$5 million bonds (for a total of \$15 million), have been made available to provide emergency equipment locally around the state. House Bill 2426 (2021) added new provisions to the Resiliency Grant Fund to prioritize equipping Urban Search and Rescue (USAR) teams. The Homeland Security Council approves the list of updated emergency preparedness equipment with each round of grants.



Equipment from the first round of funding (SPIRE I) has been delivered and is in service. Several pieces from the second round (SPIRE II) are also in service. Other SPIRE II equipment has been ordered and recipients are awaiting delivery, while some equipment is in the queue to be ordered. The SPIRE grant is currently accepting applications for equipment in its third round (SPIRE III) of funding.

EXECUTIVE SUMMARY

SPIRE has continued to grow and improve in 2023 through soliciting and incorporating feedback from partners and the community. The SPIRE program is essential to continue addressing equipment needs as identified through recent capability assessments. Applications have exceeded the funds available for each process, leaving many worthy requests unfunded. Grantees have expressed appreciation and provided examples of equipment being used successfully throughout the year.

Lessons learned through each round of funding have informed change and process improvements. This year's accomplishments and improvements include:

- SPIRE I Equipment delivery and training continues.
- SPIRE II equipment has been ordered and delivered, and additional equipment will be ordered. Additional procurement staffing is needed to speed up processes.
- Equipment availability and location during an emergency are available online in real time.
- Inventory documentation is now available online improving accuracy and efficiency.
- The annual reporting requirements are now available online, improving accuracy and efficiency.
- The application process for SPIRE III incorporates improvements based on feedback addressing lessons learned and equity.
- Capability gaps around the state are being filled by SPIRE equipment, as evidenced by successful utilization examples and appreciation provided by grantees.

RECOMMENDATIONS

ODEM recommends continued funding of the Resilience Grant Fund. Equipment provided through the SPIRE grant program has been effectively leveraged to mitigate the impacts of and improve emergency response in Oregon. The examples submitted by equipment recipients below show the impact of SPIRE equipment in communities throughout Oregon.



EXAMPLES

Unmanned Aerial Vehicles (UAVs)

Columbia County Sheriff's Office:

"Columbia County Sheriff's Office (CCSO) received notification of a missing hunter in Columbia County. While we were able to get cell phone pings, the accuracy was extremely poor and we were searching over a 2.4-mile radius, quite a large area. We called in several agencies and organizations, including Columbia County Search and Rescue, Mist/Birkenfeld Rural Fire, Scappoose Rural Fire District, Oregon State Police, and Washington County Sheriff's Office (WCSO). The air units included three 'drones' [UAVs] and one manned aircraft.

Two of the FY22 SPIRE Grant 'drones' [UAVs] were utilized for this search, one with the Columbia County Sheriff's Office and one with the Scappoose Rural Fire District. After the WCSO manned aircraft spotted the subject's vehicle, the Scappoose Rural Fire District drone located the individual. Unfortunately, the subject had suffered what appeared to be a medical issue and did not survive. However, through our ability to locate him, we were able to bring closure to the family.

This was an example of cross-organization collaboration and specific use of these SPIRE Grant 'drones' [UAVs]. We have found them to be extremely capable aircraft and look forward to continued use."

Scappoose Rural Fire District:

"We used the SPIRE Unmanned Aerial Vehicle extensively this last year including:

- Assisted Portland Fire in a large commercial fire, which included completing several 3D mesh builds and 2D ortho builds.
- Provided 3D mesh builds and 2D ortho builds to multiple other agencies.
- Directed firefighters/search and rescue to where fires or missing persons were when access to locations was difficult.
- Streamed video on several large wildfires to provide situational awareness to the Incident Command Team and the decision-makers.
- In a recent Tri-Met multi-agency exercise, streamed live video underground to decision-makers in the command post ten stories above."

High-Axle Rescue Vehicle

Aurora Fire District:

"We utilized the High-Axle Rescue Vehicle to rescue a victim from a flooded road under I-5. It has primarily been utilized as a Type VI Brush Truck and has responded throughout the area to brush fires such as the Vitae Springs Fire in Salem in 2022 and the Devil's Butte Fire in 2023."

Eugene Springfield Fire:

"We have set this unit up for multiple disciplinary uses. While received as a high-wheel water rescue vehicle, it has mostly been used as a local wildland suppression resource. We also expect to use this unit during snow events to access difficult areas such as the south hills region of Eugene."

Rescue Boat

Clackamas Fire District No 1:

"We have completed numerous swift water rescues that would not have been possible without this great low-water boat. Historically we've been unable to operate in late summer on the Clackamas River and had to resort to rafting operations or other means of rescue. With this

piece of equipment, we've been able to reach our victims and effect an efficient rescue quickly and safely.”

Vehicle Barrier System

City of Medford:

“Equipment has been deployed to several events over the past quarter for security measures at special events including City of Central Point - Made in Southern Oregon; City of Ashland – July 4th Parade; City of Grants Pass - Boatnik.”

Rescue Jet Skis

Gresham Fire:

“The Rescue Watercraft has been utilized in multiple multi-agency training exercises and has responded to 22 water rescue calls since January 2023. Some of the emergency calls have included search and rescue of persons on the Sandy River and towing a boat off a sand bar in the Columbia River.”

Curry County:

“While in use this Rescue Watercraft has provided over 24 preventative actions and hundreds of contacts to boaters and recreationists. These contacts were informational and educational, while the preventative actions were warranted to prevent rescue, injury or death. This rescue watercraft has also had three rescues during the reporting period.

- The first rescue occurred on June 10 while patrolling the Rogue Bay, a stand-up paddleboarder became exhausted and unable to power themselves anymore. The individual was wearing proper attire and a life jacket but was being blown by the wind in the opposite direction she was heading. Using the rescue jet ski and rescue sled, we were able to provide aid and get her back to her destination safely.
- The second rescue occurred on July 4 while patrolling the Rogue River Corridor at Lobster Creek. A group of swimmers attempted to cross the river. When in the middle of the river channel, a teenage swimmer cramped up and began to drown. His family members who were swimming with him attempted to keep him afloat but were having difficulties in the current. We were able to make contact as the teenager was submerging. With the rescue jet ski and rescue sled, we were able to pull him out of the water and back to shore where we rendered first aid. He ended up being fine, just swallowed some water and was shaken by the experience.
- The third rescue occurred on June 5 while providing water safety for the World Jet Boat races on the Rogue River. During a hydroplane race, a racer crashed close to my position. With the rescue jet ski and rescue sled, I was able to provide aid to the racer and get him back to shore safely. First aid was rendered, and no serious injuries were obtained.”

Fuel Transportation

City of Newberg:

“The trailer enabled us to respond quickly, when needed, to various generators around the city (police station and pump station) by being able to deliver fuel before they ran low for projected windstorms.”

Generators

City of Winston Public Works:

“This generator is our only source of backup power to our sewer lift station. It has been a game changer for our department to have the ability to hook it up and not have to worry about sewage spills or having to call pumper trucks when we have long power outages.”

Lookingglass Rural Fire District:

“In cooperation with our local irrigation district and our Grange, we installed a 50-amp switch on our Grange building to power with this generator, allowing us to provide an emergency center with Red Cross support for future local disasters in our area.”

Deschutes County:

“We used the SPIRE generator to provide power to the Warm Springs dispatch center during a loss of power.”

STAKEHOLDER FEEDBACK

After the first two rounds of SPIRE funding were completed, ODEM received community feedback that many were not satisfied with the process and several of the funding decisions. Before launching the third round, ODEM reached out to its partners to gather feedback about how to improve the SPIRE grant process. Partners were invited to complete an online survey; attend an online feedback session or provide emailed feedback. A total of 85 survey responses were received; nearly a dozen partners attended engagement sessions; and direct feedback was provided by email and from conversations with regional coordinators.

EMERGING THEMES AND RESPONSE

Several key themes emerged for ODEM to consider when implementing the third round of SPIRE. These included the need for better communication from the state; within local communities; on criteria used to evaluate applications; and on how priorities were determined. Partners wanted more input on what equipment was offered and where it goes. Smaller and more rural agencies struggled to compete against larger and more urban areas, including tribal partners. Participants were asking for more engagement all around.

ODEM used the feedback and, through continued conversations with stakeholders, made several adaptations to the program. SPIRE preparedness equipment was determined based on gaps and needs identified in ODEM’s State of the State Capability Assessment, which aggregates information from local, tribal and OERS Council representatives, After Action Reviews, the Maturity Model assessment, and more. The following were areas of additional consideration:

- The types of emergencies most likely to occur in different regions of the state using hazard identification and risk (HIRA) assessments performed by counties.
- The types of preparedness equipment that offer the highest ratio of utility to cost.
- Current equipment from SPIRE and SPIRE equipment awarded but not yet delivered.
- Whether there are alternative means of acquiring the preparedness equipment.
- Survey and feedback compiled in February 2023.

Using the information and criteria above, the equipment list was developed through a collaborative statewide process involving regional, Urban Search and Rescue (USAR), and state partners. Initial meetings were conducted with county emergency managers who forwarded their equipment priority needs by region. This list was reviewed by statewide partners, and the draft list was provided for additional feedback from participants, USAR, and partners. The result was a recommended list that the Oregon Homeland Security Council reviewed and approved during its May 3, 2023, meeting.

In the SPIRE II process, two of our local tribal partners submitted a total of five applications. One of the applications was disqualified and the other four were scored below the funding threshold. This resulted in none of our tribal partners receiving any equipment. This year, approximately \$300,000 has been set aside to ensure they receive equipment through this process. A regional allocation (approximately \$300,000 for each ODEM region) was also instituted to ensure that all parts of the state can work toward filling their capability gaps.

ODEM solicits volunteers for the SPIRE grant review committee to have representation that mirrors the applicants and diversity of Oregon communities. The number of applications and time spent to thoroughly review applications takes considerable time and effort. Finding available and willing committee participants who are diverse geographically and by discipline remains an ongoing challenge. In response to this challenge, this year the applications will be divided into regions and disciplines, allowing reviewers to review a smaller number of applications and requiring less of a time commitment. We intend for this process to increase the diversity and representation of the review team while maintaining integrity in allocations.

PROCUREMENT CHALLENGES

The Oregon Department of Emergency Management does not have sufficient procurement and contracting staff to keep up with the demand of the SPIRE program. The agency has one Procurement and Contracts Specialist, managing all agency procurement and contracting needs. Adding the complexities and volume of SPIRE procurement has been extremely challenging. For the SPIRE II process, about a third of the equipment has been ordered and delivered, approximately another third has been ordered and is awaiting delivery, and another third remains to be ordered.

Because the cost of equipment is high, over the \$10,000 threshold, all processes go through Oregon Buys. This is a newer system, so it does not have very many local companies registered. As a result, there have been several failed processes where no vendors responded. Staff then had to re-post and work to ensure vendors knew to register so they could participate. Because much of the equipment ordered is specialized, there is a lack of statewide contracts, further requiring outreach for full participation.

In ordering the equipment for both SPIRE I and SPIRE II, equipment was ordered based on listed specifications. After delivery, it was discovered that the water treatment trailers needed an additional disinfection system for them to be fully useful to communities. In another instance, water trailers were not compatible with potable water needs. ODEM responded by adjusting processes to prevent further occurrences. ODEM works closely with the subrecipients, having them review the specifications before they are advertised. Local subject matter experts are consulted to review specifications and evaluate submitted proposals. When vendors are selected, subrecipients again review the approved proposals before award to ensure that all necessary components are included. For the SPIRE III process, an additional section was added to the applications for applicants to describe and add the specific components that they will need to make the equipment the most effective. This ensures the information is there before the procurement process starts and the applicant's needs are clear before the procurement process.

A few of the initial orders were delivered directly to ODEM and recipients were required to pick up equipment. While this provided some savings in shipping costs, overall, the extra staff coordination time made it apparent that direct delivery would be a more cost-effective choice for the future.

ODEM has chosen to follow Oregon State standards for all procurement, including SPIRE. This decision ensures that all procurements are transparent and competitive. Even following all procurement standards, one vendor was not happy with the outcome and protested the decision, which took considerable staff time for a response.

Oregon terms and conditions require payment after delivery. Smaller companies do not have the capital to build multiple items at once and many have opted to build and deliver one at a time instead of all at once, which extends delivery dates.

The above experiences have led to the development of policies and procedures specific to SPIRE procurement and delivery to ensure a smoother process going forward. These will continue to be refined as future challenges arise.

WEBSITE AND REPORTING PLATFORM

The new SPIRE webpage was launched in September 2023. ODEM saw the need for equipment assets to be readily viewable by partners in need. Because of this, staff worked together to develop a database using a GIS platform. All equipment is now viewable on the SPIRE website showing what equipment is available and the contact details for those who need to make a request. In addition, this is a central hub for all things SPIRE. The current application is on this site, as well as the annual reporting. ODEM Staff and Regional Coordinators also have an app on their phones that connects to this database, so they can complete inventory visits anytime they are in the area.

Recipients began to use the same system to provide annual reports. These reports include information about maintenance and upkeep, as well as providing current images of the equipment. Grant recipients are responsible for training staff and maintaining equipment. All of this is reported on the system. Having these mechanisms in place has allowed ODEM to work with grantees to ensure that the equipment is ready and usable when the need arises.

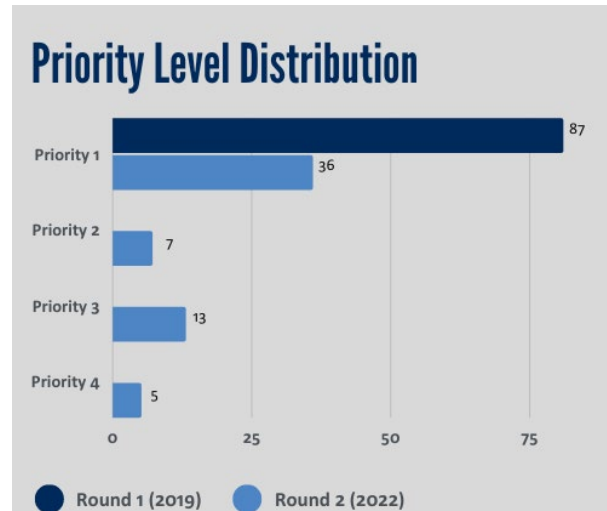
There is a place for those interested in being part of the review team to apply. ODEM will actively recruit reviewers who reflect the diversity of applicants to review and score applications using the criteria provided in the guidance. Final funding recommendations will be forwarded to ODEM for award approval.

EQUIPMENT

The SPIRE grant requires the Oregon Homeland Security Council to periodically update and revise the equipment list and assigned priority levels. The approved preparedness equipment list is divided into four priority levels.

- Priority 1: Save/Sustain Lives
- Priority 2: Obtain/Maintain Situational Awareness
- Priority 3: Incident stabilization
- Priority 4: Initiate Recovery

In 2021, House Bill 2426 amended the original bill by prioritizing applications to equip Urban Search and Rescue (USAR) teams. ODEM worked with the state Search and Rescue (SAR) coordinator and large fire departments across the state to ensure the USAR equipment recommendations were in line with local needs. USAR agencies were included in the statewide feedback sessions but reported the timeline for response was shorter than they desired and difficult for them to respond.



In the first year of SPIRE funding, only items from Priority 1 were granted. For SPIRE II, ODEM chose to ensure that all priorities received funding to ensure all phases of emergency response and recovery and that all communities across Oregon have adequate resources. For SPIRE III, all four priorities are again available, but the funds will be initially allocated by USAR, Tribal, and each Region ensuring statewide distribution for underserved rural and tribal communities. As the program progresses, ODEM has responded to feedback to adjust and continually improve the program.

There are a limited number of USAR teams in Oregon. The change in the 2021 legislation prioritizing USAR reduced the availability of equipment for SAR teams across Oregon by prioritizing equipment for metropolitan areas in the Willamette Valley. ODEM worked with the state SAR coordinator and large fire departments across the state to ensure the USAR equipment recommendations were in line with local needs. ODEM received

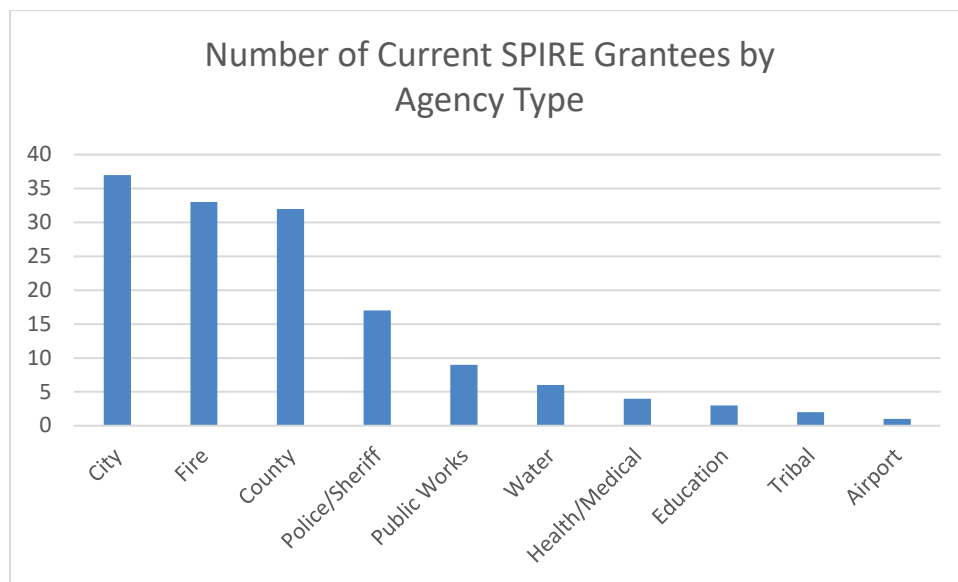
feedback that many SAR agencies were anticipating they would be the focus of the second round of funding, but do not qualify as USAR. In response, ODEM has made all the equipment offered available to all agencies that have the expertise and training to use it. Much of the equipment identified for USAR can also be used for traditional search and rescue. By setting aside funds specifically for USAR, they are ensured to receive equipment. At the same time, search and rescue around the state can apply for this much-needed equipment regionally.

MUTUAL AID

The SPIRE grant encourages mutual aid between local jurisdictions. Many SPIRE recipients have deployed their equipment to area counties and tribes in emergencies.

CURRENT GRANTEEES

Qualified SPIRE applicants include any organization responsible for or containing expertise in emergency preparedness that is a local government, special government body, or a private organization eligible for tax-exempt status under 501(c)(3) of the Internal Revenue Code. This includes federally recognized tribes. As shown by the following snapshot of current recipients, this equipment has been granted to a variety of organizations in a whole community approach. However, a review of our most recent Capability Gap Assessment shows the needs continue. In the first two rounds of SPIRE, ODEM received proposals for more than double the funds available, and ODEM anticipates this will continue for SPIRE III.



PAST PROCESSES

SPIRE I

In 2019, SPIRE I funded 79 awardees with 80 pieces of priority level one equipment, including water purification trailers, mass casualty incident support trailers, high-axle all-terrain vehicles, portable power generators, fuel transportation tankers, mobile water tankers, rescue boats and rescue jet skis.

SPIRE II

SPIRE II funded 46 awardees with 62 pieces of equipment from across all four priority levels. Equipment included all equipment offered in round one, minus rescue jet skis, and added communications trailers, mobile command centers, vehicle barrier systems with trailers, portable lighting, SAR unmanned aerial vehicles, snow cats, sandbagging machines, tactical command vehicles and traffic message boards.

Mobile water tankers, portable lighting, portable generators, traffic message boards, unmanned aerial vehicles, and vehicle barrier systems have been purchased and are in service around the state. USAR trench rescue trailers, fuel trailers, high-axle vehicles, low-water rescue boats, and sandbagging machines have all been ordered and will be delivered as available. Some specialized equipment has 18 months or more waiting times for delivery. Solar power generation, EMILY, Tactical Command Vehicle, 10+ passenger transport vehicles, mobile command trailers, morgue trailer, and snow cat are in the queue to be purchased. ODEM is working to gain more procurement staff, but the current procurement staff person is working to procure these items when possible.

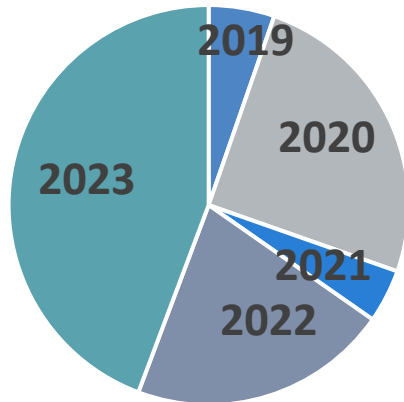


FINANCIAL SUMMARY

ODEM continues to use SPIRE funds to receive the best possible equipment for the best possible price.



SPIRE Accumulated Expenditures by Calendar Year



Expenses by Year:

2019 expenditures	\$380,064.32
2020 expenditures	\$1,789,833.99
2021 expenditures	\$308,524.05
2022 expenditures	\$1,501,266.64
2023 expenditures	\$3,162,744.07
Total	\$7,142,789.07

Remaining Funds:

Bonds Issued	\$15,000,000
Funds spent through 2023	(\$7,142,789)
Ordered equipment, waiting to be received	(\$2,105,815)
Granted equipment, waiting to be ordered (estimated)	(\$2,435,000)
Funds available for SPIRE III (estimated)	\$3,316,396

LOOKING FORWARD

ODEM will be reviewing and awarding equipment in 2024. As of this time, no additional funding has been provided after the 2024 awards. ODEM has been diligently working to ensure that the equipment granted is being used to its fullest and has set up systems to track this. The program continues to fill capability gaps around the state. ODEM grant staff have been collaborating with other granting agencies to avoid duplication in grants. ODEM sees this resiliency fund as a vital part of emergency services and continues to work to achieve the goal of addressing deficiencies in the ability of the state to respond to local and regional emergencies.

This year has been another year of challenge, change and growth. ODEM is excited to continue providing resources to Oregon communities. The SPIRE program has been an integral part of protecting Oregonians and the agency is hopeful SPIRE will be able to continue filling the gaps for communities throughout Oregon for years to come.

SEE: Appendix A – SPIRE III Equipment List

SPIRE Website - <https://spire-geo.hub.arcgis.com>

Appendix A

EQUIPMENT LIST

Each piece of equipment has been assigned to one of four priorities under the grant. They include: 1. Saving or Sustaining Lives/Urban Search and Rescue; 2. Obtaining or Maintaining Situational Awareness; 3. Incident Stabilization; or 4. Initiate Recovery. The equipment list below is very generic, and applicants are asked to submit additional details in their request with specifications that would make the equipment most effective and usable for their organization. Not all specifications may be able to be accommodated, but all will be considered.

This equipment list was developed through a collaborative statewide process involving regional, Urban Search and Rescue (USAR), and state partners. Initial meetings were conducted with county emergency managers who forwarded their equipment priority needs by region. This list was reviewed by statewide partners, and the draft list was provided for additional feedback from participants, USAR, and partners. The result was a recommended list that the Oregon Homeland Security Council reviewed and approved during its May 3, 2023, meeting.

Priority 1: Save/Sustain Lives
Generators (medium, large, solar option) – trailer-mounted generators that can be moved to provide temporary power
Fuel Transportation – 900-1,000 gallon – trailer mounted tank
Water Purification System – trailer mounted to provide potable water
Mobile Water Tankers – 900-1,000 gallon – trailer mounted tank
Shelter, Portable – can be set up to provide mass care services
Priority 1: Urban Search and Rescue
Utility Terrain Vehicle – Wheeled – able to seat passengers side by side and built with lots of storage space, commonly used to haul equipment and supplies
Utility Terrain Vehicle – Tracked – able to seat passengers side by side and built with lots of storage space, commonly used to haul equipment and supplies
Hydraulic Rescue Complement (Cutter, Spreader, Combi Tool, Telescopic Rams)
Heavy Lift Airbags – capable of lifting heavy loads with relative ease and efficiency
Unmanned Aerial Vehicle (UAV) with thermal imaging
High-Axle Rescue Water Evacuation Vehicle
Priority 2: Obtain/Maintain Situational Awareness
Communication Units/Sets – cache of radios, deployable
Lighting, Portable – trailer mounted lighting system
Communication Tower, Portable – Cell on Wheels – for emergency coverage on a short-term basis
Communication trailer with mobile repeaters, radio equipment for UHF/VHF, power supply, generator and backup – used to set up temporary communications
Snow Cat – an enclosed-cab fully tracked vehicle designed to move on snow
Priority 3: Incident Stabilization
Traffic Message Board – trailer-mounted
Vehicle, 10+ passenger transport vehicle – crew carrier with intercom and headsets and gear storage
Priority 4: Initiate Recovery
Sandbagging Machine – trailer-mounted
Mobile Command Center (Trailer)
Mobile Command Vehicle (with off-road and high-water capability)
Water gate flood barrier for flood pre/support