

State Preparedness and
Incident Response
Equipment (SPIRE) Grant
Annual Report



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State Preparedness and Incident Response Equipment (SPIRE) Grant

Oregon Laws 2017, Chapter 657 (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 (OEM) to build, manage and fund the State Preparedness Incident Response Equipment (SPIRE) grant program. Since that time, three additional \$5 million bonds (for a total of \$20 million), have been made available to provide emergency equipment locally around the state. Oregon Laws 2021, Chapter 454 (House Bill 2426) added new provisions to the Resiliency Grant Fund to prioritize equipping urban search and rescue (USAR) teams. Oregon Laws 2021, Chapter 669 (House Bill 5006) provided an additional \$10 million spending limitation for SPIRE. The Oregon Homeland Security Council approves the list of updated emergency preparedness equipment with each round of grants.



SPIRE III equipment was awarded in the spring of 2024. OEM is in the process of ordering this equipment, along with the remaining SPIRE II equipment. OEM will begin accepting applications for the fourth round (SPIRE IV) of equipment in early 2025. The agency will issue the bond for SPIRE IV in April 2025. Oregon Laws 2024, Chapter 114 (Senate Bill 5701) established the spending authority for SPIRE IV and Oregon Laws 2024, Chapter 104 (House Bill 5201) authorized the bond sale.

Executive Summary

SPIRE continues to provide lifesaving capabilities across the state of Oregon. The collaboration and coordination focus of OEM has supported SPIRE equipment used in numerous disciplines including emergency management, firefighting, law enforcement, public health, public works, and more. SPIRE equipment was instrumental in supporting response capabilities across the state during the presidentially declared January 2024 Winter Storm disaster (DR-4768), for which initial damage assessments indicated more than \$48 million in disaster-related costs. Equipment was also deployed during the 2024 wildfire season to support local and state response efforts.

The SPIRE program continues to grow, improve and implement changes following feedback and process improvement. SPIRE is essential to addressing the continuing equipment needs that were identified through recent capability assessments. Applications continue to exceed the funds available for each allotment, leaving many worthy requests unfunded. Grantees have expressed appreciation and provided examples of the equipment being used successfully throughout the year.

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

- **Equipment accountability:** OEM staff performed onsite inspection of all equipment
- **Increased equity and inclusivity:** SPIRE III equipment was awarded in a regional process, improving equity in distribution.
- **Program support:** OEM hired additional grant and procurement staff to support SPIRE and other grant programs
- **An online [equipment map](#):** Equipment locations and availability are easily shared for deployment during emergencies.
- **Online reporting:** The annual reporting is now completed online, improving accuracy, efficiency and transparency. This process also provides local jurisdictions with an opportunity to view the previous years' reports.
- **Filling capability gaps:** SPIRE equipment is used during emergencies and to strengthen local communities' preparedness and resilience outside of emergencies.

Recommendations

OEM recommends continued funding of the Resilience Grant Fund. Equipment provided through the SPIRE grant program has been effectively leveraged to mitigate the impacts of emergencies, and improve response and recovery in Oregon. While this equipment is ready and waiting for emergencies, it is also being used locally to support other needs. The examples submitted by equipment recipients below show the impact of SPIRE equipment in Oregon communities throughout the year.

Examples

Fuel Trailers

City of Cottage Grove:

The fuel trailer was used during the January 2024 Ice Storm. It was instrumental in keeping backup generators operational.

During the first three days, regular fuel deliveries were shut down as the roads were closed. Without the fuel trailer, water and sewer treatment plants would not have continued operating.



City of Newberg:

The trailer has been used to fuel heavy equipment at a project two miles from the public works maintenance yard, allowing the city to fuel multiple pieces of equipment. The city also uses the trailer to fuel emergency generators at the wellfield (a city-owned water pump for its underground aquifer), Public Safety building, and several pump stations around town.

Tualatin Valley Water District:

During the January ice storm, the district used it to refuel generators throughout the district.

Tillamook County:

Provided fuel during power outages and maintenance of the main fuel pumps.

Generators**City of Medford**

Equipment was deployed to the Oregon Department of Forestry (ODF) to support dispatch capabilities during power supply issues and backup generator failures.

Lower Umpqua Hospital District

Set up the disaster tent to have a health fair, using generator-powered outlets and the HVAC system for the tent for eight hours.

City of Umatilla Police Department

The generator was used for the Umatilla Landing Days and Rock the Locks events. Both events are large-scale community engagement events held in the city.

Hood River County

Loaned to the City of Mosier to run a municipal water pump during the Microwave Tower fire.

City of Dallas Police, City of Reedsport, St. Paul Fire District, Rainbow Water District, City of Detroit, City of Sublimity, Eugene Airport, City of Gresham

Used during the January winter storm and other incidents to power equipment, including well fields, pump stations, fire stations, dispatch centers and more during power outages.

High-Axle Rescue Vehicles**City of Warrenton**

The vehicle was used for two days in June 2024 as a type 6 brush truck for our annual Northern Oregon Wildfire School (NOWS) at Camp Rilea.

Eugene Springfield Fire

The unit was used to backfill numerous shifts for wildland coverage when other units were deployed on conflagration.

Evans Valley Fire District No 6

Used for normal response within the fire district.

Mobile Water Tanker

City of Cannon Beach

Elsie/Vine Maple Water District requested the water trailer to distribute water to address water issues for the past year. The city was able to support a community in the unincorporated area of the county with this preplaced resource.

Low Water Rescue Boat

Clackamas Fire District No 1

Numerous water rescue calls from the Clackamas and Willamette Rivers. The boat (SJX) has been used for weekly training. This craft is used throughout the year, particularly in the summer and early fall months. Clackamas Fire used to rely primarily on rafts this time of year, however, with the SJX, they can run parts of the river that were not previously possible during times of low water.

Rescue Jet Ski with Trailer

Curry County

The rescue jet skis allowed staff to take more than 50 preventative actions to avoid rescue, injury, or death, as well as hundreds of informational and educational contacts with boaters and aquatic recreationists. The skis also facilitated 10 aquatic rescues, including when an unmanned safety boat floated into the World Jet Boat Races, and when a stranded hydroplane racer was retrieved during the Boatnik Races. Additionally, the skis were used to rescue paddleboarders (without lifejackets), stranded boat passengers, and two recovery assists for a drowning at Two Mile Rapid and Lobster Creek on the Rogue River.

Gresham Fire & Emergency Services

The Rescue Watercraft has been used in multi-agency training and exercises and has responded to more than 40 rescue calls since October 1, 2023. Some of the emergency calls included rescues of multiple people and a dog on the Sandy River, search and rescue on the Columbia River, and a downed aircraft in the Columbia River.

Unmanned Aerial Vehicle (UAV) with Thermal Imaging

City of Grants Pass Police Department

The UAV has been used to support warrant services, checking private property for persons (with consent), and training purposes.

Columbia County Sheriff's Office

The UAV was used for search and rescue operations, searches for suspects who attempted to elude law enforcement officers (including a couple suspected of murder), search warrants authorized by a judge, and training, for a total of 43 flights.

Eugene Police Department

This UAV has been used for a variety of public safety missions responding to calls supporting the Eugene Police, Springfield Police, Lane County Sheriff's Office, and the Eugene Springfield Fire Department. The department also used this equipment to help kickstart the Drone as First Responder program.

Scappoose Rural Fire Department

The aircraft has been used in several missions, including a lightning detection flight for ODF resulting in successful location identification.

Urban Search and Rescue Trailer

Clackamas Fire District No 1

This trailer has allowed Clackamas Fire to greatly improve its Urban Search and Rescue (USAR) capabilities. In the past, the only way to provide structural shoring was to use lumber to build shores. This is a very difficult system to depend on, deploying a truckload of lumber to a scene is very difficult. Paratech shoring is the industry standard and is extremely fast to set up and tear down.

Vehicle Barrier System

Ashland Police Department, City of Grants Pass Police Department, and City of Medford (shared)

This system has provided crowd control during public events including the County Fair and other special events.

SPIRE III Awards

In 2024, OEM received applications for 107 pieces of equipment from 75 jurisdictions with an estimated value of more than \$10 million. OEM awarded 31 pieces of equipment to 27 jurisdictions from all four priority levels. To ensure effective response across the state, the equipment list is updated annually through ongoing partner feedback and identified capability gaps. Once an updated equipment list has been compiled, the recommendations are provided to Oregon Homeland Security Council for review and approval. New equipment added to the list and awarded for SPIRE III included cellular compact rapid deployable (CRD), heavy lift airbags, and hydraulic rescue compliment (cutter, spreader, combi tool, telescopic rams). All SPIRE III equipment is within the procurement process. OEM estimates all the remaining equipment from SPIRE II and the new equipment from SPIRE III to be ordered in the first six months of 2025.

In May 2023, the Oregon Homeland Security Council approved an updated equipment list (see Appendix A), used in the March 2024 award process. Additionally, in response to partner feedback, this cycle used a regional approach to ensure the strategic distribution of SPIRE equipment throughout the state. During the SPIRE III cycle, each region received a minimum of two pieces of equipment. As each piece of SPIRE equipment varies in cost and

capability, some regions appear to have received more equipment than others, but efforts were made to ensure continued capability expansion across the state.

While new equipment continues to be added to the SPIRE program, current equipment has also been re-distributed to fill capability gaps. All awarded and available equipment is posted on the SPIRE website.

As part of OEM's modernization efforts, applications were completed and submitted online, streamlining and adding integrity to the process for applicants and the review team. Applications were reviewed by region and discipline. This allowed OEM's volunteer committee to review fewer applications and require less time commitment, which increased geographic and discipline diversity. The committee was made of 11 reviewers from state, Tribal, and local agencies, rural and urban areas, with expertise in emergency management, fire, search and rescue, aviation, large incident response, research, and health services.

Procurement Challenges Continue

Staffing continues to be a challenge. OEM reported in the 2023 Annual Report that insufficient procurement and contracting staff would make it difficult to keep up with SPIRE program demand. And in fact, for most of 2024, the agency had one or fewer procurement and contracts specialists, managing all needs. This lack of staff redundancy meant when a position became vacant in June, OEM had no procurement capability, and the purchase of SPIRE equipment came to a halt until two new procurement staff started at the end of September. Only then was the agency able to reinitiate SPIRE purchases.

Many pieces of SPIRE equipment have specialized capabilities and require customization. As OEM looks to increase emergency operation capabilities across the state, considerations could be made to establish a more efficient procurement process for the SPIRE program while reducing delivery delays and creating more equipment continuity. Past equipment specifications were unclear and created problems including the delivery of equipment that was not response-ready. To address this issue, program staff continue to consult with subject matter experts and engage in a more thorough specification development process. For example, staff consulted with the Statewide Interoperability Coordinator (SWIC) when developing equipment specifications that include communications.

The SPIRE team is reviewing past challenges, many of which are associated with OEM's transition into a standalone agency, and the lack of personnel. The team is developing policies and procedures for SPIRE procurement and delivery to ensure smooth processes and procedural continuity. All processes related to SPIRE procurement will continue to be established and refined as future challenges arise.

Additional Challenges

A major challenge in 2024 was the discovery that Vehicle Use Taxes need to be paid on new equipment, and (in some cases) equipment already titled and registered in Oregon. This titling process started while the agency was under the Oregon Military Department (OMD) and continued under OEM. Oregon requires vendors to pay vehicle privilege tax on equipment purchased in-state, while buyers pay vehicle use tax on equipment purchased out-of-state. Due to the diversity of equipment in SPIRE, each piece of equipment has unique title and registration requirements. In some cases, one piece of equipment (such as a watercraft and trailer combination) requires multiple registration processes through different agencies.

OEM developed and streamlined a title and registration process to identify and address each piece of equipment's unique needs and ensure that all Vehicle Use Taxes are paid and all equipment is properly titled and registered. Additionally, the issue of Vehicle Use Taxes will be permanently addressed by requiring out-of-state vendors to pay the Vehicle Use Tax, which is 0.5% of the purchase price. Finally, vendors are now provided clear instructions regarding all ownership documentation to ensure timely, accurate and efficient processing.

Inventory Tracking and Deployment

The new [SPIRE webpage](#) launched in September 2023. OEM saw the need for equipment assets to be readily viewable by partners in need. With the launch of this system, OEM modernized many aspects of SPIRE:

- All equipment is now viewable on the SPIRE webpage showing what equipment is available and the contact details for those who need to make a request.
- Applications for new equipment are online and connected to the database when approved and awarded.
- Local awardees complete annual reporting through the online portal and can review past reports. These reports include information about maintenance and upkeep and provide current images of the equipment.
- OEM Staff and regional coordinators also have an app that connects this database to complete inventory visits anytime anywhere.
- A link to a feedback survey to determine capability gaps in equipment is being used to support the development of equipment needed statewide.
- Those interested in being part of the application review team submit qualifications online.

Since launching the new [SPIRE webpage and Geographic Information System \(GIS\) database](#), OEM has seen an increase in borrowing equipment statewide. As more agencies are aware of the resources, further increases are anticipated. Unfortunately, many local jurisdictions do not inform OEM when equipment is deployed. Currently, location and contact information data are updated when provided. To more accurately track SPIRE equipment, OEM would like to

implement an automatic GPS asset tracking system that does not rely on human reporting. GPS tracking devices would provide real-time data while eliminating the additional reporting required of responding personnel.

Inventory visits by OEM staff have helped to educate and keep the GIS database up to date. The online reporting system has allowed OEM to track inventory visits easily and work through barriers with jurisdictions. OEM is required to take inventory and inspect each piece of equipment annually. With the full implementation of this system in 2024, staff can quickly review equipment usage and maintenance. All jurisdictions with available equipment received a site visit by OEM staff in 2024.

All jurisdictions are required to submit an annual report on their equipment. When doing so, they can pull up previous reports submitted. This is useful given the volume of staff turnover in agencies.

Future Awards – SPIRE IV

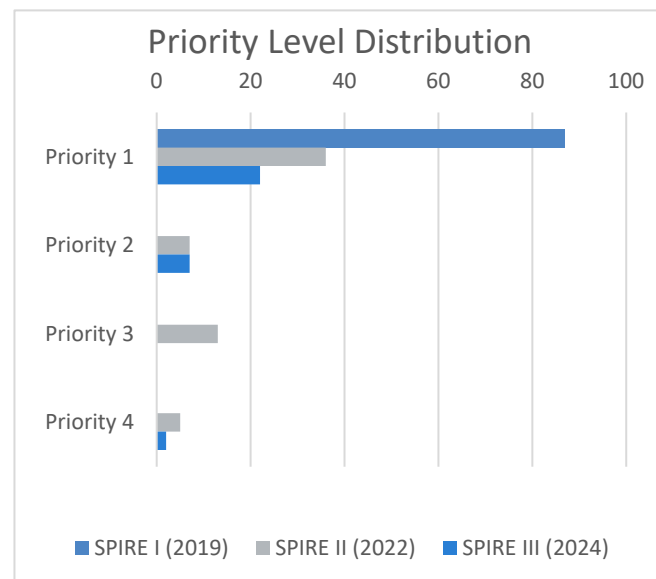
An additional round of funds for SPIRE was approved during the 2024 regular session, effective April 17, 2024. As noted above, the solicitation of applications and equipment procurement was delayed due to a lack of procurement staff. OEM will solicit applications for SPIRE IV equipment in 2025. Feedback is currently being accepted to update the list which will be submitted for OHSC approval in 2025.

Equipment

The SPIRE legislation requires the Oregon Homeland Security Council to revise and update the Equipment List and the assigned Priority Levels periodically. 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 the first year of SPIRE funding, only items from Priority 1 were granted. For SPIRE II and III, OEM ensured all priorities received funding to ensure all phases of emergency response and recovery and that all communities across Oregon had adequate resources. This also ensures equipment is allocated to USAR teams, Tribes, and each region, ensuring statewide distribution for underserved rural and Tribal communities.

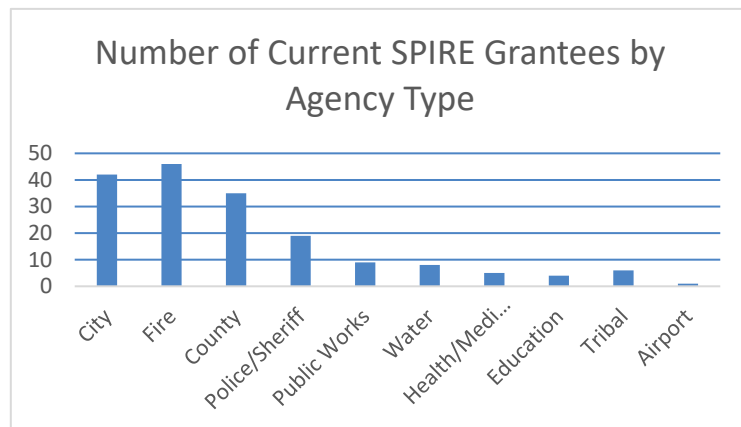


In 2021, House Bill 2426 amended the original bill, prioritizing applications to equip Urban Search and Rescue (USAR) teams. There are a limited number of USAR teams in Oregon. The 2021 legislation change reduced available equipment for non-urban Search and Rescue (SAR) teams. Concentrating equipment in Willamette Valley metropolitan areas with USAR. For example: when a trench rescue and side-by-side were on the list for SPIRE II USAR applicants. Applicants had to be qualified USAR teams based on the specified definition. Traditional Search and Rescue (SAR) teams were unable to apply for the equipment even if they were qualified to use it.

During the feedback sessions, OEM heard that traditional SAR teams would have appreciated the opportunity to apply for the equipment on the USAR list (side-by-side). For SPIRE III, OEM has made all the equipment on the approved list available to all agencies with the expertise and training to use it. None of the USAR equipment on the list for SPIRE III (hydraulic rescue complement, heavy lift airbags) required a USAR certification.

Current Grantees

Qualified SPIRE applicants include any organization with expertise that is responsible for emergency preparedness in 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 several organizations in a whole-community approach. However, a review of our most recent Capability Assessment shows that needs continue. In all three rounds of SPIRE, OEM received proposals for more than double the funds available. OEM anticipates this will continue for SPIRE IV. Grant staff continue to work internally and externally with other state grant agencies to reduce duplication. SPIRE is an important resource as many other grants are federally funded and some equipment, such as UAVs, is harder to procure through federal funds. SPIRE, using state funds, fills an important gap.

Past Processes

SPIRE I

In 2019, SPIRE I funded 79 awardees with 80 pieces (see below) 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

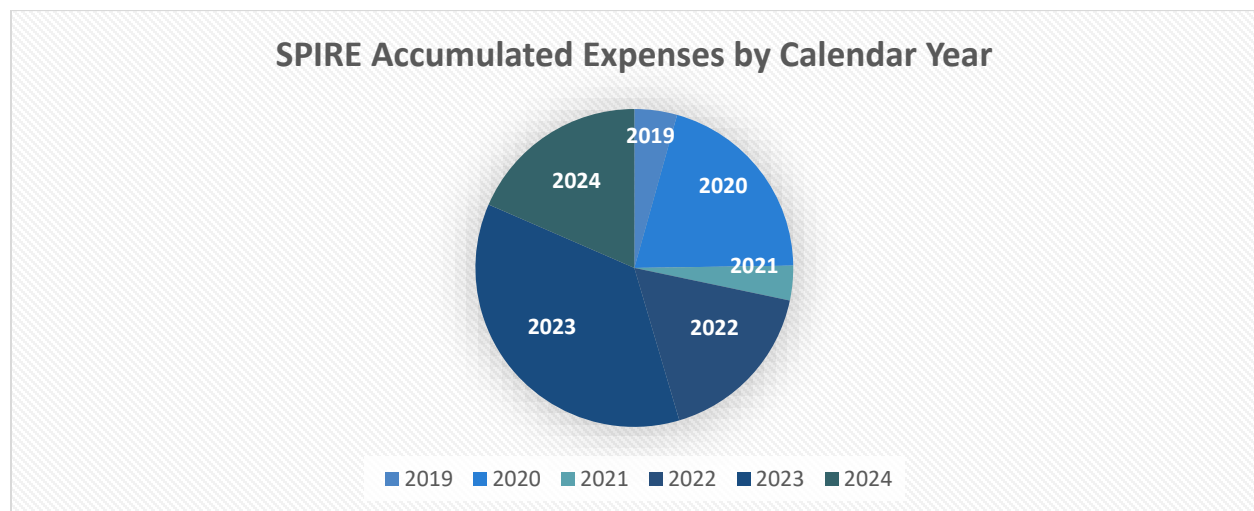
In 2022, SPIRE II funded 46 awardees with 62 pieces of equipment across all four priority levels. Equipment included all equipment offered in round one, minus rescue jet skis, and added communications trailers, mobile command centers, vehicle barrier systems with trailers, portable lighting, SAR unmanned aerial vehicles, snow cats, sandbagging machines, tactical command vehicles and traffic message boards.



Twenty-one (21) pieces of equipment are remaining to be purchased from SPIRE II.

Financial Summary

OEM continues to use a competitive process through Oregon Buys for SPIRE funds.



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
2024 expenditures	\$1,714,736.48
Total	\$8,857,525.55

Remaining Funds:

Bonds Issued	\$15,000,000
Funds spent through 2024	(\$8,857,526)
Ordered equipment, waiting to be received	(\$96,685)
Granted equipment, waiting to be ordered (estimated)	(\$5,674,370)
Funds Remaining	*\$371,419

*Additional equipment is in a queue waiting to be ordered if all funds are not expended.

Future Funds:

Bond scheduled to be issued April 2025 for SPIRE IV	\$5,000,000
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Looking Forward

The program continues to fill capability gaps around the state. OEM grant staff have been collaborating with other granting agencies to avoid duplication of grants. OEM 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. The funding for SPIRE IV will continue to bring much needed resources to our local communities.

This year has been another year of challenge, change and growth. OEM 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