ANALYSIS

Item 35: Department of Emergency Management
Disaster Preparedness Stockpile

Analyst: John Terpening

Request: Acknowledge receipt of a report on the details of a disaster preparedness stockpile plan.

Analysis: The Department of Emergency Management (ODEM) has submitted a report pursuant to the following budget note approved in the budget report for SB 5701 (2024):

> *The Department of Emergency Management must report to the Emergency Board no later than December 2024 on details of a stockpile plan, which should include a needs assessment conducted with local, state, tribal, and federal partner entities; a materials procurement plan, including raw material needs for personal protective equipment manufacturing; and a management plan for quality control and rotation standards of stockpile materials. The plan must identify logistical needs for locating, tracking, coordinating, and allocating materials and equipment; recommendations on strategic locations for stockpile cashes; and any long-term proposals for funding and maintaining a stockpile.*

To meet the requirement for a needs assessment, the Department conducted a survey among state, local, and tribal partners requesting information on current stockpile data and types of assets needed. The most common responses were sheltering, communications equipment, and targeted medical items. Overall, the State's stockpile efforts are fragmented and ODEM notes that control of all purchased assets would need to remain with the receiving entities.

While the budget note includes a materials procurement plan, the Department's report provides a list of procurement requests from partner entities totaling almost $5 million. This includes portable communications equipment for ODEM, personal protective equipment and durable medical equipment for Oregon Health Authority, animal sheltering kits to the Department of Agriculture, and providing funds for some of the current entities applying for the Department of Human Services Resilience Hubs and Network Grants. The Department's report outlines the challenges that developing a stockpile program will face, including warehousing facilities and their locations and inventory and delivery management systems needed to track assets, as well as sustainable funding going forward to maintain a stockpile.

SB 5701 (2024) also included $5 million General Fund in a special purpose appropriation made to the Emergency Board to be allocated to the Department for a disaster preparedness stockpile. The Department has not requested these funds at this time, citing the need for increased capacity in procurement and current capability to administer a disaster preparedness stockpile long-term.

Recommendation: The Legislative Fiscal Office recommends that the Emergency Board acknowledge receipt of the report.

Request: Report on a stockpile plan per a Senate Bill 5701 (2024) budget note by the Oregon Department of Emergency Management.

Recommendation: Acknowledge receipt of the report.

Discussion: This report is in response to the following budget note included in the budget report for Senate Bill 5701(2024):

> **Budget Note**:
> *"The Department of Emergency Management must report to the Emergency Board no later than December 2024 on details of a stockpile plan, which should include a needs assessment conducted with local, state, tribal, and federal partner entities; a materials procurement plan, including raw material needs for personal protective equipment manufacturing; and a management plan for quality control and rotation standards of stockpile materials. The plan must also identify logistical needs for locating, tracking, coordinating, and allocating materials and equipment; recommendations on strategic locations for stockpile caches; and any long-term proposals for funding and maintaining a stockpile."*

The plan submitted by the Oregon Department of Emergency Management (ODEM) aims to provide access to emergency supplies and equipment, including all-hazards, emergency surge supplies, communicable disease testing equipment, and personal protective equipment. The plan was developed in collaboration with state, Tribal, local, and Federal partners to ensure comprehensive preparedness and response capabilities.

ODEM reported the following findings:

- Decentralized Efforts: Current disaster preparedness efforts are fragmented, with inconsistent tracking methods leading to information silos.
- Funding and Procurement: While the $5.0 million Special Purpose Appropriation made to the Emergency Board is necessary to establish the stockpile program, long-term success requires sustainable funding.
- Warehousing and Inventory: Effective warehousing and inventory management systems are essential. The report highlights the need for a centralized, cloud-based system to track and manage stockpiles; this system does not currently exist.
- Partner Engagement: Building strong relationships with state, local, and Tribal partners is vital for the program's success, with a focus on transparency and collaboration.
- Ownership and Control: While the report does not assert a clear claim on this topic, ODEM recognizes their role in tracking and planning a stockpile's future.

The report outlines what could be several next steps for ODEM and the Oregon Legislature, including establishing a permanent statewide disaster preparedness stockpile fund to ensure sustainable funding for the program; developing a robust warehousing program and implement an advanced inventory management system to track and manage stockpile assets effectively; continuing to build strong relationships with state, local, and Tribal partners to ensure collaborative efforts in disaster preparedness and response; and strategically procuring necessary assets and commodities, and plan for their long-term maintenance and rotation to ensure readiness during emergencies.

Senate Bill 5701 (2024) also included a $5.0 million Special Purpose Appropriation for a disaster preparedness stockpile. ODEM is not requesting the funding at this time while the Department is still developing capacity for procurement, tracking, and warehousing as well as the uncertainties related to the long-term administration of the stockpile. It's worth noting, between ODEM's letter and report, the following are identified as potential resources with stockpile funding:

ODEM Partner	Potential Stockpile Raw Materials	Cost
ODEM	Communications trailers with interoperability equipment	$532,000
ODEM and county partners	Deployable repeater kits	$140,000
Oregon Health Authority	Medical storage and purchases costs	$487,000
Oregon Department of Agriculture	Animal Sheltering kits	$175,000
County partners	Transfer of select ODHS Resilience Hub Grant applicants to OEM stockpile	$3,600,000
Confederated Tribes of Warms Springs	Road closure equipment and supplies	$33,000
Burns-Paiute Tribe	To be determined	-
ODEM (internal)	Contingency amount for purchasing overages and unforeseen costs	$33,000
	Grand Total	**$5,000,000**

Oregon
Tina Kotek, Governor

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August 29, 2024

Senator Rob Wagner, Co-Chair
Representative Julie Fahey, Co-Chair
State Emergency Board
900 Court Street NE
H-178 State Capitol
Salem, OR 97301-4048

Dear Co-Chairs:

Nature of Request
The Oregon Department of Emergency Management (OEM) requests the Oregon Legislature's Joint Emergency Board acknowledge receipt of the attached stockpile report, as described in budget note #8 accompanying 2024 Senate Bill 5701. OEM will wait before requesting allocation of the $5 million special purpose appropriation in Oregon Laws 2024, Chapter 114 (SB 5701). OEM is still developing its capacity for procurement, tracking, and warehousing, complicated by the need to administer this stockpile without a long-term perspective for the program. In addition to the challenging 2024 wildfire season, OEM faces competing priorities as it continues to mature as an independent agency while working to implement legislative priorities.

Background
The mission of OEM is to lead collaborative state-wide efforts to organize and facilitate assistance for local jurisdictions in an emergency and to protect, mitigate, prepare for, respond to, and recover from emergencies or disasters regardless of cause. The $5 million funding, made available to the Emergency Board for appropriation to OEM following the submittal of an agency developed report, will provide valuable stockpile-related assets to partners statewide. Some key points of this program will be:

- Ownership of all purchased assets and commodities will continue to be explored in the coming months.
- Control of all purchased assets and commodities will remain with receiving entities, outside of major disasters where expedited movement of goods is needed to support life and safety operations.
- Funds will be available to cover logistical needs associated with stockpile component maintenance statewide.
- State and Tribal partners have made requests for portions of the $5 million.

10.6% - $532,000	OEM - communications trailers with interoperability equipment
2.8% - $140,000	OEM and county partners - deployable repeater kits
9.7% - $487,000	OHA - medical storage and purchases costs
3.5% - $175,000	ODA - animal shelter kits
72% - $3.6 million	Transfer of select ODHS Resilience Hub Grant applicants to OEM stockpile
.66% - $33,000	Confederated Tribes of Warm Springs - road closure equipment and supplies
.66% - $33,000	Contingency amount for purchasing overages and unforeseen costs
$5 million	Grand Total

Agency Action
OEM has developed a report outlining the specific purchasing requests regarding the FY25 $5 million, as well as presenting potential logistical considerations for the development of a long-term successful statewide stockpile program.

Action Requested
The Oregon Department of Emergency Management (OEM) requests the Oregon Legislature's Joint Emergency Board acknowledge receipt of the attached stockpile report.

Legislation Affected
Oregon Laws 2024, Chapter 114 (2024 Senate Bill 5701).

Thank you for your consideration of this request.

Best regards,

Erin McMahon
Director
Oregon Department of Emergency Management

Statewide Disaster Preparedness Stockpile Program

Oregon Legislature Joint Emergency Board Report

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Executive Summary

Legislation in 2022 (HB 4068) and 2024 (SB 5701) provided an opportunity for the Oregon Department of Emergency Management (OEM) to engage with partners statewide and at the Federal level to develop strategies and purchasing options for the newly formed Statewide Disaster Preparedness Stockpile Program. The $5 million Joint Emergency Board funding will provide OEM with an excellent foundation to establish the program and craft strategies for long-term success. Through collaborative efforts and outreach to partners, OEM has started laying the groundwork for a successful long-term program by identifying disaster preparedness challenges the state currently faces and uncovering opportunities to build on the excellent efforts of state, local, and Tribal partners in disaster response capabilities. OEM also aims to address key logistical considerations needed for successful program implementation. Additionally, state, local, and Tribal partners have shown interest in procuring portions of the $5 million.

The primary challenges include decentralized preparedness efforts among partners. Many of these efforts are tracked using inconsistent methods or tracked in systems that do not interface easily with one another, leading to information silos and time-consuming efforts to obtain and share partner data during emergencies.

The challenges associated with developing a successful statewide stockpile program present opportunities for exploration. These opportunities include modernizing software to improve tracking and deployment capabilities, compiling data on partner stockpiling efforts into visual geospatial representations, building stronger relationships with partners to better understand their needs, exploring regional storage solutions that include co-location and other innovative methods, and developing various funding options for the program.

Throughout outreach efforts, partners consistently expressed interest in the $5 million stockpile funds. Some also expressed hesitancy due to current time constraints and budgetary limitations for long-term costs. Despite these concerns, partners submitted procurement requests for portions of the funds. The following bullets summarize these requests, with more details provided in the body of this report and Appendix B.

- Oregon Department of Emergency Management: Deployable communications trailers, kits, and IT-related equipment, and, in collaboration with various county partners, deployable repeater kits.
- Oregon Health Authority: PPE and maintenance purchases.
- Oregon Department of Agriculture: Regionally placed animal sheltering kits.
- Oregon Department of Human Services: Transfer of stockpile-related Resiliency Hub Grant applicants.
- Confederated Tribe of Warm Springs: Traffic control equipment.

With the generous funding opportunity from HB 4068 and Oregon's Emergency Board, the Oregon Department of Emergency Management stands ready to turn challenges into opportunities and establish a statewide disaster preparedness stockpile program capable of supporting partners across the State of Oregon. The following report provides detailed information on current efforts, challenges, opportunities, and related logistical considerations.

Background

Oregon Laws 2022, Chapter 55 (House Bill 4068) directed the Oregon Homeland Security Council (OHSC), in collaboration with emergency management agencies, the Oregon Department of Emergency Management (OEM), and the Oregon Health Authority (OHA), to develop a disaster preparedness stockpile plan for providing access to supplies and equipment for use in emergencies. The bill required the plan to include all-hazards, emergency surge supplies, communicable disease testing equipment, and personal protective equipment that can be deployed regionally or statewide as needed.

Oregon Laws 2024, Chapter 114 (Senate Bill 5701) allocated $5 million for stockpile purchases, which the Oregon Legislature's Joint Emergency Board must allocate by December 31, 2024. Senate Bill 5701 budget note 8 provided the following guidance:

> The Department of Emergency Management must report to the Emergency Board no later than December 2024 on details of a stockpile plan, which should include a needs assessment conducted with local, state, tribal, and federal partner entities; a materials procurement plan, including raw material needs for personal protective equipment manufacturing; and a management plan for quality control and rotation standards of stockpile materials. The plan must also identify logistical needs for locating, tracking, coordinating, and allocating materials and equipment; recommendations on strategic locations for stockpile caches; and any long-term proposals for funding and maintaining a stockpile.

This report is OEM's response to budget note 8. OEM developed this plan in collaboration with state, Tribal, local, and Federal partners.

Introduction

Historically, Oregon has been a generally stable state due to its low frequency of high-impact disasters. However, the recent rise in wildfire activity and intensity, seasonal ice storms, and the COVID-19 pandemic have highlighted the need for cohesive and informed disaster response preparedness. The overdue Cascadia Subduction Zone earthquake and subsequent tsunami further emphasize the necessity for Oregon to prepare and respond effectively on a statewide level.

To address this, the state actively has engaged in ongoing preparedness efforts, with executive agencies, local, Tribal, and Federal partners working to enhance their all-hazard response capabilities. Many partners have stored quantities of items throughout the state and stand ready to mobilize these resources as needed.

However, areas for improvement include transparent tracking through advanced data management systems, deployment, and secure storage, as well as opportunities for expanding efforts through funding.

Currently, no single system of record consolidates these efforts in a centralized manner, leading to a disjointed statewide preparedness picture that is challenging to expand or report on. When a major disaster strikes Oregon, all responding parties must understand each other's potential contributions and how these will be mobilized.

Challenges

- Decentralized efforts
- Disparate tracking systems
- Difficult to share info quickly
- High maintenance costs
- Limited funding

The Oregon Department of Emergency Management is positioned to capture the valuable partner stockpiling efforts and integrate them into a unified statewide picture. With long-term funding and strategic visioning, the Disaster Preparedness Stockpile Program can support partners in growing their stockpiles through both asset and commodity purchases and the deliberate use of funds to cover logistical costs associated with stockpiling activities.

This report will summarize some of the major stockpiling efforts currently underway in Oregon and explore how OEM and its partners can benefit from a centralized approach to stockpile management. Critical areas for successful implementation of a statewide stockpile program include current capabilities, warehousing options and locations, inventory and delivery management systems, ownership of assets purchased with stockpile funds, accountability, procurement plans for the FY25 Emergency Board appropriated $5 million, and long-term viable funding options.

Current Capabilities

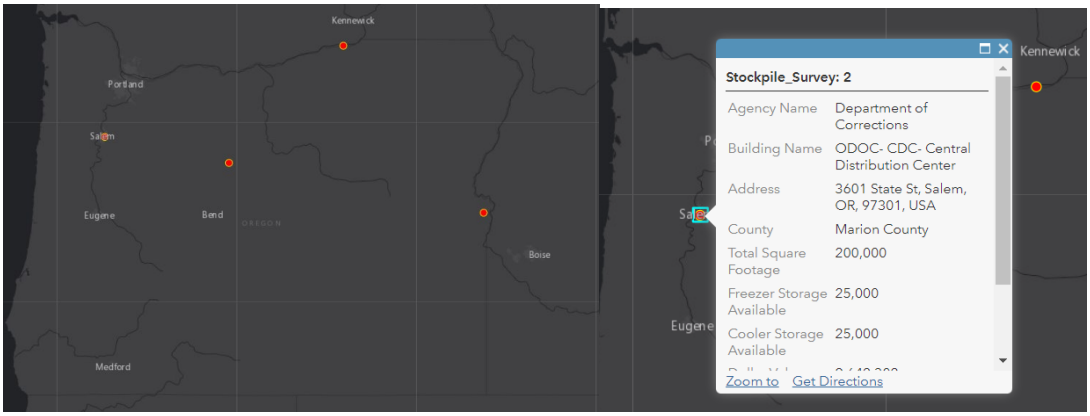
This report presents a statewide disaster preparedness stockpile plan, capped at $5 million, to the Oregon Legislature's Joint Emergency Board as mandated by SB 5701. While purchasing stockpiling items is crucial, this plan also recognizes the significant stockpiling efforts that state, local, and Tribal partners currently undertake. Therefore, a key aspect of this plan involves collecting information about these efforts and documenting it in a centralized, cloud-based system. This system will facilitate GIS-based visualization and provide easy access for end-users.

Beginning in early 2024, an action plan was developed to provide a framework for related efforts. The following graphic summarizes the action plan in a timeline format.

The cross-partner stockpile workgroup has begun capturing high-level warehousing efforts from state partners. These efforts focus on stored supplies that may be used during a disaster event, including items such as water, meals ready to eat, personal protective equipment (PPE), hygiene supplies, and human and animal shelter kits.

Additionally, unique warehousing information is being gathered, such as whether a site is climate-controlled, available power sources, owned or leased, has cooler or freezer space, loading docks, material handling equipment on site, or additional space available for partner use.

The images below show test data, compiled by OEM, from the Oregon Department of Corrections' warehousing efforts. OEM plans to develop a stockpile and warehousing visualization system that will complement the future crisis management and inventory management software purchases.



Currently, partners are not required to share warehousing data and there is no centralized database in use that can consolidate this data. However, sharing will allow the state to prepare for, respond to, and recover from disasters using a common operating picture, which inherently builds efficiency and accountability. Some local and Tribal partners were hesitant to share their stockpiling data due to concerns that, once inventoried by the state, stockpiles would fall under state control. Outside of a Governor's executive order directing partners to utilize their assets, the statewide stockpile program will use the shared data only to make informed response-related decisions.

OEM's Staging Base and Logistics Program Manager and workgroup members will continue to reach out to partners with the long-term goal of tracking all state, local, and Tribal stockpiling efforts. This engagement will require time and depend heavily on building strong working relationships with all partners. OEM's new crisis management tool, which is currently in early development and planning stages, will also support this effort by providing a single system in which to input inventory information and track it through request, deployment, and return phases.

OEM gathered additional information from state, local, and Tribal partners through a needs assessment survey in spring 2024 about their current response-related assets and the types of assets they would like to have or see the state provide. The assessment survey questions and a summary of select responses are provided for reference in Appendix A. This needs assessment highlighted partner interest in sheltering, communications equipment, and targeted medical items. While fuel concerns are not within the stockpile program's current scope, they did factor into responses. Conversations held with partners following the needs assessment effort illuminated a large desire to engage in stockpiling efforts, but hesitancy related to costs associated with long-term maintenance and storage of many items of interest.

Both the needs assessment and state warehousing information have highlighted the valuable work partners are doing across the state. Partners utilize a mix of owned and leased warehousing spaces, storing supplies such as water, meals, shelter supplies, PPE, emergency medical supplies, animal sheltering kits, communications equipment, generators, portable HVAC systems, and push packs of generalized response items. They store these goods in various settings, from large state-owned facilities with co-located assets to single partner items in rented storage units or shipping containers. Despite the excellent ongoing work, areas for improvement exist. Asset owners track their items individually, and partners have only a general understanding of each other's capabilities. Additionally, the tracking systems used do not interface with one another, leading to siloed efforts and limited pathways for collaboration.

A statewide stockpile program can unite these thoughtful partner efforts to develop a comprehensive picture of Oregon's response readiness.

Setting up a successful stockpile program requires time and significant financial investment. As these efforts continue, documenting partner preparedness will help ensure that current and future stockpile funds are used effectively for strategically placing and maintaining assets across the state.

Statewide Stockpile Program Considerations

To ensure the success of a long-term statewide preparedness stockpile program, OEM must thoughtfully approach various aspects of program development. The following sections outline the considerations that OEM will focus on moving forward.

Warehousing and Locations

Any successful stockpiling program must establish a robust and executable warehousing program. States that experience frequent disasters generally accomplish this in a more centralized manner. However, Oregon's historically low number of major disasters allows the state the flexibility to explore partner-driven solutions, despite the possible introduction of challenges due to the decentralized nature of current stockpiling activities by partners.

Currently, warehousing activities are more robust on the west side of the state in preparation of a predicted subduction zone earthquake expected to directly impact the coastal region of the state, with multiple agencies co-locating at sites owned by the Oregon Department of Corrections (DOC) and the Oregon Department of Administrative Services (DAS) as well as at single-agency-controlled sites. While the east side of Oregon has less developed storage infrastructure compared to the west side, many partners do maintain strategic stores of assets in regionally placed storage units and several bunkers at the Umatilla Army Depot. Most of these efforts are small in scale, which, coupled with disparate tracking systems, limits abilities to enhance response efforts during large-scale disasters.

While the Cascadia earthquake and tsunami (referred to as Cascadia) is a single catastrophic event for Oregon, placing and managing stockpile assets with this event in mind is crucial. Establishing supplies and response capabilities on the east side will aid Cascadia response efforts, as supplies stored on the west side may become damaged or inaccessible. This does not mean that stockpiling efforts on the west side should be halted or downscaled. Planning for all other possible state disasters is critical for future response success.

As mentioned earlier, state agencies currently manage a mix of owned and leased warehousing space, with most owned sites existing on the west side of the Cascades. DOC is a notable exception with its eastern facilities, which include warehousing capacity. State agencies and local and Tribal partners manage their warehousing efforts with local staff or adults in custody (AICs). DOC's west-side facilities also rent space to OHA and ODHS, with DOC staff and adults in custody (AICs) providing inventory management labor. No partners appear to use vendor-managed inventory (VMI) options.

VMI has two primary forms: vendor staff manages inventories in partner-owned spaces, or a vendor handles commodity ownership, staffing, and space needs. When vendor staff operate in partner-owned or leased space, they relieve partners of the need to operate a warehouse 24/7 and manage commodity rotations and asset rehabilitation. However, partners must monitor vendor staff to ensure security and material handling comply with state and local laws and policies. This monitoring requires state or partner staff to oversee both the contract and vendor activities. Additionally, vendors do not factor in distribution needs, which partners must manage through separate contracts, MOUs with local partners, or their own staff. For warehouses with both standard and specialized items, a single vendor may lack the skills to manage the asset arrangement. Smaller partners also may lack the staffing capacity needed for vendor management and delivery activities. Despite challenges that VMI options pose, they also can offer simplified inventory management options, as well as possible delivery services for an additional cost. The concerns and benefits of VMI options will continue to be considered as the stockpile program matures.

Another option would be to own warehouse space, which allows the State to maintain complete control over operations, plan for potential FEMA integration needs during disasters, track assets with a system available for standard and custom reporting, develop co-location or multi-use sites with other state, local, or Tribal partners, and store a variety of assets based on local and regional response needs.

However, owning warehouse space comes with downsides, the most significant being the initial setup and subsequent maintenance costs. Finding a warehouse ready for inventory with minimal renovations is unlikely and likely would be costly.

Additionally, purchasing a building could involve compromises related to the site's proximity to transportation arteries, loading dock configurations, warehouse layout and capacity, office space options, security, and climate control. Purchasing land and constructing warehouses also would be costly and require either hiring staff to manage the project or contracting with a construction project management firm, both of which would incur significant costs.

Warehousing and locating disaster preparedness stockpile assets do not have straightforward solutions. OEM recommends using a hybrid approach:

> In the near term, focus on understanding current warehousing activities by state, local, and Tribal partners. Use any funds received for the stockpile program to develop or enhance partner stockpiles and assist with storing and maintaining items.
>
> In the future, OEM will monitor the statewide warehousing landscape to identify new or existing co-location opportunities. Although future stockpile funds could support warehousing procurement, OEM intends to explore other financial options and use stockpile funds for acquiring goods and maintaining and monitoring those items.

As mentioned above, co-location options should be explored wherever feasible. Co-location allows partners to share warehousing costs, rotate items used by multiple partners throughout the year, increase buying power through large joint orders, and enhance asset transparency through shared data.

Co-located assets also help develop common operating pictures for response activities such as contracting, delivery, and replenishment logistics. Strategically locating warehouses in regions where local and Tribal partners benefit will increase accountability and strengthen relationships through shared efforts.

OEM will explore the CORE3 project in Redmond, Oregon, as a potential future co-location site. This project involves numerous critical east-side response partners and will provide the stockpile program with the integration needed for successful disaster response operations.

Addressing the warehousing needs of the stockpile program will be one of the largest and most strategically significant tasks for OEM and its partners. Ensuring partner input and support will require time and relationship building through thoughtful efforts. Funding will have to be planned well in advance of actual costs being incurred and studies conducted or updated to ensure locations meet the regional and geographic needs of partners.

Inventory Management System

Another critical element for the success of the statewide disaster stockpile program is using the right inventory and delivery management system.

The chosen system must:

- House a wide range of assets
- Track full asset life cycles
- Visually display data in an accessible GIS format
- Handle accounting and billing for reordering and reimbursement
- Integrate with other software types or consume data outputs from other programs
- Be user-friendly to encourage partner adoption
- Be cloud-based to ensure flexibility and stability.
- Comply with current state data and records management requirements.

The needs assessment revealed current statewide stockpiling efforts use various software tools, ranging from basic options like Excel or Smartsheet to more complex systems like WebEOC or WASP.

All of these systems share a common issue: they do not readily communicate with each other. This lack of integration makes understanding what is available for local or statewide efforts a highly manual process, often missing key details such as maintenance or deployment status. This process is also time-consuming, as it requires sending requests for information to multiple partners within a single region and then sharing consolidated data to ensure a common operating picture.

Currently, partners do not inherently share resource information across systems. Sharing this information would enhance the response system by reducing duplication of efforts and ensuring the right resources arrive at the right location at the right time.

OEM will require all assets purchased with stockpile funds are tracked using the inventory management system it will pursue. The program also aims to develop a comprehensive understanding of critical supplies statewide and to obtain regular reports on these items from partners. Initially, OEM will work with state partners to use their data in building out the functionality of its inventory management system and refine how the data should be tracked and reported. This effort also will help OEM build local and Tribal partnerships and trust, positioning OEM to be effective in requesting local and Tribal data sharing.

OEM's inventory management system will need to integrate with the crisis management solution that OEM is working to develop. Managing stockpile inventories statewide is crucial, but the system used to deploy these assets must be equally effective. It is not enough to know how many items sit in each warehouse or that some of those items have been requested during an incident. OEM must track detailed statuses of deployed assets and commodities to understand if something is enroute, on scene, consumed, returning, or being repaired. The crisis management and inventory management systems must exchange data seamlessly, allowing one system to show available inventory and the other to display deployment or return statuses without excessive or duplicative manual data entry.

For the near future, OEM will use an Excel-type solution to track and manage stockpile purchases. This short-term system will utilize the purchasing data from the $5 million to enhance the current system and refine the needs for the eventual long-term solution. OEM must approach the software purchase thoughtfully and avoid rushing the process, especially given the solution likely will need to go through DAS's stage gate process.

OEM will not use any portion of the $5 million SPA funds for software purchases. Enough time is not available to complete the research, contracting and implementation phases of any software purchase

before the funds must be expended next June. Instead, OEM's Staging Base and Logistics Program Manager will continue market research and seek input from other state logistics programs about their systems, as well as submit additional state requirements to fund a software tool.

Interfacing with partner systems will be a key requirement, and understanding current systems will help ensure OEM chooses the right solution. Once OEM selects a crisis management system, it can begin procuring an inventory management system, factoring in the crisis management system's capabilities.

FY25 Procurement Plans

The needs assessment aimed to understand assets that state, local and Tribal partners might be interested in stockpiling and how the stockpile program could help them meet some of those needs. Members of the stockpile workgroup, as well as other partners, submitted several procurement plans.

The procurement plans include PPE from OHA, portable communications equipment from OEM, community resiliency opportunities from ODHS' Resiliency Hub grant, animal sheltering kits for ODA, and county and Tribal partner response equipment. Appendix B provides the details of each plan. As of the writing of this report, ODHS is reviewing Resiliency Hub grant applications. Once ODHS completes that review, they will send a list of possible applicants to OEM's Staging Base and Logistics Program Manager for review. The OEM logistics manager then will contact, in collaboration with ODHS, the appropriate applicants to inform them of their status.

Below is a summary of procurement plans supported by the FY25 $5 million SPA. The "Maintenance Needs" column indicates any logistical costs, such as storage fees or rotational needs, that a procurement plan element may have and for which the applicant has requested stockpile program funds. If an applicant has not requested stockpile funds to support logistical needs, the table will list it as "No."

Partner	Description	Maintenance needs?	Low Total Estimated Cost	High Total Estimated Cost
OEM	12 communication trailers with interoperability equipment	Yes	$532,000.00	
OEM and County Partners	Deployable communications repeater kits	No	$140,000.00	
OHA	PPE/durable medical equipment	No for low Yes, for high	$487,000.00	$4 million
ODA	Animal Sheltering Kits	No	$175,000.00	
County Partners	Transfer of select Resiliency Hub Grant applicants to OEM Stockpile	Unknown	$2.5 million	$3.6 million
Confederated Tribes of Warms Springs	Road closure equipment	No	$33,000	
Burns-Paiute Tribe	To be determined	TBD	TBD	

The funding requests by partners span a variety of asset types, as shown in the table above. As the statewide Interoperability Program continues to evolve, OEM will focus on procuring deployable interoperable communications equipment housed in an easily transportable medium. This focus will enhance the state's ability to continue to share and receive critical information during incidents. These communications trailers will require a controller that connects to a centralized state location, which would be the OERS program. The current fire season has underscored the critical need for reliable communications abilities during response efforts for several local partners. To begin addressing this need, a handful of jurisdictions and OEM have developed a proposal for deployable communications repeater kits that would function across all the emergency response frequency bands utilized in Oregon.

The Oregon Health Authority (OHA) has numerous medical stockpiles that require warehousing or rotational maintenance in the coming months. Additionally, OHA submitted proposals for expanded and innovative caches of medical equipment, such as formulary medical caches specific to communities and medical oxygen tank caches for shelter use. However, the maintenance costs associated with the items are prohibitive due to limited available funding.

The Oregon Department of Agriculture (ODA) expressed interest in regionally placed deployable animal sheltering kits that would accommodate both small and large-sized animals. The Confederated Tribes of Warm Springs has highlighted a need for road closure equipment, including signs, cones, and basic communications equipment. The Oregon Department of Human Services (ODHS) has expressed a keen interest in using a portion of the stockpile funding to support related applicants from their Resiliency Hub Grant Program. Their funding needs depend on other partners' interest in stockpile funds and finding suitable applicants. Finally, the Burns-Paiute Tribe expressed interest; however, the early and aggressive start to the fire season made it difficult for them to engage at their originally intended level. OEM will continue working with the Tribe to develop a procurement concept, and stockpile funds needed for this effort will reduce the overall amount available to ODHS.

Oem was unable to obtain the desired level of interest from local and Tribal partners for current stockpile funds due in part to two main factors: a limited engagement period for current proposals and uncertainty regarding consistent funding to manage future programs. Delivering organized information required thoughtful engagement, which conflicted with the many competing priorities that emergency managers regularly face. Nonetheless, needs assessment data and conversations with partners indicate that interest exists, and OEM may see more submissions in the future when additional response time is provided.

The other primary factor contributing to the low interest in FY25 funds is the uncertainty surrounding perpetual funding for the stockpile program. This concern creates significant hesitancy, particularly among local and Tribal partners. Although nearly every county, city and Tribal partner with whom we spoke expressed interest in stockpiling activities, including items such as basic PPE, medications, sheltering equipment, food, water, and communications equipment, very few partners have the budget capacity to absorb additional costs. Many lack the space and funds for new storage, and the inventory rotation and maintenance costs associated with consumable items and equipment assets are financially prohibitive. Partners repeatedly conveyed that, while they are interested in stockpiling activities, their current budgets are not able to accommodate additional costs. Guaranteed future funding for logistical costs associated with stockpile purchases, such as warehousing, maintenance and rotational needs, may assist state, local and Tribal partners to developing sustainable procurement plans that local budgets can accommodate.

OEM will continue working with partners on their stockpiling needs, covering logistical costs as line items with the funds, and guaranteed future funding will greatly assist with these efforts. For the FY25 funds, the plans submitted by OEM, OHA, ODA, and several county and Tribal partners, coupled with several ODHS grant applications will fully expend the $5 million and lay a strong foundation for growth in the stockpile program. In the future, OEM looks forward to more opportunities to expand the statewide stockpile, as well as work with partners on building response resiliency through stockpiling activities.

Transparency, Ownership, and Control

A stockpile program is important to maintain constant awareness of the owned assets and commodities, including current deployment and maintenance statuses and inventory levels. Applicants for portions of the stockpile funds will be required to submit an inventory management plan. These plans will be stored in the tracking system, along with data on the assets or commodities.

Inventory management plans serve multiple functions. Several key functions will be to encourage applicants to thoughtfully consider the short- and long-term direct and indirect costs associated with the purchase of the items, such as storage, maintenance, deployment, replenishment, rotation, staff time needed to manage items, and disposition. Additionally, a completed plan will assist applicants in mapping out their needs and determining potential maintenance costs and long-term capabilities for local jurisdiction budgets to fund portions of the costs. Applicants must also provide information on the locations of each asset or commodity, and OEM will request annual confirmation of these details. OEM will use this information to maintain accuracy of the GIS data layer.

The GIS data layer also will provide a publicly available portal for partners to understand the stockpiling activities by region and county. OEM plans to post high-level information on the public-facing site without including exact locations of each asset or commodity store to maintain security. However, a secured layer with limited access will contain all details of each purchase, including primary contacts and linked inventory management plans. These layers will link back to both OEM's inventory management and crisis management systems to allow for visualization of quantity and deployment statuses. OEM will track and report asset and commodity data regularly to maintain transparency.

OEM recognizes that ownership of assets has the potential to create hesitancy for some state, local, and Tribal partners. Having ownership remain with OEM would facilitate the timely deployment of assets and commodities during major disasters. An alternative would be for receiving entities to own assets, with memorandums of understanding (MOUs) drafted to grant OEM the authority to track and mobilize the assets during major disaster events, while partners would be responsible for reporting and possibly maintenance costs. However, managing logistical tracking and maintenance needs may be facilitated more seamlessly by OEM maintaining ownership of all assets procured with stockpile funds. Outreach activities and clear expectations regarding control will help alleviate partner concerns and ensure long-term program engagement. OEM must consider facets to each option as this funding opportunity, and related purchasing activities, develop. It is imperative that the agency remain flexible and receptive to partner concerns, as well as continue to keep statewide benefits and needs in mind. The decision on asset ownership will continue to evolve in the coming months, with OEM ensuring concerns and recommendations of all partners are taken into consideration.

OEM will track what is purchased, how much, and any potential rotation or maintenance needs. The intent is to maintain purchased inventories using stockpile funds for local and Tribal partners. State

partners are expected to support the assets or commodities through their own agency means, with exceptions considered. If support is needed, state partners can request it in one of two ways:

1. A recipient anticipates assistance needed at the time of their procurement plan submission and provides a cost estimate based on research along with their initial purchase request, outlining the necessary actions, the estimated timeline, and justification for why their budget cannot absorb the cost, if a state partner.
2. A recipient experiencing an unanticipated maintenance or rotational need can submit a detailed request to the OEM Stockpile Program for funds. OEM may not be able to accommodate every maintenance assistance request, so communicating needs in advance will improve OEM's ability to budget accordingly.

While ownership of stockpile elements will continue to develop, partners will be able to exercise local control over their stockpile-purchased assets and commodities. Needs for small or local incidents vary widely across jurisdictions and require flexibility in resource deployment.

For small, locally managed incidents, OEM will defer deployment of stockpile elements to local partners in charge of response activities. OEM will track all stockpile-purchased elements each time they are deployed to assist in monitoring their use and to prepare for potential maintenance needs. For larger and/or statewide incidents, OEM may manage the assets for deployment and statewide placement. All deployments with local partners to ensure they understand the necessary actions and anticipated recovery and replenishment needs during and following an incident.

As previously mentioned, OEM will monitor stockpile assets through an inventory management system and regular partner reports. If there is repeated evidence that stockpile assets are under-utilized or mismanaged in a specific location and efforts to address the issues are unsuccessful, OEM may remove the assets and relocate them to maximize their potential use.

The above intentions for the stockpile program are predicated on developing sustainable and reliable funding streams.

Financial Considerations and Purchasing

The $5 million in SPA funds earmarked for the agency, pending the submittal of this report, provides an excellent springboard for launching the stockpile program. This funding opportunity has provided OEM with tangible talking points and initial programmatic guidelines, which can expand and flex when needed. However, OEM still faces significant work to ensure success of the statewide disaster preparedness stockpile program.

One critical workload for the program will be developing sustainable funding sources, as well as subsequent budget tracking documents and processes. These will enable the agency to strategically procure and maintain assets that address partner stockpiling needs and assist in building the stockpile program through software procurement and select staff time needed to develop various solutions.

As this report mentioned previously, partner feedback consistently underscores the need for permanent funding. OEM anticipates partner engagement will increase once OEM can provide further information regarding perpetual funding and as outreach efforts continue with state, local, and Tribal partners.

To procure items and address inventory maintenance needs strategically, OEM needs to establish permanent funding sources within an accounting framework that allows cross-biennial flexibility. Perpetual funding with a consistent baseline minimum will enable the agency to budget for purchasing up-front logistical needs, such as an inventory management system, and strategically plan for asset purchases and associated short and long-term costs.

If OEM cannot establish consistent funding for the stockpile program, planning for large and complex initial purchases and further logistical costs will become significantly less efficient. Without a long-range program plan that includes a budget, the agency cannot provide confident numbers for each biennium's budget planning cycle. Purchasing disaster preparedness assets is beneficial only if OEM can maintain those assets to an operational standard in the future.

To this end, OEM requests that the Oregon Legislature considers establishing a permanent statewide disaster preparedness stockpile fund with a minimum biennial budget of $5 million. OEM will conduct a quarterly budget review to track expenditures, ensure timely reimbursements, and address spending adjustments proactively.

The agency also recommends establishing the account with the ability to roll funds from one biennium into the next to accommodate complex purchases that can take time to complete and assist with funds being available to address partner maintenance or storage costs that arise suddenly.

The agency also will explore alternative funding sources, particularly those the federal government may be able to provide. OEM will develop a statewide inventory management plan to submit to FEMA for review and approval. Upon approval of this plan, FEMA's Emergency Management Performance Grant (EMPG) funds will become available to be used by local and Tribal partners for stockpiling activities. Currently, the state cannot use those funds for stockpiling because it has not established the mandatory statewide inventory management plan.

To establish a stable program that partners can count on, a stockpile program with recurring management costs must secure reliable baseline funding outside of federal programs. As the stockpile program matures, we will need to segregate the funds available for new or expanded stockpile assets or commodities from logistical costs covered by the program. Through conscientious budget tracking, OEM will award stockpile funds to partners who apply for them while accommodating previously earmarked costs.

In addition to planned maintenance costs, the stockpile program will develop capabilities to support unplanned management costs arising during asset deployments and commodity utilization, and replenishment during recovery phases.

For declared emergencies, OEM will submit costs for using stockpile elements during response operations to FEMA for reimbursement through grants such as public assistance or the Fire Management Assistance Grant (FMAG). Through close budget monitoring and collaboration with OEM's Finance program, the agency will address maintenance needs without delay to ensure that Oregon is ready to respond to current and future disasters.

Due to the compressed timeline for gathering data for this report and the limited OEM procurement professionals available to acquire the proposed stockpile needs, upon appropriation of the FY25 $5 million funds, OEM plans to transfer approved funds to requesting partners, allowing them to use their

existing contracts and purchasing powers to obtain items outlined in their procurement plans. This method is considered most efficient, given the expertise and established contracts partners likely have.

For current and future funding iterations, OEM will assist partners in purchasing stockpile items. However, due to current agency staffing levels and the need to expend the FY25 funds by June 30, 2025, OEM will find it difficult to support assistance fully in the current fiscal year. Currently procurement challenges exist with the State Preparedness and Incident Response Equipment (SPIRE) program, and these could be compounded by the addition of stockpile purchasing work. OEM has requested staffing increases to support additional procurement professionals as part of the agency's 25-27 budget, to address these shortfalls. The potential for procurement activities to extend across biennia is also a contributing factor for OEM's interest in establishing a flexible funding account.

With the assistance of procurement and oversight personnel, OEM will monitor all procurements closely, whether facilitated by the agency or partners, to ensure entities follow applicable state procurement laws and purchase the items agreed upon and outlined in their procurement plans. To ensure a competitive purchasing environment, OEM will ensure local jurisdictions adhere to state procurement rules as they relate to the competitive bid process and will provide any necessary guidance.

Conclusion

The Oregon Department of Emergency Management is excited to have this funding opportunity from the Oregon State Legislature's Joint Emergency Board and anticipates this will mark the beginning steps toward building a successful and intentional statewide disaster preparedness stockpile program. Through the establishment of open and positive working relationships with logistics managers in state emergency response departments across the country, as well as FEMA Region 10 counterparts, OEM will learn from a wealth of knowledge and implement strategies shown to work and that are best-suited to Oregon's unique response climate.

Through early and proactive communication, key time spent continuing to build partner relationships and engagement in collaborative processes, OEM will create a stockpile program that is accessible across jurisdictions, reportable at any point in time, and contributes to partner readiness.

The ownership and control of any asset is a common concern for partners, and OEM will strive to build a program that allows for flexibility without sacrificing transparency. OEM will accomplish this by maintaining its own transparency with partners regarding the intended next steps for the stockpile program, ensuring that OEM communicates major decisions to partners through the stockpile workgroup and other statewide councils where appropriate, and repeatedly bringing partners into conversations to not only hear their feedback but also directly address it.

Many steps are ahead for the Oregon Department of Emergency Management's Stockpile Program, and, with the continued support of the Oregon State Legislature, and state, local, and Tribal partners, the agency is confident the program will grow into a robust and sustainable addition to the state of Oregon's disaster preparedness operating picture.

Appendix A

General Response Themes for Selected Questions

Q2:What supplies and equipment do you currently have that contribute to your response ability?

			Response Themes
* Sheltering Supplies * PPE (some nearing end of life without means to rotate) * Industrial air scrubbers * HVAC trailers * Air quality monitors	* Generators * Fleets * Lighting * SatRunners	* food & water stores * Medical supplies * Communications equipment * Office equipment (computers/cell phones)	*** PPE mentioned in 9 responses** * Medical supplies and equipment mentioned in 3 responses * Food/water mentioned in 2 responses, with caveat being that supplies were limited * Sheltering equipment was mentioned in 2 responses, with caveat being that supplies for shelters are limited *** Communications equipment mentioned in 5 responses**

Q3: Are there specific supplies and equipment that you would like to have available locally, which may not currently be accessible? Please list.

			Response Themes
* Sheltering equipment (including pop-up shelters) * Updated PPE * general medical supplies * Portable toilets	* Sandbagging machine + accessories * Livestock/animal sheltering supplies * Road closure/traffice contral equipment * Communications equipment	* manual pumps for fuel/water tanks * Water filtration systems * Charging stations (solar and fuel powered options) * tree removal cranes	* PPE mentioned in 2 responses * Medical supplies and equipment mentioned in 4 responses *** Food/water mentioned in 10 responses** * Sheltering equipment mentioned in 4 responses *** Fuel mentioned in 6 responses**

Q4: Are there specific supplies and equipment that you would like to see the state have the ability to provide in an emergency? Please list.

			Response Themes
* Shelter supplies (cots, blankets, pillows, pads) * Shelters * Food/water * Means to serve meals * Sensory kits	*Fuel + containers * Traffic control equipment (barriers, reader boards) * Generators * Mobile command centers * Communications equipment * Charging stations Heavy tools/machinery for USAR	* Morgue trailers * Portable x-ray machines * Decontamination units * Water filtration systems * Biological detection equipment * General medical supplies	* PPE mentioned in 4 responses * Medical supplies and equipment mentioned in 4 responses *** Food/water mentioned in 10 responses** * Sheltering equipment mentioned in 8 responses * Communications equipment mentioned in 6 responses *** Fuel mentioned in 9 responses**

Q1: What agreements do you currently have in place with other jurisdictions? Please list.
- Intent is to list MOUs, IGAs or contracts that are specifically designed to facilitate assistance from other jurisdictions during an incident.

* Oregon State DAM VETS MOU
* Shelter facility MOUs
* Local PIO MOUs
* Stranded worker agreements
* Facility use agreements with local schools/non-profit organizations
* State price agreements for food/water/sheltering services and general supplies
* locally available trucks/drivers/large equipment
* Equipment MOUs with adjoining counties
* Radio equipment agreements
* ORNG agreements with other state for assistance via EMAC
* ORNG access to federal forces
* local fire/EMS MOUs
* Local all-hazards response MOUs

Q2: What agreements do you currently have in place with the private sector? Please list.
- Intent is to list MOUs or contracts that are specifically designed to facilitate assistance from the private sector during an incident.

* Sanitation
* Emergency fuel
* Event suppliers
* Debris removal
* Tranportation entities for equipment and drivers
* Mobile refrigeration
* Equipment rentals

Q1: Do you have a system to track supplies and equipment that can be utilized in emergency situations?
Numbers in () denote how many times a system was listed by different responders. No number indicates it was listed only once.

* Smartsheet (5)
* Salamander (2)
* EZ Inventory
* GCS - NG specific
* DLAN
* IRIS
* WASP (3)
* ICS forms & check-in/out staging area
* Asset Panda
* Excel (5)
* WebEOC

Appendix B: Purchasing Plans by Agency/Partner							
Agency	**Description**	**Placement intent**	**Subcomponents**	**Costs**	**Total Cost**	**Maintenance costs**	**Notes**
OEM	12 Interoperable communications	Regionally			$ 579,000.00	Yes	
			Controller Equipment	$ 43,000.00			
			Radio Cache	$ 105,000.00			
			IT Cache	$ 25,000.00			
			Connectivity Kits	$ 46,000.00			
			Trailer equipment (for all	$ 360,000.00			
OHA	Various storage and medical purchase				$ 487,000.00	No	
	Storage costs for Oregon Medical Station through 6/30/25	Salem		$ 15,000.00		No	
	Storage and distribution costs for Lile International PPE stockpile	Unknown		$ 72,000.00		No	
	New and replacement materials for health care coalition caches (7 regions/ $50k per region)	Regionally		$ 350,000.00		No	
	Modest rotation of OHA long-term PPE cache at ODOC.	Salem		$ 50,000.00			
	Procure and establish state health and medical cache with formulary contents decided by committee of health systems/facilities. This would be similar to Chicago and other states caches.	Unknown		$ 2,000,000.00		Yes	Cost presented ranged from $250k to $2 million. Taking higher total, as contingency planning.
	Deployable stockpile of FEMA's commonly used sheltering items	Regionally		$ 500,000.00		Yes	Cost is a starting estimate. Would require warehousing.
	Emergency supplies for small adult foster homes: water purification, food, water	Regionally/locally		$ 500.00		Yes	Total cost is a per site estimate. Overall cost would be higher
	Tribal public health and medical caches	Tribal lands		$ 900,000.00		Yes	Estimated cost would be 100000 per tribe x 9
	Small pharmaceutical caches	Portland		$ 100,000.00		Yes	
	Medical oxygen tank caches for shelters	Regionally		$ 15,000.00		Yes	

ODA	Animal Shelter Kits	Regionally			$ 175,000.00	No	
			Companion animal pallet shelter kits (20)	$ 70,000.00		No	maintenance listed as "No" however kits may come with a minimal rehab cost if used. i.e. $250 -$500 at a time.
			Livestock pallet shelter kits (20)	$ 30,000.00		No	maintenance listed as "No" however kits may come with a minimal rehab cost if used. i.e. $250 -$500 at a time.
			Companion animal large kennel kits (5)	$ 75,000.00		No	maintenance listed as "No" however kits may come with a minimal rehab cost if used. i.e. $250 -$500 at a time.
ODHS	Resiliency Hub Grant Applicants	Regionally			$ 3,550,000.00		Awaiting further information from ODHS
Confederated Tribes of Warms Springs	Traffic Control Equipment	Tribal Lands			$ 32,740.00	No	
			Cones (50)	$ 1,800.00		No	
			Reflective Vests (12)	$ 240.00		No	
			One-way fold-up signage (6)	$ 2,400.00		No	Info from ODOT Sign Shop (would use OCE): $14.5 per sq/ft, + $85/hr. For this estimate going with a Grainger estimated cost of $400 each.
			Handheld traffic sign with stop/slow sides and long handle (3)	$ 300.00		No	
			Portable message sign (1)	$ 20,000.00		No	Ver-Mac P1210 is what ODOT mostly uses
			7x16 ft enclosed cargo trailer (1)	$ 8,000.00		Yes	For hauling of equipment. Would require truck
Burns Paiute Tribe	Unknown	Tribal lands					Working with Tribe
OEM and County Partners	6 Deployable Communications Repeater Kits	Regionally			$ 139,998.00	No	OEM is assisting several county and city partners to source potential kit components, for cost development.
			Repeater components	$ 139,998.00			
				Grand Total	$ 4,963,738.00		