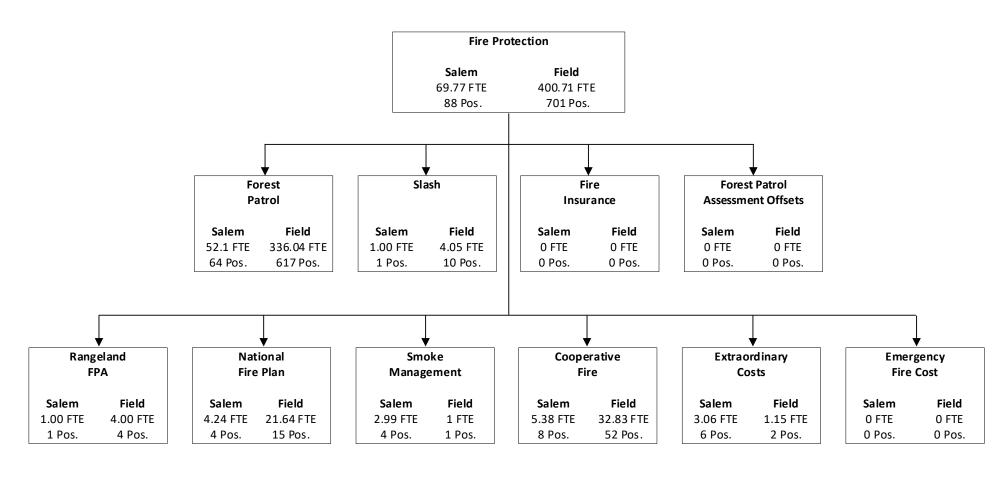
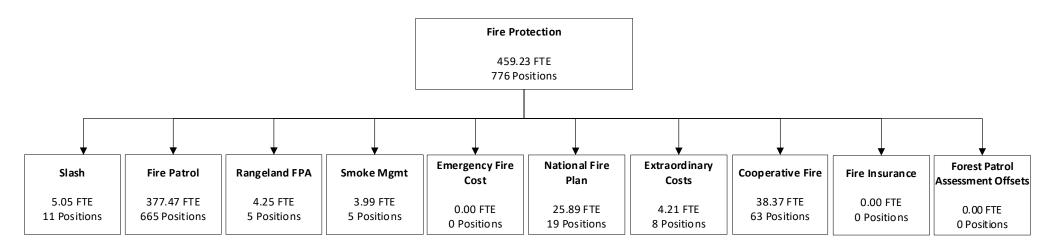
Organization Charts



Proposed 2023-25 Structure



Prior 2021-23 Structure

Executive Summary

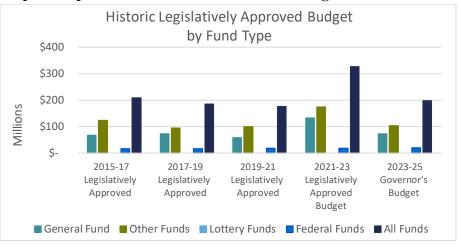
Long-term focus areas impacted by the program

Primary outcome area: Responsible environmental stewardship Secondary outcome area: Social equity

Primary division contact

Mike Shaw, Interim Fire Protection Division Chief, 503-945-7204, michael.h.shaw@odf.oregon.gov

Graphical representation of the division's funds budget over time



Division overview

The Oregon Department of Forestry is Oregon's largest fire department, protecting 16 million acres of forestland. This is just over half of Oregon's forestland base, valued at about \$60 billion. An emphasis on prevention and suppressing fires quickly while they are small allows for cost-effective protection of public safety and natural resources for communities, the public and forest landowners.

Division funding request

For the 2023-25 biennium, the Fire Protection Division is requesting \$197,275,878 Total Funds (\$73,484,227 General Fund, \$104,136,744 Other Funds and \$19,654,907 Federal Funds).

The Fire Protection Division's key performance measure assesses initial attack effectiveness, and the target is to extinguish 98 percent of fires at 10 acres or less. There is a direct correlation between decreased effectiveness in initial attack and significant large-fire costs and resource loss. Adequate funding directly affects the division's ability to provide effective initial attack, resulting in fewer acres burned and dollars spent on large fires. It also reduces the amount of wildfire smoke in communities, which protects vulnerable populations. Based on current needs, anticipated increases in fire season severity and rising wildfire suppression costs, the Fire Protection Division expects that existing funding levels will allow the division to meet the 98 percent initial attack performance measure in only the mildest fire seasons.

Fire protection is critical to maintaining and protecting the forest products sector, which provides more than 41,000 jobs in Oregon and is a significant component of the economy for many rural communities. This service also protects life, property, communities and multiple forest values for all Oregonians, such as clean air and water, fish and wildlife habitat, and scenic views.

The estimated cost of operating the Fire Protection Division in 2025-27 is \$209,122,826 and \$221,777,649 for 2027-29.

Division description

The Fire Protection Division protects privately-owned forestland; state, county and city forests; and, by contract, U.S. Bureau of Land Management forests in western Oregon. The division's core mission is to provide fire protection through a complete and coordinated system that incorporates agency resources with those of private forest landowners, federal agencies, other state agencies, city fire departments and rural fire protection districts.

Fire prevention, detection and suppression are accomplished at the local level through 12 protection districts, including three private associations called Forest Protective Associations. Programs within the division — such as smoke management and fire mitigation, — support the work at the local level. Landowners play an essential role in supporting and enhancing the Fire Protection Division, which is financed through a blend of public and landowner dollars. Other key stakeholders and partners include forest operators, homeowners, communities, tourists and outdoor enthusiasts, federal agencies,

other state agencies, tribal and local governments, state and federal legislators, and private firefighting contractors.

The fire protection system operates within three specific tiers:

- Base-level protection is the heart of the ODF "fire department" and provides the resources and funding for quick initial attack, statewide coordination, large-fire support and aviation management.
- Severity resources include air tankers, helicopters and other additional assets that are positioned around the state based on where the fire danger is greatest a proven approach to keeping fires small.
- Large-fire funding provides reimbursement for suppressing the fraction of
 fires that escape initial attack and grow large. A wildfire insurance policy,
 unique to Oregon, provides \$25 million for emergency-fire costs after a
 \$75 million deductible is met.

Major cost drivers include:

- Rising firefighting costs (personnel, contractors, equipment use and training).
- Trends related to climate conditions, such as lightning and drought.
- Increasing safety requirements.
- Shifting federal fire policy; reductions in vital forest-sector industry partners.
- Escaped fires from unprotected and under-protected lands.
- The buildup of fuels on federal lands.
- The additional complexity of providing fire protection in the growing wildland-urban interface.

Division justification and link to long-term outcome Responsible environmental stewardship and social equity: Protecting economic, social and environmental assets — Services provided by the Fire Protection Division cover nearly half of Oregon's forestland. However, with decreased harvests in federally-owned forests, forests under private ownership account for more than three-quarters of statewide timber harvest. Forestry and wood products rank among the top four Oregon traded sectors. These industries are particularly important to rural economies.

Research by the University of Oregon and the Western Forestry Leadership Coalition has found that large wildfires have many impacts on local economies, with total costs up to 30 times greater than what is typically reported. Direct expenses include infrastructure and business shutdowns, commerce disruption and property losses; however, the full- and long-term accounting considers loss of air and water quality (public health effects), ecosystems and habitat, timber, agricultural crops, recreation, tourism, and other public and private investments. Watersheds with scorched soils experience increased erosion, sediment impacts, flooding, and stream temperature fluctuations.

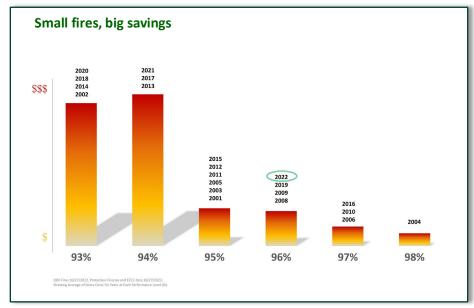
Responsible environmental stewardship and social equity: An emphasis on prevention and protecting communities — Much like preventive health care, ODF works with landowners to create healthy landscapes to better withstand wildfire without loss of life or investment. The Fire Protection Division engages directly with landowners and communities through Community Wildfire Protection Plans in all 36 counties, and the nationally recognized Firewise USA Communities Program, which currently has over 241 participating Oregon communities. Forestry agencies and local stakeholders work together to reduce hazardous fuel buildup in dense, over-stocked forests. Woody biomass from fuels reduction projects supports clean technology industries, help Oregon meet its renewable energy infrastructure goals, provide jobs and help revitalize rural economies.

The Landscape Resiliency Program (LRP) was established through Senate Bill 762 to improve forest restoration and resiliency. This program funds landscape-scale projects that reduce wildfire risk on public and private forestlands and rangelands, and in communities near homes and critical infrastructure through restoration of landscape resiliency and reduction of hazardous fuels. \$20 million was awarded to 9 projects for the 21-23 biennium.

Additionally, the U.S. Environmental Protection Agency and the Oregon Department of Environmental Quality have delegated authority for Oregon's smoke management program to ODF. The objective is to develop and implement clean air plans and maximize prescribed burning while minimizing smoke emissions and impacts to people.

Division performance

The following chart shows that fire costs (vertical axis) generally fall when a larger percentage of fires (horizontal axis) are put out at 10 acres or less. Even a slight increase in the percentage of fires put out while small can affect costs dramatically. The current 10-year average is a 94-percent success rate of suppressing fires at 10 acres or less.



Since 2005, over 17,721 fires burned 1,278,496 acres on ODF-protected land. Since 2012, 10,243 fires burned 1,177,605 acres on ODF-protected land. On average, the program responds to 981 fires annually. Climate, snowpack melt rate, rainfall trends and lightning have contributed to more severe fire seasons that start earlier or last longer.

Adequate funding and investments for firefighting resources, both on the ground and in the air, are vital for the Fire Protection Division to carry out its mission. An underfunded fire program will translate to larger fires, higher costs, and more resource damage.

Enabling legislation/program authorization

ORS 321 outlines the public-private partnership that funds the system.

ORS 477 declares forest conservation through fire prevention and suppression to be state policy; describes wildfire on inadequately protected forestland to be a nuisance; and outlines responsibilities for landowners and the department. A complete and coordinated system that protects forest resources and saves lives is the primary mission of the Department of Forestry.

ORS 526 provides for the forestland classification process, under which all land within a county is examined to determine which is forest and grazing land. A forest patrol fee is assessed against landowners within ODF's protection district boundaries to help fund base-level fire protection.

Funding streams supporting the division

General Fund (GF). These public-share fire funds are a 50% match with private landowner assessments and serve to offset the costs of fires started by public activity (over a third) and lightning (a third), and to recognize the public benefits of a robust wildland fire protection system. This 50-50 match funds the base level of fire protection.

Emergency Supplemental General Fund. The legislature and Emergency Board allocate a Special Purpose Appropriation for part of the department's severity program. This encompasses a portion of the department's aviation program.

Emergency Fire Cost. The Oregon Forest Land Protection Fund (OFLPF) provides emergency fire funding from private and public landowner assessments and is used to equalize the costs of large, expensive fires across the state. The OFLPF also funds up to \$3 million of the department's severity program.

Landowner-assessed Fees. Forest patrol assessments are based on annual budgets developed by each forest protection district and approved by the State Forester and Board of Forestry. These are matched by a 50% General Fund contribution, the combination of which supports the base level of fire protection.

Cooperative Fire. These funds provide a ready source of additional fire suppression personnel at low or no cost to the forest protection system and local landowners. The program is funded from other landowners' payments for work done on their lands by fire personnel.

Federal Funds. The department actively seeks federal funds to support the program's mission and goals. These funds have declined steadily in recent years and several grant opportunities were eliminated.

Program Unit Narrative

Activities, programs and issues

Organization — Fire protection is provided through a complete and coordinated protection system that incorporates the resources of federal wildfire agencies, other state agencies, city fire departments, rural fire protection districts and private forest landowners. The department's program is delivered through a coordinated field/headquarters organization. The field function includes 12 forest protection districts, of which three are private, non-profit Forest Protective Associations (FPA). Each forest protection district provides the core fire suppression services of planning, prevention, detection, presuppression, initial attack, fire mobilization and fuels management. There are also 25 rangeland associations chartered under the Board of Forestry that provide a minimal base level of fire protection on rangelands not protected by the Department of Forestry.

Statewide severity resources include 19 aircraft that are strategically moved across the state based on current or emerging weather and severity factors. The severity program also provides for immediate short-term capacity for additional helicopters, engines, crews and personnel on an as-needed basis and as fire season demands.

A key piece of the complete and coordinated fire protection system that is not reflected in budgets or collected as revenues is the "in-kind" support from landowners. Each year, landowners spend millions of dollars to maintain readiness of their own qualified personnel, equipment, gates, road maintenance, lookout towers, airstrips and other facilities so that they can assist in the protection of their land and that of their neighbors.

ODF also manages large fires with the use of Incident Management Teams (IMT). There are currently three IMTs consisting of employees from across ODF and from protective associations. Other department personnel funded outside of the fire program serve in critical roles within the IMTs and are an important part of the department's fire "militia."

Customers — Nearly all Oregonians are affected by the work of the Fire Protection Division; fires and smoke can affect forestland, forest-related businesses, outdoor recreation, and the public health, economies and daily routines of communities across the state. The department's statutory fire protection priority is the state's forest resources, second only to protection of life.

- Industrial landowners: Contribute to funding the division's base protection
 through the forest patrol assessment. Industrial landowners pay 50% of
 the locally-established per-acre assessment rate and the other half is paid
 by the General Fund. Industrial landowners also pay an assessment to the
 Oregon Forest Land Protection Fund to help with the costs of large fires.
- Non-industrial landowners: Consists of small woodland owners (less than 5,000 acres) and homeowners whose properties are protected by the department. They pay forest patrol assessments, as well as an improved lot surcharge (if there is an improvement, such as a home) that goes to the Oregon Forest Land Protection Fund to help with the costs of large fires.
- *Public landowners*: Through agreements, ODF provides protection for some federal lands (BLM), and state, county and other municipalities. These government agencies pay the full forest patrol assessment rate.
- Firefighting resources: ODF provides employment opportunities for interagency firefighting crews, aircraft, heavy equipment and local single resources when fires exceed district firefighting capacity.
- Local communities: During large fires, small towns can double in size as fire personnel are assigned to these incidents. Frequently, the local economy benefits from business generated by the presence of a large firefighting force; however, large fires can also cause significant local economic disruption, as when smoke interferes with outdoor activities, road access is temporarily restricted, or forests that provide jobs are burned.
- General public: ODF and the division work to keep forests healthy and safe for recreation, habitat for wildlife, and clean streams. The division also mitigates fuels through prescribed burns to prevent catastrophic fires while managing smoke intrusions to limit impacts to vulnerable populations. Additionally, because Oregon's General Fund is mainly comprised of personal income tax revenues, Oregon's taxpayers are part of the funding structure that enables the division to protect the state's people, communities and natural resources.

Important background for decision makers

The investment in natural resources agencies has declined. Private forestlands are managed primarily for economic objectives, and ODF's Fire Protection Division is the insurance policy for these investments. The Oregon Forest Sector employees approximately 71,000 people and contributes roughly \$8 billion to the state economy, approximately 3.7% of state GDP.

Federal contributions to fighting fires in Oregon continue to decline. Five federal agencies have wildland fire responsibilities: the U.S. Forest Service, Bureau of Land Management, Bureau of Indian Affairs, National Park Service, and Fish and Wildlife Service. Federal agencies have experienced reductions in their fire protection budgets. Oregon and its cooperators use the "closest forces concept" during initial attack on fires to allow for the quickest possible response. Because of federal budget reductions, there will be fewer nearby firefighting resources available, and ODF resources will take on a larger role in fires on federal lands to protect adjacent private lands.

The federal government also provides many shared resources, especially aircraft, which are becoming increasingly scarce and are a critical firefighting tool. In addition, federal contracts for large helicopters have been reduced nationally. Most, if not all, of these federal reductions will continue to cause ODF's costs to increase as the department is forced to be more involved in federal firefighting efforts in order to protect adjacent ODF-protected lands.

Several fire grant programs became available following the devastating fire season of 2000 to reduce the threat of wildfire. ODF has benefited from federal grant support for fire prevention education, planning, capacity-building, preparedness, and fuel reduction treatments across Oregon. With reductions in some specific federal programs, costs of protecting private and state, and local government-owned forestlands in Oregon could grow.

- Secure Rural Schools and Community Self-Determination Act: Title III dollars stabilized payments to counties for schools, roads, and other services, and made additional investments in projects that enhanced forest ecosystems. The uncertainty around these dollars puts Firewise Community projects and Community Wildfire Protection Planning at risk.
- The National Fire Plan: The plan has been primarily funded through the hazardous fuels management programs of each of the five federal agencies. At present, some programs under the fire plan have limited funding available and allocations continue to decline each year.

- State Fire Assistance (SFA): SFA is funded through the U.S. Forest Service
 and provides assistance in training and equipment purchases to increase
 firefighter safety, improve the firefighting capabilities of rural volunteer
 fire departments, and enhance protection in the urban-wildland interface.
 SFA funding is limited and continues to decline each year.
- Volunteer Fire Assistance (VFA): These grant funds are part of the U.S. Forest Service State and Private Forestry Program. They provide assistance with training and equipment purchases to increase firefighter safety, improve the firefighting capabilities of rural volunteer fire departments, and enhance protection in the wildland urban interface. These funds are also limited and declining.

The fire environment has drastically changed. Wildfire is a natural ecological process. On many forests, however, a long history of fire suppression without other management, such as harvest, thinning or fuel reduction, inadvertently created dense, overstocked stands. Dangerous fuel loads will continue to build if not actively managed. This primarily occurs on federal lands, which may be located next to or intermingled with actively managed private lands. Oregon's dry forests have been severely impacted by large fires due to drought conditions and steep topography. Mill closures in eastern Oregon resulted in the loss of key infrastructure and resources. As a result, landowners with the lowest production timber lands are now paying some of the highest assessments for base protection due to reduced infrastructure and increasing fire season severity.

High fuel levels have contributed to increased fire size, intensity, cost and loss. Despite the best plans, weather and vegetation conditions can easily push wildfires from federal lands onto private land. Challenges also exist in firefighting resource competition when large federal fires occur. In addition, continued expansion of the wildland-urban interface puts more lives, properties and communities at risk, and contributes to increased fire suppression costs.

These challenges are being exacerbated by changing climate conditions. Projections indicate that the mean annual temperature across most of the western U.S. will increase by 2050, causing loss of moisture from soils and vegetation. Other impacts may include shifts in the range and types of fuels, changes in snowpack levels and duration that can affect water supplies, increases in the frequency and intensity of disease and pest disturbances, and

changes to the timing and amount of precipitation. Oregon is already experiencing fire seasons that are more severe, start earlier and last longer than they did just a decade ago.

The Labor Day 2020 fire event was a devastating example of what can happen when these factors converge. A historic wind event that combined with record dry fuels created incredibly dangerous fire conditions. In just a few days, nearly a million acres burned in fast-spreading fires across western and south-central Oregon. Tragically, lives were lost and multiple communities in the footprints of those fires were badly damaged or destroyed.

Fire season 2020 was the most destructive and costly fire season for ODF-protected lands in the department's 100-plus year history. Of the 1.2 million acres burned statewide throughout the season, approximately 540,000 acres were under ODF's protection.

While the scale of destruction of the Labor Day fires was anomalous, fire seasons since 2013 have continued to increase in complexity and intensity — not just in Oregon, but globally. The state needs to invest in safe and effective wildfire response, creating resilient landscapes, and building fire-adapted communities to successfully protect Oregonians and the state's natural resources in this new fire environment. The final report and 37 recommendations from the Governor's Council on Wildfire Response identifies and prioritizes opportunities for those types of investments.

Expected results from 2023-25 for the division and return on investment Providing the division with funding sufficient to ensure an adequate level of fire protection statewide allows ODF to secure the resources necessary to protect natural resources, enhance public safety, protect jobs and businesses related to the forest and tourism sectors, and reduce the level of carbon and other emissions that affect air quality. The approved policy option packages will enable the division to focus on efforts that will increase its efficiency and the monitoring and accountability of resources that contribute to the complete and coordinated wildfire suppression system in Oregon.

This budget seeks to:

 Secure funding at current service level for base protection and severity to stop fires at the smallest possible size, which will limit the number of large, multi-million-dollar fires.

- Implement the recommendations of the Governor's Council on Wildfire Response.
- Carries forward the investment from Senate Bill 762 and POP 101 of the 2021 legislative session as current service level.
- Increase initial and extended attack capacity to provide an adequate level of fire protection and lower the overall cost of fire suppression.
- Recruit, train and maintain local fire district capability in wildland fire protection.
- Increase capacity of firefighting resources by exploring new contracts/agreements.
- Reduce carbon emissions by minimizing wildland fire size through additional capacity for aggressive initial attack.
- Continue work with federal agencies on mitigating the forest health/ excessive fuels problem on millions of acres of federal lands in Oregon.
- Continue work with counties and communities on updating their community wildfire protection plans.
- Continue coordinating with the Office of the State Fire Marshal and other agencies to promote defensible space around homes in the wildland urban interface.
- Continue seeking and using grants to improve technology, reduce hazardous fuels, make more homes fire defensible, and equip local fire districts.
- Complete the implementation of forest land classification work in remaining Oregon counties, providing coordination and improved processes.
- Implement improved fire environment technology and analysis tools that assist in the development of more accurate predictions of large fires.
- Understand and respond to needs for improving forest health.
- Implement the recommendations of the investigation/cost recovery task force, which includes certifying a pool of fire investigators.
- Continue work with local entities to eliminate or substantially reduce the amount of land in Oregon that has no fire protection.
- Conduct review of district protection plans for compliance with standards of protection.

- Continue to implement the recommendations of the multi-stakeholder Fire Program Review Committee.
- Coordinate the implementation of the Regional Haze Plan with the state Department of Environmental Quality and the U.S. Environmental Protection Agency.
- Continue to evolve software systems for dispatching and other operational functions.

Funding streams

The Fire Protection Division is funded by a diverse set of funds, which include:

- Public-share fire fund (General Fund)
- Forest patrol assessment (Landowner funds)
- Cooperative fire (Other funds)
- Federal Funds
- Oregon Forest Land Protection Fund (Landowner and General Fund)

Forestland fire protection in Oregon is a shared responsibility between private landowners and the public. The matching rate in statute for private lands is 50% General Fund and 50% forest patrol assessments for base-level fire protection. Public landowners do not receive the General Fund match, instead they pay the full cost of fire protection. Due to legislative action in 2009-11, public landowners pay an additional amount per acre annually for agency administration. There are no Lottery Funds in the program.

Essential Packages

Pkg 010-Vacancy Factor and Non-ORPICS Personal Services

This package includes standard inflation of 4.2% on non-ORPICS items such as temporaries, overtime, shift differential, all other differentials, and unemployment compensation, including the OPE associated with them. It also includes adjustments to vacancy savings, Mass Transit Tax and costs for the Public Employees Retirement System Pension Obligation Bond repayment.

Pkg 022- Phase-out Pgm & One-time Costs

The purpose of this package is to Phase Out one-time budget increases remaining from prior biennia. In the Fire Protection program there are three activities being Phased Out: (1) \$4.5M for wildfire response capacity; (2) \$2.25M

of wildfire related camera purchases and tower building; (3) \$15M of landowner rate offsets. The net of these three activities being removed is a reduction to the 2023-25 budget of (\$0) General Fund, (\$80,811,483) Other Funds, for and All Funds total of (\$80,811,483). There is no change to position counts or FTE.

Pkg 031-Standard Inflation

The purpose of this package is to include a set of standardized inflation rates for all agencies, increasing their budgets above their final base amounts for all non-personal-services expenditure accounts. These rates are 4.2% for standard or "generic" accounts, and then larger rates for "Price List Accounts," specifically 8.8% for Professional Services and 21.10% for Attorney General charges. There is no change to position counts or FTE.

Pkg 060-Technical Adjustments

The purpose of this package is to make technical budget adjustment and corrections. The department is making multiple structure changes this biennium due to internal re-organization efforts. These actions are net-zero at the Agencywide and Fund Type level, but not at the SCR level. In the Fire Protection program this involves moving 4 Board of Forestry positions out of the Fire Protection program and into the Agency Administration program resulting in a decrease of (\$646) Other Funds. There is no change to position counts or FTE.

Policy Packages

Package			Positions /
Number	Component Title	All Funds	FTEs
090	Analyst Adjustments	(\$777,758)	0/0.00
092	Statewide AG Adjustment	(\$28,219)	0/0.00
	Total Packages:	(\$805,977)	

Package Narrative

Package 090-Analyst Adjustments

Purpose: This package adjusts vacancy rate on General Fund positions to 5 percent

Staffing impact: None

Revenue source:

	Agency Request	Governor's	<u>Legislatively</u>
	<u>Budget</u>	<u>Budget</u>	Adopted Budget
General Fund	\$0	(\$777,758)	
Other Funds	\$0	\$0	
Federal Funds	\$0	\$0	
All Funds	\$0	(\$777,758)	
Position/FTE	0/0.00	0/0.00	

Package 092-Statewide AG Adjustment

Purpose: This package reduces Attorney General rates by 4.62 percent to reflect adjustments in the Governor's Budget

Staffing impact: None

Revenue source:

	Agency Request	Governor's	<u>Legislatively</u>
	<u>Budget</u>	<u>Budget</u>	Adopted Budget
General Fund	\$0	(\$672)	
Other Funds	\$0	(\$3,075)	
Federal Funds	\$0	(\$24,472)	
All Funds	\$0	(\$28,219)	
Position/FTE	0/0.00	0/0.00	

Detail of Revenue 107BF07

		ORBITS	2019-2021	2021-23 Legislatively	2021-23	2023-25 Agency	2023-25	2023-25 Legislatively
Source	Fund	Revenue Acct	Actuals	Adopted	Estimated	Request	Governor's	Adopted
Forest Protection Taxes	3400	0170	\$52,865,115	\$55,936,975	\$55,936,975	\$136,103,844	\$136,103,844	
Business Lic and Fees	3400	0205	\$0	\$1,478,129	\$1,478,129	\$1,517,658	\$1,517,658	
Non-business Lic. and Fees	3400	0210	\$911,727	\$0	\$0	\$0	\$0	
Charges for Services	3400	0410	\$121,262,852	\$48,271,841	\$48,271,841	\$48,557,407	\$48,557,407	
Admin and Service Charges	3400	0415	\$58,641	\$0	\$0	\$0	\$0	
Fines and Forfeitures	3400	0505	\$491	\$0	\$0	\$0	\$0	
Rent and Royalties	3400	0510	\$435,649	\$0	\$0	\$0	\$0	
Interest Income	3400	0605	\$397,963	\$0	\$0	\$0	\$0	
Sales Income	3400	0705	\$10,834	\$0	\$0	\$0	\$0	
State Forest Lands Sales	3400	0730	\$18,625	\$0	\$0	\$0	\$0	
Other Revenues	3400	0975	\$514,498	\$0	\$0	\$0	\$0	
Federal Funds Ltd	6400	0995	\$28,494,417	\$18,640,000	\$18,640,000	\$20,293,056	\$20,293,056	
Transfer In-Intrafund	3400	1010	\$32,809,444	\$1,975,749	\$1,975,749	\$2,170,515	\$2,170,515	
Transfer from General Fund	3400	1060	\$35,935,741	\$0	\$0	\$0	\$0	
Transfer from Lands, Dept of State	3400	1141	\$880,326	\$0	\$0	\$0	\$0	
Tsfr From Revenue, Dept of	3400	1150	\$4,224,933	\$5,193,502	\$5,193,502	\$5,193,502	\$2,412,174	
Tsfr from Military Dept, Or	3400	1248	\$2,641	\$0	\$0	\$0	0	