EMERGENCY FIRE COST COMMITTEE
MEETING

March 2, 2021
10:00 a.m.

Zoom Video Conference:
https://odf.zoom.us/j/91750559013
Meeting ID: 917 5055 9013

Committee Members: Kenneth Cummings, Chair
Steve Cafferata
Chris Johnson
Brennan Garrelts

Administrator: Nancy Hirsch
Agenda Topics

1. Call to Order

2. Approval of the Minutes of the January 5, 2021 Meeting [Decision Item]

3. Financial status of the Oregon Forest Land Protection Fund [Information Item]

4. Insurance Policy for 2021 Fire Season [Decision Item]

5. Weather update [Information Item]

6. Update on Status of Large Fire Cost Collection Efforts [Information Item]

7. Determine Unencumbered Balance of the OFLPF as of February 16, 2021 [Decision Item]

8. Agency/Fire Division Report [Information Items]
   • ODF Financial Report and status of MGO recommendations
   • Legislative Session, E-Board, Wildfire Council
   • BLM Western Oregon Agreement
   • ODF Geoboard/IMTs
   • FEMA Update
   • Strategic Investments
     o Financial and project status
     o 2020 fire season aviation report: Successes and lesson learned on investments

9. EFCC Administrator Report

10. Public Comment/Good of the Order
ITEM 1: CALL TO ORDER

Chair Cummings called the meeting to order at 10:04 a.m. on Tuesday, January 5, 2021. All Committee members were present via Zoom video and there was a quorum.
Nancy Hirsch introduced and welcomed Lorna Hobbs who will transition at the end of March/beginning of April to EFCC Finance Coordinator. Lorna has 31 years of public service prior to retirement and has been working with ODF for the last 3 years. Having Lorna on board will allow time for training and transition during Tina’s departure and having a plan in place moving forward.

Chair Cummings noted time on the agenda for public comment; and that meeting materials have been sent to attendees and will be posted after the meeting concludes.

Chair Cummings also recognized Peter and ODF fire folks/emergency response on fire finance. Since the beginning of COVID, ODF has been on emergency response mode and have made incredible efforts up to and including the Labor Day fires.

**ITEM 2: APPROVAL OF THE MINUTES OF THE AUGUST 6, 2020 SPECIAL MEETING AND THE JUNE 2, 2020 REGULAR COMMITTEE MEETING** [Decision Item]

No comments were made by committee members or attendees on the August 6, 2020 special meeting and the June 2, 2020 regular committee meeting minutes. A motion for approval was made by Steve Cafferata and seconded by Chris Johnson. All were in favor and none opposed. The minutes of both the Emergency Fire Cost Committee August 6, 2020 special meeting and the June 2, 2020 Emergency Fire Cost Committee regular meeting were unanimously approved.

**ITEM 3: FINANCIAL STATUS OF THE OREGON FOREST LAND PROTECTION FUND** [Information Item]

The committee reviewed the Financial Status of the Oregon Forest Land Protection Fund (OFLPF) for FY20 and FY21. The last report to the committee was in June 2020. This report is based on June 30, 2020 (for FY20) and November 30, 2020 (for FY21) financial reports.

Under Estimated Expenditures/Transfers out for FY20, based on the June 30, 2020 report:
- Operating expenses were $148,070
- Catastrophic insurance premium amount was $2,005,202.
- Severity transfers were $3,000,000
- Strategic investments expenditures totaled $1,504,960
- Large fire advance transfer was $6,161,070

Total OFLPF expenditures for FY20: $12,819,301

Ending Fund Balance 6/30/20: $15,112,175

Under Estimated Revenue or Transfer for FY21 as of November 30, 2020:
- Actual assessments received is $8,910,202
- Harvest Tax received is $1,805,438.
- Estimated interest revenue is $118,786
- Insurance premium payments (2019 and 2020)
  - 2019 insurance premium adjustment is $15,341
  - 2020 insurance premium adjustment is $25,385

Total estimated revenue for FY21 is $10,875,151. Revenue estimates are down about $720,000 from FY20 due to reduction in Federal acres, minimum and improved lots, Harvest tax, and interest earnings.

Under Estimated Expenditures/Transfers out for FY21, as of November 30, 2020:
- Operating expenses are estimated at $185,000
- Fire season 2021 catastrophic insurance premium is estimated at $315,000
- Severity investments expenditures are estimated at $3,000,000
- Large fire advances are estimated at $10,000,000

Total OFLPF estimated expenditures for FY21: $13,500,000

*Estimated Fund Balance 11/30/20: $3,827,626*

*Estimated Fund Balance on 6/30/21: $12,482,364*

Chair Cummings asked how the Harvest tax rate estimate compares to last year given the current economic status. Tina reported it’s down about $1,000.

Steve Cafferata asked why the minimums were down with all of the recent county forestland classifications. Tina compared FY20 and FY21 minimum lot, by county, and Deschutes County is down approximately 1,100 lots. The next larger decrease was Jackson County by 587 lots, Josephine County by 320 lots, and Tillamook County by 125 lots. Those were the biggest changes in minimum lots. Under improved lots, Klamath County decreased by 1,090, Tillamook County decreased by 218, and Deschutes County was down 133 lots.

Steve asked when we expect assessment revenue to come in. Tina said it is not included in this report as it comes in in December.
ITEM 4: WEATHER UPDATE [Information Item]

Nick Yonker provided the weather update for January 5, 2021. Bottom line: Oregon is currently in a La Nina weather pattern with cooler, wetter conditions then moving toward neutral conditions into mid to late spring and into summer. Winter will be cool and moist which will lead to increased snowpack and less drought. Nick expects a normal fire season for most of the state for 2021.

ITEM 5: UPDATE ON STATUS OF LARGE FIRE COST COLLECTION EFFORTS [Information Item]

Jeff Bonebrake provided the report on the status of Large Fire Cost Collections to date noting there has been some movement on claims in process. Of special note, the Santiam Park fire – attempted mediation did not go well. The Department of Justice (DOJ) is working on settling with another party; but they may have to file suit for progress. A number of fires have been removed from this list (available on September 2020 report online). During the months of June through September 2020, $5.2M of billing was sent out on closed cases and to date, ODF has recovered almost $4.6M in nine total cases. Recoveries slowed the last quarter with one significant claim settled. There have been five new claims over $5,000 since August 24, 2020. Given the demands presented in early September, ODF has been fully successful in investigating the unprecedented Labor Day wind/fire event fires working jointly with investigators from USFS and BLM to ensure due diligence on all of these fires that may have a future impact with utilities. ODF was not directly involved in the Santiam Canyon fire investigation of Beachie Creek but there were components in the Canyon that ODF has interest in. The Clackamas County fires were investigated as a complex and outside investigator resources were brought in. There will be follow up for many years.

ITEM 6: INSURANCE MARKET UPDATE [Information Item / Possible Decision]

Beth Kennedy from Willis Towers Watson provided an update on the insurance markets noting that the current Fire Fighting Expense (FFE) policy expires in mid-April. In the insurance market, rates are continuing to increase and capacity continues to decrease. Carriers are seeing loss ratios increase due to storms, wildfires, COVID-19 and civil unrest. Additionally, investment income is decreasing due to the historically low interest rates. Because of this, underwriters are being inundated, scrutinizing exposure information, and being much more selective. Additionally, capacity is being decreased in umbrella policies. Oregon’s FFE policy is unique however as it is underwritten by property underwriters. An increase of about 25% in the property market is anticipated, which is up almost 3% since the fourth quarter of last year.

Todd Scharff, DAS Risk, added that the marketplace continues to change on top of change experienced a year ago at this time and has permeated into all lines of insurance. Thus, it has to be anticipated that there will be some impact to the policy. It is also reasonable to anticipate, even with a clean claim history, that there’s going to be some effect on pricing to the whole marketplace. There is a good plan in place moving forward on the renewal, building off of last year’s submittal which was excellent. There continues to be the need to keep underwriters focused on what they are insuring – net costs of fire season, not tangible property. Fire season 2020 expenses are still below the deductible so there is no anticipation of making a claim against the policy at this time. There is continued emphasis on the BLM agreement that decreased exposure to the policy, along with increased prevention and suppression efforts which will be crucial once again. Todd noted that meetings with Lloyds of London underwriters have been scheduled for mid-February. Derek Hansen (Canopius) will continue to be the lead underwriter for the policy. It will be critical to explain why the system works and why no claim has been made against the policy, even with the catastrophic fire season of 2020.

Chair Cummings stated that EFCC and ODF will continue to educate underwriters as to why they are still good partners that manage the risk. The good news is that we are still 5 years with no claim. That being said, a decision needs to be made formally as to whether or not to purchase the insurance policy for the 2021 fire season. The Emergency Fire Cost Committee hereby advises the State Forester to continue to proceed with pursuing the catastrophic insurance policy for the 2021 fire season. A motion was made by Chris Johnson and seconded by Brennan Garrelts. All were in favor, none opposed, and the motion passed.

Nancy will follow up with a written note to State Forester Daugherty noting the committee’s decision.

Steve Cafferata asked if the policy would be pursued regardless of price. Chair Cummings stated that this motion provides the go ahead to continue pursuing the policy without yet making the decision and taking into consideration the premiums.

ITEM 7: SET DISTRICT DEDUCTIBLE RATES FOR 2021-2022 FISCAL YEAR [Decision Item]

With there being no planned increases in the ODF base budget, the committee will not recommend changing the district deductible rates for FY22. A motion to leave the rates at $.10 for timber and $0.5 for grazing was made by Brennan Garrelts and seconded by Steve Cafferata. All were in favor, none opposed and the motion passed.
Steve noted that this committee can lower but not increase rates without legislative action. Nancy said that is correct. If the committee wants to increase the district deductible then the EFCC would work closely with ODF on through its biennial budget process, which we are passed for next biennium.

ITEM 8: AGENCY / FIRE DIVISION REPORT [Information Items]

- ODF Financial Report and Status of MGO Recommendations
  
  State Forester Daugherty provided the agency financial report for ODF noting the main cash balance fell below $20M. The December ending balance was just over $35M with unexpected revenue due to higher forest patrol assessments. The remainder of past fire season costs are long-term as they are due to other state and federal partners.

  During the peak of fire season, ODF exercised a loan from the Treasury and spent all of it to cover the $74M in fire season costs. Depending upon further Emergency Board action, ODF expects approval of an additional $15M of large fire costs which will help through the end of the year to make substantial payments back to the loan. However, there is no exact number at this time.

  Peter then provided an update on the MGO recommendations. There were a total of 32 recommendations across 5 categories with most having to do with policy and procedures. MGO will be sending their final report to DAS (approximately, 35 pages) and working with the ODF Leadership Team (LT) to develop a response plan for implementation during the 2021 full legislative session. The LT has been tasked with identifying recommendations that can be implemented now for the Emergency Board as well as mid-term recommendations to show a clear time table. Some recommendations will require legislative or external partner action. There are also some recommendations which will require further analysis and planning for longer term implementation. The overall goal is to build a stronger fire finance system without impacting operations of the complete and coordinated system.

  Chair Cummings asked if there is an estimate of when these recommendations may become public. Peter responded that it is up to the Financial Oversight Committee within the Governor’s Office, along with LFO and CFO. He is unsure how or when DAS is planning to release the report.

- Governor’s Recommended Budget (GRB)
  
  Peter then provided a summary of the Governor’s Recommended Budget. Of special note is a $22.8M increase over ODF’s current service level with 46 additional positions and 47.5 FTE. There was a $21.1M increase in General Fund dollars with a $20M increase in GF offset by $12.2M decrease in GF. This consists of a $6.1M shift in administrative costs to 50/50 and Other Fund dollars for private landowners and a fund shift of $1.9M from GF by shifting the FPA to 50/50 GF/Harvest tax. Additionally, $830k of General Fund dollars will go to federal funds in the Federal Forest Restoration Program.

  Chair Cummings asked in general, do the additional positions track with the Wildfire Council and MGO recommendations? Peter responded yes, continuing with SPA. Also included was $6.5M for the fire protection modernization policy package which Doug and his team developed based upon Wildfire Council recommendations for additional capacity. Also approved was $20M for Next Gen Severity which includes an additional Next Gen air tanker, more SEATS and other capacity in mobile resources. Also, funded was the agency admin climate change mitigation and adaptation package at $3.2M with 9 FTE, fire fighter life/safety communication package at $1M, Diversity, Equity and Inclusion (DEI) package for a DEI position and Government to Government relationships, and additional facilities capital management capacity. Also, added by the Governor’s Office was a package to implement the MGO recommendations to add three area finance positions and one overall finance position in Salem. This means a shift in the current fire finance system from Fire Protection to Agency Administration, which was also a recommendation from MGO.

- Wildfire Council, Legislature, E-Board
  
  Doug provided an update on the Wildfire Council, Legislature, and E-Board noting that in addition to the GRB, Peter identified new finance positions, which also includes existing finance positions within Fire Protection. This is still a conversation to be had and assurances to be made with regard to operations.

  There has been active legislative action since the 2020 fire season with early interest to revisit the Governor’s Wildfire Council work and recommendations. Doug expects full engagement across the recommendations during the 2021 full legislative session. ODF is gearing up to prepare for those conversations on how to advance fire protection. Preparation was made for a special legislative session on wildfire with a joint Emergency Board letter with OSFM requesting $40M to prepare for the 2021 fire season. OSFM requested $4M of the $40 to advance fire protection into the 2021 fire season.

- BLM Western Oregon Agreement
Ron Graham provided an update on the status of the BLM Western Oregon Agreement. ODF is currently in a 5 year operating plan with BLM on Oregon O&C lands. There are $8M outstanding receivables from BLM but movement on payments is expected soon, although the exact amount is yet to be determined. ODF is continuing to proceed with completion of the required review of the Western Oregon Operation Plan (WOOP) and will only make changes if absolutely needed on procedures or rule requirements. Ron feels good about the current plan as it exists.

Doug, Ron, and BLM leadership are working to prepare a commitment letter for BLM and ODF leadership to work together to address BLM and ODF financial situations. Alternative funding methods and structure are being reviewed. Additionally, BLM is no longer a full partner in the complete and coordinated system with regard to large fire costs. ODF is also meeting internally to discuss these topics.

- **Fire Season**
  Ron Graham provided an update on the success of strategic investments and continuous improvement opportunities. He mentioned that the ODF Annual Aviation report will be available for the next EFCC meeting in March. A major success has been the investment in the FLIR which was up and running for the 2020 fire season, even given the delays due to COVID. The aircraft flew over 100 hours of detection at night and found 10 new fires that weren’t found via regular reporting methods. One example, in Klamath-Lake District, was a fire which was caught on initial attack at 3 ½ acres.

- **ODF Geoboard / IMTs**
  Ron also provided an update on the ODF Geoboard and IMTs noting that new positions have been added to IMT rosters to decrease drawdown across the agency and to assist with succession management.

- **Fire Season Severity Financial Report**
  The fire season severity financial report noted that EFCC advanced $2.7M in severity already for the 2020 fire season. The most up to date expenses in Severity are just under $4.9M. ODF will continue to refine and capture more of those costs. Ron expects that number to increase slightly above $5M and he committed to keeping the committee updated.

- **FEMA Update**
  Stacy Miller, Fire Finance Manager, provided the FEMA update noting 16 new FMAG fires for 2020 which will likely be filed under the President’s Disaster Declaration Public Assistance Grants rather than FMAG. There is still $15.6M in outstanding reimbursements.

Steve Cafferata asked Ron about IMT size/positions. Ron responded that positions were added in the 2019 fire season (4 total).

Chair Cummings asked if all three ODF teams would look like an interagency team 2 roster. Ron responded not necessarily; the ODF IMT and interagency team positions aren’t identical. Chair Cummings also asked about the night operations severity in John Day to which Ron replied that is another area ODF is continuing to work on advancing the technology.

Brennan Garrelts asked about training limitations to existing staff to fill the desired positions on IMTs and whether there will be a time lag and if so, what will that look like? Ron responded that there will be necessary time, however people have been trained and qualified but weren’t rostered as team members. Brennan then asked if an analysis of retirements/key positions lost had been done. Ron replied yes, that’s the work of the Geoboard.

**ITEM 9: STRATEGIC INVESTMENTS [Information and TBD Decision Item]**

Ron Graham provided an update on strategic investments noting that damage assessments during the Labor Day fires identified several items that could be funded through strategic investment if desired. Three detection cameras were destroyed, two or three repeaters, and a couple of remote automated weather stations. There is no new updated information on additional damage since then and he is unsure if some have already been replaced or if districts will bring project proposals. Ron will keep the committee informed moving forward.

With regard to initial proposals for past projects, there is still $284k unexpended, however with reports from districts, those dollars are expected to all be expended. A few specific updates include the La Pine guard station where bids are to close soon and the structure could be in place and functioning for fire season 2021; the Mahogany Mountain camera site has an anticipated install of May or June and could be operational by July for the 2021 fire season; and in Klamath-Lake District, unspent camera funds will have all been expended no later than the end of June 2021 with cameras fully functioning.

With regard to current projects, a summary has been provided to EFCC. Ron would like to request future discussion to recruit for additional projects to identify damage and/or any new ideas from the 2020 fire season. The division would report back at the June
EFCC meeting with additional projects for consideration. Chair Cummings agreed given the Labor Day fires and asked about whether the damages from those fires would be covered through property insurance. Ron responded yes, that is the first step of the process.

Steve Cafferata asked about the three cameras that were destroyed and how to get those up and running before fire season. Ron noted that districts will purchase and install new cameras regardless of funding and then seek reimbursement and correct finance coding later.

**ITEM 10: EFCC ADMINISTRATOR REPORT** [Information Item]

Nancy provided the EFCC Administrator report highlighting the following:

- Great job by ODF and landowners during the 2020 fire season, specifically recognizing Tina Meyers and Stacy Miller, the entire Fire Finance team, District Business Managers, and Agency Administration for their amazing communication and coordination.
- Audits reports are not ready quite yet with one outstanding audit at the Klamath Lake district. If that can be done before spring audits, Nancy will bring it to the EFCC meeting in March; otherwise, it will roll into January 2022.
- Nancy attended many fall association meetings and the OFIC Protection Committee Meeting to ensure communication outreach regarding EFCC and OFLPF.
- Insurance has been an ongoing weekly communication with Doug/Ron, DAS Risk and Willis Towers Watson.
- OFLPF financial data management – since 2013, every dollar accounted for in the OFLPF has a nexus of a General Fund amount. Data related to EFCC claims over the last significant fire seasons has resulted in a magnitude of work. Nancy has developed and information paper which she will send to the committee for future discussion on potential improvement opportunities regarding financial data management.

**ITEM 11: PUBLIC COMMENT / GOOD OF THE ORDER**

There being no further business before the committee, Chair Cummings adjourned the meeting at 12:15 p.m. The next regular meeting of the committee will be held at 10:00 a.m. on Tuesday, March 2, 2021 via Zoom Video Conferencing.

Minutes drafted by: Chrystal Bader
Minutes reviewed by: Nancy Hirsch and Steve Cafferata
State of Oregon
Department of Forestry
Firefighting Expense
Insurance Policy Submission
February 2021
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Executive Summary

Willis Towers Watson (WTW) is proud to present the state of Oregon’s Department of Forestry (ODF) Firefighting Expense Policy for your underwriting consideration. This one-of-a-kind insurance placement has been in effect since 1973, with London Market participation beginning in 1988.

For the past four decades, this policy provided vital indemnification for ODF firefighting expenses when Oregon has qualifying large forest fires. The policy has evolved over its lifetime, with various limits and retention levels. During 2005-2012, the retention level stabilized at $25,000,000. The next two fire seasons were severe and the retention was increased to $50,000,000, and the expenses have not led to increased retention levels.

As evidenced by the unprecedented fire event in 2020, the State of Oregon and the landowners are vigilant and successful in protecting Oregon’s natural resources. Despite an extraordinary wind event and working in a COVID-19 environment, the combination of landowner partnership and new investment, continuing state support for firefighting resources, ODF firefighting expertise, and cost-shifting efforts to responsible parties resulted in significant mitigation of qualifying large wildland firefighting costs. The culmination of these partnerships, strategic investment and keen oversight is a 2020 fire season where net costs are not expected to breach the $50M retention level.

Public and private partners invest approximately $116 million annually in the prevention, detection and fire response before the policy is accessed. Impressively, Oregon’s firefighting system is the best in the world when measured by available firefighting assets and metrics. In addition to this investment, the Governor convened a wildfire response council in Jan. 2019, which provided recommendations to strengthen, improve, or replace existing systems in Oregon. The Governor and legislators are already showing a commitment to carry these recommendations into the 2021 legislative session.

ODF-protected lands are fiercely guarded against wildfire as ODF’s primary mission is to protect natural resources and safely stop fires at the smallest possible size, minimizing costs and losses. ODF pursues strategic investments to reduce risk and minimize loss. In the 2020 fire season, they continued testing advanced technology by using night-vision aircraft in a novel, first-of-its-kind controlled night air operations environment. ODF’s commitment to protection is evident throughout the state and anchored in Oregon’s complete and coordinated firefighting system. This system is unique in the United States.

Over the past three fire seasons, there has been a shift in large fire cost eligibility. ODF is no longer responsible for the Bureau of Land Management’s large fire costs. This removal equates to a 32% reduction in ODF large fire costs over the past 10 years, and reduces the potential for a claim to catastrophic insurance policy. The current agreement is in effect until June 30, 2024.

While wildfires on the west coast were prevalent in 2020, there are marked differences between California and Oregon’s wildfire exposures. This is especially pertinent considering the impact California wildfires are having on the insurance market. California’s population density is six times higher than Oregon’s. Laxer land-use laws also allow Californians to build more homes in forested rural locations amid fire-prone vegetation. The climate in California is also much warmer and drier, leading to a longer fire season extending well into a period of frequent and extreme dry winds. Additionally another difference is the organizational structure. California’s agency structure places all fire response under one entity, adding to their total cost as one agency, whereas ODF is responsible for wildland firefighting response while Oregon’s Office of the State Fire Marshall responds to all structure fires, with associated costs following suit.

WTW appreciates all your efforts on behalf of ODF and the state of Oregon, and we look forward to our continued partnership.
Firefighting Expense Specifications

Insured: State of Oregon
Department of Forestry, by and through Department of Administrative Services
C/O Risk Management
P.O. Box 12009
Salem OR 97309-0009

Policy Term: From April 15, 2021 to April 15, 2022
Both days at 12:01 AM, Local Standard Time at the location of the Named Insured

Coverage: To Indemnify the Assured for any and all sums which are incurred by the Assured
for Firefighting Expenses as a result of Loss by Fire and / or lightning

Form: See attached manuscript form

Limit of Insurance: $25,000,000 Per Occurrence and Annual Aggregate with respects Forest Fires

Self-Insured Retention: $50,000,000 Firefighting Losses and Expenses – Aggregate

Valuation: Actual Cost of Operations. Includes depreciation, taxes, licenses, all direct cost
of maintenance, operations and repair, and administrative rate per base mile,
which includes insurance, Cost of fire investigations are included as firefighting
expenses.

Territory: In the State of Oregon on their own land or premises of the Federal Government,
or at the premises of others when necessary at the discretion of the Named
Insured to prevent the spread of such fires.

Assigned Claims Adjusting Firm: Crawford Global Technical Services
5335 Triangle Pkwy
Peachtree Corners, GA 30092
USA
Oregon Department of Forestry Overview

The Oregon Department of Forestry (ODF) serves the people of Oregon by protecting, managing and promoting stewardship of the state’s forests to enhance environmental, economic and community sustainability. Working directly with landowners, partner agencies and the public, ODF relies upon its own resources and its long-standing relationships to execute this mission.

ODF’s three operational divisions carry out its responsibilities for:

✔ Protecting forestland from wildland fire, managed by the Forest Protection Division.
✔ Enforcing Oregon’s Forest Practices Act, managed by the Private Forest Division.
✔ Managing Oregon’s state-owned forests, overseen by the State Forest Division.

Oregon’s Largest Fire Department

Through Oregon’s complete and coordinated fire prevention and protection system, ODF’s primary mission is to protect natural resources, second only to saving lives. This translates to safely stopping fires at the smallest possible size, minimizing costs and losses. ODF’s goal is stopping 98% of all fires at 10 acres or less. The agency’s effective and efficient approach to wildfire prevention and suppression uses innovative technology, valued relationships, and a safety-first mindset to preserve working forests and natural ecosystems across Oregon.

This system, including ODF’s militia approach where all employees prioritize wildfire response in their job duties, brings with it over a century of success. Over 600 permanent staff and 600 seasonal staff statewide allow this system to expand and contract to meet wildfire response demands. Along with the department’s professional firefighters, ODF maintains 220 fire engines, 27 aviation resources (exclusive use contracted and agency owned), 250-trained Department of Corrections Adults in Custody (AIC) firefighters, and access to over 3,000 contract firefighters (Appendix B) for quick and effective response to any fire start.

Enduring partnerships are the basis of this one-of-a-kind fire protection system. For over 40 years, ODF and Lloyd’s of London have maintained a unique relationship, mutually benefiting both parties, as well as Oregonians. This partnership is a critical and integral part of the state’s wildland firefighting funding.

Forest Landowner Partnership

With ODF’s protection responsibilities spanning multiple jurisdictions and ownerships statewide, collaboration with forest landowners plays a critical role in the success of the complete and coordinated wildfire protection system. Of the 16 million acres ODF protects, approximately 12 million are privately owned and about 750,000 are state-owned forests.

All timber losses in a wildfire are absorbed by the landowner and can exceed 10 times the cost of wildfire suppression. Therefore, Oregon’s landowners have great incentive to ensure a robust protection system to safeguard these valuable assets and avoid losses. This historic partnership and shared value is a large part of what makes ODF’s system unique.

Landowners and timber industry operators provide annually approximately:

● 550 personnel - 3,427 hours of wildland firefighting planning.
● 445 pieces of equipment (heavy equipment, fire engines), including 3 helicopters, 8,866 hours of fire detection services.

● The estimated dollar value of the personnel and equipment listed above is $13 million.

● With the addition of prevention activities and infrastructure, such as water sources, access gates, and radio communication/detection camera tower sites, the total investment is $14.5 million.
Oregon’s 2021 Wildfire Funding Framework

The fire department is funded annually by each ODF forest protection district. This base funding layer comes from public and private funds and provides for initial attack resources, including fire engines, dozers, hand crews and aircraft.

Statewide severity program agreements ensure resources are readily available during periods of high fire danger. These prepositioned assets include aircraft, hand crews and fire engines. These costs are shared between the Oregon Forest Land Protection Fund (OFPLP) (60%) and the state General Fund (GF) (40%).

Insurance Retention/Deductible costs are paid via a 50/50 split (up to $20 million) between the OFPLP and the GF. The remaining $30 million is paid for by GF (Figure 1). Emergency fire costs include firefighting resources needed to suppress fires beyond initial attack that are above and beyond a local district’s resources and a district deductible. This includes additional fire engines, dozers, hand crews, helicopters, retardant plane drops, and supervision and support to manage the extra firefighting assets. On average, less than 6% of ODF fires qualify for emergency fire suppression funding – funding that exists through the retention or if necessary, insurers.

Suppression costs on multi-jurisdictional fires managed by ODF with its partners – either the United States Forest Service (USFS) or the Bureau of Land Management (BLM) – are allocated through mutually approved cost-share agreements. The OFPLPF and the state only reimburse ODF’s share of firefighting costs. In addition to the state’s fire funding commitment, fire suppression costs for emergency fires that escape initial attack and threaten 100 or more homes, businesses and public infrastructure are provided by the Federal Emergency Management Agency’s (FEMA) Fire Management Assistance Grant (FMAG). If a fire is approved for the grant, 75% of all suppression costs beyond the base costs are eligible for reimbursement from the FEMA FMAG program.
With the passage of HB 2050 during the 2013 legislative session, the annual Special Purpose Appropriation (SPA) funding of $2 million for the severity program was matched with up to $3 million annually from the Oregon Forestland Protection Fund, for a total severity program of $5 million. The severity program has been highly effective at keeping fires small by supporting ODF’s ability in 2020 to keep 97 percent of fire starts on ODF-protected lands at 10 acres or less. The statewide severity program resources are in addition to district aviation resources already positioned throughout the state. Once again, early initial attack success by ODF firefighters (supported by SPA Severity Resources) and partners kept costs down and helped to mitigate additional resource loss.

This year the State Emergency Board also released an additional SPA $2 million for support of a longer and more complex fire season and mitigation of COVID-19 on April 23, 2020. All SPA funds were used to procure:

- additional call-when-needed aviation, ground and overhead resources
- COVID-19 coordinators
- personal protective equipment and supplies to support the statewide firefighting effort during the global pandemic

**Reduction in Financial Risk/Funding**

In 2018, ODF and BLM negotiated a large fire cost-reduction strategy to remove BLM large fire cost eligibility from Oregon’s large fire funding system. This removal equates to a 32% reduction in ODF large fire costs over the past 10 years (Figure 2).

This agreement has reduced the potential for a claim to the catastrophic insurance policy. This arrangement has been in place over the past three fire seasons. ODF’s current agreement with the BLM is effective through June 30, 2024.

The ODF / BLM agreement represents a foundational shift in large fire cost eligibility and dramatically changed the exposure to the firefighting expense insurance policy. A 2017 Emergency Fire Cost Committee equity study precipitated this shift. The study targeted 10 years of BLM payments into the large fire cost fund and eligible large fire costs paid by the state. The study revealed BLM lands represented a disproportionate financial risk to the state.

Under the new arrangement, ODF still provides fire preparedness, prevention, detection and initial attack response services to BLM on the 2.3 million acres of BLM lands in west Oregon through a per-acre assessment. This helps the agency keep fires from spreading to other ODF-protected lands, thus minimizing overall cost and potential loss.

If a fire on BLM land escapes initial attack, BLM is no longer eligible to receive large fire cost reimbursement from the state’s General Fund, the Emergency Fire Cost Committee, or the FFE policy – reducing the risk to all by 32%. This is detailed in Appendix A, which compares costs exposure from a 2017 fire and a 2020 fire with mixed BLM ownership.

Key points to consider include:

- Even though the 2020 fire season was one of unprecedented severity, it is likely the $50 million retention will not be exceeded.
● In fact, with a $50 million retention and the reduced BLM exposure now in place as displayed in Figure 2, there is no point in history where ODF would have exceeded the policy retention level.

● At the $20 million retention level in place in 2013 where we experienced a full $25 million claim, had there been no BLM exposure insurers would have paid less than $1 million.

Figure 2: ODF net large fire costs with BLM costs removed.
Investments in Aviation and Detection Technology

ODF actively pursues innovative technology to reduce risk, minimize cost and loss, and increase suppression effectiveness. The agency is at the forefront of testing and adopting new fire response methods and resources.

- **Strategic Investments**, beyond what already occurs through ODF’s budget, are possible through funding from the Oregon Forest Land Protection Fund. When expenditures against this landowner fund are below its annual spending cap, strategic investments are considered. To date, $1.5 million has been invested on various strategic projects. At the June Emergency Fire Cost Committee meeting, members approved the transfer of $1,504,960 for future strategic investments to further enhance the Oregon Complete and Coordinated Fire Protection System.

The most compelling recent investment was made in 2019 when landowners invested $693,000 in aerial infrared and mapping technology.

**Aerial infrared and mapping technology** has proven highly effective in firefighting efforts over the last five years. The ODF-owned fixed-wing aircraft is now equipped with a Forward Looking Infrared (FLIR) sensor, augmented reality mapping system and Night Vision Systems (NVS) and was in service for the 2020 fire season (Figure 3).

By combining FLIR and NVS technology on ODF’s aircraft, the agency can safely utilize this exclusive asset 24 hours a day. This strategic investment provides added capacity to ODF’s firefighting resources, increasing effectiveness and reducing risk. This asset offers a key advantage of accurate and timely situational assessments – fire behavior, new fire starts, potential hazards, resource locations, etc. – uninhibited by smoke, for use day or night.

The ODF Partenavia in its first year of operation with FLIR and Night Vision Systems, flew over 100 hours, conducting detection and wildfire mapping missions across the state. Ten new fires were detected, many of which could have presented serious challenges if they had remained undetected. One example of detecting and keeping fires small comes out of the Klamath-Lake District, where a new start later named the Schoolhouse Fire was reported by the ODF multi-mission air crew and extinguished by ground forces at 3.5 acres with a dozer and engine.

From prevention and detection to initial and extended attack, ODF fire operations personnel carefully consider the situation and conditions when determining the right tool for the job, ensuring safe and effective results. Detection cameras, infrared technology, drones, and aviation assets are among the cutting-edge resources used in ODF’s wildfire response efforts.
During peak fire season, ODF contracts with severity aviation and ground resources to ensure rapid and effective response while minimizing risk. Given Oregon’s diverse landscape and dynamic conditions, aviation assets are instrumental in successful initial attack. Providing quick response, they afford ground resources more time to reach and suppress the fire. These aerial assets are the first line of defense in keeping fires small to prevent them from becoming large fires.

Efforts to innovate and integrate new technology into ODF’s complete and coordinated system were especially evident in the 2020 fire season. ODF’s multi-mission aircraft provided a real-time common operating picture for fire response, including the fire’s location, size, assigned resources, photos and videos. With the crucial and timely information provided, ODF fire managers made informed decisions to ensure safe and effective firefighting.

The early detection of these fires, coupled with quick and aggressive initial attack, saved millions in fire suppression costs.

Continuing to pioneer innovative technology, ODF continued to conduct testing during the 2020 fire season to evaluate aerial suppression operations at night using NVS-compatible single engine air tankers (SEAT) and made significant contribution to the mitigation of net costs for the 2020 fire season.

This first-of-its-kind test using night-vision compatible SEATs was performed in a controlled environment, in coordination with agency partners (Figure 6). During the testing, pilots used advanced night-vision technology to identify firefighters on the ground, aerial hazards and water drop locations at night. This groundbreaking exercise provided data and identified opportunities for safe and successful aviation operations at night.

Initial airport and field tests were successful. ODF continues to explore integration of SEATs into its existing night operations. The agency anticipates use of this advanced technology during the 2021 fire season.
Camera Detection: Critical Fire Suppression Technology

To detect, locate and put out fires quickly and keep them as small as possible, ODF uses a combination of the general public, aerial flights, traditional forest lookouts and the innovative ForestWatch Smoke Detection System. This effective detection program allows for successful initial attack.

The ForestWatch system consists of remote camera sites that transmit images to a manned detection center. At the first hint of smoke, operators instantly get a wide range of information, including location, ownership, road access, water sources, etc. (Figure 7). The 2020 ForestWatch system had 74 operational cameras at 58 camera sites. An additional 5 sites are planned in 2021. All sites are monitored by 6 control centers. They cover approximately 16 million acres of private, county, state, and BLM land and other adjacent federal land (Appendix C).

In addition to spotting and locating fires, system operators monitored areas where the Lightning Tracker System showed strikes and followed progress on extended attack fires.

The 2020 season saw many system improvements including increased capacity to the communication structure and a continued migration to Internet Protocol based, high definition-cameras. EnviroVision Solutions (EVS), the parent company of ForestWatch released a new software upgrade and a re-engineered onsite controller. ODF looks forward to working closely with EVS for successful 2021 fire detection season.

Statewide Fire Prevention and Hazardous Fuels Mitigation

Readiness and prevention are critical components of ODF’s strategy to maintain a complete and coordinated fire protection system. ODF accomplishes this through cooperation, partnership, education and outreach with communities, cities, federal and state agencies, and forest industry partners.

ODF employs an enforcement through education policy, striving to educate landowners and forest users on best practices for wildfire prevention.

Oregon administers a highly effective Firewise community program, having the second highest number of Firewise communities in the country in 2020. The number of Firewise Communities in Oregon has increased to 194, with the addition of 17 new communities in 2020.

ODF foresters statewide worked closely with landowners and homeowners in wildland-urban interface areas to limit wildfire damage by reducing hazardous fuel loading. New federal funding has been secured in 2020 to treat 2,275 acres in 55 communities. An additional 6,617 acres have been treated through additional means, as well as an investment of 2,607 hours of landowner education and technical assistance. This funding and treatment helps mitigate risk within the wildland-urban interface.
ODF’s Industrial Fire Prevention Program continues to be a huge success in preventing wildfires from industrial activities. This self-regulated community works seamlessly to mitigate fire risk, and serves as an essential workforce to assist with suppression needs, critical in keeping fires small and key to initial attack success.

**Policy Changes Allow Prescribed Fire to Mitigate Wildfire Risk**

Oregon’s Smoke Management Plan, which regulates prescribed burning to reduce fuels on the forest floor, was updated through the Board of Forestry and the Oregon Department of Environmental Quality’s Environment Quality Commission on March 1, 2019. There are many efficacy studies showing a significant reduction in wildfire potential when prescribed fire is used as a mitigation strategy.

Across Oregon, approximately 160,000 acres are treated with prescribed burns annually. Updates to the smoke management plan will allow an increase in prescribed burning designed to mitigate the effects of catastrophic wildfire in future years. The new plan changes the definition of a smoke intrusion in a protected community. Intrusions used to be defined as zero smoke from a prescribed burn. Under the more flexible rules, an intrusion is considered to have occurred only if prescribed burn smoke reaches a public health smoke threshold consistent with protecting the National Ambient Air Quality Standards. This gives burners more opportunities to conduct burn operations.

**Oregon’s Wildfire Response Council**

In response to increased wildfire risk and severity across the western United States, Oregon’s Governor Kate Brown convened a wildfire response council in January 2019. Tasked with reviewing Oregon's current model for wildfire prevention, preparedness and response, and analyzing the sustainability of the current model, the council provided recommendations to strengthen, improve, or replace existing systems in Oregon.

The recommendations contain actionable steps for both short and long-term results to mitigate risk, strengthen suppression response, and create adaptable communities throughout the state. This holistic approach demonstrates the shared commitment at the highest levels of state government to continually prevent, mitigate, and reduce costly negative impacts of wildfires in Oregon. Although the onset of COVID-19 has impacted policy progress, this fire season has seen continued efforts to improve and invest in the state's complete and coordinated fire protection system. The Governor and Oregon legislators are already showing a commitment to carry these recommendations into the 2021 legislative session through legislative concepts they’ve introduced. It’s likely that many of these legislative concepts will get made into statute or operating law in 2021.

**ODF’S Fire Cost Recovery from Responsible Parties**

ODF’s fire cost subrogation (fire cost collection) program works diligently at reducing the total cost of the firefighting program, minimizing the financial exposure of the Oregon Forest Land Protection Fund, the General Fund, and the catastrophic fire insurance policy. This effort includes ODF staff and attorneys from the Civil Enforcement Division of the Oregon Department of Justice.

Over the last decade, ODF’s subrogation program collected $10,937,708 of which $2,750,902 has been collected so far in 2020. A number of other fires still in the process of subrogation efforts. The ODF
year subrogation results table (Appendix D) demonstrates ODF’s commitment to – and success in – investigating, determining responsible parties and recovering money from those who cause fires in Oregon. They collect the firefighting cost from plaintiffs found willful, malicious or negligent in the start and spread of a wildfire. The program can also collect firefighting costs from those conducting a forest operation that creates a fire risk, resulting in a higher standard of responsibility – both physical and fiscal – if a fire starts from that activity.

ODF is currently investigating 15 significant wildfires that occurred in 2020 – 9 of them related to the Labor Day wind event – to determine responsibility and liability with an eye toward potential financial recoveries.

COVID-19 Mitigation

As a result of the COVID-19 pandemic, ODF spent significant time and effort with local, state and federal partners planning for COVID-19 mitigation strategies for wildland firefighting. During March and April as COVID-19 cases increased across Oregon and the U.S., all three of ODF’s Type I Incident Management Teams Command and General Staff were deployed to the State Emergency Operations Center. There, they assisted the Oregon Health Authority (OHA) and other state agencies in managing the response to COVID-19. This is the first time that all three ODF teams deployed before the wildfire season even started. ODF and OSFM leadership were asked to facilitate the State Multi-Agency Coordinating Group (MAC Group) to provide leadership for the management response to COVID-19.

ODF also hired two COVID Coordinators with public health backgrounds to further advise the Fire Protection Division on efforts at workplaces in the field and at wildfires. ODF partnered with OSFM to add three COVID Module positions to each of the ODF and Oregon State Fire Marshal IMTs. These were comprised of a COVID Health Liaison and two COVID Responders. Finally, ODF, OSFM and OHA partnered to form a Fire Camp COVID Committee to address specific needs to keep firefighters and the public safe from a COVID-19 outbreak on a wildfire.

All of this work was very successful, with COVID-19 having no adverse impact on firefighting efforts or resources. That’s against a huge number of hours that ODF and other agency firefighters were on the job this summer. From June to September alone, ODF’s own firefighters put in at least 269,000 hours. Despite the intensity of the 2020 fire season, ODF’s focus on safety actually resulted in fewer injuries per hour worked compared to the five-year average, and only one serious firefighter injury was reported. Due to those proactive efforts, there was no shortage in firefighters and no adverse impact on the ability to detect and suppress forest fires.

Oregon’s 2020 Fire Season

Oregon’s complete and coordinated wildfire protection system—consisting of ODF, landowner partners, agency cooperators, and the fire contracting community—prevailed under historical conditions this year. Much of the state was experiencing severe drought from the spring onward. This resulted in Southwest Oregon declaring fire season a month earlier than usual. Human-caused wildfires were up slightly but fewer lightning-caused fires were seen until mid-August. ODF firefighters across the state showed excellent success in keeping most fires small with only 3,191 acres burned by August 10. That’s 26,000 fewer acres burned compared to the 10-year average, an 89% reduction.
The Mosier Creek Fire ignited on August 12, two miles south of Mosier. This was Oregon’s first FEMA Fire Management Assistance Grant (FMAG)-eligible fire. In mid-August, following a five-day statewide lightning event with high winds and increased temperatures, the combination of these conditions dramatically increased fire risk and continued to do so throughout the following week. The White River Fire southwest of Mt. Hood started on August 17. While not initially on ODF-protected lands, heavily timbered drainages with steep slopes challenged containment, resulting in evacuations. This fire became the second FEMA FMAG fire of the season. As a result, on August 19, 2020 Governor Brown declared a statewide State of Emergency due to the imminent threat of wildfire. This declaration made available the Oregon National Guard for firefighting. National Guard mobilizations included aviation resources: type 1 helicopters for fire suppression missions and a Medivac helicopter.

Fire prevention remained a primary focus throughout fire season, with coordinated public outreach campaigns with our key fire prevention partner “Keep Oregon Green.” Through coordination by the Oregon Office of Emergency Management, ODF actively engaged with our local, state, and federal partners, including private landowners. The Oregon Department of Transportation supported the prevention effort through highway reader boards highlighting the extreme fire danger.

Early detection and initial attack success by ODF firefighters (supported by SPA Severity Resources) and partners were able to suppress 95% of fires at less than 10 acres. The General Fund and the Oregon Forestland Protection Fund partnership in establishing ODF’s severity program can be credited for much of our initial attack success. Having the ability to mobilize necessary resources throughout the state when needed continues to be a successful approach to suppression. Additionally, ODF’s new infrared camera, mounted on the ODF-owned Partenavia aircraft and funded through OFLPF’s strategic investment program, has played a critical role in successful early detection of fires when they are small.

Even with the August lightning fires, immediately prior to Labor Day the number of wildfires ODF had responded to was 752, slightly (about 4%) below the 10-year average of 783 fires. Due to successful initial attack, however, the 17,069 acres burned on land protected by ODF was less than half the 10-year average of 40,930 acres.

The Labor Day firestorm of 2020 was unparalleled in Oregon’s history, and may be the largest wildfire event since Lewis & Clark first explored in 1805 what would become the Oregon Territory. On the afternoon of the Labor Day holiday (Monday, Sept. 7), atop conditions of expanding drought and historically low fuel moistures and humidity, a Red Flag Warning was issued. A strong cold front arrived in the early evening hours, with east-northeast winds at sustained speeds of 20 to 30 mph and gusts to 50 to 60 mph. This was the strongest three-day easterly wind event during fire season since at least 1950. At Timberline Ski Area on Mt Hood,(Oregon’s tallest mountain), peak gusts were recorded at 106 mph. Winds at lower elevation Silver Falls (SE of Portland) were clocked at 66 mph, and even at Astoria on the coast gusts reached 51 mph.
In Oregon, hit first by the frontal winds were a wide range of fires from northeast and central Oregon to Klamath County in the south. The first large fire on the landscape was the 242 Fire near the town of Chiloquin in south-central Oregon, which immediately prompted evacuations. ODF IMT 2 was mobilized on Sept. 8 to manage the incident. Within a week the fire’s growth was controlled, with a final size of 14,473 acres. This was the first of 14 fires from the Labor Day wind event that have been approved as a FEMA FMAG fire.

With wind gusts reaching over 60 miles per hour, a number of fires erupted and quickly grew out of control in the exceptionally dry vegetation of late summer. Five fires in the Cascade mountains soon spread west to become among the top 20 wildfires by size in Oregon history. Once winds subsided, fire agencies were able to concentrate forces that stopped growth on most of the wildfires within two to three weeks. Firefighting personnel and equipment poured into Oregon to help from more than 30 different U.S. states and Canada. The Labor Day wildfires were mostly contained by late September or October. Combined, the fires burned just over a million acres. The largest single share was in national forests protected by the federal U.S. Forest Service. A smaller share - roughly 400,000 – was in private, state and local government lands fully protected by ODF. Also burned was a little over 100,000 additional acres of BLM land, for which ODF’s has an initial attack responsibility but BLM covers large fire costs.

The Labor Day fires had devastating impacts not only on forestlands but on multiple communities. Thick smoke from the wildfires blanketed much of the state, making the wildfires an inescapable reality even in urban areas and a top news item for weeks. In addition to greater public understanding of the importance of the work done by wildland firefighting agencies, the new awareness these wildfires brought to Oregonians should aid fire prevention and risk-reduction efforts across the state.

**Result**

Apart from the devastation caused by the Labor Day wildfires, phenomenal landowner and fire department efforts, along with strategic investments, resulted in early season initial attack success. Prevention measures, restructuring the BLM agreement, landowner/operator contributions, strategic investments, and reimbursements from FEMA and other federal agencies all worked as planned and mitigated the financial and resource loss at a far lower cost than it otherwise could have been. Net large fire costs are currently estimated under the $50 million attachment and are expected to remain there due to: anticipated responsible party cost recoveries from fires still under investigation and the potential for increased reimbursement on large fire cost from FEMA under the Presidential Declaration/ Major declaration, due to the unprecedented Labor Day wildfires.
Comparative Analysis of Oregon vs. California Wildfire Severity

When comparing Oregon and California’s wildfire severity, key factors immediately rise to the forefront, including agency structure, geography, climate, population, and costs. It is also important to note the difference in risk responsibility. In Oregon, responsibility for fire protection is shared between landowners and the state.

In California, the state accepts sole risk and responsibility for fire protection.

Figure 9: At-a-glance comparison of firefighting and wildfire statistics in California and Oregon.
Organizational Structure: Oregon’s fire response splits between two agencies; ODF is responsible for wildland firefighting response while Oregon’s Office of the State Fire Marshal responds to all structure fires, with associated costs following suit. California’s agency structure (CalFire) places all fire response under one entity, adding to their total cost as one agency.

Geography: California, especially southern California, is in the subtropical high pressure region of the globe where desert land is prominent. Oregon lies squarely in the path of the mid-latitude jet stream, providing cool, wet winters and warm, dry summers.

Climate: Oregon’s average annual rainfall is 39 inches, while California’s average is 23 inches. Southern California receives only 10 inches a year. California’s warm/hot season lasts two to three months longer than Oregon’s, with an average 10-degree difference between the two states.

Wind: especially the type of wind that spreads wildfire – is another factor in wildfire severity. Oregon’s east winds and California’s Santa Ana winds can both spread fire quickly. These winds both produce high temperatures and low humidity, but they occur more frequently and over a longer period in California. Oregon’s additional rainfall helps mitigate the east wind effect, especially in the autumn.

Vegetation and Fuels: The types of vegetation that become fuel for an explosive fire (such as evergreen shrublands known as chaparral) are prevalent in most of California but are limited in Oregon to counties bordering California. Grassy rangelands in eastern Oregon can also spread fire quickly but are largely outside of ODF protection. Western Oregon’s closed canopy forests normally hinder explosive fire growth. Large fires do occur west of the Cascades, but fire movement is reduced.

Population Density and Location: California’s denser population is a significant issue for both fire severity and cost. Population density per square mile in California dwarfs Oregon by a factor of 10 to 1. On average, California has 253 inhabitants per square mile while Oregon has just 43.9 inhabitants per square mile.

California’s most densely populated areas are also the state’s driest and warmest areas, with some of the most explosive fuels for fire. Oregon’s largest population is located in a wetter climate with less combustible fuels, with less potential for explosive fire growth.

Land-Use Planning System: Oregon has a very mature and robust land-use planning system that rigorously defines building codes on forest lands and within the wildland-urban interface. There are strict building codes around defensible space and use of non-combustible materials when considering new construction. Much of this approach is absent in California.

Fire Damage Costs: Property prices in California are significantly higher than in Oregon. The median price of a home in California is $600,000 while the median price in Oregon is $334,000. Oregon’s most fire-prevalent areas tend to be less populated and have lower property costs. Contrast this with California, where some of the most dense and expensive real estate has the climate and fuels for large wildfires.

Bottom Line: California has a significantly different approach and structure in their response. California has more fire-prone vegetation and a higher population density, with millions of people located amid that scenic but highly combustible landscape. It also has a much warmer and drier climate, leading to a longer fire season extending well into a period of frequent and extreme dry winds. This carries fire into more receptive fuels causing more damage on higher value property in denser areas of a more populated state.
Conclusion

The state of Oregon, Oregon Department of Forestry and landowners value our unique relationship with Lloyd’s of London and are proud of the system used to fight wildfires in Oregon. The agency’s long-standing relationships with landowner partners and shared objective to mitigate resource loss and cost are foundational to our success.

Oregon’s forestlands sculpt the landscape for which the state is known, and the agency’s commitment to protecting those lands is evident in the results produced. ODF remains committed to continuous system improvement. Strategic investments, operations and practices bring innovative technology to the forefront while strong partnerships ensure cost containment at every opportunity.

While California and Oregon share a border, the differences between the two states are clear. Oregon’s risk is a fraction of California’s due to population, geography, and climate differences, as well as organizational structure.

Outstanding fire response through partnerships with landowners, the Office of the State Fire Marshal and federal agencies resulted in another profitable year for the underwriters. ODF will continue striving to strike the perfect balance of protection for the state and long-term profitability for its syndicate partners within Lloyds and other participating partners.

In summary, Oregon’s complete and coordinated fire system worked to mitigate eligible firefighting expense even under the uniquely demanding circumstances experienced in 2020. ODF is confident that its readiness, coordinated resources and program of aggressively controlling small fires will again prevail in 2021. ODF is always ready.

Thank you for your time, attention and consideration of this proposal.
Appendix A – ODF BLM Fire Cost Comparison

2017 Horse Prairie Fire

2020 South Obenchain Fire

Acreages and Suppression Costs

$17.9M Total Cost

100%

ODF Eligible Cost

BLM 7,625 acres (46%)
Private Industrial 8,169 acres (50%)
Small Woodlands 392 acres (2%)
Other 249 acres (2%)

$25.5M Total Cost

ODF Eligible Cost

45%

BLM Costs

55%

BLM 14,469 acres (44%)
Private Industrial 3,604 acres (11%)
Small Woodlands 5,136 acres (28%)
Other ODF Protected 5,144 acres (16%)
Appendix B – Protection Division at a Glance

PROTECTION DIVISION AT A GLANCE

Mission
To protect Oregon forestlands from fire through a complete and coordinated system with our landowner partners and cooperators, including fire prevention, suppression, investigation and cost collection. The over-arching goal is to minimize the cost of suppression and the loss of resource values through aggressive wildland fire initial attack, secondary only to the protection of human life.

Details

390 FULL TIME EQUIVALENT (FTE)—Protection is provided through a complete and coordinated system that incorporates the resources of federal wildfire agencies, other state agencies, city fire departments, rural fire protection districts, rangeland protection associations and forest landowner and operators.

SALEM HEADQUARTERS—State Forester and Division Leadership

3 AREA OFFICES—Northwest Oregon Area, Southern Oregon Area, Eastern Oregon Area

12 DISTRICT OFFICES—Manage the unit offices

32 UNITS—Spread throughout the state for maximum resource protection.

3 ASSOCIATIONS—Coos Forest Protective Association (CFPA), Douglas FPA, Walker Range FPA

BASE BUDGET $61M—General Fund (GF) / Private Landowner and Public Lands Assessment

STATEWIDE SEVERITY $5M—GF/Oregon Forest Land Protection Fund (OFLPF)

PROTECTS 16.2M ACRES—Oregon forestland, with an estimated value of more than $60 billion

INSURANCE PREMIUM—Funded by GF/ OFLPF

INSURANCE DEDUCTIBLE $50M—$20M GF/OFLPF + $30M State of Oregon

INSURANCE POLICY $25M

1 STATE OWNED AIRCRAFT—Partenavia P-68

17 SEVERITY AIRCRAFT—AVAILABLE STATEWIDE—funded by Special Purpose Appropriation

9 ASSOCIATION & DISTRICT AIRCRAFT—funded by landowners through respective Districts and Associations

190 ENGINES—approx. amount of ODF engines (does not include association engines)

2 MOBILE KITCHENS—To support ODF Incident Management Team deployments

3 COMMUNICATION TRAILERS—To support ODF Incident Management Team deployments

3 NATIONALLY QUALIFIED INCIDENT MANAGEMENT TEAMS—available for large complex fires

236 CONTRACT CREWS—ODF Protection manages the crew contract (crews are available nationally)

25 INMATE HAND CREWS—provided by Oregon Department of Corrections

22 RANGELAND ASSOCIATIONS—spread across eastern Oregon

800 VOLUNTEER FIREFIGHTERS & 300+ PIECES OF WATER HANDLING FIRE EQUIPMENT

PROTECTS 5.1M ACRES of both private and state-owned rangeland from wildfire


Appendix C – Map of ODF & Association Fire Detection Cameras

ODF’s fire detection camera system has 74 active cameras at 58 sites (shown in blue). Five new sites are planned for installation in 2021 (shown in pink). Approximate viewsheds shown around the sites assure there is considerable coverage, especially in steep, mountainous terrain.
## Appendix D – ODF Subrogation Results Table 2010-2019

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**TOTAL** $10,937,708
El Niño/La Niña Conditions

Trending to ENSO neutral
Things to Watch For:

Weather Elements for Severe Fire Season (NWCC)

- Below normal snowpack
- Early snowmelt
- Long term drought
- Below normal June rainfall
- Dry July /August
- Dry lightning episodes (2-3 per summer)
Snow Water Equivalent (Mar 2021)

Oregon SNOTEL Current Snow Water Equivalent (SWE) % of Normal

Mar 01, 2021

Hood, Sandy, Lower Deschutes
Umatilla, Walla Walla, Willow
Grande Ronde, Powder, Burnt, Immnaha

Current Snow Water Equivalent (SWE) Basin-wide Percent of 1981-2010 Median

- unavailable *
- <50%
- 50 - 69%
- 60 - 79%
- 70 - 89%
- 80 - 109%
- 110 - 129%
- 130 - 149%
- >150%

* Data unavailable at time of posting or measurement is not representative at this time of year

Provisional Data Subject to Revision

The snow water equivalent percent of normal represents the current snow water equivalent found at selected SNOTEL sites in or near the basin compared to the average value for those sites on this day. Data based on the first reading of the day (typically 00:30).

Prepared by: USDA/NRCS National Water and Climate Center Portland, Oregon
http://www.wcc.nrcs.usda.gov
Things to Watch For:

Weather Elements for Severe Fire Season (NWCC)

- Below normal snowpack – South only
- Early snowmelt
- Long term drought
- Below normal June rainfall
- Dry July/August
- Dry lightning episodes (2-3 per summer)
0 -30 Day Temperature Outlook
March
0 - 30 Day Precipitation Outlook

March

One-Month Outlook
Precipitation Probability
0.0 Month Lead
Valid Mar 2021
Made 28 Feb 2021

EC Means equal chances for A, N, B
A Means above
N Means Normal
B Means below

Probability of Below
33% 40% 50% 60% 70% 80% 90% 100% 33% 40% 50% 60% 70% 80% 90% 100%
0 - 90 Day Temperature Outlook
Mar-Apr-May
Things to Watch For:

**Weather Elements for Severe Fire Season (NWCC)**

- Below normal snowpack – South only
- Early snowmelt – Unlikely
- Long term drought
- Below normal June rainfall
- Dry July /August
- Dry lightning episodes (2-3 per summer)
Drought Conditions (2021)

Map released: Thurs. February 25, 2021
Data valid: February 23, 2021 at 7 a.m. EST
Things to Watch For:

**Weather Elements for Severe Fire Season (NWCC)**

- Below normal snowpack – South only
- Early snowmelt – Unlikely
- Long term drought - Weakening but remains
- Below normal June rainfall
- Dry July /August
- Dry lightning episodes (2-3 per summer)
Summer Outlook

June/July/August

Temperature
Precipitation

EC = Equal Chance of above or below average
A = Above Average
N = Normal
B = Below Average
33, 40, 50 = Probability of occurrence
Things to Watch For:

Weather Elements for Severe Fire Season (NWCC)

- Below normal snowpack – South only
- Early snowmelt – Unlikely
- Long term drought - Weakening but remains
- Below normal June rainfall - Possible
- Dry July /August - Possible
- Dry lightning episodes (2-3 per summer)

No Forecasting Techniques Available
Bottom Line:

- La Niña shifting to neutral
- Cool and moist spring should provide more drought relief but probably won’t end.
- Lean toward normal fire season.
## FIRE COST COLLECTION CLAIM STATUS

**CLAIMS >$5,000**

**February 17, 2021**

<table>
<thead>
<tr>
<th>DISTRICT</th>
<th>FIRE NAME</th>
<th>YEAR</th>
<th>AMOUNT BILLED</th>
<th>PAYMENT RECEIVED</th>
<th>BALANCE DUE</th>
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CLOSED FIRE COST COLLECTION CLAIMS GREATER THAN $5,000
(Since January 4, 2021)

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<th>DISTRICT</th>
<th>FIRE NAME</th>
<th>YEAR</th>
<th>AMOUNT BILLED</th>
<th>PAYMENT RECEIVED</th>
<th>CURRENT STATUS</th>
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NEW FIRE COST COLLECTION CLAIMS GREATER THAN $5,000
(Since January 4, 2021)

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<th>YEAR</th>
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<th>PAYMENT RECEIVED</th>
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SIGNIFICANT FIRE INVESTIGATIONS IN PROGRESS

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<th>FIRE COSTS</th>
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<td>WL</td>
<td>Sweet Crk MP2</td>
<td>2020</td>
<td>$4.2m</td>
<td>Miller/Hitselberger</td>
</tr>
<tr>
<td>DISTRICT</td>
<td>FIRE</td>
<td>YEAR</td>
<td>FIRE COSTS</td>
<td>INVESTIGATOR</td>
</tr>
<tr>
<td>----------</td>
<td>-----------------</td>
<td>------</td>
<td>------------</td>
<td>----------------------------</td>
</tr>
<tr>
<td>DFPA</td>
<td>Days Crk</td>
<td>2020</td>
<td>$800k</td>
<td>Days Crk</td>
</tr>
<tr>
<td>COD</td>
<td>Fir Mountain</td>
<td>2020</td>
<td>$3,000,000</td>
<td>Townsend/G. White</td>
</tr>
<tr>
<td>NEO</td>
<td>Schoolcraft</td>
<td>2020</td>
<td>$268,000</td>
<td>Townsend</td>
</tr>
<tr>
<td>COD</td>
<td>Mosier Crk</td>
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<tr>
<td>SWO</td>
<td>Gyda</td>
<td>2019</td>
<td>$854,000</td>
<td>Miller</td>
</tr>
<tr>
<td>DFPA</td>
<td>Days Coffee</td>
<td>2019</td>
<td>$830,000</td>
<td>Turchetto/Jackson</td>
</tr>
<tr>
<td>SWO</td>
<td>Medco B</td>
<td>2019</td>
<td>$410,000</td>
<td>Chuck Miller</td>
</tr>
<tr>
<td>NCA</td>
<td>Santiam Park</td>
<td>2019</td>
<td>$233,838</td>
<td>Bill Mahr</td>
</tr>
<tr>
<td>KL</td>
<td>Watson Crk</td>
<td>2018</td>
<td>$1,200,000</td>
<td>Hitselberger/Sakrada (USFS)</td>
</tr>
<tr>
<td>COD</td>
<td>Memaloose</td>
<td>2018</td>
<td>$225,000</td>
<td>Townsend/G. White</td>
</tr>
<tr>
<td>SWO</td>
<td>Hugo</td>
<td>2018</td>
<td>$705,000</td>
<td>Miller</td>
</tr>
<tr>
<td>KL</td>
<td>Ana</td>
<td>2017</td>
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<td>Miller/Suba</td>
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<tr>
<td>COD</td>
<td>Grizzly</td>
<td>2017</td>
<td>$509,000</td>
<td>Otto/Dayton/White</td>
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<tr>
<td>SWO</td>
<td>Cleveland Ridge</td>
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<td>Miller</td>
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<td>NCA</td>
<td>Niagara</td>
<td>2015</td>
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<td>Hitselberger/Neil Miller</td>
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<tr>
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<td>Stouts</td>
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<td>Boggs / Johnson</td>
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<td>KL</td>
<td>Moccasin</td>
<td>2014</td>
<td>$3,100,000</td>
<td>Carlsen/Townsend/Arson Patrol-Davis</td>
</tr>
</tbody>
</table>

Total 25
## Oregon Forest Land Protection Fund (OFLPF) Unencumbered Balance

### OFLPF Cash Balance (02/16/2021) $ 9,912,628.22

### Estimated Revenue through 02/16/2021

### Expenditures and Transfers Out through 02/16/2021

#### Payroll and Operating Expense (July 1, 2019 - Feb. 16)

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration</td>
<td>$ (102,803.00)</td>
</tr>
<tr>
<td>Severity</td>
<td>$ -</td>
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<tr>
<td>Insurance premium</td>
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#### Fire Season Claims

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015 Fire season</td>
<td>Advance ($10,000,000)</td>
<td>$ -</td>
</tr>
<tr>
<td>2016 Fire season</td>
<td>Advance ($5,800,000)</td>
<td>$ -</td>
</tr>
<tr>
<td>2017 Fire season</td>
<td>Advance ($10,000,000)</td>
<td>$ -</td>
</tr>
<tr>
<td>2018 Fire season</td>
<td>Advance ($10,000,000)</td>
<td>$ -</td>
</tr>
<tr>
<td>2019 Fire Season</td>
<td>Advance ($6,161,070)</td>
<td>$ -</td>
</tr>
<tr>
<td>2020 Fire Season</td>
<td>Advance ($10,000,000)</td>
<td>$ -</td>
</tr>
</tbody>
</table>

### Total Revenue and Expenditures

- **Total Revenue and Expenditures** $ 9,912,628.22 $ (102,803.00)

### Certified Balance, Oregon Forest Land Protection Fund 2/16/21 $ 9,809,825.22

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**AGENDA ITEM 7**
February 2021 FEMA Update

What’s new:

- Recently turned in completed audit documents for Cornet/Windy, Canyon Creek and Milepost 97
- Currently working on the 2016 Admin claim
- Work is under way to settle all 2020 Cost Shares so we can process the FEMA claims for them that total $68M

FEMA $ Recently Received:

- Stouts and Akawana - $7.5M

Claims Finished:

- Recently submitted Milepost 97 and Chetco Bar $9.7M

Outstanding:

- $18.6 million
DRAFT developmental opportunity – Project Coordinator – Fire Protection Division Strategic Investment proposal process

The Fire Protection Division is seeking interest in having someone coordinate its Strategic Investment opportunity related to the Emergency Fire Cost Committee’s transfer of $1.5 million available to be awarded at a future EFCC meeting.

This work is expected to be completed from February 2021 through January 2022. It is anticipated that a person could likely to complete this work remotely and while maintaining the primary duties of their regular position. The Fire Protection Division will provide a funding code for the time spent serving as the SI Project Coordinator.

Benefits of the developmental include:

- Learning about the strategic investment process (laws and procedures) and understanding the role of EFCC/the Oregon Forest Land Protection Fund.
- Working with Districts and Associations statewide and attending their spring Forest Protections Association Meetings (virtually).
- Working with the Fire Protection Division Leadership at a statewide level.
- Providing reports in a public forum to the EFCC.

Work to be completed and timeline:

March –

- Tuesday, March 2 EFCC meeting – brief update to EFCC on path forward
- Project Coordinator seeks to verify status of existing SI / affirm status for 2021 fire season and generally check in with districts/division staff on what they are thinking about for refinements or new proposals.

March/April –

- Districts, Operating Associations and Salem seek input, alignment and support (letters) on SI proposals. All proposals due to project coordinator by April 30th.
  - Project Coordinator may attend meetings (likely a great part of the developmental)
- Letters of support may follow through May 14.

May – Project Coordinator to:

- Provide update on any damages / repair status prior to 2021 fire season on existing SI’s
- Assure proposals are prioritized within Areas and Salem
- Provide a 1-2 page Project Summary (prioritized with Title, brief summary, dollar amounts (request & any matching), reference to letters of support
- Compile an overall package into one PDF with supporting detail (all proposals (sequenced to match summary document), and all letters of support.

June – Fire Protection Division SI update to EFCC (TBD Project Coordinator)

- Status of existing SI’s that may not be available for the 2021 fire season. Plan for repair. (This could include asking for dollars if needed to get up and running).
- Overview of Project Summary
How to submit your interest:

- Gain supervisory approval (send with email) along with an outline of:
  how this developmental supports your career goals and what appeals to you the most about this developmental in one page or less.

- Due by C.O.B March 5, 2021 to Ron Graham via email with subject line SI Project Coordinator Interest.
Strategic Investments (SI) – Next steps 2021

- Overview of path forward (below)
- Developmental opportunity for managing current SI process through the next project award process (attached)

Background

- Fiscal Year 2020 OFLFP Transfer towards SI. The Emergency Fire Cost committee (EFCC), transferred $1,504,960 from fiscal year 2020 (eligible under their cap) to the ODF coop fund, to be considered for future approved SI projects (TBD by the EFCC at a future date). The September 8, 2020 EFCC meeting was cancelled due to the Wind Event/Fires

Current Status

- January 2021 EFCC meeting. The ODF Fire Division outlined a path forward for SI proposals that included understanding the damages to any current investments and plan for repair to assure future use by the 2021 fire season, and a refresh opportunity of existing proposals and soliciting for any new proposals.

Timeline for Next Steps:

January / February – Fire Protection Division advertise out and select internal project developmental opportunity to manage SI proposal process for the Fire Division (see attached). Send out Fire Division communication outlining SI path forward.

March –

- Tuesday, March 2 EFCC meeting – Fire Protection Division will provide a brief update to EFCC on path forward
- Select Project Coordinator
- Project Coordinator seeks to verify status of existing SI / affirm status for 2021 fire season and generally check in with districts/Fire Protection Division staff on what they are thinking about for refinements or new proposals

March/April –

- Districts, Operating Associations and Salem seek input, alignment and support (letters) on SI proposals. All proposals due to project coordinator by April 30th
  - Project Coordinator may attend Spring FPA meetings (likely a great part of the developmental)
- Letters of support may follow through May 14

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- Assure proposals are prioritized within Areas and Salem
- Provide a 1-2 page Project Summary (prioritized with Title, brief summary, dollar amounts (request & any matching), reference to letters of support
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- Overview of Project Summary including any new proposals