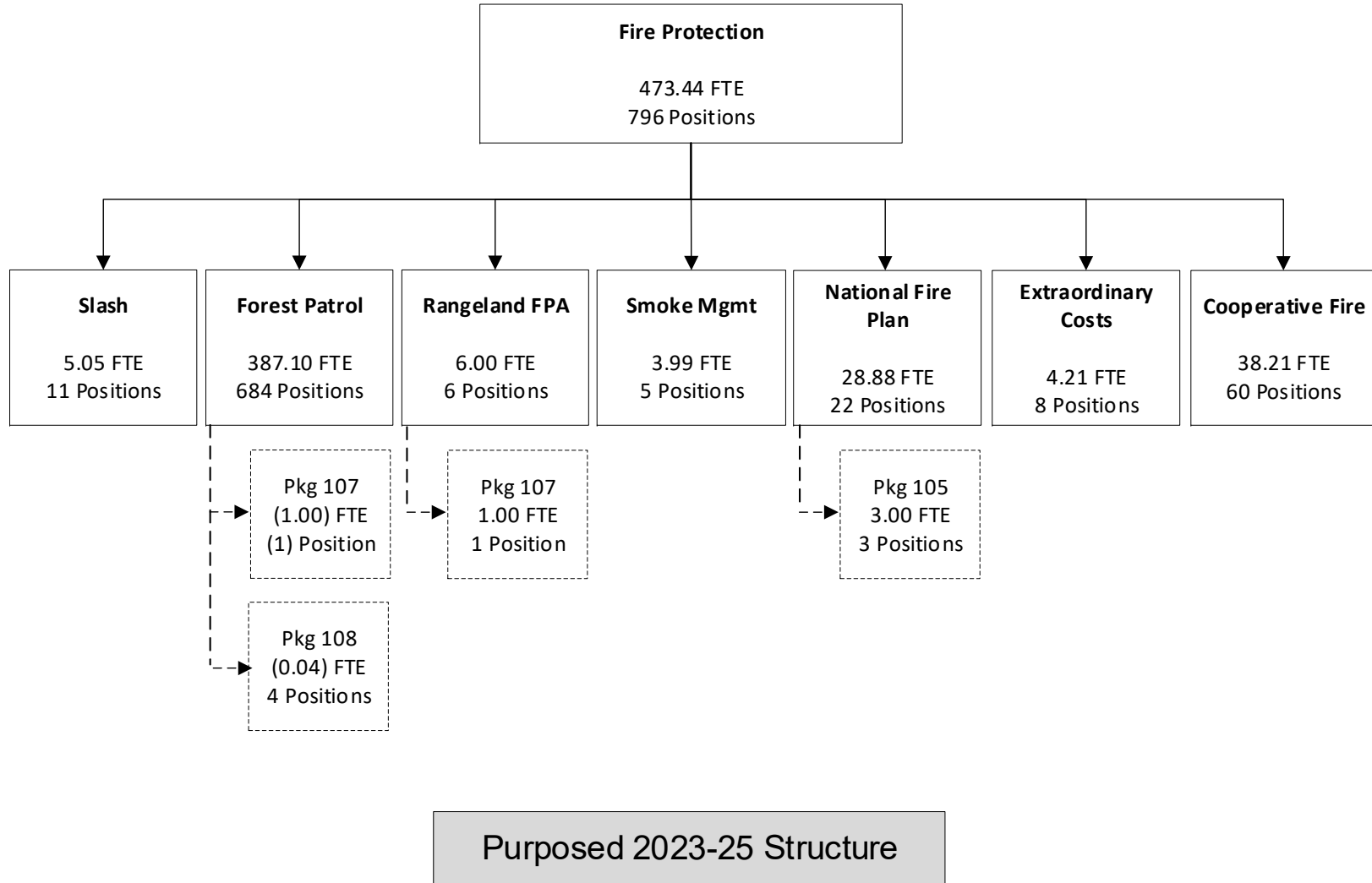
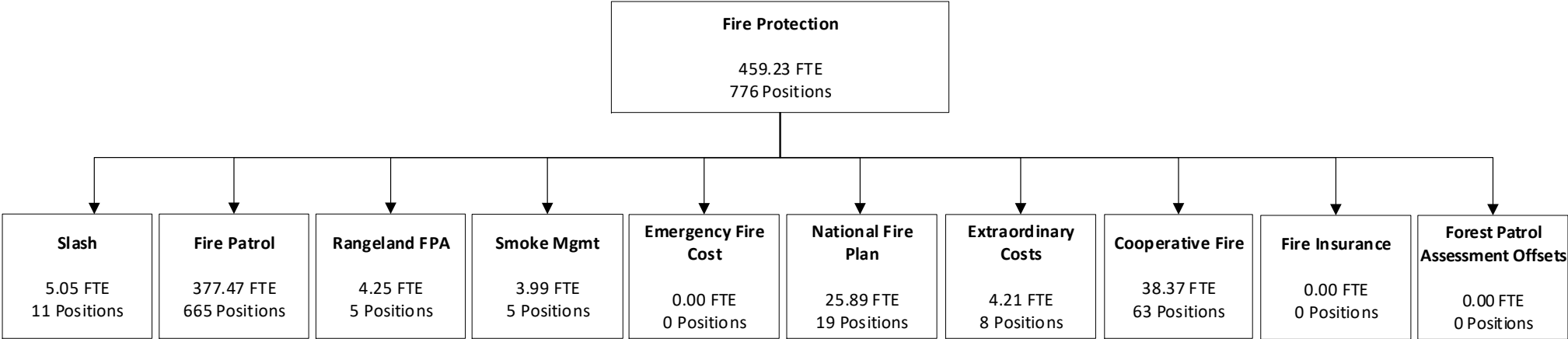


Fire Protection Division Narrative

Organization Charts



Fire Protection Division Narrative



Prior 2021-23 Structure

Fire Protection Division Narrative

Executive Summary

Long-term focus areas impacted by the program

Primary outcome area: Responsible environmental stewardship

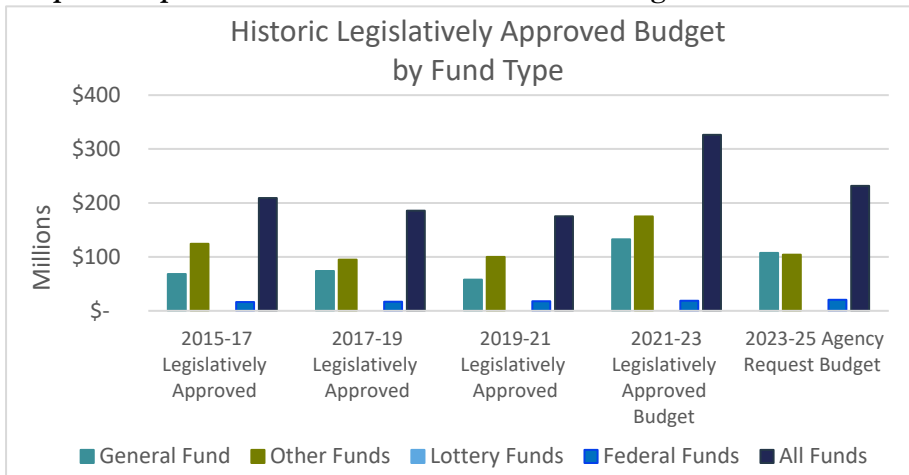
Secondary outcome area: Social equity

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 \$231,606,887 Total Funds (\$107,362,178 General Fund, \$103,951,953 Other Funds and \$20,293,056 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 \$244,875,574 and \$259,060,292 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,

Fire Protection Division Narrative

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.

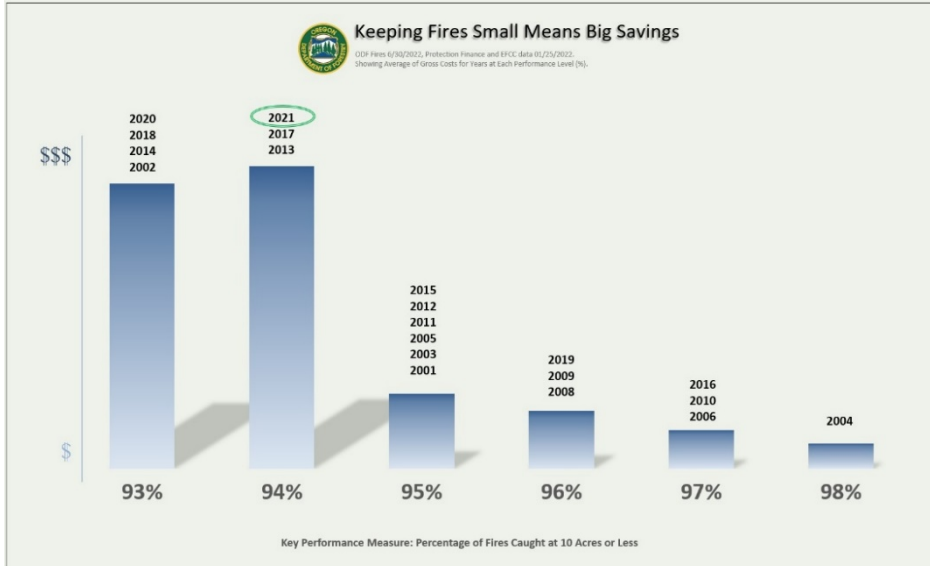
The Landscape Resiliency Program (LRP) was established through Senate Bill 762 to improve forest restoration and resiliency. This program funds landscape-scale projects that reduce wildfire risk on public and private forestlands and rangelands, and in communities near homes and critical infrastructure 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.

Fire Protection Division Narrative

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.

Fire Protection Division Narrative

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, pre-suppression, 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.

Fire Protection Division Narrative

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 employs 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

Fire Protection Division Narrative

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.

Fire Protection Division Narrative

- 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.

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 (\$65,455,477) General Fund, (\$80,811,483) Other Funds, for and All Funds total of (\$146,266,960). 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 Agency-wide 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.

Fire Protection Division Narrative

Policy Packages

Package Number	Component Title	All Funds	Positions / FTEs
102	Emergency Response & Life Safety	\$105,615	0/0.00
103	Document Management System Preparation	\$99,056	0/0.00
104	Planning Branch Capacity	\$356,937	0/0.00
105	Federal Partnerships Support	\$721,177	3/3.00
107	SB 762 Continuing Investments	\$2,606,869	0/0.00
108	FFR Program Infrastructure	\$6	4/(0.04)
109	Facility Management Capacity	\$297,169	0/0.00
110	Fire Severity Program SPA	\$15,232,000	0/0.00
111	Landowner Rate Offset Continuation	\$14,000,000	0/0.00
116	State Forester's Office Renovation	\$106,203	0/0.00
Total Packages:		\$33,525,032	7/2.96

Package Narrative

Package 102-Emergency Response and Life Safety

Purpose: The Emergency and Life Safety POP includes added capacity and investments in the department's smoke detection camera systems and radio communications repeater network. These investments will continue the ongoing investments in support of SB 762 as well a continuation of the department's progress of implementing its Automated Vehicle Location initiated during the 2021-23 biennium.

How achieved: All Agency Administration costs are prorated among operating programs, based on a prorate process. In the Fire Protection program, this package provides funding to pay internal assessments for costs associated with the package in the Agency Administration program.

Staffing impact: None.

Revenue source: The fire protection portion of this package is 100 percent General Fund. (The Other Funds portion is budgeted as a revenue transfer, not as an expenditure.)

	<u>Agency Request Budget</u>	<u>Governor's Budget</u>	<u>Legislatively Adopted Budget</u>
General Fund	\$105,615		
Other Funds	\$0		
Federal Funds	\$0		
All Funds	\$105,615		
Position/FTE:	0/0.00		

Package 103-Document Management System Preparation

Purpose: The purpose of this package is to provide for appropriate staff support for a future agency-wide implementation of a public records management system, as recommended by the 2021 MGO report. Currently the department's information technology maturity model does not lend itself to the wholesale implementation of a document and records management technology solution, however, it can benefit from increasing its awareness and proposed strategy in addressing the challenges as outlined by the MGO recommendation. This proposal seeks to add permanent position to get a broad understanding of the primary bodies of records in the department's custody, the retention periods for those records, and any potential storage or access challenges associated with those records. This pre-work would be necessary to build an effective procedure for the department that would promote consistent retention, archiving, and destruction of records across the department, ultimately allowing for the implementation of a holistic record management system.

How achieved: All Agency Administration costs are prorated among operating programs, based on a prorate process. In the Fire Protection program, this package provides funding to pay internal assessments for costs associated with the package in the Agency Administration program.

Staffing impact: None.

Fire Protection Division Narrative

Revenue source: The fire protection portion of this package is 100 percent General Fund. (The Other Funds portion is budgeted as a revenue transfer, not as an expenditure.)

	<u>Agency Request Budget</u>	<u>Governor's Budget</u>	<u>Legislatively Adopted Budget</u>
General Fund	\$99,056		
Other Funds	\$0		
Federal Funds	\$0		
All Funds	\$99,056		
Position/FTE:	0/0.00		

Package 104-Planning Branch Capacity

Purpose: The purpose of the Planning Branch Capacity program enhancement package is to provide management support and additional subject matter expertise to the Planning Branch, which is a new program emerging from a department-wide reorganization implemented in the fall of 2021.

How achieved: All Agency Administration costs are prorated among operating programs, based on a prorate process. In the Fire Protection program, this package provides funding to pay internal assessments for costs associated with the package in the Agency Administration program.

Staffing impact: None.

Revenue source: The fire protection portion of this package is 100 percent General Fund. (The Other Funds portion is budgeted as a revenue transfer, not as an expenditure.)

	<u>Agency Request Budget</u>	<u>Governor's Budget</u>	<u>Legislatively Adopted Budget</u>
General Fund	\$356,937		
Other Funds	\$0		
Federal Funds	\$0		
All Funds	\$356,937		
Position/FTE:	0/0.00		

Package 105-Federal Partnerships Support

Purpose: The purpose of the Federal Partnerships Support program enhancement package is to establish permanent federally funded position authority for existing

limited duration positions that support partnerships with federal agencies. The department has a long history of partnership with the USDA Forest Service State and Private Forestry (S&PF) and the Natural Resources Conservation Service (NRCS). Through multiple grants and agreements, MOU's, and other contractual mechanisms, the department assists these agencies with the delivery of technical and financial assistance programs, primarily for non-industrial private forest (NIPF) landowners. These are long-standing partnerships (10+ years) with a track record of continued financial support. The department also provides support to landowners participating in the USDA Farm Service Agency (FSA) Emergency Forest Restoration Program. Given recent wildfire impacts to NIPF landowners, the department's engagement in this program has become consistent over the past five years.

The department's federal partners leverage our staff resources, forestry expertise, and landowner relationships to help deliver their programs which complement state programs and provide benefits to all Oregonians. While some of this federal funding has supplemented existing permanent (primarily general fund) positions, the department has largely used limited duration positions to meet this need. Given the level of sustained investment over the past decade, and continued increases in demand by our federal partners, a clearly sustainable body of work has developed. The department seeks to make these federally funded limited duration positions permanent, signaling to our partners and staff a substantial commitment to this body of work.

How achieved: The proposed enhancement would create permanent federally funded positions and is built around existing limited duration positions with a track record of sustained funding and commitment of need from our federal partners. Most of these positions are currently classed at the Natural Resources Specialist 2 (NRS) level, though some are classed NRS1. The department intends to make them all NRS2. Federally funded agreements account for all of these positions.

Staffing impact: Establishment of three positions and 3.00 FTE.

Quantifying results: The agency will continue to track results and outcomes from these positions as they move from limited duration to permanent. This will include, but not be limited to, number of acres treated, number of landowners assisted, number of grant types implemented, etc. The agency will also be developing a dashboard for quantifying outputs from a range of grant programs, including these, and results from these positions will be included in

Fire Protection Division Narrative

that dashboard. We also expect these federal funding opportunities to continue to grow with successful implementation and will track financial commitments to this work.

Revenue source: The requested positions are federally-funded, with the exception of S&S, for which the department seeks a 50/50 match with general fund. The general fund mix will facilitate meeting some grant match requirements and also enable the purchase of certain support resources (i.e., computers and field gear) that are not eligible expenses through many federal grants. The department also seeks general fund for the purchase of six vehicles to support these positions. All positions require staff to travel to field sites. To date, this corps has completed work with surplus vehicles, which are beginning to reach the end of their useful life.

	<u>Agency Request Budget</u>	<u>Governor's Budget</u>	<u>Legislatively Adopted Budget</u>
General Fund	\$107,500		
Other Funds	\$0		
Federal Funds	\$613,677		
All Funds	\$721,177		
Position/FTE:	3/3.00		

Package 107-SB 762 Continuing Investments

Purpose: The Oregon Department of Forestry (ODF) has been directed by SB 762 to implement a treatment program to 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. ODF has consulted and cooperated with multiple partners including Oregon State University Extension, state and federal agencies, counties, cities, other units of local government, Indian tribes, public and private forestland and rangeland owners, forest collaboratives, and other relevant community organizations to select projects for treatment. Additional directives from the legislature and Governor's Office have made it clear that forest restoration and resiliency are key parts of the fire risk issues facing the state. ODF's effort to reduce fuel hazards in the forest is key to protecting lives and livelihoods as well as the states natural resources. A stable funding source to increase forest resiliency to fire, climate change, insects, and diseases is imperative. The Governor's Council on Wildfire Response highlighted that there are 5.6 million acres in need of restoration and fuels reduction. The cost

to cover all these acres has been estimated at \$4 billion over 20 years (a cost of \$400 million per biennium). Additionally, scientific literature indicates that the state will see increasing complexity and severity of fire seasons and events due to climate change. Increasing the state's forests resilience to climate change is a key and important action to both reduce and avoid greenhouse gas emissions from fire.

The solution is to make permanent ODF's capacity to support partner organizations and agency staff in identifying, planning and developing strategic landscape resiliency and small forestland fuel reduction projects, increasing submitted project alignment with climate resilient forestry, including informing project prioritization criteria as well as reporting on active projects. These positions will improve technical support to partners, landowners and sister agencies and better positions ODF to incorporate and respond to DEI considerations within and across Oregon communities.

SB 762 modified ORS 477.490, and requires ODF to issue notice to property owners in high and extreme wildfire risk areas. These notices are issued statewide, regardless of protection status of ODF. It is anticipated that an update will be completed of the map during the 23-25 biennium. This legislative mandate is not funded by ODF's current service level budget.

How achieved: SB 762 provided a limited duration AS2 to support the Landscape Resiliency Program. The program needs the support of a permanent AS2 position to assist with the long-term program tracking, coordinating, monitoring financial aspects and field accomplishments at the state level. This request makes this limited duration AS2 permanent. SB 762 provided one limited duration NRS3 for the implementation of SB 762 grant programs and expand the statewide coordination across multiple funding sources and programs. This request would make this limited duration position permanent. In addition to supporting the SB 762 program, it is imperative to build consensus both internally and externally, monitor general fund and federal funds programs and meet expectations from the legislature and partners with a multitude of diverse interests. This position will provide strategic planning support to better coordinate among state, private, local and federal entities, focus on developing comprehensive cross boundary landscape scale projects that include multiple landowners and interests and reach the vision of Shared

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Stewardship in Oregon. This position will also inform and assist with the implementation of the 20-year strategic plan that is currently being developed.

To meet the new requirements of ORS 477.490, adopted during the 2021 legislative session, the department estimates notifications will be issued to 450,000 property owners. The request will be utilized to pay for printing, material, and postage expenses. To increase the communicability of the statewide wildfire risk map required under ORS 477.490, ODF will develop a story board for the wildfire risk map and translation of that storyboard into Spanish. A contractor will be hired to for development and translation services.

Staffing impact: None.

Quantifying results: Program monitoring is established in SB 762 and is required for each grant award for project managers to report and third-party monitoring assessing the success of the whole program by the Ecosystem Workforce Program. ODF has tasked the Ecosystem Workforce Program (EWP) at the University of Oregon (UO) to devise a plan for monitoring investments and outcomes of the LRP.

The goal of this monitoring plan is to assess whether and how the LRP has fulfilled its mandate to “reduce wildfire risk through restoration of landscape resiliency and the reduction of hazardous fuel on public or private forestlands and rangelands and in communities near homes and critical infrastructure.” This monitoring plan tracks project investments, responds to the requirements included in SB 762, and is informed by feedback from the LRP working group and individual project leaders, as well as the team’s expertise in monitoring forest restoration and related work. The monitoring results will be included in the report to the legislature and available to our partners and the public at large.

The positions above are integral to planning, evaluating and monitoring activities and ensuring that the implementation timeline is met.

Nearly 10% of Oregon’s population is Spanish speaking. Translation of the wildfire risk map required under ORS 477.490 will increase the communicability of wildfire risk, as well as information regarding resources available related to that risk.

Revenue source:

	<u>Agency Request Budget</u>	<u>Governor’s Budget</u>	<u>Legislatively Adopted Budget</u>
General Fund	\$2,795,039		
Other Funds	(\$188,170)		
Federal Funds	\$0		
All Funds	\$2,606,869		
Position/FTE:	0/0.00		

Package 108-FFR Program Infrastructure

Purpose: The FFR Program conducted a capacity needs assessment to determine what was necessary to scale up its restoration work. This capacity needs assessment is the basis of this package, which is designed to build off the existing FFR Program structure. Several WFSS positions had FFR funding removed, leaving only the Fire Protection funding and resulting in small changes to OPE and some position counts being shifted to Fire Protection.

How achieved: Establishment of four positions and (0.04) FTE.

Revenue source:

	<u>Agency Request Budget</u>	<u>Governor’s Budget</u>	<u>Legislatively Adopted Budget</u>
General Fund	\$2		
Other Funds	\$4		
Federal Funds	\$0		
All Funds	\$6		
Position/FTE:	4/(0.04)		

Package 109-Facility Management Capacity

Purpose: Last biennium, the department’s Facility Capital Management Program was given two Limited Duration positions to help facilitate various capital construction/improvement and deferred maintenance projects throughout the organization. This capacity has proven critical in furthering the department’s efforts on addressing holistic infrastructure improvements across all districts as well as addressing the expected and unexpected capital construction projects. This proposal seeks to shift those existing limited duration positions to permanent.

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How achieved: All Agency Administration costs are prorated among operating programs, based on a prorated process. In the Fire Protection program, this package provides funding to pay internal assessments for costs associated with the package in the Agency Administration program.

Staffing impact: None.

Revenue source: The fire protection portion of this package is 100 percent General Fund. (The Other Funds portion is budgeted as a revenue transfer, not as an expenditure.)

	<u>Agency Request Budget</u>	<u>Governor's Budget</u>	<u>Legislatively Adopted Budget</u>
General Fund	\$297,169		
Other Funds	\$0		
Federal Funds	\$0		
All Funds	\$297,169		
Position/FTE:	0/0.00		

Package 110-Fire Severity Program SPA

The purpose of this appropriation is to identify emergency funds from the legislature to reimburse costs for the state’s share of the purchase of catastrophic fire insurance and reimbursement for the department’s costs for seasonal aviation and ground-based emergency resources and management of these critical resources.

Purpose: ORS 477.777 requires the State Forester to prepare, in addition to any amounts budgeted for forest protection districts, a budget request for a General Fund appropriation that may be used for any or all of the following:

- Provide funds for the purchase of insurance under ORS 477.775.
- Acquire fast-mobilizing, short-term contingency resources to be used based on predictions of unusually severe fire weather, widespread lightning events or serious resource shortage due to a heavy fire season.
- Place centrally managed fire suppression resources for statewide use.
- Enhance forest protection district resources in limited cases where land productivity or other economic factors seriously limit a protection district’s ability to provide adequate funding to meet performance standards.

How achieved: This package is a request to continue the appropriation of General Fund from the state Emergency Fund as a Special Purpose Appropriation. The appropriation does not add an additional financial burden to landowners – either private or public. Resources purchased with these funds are used to suppress fires while they are still small, most often during and after multiple lightning events, and at times of severe fire conditions, effectively limiting large fires expenses. Additionally, resources purchased with these funds are dedicated to the protection of natural resources, enhanced public safety, and reductions in the smoke impacts of large wildfires. Efficient utilization of these funds and resources enable the Department of Forestry to protect natural resources, enhance public safety, and reduce the level of carbon and other emissions that affect air quality.

Staffing impact: None.

Quantifying results: Approval of this package will continue the appropriation of General Fund from the state Emergency Fund for wildfire high-risk periods. These funds pay for increased initial attack activities, which help limit costly and catastrophic wildfires. The appropriation does not add an additional financial burden to landowners – either private or public but in effect limits their exposure along with state General Fund. Resources paid for with these funds are dedicated to the protection of natural resources, enhanced public safety, and reductions in the smoke effects of large wildfires. Special purpose appropriation funds are mainly invested in utilization of air tankers and helicopters, seasonal contracts and ground forces that are placed strategically around the state in anticipation of the need for immediate response to wildfire threat. This concept recommends the increase to the Severity Program over previous budgets based on increasingly complex fire conditions in Oregon and the need to upgrade the large air tanker contract to a next-generation aircraft. Aviation resources are a significant contributor to achieving key performance measure 629-14 “FIRE SUPPRESSION EFFECTIVENESS – Percent of wildland forest fires under ODF jurisdiction controlled at 10 acres or less”. This demonstrates the effectiveness of the initial attack organization within the department including the use of contract resources.

Aggressive wildfire suppression, supported by efficient utilization of these funds and resources by the Department of Forestry, has proven to contribute to the

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protection of natural resources, enhanced public safety, and reduced levels of carbon and other emissions that affect air quality.

Revenue source: The revenue source requested is continuation of the special purpose appropriation of Emergency Funds from the General Fund.

	<u>Agency Request Budget</u>	<u>Governor's Budget</u>	<u>Legislatively Adopted Budget</u>
General Fund	\$15,232,000		
Other Funds	\$0		
Federal Funds	\$0		
All Funds	\$15,232,000		
Position/FTE:	0/0.00		

Package 111-Landowner Rate Offset Continuation

This request is for general fund for the purpose of offsetting potential increases in landowner forest patrol assessments under ORS 477.270 due to the implementation of the provisions of section 30a of SB 762 and the 2021-2023 LAB POP 101 positions. This is a one-time ask to allow for continued stakeholder and legislative conversation on the full extent of the financial impacts of the SB 762 investments.

Purpose: As Oregon's largest fire department, ODF protects over 16 million acres of state, public and privately owned forestland. ODF's responsibility for prevention and suppression of forest fires is found in ORS 477.005, defining the primary mission of the department to ensure a complete and coordinated forest protection system capable of protecting forest resources, second only to saving lives.

A portion of costs at the Department of Forestry is funded through an assessment of costs on a per-acre basis to landowners whose forest lands are provided fire prevention and suppression services through ODF. The expanded capacity for wildfire response by ODF, due to the provisions of SB 762 and the 2021-2023 LAB POP 101, has increased these assessment rates.

How achieved: This package is a General Fund appropriation request for the purpose of providing a rate subsidy to offset that portion of the landowner assessment rate that is attributable to increased wildfire response capacity due to

the implementation of the provisions of section 30a of SB 762 and the 2021-2023 LAB POP 101 positions.

This package mirrors the Special Payment associated with SB 762 to allow for continued stakeholder and legislative conversation on the full extent of the financial impacts of the SB 762 investments.

Staffing impact: None.

Quantifying results: Due to the increased costs of wildfire protection, the rate of increase is exceeding the ability for landowners keep pace with the general fund allotment. This package is made to allow for continued stakeholder and legislative conversation on the full extent of the financial impacts of the SB 762 investments.

Revenue source:

	<u>Agency Request Budget</u>	<u>Governor's Budget</u>	<u>Legislatively Adopted Budget</u>
General Fund	\$14,000,000		
Other Funds	\$0		
Federal Funds	\$0		
All Funds	\$14,000,000		
Position/FTE:	0/0.00		

Package 116-State Forester's Office Building Renovation

Purpose: Designed by U.S. Forest Service architect Linn A. Forrest, the State Forester's Office Building (SFOB) was constructed in 1935 under the auspices of the Works Progress Administration (WPA) to house the department following the Capitol Building fire and was listed on the National Register of Historic Places in 1982. Since that time, the SFOB has housed department staff in various capacities and in the nearly 90 years of use has acquired a backlog of both deferred maintenance and other infrastructure improvements (including earthquake and flood mitigation) that aim to renew both the building and its systems.

How achieved: All Agency Administration costs are prorated among operating programs, based on a prorate process. In the Fire Protection program, this package provides funding to pay internal assessments for costs associated with the package in the Agency Administration program.

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Staffing impact: None.

Revenue source: The Fire Protection portion of this package is 100 percent General Fund. (The Other Funds portion is budgeted as a revenue transfer, not as an expenditure.)

	<u>Agency Request Budget</u>	<u>Governor's Budget</u>	<u>Legislatively Adopted Budget</u>
General Fund	\$106,203		
Other Funds	\$0		
Federal Funds	\$0		
All Funds	\$106,203		
Position/FTE:	0/0.00		

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Detail of Revenue 107BF07

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