

State of Oregon Advancing Wildfire Protection

Office of Governor Tina Kotek





State of Oregon Wildfire Programs Director - Report 10 Advancing Wildfire Protection in Oregon

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Implementation Agencies

Department of Consumer and Business Services (DCBS)

Department of Environmental Quality (DEQ)

Oregon Department of Human Services (ODHS)

Department of Land Conservation and Development (DLCD)

Higher Education Coordinating Commission (HECC)

Office of Oregon State Fire Marshal (OSFM)

Oregon Department of Forestry (ODF)

Oregon Department of Emergency Management (ODEM)

Oregon Health Authority (OHA)

Oregon State University (OSU)

Public Utility Commission (PUC)

Wildfire Programs Advisory Council (WPAC)

Executive Summary

As required by law, this implementation status report is produced by the Wildfire Programs Director every two months for the Governor, the Presiding Officers of the Oregon Legislature, and the chairs of relevant legislative committees. July's report (10) represents the first report of the 2023-2025 biennium.

It has become increasingly clear that Oregon is fighting fires of a new age, made more intense by the impacts of climate change. In response to this challenge, the Legislature created wildfire programs in 2021 with a goal to advance fire protection in Oregon by mitigating the catastrophic impacts of wildfire on lives and property. The Wildfire Programs include a 19-member advisory council appointed by the Legislature, a director appointed by the Governor, and 11 agencies with wildfire-related programmatic responsibilities. Investments totaled \$195 million during 2021-2023 biennium. Wildfire Programs Advisory Council

The 2023 Legislature continued the Wildfire Programs with a variety of adjustments, expanding some program areas and reducing others. Overall, the level of wildfire program funding was reduced by approximately \$93 million. Significant funding reductions were applied in three areas. The \$13 million wildfire smoke and public health investments across three agencies (DEQ, ODHS, OHA), were not carried forward into this biennium. Additionally, OSFM saw significant reductions in their response capacity and community risk reduction programs, from \$87 million to \$13 million. Finally, the landowner offset of \$15 million and detection cameras of \$2 million in ODF's budget was not funded. In contrast, prescribed fire funding was increased by \$5 million, the state's multi-mission wildfire aircraft was funded for replacement at \$12 million, a proactive emergency fire fund within OSFM was created with \$2 million, and the home hardening program was expanded at \$6 million.



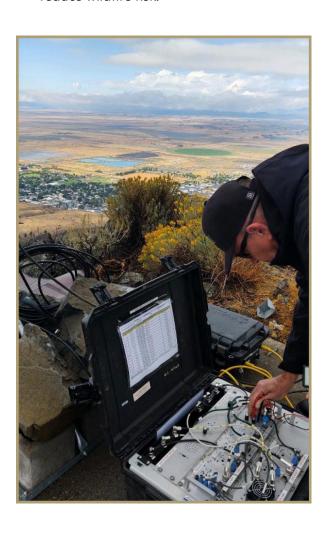
Appendix I offers a summary of these funding decisions and considerations by the Legislature and executive branch, following the favorable spring 2023 revenue forecast.

The Legislature passed two primary wildfire bills during the 2023 session to advance fire protection in Oregon: Senate Bill 80 and Senate Bill 82. SB 80 was this biennia's wildfire omnibus bill that made a variety of improvements to the Wildfire Programs including: wildfire hazard mapping updates, expanding philanthropy pathways to the community risk reduction fund, creating the landscape resiliency fund, expanding clean air space authorities to non-profits, administrative updates to the WPAC and advanced prescribed fire through a liability program. SB 82 partners with Oregon's insurance industry to ensure transparency in rating and underwriting decisions by insurers, as it relates to wildfire threats. The bill also allows consumers to see how wildfire risk reduction efforts – such as establishing defensible space, hardening homes and participation in wildfire community preparedness programs - may influence their insurance rating and the availability of insurance.

This report includes three sections. The duties and roles section highlights the responsibilities of the Wildfire Programs Director and the WPAC. The implementation status section details the milestones expected of the wildfire programs through 2026 and highlights ongoing programs. The catalog of future possibilities section offers an evolving policy issue scan for future legislative consideration.

Duties of the Wildfire Programs Director

- Oversee implementation of the Wildfire Programs.
- Coordinate activities across all wildfire implementation agencies.
- Ensure compliance with deadlines.
- Monitor and assess the equity of any financial impacts from implementation activities on local jurisdictions.
- Supervise council staff and develop director reports every two months.
- Explore current and future opportunities to reduce wildfire risk.



Roles of the Wildfire Programs Advisory Council

- Advise and assist the Wildfire Programs Director.
- Monitor Wildfire Programs implementation and evaluate agency reports.
- Advise on changes necessary to dramatically reduce wildfire risk and ensure regional defensible space, building codes and land use applications are appropriate.
- Strengthen intergovernmental and multiparty collaboration including government, stakeholders and the public.
- Assess how Oregon's wildfire risk map may inform building codes and land use laws, rules and decisions in a regionally appropriate manner.
- Assess the application of defensible space requirements to vineyards, crops and other cultivated vegetation.
- Review the findings and recommendations in the DLCD's October 2022 report and make additional recommendations to land use planning, local comprehensive plans, and zoning codes to minimize wildfire risk.
- Report every October to the Governor and appropriate committees or interim committees of the Oregon Legislative Assembly.

Wildfire Programs Implementation Status 2023

Rulemaking requirement Reporting requirement Other implementation requirements.

Date	Responsible Party	Required Action	Implementation Status	
Feb. 1 (approx.)	OSFM	Biannual report to wildfire legislative committees/Director/Council on defensible space	(Completed) oregon.gov/osp/programs/sfm/Pages Wildfire-Initiatives.aspx	
June 30	ODF	Complete wildfire risk reduction projects	(Completed) \$25 million in ODF grants have been selected by diverse review committees and have treated over 150,000 acres for hazardous fuels reduction.	
June 30	ODHS	Report to appropriate legislative committees/Director/Council on the status of the Clean Air Space Grant Program	(Completed) ODHS made great strides in fulfilling their mass care responsibilities during emergencies and broadening their support to communities when smoke is in the air. This effort was done in close collaboration with OHA and community care organizations across the state. 2023-sb-762-1536-report.pdf (oregon.gov)	
July 15	ODF	Final report on wildfire risk reduction program to natural resources legislative committees/Director/Council/Governor	(Completed) ODF completed the 20-year landscape resiliency strategy through a collaborative process with interagency partners and a wide range of stakeholders olrs-progress-report.pdf (oregon.gov)	
Aug. 1 (approx.)	OSFM	Biannual report to wildfire legislative committees/Director/Council on defensible space	(On Track)	
October	WPAC	Annual report to Governor/ relevant legislative committees	(On Track)	

2024

Rulemaking requirement Reporting requirement Other implementation requirements.

Date	Responsible Party	Required Action	Implementation Status	
Feb. 1 (approx.)	OSFM	Biannual report to wildfire legislative committees/Director/Council on defensible space	(On Track)	
Aug. 1 (approx.)	OSFM	Biannual report to wildfire legislative committees/Director/Council on defensible space	(On Track)	
October	WPAC	Annual report to Governor/relevant legislative committees	(On Track)	
Oct. 1 (at the latest)	DCBS	Must update R327 to ensure the code incorporates the standards and to make any necessary adjustments to the applicability of the standards and permitting requirements in the code	(On Track)	

2025

Rulemaking requirement Reporting requirement Other implementation requirements.

Date	Responsible Party	Required Action	Implementation Status
Feb. 1 (approx.)	OSFM	Biannual report to wildfire legislative committees/Director/Council on defensible space	(On Track)
Aug. 1 (approx.)	OSFM	Biannual report to wildfire legislative committees/Director/Council on defensible space	(On Track)
October	WPAC	Annual report to Governor/relevant legislative committees	(On Track)

2026

Rulemaking requirement Reporting requirement Other implementation requirements.

Date	Responsible Party	Required Action	Implementation Status
Jan. 1	Counties	Required to ensure that all lands within the county that are outside of forest protection districts and susceptible to wildfire have baseline level or higher of wildfire protection	(On Track) ODF & OSFM plan to start organizing this effort during the 2023/24 winter.
Feb. 1 (approx.)	OSFM	Biannual report to wildfire legislative committees/Director/Council on defensible space	(On Track)
Aug. 1 (approx.)	OSFM	Biannual report to wildfire legislative committees/Director/Council on defensible space	(On Track)
October	WPAC	Annual report to Governor/relevant legislative committees	(On Track)

Note: OSFM biannual defensible space reporting requirement and WPAC reporting requirements do not sunset.

Ongoing Wildfire Programs - Without Deadlines.

ELECTRIC SYSTEM PLANS

- Public Safety Power Shutoffs (PSPS) are a wildfire prevention measure where utilities de-energize power during severe weather events. The PUC has adopted rules to guide the implementation of PSPS.
- PSPS are a part of utilities' risk-based wildfire protection plans. To view all risk-based utility wildfire
 mitigation plans, visit the following link (the reports are located in the right column):
 https://www.oregon.gov/puc/safety/Pages/Wildfire-Mitigation.aspx
- Pre-season fire readiness coordination meetings with utilities and response agencies are ongoing.
 Utilities continue to invest in and share wildfire technologies/intelligence, including participation in the State's Wildfire Detection Cameras Interoperability Committee.

STATEWIDE WILDFIRE HAZARD MAP

• Senate Bill 80 makes several adjustments to the statewide wildfire hazard map that will help with the development and delivery of the next mapping iteration. Allowing more time to work with counties and engage Oregonians is a critical adjustment. The map's purpose, name and land designations have all changed to better represent the purpose of the map. Notification to landowners will take place through the WPAC and the appeals process was made less complex for landowners. Even with these improvements, many Oregonians continue to have concerns about the map.

DEFENSIBLE SPACE

- Defensible space standards are a proven measure to increase home survivability during wildfires, while
 providing safety for first responders. Growing this program to optimal performance with adequate
 funding, in partnership with local jurisdictions, will be a critical step in advancing fire protection in
 Oregon.
- OSFM is the lead agency in coordination with ODF, OSU, HECC, DCBS Building Codes Division, and DLCD to evolve a Wildfire Community Risk Reduction Program that becomes a central service for Oregonians to engage in reducing wildfire risk across all communities in Oregon. With continued investments in defensible space programs, the passage of SB 80 and SB 82 that advances a home hardening program, Oregon is stiving to both reduce catastrophic wildfire risk in our communities and favorably influence our homeowner insurance markets. Oregon State Fire Marshal: Wildfire in Oregon
- In 2022, Oregon submitted a total of \$63.4 million in federal grant requests through the newly formed Community Wildfire Protection Grant Program through the Infrastructure Investment and Jobs Act. We received a total of \$24 million. Oregonians understand the need to protect our communities and are taking action.

LAND USE

- DLCD's wildfire report is complete. The Legislature has both the DLCD report, which includes a range of recommendations across multiple land-use topics, and the WPAC assessment of DLCD's report as it deliberates on land use topics in future legislative sessions.
- DLCD remains a partner as we prepare our built environment to be more resilient to wildfire.

HOME HARDENING

• The advancement of wildfire hazard mitigation building codes standards (home hardening programs) have proven to mitigate wildfire impacts on structures. Senate Bill 5006 (2023) expanded this program to 2021 wildfire victims and appropriated \$6 million for this purpose. In the last biennium, Building Codes Division administered grants, in partnership with counties, to 621 properties with an average grant award at approximately \$4,100. By expanding this program eligibility, greater participation is anticipated.

HEALTH SYSTEMS FOR SMOKE MITIGATION

- As noted in the executive summary, this portion of the wildfire programs was not funded, so grant
 programs to mitigate wildfire smoke impacts will not continue into this biennium. However, existing
 capacities withing DEQ, ODHS and OHA will be leveraged to support clean air programs where possible.
- The University of Oregon recently established the "Center for Wildfire Smoke Research and Practice" though an \$800,000 investment from the U.S. Environmental Protection Agency. The purpose of the center is to help communities, local governments, agencies, and policymakers across Oregon better prepare for wildfire smoke events and help them protect the most vulnerable populations. The overarching goal of the center is to use research to support community and household adaption to living with and mitigating wildfire smoke.

EMERGENCY RESPONSE & DISASTER RECOVERY

 ODEM has completed updates to the statewide emergency plan to incorporate wildfire challenges. The statewide coordination requirements to advance emergency response will take a concerted effort throughout the biennium with all emergency response partners.

LANDSCAPE RESILIENCY - REDUCING CASTASTROPHIC NATURE OF WILDFIRE

- Administered by ODF, the state's 20-year strategic plan reflects a long-term vision with some near-term
 achievable deliverables. <u>olrs-progress-report.pdf (oregon.gov)</u> However, it will take a long-term
 commitment beyond this biennium to reach the full pace and scale of landscape restoration necessary to
 have meaningful impacts on catastrophic wildfire risk reduction across Oregon.
- Leveraging federal funding and partnerships will be a key to success. A landscape resiliency "summit" will be held in November of 2023 to further align partnerships to increase the pace and scale of this effort.

OREGON CONSERVATION CORPS PROGRAM - WORKFORCE DEVELOPMENT

- With the continued funding, the Oregon Conservation Corps Program will see continued successes.
 Additional youth development, partnerships with private/public natural resource companies and organizations, along with support for Oregonians who need assistance establishing defensible space and reducing hazardous fuels around their homes, will all be expanded into this biennium.
- A philanthropic General Fund (GF) matching component was not carried forward this biennium. However, in the last biennium, this program did reach the goal of executing the full \$1 million GF match with philanthropic dollars a testament to this program's success.

PRESCRIBED FIRE

This program is aspirational, with several challenging obstacles to successful implementation, including
social acceptance of prescribed fire, an adequately trained workforce to conduct prescribed burns and a
limited burn window outside the expanding peak of fire season when burns can be conducted safely and
effectively. SB 80 seeks to address some liability issues around prescribed fire by establishing this pilot
project for a prescribed liability program, funded within ODF and DCBS.

WILDFIRE READINESS & RESPONSE

Oregon is in the heart of our fire season at the time of this report. Multiple fires are igniting across Oregon each day and, on average, 96% of these fires are kept at 10 acres or less. Oregon's media outlets are an exceptional partner in carrying the fire prevention messaging and reporting on those initial attack fire successes, along with providing the critical information to the public on the 4% of fires that grow beyond 10 acres. Our first long duration timber fire of the year (Flat Fire) on Federal land is well established within the Rogue River – Siskiyou National Forest. Multiple fires on state protected lands are currently threatening communities and resisting suppression efforts. A sustainably funded, complete and coordinated fire protection system is essential for Oregon. Success in this system requires all Oregonians to support wildfire prevention efforts to minimize the catastrophic risk of wildfire.

Catalog of Future Possibilities

The cataloging of future possibilities to advance fire protection in Oregon has been informed by the WPAC, ongoing legislative engagement with the wildfire programs, agency coordination and two years of wildfire program implementation experience engaging with Oregonians. Cataloging concepts and investments to improve wildfire protections in Oregon is a requirement of the wildfire programs director and can serve as a policy issue scan as the State enters the 2024 and 2025 legislative sessions. These early considerations are organized under the three tenants of the National Cohesive Wildfire Strategy: Readiness and Response, Landscape Resiliency and Fire Adapted Communities. The Director will evolve this section as the state works through its next biennia's budgeting process.

Readiness and Response

- 1. Emergency Wildfire Funding: Over the past five years, Oregon is averaging over \$100 million annually in emergency wildfire suppression costs between ODF and OSFM. Currently, ODF is carrying over \$60 million of debt until the agency receives federal revenues. OSFM has transitioned to its own agency as of July 1, 2023 and without the financial cover of their past parent agency (Oregon State Police), OSFM may have the same financial solvency issues ODF has been experiencing since the dramatic increase in catastrophic wildfire over the past 10 years. Both ODF and OSFM are required to carry emergency fire cost debt until State emergency board appropriations are made and/or Federal Emergency Management Administration reimbursements are received by the State. Senate Bill 5506 (2023 session) appropriated \$2 million into a mobilization fund created by Senate Bill 1049 (2023 session) for OSFM. This action represents the Legislature's intent to address the agency's cash flow issues by proactively budgeting for these costs, establishing a fund distinct from operational budgets so OSFM is not re-purposing operational appropriations to pay off fire mobilization cost debt. A comprehensive strategy should be considered to address this issue, as the \$2 million is well short of mobilization costs for OSFM and no such fund has been created for ODF.
- 2. **Wildfire Agency Capacity:** Sustaining the significant investments in readiness and response into the 2023-2025 biennium has proven to be a challenge. OSFM and the subsequent granting opportunities to local fire districts saw reduction from \$55 million to \$10 million. ODF experienced a fund shift with the \$15 million landowner offsets transitioning from GF appropriations to Other Funds (OF) from landowner assessments. It is anticipated that on November 15, 2023, as Oregonians receive their county tax bill, the forest patrol assessments to landowners from ODF may increase by up to 40% in some regions. A comprehensive assessment for sustained funding, adequate to keep pace with rising costs and risks of wildfire, should be considered.
- 3. **Baseline Levels of Wildfire Protection:** As stated in the above section, ODF, OSFM and counties will collaborate to consider baseline levels of wildfire protection. The due date for completing this effort is January 1, 2026. It is anticipated that capacity and funding deliberations will a part of recommendations for this evolving effort.
- 4. **Responsible Party Cost Collections:** ODF has a well-established program of collecting suppression costs from parties who are responsible for causing a wildfire through willful, malicious, or negligent actions. OSFM does not have authority or a program in place to collect these costs. This will be a policy consideration as OSFM builds legislative concepts for the next legislative session.

Landscape Resiliency

1. Implementation of the State's 20-Year Landscape Resiliency Strategy: The 20-year plan is complete, and it is clear the State has a significant work ahead to reduce the catastrophic nature of wildfire across our landscapes. The collaborative effort to produce this strategy was impressive and it will take all partners to maximize implementation over the next 20 years. Our initial statewide priority landscape identifies 13.1 million acres of forest and range lands for hazardous fuels treatments, including prescribed fire. The state is currently tracking at approximately 20% of its annual treatment targets across all land jurisdictions from private, state, Tribal and Federal lands.
Senate Bill 80 created the landscape resiliency fund, and this will continue to help attract federal dollars, open pathways for philanthropic investments and allow state funds to be deployed across multiple biennia. Supporting this effort through continued appropriations and policy advancements

learned through implementation will be critical to reducing the catastrophic nature of wildfire.

Fire Adapted Communities

- 1. **Wildfire Homeowner Insurance:** It is critically important to maintain a healthy insurance market in Oregon that incentivizes home and community wildfire risk reduction activities. Senate Bill 82 strives to do just that. Supporting Oregonians in their effort to reduce wildfire risks at the property level, through risk reduction programing that serves the most vulnerable, will be essential to achieving this goal.
- 2. Community Risk Reduction Program Advancements: During the 2021 Legislative session, OSFM was charged with developing the Wildfire Community Risk Reduction Program. This is an evolving public safety program that brings all partners together to mitigate the catastrophic risk of wildfire to Oregon's communities. Maximizing the effort and funding to develop OSFM's Wildfire Community Risk Reduction Program will be important and includes: (a) Aligning existing authorities and programs across multiple agencies and local organizations that work to reduce community wildfire risk; (b) Establishing advanced public outreach and a customer service-oriented website that helps Oregonians navigate the various defensible space, home hardening and Firewise programs that can empower and support local efforts to reduce the impacts of wildfire to Oregon's communities; and (c) Establishing a Home Hardening Program that expands existing wildfire recovery efforts on rebuilding homes for only 2020 and 2021 victims to proactively support home hardening efforts before the wildfire strikes, including manufactured homes and triplexes.

The \$3 million invested in OSFM for this work this biennium is a significant reduction from the \$32 million dedicated to this purpose last biennium.

3. **Re-invest in wildfire smoke protections for public health:** The Wildfire Programs public health investments were not carried forward into the 2023-25 biennium. This \$13 million in program investments included: supporting public clean air spaces during smoke events through ODHS, the distribution of 10,000 residential air filtration systems from OHA to communities most vulnerable to the impacts of wildfire smoke, and the establishment of community wildfire response planning through DEQ. These programs were deployed around the state and showed good results to assist in mitigating the impacts of wildfire smoke. With national attention on the rising impacts of wildfire smoke from Canadian fires across our eastern states and the EPA's investment in the University of Oregon's Center for Wildfire Smoke Research and Practice, it is anticipated that additional federal programs to support states in these wildfire smoke mitigation strategies should emerge. To position the state to attract additional federal appropriations and continue successful wildfire smoke programs, re-investing in Oregon's smoke mitigation strategies is an important consideration.

Appendix I

Wildfire Program Investments (2021-23) and (2023-25)

						Wildfin Dromanic
Agency	SB 762 (Section)	Investment GF	Investment OF	Program / Section	LAB	Wildfire Programs End of Session Considerations
ODF	44	\$10,611,235		Fire suppresison Capactiy (Sec 30a)	In Agency Budget	
ODF	45		\$11,514,649	Fire suppression capacity	In Agency Budget	
ODF	46	\$27,990,713		Risk Mitigation Grant Programs \$25	\$11,000 in Agency Budget	
ODF	47		\$1,467,358	million and Mapping (Sec 7, 18, 20, 24) Mapping and Risk Mitigation	In SB 80	
		*******	\$2,707,000	Fire suppresison Capactiy (Sec 30a)		
ODF	48	\$15,000,000		Landowner offset	S0	\$15
ODF	49	\$474,884		Equipment pool	In Agency Budget	
DF - Total In	vestment	\$54,076,832	\$12,982,007		\$35	
Agency	SB 762 (Section)	Investment GF	Investment OF	Program / Section	LAB	
PUC	50	di.	\$324,286	Utility risk planning and coordination	In Agency Budget	
UC - Total In	vestment	\$0	\$324,286		\$0.3	
Agency	SB 762 (Section)	Investment GF	Spending Limit	Program / Section	LAB	
OSFM	51	\$13,506,889		Defensible Space and Fire Suppresison Staffing Capactiy (Sec 8a, 10, 30b)	In Agency Budget	
OSFM	52	\$7,000,000		Community Risk Reduction (Sec 8a-5)	\$0	\$7
OSFM	53	\$25,000,000		Community Risk Reduction Fund (Sec 9)	\$3 in SB 80	\$10
OSFM	54		\$25,000,000	CRR - Fund Limitation (Sec 9)	\$3 in SB 80	authorization only
OSFM	55	\$55,000,000		Oregon Fire Mutual Aid System (Sec 30b) Fire Service Capacity	\$10 in SB 5506	\$10
SFM - Total I	nvestment	\$100,506,889	\$25,000,000		\$27	
	SB 762	Investment	Investment	B (0.0)		
Agency	(Section)	GF	OF	Program / Section	LAB	
DEQ	56	\$3,322,828		Community Response Planning and Smoke Monitoring (Sec 13, 13a, 13b)	\$0.0	\$3.2
ODHS	57	\$5,187,411		Public Clean Air Spaces (Sec 14-15)	\$0.0	\$5.2
OHA	58	\$4,768,812		Residential Air Filtration Systems (Sec 14-15)	\$0.0	\$4.8
ublic Health	Investment	\$13,279,051	\$0		\$0	
	SB 762	Investment	Investment			
Agency	(Section)	GF	OF	Program / Section	LAB	
0EM	59	\$700,003		Emergency Coordination (Sec 17)	\$0.7	
EM - Total Ir	vestment	\$700,003	\$0		\$0.7	
Agency	SB 762 (Section)	Investment GF	Investment OF	Program / Section	LAB	
OSU	60	\$1,138,040		OSU Capacity (Sec 7, 12c, 18)	\$1.1	
HECC	61	\$643,668		Oregon Conservation Corps Advisory Committee (Sec 22)	\$0.6	
HECC	62	\$10,000,000		Oregon Conservation Corps Fund (Sec 23)	\$10 in SB 5506	
HECC	63	\$1,000,000		Fund Donation Match (Sec 21)	\$0	\$1
ECC Total In	vestment	\$12,781,708	\$0		\$11.7	
Agency	SB 762 (Section)	Investment GF	Investment OF	Program / Section	LAB	
GOV Office	35	\$497,541		Wildfire Programs Director	\$0.5	
ov Total Inv	estment	\$497,541	\$0		\$1	
		Investment	Investment OF	I		
	otal	GF \$181,842,024	\$13,306,293	†	I	
B 762 Sub T	vuii	9202/012/021	410,000,270			

DSFM - Mobilization Fund for Conflagrations

Home Hardening Program - Removed from SB 80

Multi - Mission Wildfire Aircraft

ODF - Emergency Fire Cost Proactive Funding like HB 3484

Neighborhood Collaboratives for Community Risk Reduction

Wildfire Detection Cameras

Total Wildfire Investment

\$2 in SB 5506

\$6 in SB 5506

\$12 in SB 5506

\$0

\$0

\$0

\$102

SB 1049

SB 5506

SB 5506

SB 509

Thank you.

The Wildfire Programs Director's Report is made possible by the dogged leadership of Oregonians across the state, the Legislature, and the Governor's office, working together to address the rising risk of catastrophic wildfire in Oregon.



Governor Tina Kotek Wildfire Program

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