

ANALYSIS

Item 19: Department of the State Fire Marshal Key Performance Measures

Analyst: Katie Bannikov

Request: Acknowledge receipt of a report on key performance measures.

Analysis: SB 5538 (2025) included the following budget note directing the Department of the State Fire Marshal (DSFM) to provide a report on proposed new key performance measures (KPMs) and targets:

Department of the State Fire Marshal Key Performance Measures

DSFM was directed by the Legislature in the 2023 session to propose new Key Performance Measures (KPMs), however the Department did not propose any KPMs for the 2025 session. The Department is directed again to propose new KPMs that are relevant to the Regulatory Services, Fire and Life Safety Services, and Fire and Life Safety Education divisions, with specified tracking and methodologies. The Department must submit a report to the Interim Joint Committee on Ways and Means by January 2026 that includes a description of the proposed KPMs, why they would be a meaningful metric of successful performance for the agency, and proposed targets for reporting years 2027 and 2028.

DSFM was established as an independent agency in HB 2927 (2021), effective July 1, 2023. Prior to this date, the State Fire Marshal operated as an office within Oregon State Police (OSP) and had two related KPMs. These two KPMs carried forward with the establishment of the new Department, along with the standard customer service measures. In 2023, the Legislature directed DSFM to propose additional KPMs during the 2025-27 budget development cycle. However, DSFM failed to propose additional KPMs, resulting in the Legislature approving a budget note in 2025 directing the Department to submit a report by January 2026.

The report includes four proposed KPMs and targets for reporting years 2027 and 2028. Of the four, two are substantially similar to the previous metrics for the agency and track structures saved and residential fire deaths. The two new KPMs focus on fire inspection in high-risk occupancies and local planning committees conducting annual exercises. The report contains all required elements stated in the budget report and provides a starting point for discussion and further refinement of proposed changes for consideration during the 2027 session.

Recommendation: The Legislative Fiscal Office recommends that the Joint Interim Committee on Ways and Means acknowledge receipt of the report.

Request: Report on proposed updates to agency Key Performance Measures as directed by a budget note accompanying Senate Bill 5538.

Recommendation: Acknowledge receipt of the report.

Discussion: The Department of the State Fire Marshal (DSFM) submitted a report proposing new Key Performance Measures (KPMs) for the agency that are relevant to the Regulatory Services, Fire and Life Safety Services, and the Fire and Life Safety Education divisions in response to the following budget note associated with Senate Bill 5538 (2025):

DSFM was directed by the Legislature in the 2023 session to propose new Key Performance Measures (KPMs), however the Department did not propose any KPMs for the 2025 session. The Department is directed again to propose new KPMs that are relevant to the Regulatory Services, Fire and Life Safety Services, and Fire and Life Safety Education divisions, with specified tracking and methodologies. The Department must submit a report to the Interim Joint Committee on Ways and Means by January 2026 that includes a description of the proposed KPMs, why they would be a meaningful metric of successful performance for the agency, and proposed targets for reporting years 2027 and 2028.

DSFM is proposing the following four new KPMs and plans to maintain the existing customer service focused measure:

1. Percentage of structures saved when the Oregon State Fire Marshal is engaged
2. Oregon fire incidents reported at inspected high-risk occupancies
3. Percent of local emergency planning committees conducting annual exercises
4. Oregon residential fire fatality rate

The new measures address the requirements of the budget note by ensuring there are relevant measures for the Regulatory Services, Fire and Life Safety Services, and Fire and Life Safety Education divisions. The report outlines how the proposed measures relate to critical agency responsibilities, the tracking methodology that will be used, and proposes targets for 2027 and 2028.

The measures will go through standard approval process for KPM updates as part of 2027-29 budget development. Both the Executive and Legislative branches will have an opportunity to approve and adjust these measures as a part of this process.



Oregon

Tina Kotek, Governor

Oregon State Fire Marshal
3991 Fairview Industrial Drive SE
Salem, Oregon 97302
503-378-3473
Fax 503-373-1825

December 8, 2025

The Honorable Senator Kate Lieber, Co-Chair
The Honorable Representative Tawna Sanchez, Co-Chair
Interim Joint Committee on Ways and Means
900 Court Street NE, H-178
Salem, OR 97301

Dear Senator Lieber and Representative Sanchez:

Nature of the Request

The Department of the State Fire Marshal respectfully requests the Interim Joint Committee on Ways and Means accept and acknowledge receipt of the agency's key performance measure report as directed by the budget note in Senate Bill 5538.

Agency Action

In July 2023, the Department of the Oregon State Fire Marshal became an independent state agency. With significant legislation that passed in 2021 (Senate Bill 762), the agency established new programs and strategies to support the mission of protecting people and property.

In June 2025, the Oregon Legislature passed House Bill 5538, the 2025 – 2027 Department of the State Fire Marshal budget, which directed the agency to propose new key performance measures relevant to its main four operating divisions with specified tracking and reporting methodologies. The divisions are Regulatory Services, Fire and Life Safety Services, and Fire and Life Safety Education.

The agency was directed to submit a report to the Interim Joint Committee on Ways and Means by January 2026 that includes a description of the proposed key performance measures, why they would be a meaningful metric of successful performance for the agency, and proposed targets for the reporting years 2027 and 2028.

The agency has three key performance measures. After a careful review of new programs and organizational structure, the agency believes that five key performance measures better articulate the work accomplished across the agency and better align with its mission, values, and desired outcome. The agency is proposing one customer service key performance measure plus four key performance measures reflecting the agency's core divisional functions and delivery service. We believe this would better serve the agency, legislature, and Oregonians.

The four agency-specific proposed key performance measures reflect various aspects of our mission "to protect people, property, and the environment from fire and hazardous materials." Our key performance measures focus on structures saved related to wildfire, fires related to

Protecting people, property, and the environment from fire and hazardous materials

inspected facilities, tracking emergency planning and exercises for hazardous materials, and fire casualties.

The agency's key performance measures report is attached. It provides metrics, tracking methodology, and proposed targets for reporting years 2027 and 2028. Below is a brief summary of the proposed measures.

The agency's five proposed key performance measures are:

- Customer service satisfaction (continuation)
- Percentage of structures saved when the Oregon State Fire Marshal is engaged (proposed)
- Oregon fire incidents reported at inspected high-risk occupancies (proposed)
- Percent of local emergency planning committees conducting annual exercises (proposed)
- Oregon residential fire fatality rate (proposed)

Action Requested

The Department of the State Fire Marshal respectfully requests the Interim Joint Committee on Ways and Means accept and acknowledge receipt of the agency's key performance measure report as directed by the budget note in Senate Bill 5538.

Legislation Affected

None.

Sincerely,



Mariana Ruiz-Temple
State Fire Marshal
Department of the State Fire Marshal

CC Amanda Beitel, Legislative Fiscal Officer
 Kate Nass, Chief Financial Officer
 Katie Bannikov, Agency LFO Analyst
 Jonathan Bennett, Agency CFO Analyst
 LFO.LegRequests@oregonlegislature.gov
 CFO.LegRequests@das.oregon.gov



2026 Key Performance Measures Report (at the direction of 2025 Budget Note)

OVERVIEW

In July 2023, the Oregon Department of the State Fire Marshal became an independent agency, and in June 2025, the Oregon Legislature passed House Bill 5538, the agency's 2025 – 2027 budget. This included a budget note directing the agency to propose new or amended key performance measures.

The Oregon State Fire Marshal was directed to submit this report with a description of the proposed key performance measures, why they would be meaningful, metrics of success performance, and proposed targets for the 2027 and 2028 reporting years to the Joint Committee of Ways and Means by January 2026.

AGENCY KEY PERFORMANCE MEASURES REPORT

The Oregon State Fire Marshal has three key performance measures that have remained consistent for more than a decade. Since these existing key performance measures were established, much has changed for the agency:

- Significant wildfire legislation passed in 2021 after the historic fire season of 2020.
- A new agency was established in 2023.
- Legislation passed in 2025, including House Bill 3940, establishing durable and sustainable funding for mitigation activities.

The agency recently completed its updated strategic plan, adopted the 2025 Oregon Fire Code, and is modernizing business practices.

After careful review, the agency believes moving from three to five key performance measures would better serve the agency, legislature, and Oregonians. The proposed measures include one focused on customer service and four reflecting the agency's core functions and divisions. The current key performance measures are listed below, followed by proposed new and adjusted measures.

CURRENT KEY PERFORMANCE MEASURES (THREE TOTAL)

1. **Customer service satisfaction survey:** Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent." Overall timeliness, accuracy, helpfulness, expertise, availability of information is assessed.
2. **Average percentage of structures saved after declared conflagration:** Based on the number of residential and commercial properties "at risk" or "threatened" during wildfires as compared to those lost to fire.

3. **Oregon residential fire death rate:** Per 1 million population, with a target to position Oregon among the 12 lowest fire death rates in the nation.

SUMMARY OF PROPOSED NEW KEY PERFORMANCE MEASURES

The four new agency-specific proposed key performance measures reflect aspects of the agency's mission "to protect people, property, and the environment from fire and hazardous materials."

- One focuses on structures saved as related to wildfire response.
- Another reflects fires as related to inspected facilities.
- A third tracks emergency planning and exercises by local planning committees.
- A fourth focuses on fire fatalities across the state.

PROPOSED KEY PERFORMANCE MEASURES (5 TOTAL)

Description of Key Performance Measure #1 (continuation of current measure)

Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent": overall, timeliness, accuracy, helpfulness, expertise, availability of information.

Explanation:

- This measure for customer service is required of all agencies.
- No changes are proposed to this measure.

PROPOSED NEW KEY PERFORMANCE MEASURES

Key Performance Measure #2 (Proposed): Structures saved as related to wildfire response

Average percentage of structures saved when the Oregon State Fire Marshal is engaged and a 209 report is generated, based on the number of residential and commercial properties threatened during wildfires as compared to those destroyed by wildfires.

Meaningful Metric: The Oregon State Fire Marshal responds to fire incidents with the goal of reducing loss of life and property in Oregon. The agency proposes to update this measure from the average percentage of properties saved *after a conflagration is invoked* to expand to include properties *when the Oregon State Fire Marshal is engaged*. This key performance measure allows the agency to report on fires where the agency engages and a 209 is completed, including fires that are kept from being destructive conflagrations through Immediate Response, a response tool added to the agency through Senate Bill 762 (2021). This change will better represent the agency's work with wildfire responses. As wildfire risk continues to grow and impact Oregonians, this new key performance measure will help capture data around the importance of keeping wildfires small. This reduces their impact to people, communities, and the environment, which is at the core of the Oregon State Fire Marshal's mission.

Tracking Methodology: The Oregon State Fire Marshal would use a wildfire reporting document submitted for incidents, national reporting form ICS Form 209, tracks total residential and commercial structures threatened compared to destroyed. This tracking method already exists at the state and federal levels, and the Oregon State Fire Marshal would use this data for Oregon to report out on the proposed targets below.

Proposed targets for reporting years 2027 and 2028: The Oregon State Fire Marshal proposes to keep the goal of 100% structures saved as the agency’s target for 2027 and 2028.

- This target has historically not been possible, and expanding the key performance measure to include structures burned before conflagrations might make this more difficult to reach, but the agency believes any structures lost are too many.
- Reaching the target would indicate that both Oregon State Fire Marshal response and mitigation programs are having a positive effect on protecting property from wildfire.
- The target will help the agency measure the effectiveness of newly created response functions including pre-positioning and immediate response. These programs provide early responses to keep fires small, preventing a large conflagration.
- This measure creates opportunity for a conversation with legislative leaders and Oregonians on response capacity, funding, and other fire prevention and mitigation programs to protect Oregonians.

Key Performance Measure #3 (Proposed): Protecting vulnerable populations: fire safety outcomes in Oregon’s high-risk occupancies.

Meaningful Metric: The Oregon State Fire Marshal conducts fire and life safety inspections to ensure that high-risk facilities like schools, hospitals, care centers, and other licensed occupancies comply with fire codes and safety standards. These inspections focus on protecting vulnerable populations and reducing fire risks statewide. This new metric will allow the agency to show how it prioritizes our most vulnerable populations and associated facilities protected through fire and life safety inspection efforts.

Tracking Methodology: The Oregon State Fire Marshal collects data through fire inspection reports in its ImageTrend database. For this metric, “high-risk occupancy” is defined as licensed care facilities, assembly areas, schools, hospitals, rehabilitation centers, and childcare facilities. These inspections are conducted by deputy state fire marshals, whose primary responsibility is enforcing the Oregon Fire Code across the state. By ensuring facilities comply with fire code standards, inspections serve as a core strategy for fire prevention and play a critical role in reducing fire incidents.

Proposed targets for reporting years 2027 and 2028: Fires reported in less than 1% of high-risk occupancies inspected in the prior five years.

- Reduce fire incidents at inspected high-risk occupancies to below 0.75% by 2030.
- The Oregon State Fire Marshal will establish a baseline to calculate the percentage of high-risk occupancies with reported fire incidents over the past five years.

- Targets identified in this proposed key performance measure demonstrate the Oregon State Fire Marshal's prioritization and commitment to fire risk reduction for vulnerable populations.

Key Performance Measure #4 (Proposed): Emergency planning exercise by local planning committees. Percent of Emergency Planning and Community Right-to-Know Act compliant local emergency planning committees in Oregon, based on each active local emergency planning committee conducting at least one hazardous material incident exercise each year.

Meaningful Metric: This would track an important metric in a program our agency oversees regarding emergency planning preparedness across Oregon. This metric will demonstrate a level of emergency pre-planning at the local level that will have a positive impact on communities and Oregonians. Local emergency planning committees are important to meeting the federal Emergency Planning and Community Right-to-Know Act requirements. Ensuring communities are covered by an active and functional local emergency planning committee engaged with the entire community enhances the safety and resilience of Oregonians and first responders. This aligns with the agency's mission. The agency does not currently have a key performance measure focused on emergency planning and exercises; this will help the agency track its efforts long-term, along with the health of local emergency planning committees.

Tracking Methodology: The Oregon State Fire Marshal uses multiple datasets to determine the functionality and health of a local emergency planning committee, prioritizing communities with increased risk. The agency uses information about hazardous substances at fixed facilities that is reported to our Community Right to Know program, including extremely hazardous substances as designated by the Emergency Action Plan. The Oregon State Fire Marshal uses county level population data, the number of facilities with hazardous substances in a given county, frequency updates to emergency plans, and regularity of training exercises to determine if the local emergency planning committee incorporates all the elements of a healthy committee as described by the Environmental Protection Agency.

Proposed targets for reporting years 2027 and 2028: 100% of active local emergency planning committees conduct at least one exercise of their emergency response plan annually.

- Oregon has 11 local emergency planning committees.
- Conducting an annual exercise improves a community's preparedness for a hazardous material incident should one occur.
- If the number of active local emergency planning committees increases, the corresponding number of exercises conducted would increase, allowing more communities to be better prepared.
- This metric can be tracked through the agency's involvement in trainings and newly created dashboard for local emergency planning committees.

- This measure aligns with the agency's mission and helps improve the preparedness and safety of Oregon communities and first responders.

Key Performance Measure #5 (Proposed): Oregon Residential Fire Fatalities Rate

Community Risk Reduction Metric

Meaningful Metric: Tracking residential fire deaths would highlight the Oregon State Fire Marshal's commitment to life safety and community risk reduction efforts. It would provide a direct measure of the agency's effectiveness in fulfilling its core mission. Data granularity may also allow for comparisons between small and large communities and would provide actionable data to focus fire and life safety education programs and services to focus on cause, demographics, and geography. The Oregon State Fire Marshal is focused on reducing fire fatality rates through the Thermal Fuse, Smoke and Carbon Monoxide Alarm, and Top Fire Causes programs. This data would provide transparency and metrics that can be compared against national averages.

Tracking Methodology: The Oregon State Fire Marshal would track the Oregon fire death rate per 100,000. Several sources can be used to collect this data, including the Oregon State Fire Marshal Fire Casualty database, the NFIRS/NERIS database, and mortality and hospital injury records from the Oregon Health Authority.

Proposed targets for reporting years 2027 and 2028: A compound annual growth rate below zero percent.

- This indicates a declining trend in residential fire fatalities, which is our target.
- This target allows for the analysis of multi-year trends and overall trajectory, ideal for a datapoint that can fluctuate year-to-year.
- While our ultimate goal is zero fire fatalities, we recognize that progress in this area must be measured through actionable data. Tracking fire fatality data rates allows us to monitor trends, identify current and future high-risk factors, and further evaluate the effectiveness of Oregon State Fire Marshal prevention programs.

ACTION REQUESTED

The Oregon State Fire Marshal respectfully requests that the Interim Joint Committee on Ways and Means accept this report as directed by the budget note in House Bill 5538 (2025).