



OREGON FIRE DISTRICT
DIRECTORS ASSOCIATION
EDUCATION • COORDINATION • LEGISLATION

2025 Legislative Summary

*Genoa Ingram, Executive Director
October 2025*



This page intentionally left blank

Table of Contents

SESSION OVERVIEW	4
LEADERSHIP FOR THE SESSION	5
LEGISLATIVE PROPOSALS	5
VETOES.....	5
KEY DATES	5
SUMMARY OF LEGISLATION	6
9-1-1	6
AMBULANCE SERVICE.....	6
ANNEXATION.....	6
BUILDING CODES	7
COURTS/LEGAL ISSUES	7
EMERGENCY MANAGEMENT	8
EMS/EMTs.....	9
ENVIRONMENT	9
ETHICS	10
FIRE SUPPRESSION/FORESTRY	13
GENERAL GOVERNMENT	15
LABOR/WORKERS' COMPENSATION	16
PERS.....	16
PUBLIC CONTRACTING	17
PUBLIC MEETINGS	18
PUBLIC RECORDS.....	18
PUBLIC SAFETY	18
REVENUE AND TAXATION	20
STATE AGENCY BUDGETS	21
TRANSPORTATION.....	22
2025 SPECIAL SESSION – TRANSPORTATION PACKAGE.....	23
VOLUNTEER FIREFIGHTERS	24

Session Overview

83rd OREGON LEGISLATIVE ASSEMBLY

The 83rd Oregon Legislative Assembly convened on January 21, 2025. As legislative proposals were made available for review mid-January, it became clear that this would be a session marked by a blatant lack of transparency. Numerous bills were introduced initiating various studies, from ethics to water policy, only to be “gutted and stuffed” into significant policy bills, often with very little notice or opportunity for public review and comment.

The Democrats once again held supermajorities in both chambers. In the Senate, the Democrats held 18 seats, while the Republicans held 12. In the House there were 36 Democrats and 24 Republicans. Senator Rob Wagner (D-Lake Oswego, Tualatin, West Linn, S/SW Portland) was again elected Senate President while Julie Fahey (D-Eugene) was elected Speaker of the House, following Dan Rayfield of Corvallis who was elected Attorney General in 2024.

Funding for housing, wildfire suppression and mitigation, and transportation were all high priority issues for the Governor and the legislature. While many of these priorities proved successful, the transportation funding package was left until the very end of Session. The process was contentious throughout, including disagreements among same-party members. Funding ultimately failed, triggering a late summer Special Session. (See page 24 for details.)

Overshadowing Oregon politics is the ongoing impact of federal policies and decisions on the State’s budget. According to Rep. Nancy Nathanson (D-Eugene), Chair of the House Revenue Committee,

“the negative impact on federal budget cuts to just six state agencies so far is around \$1.1 billion for this biennium. On top of those cuts, the budget/tax cut bill passed by Congress in July will reduce the state’s tax revenue by about \$888 million in this biennium. The total impact to state programs and budget is roughly \$2 billion. Grants for programs administered by cities, counties, and states have been rescinded or discontinued. Grants to local organizations are disappearing. When those local groups and agencies ask for state support to fill their budget hole, we’re generally not able to help because the state is facing cuts as well. Should Oregon adopt an all-cuts approach, or should Oregon be looking for (some) additional revenue? This will be a major discussion for legislators in the coming weeks and months.”

LEADERSHIP FOR THE SESSION

Governor: Tina Kotek, Democrat

Oregon State Senate: 18 Democrats; 12 Republicans

Senate President	Rob Wagner (D) SD 19
President Pro Tempore	James Manning, Jr. (D) SD 7
Senate Majority Leader	Kayse Jama (D) SD 24
Senate Republican Leader	Daniel Bonham (R) SD 25

Oregon House of Representatives: 36 Democrats; 24 Republicans

Speaker of the House	Julie Fahey (D) HD 14
Speaker Pro Tempore	David Gomberg (D) HD 10
House Majority Leader	Ben Bowman (D) HD 25
House Republican Leader	Christine Drazan (R) HD 51

LEGISLATIVE PROPOSALS

- 3,304 bills were introduced.
- 640 bills were passed and sent to the Governor.
- Most bills will become effective January 1, 2026.

VETOES

[SB 976](#) would have allowed individuals to verify whether cattle are pregnant without holding a valid license issued by the Oregon State Veterinary Medical Examining Board under certain circumstances. See veto letter [here](#).

[SB 1047](#) would have required Curry County and the Water Resources Department to expedite review of applications for use on specified lands. See veto letter [here](#).

KEY DATES

Legislative Days 2025

September 29 – October 2

November 15, 16, 17

Final Economic Forecast

November 17, 2025

2025 1st Special Session

August 29, 2025

2026 Short Session

February 1, 2026

Summary of Legislation

9-1-1

HB 3237 and HB 3259– CONSOLIDATION OF PUBLIC SAFETY ANSWERING POINTS

Did Not Pass

[HB 3237](#) and [HB 3259](#) would have directed the Oregon Department of Emergency Management to administer a grant program in support of projects to consolidate and modernize or upgrade public safety answering points (PSAPS). HB 3237 was introduced at the request of Rep. Paul Evans (D-Monmouth), Rep. Nancy Nathanson (D-Eugene), and Rep. Dacia Graber (D-SW Portland/Beaverton). HB 3259 was introduced at the request of Rep. Evans. Neither bill received a hearing and both died in committee.

AMBULANCE SERVICE

HB 3243 – BALANCED BILLING FOR AMBULANCE TRANSPORT

Effective Date: January 1, 2026

Chapter 614, 2025 Laws

[HB 3243](#) seeks to prohibit balance billing for ambulance ground transportation services and creates rules for health benefit plan coverage of ambulance service. OFDDA joined with other fire service partners to support the bill. HB 3243 prevents some insurance plans from balance billing patients for ambulance ground services in certain situations, requires ambulance service providers to report rates to the Department of Consumer and Business Services (DCBS), and directs DCBS to publish rates in a public database. The bill passed the Senate Floor in an evening session on June 25 with 25 “aye” votes. OFDDA acknowledges Sabrina Riggs of the Oregon State Ambulance Association (OSAA), who worked tirelessly throughout the session to achieve passage of HB 3243.

HB 2653 – FEDERAL FUNDING FOR GEMT

Did Not Pass

[HB 2653](#) would have required the Oregon Health Authority to study options to maximize federal funding for the ground emergency medical transport program and directed OHA to submit findings to the interim committees of the Legislative Assembly related to health care not later than September 15, 2026.

ANNEXATION

HB 2355 – ANNEXATION PETITIONS WITHOUT ELECTION

Did Not Pass

[HB 2355](#) would have allowed for more than one parcel of land to be included in an annexation petition that does not require an election. more than one parcel of land be included in an annexation

petition that does not require an election. The Act would make it so that a public hearing is not needed for a petition signed by a majority of the electors who live on the land to be annexed.

BUILDING CODES

SB 49 – EXPANSION OF BUILDING CODES STRUCTURES BOARD

Effective Date: January 1, 2026

Chapter 113, 2025 Laws

[SB 49](#) Adds two members to the Building Codes Structures Board and adds two professions that the board members must represent, as follows:

- A fire protection engineer; and
- A structural engineer, certified or registered under ORS 672.107, specializing in the design of residential buildings more than three stories above grade.

COURTS/LEGAL ISSUES

HB 2868 – CRIMES COMMITTED DURING EMERGENCIES

Did Not Pass

[HB 2868](#) would have directed courts to consider, when determining “aggravation” when imposing criminal sentencing, evidence that the defendant committed the crime during an emergency, an evacuation while an emergency was in effect, or within one year after an emergency ceases, provided that the emergency is related to a natural disaster and the defendant took advantage of circumstances related to the emergency, evacuation or recovery from the emergency.

SB 473 – POSSESSION OF FIREARMS

Did Not Pass

[SB 473](#) would have included a conviction for the crime of menacing committed against a public official to ORS 166.255(1), which prohibits the possession of firearms or ammunition by persons who are either the subject of certain court orders or who have been convicted of certain crimes such as stalking, and it defines “public official.” The bill was introduced in response to a 2024 report, *Rising Threats to Public Officials*, which noted that the average number of federal charges for threatening public officials has increased in recent years, from an average of 38 between 2013 and 2016 to an average of 62 per year between 2017 and 2022. A 2024 report by the Brennan Center found that 43 percent of state legislators had experienced threats and that those threats affected some officeholders’ willingness to continue service, address certain topics, or hold events in public spaces.

Under ORS 166.255, it is currently unlawful for a person to knowingly possess a firearm or ammunition if the person is subject to certain court orders relating to stalking and other similar acts, if the person was convicted of a qualifying misdemeanor against specified relatives, or if the person

was convicted of the crime of stalking. SB 473 would have included a conviction for menacing to that list when the victim was a “public official” at the time of the offense.

EMERGENCY MANAGEMENT

No less than 25 pieces of legislation were introduced relating to emergency management. Of those, only a handful were passed, including the following.

SB 826 – TRANSFER OF STATEWIDE COMMUNICATION INTEROPERABILITY PLAN

Effective Date: July 1, 2025

Chapter 412, 2025 Laws

[SB 826](#) transfers responsibility for the 2-1-1 system from the Office of Emergency Management (OEM) to the Department of Human Services (DHS) and directs DHS to consult with the Oregon Health Authority (OHA) to administer and manage the 2-1-1 system. Since 2000, the Federal Communications Commission has designated “2-1-1” as an information and referral service line. In many states, a caller in need of assistance can dial 2-1-1 to obtain a referral or be connected with appropriate agencies or community-based health and human services organizations that offer a variety of programs, including physical and mental health resources; work support; access to services in languages other than English; support for older persons and persons with disabilities; children, youth and family supports; and suicide prevention. In 2005, the responsibility for a federally funded 2-1-1 system was placed with the Office of Emergency Management (OEM), but federal funds were never made available, and OEM never engaged in administration. Oregon’s 2-1-1 system has been operated by a nonprofit organization called “211info” since 2004.

SB 837 – EMERGENCY HEALTH CARE REGISTRY

Effective Date: January 1, 2026

Chapter 622, 2025 Laws

[SB 837](#) allows non-licensed volunteers, including administrative personnel, to join the State Emergency Registry of Volunteers in Oregon (SERV-OR). The State Emergency Registry of Volunteers in Oregon (SERV-OR), established in ORS 401.654, is Oregon’s roster of licensed health care professionals who have registered to volunteer in response to a declared local, state, and/or federal emergency as defined in ORS 401.165 and ORS 431A.015. Joining the registry allows licensed health care workers to join certain state and local volunteer groups to respond in a declared emergency or crisis. SB 837 accomplishes the following:

- Allows non-licensed workers and support and administrative personnel to register through SERV-OR and respond in emergency or crisis.
- Permits OHA to require SERV-OR volunteers to undergo screenings for physical health, emotional health, or immunization status.
- Defines SERV-OR volunteers as agents of the state for purposes of liability.

EMS/EMTs

HB 2573 – SENIOR EMS INNOVATION PROGRAM

Effective Date: September 26, 2025

Chapter 485, 2025 Laws

[HB 2573](#) extends the sunset on the Senior EMS Innovation program to January 2, 2030, and requires the Department of Human Services (DHS) to allocate up to one-third of the total funds in the Quality Care Fund to pilot projects approved by the Council. In addition, the measure extends to January 2, 2033, the sunset of a prohibition on local government regulation of facilities subject to regulation by The Senior Medical Services Innovation Program provides funds for public sector pilot projects that test strategies to (a) address the emergency medical services needs of seniors who receive care in residential care facilities, (b) encourage the efficient use of emergency medical services, and (c) reduce the overall cost of services. In addition, the measure extends to January 2, 2033 the sunset of a prohibition on local government regulation of facilities subject to regulation by DHS. The agency estimates about \$4 million of long-term care facility fees and fines will be deposited in the Quality Care Fund during the 2025-27 biennium; as such, up to about \$1.3 million could be available in the next biennium for senior medical services pilot projects.

ENVIRONMENT

SB 91 – PROHIBITION ON PERFLUOROALKYL (PFAS)

Effective Date: January 1, 2026

Chapter 86, 2025 Laws

[SB 91](#) bans the use of firefighting foams that contain cancer-causing chemicals perfluoroalkyl and polyfluoroalkyl (PFAS), which are found in countless industrial processes and consumer products. PFAS are often referred to as “forever-chemicals,” as some of their components break down very slowly over time. The bill defines “PFAS firefighting foam” as a foam substance that contains intentionally added perfluoroalkyl or polyfluoroalkyl substances that is used to control or extinguish fire. The measure prohibits a fire department and employee or volunteer of the fire department from using PFAS firefighting foam, except as required by the Federal Aviation Administration or other federal law.

Perfluoroalkyl and polyfluoroalkyl (PFAS) substances are a group of more than 4,000 chemicals that have been used in a variety of industrial processes and consumer products since the 1940s.

According to the Environmental Protection Agency, scientific studies have shown that exposure to some PFAS substances in the environment may be linked to harmful health effects in humans and animals. According to the Department of Environmental Quality and the Oregon Health Authority “Fact Sheet on PFAS,” exposure to high levels of PFAS may: affect growth, learning, and behavior of infants and children; reduce a woman’s chance of getting pregnant; interfere with hormones; increase cholesterol levels; affect the immune system; and increase the risk of cancer.

HCR 2 – SUPPORT FOR FIREFIGHTERS ON USE OF PFAS

Resolution Passed

[HCR 2](#) states that the Oregon Legislative Assembly supports the state’s firefighters, declares its commitment to ensuring their health and safety, supporting research into the effects of perfluoroalkyl and polyfluoroalkyl substances (PFAS), and declares it will ban the future use of PFAS in personal protective gear once suitable non-PFAS firefighting gear is available. In 2023, the National Institute of Standards and Technology determined that occupational exposure of firefighters to carcinogenic chemicals may increase their risk of developing different types of cancer, and that textiles used to manufacture the protective coats and pants worn by firefighters often contain measurable amounts of potentially cancer-causing chemicals called perfluoroalkyl and polyfluoroalkyl substances (PFAS). These chemicals resist grease, oil, water, and heat; and they break down very slowly. Subsequent studies showed that protective firefighting gear releases more PFAS when subject to wear and tear, and that firefighters have more PFAS in their blood than the average person. Currently there is no effective substitute for the PFAS used in the manufacturing process of personal protective firefighting gear. HCE 2 declares the Oregon Legislative Assembly’s support of firefighters and their health, research into PFAS, and the replacement of PFAS firefighting gear once an alternative is available.

ETHICS

HB 2923 – STATEMENTS OF ECONOMIC INTEREST

Did Not Pass

[HB 2923](#) would have required a statement of economic interest filed by a public official or candidate to specify the names of all positions as officer, director, manager, member, or partner of a business and the names of all other businesses for the public official or candidate, or member of the household of the public official or candidate.

ORS 244.060 requires elected officials, candidates, and certain appointed state officials to file a statement of economic interest (SEI) each year with the Oregon Government Ethics Commission. The SEI must include the names of all positions as an officer of a business or business directorships held by the public official or candidate, or member of the household of the public official or candidate, during the previous calendar year. The information public officials are required to report includes: (1) sources of income; (2) list of real property; (3) all expenses exceeding \$50 received while participating in specified activities; and (4) each source of income exceeding \$1,000 if the source is derived from an individual or business that has or could have legislative or administrative interests. Assembly passed [HB 2038](#) to require statements of economic interest to include certain information about sources of income from both the businesses in which the public official or candidate, or member of the household of a public official or candidate, is an officer or holds a directorship, and for all names under which the public official or candidate and members of their households do business.

HB 2927 – INVESTIGATIVE EXTENSIONS

Did Not Pass

[HB 2927](#) would have permitted the Oregon Government Ethics Commission (OGEC) to issue an order to extend an investigation into the violation of government ethics law, public meetings law, or lobbying regulation for a period not to exceed 60 days. The OGEC enforces Oregon ethics laws prohibiting public officials from using their office for financial gain, as well as laws requiring public disclosure of economic conflicts of interest.

The OGEC enforces laws requiring lobbyists and the entities they represent to register and report their expenditures; and enforces Oregon’s public meetings law. Any person may submit, in writing, a complaint with the OGEC alleging a violation of government ethics laws, public meetings law, or lobbying regulations. Additionally, the OGEC has the authority to proceed on its own motion, as though it received a complaint, if it has reason to believe that a violation exists.

After the OGEC receives a complaint or decides to proceed on its own motion, the Executive Director begins a preliminary review phase to determine if there is cause to undertake an investigation. If the Commission makes a finding of cause, it undertakes the investigatory phase. This phase begins on the date the Commission makes a finding of cause to undertake an investigation and ends on the date they dismiss the complaint, rescind their own motion, issue a settlement order, move to commence a contested case proceeding, or take other action justified by the findings. The investigatory phase is limited by statute to 180 days but may be delayed by agreement of the OGEC and person subject to the action, or suspended because of a pending criminal investigation, a suit filed for a public meetings law violation, or because a court has prohibited the OGEC from continuing its investigation. At the end of the investigatory phase, the Commission must act. This action may include continuing the investigation for 30 days for additional fact-finding.

HB 2928 – INCREASED GIFT LIMITATION

Did Not Pass

[HB 2928](#) would have removed the prohibition on offering gifts in excess of \$50 per calendar year to a public official, candidate, or relative or member of the household of a public official or candidate. In 2007, the Legislative Assembly passed two major ethics reform bills. One of those bills, [SB 10 \(2007\)](#), established that a public official, candidate for office, or relative or member of the household of a public official or candidate may not solicit or receive gifts of more than \$50 during a calendar year from a single source with a legislative or administrative interest. It also prohibited a person with a legislative or administrative interest from offering a public official, candidate for office, or a relative or member of the household any gift or gifts with an aggregate value of more than \$50.

ORS 244.020 (2023) defines “gift” as something of economic value that is given to a public official, a candidate, or a relative or member of the household that is not equally extended to nonpublic

officials or candidates. A “legislative or administrative interest” means an economic interest, different from the public, in a matter subject to a decision or vote of the public official acting in their official capacity. In 2009, the Oregon Supreme Court, in *Vannatta v. Oregon Government Ethics Commission*, 347 Or 449 (2009), held that the restrictions on the offering of gifts in ORS 244.025 violate Section 8, Article I of the Constitution of the State of Oregon and are void.

HB 2930 – CONFLICTS OF INTEREST

Effective Date: January 1, 2026

Chapter 353, 2025 Laws

[HB 2930](#) provides an exception to the prohibition against a public official using official position or office for financial gain or avoidance of financial detriment. The measure adds a “member of the household,” which is any person who resides with a public official or candidate, to

- The definitions of actual conflict of interest, business with which the person is associated, and potential conflict of interest in Oregon government ethics statutes;
- Oregon Transportation Commission statutes prohibiting a member or a relative of a member from having an actual conflict of interest at the time of appointment; and,
- Oregon Investment Council statutes on conflicts of interest for council members.

Under the previous law, a public official was met with a conflict of interest when participating in official action or when making a decision that could or would result in a financial benefit or detriment to the public official, a relative of the public official, or a business with which either is associated. In 1974, a potential conflict of interest was defined as any action or any decision or recommendation by a public official that would be to the private pecuniary benefit or detriment of the person or a member of the person’s household, or a business with which the person or a member of the person’s household is associated.

In 1993, the definition of actual conflict of interest was added to the statutes to mean when any action, decision, or recommendation by the person would result in a private pecuniary benefit or detriment to the person or the person’s relative or any business with which the person or a relative of the person is associated. The definition of a potential conflict of interest was changed to mean when any action, decision, or recommendation by a person acting in a capacity as a public official could result in a private pecuniary benefit or detriment.

HB 2932 – STATEMENTS OF ECONOMIC INTEREST

Effective Date: January 1, 2026

Chapter 354, 2025 Laws

[HB 2932](#) allows a public official to accept compensation from any post-secondary institution for teaching at least one course in Oregon’s seven public universities, a community college operated under ORS Chapter 341, Oregon Health and Science University, and an Oregon-based, generally accredited, not-for-profit institution of higher education.

FIRE SUPPRESSION/FORESTRY

[SB 5701](#) (2024 Legislative Session) required the Oregon Department of Forestry and Oregon State Fire Marshal to convene a workgroup to identify solutions for sustainable wildfire mitigation and suppression funding to address the growing wildfire crisis. OFDDA participated with other fire service representatives, forest land owners, insurance interests, tribes, local governments, and conservation groups to study and discuss funding streams to present to the 2025 legislature. A report from the “Fire 35,” including funding strategies, can be found [here](#). The group met numerous times over the legislative interim to discuss, examine, and propose funding mechanism for funding options. Several of the resulting proposals follow.

HB 3947 – KICKER FUNDS FOR WILDFIRE PREVENTION AND MITIGATION

Did Not Pass

[HB 3947](#) would have increased the amount of the estimate of revenues that will be received from General Fund revenue sources other than corporate income and excise taxes for the biennium beginning July 1, 2023. This would allow surplus “kicker” funds to be allocated to the Office of State Fire Marshal. The [-1 amendment](#) requires that funds be transferred in equal shares to the State Forestry Department Account and to the State Fire Marshal Fund.

SJR 11 – LOTTERY FUNDS FOR WILDFIRE PREVENTION AND MITIGATION

Did Not Pass

[SJR 11](#) would ask the voters to amend the Oregon Constitution to require a certain percentage of lottery revenues to be expended for wildfire prevention, suppression, or management.

SB 1177 – KICKER FUNDS FOR WILDFIRE PREVENTION AND MITIGATION

Did Not Pass

[SB 1177](#) would have allocated a portion of the kicker funds to establish the Oregon Wildfire Mitigation and Adaptation Fund, with interest earned by the fund to be used for wildfire mitigation and community adaptation to wildfire risk. The bill, sponsored by Sen. Jeff Golden (D-Ashland) proposed a one-time investment of the personal kicker in the amount of \$1.7 to \$1.8 billion to be invested with the State Treasurer. If SB 1177 had passed, the principal would never be touched. Based on the history of positive returns on its investment portfolio, it is estimated that the one-time diversion of the kicker would have generated between \$170 and 180 million per biennium to be used for wildfire suppression, based on an estimated 5 percent return.

In order to achieve passage, SB 1177 would have required a 2/3 majority vote in each Chamber: 40 in the House and 20 in the Senate. Testimony in opposition to the bill focused on the historical sanctity of the personal kicker, which was acknowledged. However, proponents, including the fire service, argue that in order to tackle the high cost of wildfires, every Oregonian must be willing to

invest in the future of the State. Suggestions for such an all-Oregonian investment included increasing beverage container deposits, assessments on utility bills, and even increasing the 911 tax.

Proponents also argued that it is far more economical to prevent fires than to rebuild after the fact and/or pay increased insurance premiums and other costs. The failure to address wildfires in a timely manner now will only prove more costly in the future.

SB 1177 was one of several options put forward by the “Fire 35” work group, which included OFDDA, OFCA, OVFA, insurance interests, tribes, conservation groups, forest land owners, local governments, and business and industry interests. Diversion of the kicker is a political hot button; however, SB 1177 garnered support from members of the business community, including the Oregon Forest Industries Council, whose members wish to protect Oregon’s wood products industry. OFIC also participated in the “Fire 35.”

SJR 11 – LOTTERY FUNDS FOR WILDFIRE PREVENTION AND MITIGATION

Did Not Pass

[SJR 11](#), sponsored by Sen. Fred Girod (R-Stayton), proposed an amendment to the Oregon Constitution to require a percentage of lottery revenues to be expended for wildfire prevention, suppression or management. If passed by the legislature, the bill would have been referred to the people for their approval or rejection at the next regular general election. SJR 11 also included a retaliatory tax against insurance companies operating in Oregon but located outside of the State.

HB 3947 – CONSENSUS FOR FUNDING WILDFIRE PREVENTION AND MITIGATION

Effective Date: September 26, 2025

Chapter 581, 2025 Laws

[HB 3947](#) was ultimately the vehicle for funding wildfire suppression and mitigation. As introduced, the bill would have placed a surcharge on sales of beverage containers for purposes of wildfire prevention and response. The bill attempted to create a mechanism to tap all Oregonians to contribute to the prevention and response to wildfires. That provision was opposed by the grocery and beverage industries, who testified that it would undermine the successful bottle bill legislation that encourages recycling and reduced litter. The bill also proposed landowner assessments and evolution of HB 4133 (2024 session).

HB 3947 was ultimately [amended](#) to include additional taxes on tobacco products, a timber harvest tax, and an on-going appropriation from the interest on the Rainy Day Fund. The amendments proved to be far less controversial than appropriation of the kicker funds, which would have required a three-fifths majority vote.

Thanks to the efforts of Clackamas Fire District 1’s Assistant Chief Brian Stewart, HB 3947 also modifies how rural fire protection districts are formed by subjecting protected forestland that is included in a fire district to assessments for fire protection by that district and the forest protection

district. The bill defines “qualified forestland” and requires the property subject to taxation by a fire district to include the value of any structures subject to taxation and may not exceed 10 acres in any one ownership, if a structure exists on qualified forestland.

GENERAL GOVERNMENT

SB 179 – LANDOWNER IMMUNITY

Effective Date: January 1, 2026

Chapter 220, 2025 Laws

[SB 179](#) makes permanent the 2024 temporary changes to immunity for landowners who allow public use of land without charge for recreational purposes. The bill, which was a priority for the Special Districts Association of Oregon, accomplishes the following:

- Allows local governments included in ORS 174.116 to opt into ORS 105.668, limiting liability from ordinary negligence claims arising from the use of trails or structures on public easements or unimproved rights of way by foot, equine, bicycle, or other nonmotorized means.
- Adds immunity to ORS 105.688 for improved paths, trails, roads, and other rights of way that are used to access land for recreational purposes and limits immunity for an improvement, design, or maintenance that was completed in a manner constituting gross negligence or reckless, wanton, or intentional misconduct, or for which the actor is strictly liable.
- Adds running, walking, and bicycling to the non-exclusive list of outdoor activities in the definition of recreational purposes in ORS 105.672.
- Applies the measure’s changes to causes of action filed on or after the effective date.

SB 862 – RURAL FIRE PROTECTION DISTRICT IDENTIFICATION

Effective Date: January 1, 2026

Chapter 179, 2025 Laws

[SB 862](#) modifies fire district names, in addition to posting and reporting requirements to the State Fire Marshal (ODSF) and directs the ODSF to adopt a base fire prevention code publicly accessible online. The bill also:

- Clarifies that fire house, houses, or headquarters are “facilities” of a fire department or district.
- Removes requirement that districts report monthly to the State Fire Marshal.
- Repeals ORS 478.940, requiring fire districts to post their fire prevention codes at each fire station, instead directs the OSFM to adopt a base fire prevention code that is publicly available electronically.
- Requires fire districts to keep copies of any district fire prevention codes at the district office and make available to the public electronically.
- Requires district board or chief when a district is organized to submit a request to the State Fire Marshal for a unique identifier and directs the State Fire Marshal to assign unique identifiers to new, consolidated, or merged fire districts.

LABOR/WORKERS' COMPENSATION

HB 3929 – CONFIDENTIALITY FOR PUBLIC SAFETY EMPLOYEES

Effective Date: January 1, 2026

Chapter 309, 2025 Laws

[HB 3929](#) modifies the confidentiality protections for peer support services in ORS 181A.835. The measure restructures the definitions in ORS 181A.835 so that the confidentiality protections cover “peer support services,” not just “peer support counseling sessions,” provided by “public safety agencies,” “mass transit districts,” and “emergency services providers” to their employees via designated and trained “peer supporters,” and the measure defines these terms. The measure places limits on the circumstances under which these communications are confidential and clarifies that the covered communications are confidential, are not admissible in judicial proceedings, and are not public records. The measure adds the Marshal’s Office of the Oregon Judicial Department to the definition of “public safety agency.”

By way of background, First Responders experience a higher rate of traumatic events than the general public. One study reports that, compared to non-first responders, of whom about 50 percent experience a traumatic event in their lifetime, 84 percent of first responders report experiencing a traumatic event. According to that same study, law enforcement, firefighters, and dispatchers have a PTSD prevalence between seven and 22 percent, compared to four percent for the general public. One tool to address impacts of these traumatic events employed by public safety agencies is peer support services that provide emotional and moral support to first responders involved in traumatic incidents on the job. A key component of many services, including peer support services, is their confidentiality.

PERS

SB 588 – CONTESTED CASE HEARINGS FOR PUBLIC SAFETY PERSONNEL

Effective Date: May 27, 2025

Chapter 168, 2025 Laws

[SB 588](#) specifies when the Public Employees Retirement Board must refer a contested case for a hearing when the Public Employees Retirement System (PERS) member requesting the hearing is a police officer or firefighter and the contested case is for disability retirement allowance or disability benefits. The measure specifies when a police officer or firefighter is considered disabled for purposes of receiving PERS benefits.

PERS is overseen by a five-member board that appoints an executive director to manage the agency’s daily operations, including the management of benefits for more than 393,000 active, inactive, and retired members and beneficiaries. PERS members are in one of three plans, depending on when they first became a member: Tier One, Tier Two, and the Oregon Public Service Retirement Plan (OPSRP). PERS members who work in positions that meet the definitions for “police officer” and “firefighter” are eligible for special benefit provisions, such as retiring at an earlier age and calculating their retirement benefit with a higher statutory factor.

SB 754 – CIVIL ACTION FOR COLLECTIVE BARGAINING VIOLATIONS

Did Not Pass

[SB 754](#) would have permitted labor organization to file civil action against public employer for certain violations of public employee collective bargaining act (PECBA). It would also have directed the Employment Relations Board (ERB) to impose civil penalties against public employer that fails to comply with certain requirements of PECBA. The bill would have permitted labor organizations to file civil action against public employer to:

- Enforce requirement that public employer provide name and date of hire, contact information, and employment information about employee in appropriate bargaining within designated timelines.
- Enforce right to receive full amount of remittance for deductions authorized by employees.
- Require ERB to impose civil penalty on public employer for violation of the requirement that public employer provide name and date of hire, contact information, and employment information about employee in appropriate bargaining within designated timelines.
- Allow labor organizations' right to receive full amount of remittance for deductions authorized by employees.

PUBLIC CONTRACTING

HB 2084 – TAX COMPLIANCE FOR PUBLIC CONTRACTORS

Did Not Pass

[HB 2084](#), as introduced, would have required state agencies to have contractors demonstrate compliance with Oregon personal and corporate income tax laws before entering into a contract and during implementation of the contract. It would also have allowed the Department of Revenue (DOR) to share contractors' compliance status and provides provisions that DOR may use to determine compliance status. Under the proposal, agencies would have been allowed to cancel contracts if DOR determines a contractor has not demonstrated or maintained tax compliance. Finally, the bill would have repealed ORS 279B.045, which requires contractor self-certification of tax compliance.

Had HB 2084 passed, it would have applied to procurements that are advertised on or after January 1, 2026, or entered into on or after that date if the procurement is not advertised.

PUBLIC MEETINGS

HB 3431 – ONLINE PUBLICATIONS

Did Not Pass

[HB 3431](#) would have changed the meaning of “news publication” for the purpose of making a public notice to be circulated in print or digital format, to conduct local news coverage where 25 percent of total news is locally and originally composed, published in English for dissemination to local, transmitted, or legal news, and regularly published at least once a week over a period of 12 months.

A proposed [amendment](#) would have required that if a public notice is published in a digital format the publisher must identify an editorial contact with mailing address, have a public notice that is available to the public free of charge, is registered with or authorized by the Secretary of State to transact business in this state, and adheres to a journalistic code of ethics.

PUBLIC RECORDS

OFDDA tracked six pieces of legislation relating to public records, including a requirement for state agencies to waive fees for public records requests when the request is made by a legislator, and an extension of the statutory timeline for inspection of public records when the exemption is based on attorney-client privilege. None of the proposals passed.

PUBLIC SAFETY

SB 1066 – FIRE SPRINKLERS FOR ADULT FOSTER HOMES

Effective Date: June 16, 2025

Chapter 331, 2025 Laws

[SB 1066](#) extends to January 2, 2029, the exemption for adult foster homes (AFHs) and residential training homes from state building code requirements to install automatic sprinkler systems. It extends the exemption to apply to AFHs and residential training homes that were licensed prior to July 1, 2028. [SB 1548 \(2022\)](#) created an exemption for residential training homes and adult foster homes in the state building code that requires single-family homes to install automatic sprinkler systems. [SB 1521 \(2024\)](#) extended the timeline to include operators that were licensed before July 1, 2026, and extended the sunset on this exemption to January 2, 2027.

Four bills proposed by the State Fire Marshal and supported by OFDDA were successfully passed and signed by the Governor. OFDDA provided testimony in support of all three:

SB 860 – ROLE OF STATE FIRE MARSHAL AS STAND-ALONE AGENCY

Effective Date: January 1, 2026

Chapter 177, 2025 Laws

[SB 860](#) expands and clarifies the authority of the State Fire Marshal to reflect its role as a stand-alone agency, which OFDDA strongly supports. The bill authorizes the State Fire Marshal or deputy to act on behalf of the Governor under specified statutes if the Governor is unavailable during an emergency, as well as other administrative and technical changes. It also revises the Governor’s Fire Service Policy Council membership, removing the Superintendent of State Police as an ex officio member, and adding a representative from the Oregon Health Authority as a non-voting ex-officio member and allows the Governor to appoint a member from the Special Districts Association of Oregon, a structural fire response agency of a federally recognized Oregon Indian Tribes, and the Oregon Fire Service Office Administrators.

SB 861 – STATE FIRE MARSHAL MOBILIZATION FUND UPDATE

Effective Date: June 16, 2025

Chapter 331, 2025 Laws

[SB 861](#) updates the process to reflect funds dedicated to the State Fire Marshal Mobilization Fund within the State Treasury and expected expenditures. The administration and accurate reporting of this Fund is critical to funding emergency mobilization costs for fire suppression.

The measure includes grant funds, reimbursements, and moneys received from judgments and settlements as funds in the State Fire Marshal Mobilization Fund. It requires that the Department of the State Fire Marshal submit a report to the Joint Committee on Ways and Means on the amounts in the Fund and expenditures from the Fund on or before March 31 of each odd-numbered year.

Declares an emergency, effective on passage.

The State Fire Marshal Mobilization Fund, established by [HB 3484 \(2023\)](#), is a dedicated account in the State Treasury, separate from the General Fund, consisting of money appropriated by the Legislative Assembly, federal grants from the Federal Emergency Management Agency, and other funds. The Fund is used to cover eligible mobilization costs incurred by the Department of the State Fire Marshal (Department) for emergency mobilization and pre-positioning activities in Oregon, as well as reimbursements related to fire-fighting efforts.

The Fund operates with continuous appropriation, and the Department must request an appropriation for the fund each biennium; additionally, on July 1 of each odd-numbered year, the Fund balance is transferred to the General Fund.

SB 862 – UPDATE OF FIRE DISTRICT STATUTES

Effective Date: January 1, 2026

Chapter 179, 2025 Laws

[SB 862](#) is the culmination of the task force formed in accordance with [HB 2522](#), passed by the legislature in 2023, which directed the Fire Marshal to form a task force to review ORS 478, relating to rural fire protection districts, and make recommended statutory changes. The statute had not been reviewed and updated for a number of years. Both OFDDA and OVFA participated in that endeavor and stand firmly behind SB 862 as an accurate representation of the recommendations brought forward.

OFDDA acknowledges Tangent Fire Chief Chris Griffin who represented OFDDA, and Fire Chief Mike Cook of Chiloquin Fire, who represented OVFA. Both served many hours reviewing the statute and making the recommendations contained in SB 862, which brings [ORS 478](#) up to date and clarifies policies and practices as needed.

SB 863 – COST RECOVERY FOR WILDFIRES

Effective Date: January 1, 2026

Chapter 542, 2025 Laws

[SB 863](#) establishes a process for the Oregon State Fire Marshal to recover fire suppression costs from a person who is willful, malicious, or negligent in the origin or subsequent spread of a fire. Deputy State Fire Marshals are able to investigate fires to determine origin and cause if the fire was caused by carelessness or design. Currently, DSFM does not conduct criminal investigations, but does collaborate with law enforcement when criminal activity is suspected.

REVENUE AND TAXATION

SB 454 - FUNDING FOR RURAL FIRE PROTECTION DISTRICTS

Effective Date: July 17, 2025

Chapter 534, 2025 Laws

[SB 454](#) requires the Department of the State Fire Marshal to create an advisory committee to advise the department on funding options for rural fire protection districts (RFPDs). The bill also requires the advisory committee to consider the services provided by, funding mechanisms available to, and funding limitations on RFPDs and develop funding recommendations based on the review, exclusive of amending ORS 478.010(2)(c). The advisory committee is required to report its findings and recommendations to the Legislature by December 31, 2026.

For Fiscal Year 2023-24, there were approximately 250 RFPDs in Oregon that imposed some amount of property taxes. Collectively, they imposed just over \$550M in property taxes in FY24, roughly a 10% increase over the prior year. Of that total roughly \$24M were from bonds. Approximately \$2M was lost due to Measure 5 compression.

HB 2333, HB 2334, and HB 2335 – IMPACT OF BALLOT MEASURES 5 AND 50

Did Not Pass

[HB 2333](#), introduced at the request of Rep. Paul Evans (D-Monmouth), would have established the Task Force on Impacts of Ballot Measures 5 and 50. Requires the task force to study the impacts of the ballot measures on **local governments** and submit a report to the interim committees of the Legislative Assembly related to taxation no later than December 15, 2026. The bill also defined the makeup of the task force to consist of six Senators appointed by the Senate President and five Representatives appointed by the House Speaker.

[HB 2334](#) would also have established the Task Force on Impacts of Ballot Measures 5 and 50. Requires the task force to study the impacts of the ballot measures on the cost of **public higher education** and submit a report to the interim committees of the Legislative Assembly related to taxation no later than December 15, 2026. The bill directed that the task force consists of six Senators appointed by the Senate President and five Representatives appointed by the House Speaker.

[HB 2335](#), introduced at the request of Rep. Paul Evans (D-Monmouth), would have established the Task Force on Impacts of Ballot Measures 5 and 50. Requires the task force to study the past and future impacts of the ballot measures on **small and large taxing jurisdictions** and submit a report to the interim committees of the Legislative Assembly related to taxation no later than December 15, 2026. The bill also defined the makeup of the task force to consist of six Senators appointed by the Senate President and five Representatives appointed by the House Speaker.

Measure 5 was enacted by the voters in November 1990. It established maximum property tax rates of 0.5% for school districts collectively and 1.0% for all other taxing districts collectively; bond levies were excluded from these limits. Measure 50 was crafted by the 1997 Legislature and referred to, and passed by, voters in May of 1997. (This was in response to the voter enacted Measure 47 from 1996 that was deemed to be unworkable.)

Measure 50 created permanent tax rate limits for taxing districts; it also created the concept of Maximum Assessed Value (initially set at 90% of 1995-96 real market values) and limited its growth to three percent annually. With both Measures 5 and 50 in effect today, Oregon's property tax system was changed from a levy-based tax system to a rate-based tax system.

STATE AGENCY BUDGETS

HB 5538 – DEPARTMENT OF STATE FIRE MARSHAL

Effective Date: July 17, 2025

Chapter 554, 2025 Laws

[SB 5538](#) is the budget bill for the Department of State Fire Marshal (DSFM). The legislature approved a 2025-27 biennial budget for the Department in the amount of \$93,108,028 total funds.

This includes \$38,837,243 General Fund, \$53,641,436 Other Funds expenditure limitation, \$629,349 Federal Funds expenditure limitation, and 159 positions (158.76 FTE). The budget represents a **43.4% total funds decrease** from the 2023-25 legislatively approved budget (LAB). **The decrease from the 2023-25 LAB is primarily due to the phase-out of fire costs for the 2023 and 2024 fire seasons.**

DSFM is directed to fill the Internal Auditor position that was provided at the inception of the agency in [HB 5036](#) (2023) and has remained vacant. The Department must report to the Legislative Fiscal Office and the Department of Administrative Services Chief Financial Office on the recruitment and onboarding plan for the position monthly until filled.

TRANSPORTATION

HB 2025 –TRANSPORTATION FUNDING PACKAGE

Did Not Pass

[SB 2025](#) would have increased several transportation taxes and fees, imposes audit requirements on the Oregon Department of Transportation(ODOT), and expands applicability of the OReGO road usage charge program.

Prior to consideration of the measure, the Governor provided a letter to legislators backing away from any tolling efforts, particularly on I-205. The A-Engrossed (amended) bill posed a 1% privilege tax (sales tax) on used cars; the -28 increases that to 2.25 percent and includes *all* vehicles, both new and used. Other components and points of discussion included:

- \$200 increase in the document filing fee that was not in the original bill.
- Numerous additional taxes outlined in the [Staff Measure Analysis](#).
- Diesel tax is significantly underestimated.
- Issues of credibility with ODOT have not been addressed.
- The Oregon Truckers Association believes the estimated miles run in Oregon by Legislative Fiscal is incorrect and that taxes paid will be double the estimate. The OTA estimates that truckers have been overpaying their taxes to the tune of \$184 million per year. They say the -28 will exacerbate the problem.
- For the business community, the most egregious provision is contained in Sections 54-57, the Employee Payroll Tax for Transit which is increased from 0.1 percent to 0.18 percent effective January 1, 2026. After January 1, 2028, it increases again to 0.25 percent, and again to 0.3 percent effective January 1, 2030.

The bill reached the House Floor on June 23 where it lacked the votes to pass and was re-referred to the Transportation Reinvestment Committee where it was amended and sent back to the House Floor. It was awaiting a vote when the legislature adjourned *sine die*.

2025 SPECIAL SESSION – TRANSPORTATION PACKAGE

On August 29, the legislature was called into Special Session by the Governor for the purpose of considering a second transportation package. The House took action on September 1 and passed the package but action was delayed in the Senate until September 29.

[HB 3991](#) increases a number of transportation taxes and fees and applies audit requirements to the Oregon Department of Transportation (ODOT) and requires a 3/5 majority vote. It expands the OReGO road usage charge program and repeals the Oregon Transportation Commission toll program. Specifically, the bill adds the following new taxes and fees:

- A six-cent increase to the gas tax
- An increase in car registration fees by \$42
- An additional \$30 registration fee for electric vehicles and vehicles that get high gas mileage
- Increasing titling fees by \$139
- Double the 0.1% payroll tax for the State Transportation Improvement Fund, which pays for transit services
- A new road user charge (RUC)

HB 3991 was passed by the House of Representatives on September 1 by a vote of 36-12, with 12 excused.

[HB 3992](#) HB 3992 is an omnibus budget bill that includes budgetary actions associated with the fiscal impact of HB 3991 for four state agencies to implement programs related to transportation and oversight of the Oregon Department of Transportation (ODOT). A disappropriation from the Emergency Fund for the 2025-27 biennium is also included to offset General Fund appropriations.

Emergency Fund for the 2025-27 biennium is also included to offset General Fund appropriations. \$800,000 General Fund, reduces the Emergency Fund by a corresponding amount, and increases Other Funds expenditure limitation by \$204.9 million. Other Funds for the Secretary of State's office (SOS) is sourced from assessments charged to state agencies for services and the Other Funds for the Oregon Department of Transportation (ODOT) are from revenues generated through HB 3991.

VOLUNTEER FIREFIGHTERS

HB 2394 – TAX CREDIT FOR VOLLUNTEER FIREFIGHTERS

Did Not Pass

[HB 2394](#), sponsored by Rep. Bobby Levy (R-Echo), would have established an income tax credit for volunteer firefighters for years beginning January 1, 2026, and ending January 1, 2032. The bill was referred to the [House Committee on Emergency Management, General Government, and Veterans](#) with a subsequent referral to [Revenue](#). No hearings were held.

HB 2526 – TAX CREDIT FOR VOLUNTEER FIREFIGHTERS WHO SERVE RFPDs

Did Not Pass

[HB 2526](#), introduced at the request of Rep. Paul Evans (D-Monmouth), would have granted an income tax credit to firefighters and other registered individuals who provide volunteer services, including services to rural fire protection districts or fire departments. The bill would have applied to tax years beginning January 1, 2026, and ending January 1, 2032. HB 2526 was also referred to the [House Committee on Emergency Management, General Government, and Veterans](#) with a subsequent referral to [Revenue](#). Like HB 2394, no hearings were scheduled.

HB 3150 –TAX CREDIT FOR VOLUNTEER FIREFIGHTERS

Did Not Pass

[HB 3150](#), sponsored by Rep. Jami Cate (R-Lebanon), along with a number of other supporters including, Democrats and Republicans in both Chambers, establishes an income tax credit for volunteer firefighters beginning January 1, 2026, and ending January 1, 2032. The bill has been referred to the [House Committee on Emergency Management, General Government, and Veterans](#) with subsequent referral to [Revenue](#). A hearing was held in early February and the bill passed out of committee with opposition on February 20 and referred to the House Revenue Committee where it died with no further action.

SB 545 –TAX CREDIT FOR VOLUNTEER FIREFIGHTERS

Did Not Pass

[SB 545](#), the Senate version of HB 3150, was sponsored by Sen. Janeen Sollman (D-Forest Grove/Hillsboro) and Rep. Cate (R-Lebanon), along with a number of others, and would have established an income tax credit for volunteer firefighters beginning January 1, 2026, and ending January 1, 2032. The bill has been referred to the [Senate Finance and Revenue Committee](#), with a subsequent referral to [Tax Expenditures](#). A public hearing was held on January 29 in Senate Revenue. No further action was taken.