



**NATURAL  
RESOURCES**

HILARY S. FRANZ  
COMMISSIONER OF PUBLIC LANDS

# **Zero-Based Budget and Performance Review of Its Resource Protection Program and the Wildfire Program Operating Budget and Activities**



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# Zero-Based Budget and Performance Review of Its Resource Protection Program and the Wildfire Program Operating Budget and Activities

Prepared by  
Washington State  
Department of Natural Resources  
December 1, 2020



WASHINGTON STATE DEPT OF  
**NATURAL  
RESOURCES**

**HILARY S. FRANZ**  
COMMISSIONER OF PUBLIC LANDS



## LETTER FROM THE COMMISSIONER



**HILARY S. FRANZ**  
Commissioner of Public Lands

This year has proven to be exceptionally challenging in many regards. Our wildfire season was no exception. In the midst of grappling with COVID-19 and an economic recession, our state was hit by historically destructive fires. These fires struck fast and spread quickly — powered by hurricane force winds, these fires burned over 600,000 acres in the first 72 hours. They tragically took a small boy's life, destroyed an entire community, leveled homes and forests, and filled our skies with smoke.

Wildland firefighters from state, local, tribal, and federal agencies worked tirelessly night and day, often with skeleton crews, to confront these blazes. They put their lives on the line to protect our lands and communities. It is the honor of my life to lead the

brave men and women of our state's wildfire fighting force. I have seen firsthand the courage and commitment of DNR crews and local, tribal, and federal firefighters on the frontlines.

As we come to the close of a very challenging year, we should all take pride in how effectively our firefighters navigated the unprecedented, monumental hurdle of fighting wildfires during a global pandemic.

As the leader of DNR, I have witnessed firsthand the limited resources we have given the men and women who fight these deadly fires. From investing in wildfire prevention and suppression, to forest restoration and community resilience, as well as changes in our policies and protocols so we can work safer, faster, and more efficiently, we must take action now to prevent the destruction these increasingly severe wildfires inflict.

We no longer have time to waste. We must move at the speed of wildfire if we want to change the current trajectory we are on. In addition to our responsibility to protect our communities and natural resources, we have a responsibility to our firefighters. We must protect those who protect us.

Although we have a lot of work to do, we have made impressive strides to date. As Commissioner, I instructed my team to prioritize both improving wildfire response and getting at the root cause of these increasingly catastrophic wildfires. We got to work streamlining processes, reducing barriers, and better allocating resources. We developed bold goals and strategies in our 20-year Forest Health Plan and Wildland Fire Protection 10-year Strategic Plan — both first-of-their-kinds for Washington.

These strategic plans, developed by scientists and leaders in wildland firefighting and natural resource management, are the blueprint for tackling our wildfire crisis. They lay out clear, achievable goals for reducing wildfire by investing in wildfire response, forest health restoration, and community resilience. They ensure the effective use of limited public money across all levels of government, while also reducing the short- and long-term costs to our environment, economy, and taxpayers.

As a result, the Legislature recognized the role healthy forests play in minimizing wildfire severity by adopting our 20-Year Forest Health Plan into statute and providing annual funding from 2018-2020 to accelerate forest health treatments and boost wildfire response capacity.

The attached Zero Based Budget report builds off of that spirit, driving for greater efficiency and impact. In this report, you will see the ins and outs of the agency's wildfire operations and how operations are funded and staffed across the state. You will see the shifts we have made to collaborate more closely with state, local, federal, tribal, and international partners. And you will see the strategies we have adopted to prioritize initial attack — so we can reach fires quickly in order to keep them small.

In all, 95% of all wildfires are kept below 10 acres. Given the number of fires starts we see each year, more than 1,500 wildfires in 2020, that is a remarkable statistic. The story that is not told in budget numbers is the dedication of our firefighters who are work night and day for weeks on end with no break — and do so with limited air resources, engines, and incident management teams.

Despite this heroic effort, our firefighters were overwhelmed. As in 2018 and 2014-2016, our resources were stretched to the breaking point. The scope and scale of recent wildfire seasons are simply immense. As the length of wildfire season grows, the geography we fight these fires expands (nearly 40% of fires are west of the Cascades), and more people move into our wildland urban interface, the need for critical investments will only get more dire.

The destruction we witnessed this year is a testament to the danger wildfire poses. In the face of that destruction, it is clear we need to do more.

In summary, the DNR team has thoughtfully and diligently gathered the information requested by the Legislature in this report. And we are already changing how we do business to ensure greater transparency, accountability, and effectiveness. I remain committed to always striving to improve and maximize our benefit to the public. We cannot change the trajectory of flames and smoke without consistent investments in building a modern firefighting force, making our communities resilient, and restoring more than one million acres of forest to health. We know what is needed. Now it is up to us all to do it.

I look forward to working with the Legislature to fill these resource gaps and ensure we are doing all we can to protect our communities and our firefighters.

We are all in this together.



**HILARY S. FRANZ**  
Commissioner of Public Lands





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# Introduction

As part of the 2020 state supplemental budget, ESSB 6168, sec 308 (29), the Legislature directed the Washington State Department of Natural Resources (DNR) to prepare a report due on Dec. 1, 2020 that contains:

- A zero-based budget (ZBB) and performance review of its resource protection program, with specific focus on the Wildfire program's operating budget and activities;
- An analysis of any inconsistencies and increased costs associated with the decentralized nature of organizational authority and operations;
- An analysis of the DNR's budgeting and accounting processes with focus on efficiencies to be gained from centralized budget control; and,
- A review of the progress and findings of the ongoing internal fire business transformation team related to current practices in wildland fire business.

Due to several factors, among them being the COVID-19 pandemic that changed how all organizations conduct business by working virtually and the advent of the wildland fire season in the spring of 2020, heightened activity in September and October, and the decision to hire an independent consultant to conduct the performance review, DNR is submitting the report requested in ESSB 6168, sec 308 (29) in two volumes.

**The first volume, which will be submitted by Dec. 1, 2020, contains the following:**

- The zero-based budget;
- The statutory basis for each program;
- How each program fits within DNR's strategic plan;
- How each subprogram fits within the wildland fire strategic plan;
- Performance measures for the Wildfire program;
- Information on the program and subprogram costs and staffing data for the current biennium including administrative and other overhead costs;
- Beneficiaries and partners of the Wildfire program;
- Terminology used to describe wildland fire suppression, prevention, preparedness, forest health, pre-suppression, and any other term used to describe Wildfire program activities; and,
- Fire business transformation task force progress and findings.





**The second volume, which will be delivered by March 1, 2021, will contain the following:**

- The performance review of the Wildfire program's budget and activities;
- The analysis of whether there are any inconsistencies and increased costs associated with the decentralized nature of organizational authority and operations within DNR; and,
- The analysis of the budgeting and accounting processes for any potential efficiencies to be gained by a centralized budget control.

In assessing the best means of meeting the Legislature's intent of the proviso, DNR consulted with the Washington Department of Fish and Wildlife (WDFW), who had a similar proviso in their budget in the 2017-19 biennium. WDFW retained the Matrix Consulting Group to conduct the organizational review. WDFW's consultant devoted six staff and over six months to complete the project. Consequently, even though DNR project's steering committee understood that engaging a consultant would push this part of the project past the Dec. 1, 2020 deadline, DNR decided that hiring a consultant provided the best means of addressing the Legislature's intent for the performance reviews mandated in the proviso. Stellar Associates was hired Nov. 4, 2020, to begin work on the project, with the final report due March 1, 2021.

Stellar Associates will conduct the performance review of the Wildfire program, the analysis of the centralized versus decentralized aspects of the organization, and the review of DNR's budgeting and accounting processes. The engagement of a consultant added to the time needed to complete the performance review. DNR leadership views the performance review as a critical element as it continues to seek to be as effective and efficient in their management of the activities necessary to fight wildland fires. In addition, the review of DNR's budgeting and accounting processes will provide recommendations on DNR's budget and accounting functions so they are structured properly for an agency as complex as DNR.

The proviso focused on DNR's Resource Protection and Regulation Program (020) of which the Wildfire program is a sub-program (020 01). At the beginning of the current biennium, July 2019, some activities that formerly were in the Wildfire program moved to the newly formed Forest Health and Resiliency program (020 07). Based on feedback from legislative fiscal staff, DNR has focused this report on the Wildfire program's activities and budget. DNR has taken an agency wide approach to the proviso when conducting the analysis of the centralized versus decentralized approach to organizational management and the review of its budget and accounting processes.

The budget and accounting information used for this report are actual expenditures for FY 2020 and FY 2021 Q1 and allotments for the remainder of FY 2021. This approach was chosen because it provides the most current data on how much is actually spent in the defined programs, as well as the amounts DNR plans to spend of its remaining appropriations in the second year of the 2019-21 biennium.



## DNR Wildfire Proviso

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ESSB 6168, sec 308 (29), \$325,000 of the performance audit of state government account—state appropriation is provided solely for the department, in cooperation with the Wildland Fire Advisory Committee established under RCW 76.04.179 and the Office of Financial Management, to conduct a zero-based budget and performance review of its resource protection program. The review shall be specifically focused on the Wildfire program operating budget and activities. Throughout the review process, the department shall submit monthly updates of actual and estimated fire expenditures, and obligated costs related to fire suppression to the fiscal committees of the Legislature. A report of the review shall be submitted to the fiscal committees of the Legislature by Dec. 1, 2020.

**The report shall contain a description of findings, list of changes made, and recommendations and options for accounting structure changes. The review under this subsection shall include:**

- a. A statement of the statutory basis or other basis for the creation of each subprogram within the resource protection program and the history of each subprogram that is being reviewed;
- b. A description of how each subprogram fits within the strategic plan and goals of the agency and an analysis of the quantified objectives of each subprogram within the agency;
- c. Any available performance measures indicating the effectiveness and efficiency of each subprogram program;
- d. A description with supporting cost and staffing data of each program and the populations served by each program, and the level of funding and staff required to accomplish the goals of the subprogram program if different than the actual maintenance level;
- e. An analysis of the major costs and benefits of operating each subprogram and the rationale for specific expenditure and staffing levels;
- f. An analysis estimating each subprogram's administrative and other overhead costs;
- g. An analysis of the levels of services provided;
- h. An analysis estimating the amount of funds or benefits that actually reach the intended recipients;
- i. An analysis of terminology used to describe wildfire suppression, prevention, preparedness, forest health, pre-suppression, and any other term used to describe program activities and provide definitions for each. This should include cross reference to federal definitions and federal funding;
- j. An analysis of inconsistencies and increased costs associated with the decentralized nature of organizational authority and operations, including recommendations for the creation of policy and procedures and subsequent oversight for dispersed operations;
- k. An analysis of the department's budgeting and accounting processes, including work done at the central, program, and region levels, with specific focus on efficiencies to be gained by centralized budget control; and,
- l. A review of the progress and findings of the ongoing internal department fire business transformation team related to current practices in wildfire business and the development of an organizational structure governing fire business practices across the department which complies with all state and federal statutes and agreements and which meets the needs of the department as a whole.



## Executive Summary

The Vision of the DNR's Wildfire program is: *"All Washington — safely managing and living with wildland fire."* The Wildfire program directly serves the 7.6 million citizens of the state, protecting their lands, waters, wildlife, and natural resources, as well as their communities from the impacts of uncontrolled wildland fires. The Wildfire program and its resource needs are spread across eight groups—the Wildfire Division, the six Regional Offices, and the Law Enforcement Program—that work together to carry out the goals, objectives and activities of the statewide Wildfire program. Additionally, the Wildfire program works collaboratively with a broad range of partners across the state, region, nation, and the international community. As the threat of wildland fires increases, both in the number and geography, and in the magnitude and intensity, greater resources are required to prevent wildfires, prepare for them, and suppress them when they do occur. This resource need can only be met through the coordination of resources around the state, region, country, and, now, world. The list of partners is, therefore, extensive and growing.

The focus of this report is limited to the outcomes and deliverables to meet the current statutory and policy expectations of the Wildfire program. Leadership at DNR has long recognized there are gaps and issues that needs to be addressed. This report has afforded the leadership at DNR the opportunity to focus and analyze on a few critical areas and develop a clearer understanding of the needs and leverage the window of opportunity that is available right now to address them. The Legislature has already recognized the role of investments in wildfire resources and healthy forests to minimize the severity and damage from wildfires. . The Legislature has providing annual funding 2018-2020 for increased wildfire resources and to accelerate the pace and scale of forest health treatments. Our 10 year wildfire strategic plan and 20 Year Forest Health Plan sets forth the critical funding needs to address the crisis. DNR looks forward to working with the Legislature to secure additional resources in the years going forward to restore over 1 million acres of forests in Washington by 2037 and to minimize the severity of wildfires in proactive in a holistic manner. It takes foresight to change the dynamic of focusing on the suppression of wildfires to seeking ways to prevent wildfires by having our forests be less impacted by climate change and communities encroaching on forests and wildlands. Preventing wildfires will be more economical in the long run but the investments are not easily recognized in the short term.

This section summarizes the work completed thus far on the zero-based budget (ZBB) and performance review of its resource protection program and the Wildfire program operating budget and activities directed in ESSB 6168, sec 308 (29). Stellar Associates will conduct the performance review of the Wildfire program, the analysis of the centralized versus decentralized aspects of the organization, and the review of DNR's budgeting and accounting processes, with the final report due March 1, 2021.

## Highlights

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Through the review process and zero-based budget work, DNR confirmed needed changes for policy, budget, and performance measures that it had begun working on starting back in early 2019.

### INTERNAL PROCESS, PROCEDURES, AND GUIDANCE

DNR's Wildfire program has undergone rapid change throughout its history not only as the wildland fire conditions and severity increased but also as DNR worked to meet the expectations of its citizens.

Through the analysis conducted to date as a part of this review, the potential for improvements to processes, internal guidance and procedures, and role efficiencies and the standardization in department, division, and regional administration for the Wildfire program administration have been noted. Some are currently being addressed but there is an expectation that further analysis being conducted for the March 1, 2021 report will help to identify, clarify and highlight additional opportunities.

#### The highlights include:

- Recognition that the Wildfire program has three main categories: Prevention, Preparedness, and Suppression that need to be clearly defined to improve alignment with federal and state definitions and terms;
- Identification that DNR Wildfire program operational gaps in program guidance and procedures have contributed to not fully meeting expectations. For example, DNR's Fire Business Transformation Task Force identified gaps, through the use of surveys, that includes processes, payment models, definitions, and systems; and
- Improvement of community programs to better protect non- and limited-English speaking residents during wildland fire emergencies using newly developed Wildfire Response Communication Guidelines for Communities with Limited English Proficiency during fire events.

By summer 2021, additional improvements will be implemented and may be attributed to the collaborative efforts by DNR, Fire Business Transformation Task force, Wildland Fire Advisory Committee and JLARC team.

### BUDGET

The Wildfire program's 2021-23 biennium carry-forward level (CFL) funding totals \$124,670,000, of which \$53,076,000 is in Preparedness, \$7,852,000 is in Prevention, and \$63,743,000 is in Suppression.

DNR has budgetary tools that allow it to meet expenditure needs when suppressing a wildfire that may not be available to other state agencies. One of those tools is the use of the Clarke-McNary Account. Pursuant to RCW 43.88.550, when DNR's suppression costs appears to be over spending their appropriation for Suppression activities, DNR works with OFM and the State Treasurer's Office to transfer sufficient funds into the Clarke-McNary Account to meet anticipated Suppression costs. Most recently, Clarke-McNary was used in FY 2017, where \$2,035,699 was transferred into the account and in FY 2019 where \$15,539,191 was transferred. Clarke-McNary has been found to be necessary in the Wildfire program's toolbox.

Over the past several biennia, DNR has had a proviso in the appropriations bill for General Fund-State dollars for suppression that precludes the use of General Fund-State dollars for administrative and indirect costs of Suppression. This creates inequities among the remaining DNR funds and accounts that support the state's suppression activities and restricts DNR's ability to redirect funds to shifting priorities.





Preliminary findings of the ZBB indicate that the Wildfire program is currently not funded to meet all of the 2021-23 Deliverables given DNR's statutory obligations, Wildfire Strategic Plan and Department Strategic Plan. That gap in funding is estimated to be a total of \$29,780,000, of which \$28,176,000 is in Preparedness (primarily in fire operations such as incident management team (IMT) support and additional resources such as firefighters, full-time permanent hand crews, safety and investigative resources, equipment, and technology), and \$1,604,000 is in Prevention. A more in-depth analysis of the program and the data contained in the ZBB will be presented in the March 1, 2021 report.

DNR submitted decision packages for the 2021-23 budget. Since the budget requests for the 2021-23 biennium were due in September, those were submitted pre-ZBB. Through the work of the ZBB, DNR determined that the following decision packages are related to the three categories--Preparedness, Prevention, and Suppression--of the Wildfire Program:

**\$484,800 – Fire Cost Tracking System** to respond to the JLARC 18-02 study. The system will help track expenditure information in Preparedness, Prevention, and Suppression.

**\$169,000 – Logistics Technology** to continue modernization of automated systems related to the regulatory functions in the Prevention category.

Because the wildfire season is different every year, DNR used the CFL for Suppression as the ZBB for Suppression. This is the CFL funding amount that is included in DNR's 2021-23 biennial budget submittal to OFM. DNR submits a supplemental request to OFM each fiscal year when suppression expenditures are projected to exceed the current fiscal period's appropriation amounts.

Due to the statewide, shared-resource model of the Wildfire program, it is challenging to define its scope. For example, in a typical fire season, the cost of the fleet and other equipment dedicated to the Wildfire program represents only a portion of total DNR fleet and equipment cost related to suppression. Due to time constraints, DNR was unable to determine the costs of the equipment from other programs utilized for suppression. This is a highly complex endeavor because it would be necessary to analyze fiscal data for several programs and disentangle the funding sources from several different program index codes. As a measure of the magnitude of the funding in other programs, in FY 2020, a notably light fire year, dedicated and shared fleet costs totaled \$4.6 million. The remaining work will be completed in time for the final report on March 1, 2021.

The Wildfire program has limited flexibility in how it spends much of its funding. State, local and federal funding come with specific limitations on their uses: federal funds come with specific restrictions on where the money can and cannot be spent; dedicated accounts have specific work in which those funds can be spent.

## PERFORMANCE MEASURES

The Wildfire program has performance measures which address many of its deliverables. These include:

- Currently meeting the 95% of total wildland fires contained at or below 10 acres on DNR-protected land despite another historic fire season, while working under the constraints imposed by the response to COVID-19 pandemic.
- Currently meeting performance targets for 10-person handcrews training, certification and availability for fire response in all but the 5th quarter due to COVID impacts and lack of availability at Naselle facility.
- Firefighter safety is obviously a significant priority. While we didn't expect to be dealing with a global deadly pandemic at the beginning of 2020 Wildfire season, during the last fire season DNR was a leader in setting up the best management practices for the COVID-19 response, with lower rate of firefighter COVID-19 cases than other wildland fire suppression agencies at federal and regional levels.

Additional analysis of the program's performance measures is expected to be delivered in the March 1, 2021 report. It is expected this analysis will help to identify, clarify and highlight additional opportunities.

## Our Work With the Legislature

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The performance review, along with the development of the ZBB, were started after DNR had submitted their 2021-23 budget decision packages to OFM. The review of the Wildfire program's activities, with the information garnered from the ZBB, will be used to inform future decision packages for budget requests and policy changes for the Wildfire program. This may include requests for statutory changes and/or budget enhancements to wildfire activities that may need additional resources to meet their mandates. Consequently, DNR hopes that OFM and the legislative fiscal committees will favorably consider its wildfire decision packages in the 2021-22 Session. DNR recognizes that this is not the customary budget process. However, given that this report is being developed at the same time that OFM is finalizing the Governor's budget, recommendations from the report could not have been submitted for consideration by OFM prior to the report's submission to the Legislature on December 1, 2020.









# Wildfire Division Mission, History, Organization

## Mission

The mission of the Washington State Department of Natural Resources (DNR) is to “Manage, sustain, and protect the health and productivity of Washington’s lands and waters to meet the needs of present and future generations.” Key to achieving this mission, the Wildfire Division serves as the state’s wildland firefighting agency, promoting public safety and protecting the health and productivity of the state’s lands and waters from the impacts of wildland fires, as well as the economic vitality of our communities.

The Vision of the DNR’s Wildfire program is: “All Washington — safely managing and living with wildland fire.” And its Mission is:

1. To acknowledge the role of fire in Washington’s wildlands.
2. To provide exemplary service and leadership in the effective and efficient protection of human life, natural resources, and property from wildfire.
3. To promote the role of healthy forests in minimizing the unwanted effects of wildfire to enhance the quality of life for Washington’s citizens.
4. To prevent and aggressively suppress wildfires in a safe manner.

In support of DNR’s Mission, the [DNR’s 2018 – 2021 Strategic Plan](#) further helps to focus DNR’s work on five key priorities. It identifies “Enhancing Forest Health and Wildfire Management” as one of the DNR’s top priorities. This strategic goal is a direct response to an increasingly worsening forest health crisis in Washington. Our forests are overly dense and dying because of overcrowding, drought, and disease. This, in addition to the effects of climate change, has led to more frequent and uncharacteristically large and severe wildland fires that are jeopardizing the state’s natural resources, our citizens’ health and safety, economic vitality, and the very existence of many of our rural communities. The successful implementation of this strategic goal is the shared responsibility of the Forest Health and Resiliency and Wildfire Divisions.

DNR’s Wildfire program is also guided by the [Washington State Wildland Fire Protection 10-Year Strategic Plan](#), which provides the blueprint for effective wildland fire protection in Washington and informs the policy and resource decisions made by DNR.

And finally, as established by EHSB 2093 passed by the Legislature in 2015, a [Wildland Fire Advisory Committee \(WFAC\)](#) and Wildland Fire Liaison have been established to advise the Commissioner of Public Lands on matters related to wildland firefighting in the state. This includes developing recommendations regarding DNR’s capital budget requests related to wildland firefighting and developing strategies to enhance the safe and effective use of private and public wildland firefighting resources. The WFAC is comprised of experts and stakeholders in wildland fire management across the state, and it has met regularly since 2015 to advise DNR on the management of its Wildfire program.



## History

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DNR assumed responsibility for forest fire prevention and suppression on public and private lands in Washington in 1958. This occurred shortly after DNR was established by the Washington State Legislature in 1957, under the leadership of then Commissioner of Public Lands Bert Cole. The DNR Forest Fire Suppression Account was created in the 1959 legislative session in House Bill 324, at the request of DNR. House Bill 324 was *"An Act relating to suppression of forest fires; making an appropriation; and declaring an emergency."* The account is funded through the Forest Fire Protection Assessment (FFPA), which is paid by private forest landowners and exempt entities (counties, cities, non-profits, and state landowners), and is specifically to help pay for the cost of preparing to fight wildland fires. Any landowner who pays FFPA also pays a Landowner Contingency assessment (LOC). LOC pays for emergency fire suppression when a FFPA landowner starts a fire during a landowner operation. The FFPA/LOC are assessed annually by DNR through the county assessor in the county where the forest landowner's parcel resides. The Wildfire program budget is \$164,441,400 for the 2019–21 biennium. The FFPA allotment for this biennium is \$17,769,700, and the LOC allotment is \$1,376,000, together comprising just 11.6% of the total Wildfire program budget. Revenues from FFPAs are estimated to be \$15,033,000 while LOC revenues are estimated to be \$566,000 this biennium.

## Organization

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The Commissioner of Public Lands leads DNR as Washington's largest wildfire fighting force. The Wildfire program reports to the Commissioner through DNR's Chief Operating Officer. Eight DNR administrative units work together to deliver the Wildfire program: The Wildfire Division, DNR's six region offices, and DNR Law Enforcement. The Wildfire Division provides overall, statewide direction and coordination. The region offices implement the Wildfire program within their specific geographic areas. Law Enforcement provides leadership for wildfire investigations and cost recovery.

The Wildfire Division is generally organized into four program areas: Operations and Aviation, Finance, Plans and Information, and Logistics. It is headed by a Division Manager who reports directly to the State Forester and Deputy Supervisor for Wildfire and Forest Health. The Division's operations are carried out by a little over 130 full-time employees, who work in DNR headquarters in Olympia, the state wildland fire compound in Tumwater, and the six DNR regional offices located around the state.

The services the Wildfire program provides can be divided into three categories, as directed in RCW Chapter 76.04 Forest Protection. These include the following:

### WILDLAND FIRE RESPONSE

DNR is the state's wildland firefighting agency and is directed to provide response to wildland fires to minimize impacts to forests, other natural resources, and public safety, on private and municipal lands for which the FFPA is assessed or are in state ownership (Protected Lands). There are a total of 13,994,772 acres of Protected Lands across the state. In addition to being responsible for fire suppression on Protected Lands, the agency also provides suppression on other lands through mutual aid agreements with other agencies. DNR is directed by RCW 76.04 to maintain and supply the necessary



personnel and equipment to accomplish this directive. During peak wildland fire season, DNR currently deploys over 1,300 permanent and seasonal firefighters; 120 wildland fire engines; 11 rotor wing aircraft; five contracted fixed-wing aircraft, as well as partnerships that provide access to an additional four fixed-wing aircraft.

The responsibility to investigate and make determinations of the cause of wildland fires, and to recover costs for fires resulting from illegal or negligent activities, is also the responsibility of DNR's Wildfire program.

## WILDLAND FIRE PREVENTION

DNR is directed by RCW 76.04 to implement regulations established to prevent wildland fires. This includes duties related to enforcing regulations, issuing and enforcing burning restrictions, implementing and enforcing the state's smoke management plan, issuing and enforcing permits for burning on Protected Lands, and ensuring required fire mitigation practices are employed. Prevention activities also include regulating recreational activities such as campfires, target shooting, and hunting.

## WILDLAND FIRE RESILIENCY

DNR's wildland fire program assists landowners with improving the resiliency of their property to wildland fire. The program works with the Forest Health and Resiliency Division to provide education, technical assistance, and cost-share programs for land management activities.

## DNR'S PROTECTION AUTHORITIES

Although "wildland" or "wildfire" may be referenced in this report, DNR protection authorities are generally limited to forestlands. In 2018, the Legislature passed [Substitute House Bill \(SHB\) 2561](#) directing the Wildland Fire Advisory Committee (WFAC) to study and recommend solutions to three of Washington's most critical wildland fire issues. With the assistance of DNR staff, the Committee prepared a report that provided an analysis and recommendations to address these issues.

The first issue addressed involved quantifying the amount of unprotected lands in Washington (i.e., land outside of an established fire district or jurisdiction and/or without a planned fire response) and making recommendations on how best to provide protection. The Committee and DNR staff identified approximately 358,000 acres of unprotected land in the state. The Committee recommended DNR assume protection of this land. Further, the Committee recommended protection be funded through an assessment similar to Forest Fire Protection Assessment (FFPA) and with supplemental funds allocated from the state general fund.

The second issue addressed how community programs can better help homeowners engage in wildland fire mitigation efforts. The Legislature directed the Committee to examine the value of community programs that educate homeowners and engage in preventative projects. To address this task, the Committee reviewed the Washington State Wildland Fire Protection 10-Year Strategic Plan. In doing so, the Committee identified two strategies of the Plan as priorities for community programs. The Committee recommendations focused on those strategies and set funding criteria for how community programs should be advanced.

The third issue addressed was how to better protect non-English speaking residents during wildland fire emergencies. The Committee, in consultation with DNR and relevant stakeholders, developed the Wildfire Response Communication Guidelines for Communities with Limited English Proficiency to provide guidance and best practices to DNR during fire events.





# Wildfire Program Beneficiaries and Partners

DNR's Wildfire program directly serves the 7.6 million citizens of the state, protecting their lands, waters, wildlife, and natural resources, as well as their communities from the impacts of uncontrolled wildland fires. In addition to benefits to the general public, specific groups of beneficiaries can also be identified. The Wildfire program works collaboratively with a broad range of partners across the state, region, nation, and increasingly, the international community to provide these services and benefits. The DNR Wildfire program also provides benefits to its partners as it collaborates on fire response, prevention, and increasing resiliency.

## Beneficiaries

While the DNR's wildland fire program directly serves all citizens of the state, six specific types of beneficiaries can be identified. These include:

- Washington State Trust Land Beneficiaries
- Small, Private, Non-industrial Forestland Owners
- Large, Private Industrial Forestland Owners
- Ranchers and Farmers
- Home Owners, Managed Communities, and Resorts
- Outdoor Recreationalists

### WASHINGTON STATE TRUST LAND BENEFICIARIES

DNR's public timberlands, rangelands, and agricultural lands are managed in trust to produce funding for public beneficiaries that include public schools, state universities and colleges, as well as others. DNR provides **fire response** and **fire prevention** services on these lands which helps to ensure they will continue to provide an ongoing source of revenue and other benefits. DNR currently provides fire protection and fire prevention services for approximately 2.64 million acres of Trust Lands.

### SMALL, PRIVATE, NON-INDUSTRIAL FORESTLAND OWNERS

Small, private forestland owners pay a FFPA to obtain **fire response** and **fire prevention** services to protect their land and timber from fire, in lieu of providing their own firefighting resources. DNR also provides fire resiliency services to this group of beneficiaries, through its landowner assistance program. This group is comprised of a range of landowners who own anywhere from a few acres to 10,000 acres of forestland. These landowners manage their lands for a variety of benefits, ranging from timber production and recreation to conservation. Currently, there is an estimated 5.7 million acres of small, private, non-industrial forestland protected by DNR.



## LARGE, PRIVATE INDUSTRIAL FORESTLAND OWNERS

Similarly, large industrial forestland owners also pay a FFPA to obtain **fire response** and **fire prevention** to protect their land and timber. This group primarily manages their forestlands to produce revenue from timber. Currently, there is an estimated 4.4 million acres of industrial timberland protected by DNR.

## RANCHERS AND FARMERS

There are millions of acres of lands in Washington that are used by ranchers to graze animals on private and state lands. Wildland fires can result in the loss of livestock and make lands unsuitable for grazing for years. Similarly, there are also millions of acres of state-owned and private farmlands across the state. Fires can cause significant losses to crops and orchards. DNR provides **fire response** and **fire prevention** services on state and private agricultural lands across the state, though primarily in eastern Washington.

## HOME OWNERS, MANAGED COMMUNITIES, AND RESORTS

There are thousands of residential homes located in wildland-fire prone areas across the state, and the number of homes at risk from wildland fires continues to grow. These homes are owned and maintained by individuals as well as associations, or some combination of the two. In addition to residential homes, there are numerous resorts located in wildland-fire prone locations. These homes and resorts may or may not be located on Protected Lands. DNR works closely with local fire districts, non-governmental organizations, and other entities to provide **fire prevention** and **fire resiliency** services to these beneficiaries.

## OUTDOOR RECREATIONALISTS

Outdoor recreation, including hiking, wildlife watching, camping, hunting, fishing, and many other activities are enjoyed by millions of Washingtonians and visitors every year. DNR provides **fire response** and **fire prevention** on lands specifically managed to provide recreation and conservation values, to help ensure they continue to provide those activities. In addition to much of the 2.64 million acres of Trust Lands available for recreation, it's estimated that DNR provides fire response and prevention for over 867,000 acres of state, county, and municipal lands available for recreation in Washington.



## Partners

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To achieve the goals of the program, the Wildfire program works collaboratively with a broad range of partners across the state, region, nation, and the international community. As the threat of wildland fires increases, both in the number of fires and in magnitude and intensity, greater resources are required to suppress them. This need can only be met through the pooling of resources around the state, region, country, and, now, world. The list of partner organizations is extensive and growing. Those DNR most regularly cooperates with can be grouped into categories, and include the following:

- Commission on African American Affairs
- Commission on Asian and Pacific American Affairs
- Commission on Hispanic Affairs
- International Governments
- Private Wildland Fire Contractors
- US Federal Government
- Washington Association of Conservation Districts (WACD)
- Washington Cattlemen's Association (WCA)
- Washington County and City Governments
- Washington Fire Adapted Communities (WAFAC)
- Washington State Agencies
- Washington's 29 Federally Recognized Tribes
- Washington's 419 Local Fire Districts
- Washington's State and Local Emergency Management Agencies
- Other State Forestry and Wildland Fire Agencies

### INTERNATIONAL GOVERNMENTS

DNR increasingly provides and coordinates crews, supplies, equipment, and air resources with international partners, specifically the Canadian government, to meet the increasing demand for firefighting resources for **fire response** during peak fire season. This is a part of the Northwest Wildland Fire Protection Agreement (Northwest Compact), which includes five Canadian Provinces and five US states.

### WASHINGTON'S 29 FEDERALLY RECOGNIZED TRIBES

DNR regularly provides crews, supplies, equipment, and air resources for **fire response** on tribal lands. Similarly, the state's tribes regularly provide crews and equipment in response to firefighting needs on state Protected Lands.

### US FEDERAL GOVERNMENT

As the state's lead agency for wildland fire DNR's relationship with the federal government is governed and outlined by the Master Wildland Fire Management and Stafford Act Agreement. As the state signatory to this agreement, DNR is responsible to work closely with the federal government on all aspects of **wildland fire management, including response**. DNR provides and coordinates crews, supplies, equipment, and air resources regularly with federal partners at the state, regional, and national level for wildland fire preparedness and response. These partners include:

- Bureau of Indian Affairs (BIA)
- Bureau of Land Management (BLM)
- National Park Service
- U.S.D.A Forest Service (USFS)
- United States Fish and Wildlife Service (USFWS)



## WASHINGTON STATE AGENCIES

DNR coordinates closely with state agencies for **fire response** on large fires through the State Mobilization process. DNR coordinates with the following agencies:

- Washington Department of Corrections (DOC)
- Washington Department of Ecology (DOE)
- Washington State Patrol
  - State Fire Marshall's Office (WSP)
- Washington's Military Department
  - Emergency Management Department (WEMD)
  - Army and Air National Guard

DNR also works with its sister agency, the Washington Department of Fish and Wildlife (WDFW), providing fire response and assisting with prescribed fire treatments on WDFW managed lands, and training for WDFW firefighters.

## STATE FORESTRY AND WILDLAND FIRE AGENCIES

Through Wildland Fire Response Compact Agreements, State-to-State Agreements and through mutual aid as outlined by the Master Wildland Fire Management and Stafford Act Agreement, DNR shares crews, supplies, equipment, and air resources with partnering state agencies across the US for **fire response**. DNR most frequently partners with the states of Alaska, Idaho, Oregon, and California:

- Alaska Department of Natural Resources (ADNR)
- California Department of Forestry and Fire Protection (CalFire)
- Idaho Department of Lands
- Oregon Department of Forestry (ODF)

## WASHINGTON'S 419 LOCAL FIRE DISTRICTS

DNR collaborates extensively with the state's 419 local fire districts. Fire districts are frequently the first responders to wildland fires, particularly in more remote areas of the state, and are vital partners in providing fire protection. DNR closely coordinates **fire response** with many districts and provides training, funding, equipment, and supplies to fire districts to increase local and district capacity. DNR also works collaboratively with fire districts on **fire prevention and fire resiliency**. DNR also coordinates the coordination and deployment of fire district resources to wildfire and all-hazard incidents both in the intrastate and interstate levels through the federal Interagency Resource Ordering Capability (IROC) system via our Forest Land Response Agreements with the fire districts. This was a role previously played by federal services but was recently passed to the states. DNR administers four different grant programs for increasing the capacity of fire districts, particularly small rural ones, including:

- Federal Excess Personal Property program, which provides federal surplus engines and other personal equipment;
- Firefighter Property program, which provides federal surplus engines and equipment;
- Volunteer Assistance program, which supplies equipment and funding for training, outreach, education, and other projects; and,
- Ready Reserve program, which provides training.





## WASHINGTON COUNTY AND CITY GOVERNMENTS

DNR works closely with county and city governments on **fire response, fire prevention, and fire resiliency**. In particular, DNR coordinates closely with county Emergency Management Departments and Sheriff's departments on fire response, particularly as it involves public notification of fire activity and evacuations.

## WASHINGTON STATE CONSERVATION DISTRICTS (WACD)

Conservation Districts are important partners in **fire prevention** and building **fire resiliency** in Washington's communities. DNR collaborates with them on implementing wildland fire education, outreach, and fire resiliency work for small forest landowners and home owners.

## WASHINGTON FIRE ADAPTED COMMUNITIES (WAFAC)

WAFAC is a key partner in **fire prevention** and building **fire resiliency** in Washington's communities. DNR collaborates with WAFAC on implementing wildland fire education, outreach, and fire resiliency work for small forest landowners and home owners. In addition, through our cooperative efforts with WAFAC, targeted information and education materials are provided to traditionally underserved communities, particularly those involved in agricultural production that are often highly impacted by wildland fires, to increase the level of service provided to them and begin to address this inequity.

## WASHINGTON CATTLEMEN'S ASSOCIATION (WCA)

The WCA is an important partner in improving **fire response** on grazing lands. WCA and DNR have collaborated to develop approaches for working with local ranchers to coordinate on suppression activities, share information important for fighting fires and protecting public safety, and minimizing impacts to livestock and grazing lands during fires.

## COMMISSIONS ON HISPANIC, ASIAN AND PACIFIC, AND AFRICAN AMERICAN AFFAIRS

DNR has increased its **fire prevention** and **fire resiliency** outreach to traditionally underserved communities through its collaboration with the Commissions on Hispanic, Asian and Pacific American, and African American Affairs. Working with these Commissions, the Wildfire program is able to reach many more citizens with information and educational materials and improve its level of service to these communities.

## PRIVATE WILDLAND FIRE CONTRACTORS

DNR contracts with numerous private companies, both large and small, to supply equipment, operators, and crews for **fire response** and **fire resiliency** activities. DNR also provides contractor wildland fire training and certification to ensure operator safety during suppression efforts.

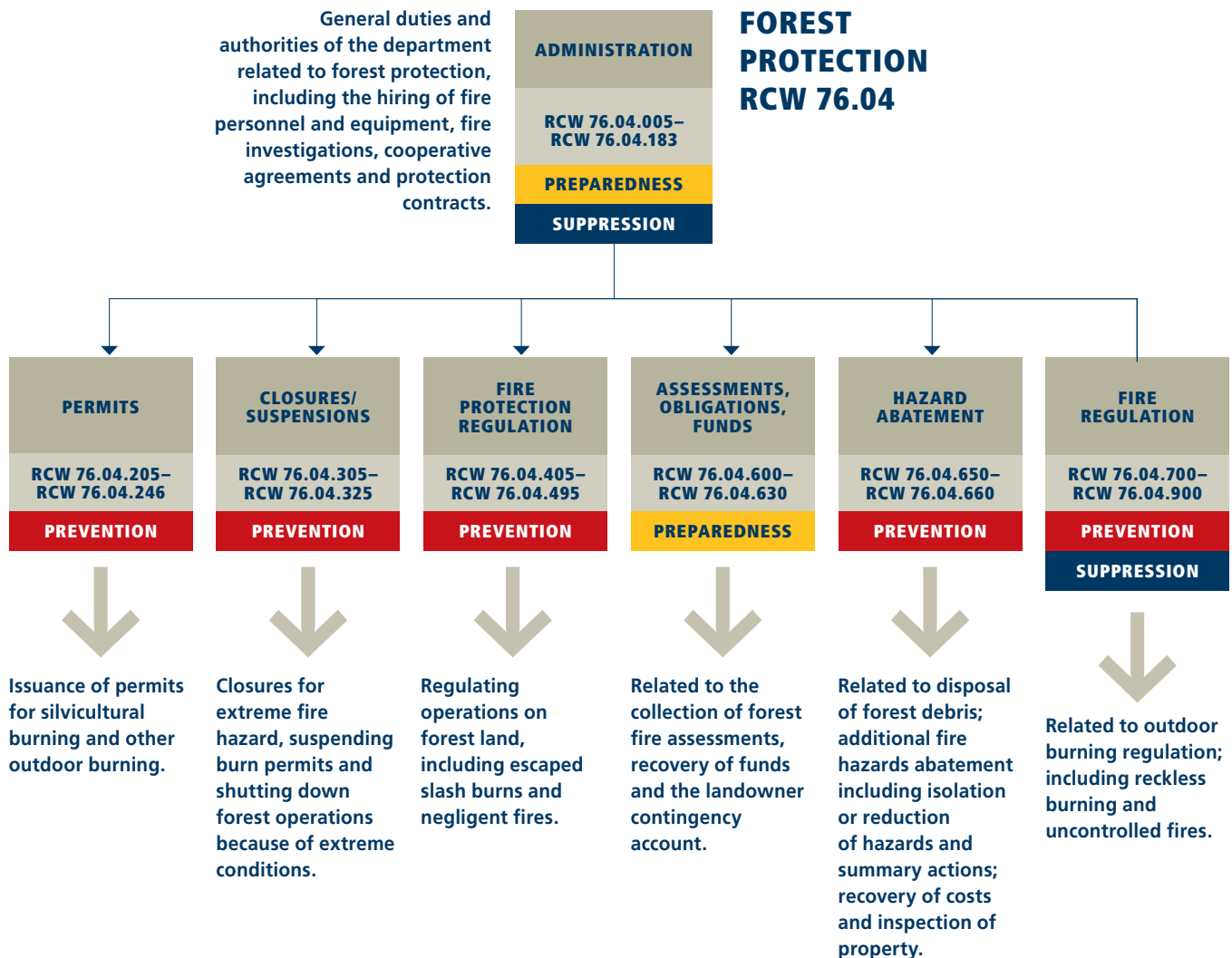


# Wildfire Overview

This section addresses two sections of the Proviso:

- a. A statement of the statutory basis or other basis for the creation of each subprogram within the resource protection program and the history of each subprogram that is being reviewed; and,
- b. A description of how each subprogram fits within the strategic plan and goals of DNR and an analysis of the quantified objectives of each subprogram within DNR.

Information includes the RCW 76.04 Forest Protection overview and for each Wildfire Activity there is the statutory basis and nexus with the DNR Strategic Plan and Wildland Fire Protection 10-year Strategic Plan.





## PPROGRAM OVERVIEW

ACTIVITY ALLOTMENT/PI	ANALYSIS OF PROGRAM STATUTORY BASIS, OBJECTIVES AND OTHER OBLIGATIONS	NEXUS WITH DNR STRATEGIC PLAN	NEXUS WITH WASHINGTON 10-YEAR WILDLAND FIRE PROTECTION STRATEGY
<p><b>Administration - 21A</b></p> <p><b>Wildfire and Forest Health and Resiliency Divisions Administrative Support</b></p>	<p><b>RCW 76.04 Forest Protection 76.04.015</b></p> <p>(1)...appoint trained personnel possessing the necessary qualifications to carry out the duties and supporting functions of the department and may determine their respective salaries.</p> <p>(2) ...have direct charge of and supervision of all matters pertaining to the forest fire service of the state.</p> <p>(3) (c)(i) Investigate the origin and cause of all forest fires to determine whether either a criminal act or negligence by any person, firm, or corporation caused the starting, spreading, or existence of the fire</p> <p>(g) Regulate and control the official actions of its employees, the wardens, and the rangers.</p> <p>(4)(a) Authorize all needful and proper expenditures for forest protection;</p> <p><b>RCW 43.88 Statewide Budgeting, Accounting, and Reporting System</b></p> <p>Provide administrative budgetary and fiscal support to both the Wildfire program and Forest Health &amp; Resiliency program.</p> <p>Follow statewide financial and administrative policies, provide financial consulting, monitoring, training, and produce programmatic budget reports.</p> <p>Responsible for fiscal year closing and supplemental reporting at the program level.</p>	<p><b>Goal A1 - Empowered and supported employees with the resources and tools necessary to accomplish the Department's mission.</b></p> <p><b>Strategy A 1.1:</b> Anticipate and meet the changing needs of the workforce by modernizing our workplace including policies and practices.</p> <p><b>Goal A2 - A culture of public service, safety, accountability and innovation.</b></p> <p><b>Strategy A 2.4:</b> Build cohesion within leadership teams and communicate agency priorities to increase organizational alignment and clarity.</p> <p><b>Strategy A 2.7:</b> Improve performance management tools and methods in order to foster a culture of feedback and accountability.</p> <p><b>Goal 3C - Enhance Forest Health and Wildfire Management</b></p> <p><b>Strategy C 3.2:</b> Engage federal, state, tribes and local agencies in collaborative planning, training, communications, and decision-making processes to increase resources and capacity at all levels.</p> <p><b>Strategy C 3.4:</b> Attract, recruit, and retain a highly skilled, diverse workforce to fulfill wildland fire management needs now and into the future.</p>	<p><b>Goal 1 - Washington's preparedness, response, and recovery systems are fully capable, integrated, and sustainable.</b></p> <p><b>S1:</b> Provide leadership and coordination to guide implementation and facilitate agency alignment.</p> <p><b>S2:</b> Use risk assessment to inform mitigation and protection planning and to establish priorities.</p> <p><b>S3:</b> Enhance and sustain a highly capable workforce.</p> <p><b>S4:</b> Advance sustainable funding.</p>



ACTIVITY ALLOTMENT/PI	ANALYSIS OF PROGRAM STATUTORY BASIS, OBJECTIVES AND OTHER OBLIGATIONS	NEXUS WITH DNR STRATEGIC PLAN	NEXUS WITH WASHINGTON 10-YEAR WILDLAND FIRE PROTECTION STRATEGY
<p><b>Fire Operations - 21X</b></p> <p><b>Operations Overhead</b></p> <p><b>Fixed Wing Aviation</b></p> <p><b>Rotor Wing Aviation</b></p> <p><b>Seasonal Firefighting Support</b></p> <p><b>Wildfire Program Public Disclosure and Litigation Requests</b></p>	<p><b>RCW 76.04 Forest Protection 76.04.015</b></p> <p>(1)...appoint trained personnel possessing the necessary qualifications to carry out the duties and supporting functions of the department and may determine their respective salaries.</p> <p>(2) ...have direct charge of and supervision of all matters pertaining to the forest fire service of the state.</p> <p>3(b)...take charge of and, consistent with RCW 76.04.021, direct the work of suppressing forest fires;</p> <p>3(g) Regulate and control the official actions of its employees, the wardens, and the rangers.</p> <p>(6)...(may) cooperate with any agency of another state, the United States or any agency thereof, the Dominion of Canada or any agency or province thereof, and any county, town, corporation, individual, or Indian tribe within the state of Washington in forest firefighting and patrol.</p> <p><b>76.04.155</b></p> <p>(1) ...employ a sufficient number of persons to extinguish or prevent the spreading of any fire that may be in danger of damaging or destroying any timber or other property on department protected lands.</p> <p><b>76.04.167</b></p> <p>(2)...establish and maintain a complete, cooperative, and coordinated forest fire protection and suppression program for the state...to primarily protect forest resources and suppress forest wildfires...</p> <p>to focus its efforts and resources on aggressively suppressing forest wildfires.</p> <p><b>76.04.750</b></p> <p>...summarily suppress any fire, when it is not controlled by a responsible party.</p> <p><b>76.04.181</b></p> <p>(1) Maximize the utilization of local fire suppression assets...</p> <p><b>ESSB 6168 - 19-21 66th Legislature 2019 Regular Session - Operating Budget - Sec 308 (15)</b></p> <p>Add one helicopter to the aviation Huey firefighting fleet. Add one helicopter to be utilized for both aviation training as well as fire response.</p>	<p><b>Goal 3C - Enhance Forest Health and Wildfire Management</b></p> <p><b>Strategy C 3.3:</b> With landowners and partners, establish a framework to develop and implement landscape-scale, pre-suppression plans to increase safety and efficiency, and minimize the risks and impacts of wildland fire.</p> <p><b>Goal C4 - A reduction in the risk of wildland fire to lives, communities, property, ecosystems, and working forests.</b></p> <p><b>Strategy C 4.1:</b> Communicate relevant and timely information about wildland fire risk to landowners, policy makers and the public, and assist communities in planning for future wildland fire events</p> <p><b>Strategy C 4.4:</b> Adopt and utilize risk-based tools to inform wildland fire management decisions in order to reduce the risk to life, property, and landscapes.</p>	<p><b>Goal 4 - Response is safe and effective.</b></p> <p><b>S9:</b> Establish effective protection for all lands.</p> <p><b>S10:</b> Improve response planning, operations, and infrastructure.</p>





ACTIVITY ALLOTMENT/PI	ANALYSIS OF PROGRAM STATUTORY BASIS, OBJECTIVES AND OTHER OBLIGATIONS	NEXUS WITH DNR STRATEGIC PLAN	NEXUS WITH WASHINGTON 10-YEAR WILDLAND FIRE PROTECTION STRATEGY
<b>Fire Cache - 21Y</b> <b>Fire Cache Operations</b>	<p><b>RCW 76.04 - Forest Protection</b></p> <p><b>76.04.015:</b> (2) ...have direct charge of and supervision of all matters pertaining to the forest fire service of the state.</p> <p><b>76.04.167:</b> (2)...establish and maintain a complete, cooperative, and coordinated forest fire protection and suppression program for the state.</p> <p><b>76.04.175:</b> ...establish a list of fire suppression equipment, such as portable showers, kitchens, water tanks, dozers, and hauling equipment, provided by the department so that the cost by unit or category can be determined and can be compared to the expense of utilizing private vendors.</p> <p><b>76.04.177:</b> compare the per use cost of the equipment to be purchased or constructed with the per use cost of utilizing private equipment.</p> <p><b>76.04.181:</b> ...engage in ongoing prefire season outreach and recruitment of qualified wildland fire suppression contractors and equipment owners who have valid incident qualifications for the type of contracted work to be performed and compile and annually update a master list of the qualified contractors.</p>	<p><b>Goal 3C - Enhance Forest Health and Wildfire Management</b></p> <p><b>Strategy C 3.2:</b> Engage federal, state, tribes and local agencies in collaborative planning, training, communications, and decision-making processes to increase resources and capacity at all levels.</p>	<p><b>Goal 4 - Response is safe and effective.</b></p> <p><b>S9:</b> Establish effective protection for all lands.</p> <p><b>S10:</b> Improve response planning, operations, and infrastructure.</p>
<b>DNR Fire Training - 21Z</b>	<p><b>RCW 76.04 - Forest Protection</b></p> <p><b>76.04.015:</b> (1)...appoint trained personnel possessing the necessary qualifications to carry out the duties and supporting functions of the department and may determine their respective salaries.</p> <p><b>76.04.167:</b> (1)(e): ...establish...a training program...to ensure personnel utilized on wildland fires have met the training standards and received appropriate certification to respond to fires within the capacity for which they were trained.</p> <p><b>76.04.167:</b> (2)...establish and maintain a complete, cooperative, and coordinated forest fire protection and suppression program for the state.</p> <p><b>ESSB 6168 - 19-21 66th Legislature 2019 Regular Session - Operating Budget - Training Cadre Proviso - Sec 308 (15)</b></p> <p>Provide dedicated staff to conduct fire response training.</p>	<p><b>Goal A1 - Empowered and supported employees with the resources and tools necessary to accomplish the Department's mission.</b></p> <p><b>Strategy A 1.3:</b> Provide leadership and learning opportunities and support the motivation of our employees to grow.</p> <p><b>Strategy A 2.7:</b> Improve performance management tools and methods in order to foster a culture of feedback and accountability.</p> <p><b>Goal 3C - Enhance Forest Health and Wildfire Management</b></p> <p><b>Strategy C 3.2:</b> Engage federal, state, tribes and local agencies in collaborative planning, training, communications, and decision-making processes to increase resources and capacity at all levels.</p>	<p><b>Goal 1 - Washington's preparedness, response, and recovery systems are fully capable, integrated, and sustainable.</b></p> <p><b>S1:</b> Provide leadership and coordination to guide implementation and facilitate agency alignment.</p> <p><b>S3:</b> Enhance and sustain a highly capable workforce.</p>
<b>Interagency Fire Training Academies - 286</b>	<p><b>ESHB 2376 - 64th Legislature 2016 Regular Session - 2016 Supplemental Operating Budget - Sec 308 (10)</b></p> <p>Funding provided solely for joint wildland fire training of department of natural resources, Washington national guard, local government, and tribal firefighters.</p>		



ACTIVITY ALLOTMENT/PI	ANALYSIS OF PROGRAM STATUTORY BASIS, OBJECTIVES AND OTHER OBLIGATIONS	NEXUS WITH DNR STRATEGIC PLAN	NEXUS WITH WASHINGTON 10-YEAR WILDLAND FIRE PROTECTION STRATEGY
<p><b>HB 2093 Wildland Fire Suppression - 287</b></p> <p><b>Wildland Fire Advisory Committee</b></p>	<p><b>RCW 43.30.111 Local wildland fire liaison</b></p> <p>(1) The commissioner must appoint a local wildland fire liaison that reports directly to the commissioner or the supervisor and generally represents the interests and concerns of landowners and the general public during any fire suppression activities of the department.</p> <p>(2) The role of the local wildland fire liaison is to:</p> <p>(a) Provide advice to the commissioner on issues such as access to land during fire suppression activities, the availability of local fire suppression assets, environmental concerns, and landowner interests; and,</p> <p>(b) Fulfill other duties as assigned by the commissioner or the legislature, including the recruitment of local wildland fire suppression contractors as provided in RCW 76.04.181.</p> <p>(3) In appointing the local wildland fire liaison, the commissioner must consult with county legislative authorities either directly or through an organization that represents the interests of county legislative authorities.</p> <p>76.04.179 Wildland Fire Advisory Committee</p> <p>(1) The commissioner must appoint and maintain a wildland fire advisory committee to generally advise the commissioner on all matters related to wildland firefighting in the state. This includes, but is not limited to, developing recommendations regarding department capital budget requests related to wildland firefighting and developing strategies to enhance the safe and effective use of private and public wildland firefighting resources.</p> <p>(3) The local wildland fire liaison serves as the administrative chair for the wildland fire advisory committee.</p> <p>(4) The department must provide staff support for all committee meetings.</p> <p><b>ESHB 6052 - 64th Legislature 2015 3rd Special Session - Sec 308 (9)</b></p> <p>Funding provided solely for implementation of chapter 182, Laws of 2015 (ESHB 2093)</p>	<p><b>Goal C3 - Enhance Forest Health and Wildfire Management</b></p> <p><b>Strategy C 3.2:</b> Engage federal, state, tribes and local agencies in collaborative planning, training, communications, and decision-making processes to increase resources and capacity at all levels.</p> <p><b>Goal C4 - A reduction in the risk of wildland fires to lives, communities, property, ecosystems, and working forests.</b></p> <p><b>Strategy C 4.1:</b> Communicate relevant and timely information about wildland fire risk to landowners, policy makers and the public, and assist communities in planning for future wildland fire events.</p> <p><b>Strategy C 4.4:</b> Adopt and utilize risk-based tools to inform wildland fire management decisions in order to reduce the risk to life, property, and landscapes.</p> <p><b>Strategy C 4.5:</b> Work with local governments to engage and educate the public on the risks of living in the Wildland Urban Interface (WUI).</p>	<p><b>Goal 1 - Washington's preparedness, response, and recovery systems are fully capable, integrated, and sustainable.</b></p> <p><b>S1:</b> Provide leadership and coordination to guide implementation and facilitate agency alignment.</p> <p><b>S1.2:</b> Assign the Wildland Fire Advisory Committee (WFAC) the responsibility of providing advice on risk planning, prioritizing mitigation resources, and facilitating stakeholder engagement.</p> <p><b>S2:</b> Use risk assessment to inform mitigation and protection planning and to establish priorities.</p> <p><b>S4:</b> Advance sustainable funding.</p>



ACTIVITY ALLOTMENT/PI	ANALYSIS OF PROGRAM STATUTORY BASIS, OBJECTIVES AND OTHER OBLIGATIONS	NEXUS WITH DNR STRATEGIC PLAN	NEXUS WITH WASHINGTON 10-YEAR WILDLAND FIRE PROTECTION STRATEGY
<p><b>Camps Program - 12Z</b> <b>Correctional Camps</b></p>	<p><b>RCW 76.04 - Forest Protection 76.04.015</b></p> <p>(1)...appoint trained personnel possessing the necessary qualifications to carry out the duties and supporting functions of the department and may determine their respective salaries.</p> <p>(2) ...have direct charge of and supervision of all matters pertaining to the forest fire service of the state.</p> <p>(6)...(may) cooperate with any agency of another state, the United States or any agency thereof, the Dominion of Canada or any agency or province thereof, and any county, town, corporation, individual, or Indian tribe within the state of Washington in forest firefighting and patrol.</p> <p><b>76.04.167: (2)</b>...establish and maintain a complete, cooperative, and coordinated forest fire protection and suppression program for the state.</p> <p><b>ESSB 6168 - 19-21 66th Legislature 2019 Regular Session - Operating Budget - Sec 308 (15)</b></p> <p><b>Camps Proviso:</b> Increase the capacity of correctional camp fire crews by replacing aging equipment and creating opportunities for 80 additional crew members, bringing total program enrollment to 380.</p> <p><b>Other statutory references</b></p> <p>Chapter 175, Session Laws of 1943, Twenty-Eighth Session - Useful Employment for Inmates of Penal Institutions</p> <p>Chapter 172, Extraordinary Session of 1965, Thirty-Ninth Legislature, Volume No. 2 - Buildings-Higher Education-State Agencies-Financing</p>	<p><b>Goal C3 - A shared vision of the future of wildland fire management that meets the challenges of increasingly uncharacteristic wildland fires, a changing landscape, and protecting a growing population.</b></p> <p><b>Strategy C 3.2:</b> Engage federal, state, tribes and local agencies in collaborative planning, training, communications, and decision-making processes to increase resources and capacity at all levels.</p> <p><b>Goal C4 - A reduction in the risk of wildland fires to lives, communities, property, ecosystems, and working forests.</b></p> <p><b>Strategy C 4.2:</b> Support Fire-Adapted Communities and landowner assistance programs that provide resources to coordinate risk reduction activities including defensible space near homes and structures.</p> <p><b>Strategy C 4.3:</b> Conduct fuels reduction treatments, including mechanical and prescribed fire treatments, in the Wildland Urban Interface (WUI) to increase firefighter and public safety and protect communities.</p>	<p><b>Goal 1 - Washington preparedness, response, and recovery systems are fully capable, integrated, and sustainable.</b></p> <p><b>S1:</b> Provide leadership and coordination to guide implementation and facilitate agency alignment.</p> <p><b>S3:</b> Enhance and sustain a highly capable workforce.</p>



ACTIVITY ALLOTMENT/PI	ANALYSIS OF PROGRAM STATUTORY BASIS, OBJECTIVES AND OTHER OBLIGATIONS	NEXUS WITH DNR STRATEGIC PLAN	NEXUS WITH WASHINGTON 10-YEAR WILDLAND FIRE PROTECTION STRATEGY
<p><b>Protection Assistance - 23A</b></p> <p><b>Fire District Assistance Program</b></p>	<p><b>RCW 76.04 Forest Protection</b></p> <p><b>76.04.015: (6)</b>...(may) cooperate with any agency of another state, the United States or any agency thereof, the Dominion of Canada or any agency or province thereof, and any county, town, corporation, individual, or Indian tribe within the state of Washington in forest firefighting and patrol.</p> <p><b>76.04.025:</b> Receive and disburse any and all moneys contributed, allotted, or paid by the United States under the authority of any act of Congress for use in cooperation with the state of Washington in protecting and developing forests.</p> <p><b>76.04.135 : (4)</b>...transfer ownership of depreciated firefighting vehicles and related equipment upon terms subject to mutual agreement to local fire districts in wildland fire prone areas</p> <p><b>76.04.610: (3)</b> at the discretion of the department disperse up to two hundred thousand dollars per year of this assessment (forest fire protection assessment) in support of those rural fire districts assisting the department in fire protection services on forestlands.</p> <p><b>The Federal Authorities (FEPP and FFP)</b></p> <p>Cooperative Forestry Assistance Act of 1978 authorizes the FEPP Program (16 U.S.C. § 2106(c) as an element of the Cooperative Fire Protection Program (16 U.S.C. § 2106(b)). Under these authorities, the FOREST SERVICE may lend FEPP needed for rural fire protection to the State and to local paid or unpaid fire departments for their use.</p> <p>The Department of Defense FFP Program is authorized by 10 U.S.C. § 2576b, which provides for the transfer to State firefighting agencies excess DoD personal property that is suitable for use in providing fire and emergency medical services.</p> <p>The Economy Act, 31 U.S.C. § 1535, authorizes the FOREST SERVICE to distribute FFP as a service provided to DoD.</p>	<p><b>Goal 3C - Enhance Forest Health and Wildfire Management</b></p> <p><b>Strategy C 3.2:</b> Engage federal, state, tribes and local agencies in collaborative planning, training, communications, and decision-making processes to increase resources and capacity at all levels.</p> <p><b>Goal C4 - A reduction in the risk of wildland fires to lives, communities, property, ecosystems, and working forests.</b></p> <p><b>Strategy C 4.1:</b> Communicate relevant and timely information about wildland fires risk to landowners, policy makers and the public, and assist communities in planning for future wildland fire events</p> <p><b>Strategy C 4.4:</b> Adopt and utilize risk-based tools to inform wildland fire management decisions in order to reduce the risk to life, property, and landscapes.</p>	<p><b>Goal 1 - Washington preparedness, response, and recovery systems are fully capable, integrated, and sustainable.</b></p> <p><b>S1:</b> Provide leadership and coordination to guide implementation and facilitate agency alignment.</p> <p><b>S2:</b> Use risk assessment to inform mitigation and protection planning and to establish priorities.</p>



ACTIVITY ALLOTMENT/PI	ANALYSIS OF PROGRAM STATUTORY BASIS, OBJECTIVES AND OTHER OBLIGATIONS	NEXUS WITH DNR STRATEGIC PLAN	NEXUS WITH WASHINGTON 10-YEAR WILDLAND FIRE PROTECTION STRATEGY
<b>Prescribed Fire* - 27V Prescribed Burning Program</b>	<b>RCW 76.04 Forest Protection</b> <b>76.04.183:</b> ...create a prescribed burn manager certification program for those who practice prescribed burning in the state. <b>76.06.200</b> Forest health assessment and treatment framework. <b>ESHB 2928 (2016)</b> ...assess benefits and impacts of prescribed fire as a tool for forest health, restoration and community protection	<b>Goal 3C - Enhance Forest Health and Wildfire Management</b> <b>Strategy C 3.2:</b> Engage federal, state, tribes and local agencies in collaborative planning, training, communications, and decision-making processes to increase resources and capacity at all levels. <b>Strategy C 3.3:</b> With landowners and partners, establish a framework to develop and implement landscape-scale, pre-suppression plans to increase safety and efficiency, and minimize the risks and impacts of wildland fires. <b>Goal C4 - A reduction in the risk of wildland fire to lives, communities, property, ecosystems, and working forests.</b> <b>Strategy C 4.3:</b> Conduct fuels reduction treatments, including mechanical and prescribed fire treatments, in the Wildland Urban Interface (WUI) to increase firefighter and public safety and protect communities.	<b>Goal 2 - Landscapes are resilient—in the face of wildland fire, they resist damage and recovery quickly.</b> <b>S5:</b> Expand programs and practices to manage fuels and vegetation.
<b>Forest Fire Protection Assessment Program Coordination - 23A</b>	<b>RCW 76.04 - Forest Protection</b> <b>76.04.600:</b> Approve forest landowner protection... <b>76.04.610: (1)(a)</b> ...provide protection if forest landowner fails to do so, and impose the forest fire protection assessments on each parcel of such land... <b>(2)(b)</b> ...refund certain assessments if taxes are paid...and compute correct assessments ... <b>76.04.630:</b> ...collect the landowner contingency fund assessment in the same manner as forest protection assessments...	<b>Goal 3C - Enhance Forest Health and Wildfire Management</b> <b>Strategy C 3.2:</b> Engage federal, state, tribes and local agencies in collaborative planning, training, communications, and decision-making processes to increase resources and capacity at all levels. <b>Goal C4 - A reduction in the risk of wildland fires to lives, communities, property, ecosystems, and working forests.</b> <b>Strategy C 4.1:</b> Communicate relevant and timely information about wildland fire risk to landowners, policy makers and the public, and assist communities in planning for future wildland fire events. <b>Strategy C 4.4:</b> Adopt and utilize risk-based tools to inform wildland fire management decisions in order to reduce the risk to life, property, and landscapes.	<b>Goal 1 - Washington preparedness, response, and recovery systems are fully capable, integrated, and sustainable.</b> <b>S2:</b> Use risk assessment to inform mitigation and protection planning and to establish priorities. <b>Goal 4 - Response is safe and effective.</b> <b>S9:</b> Establish effective protection for all lands.

\* Additional plans and partners contribute to how DNR approaches the work. The 20-Year Forest Health Strategic Plan for Eastern Washington (2017-2037) establishes goals of conducting 1.25 million acres of restoration treatments to increase forest/watershed resilience, reduce the risk of uncharacteristic wildland fire and other disturbances to help protect lives, communities, property, ecosystems, assets and working forests. The strategy further goals of developing monitoring programs to monitor forest/watershed conditions, assess progress, and reassess strategies over time. DNR also works closely with the Washington Prescribed Fire Council, US Forest Service, WDFW and other partners, to support the expansion of the use of prescribed fire for forest health and fuels reduction burns across the state. This involves supporting the Prescribed Fire Training Exchange (TRES) program, increased cooperative burning across land ownerships, and taking a lead role in the support of partner agencies by providing resources, technical assistance and funding towards the increased use of prescribed fire as a management tool.





ACTIVITY ALLOTMENT/PI	ANALYSIS OF PROGRAM STATUTORY BASIS, OBJECTIVES AND OTHER OBLIGATIONS	NEXUS WITH DNR STRATEGIC PLAN	NEXUS WITH WASHINGTON 10-YEAR WILDLAND FIRE PROTECTION STRATEGY
<p><b>Fire Regulation - 23A</b></p> <p><b>Fire Prevention Education</b></p> <p><b>Silvicultural Burning Permits</b></p> <p><b>Smoke Management Plan</b></p>	<p><b>RCW 76.04 - Forest Protection</b></p> <p><b>76.04.015: (2)(b)</b>...take charge of and, consistent with RCW 76.04.021, direct the work of suppressing forest fires.</p> <p><b>76.04.205: (2)</b>...condition and issue burning permits...</p> <p>(4)...refuse, revoke, or postpone the use of permits to burn when necessary for the safety of adjacent property or when necessary to prevent air pollution as provided in chapter 70.94 RCW.</p> <p><b>76.04.305:</b> ...recommend to the commissioner areas to be designated as regions of extra fire hazard...and post these areas...</p> <p><b>76.04.315:</b> ...recommend to the commissioner an order suspending burning permits/privileges.</p> <p><b>76.04.325:</b> ...recommend to the commissioner an order shutting down all logging, land clearing, or other industrial operations which may cause a fire...</p> <p><b>76.04.405:</b> ...regulate spark emitting equipment.</p> <p><b>76.04.660: (3)</b>...adopt rules defining areas of extreme fire hazard that the owner and person responsible shall abate...</p> <p><b>(4)</b>...adopt rules defining other conditions of extreme fire hazard with a high potential for fire spreading to lands in other ownerships.</p>	<p><b>Goal 3C - Enhance Forest Health and Wildfire Management</b></p> <p><b>Strategy C 3.2:</b> Engage federal, state, tribes and local agencies in collaborative planning, training, communications, and decision-making processes to increase resources and capacity at all levels.</p> <p><b>Goal C4: A reduction in the risk of wildland fires to lives, communities, property, ecosystems, and working forests.</b></p> <p><b>Strategy C 4.1:</b> Communicate relevant and timely information about wildland fire risk to landowners, policy makers and the public, and assist communities in planning for future wildland fire events.</p>	<p><b>Goal 3 - Communities are prepared and adapted for current and future wildland fire regimes.</b></p> <p><b>S7:</b> Reduce human-related wildland fire.</p>



ACTIVITY ALLOTMENT/PI	ANALYSIS OF PROGRAM STATUTORY BASIS, OBJECTIVES AND OTHER OBLIGATIONS	NEXUS WITH DNR STRATEGIC PLAN	NEXUS WITH WASHINGTON 10-YEAR WILDLAND FIRE PROTECTION STRATEGY
<p><b>Community WF Preparedness and Prevention - 27Y</b></p> <p><b>Forest Health Preparedness and Prevention</b></p> <p><b>Emergency Forest Restoration Program</b></p> <p><b>Wildland Urban Interface</b></p> <p><b>25HB1784 Wildfire Prevention</b></p> <p><b>CWFPP Preparedness and Prevention Proviso</b></p>	<p><b>RCW 19.27 – State Building Code</b></p> <p><b>19.27.560</b> enacts portions of the 2018 International Code Council International Wildland Urban Interface Code upon completion of the Statewide wildland urban interface map</p> <p><b>RCW 43.30 Department of Natural Resources</b></p> <p><b>43.30.580:</b> (1) The department shall, to the extent practical within existing resources, establish a program of technical assistance to counties, cities, and towns for the development of findings of fact and maps establishing the wildland urban interface areas of jurisdictions in accordance with the requirements of the International Wildland Urban Interface Code as adopted by reference in RCW 19.27.560.</p> <p>(2) The department shall develop and administer a grant program, subject to funding provided for this purpose, to provide direct financial assistance to counties, cities, and towns for the development of findings of fact and maps establishing wildland urban interface areas. Applications for grant funds must be submitted by counties, cities, and towns in accordance with regulations adopted by the department. The department is authorized to make and administer grants on the basis of applications, within appropriations authorized by the legislature, to any county, city, or town for the purpose of developing findings of fact and maps establishing wildland urban interface areas.</p> <p><b>RCW 76.04 - Forest Protection</b></p> <p><b>76.04.015:</b> (4)(b) Adopt rules consistent with this section for the prevention, control, and suppression of forest fires as it considers necessary...</p> <p><b>76.04.025:</b> ...receive and disburse any and all moneys contributed, allotted, or paid by the United States under the authority of any act of Congress for use in cooperation with the state of Washington in protecting and developing forests.</p> <p><b>76.04.035: (2) (a)</b>...to provide forest fire prevention and protection information to the public.</p> <p><b>Coop. Forestry Assistance Act:</b> Funds programs through the USFS State and Private Forestry Program. Provides funding for prevention/education, preparedness, and fuel reduction activities.</p> <p><b>ESSB 6168 CWFPP Preparedness and Prevention Proviso:</b> Add a Community Risk/ Wildfire Preparedness Analyst specifically focused on analyzing methods to support implementation of the 10-Year Wildland Fire Protection Strategy and the National Cohesive Wildfire Strategy.</p>	<p><b>Goal 3C - Enhance Forest Health and Wildfire Management</b></p> <p><b>Strategy C 3.3:</b> With landowners and partners, establish a framework to develop and implement landscape-scale, pre-suppression plans to increase safety and efficiency, and minimize the risks and impacts of wildland fires.</p> <p><b>Goal C4 - A reduction in the risk of wildland fire to lives, communities, property, ecosystems, and working forests.</b></p> <p><b>Strategy C 4.1:</b> Communicate relevant and timely information about wildland fire risk to landowners, policy makers and the public, and assist communities in planning for future wildland fire events.</p> <p><b>Strategy C 4.2:</b> Support Fire-Adapted Communities and landowner assistance programs that provide resources to coordinate risk reduction activities including defensible space near homes and structures.</p> <p><b>Strategy C 4.3:</b> Conduct fuels reduction treatments, including mechanical and prescribed fire treatments, in the Wildland Urban Interface (WUI) to increase firefighter and public safety and protect communities.</p> <p><b>Strategy C 4.4:</b> Adopt and utilize risk-based tools to inform wildland fire management decisions in order to reduce the risk to life, property, and landscapes.</p> <p><b>Strategy C 4.5:</b> Work with local governments to engage and educate the public on the risks of living in the Wildland Urban Interface (WUI).</p>	<p><b>Goal 2 - Landscapes are resilient—in the face of wildland fire, they resist damage and recovery quickly.</b></p> <p><b>S5:</b> Expand programs and practices to manage fuels and vegetation.</p> <p><b>Goal 3 - Communities are prepared and adapted for current and future wildland fire regimes.</b></p> <p><b>S6:</b> Establish and sustain fire-adapted communities.</p> <p><b>S7:</b> Reduce human-related wildland fire.</p> <p><b>S8:</b> Meet post-fire recovery needs, building on current capacity and capabilities.</p>









## Performance Measures and Reports

This section addresses existing performance measures and two different reports, Annual Seasonal Fire Report and Monthly Fire Suppression Report, for which the Wildfire Division is able or required to compile data. The performance measures will be reviewed for their effectiveness to monitor and evaluate the Wildfire program's work. It is expected that existing measures would be modified and additional measures established. The assessment will be a part of the report to the legislature presented March 1, 2021.

### Performance Measures

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#### **2019-21 target and description of the four current performance measures:**

- 95% of total wildland fires contained at or below 10 acres on DNR-protected land.
- Average of 21, 10-person handcrews trained, certified, and available for fire response.
- 30 new communities with Community Wildfire Protection Plans and/or are recognized under Firewise USA® or Fire Adapted Communities receiving technical or financial assistance from DNR.
- 9,500 acres of non-industrial private forests improved with forest health management actions and/or fuel reduction treatments through technical or financial assistance from DNR.

Performance measures quarterly updates are provided to the OFM and legislative staff. Details and updates for each performance measure are outlined below for the current and two prior biennium.



## PERFORMANCE MEASURE #1

### FIRE CONTROL – PREPAREDNESS, FIRE SUPPRESSION

Keeping the percentage of total wildland fires contained at or below 10 acres on DNR-protected land will help to prevent loss of life, damage to natural resources, and increased costs from fighting larger fires. The ability to meet this goal is totally dependent on the weather and fuel conditions, fire activity at that time, and resources available to immediately suppress. For example, if there are many fires at the same time or a significant weather event, it may make our ability to address them all quickly more difficult. Similarly, when we have a significant number of fires on the landscape at the same time, with limited resources to fight the wildfires, it may limit our ability to get on the fires quickly and suppress them quickly. Current biennium average is just under the 95% target.

### PERFORMANCE DETAILS BY QUARTER

BIENNIUM	2019-21		2017-19		2015-17	
PERIOD	ACTUAL	TARGET	ACTUAL	TARGET	ACTUAL	TARGET
Q8		95%	96.7%	95%	95.3%	95%
Q7		95%	87.1%	95%	100%	95%
Q6		95%	96.2%	95%	100%	95%
Q5	92.2%	95%	92.5%	95%	96.4%	95%
Q4	95.4%	95%	98%	95%	95.8%	95%
Q3	96.7%	95%	80%	95%	94.1%	95%
Q2	92.3%	95%	89.3%	95%	91.7%	95%
Q1	95.9%	95%	92%	95%	90.4%	95%

#### PERFORMANCE DETAILS FOR CURRENT BIENNIUM:

**Q1:** Exceeded the performance measure by keeping 95.9% of them at 10 acres or less.

**Q2:** Did not exceed as a total of 92.3% of fires were kept at 10 acres or less. The total number of classified fires was 52, of which 48 were less than or equal to 10 acres in size.

**Q3:** Exceeded the performance measure by keeping 96.7% of them at 10 acres or less.

**Q4:** Exceeded the performance measure by keeping 95.4% of them at 10 acres or less.

**Q5:** Did not exceed the performance measure as 605 of 656 total fires were 10 acres or less, which equals 92.2% of fires.

**Q6 – 8:** Actuals are TBD.

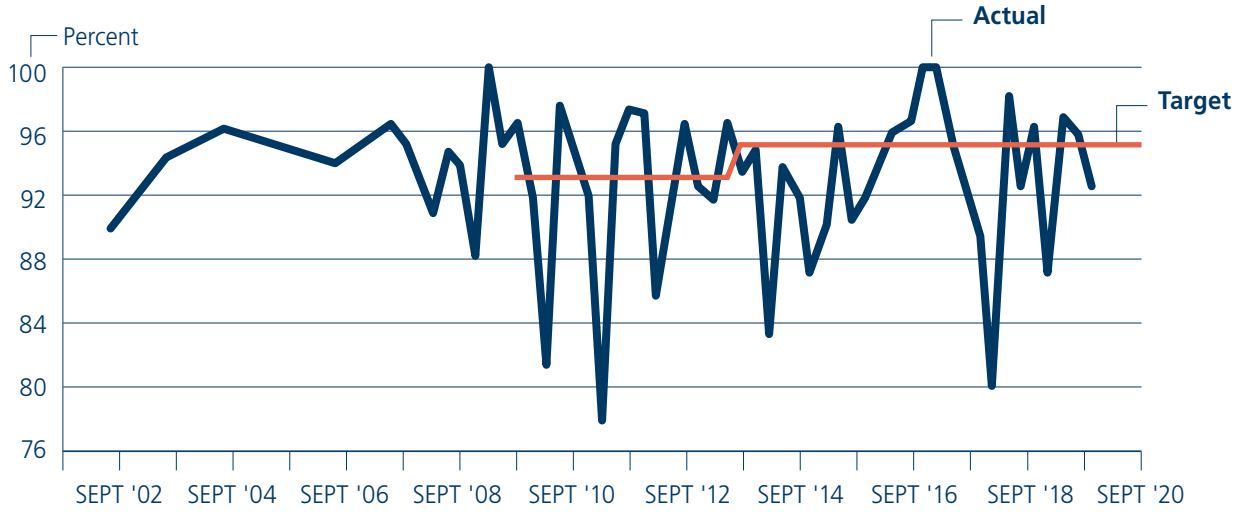
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The following graph shows the target and actual percentage going back to 2001. Since 2014, the performance measure set is 95% of total wildland fires contained at or below 10 acres on DNR-protected land. The ability to meet it is totally dependent on the fire activity that occurs and the ability to immediately suppress. Factors that can impact the ability to meet the target include significant weather events combined with critical fuel conditions, such as high winds or dry lightning storms. Limited availability of heavy resources can also reduce initial attack effectiveness.

### FIRE CONTAINMENT-001439





## PERFORMANCE MEASURE #2 RESOURCE PROTECTION – CORRECTIONAL CAMPS

The number of 10-person hand crews trained, certified, and available for fire response. Our ability to meet it may also vary, and is usually dependent on crew member availability at a particular facility. DNR did not meet its crew targets for 4 of 5 previous quarters due to COVID impacts and lack of availability at Naselle facility. The current biennium target is an average of 21 crews.

### PERFORMANCE DETAILS BY QUARTER

BIENNIUM	2019-21		2017-19		2015-17	
	ACTUAL	TARGET	ACTUAL	TARGET	ACTUAL	TARGET
Q8		24	27	24	26	27
Q7		8	8	24	7	27
Q6		24	19	24	18	27
Q5	24	27	26	24	27	27
Q4	26	24	22	24	26	27
Q3	7	8	9	24	17	27
Q2	21	24	12	24	21	27
Q1	26	27	24	24	27	27
Q1	95.9%	95%	92%	95%	90.4%	95%

#### PERFORMANCE DETAILS FOR CURRENT BIENNIUM:

- Q1:** Crew number are down by one from lack of availability from Naselle.
- Q2:** Crew numbers are low due to Naselle camp not having fire crews.
- Q3:** Crew number are low due to Covid-19 and the impact to training and foremen availability, expired refreshers and physical fitness testing.
- Q4:** Crew numbers are above the target level.
- Q5:** Crew numbers are low due to COVID-19 impacts and crew availability.
- Q6 – 8:** Number represents average camp crews. Actuals are TBD.



## PERFORMANCE MEASURE #3 FIRE PREVENTION

Ensuring Washington's communities and citizens are better equipped for wildland fires, DNR prevention programs include efforts to increase awareness and encourage personal and community responsibility for taking action. Currently, the program measures performance by utilizing the number of communities with Community Wildfire Protection Plans and are recognized under Firewise USA® or Fire Adapted Communities receiving technical or financial assistance from DNR to make their communities more resilient to wildland fire. At the beginning of the current biennium, there were 217 communities and now there are 231 total, slightly behind schedule of the biennium target of 30 new communities.

### PERFORMANCE DETAILS BY QUARTER

BIENNIUM	2019-21		2017-19		2015-17	
PERIOD	ACTUAL	TARGET	ACTUAL	TARGET	ACTUAL	TARGET
Q8		5	3	15	98	22
Q7		5	2	10	92	21
Q6		5	1	10	98	19
Q5	3	5	1	10	103	21
Q4	1	0	1	0	97	23
Q3	3	5	2	0	95	21
Q2	5	5	12	0	97	27
Q1	2	0	6	0	90	23

### PERFORMANCE DETAILS FOR CURRENT BIENNIUM

**Q1: 2 new sites added** (Edelweiss in Okanogan County and Inverness in Spokane County).

**Q2: 5 new sites added:** Clark's Point (Whatcom County), Deer Cove (Yakima County), Reflection Lake (Spokane County), Trilogy of Tehaleh (Pierce County), and Whidbey Island Campers Haven (Island County).

**Q3: 3 new sites added:** Columbia Springs Estates (Lincoln County), Mountain Vista Estates (Chelan County), and Standing Rock Ranch (Chelan County).

**Q4: 1 new site added:** Thunder Ridge (Mason County).

**Q5: 3 new sites added:** White Point Road (San Juan County), Silva Ridge Water Group (Klickitat County), and Pondilla Estates (Island County).

**Q6-8: No additional details.** Actuals are TBD.

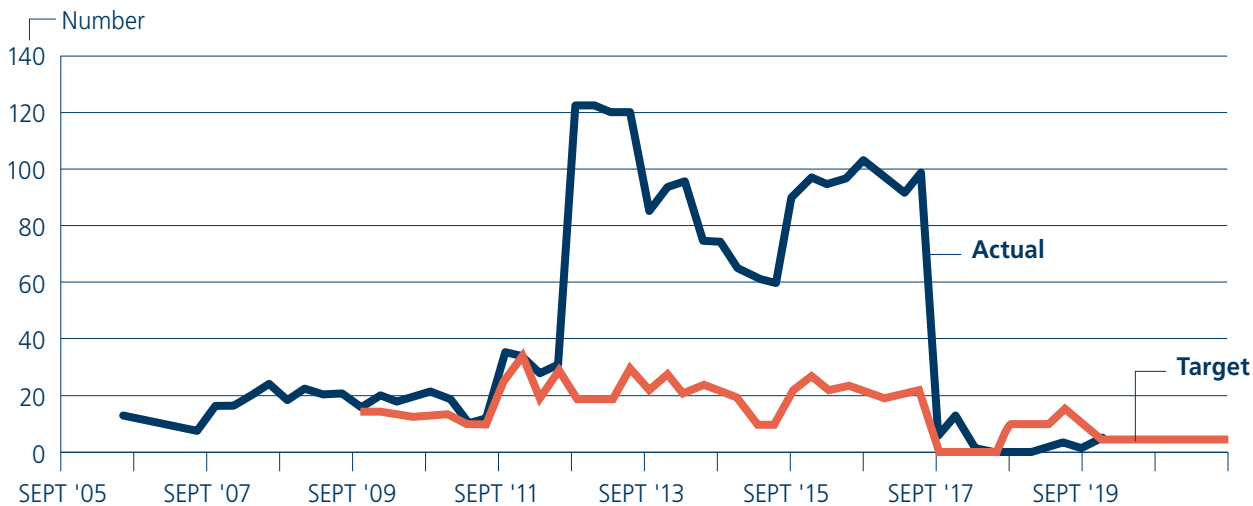


The following graph shows the history back to September 2005 of voluntary participation in community risk reduction programs, such as Fire Adapted Communities (FAC) and National Fire Protection Association’s Firewise USA® in addition to communities covered through Community Wildfire Protection Plan (CWPP) updates or development. The elevated portion of the graph is due to federal funding available to provide incentives in the form of grants and reimbursements to communities for participating in the Firewise USA® recognition program. When the incentives expired, participation rapidly declined because DNR was not as actively engaged with communities due to staff and budget limitations.

It is also important to note the drop coincides with a change in the reporting process: The 2015-17 biennium numbers are the total participants in the Firewise USA® program because that was the focus of the performance measure and funding. The 2017-19 biennium numbers reported are only the newly participating sites beyond the base number of communities covered by or participating in the programs. The base number of communities is revised at the beginning of each calendar year and includes the number of communities covered by CWPPs, with active FAC program participation, and Firewise USA® renewal requirements completion.

DNR is changing some program activities to increase community preparedness outreach and implementation using new methods such as community-based social marketing to improve public awareness and participation. Changes to the performance measures are expected and will be discussed in the March 1, 2021 report.

### COMMUNITY WILDFIRE PROTECTION PLANS–001440





## PERFORMANCE MEASURE #4 FOREST HEALTH AND RESILIENCY: COMMUNITY AND LANDOWNER ASSISTANCE

Current performance measure related to forest health tracks community and landowner assistance activities. It is defined as the number of acres of non-industrial private forests with improved resistance and resilience to insect, pathogen, wildland fire, and weather damage due to forest health management actions and/or fuel reduction treatments through technical or financial assistance from DNR. DNR has established a forest health treatment goal of 1.25 million acres across eastern Washington as a part of the 20year Forest Health Strategic Plan and the state's Forest Action Plan. At this time, 100,000 of the 1.25 million acres have been identified as non-industrial private forest land.

From July 1, 2015 to Sept. 30, 2020, approximately 13,860 acres of non-industrial private forests have been improved with forest health management actions and/or fuel reduction treatments through technical or financial assistance from DNR. The 20-year Forest Health Strategic Plan began Jan. 1, 2017, so treatments for non-industrial small forest landowner occurring before Jan. 1, 2017 are not included in the current treatment numbers. DNR is currently exceeding its biennium target of 9,500 acres as shown in the table below. However, due to recent improvements to the Forest Health reporting, which are not yet reflected in the table below, there are 11,735 acres actually completed.

### PERFORMANCE DETAILS BY QUARTER

BIENNIUM	2019-21		2017-19		2015-17	
PERIOD	ACTUAL	TARGET	ACTUAL	TARGET	ACTUAL	TARGET
Q8		3,200	2,808	3,200	3,830	1,025
Q7		600	1,567	600	568	800
Q6		2,000	3,631	2,000	1,796	325
Q5	1,525	2,000	1,459	2,500	2,017	1,100
Q4	1,430	300	2,151	300	1,498	1,111
Q3	2,103	300	2,191	300	367	1,075
Q2	1,430	300	2,176	300	1,064	1,110
Q1	2,110	300	1,083	300	470	2,774

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**PERFORMANCE DETAILS FOR CURRENT BIENNIUM**

**Q1:** 749 acres were treated to reduce hazardous fuels through the landowner assistance program. 363 acres were supported through forest stewardship plan development. An additional 998 acres of timber sales were supported through technical assistance: Comstock (268 acres), Old Springdale (438 acres), and Hungry Elk (292 acres).

**Q2:** 709 acres were treated to reduce hazardous fuels through the landowner assistance program. 486 acres were supported through forest stewardship plan development. An additional 235 acres of timber sales were supported through technical assistance on the Thoni Rd Timber Sale.

**Q3:** 1,472 acres were treated to reduce hazardous fuels through the landowner assistance program. 390 acres were supported through forest stewardship plan development. An additional 241 acres of timber sales (Spratt Creek) were supported through technical assistance.

**Q4:** 2,432 acres were treated to reduce hazardous fuels through the landowner assistance program; 2,135 acres were supported through forest stewardship plan development.

**Q5:** 1,091 acres were treated through the landowner assistance program to reduce hazardous fuels. 434 acres were supported through forest stewardship plan development.

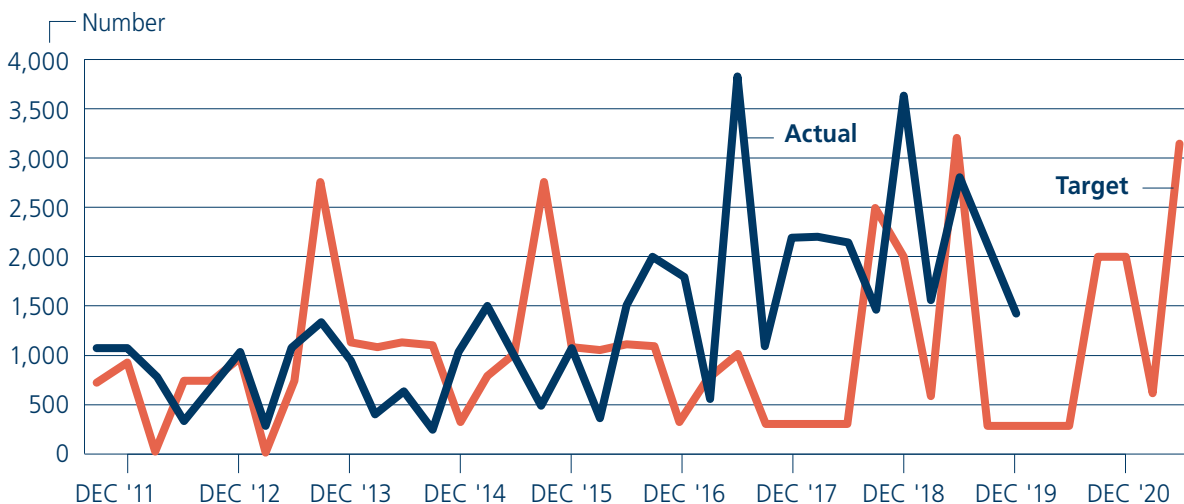
**Q6-Q8:** *Includes Forest Hazard Reduction Capital project funding (when appropriated).*

The graph only shows quarterly accomplishments of forest health landowner assistance using state funding administered through the landowner assistance program since September 2011. Accomplishments include acres under stewardship plan management, acres of timber sale technical assistance provided, and acres of hazardous fuels reduction treatments cost-shared with landowners.

The productivity spikes are inversely correlated with more severe fire seasons and harsh weather which both inhibit staff availability and forest work due to fire response, Industrial Fire Precaution Levels (IFPL) shutdowns, and weather shut-outs.

Neither the chart nor graph reflect the full extent of the deliverables of DNR’s landowner assistance program. Additional accomplishments not reflected in these measures include such items as forest health and fuels mitigation work as a result of federal funding and extensive landowner education as well as outreach activities, which DNR implements alongside (and funds) our partners in the university system, conservation districts, and others. Changes to the performance measures are expected and will be discussed in the March 1, 2021 report.

**ACRES OF NON-INDUSTRIAL PRIVATE FOREST HEALTH ACTIONS AND/OR FUEL REDUCTION—001986**





## Reports

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### ANNUAL SEASONAL FIRE REPORT

Legal Requirement Legislative Budget Bill ESSB 1109 (19-21) required DNR to provide an annual report, which included information about the previous fire season:

#### **ESSB 1109, Section 308. for the Department of Natural Resources**

(5) Consistent with the recommendations of the Wildfire Suppression Funding and Costs (18-02) report of the joint legislative audit and review committee, the department shall submit a report to the governor and legislature by Dec. 1, 2019, and Dec. 1, 2020, describing the previous fire season. At a minimum, the report shall provide information for each wildland fire in the state, including its location, impact by type of land ownership, the extent it involved timber or range lands, cause, size, costs, and cost-share with federal agencies and nonstate partners. The report must also be posted on DNR's web site.

The Dec. 1, 2019 report was submitted. The second report will be submitted Dec. 1, 2020.

### MONTHLY SUPPRESSION REPORT

The monthly fire suppression report is maintained by Wildfire's Incident Business section, working with the DNR regions statewide to provide the information. This report depicts the actual expenditures to-date directly from DNR's financial system, the Annual Seasonal Fire Report (AFRS), as well as the overall estimated total costs of the fire, factoring in outstanding billings due to and due between DNR and other state and federal agencies.

DNR's AFRS runs once monthly and shows actual expenditures through the prior fiscal month. AFRS ran mid-October for Fiscal Month 15 (September) expenditures.

This report is sent to OFM and legislative staffers each month prior to a joint meeting to review the data. The September report was emailed to OFM and legislative staffers and includes costs for Fiscal Year 2021, FM13 (July) through FM15 (September).

#### **Legal Requirement**

See Annual Seasonal Fire Report above. The monthly fire suppression report has been maintained in various forms starting prior to 2015. Legislative Budget Bill ESSB 1109 required reports show fire information from the previous fire season, including costs. The cost information provided in those reports is taken directly from the monthly fire suppression reports through the most current date possible.

#### **History**

Historically, this report started as an internal program tracking sheet to ensure a tracking method for suppression costs. It contained a listing of the fires occurring in that fiscal year with an estimated cost of what encumbrances and accruals would need to be created for the estimated cost of any outstanding fire billings. This report grew as more requests came in for more information about the fire costs from then Commissioner Peter Goldmark and OFM regarding the actuals to-date that were showing in DNR's AFRS as compared to the estimated fire costs being provided on this report and in supplemental decision packages created by this program. In 2015, these reports started being presented to the Commissioner monthly to address any



questions or concerns. As more information was requested, more information was added to the report.

In December 2016, the basic reports started being sent to OFM staff for their review in order to provide more detail before the fiscal year-end costs were outlined on ensuing supplemental decision package requests.

Over time, the report has been refined to address additional requests for information. In November 2019, the report underwent a major overhaul with program staff working directly with OFM staff to revise the report to better address concerns about costs as well as make it more “reader-friendly” to, hopefully, lead to a greater understanding of the information. More information was requested at a greater level of detail for the Type 4 and Type 5 fires, which necessitated having DNR regions assist the Wildfire program staff in gathering and compiling the information into the revamped report. Since that time, a detailed process manual has been created to ensure consistent statewide practices in gathering, compiling and reporting this information. Program staff continued working with OFM staff to ensure all information possible was able to be depicted, and based on reviews of the report with OFM and legislative staffers, consider the objective met.



## Historical and Current Biennium Financials

The 2019-21 Biennial Operating Budget appropriated \$34,207,000 of additional General Fund-State to DNR for wildland fire response and prevention. At about half of over-all funding, General Fund-State (GF-S) is the single largest funding source for the Wildfire program. Investments in non-suppression activities are somewhat predictable; they are usually close to historical funding levels and do not vary much from year to year. By contrast, suppression activities and costs can vary wildly depending on the severity of the fire season. Therefore, DNR submits a supplemental budget request every year to address the gap between appropriated levels and the amount that is needed to actually suppress the wildland fires for that particular year.

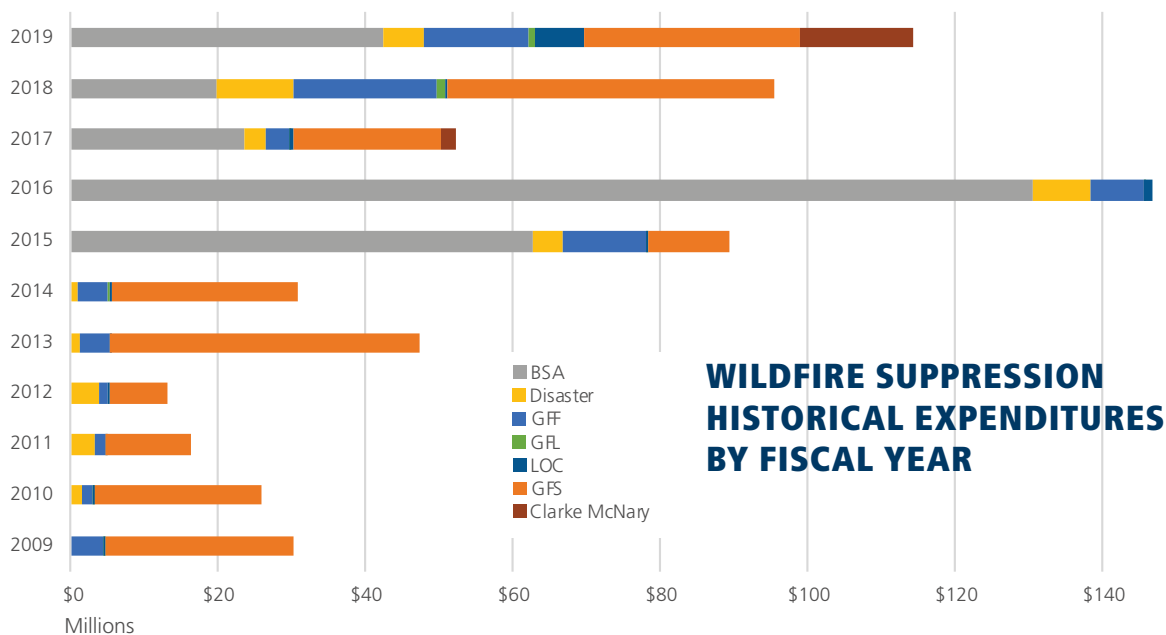
### Wildfire Expenditure History

The last 10 years of suppression and non-suppression expenditures are shown below. Suppression activities can vary wildly depending on the severity of the fire season, investment in non-suppression activities usually match initial allotments and has doubled in size in the last decade.

#### WILDFIRE PROGRAM SUPPRESSION

The Budget Stabilization Account (BSA) was appropriated for the first time in the DNR's fire suppression history in FY2016 after a record-breaking fire season. It has been used to cover portions of suppression costs for suppression every fiscal year since under the Governor's Declaration of Emergency.

DNR works with OFM and the State Treasurer's Office to address DNR's GF-S over-expenditures resulting from suppression activities into the Clarke-McNary Account (Fund 189) pursuant to RCW 43.88.550. This has occurred twice in the past 10 years: FY 2017 for \$2,035,699 and in FY 2019 for \$15,539,191.



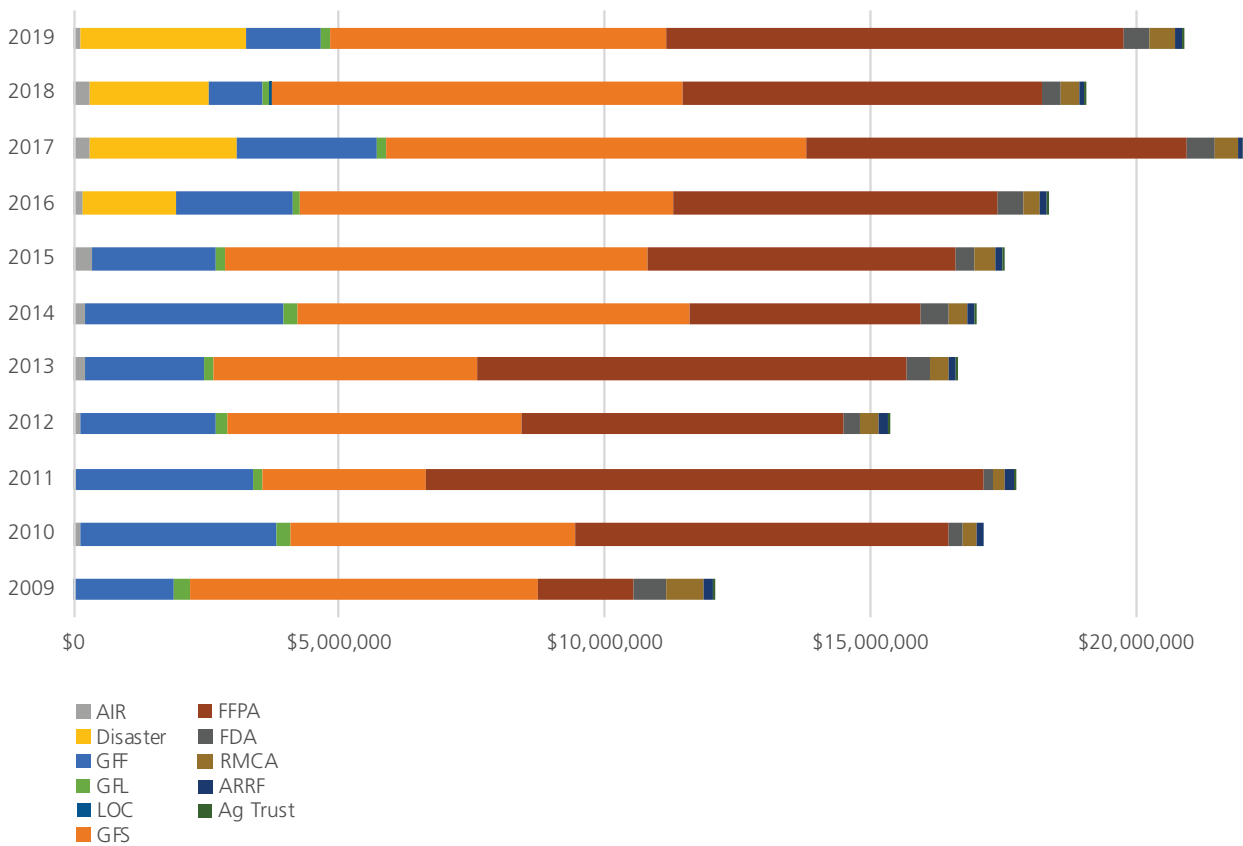


## WILDFIRE PROGRAM NON-SUPPRESSION

DNR has been making significant budget requests for increased funding to add capacity to rapidly respond to fires since the two consecutive record-breaking years of wildland fires in 2015 and 2016. DNR finally obtained the funding in the FY 2018 supplemental budget when the Legislature appropriated \$34 million of GF-S for increased fire response capacity.

A further analysis of DNR’s Wildfire program will be a part of the March 1, 2021, report to the Legislature.

## WILDFIRE NON-SUPPRESSION HISTORICAL EXPENDITURES BY FUNDING SOURCE BY FISCAL YEAR







## 2019–21 BIENNIUM

This table shows the current biennium allotment by activity with the biggest allotment to Emergency Fire Suppression.

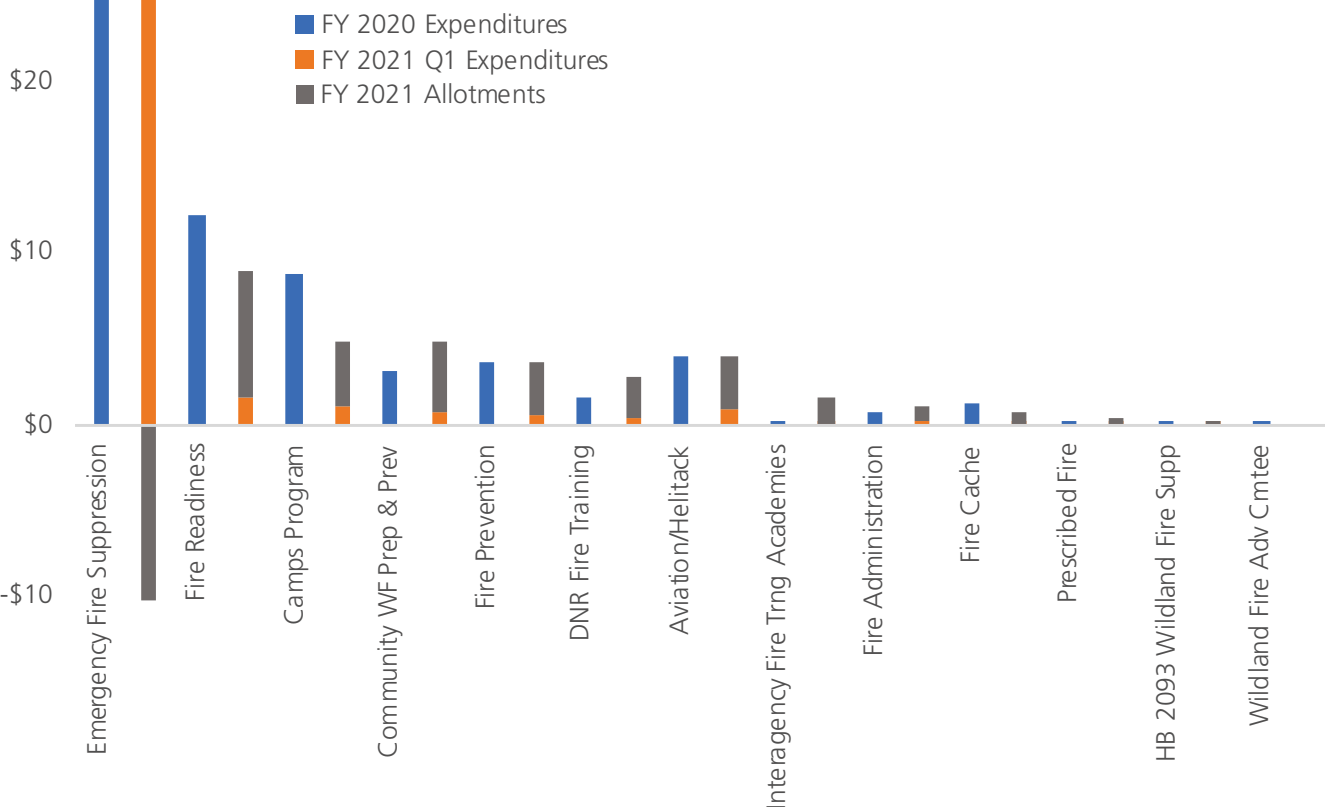
WILDFIRE ACTIVITY	BIENNIUM ALLOTMENT % OF TOTAL	% OF TOTAL
<b>Emergency Fire Suppression</b>	<b>\$ 88,711,000</b>	<b>53%</b>
<b>Fire Readiness</b>	<b>\$ 22,056,900</b>	<b>14%</b>
<b>Camps Program</b>	<b>\$ 13,761,800</b>	<b>8%</b>
<b>Community WF Preparedness &amp; Prevention</b>	<b>\$ 9,606,300</b>	<b>6%</b>
<b>Fire Prevention</b>	<b>\$ 7,775,200</b>	<b>5%</b>
<b>DNR Fire Training</b>	<b>\$ 6,482,200</b>	<b>4%</b>
<b>Aviation/Helitack</b>	<b>\$ 7,939,200</b>	<b>5%</b>
<b>Interagency Fire Training Academies</b>	<b>\$ 3,317,000</b>	<b>2%</b>
<b>Fire Administration</b>	<b>\$ 2,113,900</b>	<b>1%</b>
<b>Fire Cache</b>	<b>\$ 1,633,000</b>	<b>1%</b>
<b>Prescribed Fire</b>	<b>\$ 638,900</b>	<b>.5%</b>
<b>HB 2093 Wildland Fire Suppression</b>	<b>\$ 335,000</b>	<b>.4%</b>
<b>HB 2561 Wildland Fire Advisory Committee</b>	<b>\$ 71,000</b>	<b>.1%</b>
<b>Total</b>	<b>\$ 164,441,400</b>	<b>100%</b>



\$60 Millions

### WILDFIRE PROGRAM 2019-21 BIENNIUM

This chart details Wildfire program actual and planned expenditures for the 2019-21 Biennium. Actual expenditures are used for FY 2020 and for the months July through Sept. 30, 2020, which are the first three months (first quarter) of FY 2021. Allotments are used for the remainder of the FY 2021, which is October 2020 through June 30, 2021. Fire Readiness, Camps Program, Community Wildfire Preparedness & Prevention, DNR Fire Training, and Prescribed Fire are all core activities of the Wildfire program and are funded from the GF-S through the Wildfire proviso, which earmarked \$13,494,600 in GF-S this biennium.





The chart below details Wildfire program actual and planned expenditures for the 2019-21 Biennium. Actual expenditures are used for FY 2020 and for the months July through Sept. 30, 2020, which are the first three months (first quarter) of FY 2021. Allotments are used for the remainder of the FY 2021, which is October 2020 through June 30, 2021. Fire Readiness, Camps Program, Community Wildfire Preparedness & Prevention, DNR Fire Training, and Prescribed Fire are all core activities of the Wildfire program and are funded from the GF-S through the Wildfire proviso, which earmarked \$13,494,600 in GF-S this biennium.

## WILDFIRE ACTIVITIES IN FY 2020

WILDFIRE ACTIVITY	FY 2020 EXPENDITURES	FY 2021 Q1 EXPENDITURES	FY 2021 REMAINING ALLOTMENT	TOTAL BY ACTIVITY
<b>Emergency Fire Suppression</b>	\$ 56,637,686	\$ 39,340,174	\$ (10,181,574)*	\$95,977,860*
<b>Fire Readiness</b>	\$ 12,163,010	\$ 1,626,606	\$ 7,307,694	\$21,097,310
<b>Camps Program</b>	\$ 8,838,243	\$ 1,134,406	\$ 3,749,894	\$13,722,543
<b>Community WF Preparedness &amp; Prevention</b>	\$ 3,119,266	\$ 731,186	\$ 4,097,314	\$7,947,766
<b>Fire Prevention</b>	\$ 3,619,546	\$ 514,436	\$ 3,117,064	\$7,251,046
<b>DNR Fire Training</b>	\$ 1,526,420	\$ 316,712	\$ 2,467,288	\$4,310,420
<b>Aviation/Helitack</b>	\$ 3,969,600	\$ 929,320	\$ 3,040,280	\$7,939,200
<b>Interagency Fire Training Academies</b>	\$ 91,294	\$ 132	\$ 1,677,868	\$1,769,294
<b>Fire Administration</b>	\$ 785,831	\$ 192,399	\$ 860,201	\$1,838,431
<b>Fire Cache</b>	\$ 1,206,240	\$ 40,205	\$ 649,195	\$1,895,640
<b>Prescribed Fire</b>	\$ 217,482	\$ 50,238	\$ 281,762	\$549,482
<b>HB 2093 Wildland Fire Suppression</b>	\$ 81,733	\$ 30,374	\$ 138,326	\$250,433
<b>HB 2561 Wildland Fire Advisory Committee</b>	\$ 70,223	\$ 0	\$ 0	\$70,223
<b>Total</b>	\$ 92,326,574	\$ 44,906,188	\$ 17,205,312	\$154,438,074

\* Emergency Fire Suppression's current over expenditure to the allotment as depicted in the chart above is based on actual expenditures in AFRS as of Sept. 30, 2020. However, additional bills are pending and based on the information provided in the monthly fire suppression report, DNR will be over the current GF-S/Disaster & Supplemental allotments by \$37.8 million and will need an additional \$6.2 million in GF-F spending authority. As is the standard process each fiscal year when it is estimated that suppression costs will exceed the Emergency Fire Suppression (EFS) allotments, DNR has submitted a supplemental decision package for these costs. The monthly fire suppression report is submitted to OFM and legislative staff each month throughout the legislative session to provide the most current actuals and estimates for the current fiscal year.



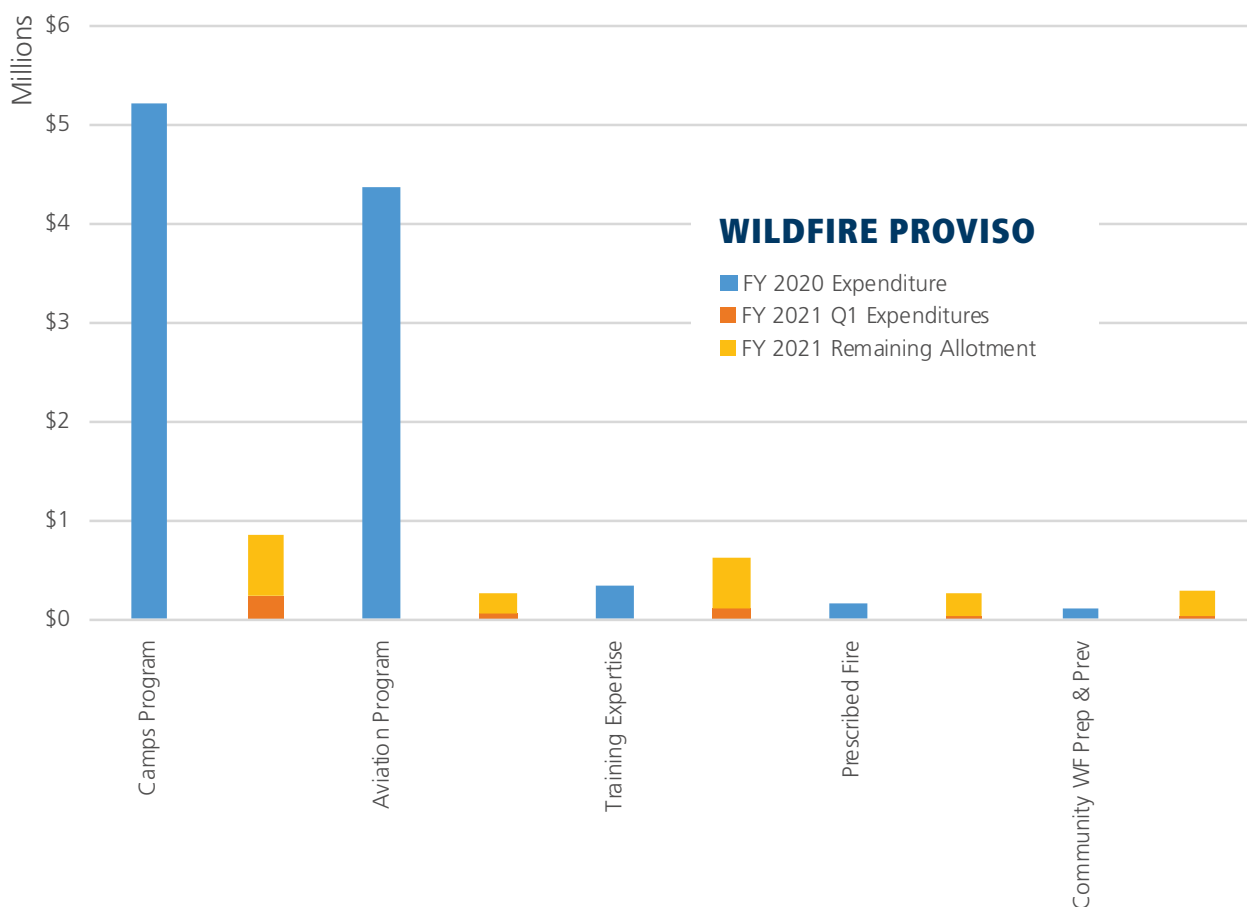
## WILDFIRE PROVISO

The 2019-21 Biennial Operating Budget, included new appropriations of \$34,207,000 of GF-S to DNR for wildland fire response and prevention. This included \$13,494,600 funding for the areas identified below, and other measures necessary for wildland fire suppression and prevention. The remainder of the funding is managed by the Forest Health and Resiliency Division and is not part of this report.

**Wildfire Response: (\$10,202,165)** Investment in wildland fire response increased the capacity of correctional camp fire crews, procure parts from the Federal Excess Program at no cost then build-out a Huey helicopter to add capacity to the aviation firefighting fleet, purchase a helicopter to be utilized for both aviation training as well as fire response, provide dedicated staff to conduct fire response training.

**Wildfire Prevention: (\$736,400)** Investment in wildland fire prevention allowed the development of a stand-alone Forest Health Division, provide stable funding for landowner technical assistance, add forest health technicians to aid in conducting treatments statewide and function as engine leaders during times of high fire activity, add funding for program oversight of conducting forest health treatments on federal lands, implement the department's 20-year Forest Health Strategic Plan, and add capacity to the Communications Program for fire prevention outreach.

**Washington Geological Survey Division: (\$220,000)** Investment to conduct post-wildfire landslide assessments.





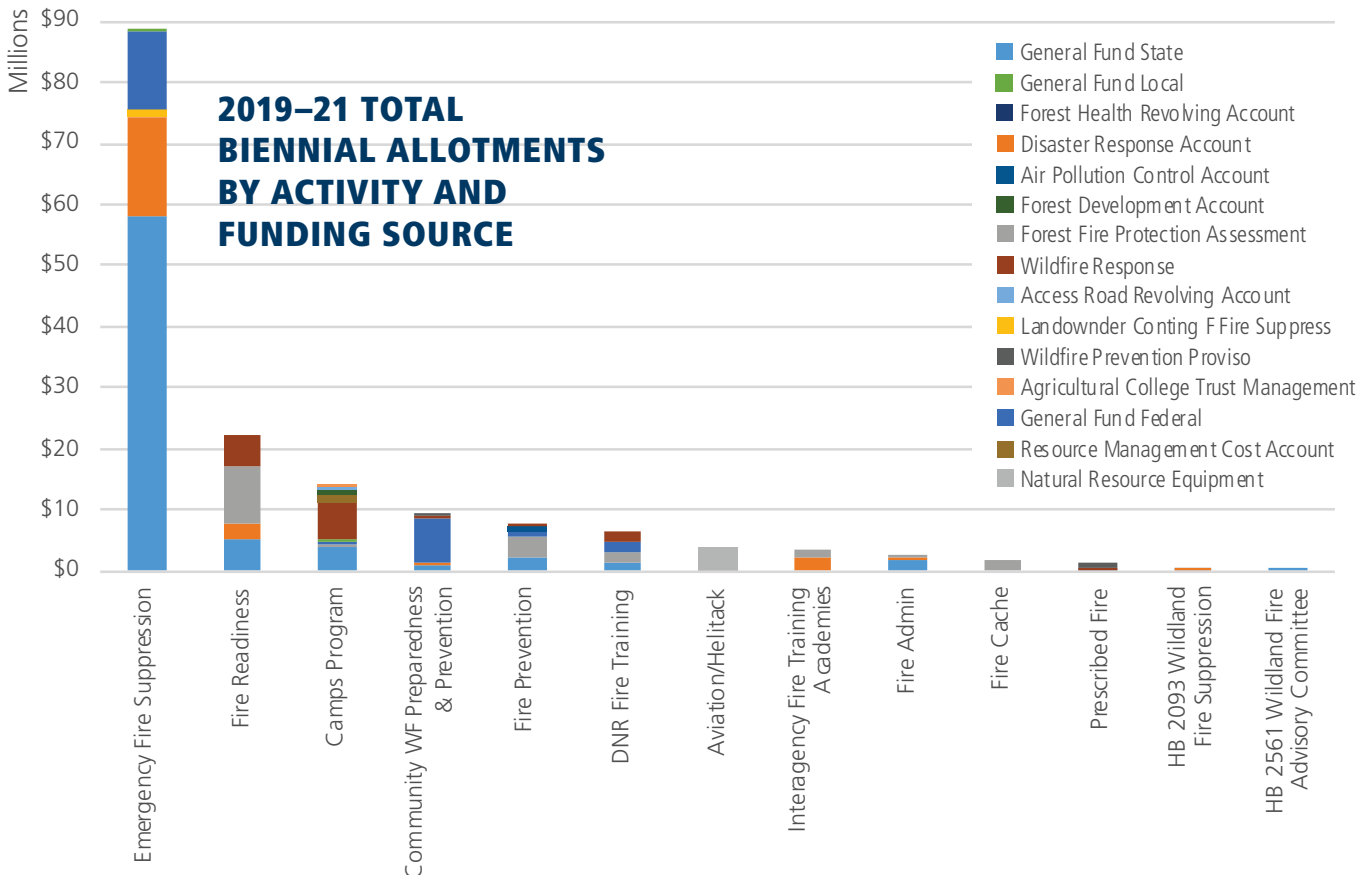
The allotments and expenditures are mostly in FY 2020 as seen below.

**ALLOTMENTS AND EXPENDITURES IN FY 2020**

WILDFIRE PROVISO BY ACTIVITY	FY 2020	FY 2021 Q1 EXPENDITURES	FY 2021 REMAINING ALLOTMENT	TOTAL BY ACTIVITY
Camps Program	\$ 5,209,800	\$ 244,502	\$ 622,198	\$6,076,500
Aviation Program	\$ 4,366,909	\$ 62,655	\$ 216,445	\$4,646,009
Training Expertise	\$ 352,704	\$ 102,977	\$ 514,623	\$970,304
Prescribed Fire	\$ 159,521	\$ 38,182	\$ 217,618	\$415,321
Community Wildfire Preparedness & Prevention	\$ 113,231	\$ 33,467	\$ 261,933	\$408,631
<b>Total</b>	<b>\$ 10,202,165</b>	<b>\$ 481,783</b>	<b>\$ 1,832,817</b>	<b>\$12,516,765</b>

**ALLOTMENTS BY FUNDING SOURCE**

General Fund-State FY 2020 is higher because this includes the suppression funding, which gets a supplemental budget add at the end of each fiscal year if suppression expenditures exceed the base appropriations in the EFS budget from fire costs. The proviso funds in FY 2020 are higher because they included one-time upfront costs in FY 2020 that are not carried into the FY 2021 allotments. For more information on specific fund sources, review the activity details, funding source, and definitions below.







## ALLOTMENTS AND EXPENDITURES IN FY 2020

FUNDING SOURCE	FY 2020 ALLOTMENT	FY 2021 ALLOTMENT	BIENNIUM TOTAL	% OF TOTAL
General Fund State	\$ 49,347,800	\$ 24,530,000	\$73,877,800	45%
General Fund Federal	\$ 14,524,700	\$ 8,577,400	\$23,102,100	14%
Disaster Response Account	\$ 11,150,500	\$ 11,063,100	\$22,213,600	14%
Forest Fire Protection Assessment	\$ 9,123,900	\$ 8,645,800	\$17,769,700	11%
Wildfire Response Proviso	\$ 11,180,000	\$ 2,314,600	\$13,494,600	8%
Natural Resources Equipment	\$ 3,969,600	\$ 3,969,600	\$7,939,200	5%
Landowner Contingency Fire Suppression	\$ 836,600	\$ 539,400	\$1,376,000	1%
Resource Management Cost Account	\$ 559,200	\$ 638,800	\$1,198,000	1%
Forest Development Account	\$ 372,400	\$ 405,200	\$777,600	.4%
General Fund Local	\$ 356,400	\$ 391,800	\$748,200	.4%
Wildfire Prevention Proviso	\$ 369,700	\$ 366,700	\$736,400	.4%
Air Pollution Account	\$ 312,100	\$ 298,500	\$610,600	.3%
Access Road Revolving Account	\$ 194,600	\$ 204,300	\$398,900	.2%
Forest Health Revolving Account	\$ 3,700	\$ 137,500	\$141,200	.2%
Agricultural College Trust Management	\$ 28,700	\$ 28,800	\$57,500	.1%
<b>Total</b>	<b>\$ 102,329,900</b>	<b>\$ 62,111,500</b>	<b>\$164,441,400</b>	<b>100%</b>



## ACCOMPLISHMENT HIGHLIGHTS BY ACTIVITY

### SUPPRESSION \$95,977,860

#### Emergency Wildfire Suppression

DNR's fire program is required to meet one performance deliverable annually: Keep 95% of fires under 10 acres:

- In 2019, 1,141 of the 1,202 fires occurring on DNR protection were contained under this threshold, satisfying this deliverable.
- The total number of fires on DNR protection was 1,202. This is 344 more fires than the running average from 2010 to 2019 and higher than every other year during the same period, including the catastrophic fire season of 2015. Although, the total number of acres burned on DNR protection was only 62,332, or 41% of normal (150,558 average annual acres).
- 2020 year-to-date number of DNR fires contained at 10 acres or less is 910 of 963, or 95.50%.
- By September 2020, there were 152,125.41 acres reported burned by fires that started on DNR-protected lands, bringing the year-to-date total to 259,639.49 acres. The number of DNR acres burned in all fires across the state will be calculated at the end of the season when reports and perimeters are finalized.
- Provided DNR fire suppression personnel and equipment to assist on fires in California, Oregon, Idaho, and Colorado.
- Coordinated all Washington fire district response to federal requests for assistance as a part of the new Master Cooperative Wildland Fire Management and Stafford Act Response Agreement.



## ACCOMPLISHMENT HIGHLIGHTS BY ACTIVITY (CONTINUED)

### PREPAREDNESS \$33,002,748

#### Wildfire/Forest Health Administrative Support \$978,170

- Coordinated, audited, and verified all Fire Management Assistance Grant (FMAG) and Public Assistance fire-related requests for reimbursement, processed FMAG documentation, and related requests and appeals.
- Reconciled cost shares with federal and state agencies, tracked reimbursable fire billings, and prepared monthly large fire suppression cost reports for Legislature.
- Prepared bills for out-of-state fires by fiscal year end accounting, audited and processed fire payments to contractors with division contracts, and prepared year-end accruals for all unpaid fire suppression expenses.
- On track to complete FPPA Direct Billings within the timeline.
- Consistently meeting the FPPA refunds processing throughout the year (mainly in May/June and November/December after tax assessments are paid) within six weeks of receipt.
- Wildfire's Plans/Information and Fire Business sections staff participated in work groups to determine needs and options to address issues, assess internal systems and assess the potential to integrate with national systems, as well as agency and state financial systems to integrate with federal and state systems.
- Provided monthly fire suppression cost report to DNR leadership and staff at OFM and the Legislature.
- Submitted Annual Fire Suppression Supplemental decision package to Office of Finance, Budget and Economics in September 2020. Monthly updates to costs are provided throughout the legislative session.
- Consistently meeting deliverables for the Wildfire and Forest Health and Resiliency programs programmatic budget and fiscal functions.
- Meeting processes for procurement, procurement card, contracting, records management, and programmatic HR functions.



## ACCOMPLISHMENT HIGHLIGHTS BY ACTIVITY (CONTINUED)

### PREPAREDNESS \$33,002,748

#### Fire Operations (Readiness/Aviation) \$18,688,536

- Staffed 530 seasonal personnel for the 2020 fire year, including 115 engines and helitack.
- Staffed the Olympia Coordination Center and six DNR Region dispatch centers.
- Ensured DNR and fire service personnel were entered in the Resource Ordering & Status System (ROSS, now IROC) and WildCad for dispatching.
- Updated local operating plans and pre-response plans.
- Completed significant revision/deferral of Operator Safety Training (roll-over from 2019), due to COVID-19 restrictions on gathering sizes.
- Conducted operations planning and coordination with each region on aircraft use and deployments.
- Staffed 10 Aviation bases with Helitack crews during both fire years in the biennium.
- Contracted for three air attack platforms, two heavy helicopters, and five amphibious single-engine air tankers.
- Developed and utilized over 30 call-when-needed aviation contracts.
- Staffed eight air bases statewide and provided resources at the bases for fixed-wing and rotor-wing operations.
- Updated flight operations and maintenance operations manuals.
- Worked cooperatively with USFS/DOI Office of Aviation Services (OAS) to certify DNR's aviation resources for wildland fire use, including 10 DNR helicopters and 14 pilots.

#### Camps Program \$9,972,649

- Staffed and maintained 35 crews. All available crews were trained, and ongoing training occurred throughout the wildland fire season.
- Staffed three kitchens for wildland fire response utilizing new protocols and safety guidelines to address the logistical changes required for COVID-19 safety. For the 2020 fire year, three kitchens were out a total of 79 days.
- All five camps met or exceeded targets for silvicultural work on DNR state uplands.
- Accomplished most labor supply contracts with local, county and state.

#### Community Wildfire Preparedness (Forest Health) \$3,119,266

- Developed methodology for statewide wildland urban interface map under ESSB 6109 and began providing support to cities, towns, and counties regarding the implications of releasing the statewide Wildland Urban Interface (WUI) map and localization opportunities.
- Partnered with Okanogan Conservation District to pilot an implementation of community-driven wildland fire resiliency methods and determine adaptation techniques to allow application across diverse constituents.
- Worked with Planning, Science, and Monitoring staff and Northeast Region staff on data standardization to ensure more accurate and timely reporting.
- Provided technical assistance to numerous communities on wildland fire risks and risk reduction activities based on social, environmental, and geographic considerations.



## ACCOMPLISHMENT HIGHLIGHTS BY ACTIVITY (CONTINUED)

### PREPAREDNESS \$33,002,748

#### Fire Training \$1,843,132

- Trained an appropriate level of staff to respond to incidents adequately throughout the year.
- Improved significantly reporting of accomplishments and financials for current grants.

#### Interagency Fire Training Academies \$91,381

- Conducted training in numerous small sessions for new firefighters in various locations throughout the state.
- Completed the National Guard basic firefighter training and refresher training. Over 200 troops were trained for the fire season at Fairchild AFB and Joint Base Lewis-McCord.

#### Fire Cache Operations \$1,246,445

- Updated cache accountability expectations and maintained an accurate inventory of supplies and equipment to and from the DNR's fire cache.
- The cache annual inventory was completed and was within one percent and a positive inventory.
- All caches statewide were fully stocked with wildland fire suppression and COVID-19 personal protection supplies to sustain throughout the 2020 fire season.

#### Wildland Fire Advisory Committee (HB 2561) and Local Wildland Fire Liaison (HB 2093) \$112,107

- The Wildland Fire Advisory Committee focused on the objective of completing the legislative report required by SHB 2561. In the report, the Committee, Wildland Fire Liaison, and key advisors and staff at DNR developed recommendations to address three critical wildland fire questions:
  - How do we best protect our currently unprotected lands?
  - How can community programs better help homeowners engage in mitigation efforts?
  - What is necessary to better protect non-English speaking residents during wildland fire emergencies?
- Committee developed a work plan to facilitate implementation of the recommendations in the SHB 2561 report and Wildland Fire Protection 10-Year Strategic Plan. It is now working through the prioritized deliverables of that plan.
- WFAC established a joint work group with the Forest Health Advisory Committee to advise on coordinating the implementation of the 20-year Forest Health Strategic Plan, HB 1784, and meeting the goals of improved fire protection across the state.
- During the 2020 fire year, the Wildland Fire Liaison worked with numerous Incident Management Teams (IMTs) on active incidents to facilitate proactive coordination with ranchers and local ranching associations to mitigate the impacts of wildland fire on grazing lands and ranching communities.
- The Liaison contributed to the rolling out of the draft implementation plans for the three "focus watersheds" identified for the HB 1784 project, advising on meeting fire protection objectives.





## ACCOMPLISHMENT HIGHLIGHTS BY ACTIVITY (CONTINUED)

### PREVENTION \$8,252,154

#### Prevention

- Coordinated with interagency wildland fire partners to implement National Fire Danger Rating System (NFRDS) Operating Plans and Areas. In coordination with partners, DNR staff evaluated criteria that establishes fire danger ratings and industrial fire precaution levels and burning restrictions. Changes were documented on websites and daily reports and communicated in advance to the public via news releases and social media. Operational waivers were evaluated and issued with appropriate conditions.
- Completed nearly 400 industrial tool inspections statewide.
- Developed fire regulation training and curriculum to complete two training sessions statewide.
- Conducted fuels conditions and fire behavior analysis for the entirety of fire season, which included daily wildland fire weather briefings and burn ban recommendation briefings. Monthly and season outlooks were provided as well as season summaries.
- Worked with Department of Ecology to update State Implementation Plan of the Clean Air Act for submittal to U.S. Environmental Protection Agency (EPA).
- Developed a computer learning system to assist staff with the process of statewide review of forestland parcels.
- Developed an application to assist the public with applying for assessment refunds and to review parcel information for accuracy. This provided an additional resource for counties as well. A total of seven counties were reviewed for accurate assessments and all changes were submitted to the county assessor.
- Planning and Logistics: Supported seven Type 3 IMT deployments in the state. Provided IT support to keep Northwest Type 2 team technology equipment functional and inventoried.
- Developed social marketing campaign to build understanding of fire risk resources available, raise the profile and availability of the forest health consultation and Landowner Cost-Share Program,

#### Prescribed Burning Certification and Training Program

- Staff participated in two multi-agency Prescribed Fire Training Exchange (TRES) programs that focused on building knowledge, skills, and qualifications needed to plan and implement prescribed fires.
- Provided technical assistance to staff and partners as part of the planning and implementation process for several cross-boundary fuels and prescribed fire funding applications.
- Developed state training and certification program for prescribed fire practitioners.
- Worked with Planning, Science, and Monitoring staff to standardize on-the-ground monitoring protocols for fuels and prescribed fire projects.
- Worked to finalize internal DNR policy related to the use of prescribed fire.



## ACCOMPLISHMENT HIGHLIGHTS BY ACTIVITY (CONTINUED)

### LAW ENFORCEMENT<sup>1</sup>

- Recovered approximately \$1.1 million in fire suppression costs for fires that were found to be negligently caused by a person or corporation.
- With the assistance of the Washington Attorney General's Office, working on approximately \$12.5 million worth of fire suppression cost recoveries where negligence was determined. The largest fire being the Boyds Fire (\$12.1 million).
- Along with state, county, and DNR partners have filed five felony criminal referrals (Arson & Reckless Burning 1st), two Misdemeanor criminal referrals (Reckless Burning 2nd and Burn Permit Violations) to various county prosecutors.
- The unit has been the lead investigator for 63 fires, and assisted other internal or external agency investigators with 29 additional fire investigations where DNR has vested interest in fire suppression cost recovery, such as the Palmer Fire and Cold Springs Fire.

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<sup>1</sup> Law Enforcement programmatic expenditures are accounted for separately from the Wildfire program. The Law Enforcement Program provides for the investigation of wildfires in excess of \$50,000. While conducting wildfire investigations, law enforcement staff may charge time under incident time codes so the department can account for those expenditures efficiently.



## Funding Sources

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The different funds that currently support Wildfire program activities and the associated RCW are defined and linked below.

**Access Road Revolving Account (ARRF)** (198) [RCW 79.38.050](#)

Used to account for moneys received from users of access roads as payment for costs of maintaining access to public lands or state forest lands. Sources of Revenue: Property and Resources Management Revenue, Miscellaneous Revenue.

**Agricultural College Trust Management (Ag Trust)** (830) [RCW 79.64.090](#)

Expenditures may be used only for the costs of managing the assets of the agricultural school trust lands. Sources of Revenue: Other Miscellaneous Revenue.

**Air Pollution Control Account (AIR)** (216) [RCW 70.94.015](#)

Used to preserve, protect and enhance the air quality. Sources of Revenue: Permits and fees for minor industrial and agricultural air contaminant sources, fines and forfeitures, and miscellaneous revenue.

**Budget Stabilization Account (BSA)** [RCW 43.79.490](#)

Moneys may be appropriated from the Budget Stabilization Account by a majority vote of each house of the Legislature if: (1) forecasted state employment growth for any fiscal year is less than 1 percent; or (2) the Governor declares an emergency resulting from a catastrophic event that requires government action to protect life or public safety. Other withdrawals from the Budget Stabilization Account may be made only by a three-fifths vote of the Legislature. (If ratified by the voters.)

**Clarke McNary** [RCW 43.30.360](#)

Used to administer federal funds received from U.S. Department of Agriculture.

**Disaster Response Account (DRA)** (05H) [RCW 38.52.105](#)

Used to support state agency and local governments disaster response and recovery efforts. Sources of Revenue: Federal Grants, Miscellaneous Revenue.

**Forest Development Account (FDA)** (014) [RCW 79.64.100](#)

For the purpose of paying interest and principal on the bonds issued by the board, and for the purchase of land for growing timber. Sources of Revenue: Charges and Miscellaneous Revenue, Other Miscellaneous Revenue, Federal Grants-In-Aid, Interest Earnings.

**Forest Fire Protection Assessment (FFPA)** (190) [RCW 76.04.610](#)

Local fund used by the Department of Natural Resources to account for forest patrol assessments. Sources of Revenue: Property and Resources Management Revenue, Miscellaneous Revenue.

**Forest Health Revolving Account (FHRA)** (21Q) [RCW 79.64.130](#)

Account is used for payment of costs, including management and administrative costs, incurred on forest health treatments necessary to improve forest health and protect state lands and state forestlands. Sources of Revenue: Proceeds of forest health treatment sales, transfers, gifts, grants, federal funds, investment income.

**General Fund Federal (GF-F) (001-2)** [RCW 43.79.010](#)

Denotes appropriations funded by grants and contracts with federal government agencies. To account for all financial resources of the state except those required to be accounted for in another fund. The general fund is the principal state fund supporting the operation of the state. Sources of Revenue: Taxes, Federal Grants-In-Aid, Charges and Miscellaneous Revenue, Licenses, Permits, and Fees and Other Miscellaneous Revenue, Interest Income.

**General Fund State (GF-S) (001-1) [RCW 43.79.010](#)**

Denotes appropriations funded by revenues generated by the state's authority to tax, license, or collect fees from the public. To account for all financial resources of the state except those required to be accounted for in another fund. The general fund is the principal state fund supporting the operation of the state. Sources of Revenue: Taxes, Federal Grants-In-Aid, Charges and Miscellaneous Revenue, Licenses, Permits, and Fees and Other Miscellaneous Revenue, Interest Income.

**Wildfire Response General Fund State Proviso [ESHB 1109, Sec. 308 \(15\)](#)**

Provided solely for wildland fire response, to include funding full time fire engine leaders, increasing the number of correctional camp fire crews in western Washington, purchasing two helicopters, providing dedicated staff to conduct fire response training, creating a fire prevention outreach program, forest health administration, landowner technical assistance, conducting forest health treatments on federal lands and implementing the department's twenty-year forest health strategic plan, post-wildfire landslide assessments, and other measures necessary for wildland fire suppression and prevention.

**General Fund Local (GF-L) (001-7) [RCW 43.79.010](#)**

Denotes appropriations funded by grants, contracts, etc., with private parties or local government agencies. To account for all financial resources of the state except those required to be accounted for in another fund. The general fund is the principal state fund supporting the operation of the state. Sources of Revenue: Taxes, Federal Grants-In-Aid, Charges and Miscellaneous Revenue, Licenses, Permits, and Fees and Other Miscellaneous Revenue, Interest Income.

**Landowner Contingency Fund (LOC) [RCW 76.04.630](#)**

Credited to the general fund under [RCW 43.84.092](#). Used for emergency fire suppression costs resulting from a participating landowner fire. Sources of Revenue: Charges and Miscellaneous Revenue, Interest Earnings.

**Natural Resources Equipment Fund (NREF) (411) [RCW 43.30.305](#)**

Solely for the purchase of equipment, machinery, and supplies for the use of the department and for the payment of the costs of repair and maintenance of such equipment, machinery, and supplies. Sources of Revenue: Charges and Miscellaneous Revenue, Other Miscellaneous Revenue.

**Resource Management Cost Account (RMCA) (041) [RCW 79.64.020](#)**

Solely for purposes of defraying costs and expenses necessarily incurred in managing and administering public lands of the same trust. Sources of Revenue: Charges and Miscellaneous Revenue, Other Miscellaneous Revenue, Federal Grants-In-Aid, Interest Earnings.



## COVID-19

It became obvious in early 2020 that fire season activities – from training to suppression – were going to be much more complex due to COVID-19. Firefighters work and live in close quarters, sometimes for extended periods of time, increasing the risk of COVID-19. DNR worked at the national, regional, and state levels to adapt our interagency wildland fire suppression system to operate in such a way as to minimize firefighter and the public exposure to COVID-19 and maintain safe, effective suppression.

The first strategic decision made at DNR, and by most partnering agencies, was to increase rapid initial attack capacity to attempt to keep fires as small as possible in order to keep the numbers of firefighters needed on any individual fire as low as possible. DNR increased the number of aviation assets under exclusive use agreements to ensure access as competition for resources was expected to increase as the fire year progressed.

Firefighter training and fitness testing were significantly impacted. The need for physical distancing and an early lack of medical understanding of the disease caused delays in all aspects of the program, from training delivery to training administration. For the 2020 fire year, it was decided by federal and state wildland fire agencies collectively to waive fitness testing and refresher courses for returning personnel and rely upon the previous year's accomplishments. Training for new firefighters and some critical specialized training were conducted following development of virtual methodologies and in-person training protocols for individuals and small groups.

At a national level, the National Multiagency Coordinating (NMAC) Group, which includes State Forester representation, stood up the three Area Command Teams (ACTs) for pre-season planning. Each of the teams was assigned three or four of the geographic area coordinating groups to work with to develop a Wildfire Response Plan for that area. These plans were expected to provide guidance and considerations for maintaining continuity of wildland fire response in the presence of the COVID-19 pandemic. When available, these proved to be valuable; however, they were determined to lack sufficient area specificity.

To supplement the response plans, the Pacific Northwest Coordinating Group (PNWCG), chaired by DNR's Wildfire Division manager, directed one of the Northwest Area Type 1 Incident Commanders to form a team to develop Best Management Practices (BMPs) based upon the information provided in the Response Plan specific to managing wildland fire in the northwest.



The resulting BMPs highlighted needs and provided options compared to normal fire management operations. For example:

- Increasing cleaning procedures for all area within a fire camp from common areas to mobile showers and toilet facilities;
- Revising the standard operating procedures of mobile kitchens/caterers from the normal buffet-style serving lines to providing individual boxed meals; and,
- Modifying normal camp operations from single large camps at an incident to multiple smaller camps.

DNR used the planning documents and BMPs produced to analyze the risk of responder exposure in relationship to the activities associated with fire suppression and fire preparedness. The Wildfire program then prepared the Wildfire Safety Plan to specifically address mitigation protocols and safety requirements necessary to conduct those activities while working in an environment where standard COVID-19 mitigation strategies applicable to broader department activities could not be applied due to the nature of the work associated with emergency response. The Wildfire Safety Plan addresses personal protection equipment (PPE), screening processes, and physical distancing for all DNR staff involved with wildland fire and wildland fire suppression.

In addition to activities conducted on wildfires within Washington during the 2020 fire year, DNR wildland fire staff spent significant time assisting other state and federal agencies in their wildland fire suppression efforts as a part of our interagency, compact and state-to-state agreements, particularly in Oregon, California, and Colorado. When on such assignments, DNR staff were directed to compare DNR's Wildfire Safety Plan measures to local measures in place wherever they were assigned and, where they differed, to apply the more stringent standard.

While no formal evaluations are available to date, subjective information indicates that the measures undertaken in the northwest were very successful with lower numbers of positive test results than encountered in other geographic areas and lower numbers within DNR than experienced by other cooperators. While these results are very positive, it must also be understood that the increased complexity forced revised operations at all levels, leading to increased time and increased cost required to suppress fires this year. And, it is expected this increased complexity will continue into the 2021 fire season.





## Agency and Wildfire Administration

The current administrative structure at DNR is both centralized and decentralized. Centralized agency administration (also known as indirect) includes executive offices that provide strategic direction and executive level support as well as traditional administrative programs that comprehensively support the entire agency (both divisions and regions) in implementing DNR's mission. In addition to centralized agency administration, each of DNR's operational programs (also known as direct) including the Wildfire program has decentralized administrative support positions that support them as well. Wildfire Administration solely supports the Wildfire program.

### **Centralized Agency Administration (indirect) includes:**

- Executive management and traditional administrative service programs: Office of the Commissioner, Executive Leadership, Communications, Policy and Legislative Office, Safety, Legal Affairs, Environmental Analysis, Records and Public Disclosure, Budget, Finance, Economics, Human Resources, Workplace Culture and Development, Information Technology, Contracts and Procurement, Fleet, Radio and Facilities.
- Region Operations: All six DNR regions' administrative leadership and administrative support to include Finance, Human Resources, Information Technology, and Facilities
- Interagency Payments: Natural Resources Building (NRB) Rent, and Central Services Payments which includes Attorney General services.

### **Operational Programs (direct) include the following agency areas:**

- Resource Protection: Wildfire, Forest Health and Resiliency, Forest Practices and the Washington Geological Survey.
- Resource Management: State Lands programs that includes Forest Resources; Product Sales and Leasing; Conservation, Recreation and Transactions; Engineering; State Lands Operations; State Lands Forest Health; Aquatics; and, Law Enforcement.

Due to the recent reorganization in DNR, the activities in the former Engineering sub-program have been dispersed to Agency Administration and Resource Management.

A complete analysis of DNR's centralized and decentralized budget and accounting processes will be a part of the report to the legislature presented March 1, 2021.



## HOW ADMINISTRATIVE ACTIVITIES ARE FUNDED

DNR's direct programs pay their share of the agency's administrative costs based on a cost allocation method (see Cost Allocation for Administrative Programs, below).

For context, in the current biennium, the total allotment of all funds for Agency Administration is \$88.6M, which is allocated as follows:

- Executive management and traditional administrative service programs (\$45M)
- Region Operations (\$16M)
- Interagency Payments (\$27.6M) - Interagency payments constitute various charges billed to DNR by other state agencies providing administrative services.

The amount of funding the Wildfire program contributes to the Administrative (Admin) Fund Split for Agency Administration is \$12.8M.<sup>2</sup> In comparison, the biennial allotment for Wildfire Administration is \$2.1M.

## COST ALLOCATION FOR ADMINISTRATIVE PROGRAMS

At the beginning of every biennium, the department identifies the number of FTEs in each of its direct programs and what funds were appropriated for those direct staff costs. The numbers form the basis for calculating five different "fund splits," one for each of the three major categories of administrative costs identified above, as well as two additional fund splits for attorney fees and rent. These numbers are used to assign the program's share of administrative costs.

The fund splits are based on the distribution of funds allotted by the FTEs in the direct programs.

### Centralized Agency Administration (aka "Admin") Fund Split:

The total FTEs for the operational programs are calculated and adjusted to arrive at the agency FTE total by fund. It is adjusted because some accounts have restrictions on their use that limit the amount that can be used to pay for administrative costs. The adjusted total constitutes the total FTEs that support the agency Admin Fund Split.

### Region Operations Fund Split:

The total FTEs for operational programs that have a region component are calculated and adjusted to derive a region operations FTE total by fund. Again, it is adjusted because some accounts have restrictions on their use. The adjusted total of all FTEs for regions constitutes the total FTEs that support the region operations fund split. Two of DNR's operational programs – Aquatic Resources and the Washington Geological Survey – are centrally delivered and thus do not have a region cost component. These two programs do not contribute to the Region Operations Fund Split.

### Interagency Payments Fund Split:

As noted above, interagency payments constitute various charges billed to DNR by the state agencies providing those services. The fund split used is an adjusted Admin Fund Split that factors out administrative costs associated with General Fund-Federal and General Fund-Local appropriations; these costs are directly paid through the Admin Fund Split.

### Attorney General (AG) Services Fund Split:

Assignment of the cost of Attorney General Services is based on attorney use by each program during the previous biennium and adjusted for any new information that would increase the need for legal services in the new biennium.

### NRB Rent Fund Split:

At the beginning of every biennium, DNR updates the square footage usage of each program in the NRB. Each program is then billed for the amount of square footage used in the NRB.

<sup>2</sup> The calculation of the Admin Fund Split is a ratio by fund. Because the Wildfire program has funds in its allotment that are used for other direct programs in DNR, the Admin Fund Split is an estimate based on the percentage of each of those funds in the Wildfire program.



## LEGISLATIVE LIMITATIONS ON SUPPRESSION FUNDS FOR ADMINISTRATIVE COSTS

For several biennia a budget proviso has precluded the use of General Fund-State (GF-S) dollars provided for suppression activities from being used for DNR's administrative and indirect costs. The proviso further directs DNR to allocate these costs to DNR's remaining funds and accounts. This has created issues of equity and fairness across all DNR's funds and accounts. This is an artificial limitation on the proper allocation of administrative and indirect costs to the GF-S. The wording of the proviso contained in Ch. 1, Laws of 2017 Sec 308(2) states:

(2) \$16,546,000 of the general fund—state appropriation for fiscal year 2018, \$16,546,000 of the general fund—state appropriation for fiscal year 2019, and \$16,050,000 of the disaster response account—state appropriation are provided solely for emergency fire suppression. **The general fund—state appropriations provided in this subsection may not be used to fund the department's indirect and administrative expenses.** The department's indirect and administrative costs shall be allocated among its remaining accounts and appropriations.

## WILDFIRE PROGRAM ADMINISTRATION

Wildfire program Administration provides for program management, wildfire and forest health budget management, administrative support, and incident business functions. Funding for these activities is allotted from appropriations made specifically for the Wildfire program, although some positions are funded between Wildfire Division (WD) and Forest Health and Resiliency Division (FHRD).

Historically, as documented in the agency Chart of Accounts, the administrative functions of the Wildfire program were housed in the Fire Control program (020-01-01). In the 2017-19 biennium, the Fire Control title was changed to Fire Administration and Preparedness program (020-01-01). In the 2019-21 biennium, in order to better depict the preparedness costs, administrative functions and associated funding remained in the 020-01-01 structure and the Fire Readiness (Preparedness) program structure was changed to 020-02-04.



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## Program Management

Programmatic management and oversight:

**1 FTE (24 SM) WMS3 – Division Manager:** Reports to State Forester and Deputy Supervisor for Wildfire and Forest Health and Resiliency Divisions. Responsible for management of the Wildfire Division and Wildfire program statewide, and establishing policies, procedures, and guidance to address Wildfire program issues affecting operations, control and program accountability statewide.

**1 FTE (24 SM) ADMIN ASST DNR – Strategic Advisor** to the State Forester and Deputy Supervisor for Wildfire and Forest Health and Resiliency Divisions: Provides high-level strategic advice to the Deputy Supervisor on matters related to the Wildfire program and intersects with the Forest Health and Resiliency program, manages task forces and project teams on policy-level issues for the programs, program liaison to Wildland Fire Advisory Committee, leads Electric Utility Task Force, and participates in other priority projects as directed by Deputy Supervisor.

**1 FTE (24 SM) ADMIN ASST DNR – Budget and Business Operations Manager:** Reports to State Forester and Deputy Supervisor for Wildfire and Forest Health and Resiliency, develops and recommends policies, procedures, and guidance to address issues affecting incident business operations, control and accountability processes statewide, provides strategic oversight to agency wildfire and forest health and resiliency business practices and represents DNR on fire and forest health and resiliency business issues on several interagency committees, working groups, and task forces at the local, state, national, and international level. This position supervises the Incident Business, Budget and Fiscal sections. (shared position 50% WD/50% FHRD)

**1 FTE (24 SM) SAFETY OFFICER 2 – Safety Officer for Wildfire program.**

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## Budget Management

Division budget support performs various duties including budget development, monitoring, tracking, analysis, reporting, and assistance in fiscal note development by providing costing information for all programs in Wildfire and Forest Health and Resiliency Divisions.

**1 FTE (24 SM) Budget Analyst 4: Budget and Fiscal Coordinator**  
(shared position 50% WD/50% FHRD)

**1 FTE (24 SM) Budget Analyst 3: Budget Coordination and Analysis, supervisor for two fiscal staff** (shared position 50% WD/50% FHRD)

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## Fiscal Support

Division fiscal support includes processing all fiscal documents (invoices, travel expense vouchers, VISA logs/invoices, contract payments, etc.) for all programs in Wildfire and Forest Health and Resiliency Divisions. Supporting FFPA program processing FFPA bills, exempt billings, refund requests, and maintaining financial tracking database.

**1 FTE (24 SM) Fiscal Technician 3**  
Wildfire and Forest Health and Resiliency Divisions fiscal support.



## Administrative Support Functions

The Administrative Assistant 4 position provides support and is supervised by both the Wildfire Division Manager and the Forest Health and Resiliency Division Manager. This position supervises the Office Support Supervisor 2, who, in turn, supervises two full-time Office Assistant 3 positions, and one seasonal Office Assistant 2 position. The administrative support section includes reception, procurement card tracking, travel reservations, committee/work group meeting support (meeting attendance/note-taking), procurement of goods and services, management of cell phones, tablets, computer needs, Metered Equipment Reporting (MER) form entry, inventory management, assistance with documentation needs for Public Disclosure and Litigation requests, and other support needs that arise.

**1 FTE (24 SM) Administrative Assistant 4** – supports both Wildfire and Forest Health and Resiliency Division Managers and supervises Office Support Supervisor 2 position. (shared position 50% WD/50% FHRD)

**1 FTE (24 SM) Office Support Supervisor 2** – position manages two permanent, full-time front line staff for Wildfire and Forest Health and Resiliency divisions, and one seasonal part-time position. (shared position 50% WD/50% FHRD)

**2 FTE (24 SM) Office Assistant 3** – supports Wildfire and Forest Health and Resiliency Divisions positions: reception, procurement card tracking, travel reservations, committee/work group meeting support (meeting attendance/note-taking), procurement of goods and services, management of cell phones, tablets, computer needs, MER entry, inventory management, assisting with documentation needs for Public Disclosure and Litigation requests, and other support needs that arise. (shared position 50% WD/50% FHRD)

**0.5 FTE (12 SM) Seasonal Office Assistant 2** – Fire Readiness fireline reporting (June - October) – position supports fire readiness, is staffed evenings and weekends for specified hours to ensure fireline phone lines are answered until lines are forwarded to Washington State Military Department's Emergency Management Division for 24-hour coverage of fireline calls.



## Incident Business Functions

Audits invoices specifically for fire suppression-related cooperator payments, contractor payments, prepares encumbrances and accrual requests, prepares monthly fire suppression report showing fire costs incurred each fiscal year, audits and maintains cost component of internal incident information system, audits and processes billable and payable items due to and due from other state and federal agencies, works with federal and other state agencies to audit and reconcile incident cost tracking system (e-ISuite) databases and agency financial data to settle cost shares, respond to Public Disclosure and Litigation requests as needed, is the primary point of contact with Washington State Military Department's Emergency Management Division regarding agency Federal Emergency Management Assistance Fire Management Assistance Grants (FEMA FMAG) claims.

### **1 FTE (24 SM) Management Analyst 4 – Incident Business Analyst:**

Cooperator Payments, Contractor Payment, Encumbrance/Accruals, provides direction and assistance to statewide staff preparing Monthly Fire Suppression Report, Emergency Incident Reporting System (EIRS) – updates block cost rates that go into EIRS, Interagency Fire Bills (both billable and receivable to another agency), Cost Shares, Third Party Fire Investigations (Cases referred to AGs office), Public Disclosure, and Litigation, and FMAG. Position also provides senior-level analysis and consultation to executive and division management on developing policies, procedures, and guidance to address issues affecting incident business operations, and control and accountability processes statewide. Supports technological business analysis and systems management tied to Incident Business cost systems, a requirement of the JLARC Study 18-02: 2017 Fire Suppression Funding-Costs-DNR-OSFM.

**1 FTE (24 SM) Fiscal Analyst 4 – Fire Fiscal Analyst:** Cooperator Payments, Contractor Payments, Encumbrances/Accruals, prepares Monthly Fire Suppression Report, updates block cost rates that go into EIRS, Interagency Fire Bill (both billable and receivable to another agency), Public Disclosure, and FMAG. Support technological business analysis and systems management systems tied to Incident Business cost systems, a requirement of the JLARC Study 18-02: 2017 Fire Suppression Funding-Costs-DNR-OSFM.

**1 FTE (24 SM) Fiscal Analyst 1 – Fire Fiscal Analyst:** Cooperator Payments, Contractor Payments, Encumbrances/Accruals, assist with preparing Monthly Fire Suppression Report, update block cost rates that go into EIRS, Interagency Fire Bill (both billable and receivable to another agency), and Public Disclosure.





## Wildfire Program Regional Administration – decentralized administrative support

Wildfire program Regional Administration provides support directly within and for each of the Regions: Northwest, Northeast, Olympic, Pacific Cascade, South Puget Sound, and Southeast.

The functions specifically handled in the Regions include:

- Hiring and on-boarding casual hires, auditing time reports for payroll, processing travel reimbursements, and ensuring hiring off-boarding is completed at end of employment season.
- Maintain list and track status of all investigations for incidents with a wildland fire investigator, and all investigations that DNR is seeking cost recovery. Monitor all deadlines associated with each case and track correspondence sent to third parties. Review costs to determine if the cost of the case meets level requiring referral to the AGs office.

The Northeast Region and Southeast Region were each provided one FTE in the 2015-17 biennium and the South Puget Sound Region was provided one FTE in 2019-21 to perform the above functions. Olympic Region, Pacific Cascade Region, and Northwest Region utilize varying staff to perform these functions. The staffing by region is:

### **NORTHEAST**

**1 FTE (24 SM) Fiscal Analyst 2,  
1 FTE (24 SM) Fiscal Technician 3**

### **SOUTHEAST**

**1 FTE (24 SM) Fiscal Analyst 2,  
1 FTE (24 SM) Fiscal Analyst 1**

### **SOUTH PUGET SOUND**

**1 FTE (24 SM) Fiscal Analyst 2**

on hold due to statewide cost reductions work

### **OLYMPIC, PACIFIC CASCADE, AND NORTHWEST**

#### **Varying staff**

HR and IT Region Operations staff handle the hiring, on-boarding, off-boarding, equipping with cell phones/tablets, and supplying PPE, etc. for all new hires. This work increases substantially for hiring, on-boarding and off-boarding seasonal firefighters and casual hires needed for fire season.

# Wildland Fire Terminology

This section answers Proviso subsection i) An analysis of terminology used to describe wildland fire suppression, prevention, preparedness, forest health, pre-suppression, and any other term used to describe program activities and provide definitions for each. This should include cross reference to federal definitions and federal funding.

## ANALYSIS FRAMEWORK

The analysis of terminology consists of:

1. Determining if any of the terms identified in the proviso have a basis in Washington state law, and if so, are there accompanying definitions (Figure 1);
2. Determining if any of the terms are referenced in policy governing the federal land management agencies, or in relevant cooperative agreements between the federal agencies and DNR. (Figure 1);
3. Identifying other terms that describe program activities (Figure 1);
4. Determining the nexus, if any, between terms and definitions and federal funding; and,
5. Establishing a base line for terminology and definitions that will be incorporated into Department policy.

## TERMINOLOGY AND DEFINITIONS CROSS REFERENCE

The following table (Figure 1) lists each of the terms identified in the proviso that DNR has used to describe activities related to wildland fire or forest health. Each term is cross-referenced between identified federal policy definitions, or as defined by the Master Fire Agreement, and either by state statute or current DNR policy.



## Terminology and Definitions Cross Reference (Figure 1)

TERMINOLOGY	FEDERAL DEFINITION <sup>3</sup> AND MASTER AGREEMENT DEFINITION <sup>4</sup>	WASHINGTON STATE STATUTORY DEFINITION OR DNR POLICY
<b>(Wildland Fire) Suppression</b>	<p><b>All the work to extinguish or limit wildland fire spread.</b></p> <p><b>Master Agreement Definition:</b> Action to extinguish a fire or confine fire spread beginning with its discovery.</p>	<p><b>Statutory Definition RCW 76.04.005</b></p> <p>All activities involved in the containment and control of forest fires, including the patrolling thereof until such fires are extinguished or considered by the Department to pose no further threat to life or property.</p> <p><b>No further definition of suppression by agency policy. See Department Policy PO20-001 FIRE SUPPRESSION</b></p>
<b>Prevention</b>	<p>Activities directed at reducing the incidence of fires, including public education, law enforcement, personal contact, and reduction of fuel hazards (fuels management). Actions to avoid an incident, to intervene for the purpose of stopping an incident from occurring, or to mitigate an incident's effect to protect life and property. Includes measures designed to mitigate damage by reducing or eliminating risks to persons or property, lessening the potential effects or consequences of an incident.</p> <p>Master Agreement Definition: Activities directed at reducing the incidence of fires, including public education, law enforcement, personal contact and reduction of fuel hazards (fuels management).</p>	<p><b>No state statutory definition</b></p> <p><b>No definition established by Department policy</b></p> <p>The Wildfire program has established time and activity codes (TAR codes) that identify certain costs and activities that may be charged to <b>prevention</b>. These include:</p> <p>All costs related to fire prevention.</p> <p>All costs related to activities required to issue silvicultural burning permits and to deliver the smoke management program.</p> <p>All costs related to delivering the fire district assistance program.</p> <p>DNR Forest Health and Resiliency Program has established time and activity codes (TAR codes) that identify certain costs and activities that may be charged to Community Wildfire Preparedness &amp; Prevention. These include:</p> <p><b>Preparedness and Prevention</b></p> <p>All costs related to fire preparedness and prevention activities identified in region fire prevention plans and division deliverables.</p> <p><b>FH Prevention – Local Grants</b></p> <p>All costs associated with work conducted in the Fire Prevention program that is funded by local grants.</p> <p><b>Prevention – Federal Grants</b></p> <p>All costs associated with work conducted in the Fire Prevention program that is funded by federal grants.</p>

<sup>3</sup> The Glossary of Wildland Fire Terminology provides an extensive listing of terms and definitions used by the National Wildfire Coordinating Group (NWCG) community. This document contains terms commonly used by NWCG in the areas of wildland fire and incident management and is not to list all terms used by NWCG members and users.

<sup>4</sup> The purpose of the statewide Master Cooperative Wildland Fire Management and Stafford Act Agreement is to document the commitment of the Parties to improve efficiency by facilitating the coordination and exchange of personnel, equipment, supplies, services, and funds among the Parties to the Agreement in sustaining wildland fire management activities, such as prevention, preparedness, communication and education, fuels treatment and hazard mitigation, fire planning, response strategies, tactics and alternatives, suppression and post-fire rehabilitation and restoration.



TERMINOLOGY	FEDERAL DEFINITION AND MASTER AGREEMENT DEFINITION	WASHINGTON STATE STATUTORY DEFINITION OR DNR POLICY
<p><b>Preparedness</b></p>	<p>Activities that lead to a safe, efficient, and cost-effective fire management program in support of land and resource management objectives through appropriate planning and coordination.</p> <p>Mental readiness to recognize changes in fire danger and act promptly when action is appropriate.</p> <p>The range of deliberate, critical tasks, and activities necessary to build, sustain, and improve the capability to protect against, respond to, and recover from domestic incidents.</p> <p><b>Master Agreement definition:</b></p> <p>Activities that lead to a safe, efficient, and cost-effective fire management program in support of land and resource management objectives through appropriate planning and coordination.</p>	<p><b>No state statutory definition</b></p> <p><b>No definition established by Department policy</b></p> <p>DNR Forest Health and Resiliency Program has established time and activity codes (TAR codes) that identify certain costs and activities that may be charged to Community Wildfire Preparedness &amp; Prevention. These include:</p> <p><b>Preparedness and Prevention</b></p> <p>All costs related to fire preparedness and prevention activities identified in region fire prevention plans and division deliverables.</p> <p><b>FH Prevention – Local Grants</b></p> <p>All costs associated with work conducted in the Fire Prevention program that is funded by local grants.</p> <p><b>Prevention – Federal Grants</b></p> <p>All costs associated with work conducted in the Fire Prevention program that is funded by federal grants.</p> <p><b>See also Readiness</b></p>
<p><b>Pre-suppression</b></p>	<p>Activities in advance of fire occurrence to ensure effective suppression action. Includes planning the organization, recruiting and training, procuring equipment and supplies, maintaining fire equipment and fire control improvements, and negotiating cooperative and/or mutual aid agreements.</p> <p><b>Not defined in Master Agreement</b></p>	<p><b>No state statutory definition; however,</b></p> <p>This term is used in RCW 76.04. (4) (e) The Department may: Provide fire detection, prevention, presuppression, or suppression services...</p> <p><b>No definition established by Department policy</b></p> <p><b>See also Readiness</b></p>
<p><b>Readiness</b></p>	<p>Condition or degree of being completely ready to cope with a potential fire situation.</p> <p>Mental readiness to recognize changes in fire danger and act promptly when action is appropriate.</p> <p><b>Not defined in Master Agreement</b></p>	<p><b>No statutory definition</b></p> <p><b>No definition established by Department policy</b></p> <p>The Wildfire program has established time and activity codes (TAR codes) that identify certain costs and activities that may be charged to Fire Readiness. These include:</p> <p><b>Readiness</b></p> <p>This includes fire planning at all levels such as systematic dispatch, industrial and mobilization plans, fire equipment development, maintenance and accountability. All cooperative fire planning with other agencies, fire detection activities and related fire weather activities. This in-cludes all activities pertaining to the Forest Fire Protection Assessment statute</p> <p>Costs associated with the aerial aviation program, such as salaries, benefits and travel costs for Division Aviation Logistics Manager and NEWICC Aviation Logistics position. Does not include costs related to the helicopter or Helitack programs.</p>



TERMINOLOGY	FEDERAL DEFINITION AND MASTER AGREEMENT DEFINITION	WASHINGTON STATE STATUTORY DEFINITION OR DNR POLICY
<b>Emergency</b>	<p>Any incident which requires the response of a fire protection organization's attack units and/or support units.</p> <p><b>Master Agreement Definition:</b></p> <p>As defined by the Stafford Act, an emergency is, "any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States."</p>	<p><b>State statutory definition - RCW 38.52.010 (6)(a)</b> defines an "emergency" as ... an event or set of circumstances which: (i) demands immediate action to preserve public health, protect life, protect public property, or to provide relief to any stricken community overtaken by such occurrences; or (ii) reaches a dimension or degree of destructiveness as to warrant the governor declaring a state of emergency....</p> <p><b>DNR Policy Definition</b></p> <p>Policy PO20-004 – Incident Response "Emergency" and "Incident Command System" defined: For incident response purposes, the definitions in RCW 38.52.010 for "emergency" and "incident command system" are extended to DNR and DNR personnel.</p>
<b>Emergency Fire Costs</b>	<b>No applicable definition</b>	<p><b>Statutory Definition RCW 76.04.005 (7)</b> "Emergency fire costs" means those costs incurred or approved by the Department for emergency forest fire suppression, including the employment of personnel, rental of equipment, and purchase of supplies over and above costs regularly budgeted and provided for nonemergency fire expenses for the biennium in which the costs occur.</p> <p><b>No definition established by Department policy</b></p> <p>DNR Wildfire program has published guidance regarding which activities and costs may be charged under a Seasonal Suppression Costs time and activity code (TAR code). See DNR Guidance Document GL20-001-980.</p>
<b>Fire Season</b>	<p><b>No applicable definition</b></p> <p>Federal Agencies at the direction of the Wildland Fire Leadership Council (2018) have migrated to the term "Fire Year." All state forestry and wildland agencies are encouraged to migrate to the new term.</p>	<p><b>No state statutory definition</b></p> <p><b>Fire season</b> is not the same definition as "Closed season" which means the period between April 15th and October 15th, unless the Department designates different dates because of prevailing fire weather conditions, that certain regulations related to operating equipment, hazard abatement, and outdoor burning are in effect.</p>
<b>Forest Health</b>	<p>US Forest Service defines forest health by the production of forest conditions which directly satisfy human needs and by resilience, recurrence, persistence, and biophysical processes which lead to sustainable ecological conditions.</p>	<p><b>Statutory definition – RCW 76.06.020 (6):</b></p> <p>"Forest health" means, for the purposes of this chapter, the condition of a forest being sound in ecological function, sustainable, resilient, and resistant to insects, diseases, fire, and other disturbance, and having the capacity to meet landowner objectives.</p>



## Recommendations (Figure 2)

### Table of Terminology and Definitions recommended by DNR to establish in statute or DNR policy

DNR intends to establish the definitions of the following wildland fire and forest health terms in policy prior to July 1, 2021 (Figure 2). Establishing terms and definitions in policy will ensure that they can be updated periodically to reflect changes in interpretations across all wildland fire partner agencies. It is not anticipated that this will require significant financial accounting systems changes, however, if needed, DNR will consult with the Office of Financial Management.

TERMINOLOGY	DEFINITION	RECOMMENDED CHANGE
<b>Emergency</b>	<p>An event or set of circumstances which: (i) demands immediate action to preserve public health, protect life, protect public property, or to provide relief to any stricken community overtaken by such occurrences; or (ii) reaches a dimension or degree of destructiveness as to warrant the governor declaring a state of emergency.</p> <p><b>PO20-001 Fire Suppression</b></p> <p>The priorities of the Department’s fire control program are (in order) to:</p> <ol style="list-style-type: none"> <li><b>1. Protect human life.</b></li> <li><b>2. Protect natural resources on Department protected lands.</b></li> <li><b>3. Minimize resource losses and fire costs.</b></li> </ol>	<p><b>No Change – Current DNR Policy</b> <b>See RCW 38.52.010</b></p>
<b>Prevention</b>	<p>Activities directed at reducing ignitions of forest fires from human-related activities.</p> <p><b>Activities may include:</b></p> <p>Public education and personal contact; the issuance and regulation of silvicultural burning permits and other outdoor burning; closures and suspensions; fire and fire protection regulation and hazard abatement as described in RCW 76.04 Forest Protection</p> <p>(Based on federal policy definition with modifications to accurately reflect programmatic responsibilities)</p>	<p>Align programs within DNR’s Wildfire and Forest Health and Resiliency Divisions with this definition.</p>
<b>Preparedness</b>	<p>Program administrative functions that occur prior to a fire incident that lead to a safe, efficient, and cost-effective forest protection program.</p> <p><b>Activities may include:</b></p> <p>Suppression planning prior to a fire incident; recruitment and training of fire personnel; procurement and maintenance of firefighting equipment and supplies; negotiating cooperative and/or mutual aid agreements and delivering fire district assistance programs; creating, maintaining, and improving a system of fuel breaks, water sources, and control lines.</p> <p>All activities related to assessments, obligations and funds under RCW 76.04.600 - 630.</p>	<p>Adopt the Federal policy definition with modifications to reflect the DNR’s programmatic responsibilities.</p>
<b>Suppression</b>	<p>All activities involved in the containment and control of forest fires, including the patrolling thereof until such fires are extinguished or considered by the Department to pose no further threat to life or property.</p> <p><b>Activities may include:</b></p> <p>Dispatching to and suppression of all fires; reacting to fire potential by prepositioning personnel and equipment; initial fire cause and origin investigations.</p>	<p>No change.</p>
<b>Emergency Fire Costs</b>	<p>Those costs incurred or approved by the Department for emergency forest fire suppression, including the employment of personnel, including seasonal and contracted personnel, rental of equipment, and purchase of supplies over and above costs regularly budgeted and provided for nonemergency fire expenses for the biennium in which the costs occur.</p> <p><b>Costs may include:</b></p> <p>Costs as outlined in the Department’s Guidance Document GL20-001-980 – Seasonal Fire Suppression Costs; and other subsequent policies.</p>	<p>Create an umbrella policy that clarifies what are to be considered emergency fire costs.</p>
<b>Fire Season</b>	<p>For statistical purposes only, the Department defines fire season as being Jan. 1 through Dec. 31 of each year. This is consistent with the federal agencies which have migrated to the term “fire year.”</p>	<p>No change.</p>





# Programmatic Impacts of Adopting Terminology and Definitions

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## TIME AND ACTIVITY REPORTING

DNR intends to establish the definitions of the following wildland fire and forest health terms in policy prior to July 1, 2021. Establishing terms and definitions in policy will ensure that they can be updated periodically to reflect changes in interpretations across all wildland fire partner agencies. It is not anticipated that this will require significant financial accounting systems changes, however, if needed, DNR will consult with the Office of Financial Management. Status of changes will be presented in the March 1, 2021 report.

## EMERGENCY FIRE COSTS INTERPRETATION

Historically, DNR has funded the costs of seasonal fire staff,<sup>5</sup> when not assigned to a fire, through a General Fund-State appropriation.

In October 2015, in consultation with the Office of Financial Management, DNR interpreted the definition of Emergency Fire Costs in RCW 76.04.005(7) to include costs associated with employing seasonal fire staff and certain costs related to fire engine procurement and operation for those staff.

In 2017, DNR further interpreted the definition of Emergency Fire Costs to include the costs associated with employing "career" seasonal fire staff as well.

In 2018, DNR's Wildfire Division developed Guidance Document GL20-001-980 – Seasonal Fire Suppression Costs to further enhance controls over emergency fire expenditures. This guidance was to delineate expenditures in several key areas related to employing and equipping seasonal fire staff specifically. These areas included guidance for expenditures on salaries and benefits, goods and services, facilities, fire engine operations, fire equipment, and training costs.

DNR will continue to interpret the definition of Emergency Fire Costs to include expenditures related to seasonal fire staff as currently outlined in Guidance Document GL20-001-980. If this interpretation is not supported, DNR would need to request an ongoing General Fund-State appropriation for its seasonal fire staff, including their support.

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<sup>5</sup> Seasonal fire staff positions are filled for the duration of elevated fire risk, typically for the period of May through September, depending on annual predicted fire weather. Seasonal positions are "exempt positions," with no return rights, and "career" seasonal positions have return rights.



## PREPAREDNESS AND PREVENTION ACTIVITIES ACCOUNTING

When DNR created the Forest Health and Resiliency Division (FHRD) in 2019, it transferred the responsibilities for certain program activities related to community wildland fire preparedness and prevention from the Wildfire Division to FHRD to align with work on landscape level risk assessment being conducted by FHRD. These activities would traditionally be associated with the definitions for the term “Prevention,” and expenditures accounted for through the Wildfire Division. By July 2021, DNR plans to review programmatic alignment in light of these proposed terminology and definitional changes to ensure these expenditures are appropriately aligned and costs fully accounted for.

## Cross-reference of Relevant Terms with Federal Funding Received by the Department (Figure 3)

TERMINOLOGY	FEDERAL FUNDING RECEIVED	2019 AND 2020 FEDERAL FISCAL YEAR FUNDING
<b>Prevention</b>	<b>State Fire Assistance</b> provides financial and technical support directly to the states, to enhance firefighting capacity, support community-based hazard mitigation, and expand outreach and education to homeowners and communities concerning fire prevention. The program requires a 50-50 match by the state. DNR utilizes this funding to administer and provide competitive grants to assist communities with fire safety, Firewise USA®, and hazardous fuels reduction on private lands.	<b>\$5,530,539</b> (Western State Fire Managers grants, National Fire Plan, Wildland Urban Interface grants)
<b>Preparedness</b>	<b>Volunteer Fire Assistance Program</b> is administered and staffed by DNR through 50-50 cost -sharing grants to local fire departments located in rural communities. The program’s main goal is to provide financial, technical and other assistance in the organization, training, and equipping of fire departments in rural areas, defined as having a population of 10,000 or less. Provides for integrated state, local, and federal wildland firefighting effort.	<b>\$1,245,266</b>
<b>Forest Health</b>	<b>Forest Stewardship Program</b> provides assistance to owners of forest land to enhance and sustain their forest resources and contribute to healthy and resilient landscapes.	<b>\$720,317</b>
<b>Forest Health</b>	<b>Urban and Community Forestry</b> supports forest health for all of our Nation’s forests, creates jobs, contributes to vibrant regional wood economies, enhances community resilience, and preserves the unique sense of place in cities and towns of all sizes.	<b>\$1,285,094</b>



## Zero-Based Budget (ZBB)

The ZBB identified the level of resources needed to effectively meet the deliverables and outcomes for the 2021-23 by taking the 2021-23 biennium's Carry-Forward Level (CFL), adding the cost of the current inventory of assets, and then identifying those resources above CFL and current assets.

DNR's final report, which will be submitted March 1, 2021, will focus on analysis of the data. The initial ZBB did identify some findings, which are noted in the Executive Summary. DNR will continue to analyze the information in the ZBB and intend to bring any additional findings, whether they are statutory changes or budget requests, to OFM and the legislature during the upcoming 2021 Legislative session.

### WHAT IS A ZERO-BASED BUDGET (ZBB)?

A zero-based budget (ZBB) deviates from traditional budgeting in that the budget for each new fiscal period is created de novo. As part of the process, programs must identify each activity they are seeking to implement, then identify each expense necessary to implement that activity before adding it to the new budget—even old and recurring expenses. In a ZBB, budgets are not connected to the prior fiscal year's spending, allowing spending levels to be set based on the necessary activity or function rather than historical trends. ZBBs are tied to specific activities and levels of service.

### APPROACH

This report utilized the 2021-23 deliverables developed by the Wildfire Program for the ZBB. The Wildfire Program identified the deliverables that would be necessary for the Wildfire Program to meet statutory requirements, DNR's Strategic Plan, and the Washington State Wildland Fire Protection 10-Year Strategic Plan. The ZBB for the Wildfire Program identifies the resources such as staff and equipment needed to support a Wildfire Program that is adequately resourced to prevent wildfires, prepare for wildfires, and suppress wildfires when they occur. The current level of resources, which includes the program's CFL and current inventory of assets was quantified to arrive at a reasonable value of the assets and activities currently working on wildfire activities. Staff then identified a level of resources above the current level, which is noted as the "Delta," needed to achieve the deliverables and outcomes in the 2021-23 Deliverables.

For the initial report, staff collected the cost data necessary to support those activities needed to meet the Deliverables and Outcomes noted in the 2021-23 Deliverables worksheet. For the final report, DNR plans to coordinate the performance review of the Wildfire Program with an analysis of the ZBB cost data.

The performance review, along with the development of the ZBB, were started after DNR had submitted their 2021-23 budget decision packages to OFM. The review of the Wildfire program's activities, with the information gained from the ZBB, will be used to inform future decision packages for budget requests and policy changes for the Wildfire program. This may include requests for statutory changes and/or budget enhancements



to wildfire activities that may need additional resources to meet their mandates. Consequently, DNR hopes that OFM and the legislative fiscal committees will favorably consider DNR’s wildfire decision packages in the 2021 Session. DNR recognizes that this is not the customary budget process. However, given that this report is being developed at the same time that OFM is finalizing the Governor’s budget, recommendations from the report could not have been submitted for consideration by OFM prior to the report’s submission to the Legislature on December 1, 2020.

### CARRY-FORWARD LEVELS

CFL represent those funds received from prior legislatively appropriated actions, with adjustments for one-time costs and factoring of those of costs that were provided for the second year of the previous biennium to account for the full two years of the ensuing biennium. DNR determined that using the CFL allowed programs to estimate costs more quickly and accurately because the CFL contained staffing levels and associated costs for the programs. Having each program, division, and regional office estimate costs in true ZBB fashion would have been too time consuming and would have come up with similar cost estimates. Therefore it was determined using CFL was a reasonable alternative to estimating costs using a true ZBB process.

WILDFIRE ACTIVITY	2021-23 CARRY FORWARD LEVEL
<b>Prevention</b>	
<b>Fire Regulation</b>	\$7,851,500
<b>Preparedness</b>	
<b>Fire Operations</b>	\$29,106,600
<b>Camps Program</b>	\$10,135,600
<b>DNR Fire Training</b>	\$6,318,300
<b>Interagency Fire Training Academy</b>	\$3,317,000
<b>Fire Administration</b>	\$2,180,800
<b>Fire Cache</b>	\$1,671,100
<b>HB-2093 – Wildland Fire Suppression</b>	\$346,300
<b>Wildfire Investigation*</b>	\$622,800
<b>Suppression</b>	
<b>Emergency Fire Suppression</b>	\$63,743,000
<b>Total</b>	<b>\$125,293,000</b>

\* The CFL for low-severity wildfire investigations is usually captured as a Fire Operations activity; high-severity fires investigations are funded under Wildfire Investigations. However, once there is a wildfire, investigations are billed to Suppression because they investigate the cause of each fire. Consequently, the investigations that occur during a wildfire are part of the Emergency Fire Suppression costs and are assumed as part of the Emergency Fire Suppression CFL.



## ZBB ACTIVITIES AND AMOUNTS

The following section outlines the level of current program FTEs, carry-forward level and current assets, and the additional FTEs and resources needed to meet the level of wildfire performance deemed necessary by DNR to accomplish the 2021-23 Deliverables.

Additional FTEs and assets were identified in order to achieve outcomes associated with each wildfire activity. There are an additional 112 FTE, 92 radios, 92 PPE, and 62 vehicles over CFL and current inventory of assets to support the following activities: Camps Program; DNR Fire Training; Fire Administration; Fire Cache; Wildfire Investigation; Fire Operations; Fire Regulation; and Interagency Fire Training Academy.

In recent years, it has become clear that certain items such as equipment, which have year round maintenance considerations, should be funded with Suppression dollars.

The following charts show the summary of the 2021-23 Deliverables, FTEs, and Amounts, respectively by fiscal year and activity.

WILDFIRE	DELIVERABLES
Prevention	<p><b>Major activities include: forest fire protection assessment; fire district assistance including local grants; regulation; silvicultural burning permits, and prescribed fire training and certification. Education and outreach is not included in this information as it is part of Forest Health and Resiliency Program because the ZBB focused only on the Wildfire Program.</b></p>
Fire Regulation	<p><b>Smoke Management Plan</b></p> <ul style="list-style-type: none"> <li>• Provide smoke management operating procedures for the DNR regions and federal land managers.</li> <li>• Provide related technical expertise, meteorological information, forecasts, and training.</li> <li>• Develop performance standards for DNR regions.</li> <li>• Coordinate among Smoke Management Plan participants.</li> <li>• Approve or disapprove burning depending upon meteorological conditions, potential smoke intrusions, and other air quality effects.</li> <li>• Develop and maintain systems for gathering, transmitting, and reporting data required.</li> <li>• Collect required fees from federal Smoke Management Plan participants.</li> <li>• Issue smoke management approval decision for all burn requests greater than or equal to 100 tons.</li> </ul> <p><b>Fire District Assistance</b></p> <ul style="list-style-type: none"> <li>• Provide excess equipment, personal protective gear, and federal/state grant dollars for projects to Fire Districts across the state.</li> <li>• Provide support through the Fire District Assistance Program to place functional firefighting pieces of Federal Excess equipment as a part of the Federal Excess Property Program (FEPP) of the USDA Forest Service in high priority fire districts.</li> <li>• Distribute surplus DNR fire engines based on priority of need to fire districts.</li> </ul> <p><b>Forest Fire Protection Assessment (FFPA)</b></p> <ul style="list-style-type: none"> <li>• Assess forestland owners for the protection of their forestland by the department and provide a contingency fund for accidental fires started from landowner operations.</li> <li>• Utilize region and division personnel to ensure assessments are reviewed, updated, and are posted accurately working cooperatively with county assessors that will meet the requirements of RCW 76.04.610 annually.</li> <li>• Create and maintain a DNR jurisdiction layer for accurate fire reporting and FFPA direct billing.</li> </ul>



WILDFIRE	DELIVERABLES
Preparedness	<p><b>Major activities include Camps Program, DNR Fire Training, Fire Administration, Fire Cache, Fire Operations, Interagency Fire Training Academy, and HB2093 Wildland Fire Suppression.</b></p>
Fire Operations	<p><b>Support Law enforcement, Investigations and cost recovery as requested.</b></p> <p><b>Fire Operations and Aviation staff:</b></p> <ul style="list-style-type: none"> <li>• Operate state coordination center throughout the year with 7-day coverage beginning June 1 through fire season.</li> <li>• Coordinate the deployment of all qualified DNR personnel and Fire Service personnel (per Interagency Agreement (IAA)/ Forest Land Response Agreement (FLRA)).</li> <li>• Support Northwest/Pacific Northwest Incident Management Teams (IMTs) by rostering and deploying IMTs as requested by the Northwest Geographic Area Board (GeoBoard).</li> <li>• Host, status, mobilize and demobilize Natural Resource Building (NRB) personnel with incident qualifications.</li> <li>• Notify host region of new vendors in ITEAM and follow-up with vendor on incomplete applications.</li> <li>• Work with Dispatch and Operations to create fire pay document, Wage and Equipment Rates, and Emergency Incident Reporting System (EIRS) block costs to be finalized by April 1.</li> <li>• Update and provide Communication Plan and Mobilization Plan by April 15 each year.</li> <li>• Provide appropriate aviation operation, maintenance, oversight and management of DNR’s FEPP, FAA Certified Exclusive Use and Call When Needed aircraft.</li> </ul> <p><b>Region staff:</b></p> <ul style="list-style-type: none"> <li>• Operate dispatch/communications centers throughout the year with 7-day coverage from June through mid-October.</li> <li>• Use WildCAD for dispatching.</li> <li>• Status all qualified DNR personnel and Fire Service personnel (per IAA/FLRA).</li> <li>• By region, meet resource staffing levels to ensure adequate fire protection as outlined by Wildfire Division.</li> <li>• Maintain appropriate IAA, FLRA, and casual hire agreements to provide access to adequate qualified fire response personnel.</li> <li>• Complete and provide FEPP physical inventory beginning in September each year.</li> <li>• Provide outreach, solicitation and training for contracted resources and provide updated vendor lists to Wildfire Division by May 1 each year.</li> <li>• Enter wildland fire data daily into situation report, EIRS within 48 hours for Type 4 and Type 5 fires including estimated suppression costs, EIRS when available for Type 1, Type 2 and Type 3 fires with cost estimates out of e-iSuite and replace with actuals when available.</li> <li>• Review and update, if necessary, local operating plans by March 31, systematic dispatch plans and mobilization plans by May 15.</li> <li>• Review and provide input for draft fire pay practices, Wage and Equipment Rates and EIRS block costs within requested timelines.</li> </ul>
Camps Program	<ul style="list-style-type: none"> <li>• Maintain preparedness for fire suppression year-round, all hazard response, initial attack, mop-up operations, extended attack, and staff and operate DNR-owned mobile kitchens in WA.</li> </ul> <p>Note: when not being utilized for suppression the Camps Program conducts other non-wildland fire project work for local, county and state agencies through reimbursable agreements.</p>
DNR Fire Training	<ul style="list-style-type: none"> <li>• Administer the Work Capacity testing.</li> <li>• Ensure national and state training standards are met.</li> <li>• Track qualifications and provide employees with qualification cards.</li> <li>• Assist partners and cooperators with training and qualification tracking, and report accomplishments for federal grants that provided funding for training.</li> </ul>
Interagency Fire Training Academy	<ul style="list-style-type: none"> <li>• Develop, coordinate and manage 3 Fire Training academy sessions each year.</li> <li>• Coordinate, and/or teach other training opportunities necessary to meet the intent of RCW 76.04.167(1)e.</li> </ul>





WILDFIRE	DELIVERABLES
<b>Preparedness</b>	<b>Major activities include Camps Program, DNR Fire Training, Fire Administration, Fire Cache, Fire Operations, Interagency Fire Training Academy, and HB2093 Wildland Fire Suppression.</b>
<b>Fire Administration</b>	<ul style="list-style-type: none"> <li>• For all other deliverables go to Wildfire Program Administration in Agency and Wildfire Administration.</li> </ul>
<b>Fire Cache</b>	<ul style="list-style-type: none"> <li>• Stock and maintain inventory in Fire Cache with necessary equipment and supplies to ensure fire suppression needs are met for fire crews during the fire season.</li> <li>• Ensure equipment is inspected including safety inspections, repaired or replaced as needed, and returned to service in order to support agency needs, e.g. region mini-cache supply, and needs of the Volunteer Fire Assistance (VFA) Grants.</li> <li>• Work with the Fire Districts to provide all information needed for a timely reimbursement of funds and process within two weeks of filled orders.</li> <li>• Track and maintain compliance for required trainings for warehouse operators and CDL truck drivers.</li> <li>• Maintain a Heavy Haul program.</li> <li>• During fire activities, support emergency fire response and if available, assist with other program/region needs.</li> </ul>
<b>HB 2093 - Wildland Fire Suppression</b>	<ul style="list-style-type: none"> <li>• Ensure the agency and wildfire-fighting agencies across Washington, are doing all they can to efficiently and safely protect resources and communities.</li> </ul>
<b>Wildfire Investigation</b>	<ul style="list-style-type: none"> <li>• Determine the origin and cause of all wildland fire within the department jurisdiction.</li> <li>• Recover fire suppression costs back to the state's general fund when negligence is found.</li> <li>• Maintain tracking system, i.e. timelines for case completion, process improvements.</li> <li>• Instruct National Wildfire Coordinating Group (NWCG) Wildland Fire Origin and Cause Determination classes to agency personnel.</li> <li>• Provide on-going refresher training to current (90+) agency Wildland Fire Investigators to increase skills, provide training updates, and deliver new procedures and protocols.</li> <li>• Attract, recruit, train, and mentor new investigators into the program to meet agency needs and successional planning.</li> <li>• Improve communications with Attorney General Office (AGO) and local prosecutors to better understand the importance of wildland fire investigations and related laws.</li> <li>• Serve on the Electric Utilities Wildland Fire Regulation Panel to improve communications and reduce electrical caused fires through collaboration.</li> <li>• Work with Wildfire Regulation staff to message the public about wildland fire safety based on annual cause determinations.</li> </ul>
<b>Suppression</b>	<b>Activities directly related to suppressing the fire.</b>
<b>Emergency Fire Suppression</b>	<ul style="list-style-type: none"> <li>• Contain 95% of total wildland fires at or below 10 acres on DNR-protected land.</li> </ul>



## FTE BY FISCAL YEAR AND ACTIVITY

WILDFIRE PROGRAM ACTIVITIES	FY 2022			FY 2023			2021-23 BIENNIUM		
	FTE	DELTA	TOTAL	FTE	DELTA	TOTAL	FTE	DELTA	TOTAL
Prevention	29.4	5.8	35.2	29.4	5.8	35.2	29.4	5.8	35.2
Fire Regulation	29.4	5.8	35.2	29.4	5.8	35.2	29.4	5.8	35.2
Preparedness	102.7	22.0	124.7	102.7	22.0	124.7	102.7	22.0	124.7
Fire Operations	354.6	82.1	436.7	354.6	82.1	436.7	354.6	82.1	436.7
Camps Program	35.2	1.0	36.2	35.2	1.0	36.2	35.2	1.0	36.2
DNR Fire Training	18.8	1.4	20.2	18.8	1.4	20.2	18.8	1.4	20.2
Interagency Fire Training Academy	6.3	1.1	7.5	6.3	1.1	7.5	6.3	1.1	7.5
Fire Administration	29.6	16.6	46.2	29.6	16.6	46.2	29.6	16.6	46.2
Fire Cache	11.7	1.9	13.6	11.7	1.9	13.6	11.7	1.9	13.6
HB-2093 – Wildland Fire Suppression	1.0	0.0	1.0	1.0	0.0	1.0	1.0	0.0	1.0
Wildfire Investigation	3.9	2.0	5.9	3.9	2.0	5.9	3.9	2.0	5.9
Suppression*	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Emergency Fire Suppression	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
<b>Total</b>	<b>132.1</b>	<b>27.8</b>	<b>159.9</b>	<b>132.1</b>	<b>27.8</b>	<b>159.9</b>	<b>132.1</b>	<b>27.8</b>	<b>159.9</b>

\* FTEs are not allotted to Suppression due to the unpredictability of fire activity. During peak wildland fire season, DNR has the opportunity to deploy over 1,300 permanent and seasonal firefighters.



## AMOUNT (THOUSANDS) BY FISCAL YEAR AND ACTIVITY

WILDFIRE PROGRAM ACTIVITIES	FY 2022			FY 2023			2021-23 BIENNIUM		
	AMOUNT	DELTA	TOTAL	AMOUNT	DELTA	TOTAL	AMOUNT	DELTA	TOTAL
Prevention	\$5,672	\$932	\$6,604	\$4,479	\$672	\$5,151	\$10,151	\$1,604	\$11,755
Fire Regulation	\$5,672	\$932	\$6,604	\$4,479	\$672	\$5,151	\$10,151	\$1,604	\$11,755
Preparedness	\$138,884	\$17,347	\$156,231	\$81,984	\$10,829	\$92,814	\$220,868	\$28,176	\$249,045
Fire Operations	\$96,376	\$10,371	\$106,747	\$56,573	\$7,404	\$63,977	\$152,949	\$17,775	\$170,724
Camps Program	\$22,042	\$132	\$22,173	\$7,743	\$122	\$7,865	\$29,785	\$254	\$30,039
DNR Fire Training	\$4,920	\$576	\$5,496	\$4,506	\$273	\$4,779	\$9,426	\$849	\$10,275
Interagency Fire Training	\$1,794	\$239	\$2,032	\$1,503	\$177	\$1,680	\$3,297	\$416	\$3,713
Fire Administration	\$4,725	\$2,795	\$7,520	\$4,239	\$2,369	\$6,608	\$8,964	\$5,164	\$14,128
Fire Cache	\$8,081	\$2,815	\$10,896	\$6,527	\$177	\$6,704	\$14,608	\$2,993	\$17,600
HB-2093 – Wildland Fire Suppression	\$222	\$0	\$222	\$209	\$0	\$209	\$431	\$0	\$431
Wildfire Investigation	\$725	\$419	\$1,144	\$684	\$307	\$992	\$1,409	\$727	\$2,135
Suppression*	\$31,872	\$0	\$31,872	\$31,872	\$0	\$31,872	\$0	\$0	\$63,743
Emergency Fire Suppression	\$31,872	\$0	\$31,872	\$31,872	\$0	\$31,872	\$0	\$0	\$63,743
<b>Total</b>	<b>\$176,427</b>	<b>\$18,279</b>	<b>\$194,706</b>	<b>\$118,335</b>	<b>\$11,501</b>	<b>\$129,836</b>	<b>\$231,019</b>	<b>\$29,780</b>	<b>\$324,543</b>

\* For the 2021-23 ZBB, the on-going equipment related Suppression costs can be found in the Fire Operations activity. Once any of the resources in Fire Cache, Fire Operations, or Fire Investigation are deployed to a fire, staff change where they charge their time from their normal program charge codes to an Emergency Fire Suppression charge code. This is done because of the different funds and fund sources that staff would normally charge their activities during non-suppression times.

## Issues

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### LEGISLATIVE LIMITATIONS ON SUPPRESSION FUNDS FOR ADMINISTRATIVE COSTS

For several biennia, a series of budget provisos has precluded the use of General Fund-State funds provided for suppression activities from being used for DNR's administrative and indirect costs. The proviso further directs DNR to allocate these costs to DNR's remaining funds and accounts. This has created issues of equity and fairness across all DNR's funds and accounts, as well as constitutional questions around state trust lands beneficiaries subsidizing wildfire suppression on other jurisdictions. This is an artificial limitation on the proper allocation of administrative and indirect costs to the GF-S. The wording of the proviso contained in Ch. 1, Laws of 2017 Sec 308(2) states:

(2) \$16,546,000 of the general fund-state appropriation for fiscal year 2018, \$16,546,000 of the general fund-state appropriation for fiscal year 2019, and \$16,050,000 of the disaster response account-state appropriation are provided solely for emergency fire suppression. The general fund-state appropriations provided in this subsection may not be used to fund the department's indirect and administrative expenses. The department's indirect and administrative costs shall be allocated among its remaining accounts and appropriations.

### INCREASING COMPLEXITY OF DNR FIRE SUPPRESSION

DNR's statutory responsibility is for fire protection on forested land and lands that immediately threaten forest lands. More and more often, those lands are adjacent to - or may even include - Wildland Urban Interface (WUI) areas where homes/communities are located. Because of DNR's statutory authority, and the training of its firefighters, DNR's firefighting mission does not include structural protection. However, more and more frequently there are considerations around structures that DNR firefighters have to consider in order to keep fire from reaching them, making decisions and actions more complex. This also leads to increasing expectations on the part of the public. The public can become frustrated if DNR firefighters don't take direct structural protection actions when suppressing wildfires. DNR does assist local fire protection districts by attempting to keep the wildfire from reaching or impacting structures, but this takes resources away from its primary mission of forest protection and dramatically increases in the complexity and costs of suppressing wildfires in these instances.



# Wildland Fire Business Transformation Task Force

This section is in response to Section (I): A review of the progress and findings of the ongoing internal department Wildland Fire Business Transformation Task Force related to current practices in fire business and the development of an organizational structure governing fire business practices across the department to comply with all state and federal statutes and agreements and meets the needs of the department as a whole. The formation, scope, objective, timeline, process, gaps, and issues are outlined in this section.

## FORMATION OF TASK FORCE

The task force was initiated by the State Forester/Deputy Supervisor for Wildfire and Forest Health and Resiliency divisions and the Chief Financial Officer to address gaps and issues related to fire business practices statewide. The task force focused its efforts on review and evaluation of existing fire guidance documents (policies, procedures, guidelines) and identification of any guidance documents that may be needed.

## TASK FORCE MEETING SCHEDULE

The task force had its first meeting on Oct. 29, 2019. Subsequent meetings were held once every two weeks through April 16, 2020, then transitioned to weekly through June 11, 2020. Fire activity in the state limited the availability of the majority of task force members for group meetings. Status updates were continued through email correspondence.

## TASK FORCE MEMBERS

The task force was led by the Budget and Business Operations Manager for Wildland Fire and Forest Health and Resiliency programs. Team members were representatives from the Wildfire Incident Business section, Wildfire program's Division management, Region Managers, Region Business and Operations Assistant Region Managers, and subject matter experts from agency Administration programs for Human Resources, Finance, Contracting and Procurement.

## SCOPE AND OBJECTIVE

Develop and implement standardized fire business practices and organizational structure across DNR to comply with all state and federal statutes and agreements.

### The final recommendation should:

- Align with all federal and state laws, as well as the Office of Financial Management's regulations, procedures, records, which include generally accepted accounting principles and the latest accounting standards.
- Align with all incident business processes and procedures outlined in the "yellow book" ([National Wildfire Coordinating Group \(NWCG\) Standards for Interagency Incident Business Management, PMS 902](#)).
- Allow for timely and effective cost tracking and billing as well as provide for ongoing analysis and reporting of wildland fire suppression costs.

## TIMELINE

The task force had its first meeting on Oct. 29, 2019, with final team recommendation due to the State Forester by Feb. 1, 2020. Implementation to complete its objectives for implementation was slated for completion before the 2020 fire season. The timeline was impacted by several factors, including the depth of analysis necessary and COVID-19. Issues are expected to be resolved and any needed guidance in place by March 1, 2021.

## PROCESS

Two surveys went out to Region and Division management staff and fiscal staff involved in processing fiscal documents for the fire program. These surveys gathered information on guidance gaps and organizational structures and processes. Responses from both surveys were compiled for further review and tasking.

At the time the task force was initiated, DNR and the federal agencies were utilizing different procedures than they do today. Due to increased emphasis at the federal level to standardize fire business processes across the nation and across all agencies the procedures have evolved. This emphasis is still ongoing and includes billing and payment processes such as:

- Reviewing the cost share process that is completed at the time of incidents to identify each agency's share of costs for each incident;
- Identifying ways to utilize ISuite/eISuite<sup>6</sup> for identifying costs and coming up with auditable methods for utilizing that system to settle cost shares for more timely billing between agencies;
- Addressing the barriers of meeting billing/payment timeframes in the Federal/State Master Agreements; and,
- Identifying ways to have more consistency in agreements for resources that are requested between states when not utilizing the federal ordering system.

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<sup>6</sup>Suite is a software program used to manage incident resources. There are two areas of use for the e-ISuite system: e-ISuite Enterprise and e-ISuite Site. The site version is installed on a local incident server only, internet is not required, site database data must be transferred to the Enterprise version at incident closing and uploaded to the national database. The e-ISuite system is a web browser (e.g. Internet Explorer) enabled application for use at the Incident Command Post (ICP) and in DNR's offices to manage emergency incidents and planned events. No software licenses are required to use e-ISuite.



## ISSUES AND GAPS IDENTIFIED THROUGH THE GAP ANALYSIS SURVEYS THAT ARE CURRENTLY BEING ADDRESSED

The six issues and gaps identified and detailed below with definitions, outcomes and status include:

- Casual Hire
- Fire Pay Practices
- Landowner Contingency Fund Fires
- Monthly Fire Suppression Report (MFSR) Process
- Organizational Structure and Processes of Fire Business and Fiscal Functions
- Use of Suppression Dollars and Definitions of Emergency and Incident Command System

### CASUAL HIRE

Clarify the authorities for use of casual employees during fire suppression. Necessary to ensure consistent hiring and benefit practices.

Casual Hire Procedure (DNR procedure PR20-001-135 Hiring Administratively Determined Personnel for Fire Response, dated April 25, 2014)<sup>7</sup>

**Outcome:** Develop written procedures and provide direction to hiring authorities.

**Status:** Ongoing. Requesting review by the Office of the Attorney General. Expected to be resolved and any needed guidance in place by March 1, 2021.

### FIRE PAY PRACTICES

Fire assignment related pay practices are not consistently applied across DNR. Some issues require potential language clarification or changes in the Collective Bargaining Agreements (CBA).

**Outcome:** Provide clear written policy and guidance for fire assignment pay practices. Discussions related to current CBA language should be discussed during the 2021-23 CBA negotiation process.

**Status:** Because negotiations with the unions are confidential, at this time the Wildland Fire Business Transformation Task Force does not know the status of any potential language changes or clarification for the 2021-23 CBAs. Issue resolution and any needed guidance is subject to CBA negotiation timeframe.

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<sup>7</sup> PR20-001-135 defines "Casual Hire" personnel as "...administratively determined (AD) personnel for wildfire and emergency response. The following personnel may be considered as an AD: DNR Retiree, Local, State, or federal agency employee, and Fire Service volunteers that are members of the Washington Interagency Management Teams or Prevention Teams (includes alternate pool and trainees)."





## LANDOWNER CONTINGENCY FOREST FIRE SUPPRESSION ACCOUNT (LCFFSA) FIRES

Inconsistent understanding and interpretation by fire managers of the use of the Landowner Contingency Fund (RCW 76.04.630 Landowner contingency forest (LCF) fire suppression account—Expenditures—Assessments and RCW 76.04.005) resulted in Regions not implementing this procedure consistently and possibly not as intended by the RCW.

**Outcome:** Update written guidance on the use of the LCF and provide training to fire managers.

**Status:** Ongoing. Draft procedure developed. When the procedure is finalized, Assistant Attorney General review will be requested. Expected to be resolved and any needed guidance in place by March 1, 2021.

## MONTHLY FIRE SUPPRESSION REPORT PROCESS

Gathering data for a monthly fire suppression finance report to the Legislature and Office of Financial Management (OFM), as well as answering multiple requests for information about fire suppression costs, has highlighted the need for clear guidance on what data is needed and how that data is collected and processed at various points in the department.

**Outcome:** Have a clear process for data collection and processing to ensure a timely and accurate monthly fire suppression report.

**Status:** Ongoing. Final review of the internal procedures took place in November 2020. DNR has worked with legislative and OFM staff on the new monthly fire suppression report structure. Expected timeline is Dec. 1, 2020.

## ORGANIZATIONAL STRUCTURE AND PROCESSES OF FIRE BUSINESS AND FISCAL FUNCTIONS

To continue to meet state financial standards, it is necessary to evaluate current fire business practices including the present decentralized organizational structure of financial staff in order to determine any potential process improvements to bring about statewide consistent direction and processes.

**Outcome:** Reduce the processing time and improve the accuracy of fire financial data.

**Status:** Ongoing. Organizational structure is currently under review. The performance review being completed as part of the Wildfire Proviso may result in updates to the recommendation under review and, therefore, may impact timing of resolution and guidance in place. Additionally, DNR is planning a review of their methods of delivery for administrative functions with any changes implemented by July 1, 2021. This effort is separate, but the work will inform and be informed by this effort.

## USE OF SUPPRESSION FUNDING AND DEFINITIONS OF EMERGENCY AND INCIDENT COMMAND SYSTEM

There is an inconsistent understanding and application by fire managers of when it is acceptable to expend emergency fire suppression funds for goods, services, personnel, and purchasing or replacing durable equipment.

**Outcome:** Provide clear guidance and train fire managers on the use of emergency fire suppression funding.

**Status:** Ongoing. DNR guidance is under review. Issue expected to be resolved and any needed guidance in place by March 1, 2021.



## Addenda

Information related to the request in the proviso did not include the Joint Legislative Audit and Review Committee (JLARC) Study information. Due to the ongoing efforts and crossover to the Wildfire Division work, information for the JLARC Study 18-02 and JLARC Report 2020 information are included as reference.

**Two additional pieces of legislation that have had crossover to Wildfire Division work are:**

[House Bill 1784](#), requiring the DNR to identify treatments that benefit wildfire protection operations to be implemented as part of the Forest Health Assessment and Treatment Framework; and, SHB 2561 directing the Wildland Fire Advisory Committee to study and recommend solutions to three of Washington's most critical wildfire issues. An overview of these are included as a reference.

## JLARC Study 18-02

In 2016, the Legislature directed the Joint Legislative Audit and Review Committee (JLARC) to review how the Washington State Department of Natural Resources (DNR) and the State Fire Marshal (Fire Marshal) share costs and secure reimbursements from other public agencies for wildland fire suppression in the [JLARC Study 18-02](#).

### JLARC found:

1. DNR and the Fire Marshal appropriately track and share costs with other federal, local, and state agencies; and,
2. Accurate and refined data collection is needed to improve information about costs and characteristics (e.g., development).

### JLARC REVIEW TEAM RECOMMENDATIONS TO THE COMMITTEE

1. DNR should refine its collection of key data elements and seek input from the appropriate legislative committees.
2. DNR should improve the accuracy and reliability of the key data elements it collect. DNR has a system to collect fire characteristic data, but many of the data fields are incomplete or inaccurate, and DNR reports limited use of this information.
3. DNR should develop a systematic and verifiable way to identify the costs of individual fire. While aggregate fire costs and reimbursements appear reliable, DNR lacks an efficient way to identify the costs of an individual fire. DNR's current financial reporting system tracks expenditures by project codes, but each fire may have multiple project codes and DNR does not maintain a central list of all project codes assigned to a fire.

To refine and improve the accuracy and reliability of key data elements, DNR's Wildfire Division has a framework in place for implementing each of the three recommendations contained in the 2018 audit report. At the time of this report, DNR had formed two working committees that identified data needs and began to develop systems and protocols for collecting that data. The data collection systems and protocols are will be completed prior to the 2021 fire season.

To identify the costs of individual fires, in the near-term, the Wildfire Division is proposing to modify a current data collection system called the Emergency Incident Reporting System (EIRS) to establish a systematic and verifiable way to identify the costs of individual fires. The Wildfire program is seeking funding in the upcoming legislative session to implement this modification.

In 2019, JLARC directed its staff to review: 1) DNR's wildland fire prevention and preparedness activities and related expenditures, and to identify if evidence exists about how effectively they reduce the risk of wildland fire; and, 2) evaluate DNR's progress in implementing recommendations from the 2018 JLARC report Wildfire Suppression Funding and Costs (see above). This report is to be concluded in January 2021.



## 2020 JLARC REPORT

The JLARC team is finalizing their report and submitting the report to JLARC in January 2021. The study will address:

- 1.** What fire prevention and preparedness activities is DNR planning and/or performing? How does DNR work with other agencies and landowners?
- 2.** How does DNR track information about its activities and related spending? How does it use and report this information?
- 3.** Does research identify certain types of activities that affect the number, size, and cost of wildland fires? How do the activities DNR is planning or performing align with those identified in the research?
- 4.** What actions has DNR taken to fulfill the recommendations in JLARC's 2018 Wildfire Suppression Funding and Costs report to improve fire data collection and reporting?

Although the review by the JLARC is not yet complete, DNR was addressing several issues prior to the beginning of the review. For example, DNR's Forest Health and Resiliency Division continues to fast-track the development of the Forest Health Tracker for a public release in June 2021. The Forest Health Tracker is focused on improving how DNR manages its federal forest health grants, and uploading of forest health project information (including spatial data) for eastern Washington. The system will allow DNR to upload completed forest health project spatial data in eastern Washington for the following landowners in January 2021: US Fish and Wildlife Service, US Forest Service, DNR (State trust lands, Landowner assistance, Natural Areas, and Forest Stewardship), WDFW, and State Parks. Winter through spring 2021, DNR's systems developer will focus on user-interface improvements to the system, improving ease of access and querying data, as well as training DNR and its partners on uploading updated data.

## RELATIONSHIP TO ZERO-BASED BUDGET AND PROGRAM REVIEW PROVISO

The budgeting and program review process currently being undertaken will reinforce improvements to the Wildfire program business practices and data systems development identified in findings in this report. The review is specifically focused on DNR's Wildfire program operating budget and activities, and includes a review of the progress and findings of the work of the ongoing internal department Wildland Fire Business Transformation Task Force. The transformation team is focused on improving practices in wildland fire business, and the development of an organizational structure governing fire business practices across the department which complies with all state and federal statutes and agreements.

## Related Legislation

Related legislation that further highlights the connections between wildfire and forest, and DNR's roles and responsibilities in wildfire management.

### **HB 1784 AND THE INTEGRATION OF FOREST HEALTH AND WILDFIRE PROTECTION**

In 2019 the State Legislature passed House Bill 1784, requiring the DNR to identify treatments that benefit wildfire protection operations to be implemented as part of the Forest Health Assessment and Treatment Framework established by RCW 76.06.200. Implementation of these treatments are expected to provide forest health benefits, while providing wildfire responders with strategically located areas with low fuel and safer operating conditions that improve the ability to effectively control wildfires. Implementation was initiated with the development of three pilot projects in the Methow Valley, Leavenworth, and Greater Cle Elum areas. The HB 1784 work was led by DNR's Olympia-based Forest Health Science Team, in conjunction with the Wildland Fire Liaison and WFAC, working in a collaborative Technical Team (TT) that includes a variety of regional staff. The TT initially included 52 members and has since grown to add partners and stakeholders who have expressed interest in learning about and contributing their knowledge and expertise to the project.

Key to the implementation of the HB 1784 Project is the development of Potential wildland fire Operational Delineations (PODs). PODs are delineated by firefighters and correspond to areas on the landscape surrounded by potential control lines, which can be used for fire containment. With the assistance of the TT, PODs were delineated in the three pilot areas and vetted with local fire professionals, administrators, and stakeholders. The results of this work have been summarized and presented in a report to the Legislature submitted Dec. 1, 2020.

### **SHB 2561 AND REPORT**

In 2018, the Legislature passed SHB 2561 directing the Wildland Fire Advisory Committee to study and recommend solutions to three of Washington's most critical wildfire issues. With the assistance of DNR staff, the Committee prepared a report that provided an analysis and recommendations to address these issues.


The first issue addressed involved quantifying the amount of unprotected lands in Washington (i.e., land outside of an established fire district or jurisdiction and/or without a planned fire response) and making recommendations on how best to provide protection. The Committee and DNR staff identified approximately 358,000 acres of unprotected land in the state. The Committee recommended DNR assume protection of this land. Further, the Committee recommended protection be funded through an assessment similar to Forest Fire Protection Assessment (FFPA) and with supplemental funds allocated from the state general fund.





The second issue addressed how community programs can better help homeowners engage in wildfire mitigation efforts. The legislature directed the Committee to examine the value of community programs which educate homeowners and engage in preventative projects. To address this task, the Committee reviewed the Washington State Wildland Fire Protection 10-Year Strategic Plan (Wildfire Strategic Plan). In doing so, the Committee identified two strategies of the Wildfire Strategic Plan as priorities for community programs. The Committee recommendations focused on those strategies and set funding criteria for how community programs should be advanced.


The third issue addressed was how to better protect non-English speaking residents during wildfire emergencies. The Committee, in consultation with DNR and relevant stakeholders, developed the Wildfire Response Communication Guidelines for Communities with Limited English Proficiency to provide guidance and best practices to DNR during fire events.

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