

**Coordinating Agency:**

Department of Natural Resources

**Joint Primary Agencies:**

Department of Natural Resources  
Washington State Patrol

**Support Agencies:**

Conservation Commission  
Department of Corrections  
Department of Ecology  
Department of Fish and Wildlife  
Department of Transportation

Office of Financial Management  
Parks and Recreation Commission  
Washington Military Department  
Emergency Management Division  
National Guard

**INTRODUCTION**

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**Purpose**

To establish policies for the effective coordination of the detection and suppression of wildland, rural and urban fires resulting from natural, human caused or catastrophic events requiring fire response

**Scope**

Firefighting involves managing and coordinating firefighting activities, including:

- Detecting and suppressing fires on state and private lands.
- Providing personnel, aircraft, equipment, crews and supplies in support of state and local jurisdictions involved in wildland, rural and urban firefighting operations.

**Policies**

The Department of Natural Resources (DNR) is responsible for wildland fire suppression on 12.7 million acres of state and privately-owned forest land. Per Chapter 76.04 RCW, the DNR Resource Protection Division is authorized to take charge of and direct the work of suppressing forest fires. When DNR considers it to be in the best interest of the state, it 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 tribe within the state of Washington in forest fire fighting and patrol.

The processes and procedures established in state and federal mobilization guides shall be followed in responding to an emergency or disaster.

Coordination with and support of state and local jurisdiction fire suppression organizations shall be accomplished through the DNR Emergency Operations Manager. This will be accomplished in cooperation with state and local jurisdiction fire marshal offices, the Washington State Military Department, Emergency Management Division (EMD) or other appropriate state agencies operating under the Incident Command System (ICS).

The Chief of the Washington State Patrol is responsible for mobilizing jurisdictional firefighting resources under Chapter 43.43 RCW, State Fire Services Mobilization. The State Fire Marshall is the fire resources coordinator when fire mobilization is authorized.

## **SITUATION & ASSUMPTIONS**

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### **Situation**

Under the best of circumstances, the management of large firefighting operations is complex and involves hundreds to a thousand or more people and several different agencies and local jurisdictions. When fires result from or are independent of but coincident with a catastrophic earthquake or other disaster, it will place extraordinary demands on available resources and logistics support systems.

A significant natural or technological event may result in multiple urban, rural and wildland fires. Ignition sources, of little concern under normal conditions, could cause hundreds of fires during and/or after an earthquake. The potential damage from fires resulting from a major earthquake in urban areas exceeds that of all other causes. Urban fire departments not incapacitated by an earthquake will be totally committed to fires in urban areas. Numerous fires are anticipated in rural and wildland settings as well. Under the worst conditions, these fires will have the potential to spread rapidly, cause extensive damage and pose a serious threat to life, property and the environment. Firefighting resources available in normal circumstances will be difficult to obtain and utilize because of massive disruption of communications, transportation, utilities and water systems.

### **Planning Assumptions**

Urban, rural and wildland fires may result from natural or human caused events. The possibility exists for fires to occur coincidentally with an earthquake or as the result of another significant event. An extraordinary number of large, damaging fires could occur simultaneously.

If wildfires occur coincidentally with an earthquake or as the result of another significant event, landline communications could be interrupted. Radio communications will be relied upon heavily and necessitate early ordering of radio systems via the DNR Emergency Coordination Center (DNR ECC) from the National Interagency Coordination Center (NICC) or other state and local agencies radio systems.

DNR has interagency agreements with the Washington State Patrol, Washington Military Department, US Department of Agriculture (US Forest Service) and US Department of Interior (Bureau of Land Management, Bureau of Indian Affairs, National Park Service and US Fish & Wildlife Service) for personnel, equipment and supplies commonly used to support large fire suppression operations. These resources need to be ordered through a specific process to meet interagency agreement requirements.

Firefighting resources may be prioritized to assist in controlling fires posing a threat to life, property and the environment.

Efficient and effective mutual aid among the various local jurisdictions, state and federal fire agencies requires the use of the ICS together with compatible firefighting equipment and communications. Having current, written mutual aid agreements already in place will assist mutual aid response.

The federally funded Fire Management Assistance Grant Program (FMAG) provides financial assistance to state, local and tribal governments for the mitigation, management and control of fires on publicly or privately owned forests or grasslands. A federal fire management assistance declaration may be requested and issued for an uncontrolled fire when a threat of a major disaster exists.

## CONCEPT OF OPERATIONS

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### General

Actual firefighting operations will be managed using the ICS. Situation and damage assessment information will be transmitted through established fire suppression intelligence channels and directly between national, state and regional ECCs.

#### Department of Natural Resources

- The DNR will manage and coordinate wildland firefighting activities on DNR protected lands. State and federal mobilization guides will be used in support of wildland firefighting activities.
- Requests for initial attack firefighting resources on DNR protected lands shall be accomplished through the neighborhood concept. Extended attack or requests for Washington Interagency Incident Management Teams will be coordinated through DNR's Emergency Operations Manager at the DNR ECC. Orders for additional resources will be placed with the appropriate fire coordination centers. As applicable, orders will be placed with the Northwest Coordination Center (NWC) in Portland, Oregon. The NWC will coordinate resource needs with cooperators within Region 6 and, as DNR requests, with NICC at the National Interagency Fire Center (NIFC) in Boise, Idaho. When multiple, large incidents occur DNR Agency Administrators or a Multi-Agency Coordination Group will set incident priorities and allocate resources accordingly.
- The DNR Emergency Operations Manager or designee will represent DNR at the State Emergency Operations Center (SEOC) during statewide emergencies and disasters. This individual will be the link to the DNR ECC and will coordinate department resources needed for a statewide incident.
- The DNR ECC may be operational on a 24-hour basis for the duration of an incident when necessary.
- DNR may request Fire Management Assistance Grant (FMAG) declaration from the USFS FMAG Representative while the fire is burning uncontrolled and threatens to produce an incident with major disaster potential.

#### Washington State Patrol

- The Washington State Patrol shall serve as the state fire resources coordinator when the *Washington State Fire Services Resource Mobilization Plan* is invoked. This will be accomplished by mobilizing firefighting resources in support of state and local firefighting agencies. Established firefighting and support organizations, processes and procedures listed in the *Washington State Fire Services Resource Mobilization Plan* will be used to support firefighting activities. Responsibility for situation assessment and determination of resource needs lies primarily with the Incident Commander.

- Staff from the WSP will support the allocation of fire service resources during mobilization events. These activities will be coordinated by the WSP Emergency Mobilization Section Commander, or designee.

## Organization

The firefighting activities of DNR will be accomplished through six regional offices in Colville, Sedro Woolley, Forks, Enumclaw, Ellensburg and Castle Rock. Regional activities will be supported by the headquarters elements in Olympia.

Firefighting resource mobilization will be accomplished using the *Washington State Fire Services Resource Mobilization Plan* which is an annex to this ESF.

## Procedures

Agency mobilization guides will be utilized when this ESF is activated.

## ACTIONS

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### Mitigation Activities

Joint Primary Agencies

- Dispatch fire prevention teams.
- Promote fire safety and prevention programs.
  - Fire-Safe Landscaping video and brochure.
  - Fire Resistant Plants for Home Landscapes book.
  - Forest Health Strategic Plan.
  - Community Wildfire Protection Plans.
  - Firewise Washington.

Support Agencies

- None.
- Mitigation support will be requested of the proper agency depending on the scope and level of damage.

### Preparedness Activities

Joint Primary Agencies

- Department of Natural Resources
  - Train department personnel to serve as State Agency Emergency/Disaster Liaison Coordinators in the SEOC.
  - Train DNR personnel and other agency resources in wildland firefighting using established standards.
- Washington State Patrol
  - Provide tuition based firefighting training through the Fire Training Academy outside North Bend, Washington.

### Support Agencies

- Department of Corrections
  - Train staff to supervise minimum-security inmate personnel for sandbagging, evacuation assistance, firefighting crews and other emergency or disaster work.
- Department of Fish and Wildlife
  - Train Enforcement Officers to assist in traffic control, communications and/or other logistical assignments.
- Washington Military Department, Emergency Management Division
  - Maintain 24-hour alert and warning system.
  - Develop and maintain Standard Operating Procedures (SOPs) for managing response and recovery activities.
  - Maintain SEOC in a fully-operational status.

### Response Activities

#### Joint Primary Agencies

- Department of Natural Resources
  - Coordinate ESF 4 - Firefighting in accordance with Washington State *Comprehensive Emergency Management Plan* (CEMP).
  - Task personnel, as necessary, to accomplish support responsibilities.
  - Assume full responsibility for suppression of wildfires burning on or threatening DNR protected lands.
  - Provide and coordinate firefighting assistance to other land management organizations and to local jurisdiction fire organizations, as requested, under the terms of existing agreements and department policies and procedures.
  - Arrange direct liaison between fire chiefs and incident commanders in the designated area to coordinate requests for firefighting assistance in structural or industrial fire protection operations.
  - Provide liaison officers to the SEOC, as needed.
  - May provide logistical support, as requested, to the WSP when the *Washington State Fire Services Resource Mobilization Plan* is activated.
  - May request Fire Management Assistance Grant (FMAG) declaration through the USFS FMAG Representative while the fire is burning uncontrolled and threatens to produce a major disaster. Update FEMA on current fire conditions once an approved FMAG declaration is received. DNR and FEMA will consult on the incident period for the fire which was considered a threat.
- Washington State Patrol
  - Serve as the WSP Resources Coordinator when the *Washington State Fire Services Resource Mobilization Plan* is activated.
  - Provide staff to the SEOC to coordinate fire activities.

- May request resources from DNR through the interagency agreement when the *Washington State Fire Services Resource Mobilization Plan* is activated.

#### Support Agencies

- Department of Corrections
  - Provide minimum-security inmate personnel for sandbagging, evacuation assistance, firefighting crews and other emergency or disaster work.
  - Provide shelter for emergency or disaster victims at correction facilities, when feasible.
  - Provide public information officer support to the Office of the Governor, Joint Information Center, and SEOC or lead state agency during response and recovery activities.
  - Provide personnel and equipment to assist the Washington State Patrol with special assignments.
  - Coordinate documentation and reporting of emergency and/or disaster-related expenditures in accordance with RCW 43.19.200 to qualify for state or federal reimbursement.
  - Coordinate Project Worksheet Team activities at affected facilities.
- Department of Ecology
  - Provide information regarding water withdrawal, clearing of roads or other erosion producing activities and air monitoring. These activities may involve obtaining a permit.
  - Provide 24-hour response to an oil or hazardous substance occurrence. Hazardous materials response can be activated by notifying the State Emergency Operations Officer at 1-800-258-5990. The appropriate Ecology regional hazardous materials response team will be activated.
- Department of Fish and Wildlife
  - Provide Enforcement Officers to assist with traffic control, communications or other logistical assignments.
  - Provide available water tank trucks at selected sites for potable water, as requested.
  - Provide available reconnaissance aircraft and transport, as requested.
  - Provide available road repair equipment, flat-bed trucks and 4-wheel drive vehicles, as requested.
- Department of Transportation
  - Provide equipment operators with Class A Commercial Drivers Licenses, as available.
  - Provide equipment mechanics, as available.
  - Provide radio technicians and operators, as available.
  - Provide equipment transport, as available.

- Provide access to statewide fueling facilities.
- Provide miscellaneous vehicles, equipment and facilities, as available.
- Parks and Recreation Commission
  - Provide equipment and personnel to assist in fire suppression, as available.
  - Provide facilities to support fire suppression crews, as available.
- Washington Military Department, Emergency Management Division
  - Provide information to the Chief, Washington State Patrol, in coordination with other agencies, to assist in making a decision on implementation of the *Washington State Fire Services Resource Mobilization Plan*.
  - Assign appropriate mission and resource numbers for incident and resource tracking purposes pursuant to Chapters 38.52 and 43.43 RCW, in coordination with the WSP.
  - Provide resource logistics through the procurement, distribution and replacement of personnel and equipment to assist local jurisdictions, as requested.
  - Support affected local jurisdictions in tracking incident costs and in maintaining administrative records.
  - Coordinate orders for resources, including aircraft, from federal and other states' wildland firefighting agencies.
  - Provide liaison officers to the DNR ECC, if needed.
  - Request Fire Management Assistance Grant (FMAG) declaration from the SEOC FEMA Representative while the fire is burning uncontrolled and threatens to produce a major disaster. Update FEMA on current fire conditions after receiving an approved FMAG declaration. Consult with FEMA on the incident period for the fire during which it was considered a major disaster threat.
- Washington Military Department, National Guard
  - Provide liaison to the SEOC to coordinate National Guard support resources, as requested.
  - Activate the National Guard Joint Operations Center for the deployment of military support resources.
  - Establish military liaison with the IC when military support resources are deployed.
  - Make recommendations to The Adjutant General on the use of National Guard resources.
  - Provide Defense Support to Civil Authorities consistent with ESF 20.

## Recovery Activities

### Joint Primary Agencies

- Department of Natural Resources
  - Contribute to the incident after-action report.
  - Submit costs to FMAG.

- Make recommendations to landowner for recovery activities.
- Washington State Patrol
  - Contribute to the incident after-action report.
  - Submit costs to FMAG.

#### Support Agencies

- Conservation Commission
  - Provide outreach to the agricultural community through local conservation districts.
- Departments of Corrections, Ecology, Fish and Wildlife and Transportation and the Parks and Recreation Commission
  - Contribute to the incident after-action report.
  - Make recommendations to landowner for recovery activities.
- Office of Financial Management
  - Coordinate requests for funding for mitigation activities following a fire.
  - Distribute FEMA funds, if made available.
  - Coordinate and prioritize fire-related budget requests and expense awards.
- Washington Military Department, Emergency Management Division
  - Coordinate the preparation of the incident after-action report.
- Washington Military Department, National Guard
  - Contribute to the incident after-action report.

## RESPONSIBILITIES

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### Joint Primary Agencies

Washington State Department of Natural Resources

- Manage and coordinate wildland firefighting activities on DNR protected lands.
- Provide resources through interagency agreements.

Washington State Patrol

- Obtain necessary resources through interagency agreements when *Washington State Fire Service Resource Mobilization Plan* is activated.

### Supporting Agencies

The Washington State Conservation Commission, Washington State Parks and Recreation Commission, Washington State Departments of Corrections, Ecology, Fish and Wildlife, Military Department, Transportation, and the Office of Financial Management



- Support state firefighting activities consistent with this ESF and the *Washington State Fire Services Resource Mobilization Plan*.

## RESOURCE REQUIREMENTS

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Joint primary and support agencies will provide personnel, facilities and equipment necessary to support firefighting activities.

Once local and state resources are exhausted, resources may be requested through the Emergency Mutual Aid Compact (EMAC) process.

## REFERENCES

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*National Interagency and State Mobilization Guides.*

*Washington State Fire Services Resource Mobilization Plan.*

*Interagency Agreement IAA 10-309* between Washington State Department of Natural Resources and Washington State Department of Transportation.

*Interagency Agreement IAA 11-05* between Washington State Department of Natural Resources and Washington State Department of Fish and Wildlife.

*Interagency Agreement IAA 09-245* between Washington State Department of Natural Resources and Washington State Department of Corrections.

Emergency Management Assistance Compact

## DEFINITIONS AND ACRONYMS

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See CEMP Basic Plan.

## **Appendix 1 – Deployment of Local Fire Resources Using Interstate or International Mutual Aid**

### **Purpose**

This appendix provides the guidelines and procedures for deployment of local jurisdiction fire resources outside of Washington State under the auspices of the Emergency Management Assistance Compact (EMAC) or the Pacific Northwest Emergency Management Arrangement (PNEMA). EMAC provides aid during governor-declared states of emergency or disaster through a system that allows states to send personnel, equipment, and commodities to assist with response and recovery efforts in other states. EMAC also allows for the transfer of services and conduct of virtual missions. PNEMA is like EMAC but is limited by membership. PNEMA membership includes Washington, Idaho, Oregon, Alaska, British Columbia, and the Yukon Territory.

### **Scope**

This appendix applies only to the deployment of local jurisdiction fire resources to other states, districts, and territories in support of emergency or disaster operations, when that request is through EMAC or PNEMA process. This appendix is a supplement to the EMAC and PNEMA Operations Manual.

### **Situation**

A mutual aid member experiencing or anticipating an incident or event that overwhelms their capacity to respond implements the EMAC or PNEMA system for resources. The request for resources may be filled by Washington State using local jurisdiction fire assets.

### **Assumptions**

- Ongoing incidents or events in Washington State have not overwhelmed our ability to respond with local fire resources
- The incident or event has not overwhelmed Washington State's ability to respond
- The requesting state/territory has a governor-declared emergency or disaster
- A validated request for resources has come through EMAC or PNEMA system
- All submitted offers from Washington State is accepted by the requesting mutual aid member
- A current intergovernmental agreement for mutual aid is in place and on file between the participating local fire jurisdiction and Washington State Military Department

### **Guidelines**

Travel arrangements can be made by EMD A-team staff, or travel arrangements are coordinated through the EMD A-team staff.

Resources are deployed when there is a confirmation of an accepted offer.

If personnel are deployed into a closed camp environment (staff are restricted by the incident commander from leaving the fire camp when their shift is over and are on 24-hour duty), they will be paid in accordance with pay policies and practices already codified by the owning agency, and applicable for all situations. A closed camp cannot be determined by Washington State resources; it must be by the requesting State's office of emergency management and coordinated with WA State EMD.

Portal-to-portal is not determined by the requesting state; 24-hr pay is determined by the existing pay policies and practices of the assisting agencies. Portal-to-Portal will be paid to deploying agencies only if that is part of their normal, pre-existing personnel or union pay policies and practices. If an agency

would not pay portal-to-portal within the boundaries of their home state for response activities, then it is not allowable for out-of-state response activities.

Reimbursement requests cannot exceed the estimate provided in the completed REQ-A accepted by the requesting state/territory and cannot exceed the mission specific IGA Amendment estimate signed by the local agency, jurisdiction, or territory without prior written approval from Washington State EMD.

Eligible costs:

- Equipment rates will be those outlined in the Washington State Mobilization Plan Appendix N; the wet rate will be used.
- Personnel: salaries and benefits based on current employee's compensation and any applicable labor/union contracts that are in effect prior to a request being issued. Pay rates must be consistent with normal pay practices that apply in all situations; a special out-of-state, emergency, or mutual aid pay rate is not authorized.
- Employee backfill will be paid in accordance with the Washington State Mobilization Plan.
- Lodging: approved GSA Per Diem Rates for the location of the lodging is used for reimbursement, however, lodging per diem is not included for time spent in base camp and other responder camps. Lodging receipts are required for reimbursement. Any lodging that is above the GSA Per Diem Rate must have a justification letter accompanying the receipt, and may be subject to partial reimbursement. Applicable taxes are reimbursable.
- Meals: reimbursement of meals is in accordance with the Washington State Administrative and Accounting Manual (SAAM) when within the boundaries of the state, and at the GSA Per Diem Rates outside of Washington State. Receipts are not required. The breakdown for breakfast, lunch, and dinner rates per the SAAM or GSA Per Diem Rates and Incidental Expense breakdown is used. Meal allowances cover the basic cost of the meal, any applicable sales tax, and any customary tip or gratuity in accordance with SAAM Subsection 10.40.30. If meals are being provided, such as at a base camp, then personnel will not be reimbursed for those meals. Costs are not reimbursable if deployed personnel choose to purchase additional food, or get meals from other than the requesting entity.
  - For overnight travel assignments, IRS Publication 63 requires all meals to be reimbursed at the rate for where the traveler stops for sleep. The meal reimbursement rate for the last day of travel (return day) would continue to be the rate for the location where the traveler last stopped for sleep, in accordance with SAAM Subsection 10.40.55.a.
  - Incidental expenses at the current approved rate are not authorized unless the entire day is in travel status or working outside of the state and all three meals are paid that day.
  - Personnel must be in travel status or on shift out-of-state during the entire meal hours, as follows, to be eligible for reimbursement:
    - Breakfast: 6:30 am – 8:00 am
    - Lunch: 11:00 am – 1:00 pm
    - Dinner: 5:00 pm – 6:30 pm

Ineligible costs:

- Portal-to-Portal that is not a standard pay rate within and outside the state
- Administrative costs or other costs incurred responding to any mutual aid requests, to include employee time developing an offer that results in no deployment
- Costs for alcohol, tobacco, toiletries, and similar items

- Costs incurred by those who self-deploy (including those with a spurious REQ-A or when an offer is rescinded)
- Costs for items not specified in the completed REQ-A or amendment
- Replacement of purchase of items outside the mission assignment dates as designated in the completed REQ-A
- Unauthorized equipment repairs.
- Equipment purchased without authorization from the EMAC A-Team.

## **Procedures**

### *Initial Notifications*

When a request for fire resources is received through the mutual aid process, EMD A-team staff will contact the ESF leads to assess in state resource requirements. The WA EMD A-team staff will then contact the Fire Defense Committee Regional Representatives to determine if the request can be filled. If there is interest in filling the request EMD A-team staff will convene a conference call with the Fire Defense Representatives to discuss a possible EMAC or PNEMA offer submission. If the resources are available in the state, Washington State EMD A-team staff will submit the completed REQ-A offer to the requesting state through the appropriate mutual aid system. EMD A-team staff will notify ESF 4 leads of resources leaving the state.

### *Pre-deployment*

The EMD A-team staff will execute the REQ-A. If the EMD A-team staff are not making the travel arrangements, then all travel plans must be coordinated through them to ensure they are within EMAC or PNEMA guidelines. The agreed upon costs are included in the signed and completed REQ-A.

Personnel deploying are given a Mission Order Authorization Form which outlines the mission, helpful information, and guidance.

If the deploying personnel are unable to receive their briefing in person, the briefing can be held over the phone and documented on the Deployment Checklist.

### *Deployment*

No party will begin deploying resources until they have either a verbal or written confirmation from EMD A-team staff. If resources are deployed before the confirmation of an accepted offer, the deploying entity will be fully responsible for any cost incurred and no reimbursement allowed.

### *Change in Mission*

If an individual's or agency's mission changes while deployed through mutual aid, that individual or agency must contact their agency representative and the EMD A-team staff as soon as possible. This task is essential because any change in mission might require a recall of deployed resources, or an amended or new REQ-A. If a new REQ-A is required but not completed this will adversely impact the jurisdiction's ability to get reimbursement for any cost over the original REQ-A cost estimate. This includes staying in a closed camp or assumed change in pay rate.

### *Reimbursement*

The EMD A-team staff will provide the assisting jurisdiction with an Excel Workbook to fill out that accounts for all the costs that the requestor are submitting for reimbursement. The state will reconcile all costs and process the request for reimbursement to the jurisdiction upon receipt of sufficient documentation. Reimbursement requests should be submitted from EMD A-team staff to the requesting state within 45 days of resources returning from deployment. The EMD A-team staff cannot submit for reimbursement until all the responding jurisdictions on the REQ-A have submitted their reimbursement, and the state has reimbursed authorized and allowable costs.

Fire resources are reimbursed per Appendix N of the State Fire Mobilization Plan and are considered a wet rate. As per Section 17 of the State Fire Mobilization Plan the wet rate is inclusive of all fuel, oil, maintenance, repair, insurance, and incidental costs such as tolls. These costs are paid by the owner and are not reimbursable

Commodities are approved as indicated on the completed REQ-A.

The following list of documents need to be submitted for personnel reimbursement:

- Executed REQ-A
- Travel Authorization
- Mission Authorization
- Work records from deployment site
- Home duty station timesheet
- Pay stub for deployment period
- Travel expenses
  - Zero balance lodging receipts
  - Travel expense receipts (not state purchased)
    - Flight itinerary
  - Receipts for approved purchased goods (i.e., rental car, fuel, etc.)
- Receipts for other approved costs, including injury claims
- All documents required in Washington State Mobilization Plan
- EMD A-team EMAC Excel Workbook

The following list of documents need to be submitted for equipment reimbursement:

- Executed REQ-A
- Shipping receipt, if authorized and applicable
- Equipment operating log
- Receipts for other approved costs