

OREGON STATEWIDE
2021-2023 OPERATING PLAN

Between

UNITED STATES DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Oregon and Washington

UEI No. GD3JJNDU3E5

Agreement No. BLM-OR-916-2104

NATIONAL PARK SERVICE

Interior Regions 8, 9, 10 and 12

UEI No. ZK1LYM6WE3C4

Agreement No. G8075210001

BUREAU OF INDIAN AFFAIRS

Northwest Region

UEI No. GF45M8G4KQB5

Agreement No. A21ACNWRO2

UNITED STATES FISH AND WILDLIFE SERVICE

Interior Regions 9, 10, and 12

UEI No. MYTDK1R5BBQ6

Agreement No. FF01F03000-21X-L020

UNITED STATES DEPARTMENT OF AGRICULTURE

FOREST SERVICE

Pacific Northwest Region

UEI No. G2EGL5TJE6N3

Agreement No. 21-FO-11062752-019 (ODF)

Agreement No. 21-FO-11062752-020 (CFPA)

Agreement No. 21-FO-11062752-021 (DFPA)

Agreement No. 21-FO-11062752-022 (WRPA)

STATE OF OREGON

Department of Forestry

Agreement No. 21-0001-0323

UEI No. L6P1KLDZJ6Y9

COOS FOREST PROTECTIVE ASSOCIATION

UEI No. G7NTDVAWD1B5

DOUGLAS FOREST PROTECTIVE ASSOCIATION

UEI No. JMB1UU9HG1U7

WALKER RANGE PATROL ASSOCIATION

UEI No. TKBSJ2C8PK99

This Operating Plan is hereby made and entered into by and between the Parties pursuant to the **Master Cooperative Wildland Fire Management and Stafford Act Response Agreement (Agreement)** 21-FI-11062752-006, signed and dated 4/6/2021, and effective 1/1/2021; see Page 1 for Agreement numbers. This Operating Plan, inclusive of any referenced attachments or Exhibits, is tiered to the Agreement. A formal modification to the Agreement is unnecessary, but shall not contradict the Agreement.

I. PURPOSE

This Statewide Operating Plan is applicable to all signatory Parties within the State of Oregon. Its purpose is to address Statewide issues affecting cooperation, interagency working relationships and protocols, financial arrangements, sharing of resources, and joint activities/projects. The Pacific Northwest Interagency Mobilization Guide is considered part of this Operating Plan.

II. RECITALS

Stafford Act responses and related NRF activities will be accomplished utilizing established dispatch coordination concepts. Situation and damage assessment information will be transmitted through established fire suppression intelligence channels. Jurisdictional Agencies are responsible for all planning documents, i.e. land use, resource and fire management plans and decision support documents, for a unit's wildland fire and fuels management program.

Protecting Agencies implement the actions documented and directed by the appropriate planning documents and decision support documents for initial and extended attack on wildfire incidents. They provide the supervision and support including operational oversight, direction and logistical support to IMTs.

III. INTERAGENCY COOPERATION

The following are incorporated by reference and will remain in effect under the authority of the Master Agreement until revised or renegotiated as appropriate:

- [Northwest Area Interagency Mobilization Guide](#)
- Oregon Department of Forestry Incident Mobilization Plan
- [Pacific Northwest Wildfire Coordinating Group \(PNWCG\) Charters](#)
- [Northwest MAC Handbook](#)
- Northwest Coordination Center Plan of Operations, (FS/ODF)
- Northwest Coordination Center Operating Plan
- [Pacific Northwest Interagency Preparedness Plan](#)
- [Resource Allocation Strategy](#)
- [Northwest Geographic Area Board By-Laws and Interagency Incident Management Team Operations Guides](#)

1. Interagency Dispatch Centers: At a minimum, address within this plan (or provide reference to) the following components:

A. Purpose and Overview

The Parties to this Operating Plan agree to maintain, support, and participate in Interagency Dispatch Centers, as appropriate, and listed in the Northwest Area Interagency Mobilization Guide within Oregon.

B. Administrative Oversight/Structure

- i. Executive Board
- ii. Operations Group

C. Dispatch Organization

i. Staffing

D. Roles and Responsibilities

- i. Center Manager. It is intended that interagency dispatch center managers may be from any of the participating Agencies, and as such, have the agency specific authorities, as delegated from each participating agency, except where prohibited by law or regulation, necessary to conduct the Center's operation.
- ii. Assistant Center Manager(s)
- iii. *Others (as applicable)*. Agencies are responsible to provide information and assistance to each other in a timely manner, for proper completion of the fire reports.

E. Dispatch Services

- i. Initial and Extended Attack. The responsibility for management of the incident will fall to the most qualified initial attack supervisor on the first resource to arrive at the scene. They will remain as Incident Commander until released of these duties by the jurisdictional agency.
- ii. Mobilization, Demobilization and Support. Resources may be dispatched using the closest force(s) concept. Pre-planned response plans will be utilized to guide this process.
- iii. Aviation
- iv. Prescribed Fire (if applicable)
- v. All Hazard (law Enforcement, Natural Disaster, etc, as appropriate)

F. Funding

Cost sharing such as staffing, funding, and level of participation will be agreed to by the affected Parties to this Operating Plan and documented in geographic, Statewide, sub-geographic area, or dispatch operating plans and/or appropriate mobilization guides. Separate Supplemental Fire Project Agreements will be developed and executed documenting these arrangements and the exchange of funds.

2. Interagency Resources:

A. Tribal Resources

Indian tribal resources may be available for use under this agreement through the use of existing Bureau of Indian Affairs/tribal cooperative agreements. In such instances, the cooperative agreement will be incorporated into the local operating plan by reference.

B. Use of Oregon Department of Corrections (ODOC) Resources

Use of ODOC Adult in Custody (AIC) resources for Federal fire suppression operations are ordered and coordinated through the State of Oregon. Procedures for using AIC resources are listed in the:

Adult in Custody Work Program Agreement between ODOC and Oregon Department of Forestry #2137

C. Use of Department of Defense and National Guard Resources

Ordering and payment of National Guard resources will occur through the State of Oregon.

Procedures for use of military resources are listed in the following agreements:

1. Oregon National Guard Forest Fire "Operations Agreement Smokey" Standard Operating Procedures
2. [Military Use Handbook \(NFES 002175\)](#)
3. Chapter 10, Northwest Mobilization Guide, Objectives, Policy and Scope of Operation.

D. Use of International Resources

International Agreements in the National Mobilization Guide describes the process for use and ordering of international resources by Federal agencies. Procedures for use of international resources are listed in the following agreements:

Northwest Wildland Fire Protection Agreement (Northwest Compact) and Annual Operational Guidelines. Ordering and payment of NW Compact resources are through the respective states. Signatory agencies for the Northwest Compact are States of Washington, Oregon, Alaska, Idaho, Montana, and provinces of Alberta, Saskatchewan, British Columbia, Yukon Territories, and Northwest Territories.

E. Incident Management Teams

The Northwest Geographic Area Board (GeoBoard) provides oversight and guidance to the nine PNW Interagency Incident Management Teams. Included are the two PNW Type 1 teams, the four Oregon interagency Type 2 teams, and the three Washington interagency Type 2 teams.

The ODF GeoBoard provides oversight and guidance to the three ODF Incident Management Teams.

3. Standards: Reference common standards; reference direction for land management and aircraft use.

All parties to this Operating Plan accept the standards for each agency through the duration of an incident, in compliance with the Master Agreement and associated operating plans.

The National Wildfire Coordinating Group publication, National Incident Management System: Wildland Fire Qualifications System Guide (PMS 310-1), outline the minimum requirements for training, experience, physical fitness level, and currency standards for wildland fire positions, which all participating agencies have agreed to meet for national mobilization.

4. Supplemental Fire Department Resources: *(if none are to be utilized, indicate this is N/A)* N/A (see note in 6. Local Fire Service Organizations, below):

5. Incident/Project Order Number:

The incident number for all wildfires will be determined by the jurisdictional agency at the point of origin, except for those fires originating on unprotected lands. The incident number for all wildfires originating on unprotected lands should reflect that agency that was first determined to be threatened and/or took the initial action.

The lead paying agency for wildfires should be determined by the jurisdictional agency at the point of origin, unless otherwise agreed to. In the event of a multijurisdictional fire, in the first 24 hours, prior to mobilizing an IMT, a joint decision should be made to determine the lead paying/ordering agency.

6. Local Fire Service Organizations:

In Oregon, mobilization of local fire service organizations outside of their jurisdictional boundaries, under the Conflagration Act, will be coordinated by the Office of the State Fire Marshal.

IV. PREPAREDNESS

1. Protection Planning: The agencies agree to coordinate annually on shared resources across the State of Oregon. Shared resources, including but not limited to, are resources that can be shared across the State by all signatory to this Agreement. Below is a list of shared resources:

- Large air tanker base – Medford, Redmond, Klamath Falls, La Grande
- SEAT bases – Prineville, Ontario, La Grande, John Day, Burns, Lakeview, Dallesport (WA), Salem, Roseburg, Medford
- Smokejumper base – Redmond
- Type 1 – IHC crews – La Grande, Union, Redmond, Prineville, Zig Zag, Vale, Warm Springs, Wolf Creek, Rogue River, Lakeview Veterans, Winema
- Oregon helicopter bases – Prineville, John Day, Rogue Valley, Burns, La Grande, Lakeview, Vale
- Air attack locations – Redmond, Medford, La Grande, Klamath Falls, Ontario, Dallesport (WA)

2. Protection Areas and Boundaries: Identify areas (map and/or describe).

Refer to protection areas and boundary maps.

3. Methods of Fire Protection and Suppression:

- **Reciprocal (Mutual Aid) Fire Assistance:**

ODF and the USFS consider their entire organization's lands in the State of Oregon affected by this agreement to be reciprocal. The reciprocal period between the ODF and USFS is 24 hours unless stated otherwise in a local/sub-geographic operating plan.

Reciprocal Fire Protection Assistance between any other Parties to this agreement, excluding between ODF and USFS, will be determined at the local sub-geographic area and documented in local operating plans.

Aviation resources are not included, unless documented otherwise in a local/sub-geographic operating plan.

- **Acquisition of Services:**

Location will be identified by local agreements for reimbursable (cooperative), exchange (offset) or contract (fee basis) fire protection services.

- **Protected and Unprotected Lands:**

Protected Lands:

- ODF and BLM have agreements with Bureau of Reclamation (BOR) for wildfire protection.
- ODF has agreements with Army Corps of Engineers (ACE) for wildfire protection.

Unprotected lands:

There are approximately 1,746,730 acres of unprotected land across Oregon State. Unprotected lands are lands for which there is no agreement with an established fire protection organization such as a Rural Fire Department, a Fire Protective Association, a Municipal Fire Department, a Rangeland Fire Protective Association, a county, the ODF, or Federal agency. When wildland fires occur on unprotected lands and fire threaten any

agencies resource values, there is discretion to engage in fire suppression activities to protect those resource values consistent with their agency policies.

Suppression actions on unprotected lands can be very complex. These fires often have multiple landowners taking suppression actions with no means of communication with other firefighting entities. Uncoordinated response to wildland fire has the potential to place firefighters in hazardous situations, which are inherently high risk. Local area operating plans should address any unprotected lands and how to best coordinate a response that mitigates any hazardous situations that may be present, define what constitutes a threat to agency lands, develop management action points, and course of action. Fires that start on unprotected lands within one mile of another agency's jurisdiction should be considered a threat, unless modified locally.

4. Joint Projects and Project Plans:

Joint projects and project plans within the State of Oregon are documented in separate Supplement Fire Project Agreements.

5. Fire Prevention:

The PNWCG Communication, Prevention & Investigation Working Team promotes a better understanding of wildland fire through communication, prevention and investigation using a coordinated interagency effort. This group consists of members from these agencies: Oregon Department of Forestry, Office of the Oregon State Fire Marshal, Bureau of Indian Affairs, Washington State Fire Marshal's Office, Bureau of Land Management, US Forest Service, and FPAs. The current year charter for this group can be found on the [PNWCG website](#).

6. Public Use Restrictions:

Public use restrictions/fire prevention orders will be coordinated between all agencies, so that a unified message can be delivered to the public. It is the responsibility of each agency to issue public use restrictions/fire prevention orders.

7. Burning Permits:

All burning permits will be issued per each agency guidelines.

8. Prescribed Fire (Planned Ignitions) and Fuels Management:

Planned projects will be coordinated. Agencies will follow agency requirements and exchange of funds will be documented in a separate Supplemental Fire Project Agreement.

9. Smoke Management: Local considerations; use of Air Resource Advisors.

During the management of unplanned fires on wildlands, consider the use of Air Resource Advisors when smoke is potential concern for public health and/or safety. On Federal lands, when considering any strategy other than full suppression, consider air quality impacts to the public, per the applicable Land or Resource Management Plan, per Guidance for Implementation of Federal Wildland Fire Management Policy (2009).

For planned burns on wildland managed by a Federal agency, follow the Interagency Prescribed Fire Planning and Implementation Procedures, and [the State Smoke Management Plan](#), where applicable. This does not apply to wildfire suppression operations. For prescribed burns on Indian Trust Lands covered by the Federal Air Rules for Reservations (FARR), obtain a permit per 40 CFR Part 49 Section 134 (Forestry and Silvicultural Burning).

The U.S. Environmental Protection Agency (EPA), the Oregon Department of Environmental Quality, and the Oregon Department of Forestry regulate air quality in Oregon through implementation of the Federal Clean Air Act (42 U.S.C. §§ 7401-7671q) and in Oregon, prescribed fire smoke is regulated by the Oregon Smoke Management Plan, which is overseen by the Oregon Department of Forestry (ODF) and the Department of Environmental Quality (DEQ). The Clean Air Act is a Federal air quality law, which is intended to protect human health and the environment by reducing emissions of specified pollutants at their source. The State of Oregon Clean Air Act Implementation Plan is developed by the Department of Environmental Quality under ORS 468A.035. In general, non-forest management burning is regulated by the Oregon Department of Environmental Quality.

V. OPERATIONS

1. Fire Notifications:

Detection will be coordinated between agencies as needed. All fire detected will be reported to appropriate dispatch center.

Local operating plans shall specify notification procedures and timelines, to include timeframes when final fire reports will be sent to jurisdictional agencies.

2. Boundary Line Fires:

Units are expected to review boundary areas annually with neighboring agencies to determine whether preplanned fire control lines and response strategies are still appropriate for each other's jurisdictional interests. Plans to resolve adjacency issues will be documented in local annual operating plans and on maps attached to those plans.

3. Independent Action on Lands Protected by Another Agency:

All fire suppression actions conducted on lands of other Agencies shall be consistent with the Jurisdictional Agency's land management policy.

Any participating agency may, upon its own initiative, at the risk of their own expense, and with appropriate notification and coordination, respond to wildland fires on lands that are under the direct protection of another agency. Parties to this Operating Plan shall not perform any fire suppression action that is contrary to limitations.

4. Response to Wildland Fire:

A. Management Response for Wildland Fire: Agency administrators should include nearby jurisdictions and landowners that could be affected through planning, strategy development, and seeking additional information to understand the private landowners values at risk.

B. Special Management Considerations:

Local suppression plans should identify areas where there are resource and other management concerns, i.e. special management considerations, appropriate fire management actions, any restrictions in firefighting tactical techniques, etc. (*Note: This information could be incorporated by reference to a land or resource management plan.*)

Local suppression plans should identify strategies that may need to be considered in order to limit the potential for increased damage to private and public property, infrastructure

investments or critical habitat, when it is necessary to limit the use of aerially delivered fire retardant in certain locations, such as the WUI or in an aerial retardant avoidance area.

Identify in local suppression plans how suppression costs related to special management considerations will be allocated.

- C. Use of Fire Chemical:** Use only products qualified and approved for intended use. Follow safe handling procedures, use personal protective equipment recommended on the product label and Safety Data Sheet. A current list of qualified products and approved uses can be found on the Wildland Fire Chemical Systems website at <https://www.fs.fed.us/rm/fire/wfcs/index.htm>.

Chemicals used for wildland fire including foam, retardant, gel, or others will not be applied to waterways. Aerial application of chemicals will not be applied within 300 feet from any waterway. In the event that such action was to occur, the Jurisdiction Agency must be notified immediately. Refer to Interagency Standards for Fire and Fire Aviation Operations (Red Book), Chapter 12, Suppression Chemicals and Delivery Systems <https://www.fs.fed.us/managing-land/fire/chemicals>.

5. Decision Process:

The development of suppression strategies and tactics should consider the probability of success, safety risk analysis, available resources, values at risk, social and political values, and existing legal statutes. These decisions should be documented per each agency's policies and included in the incident file.

The Federal agencies will assume the lead for development of Wildland Fire Decision Support System and delegation of authority as required for fires on federally managed lands. The State, FPAs and/or Federal fire management officials will provide information relevant to the initial stages of the decision document and may provide the situational briefing for the incoming incident management team.

6. Cooperation:

All parties will be involved in developing strategy and tactics which would be used if a wildland fire does cross jurisdictional boundaries. Neighboring jurisdictions should provide prompt notification to agencies when concerns exist about fires that have the potential to impact adjacent jurisdictions.

Local units will develop cost share agreements negotiated under the Statewide Master Agreement, when needed.

7. Communication:

Communications should occur prior to fire seasons and during the early stages of wildland fires. Agencies managing fires, especially those with multiple objectives, should consider: firefighter and public safety, predicted weather conditions, resource drawdown, proximity to private property, values at risk, smoke, current and anticipated fire activity and time of season.

News releases are issued through the jurisdictional public affairs offices of each agency. Where applicable news releases should be coordinated between the agencies.

8. Cost Efficiency:

Jurisdictions will identify conditions under which cost efficiency may dictate where suppression strategies and tactical actions are taken (i.e., it may be more cost effective to put the containment line along an open grassland than along a mid-slope in timber). Points to consider include loss and benefit to land, values at risk, resource, social and political values, and existing legal statutes.

Local plans identify and clarify suppression tactics and strategies for a specific area; the suppression costs should be identified/negotiated within this Operating Plan (see Section VII.7). Costs would be the same throughout the State, but the tactics/strategies for a location will change.

9. Delegation of Authority:

Delegation of Authority for Incident Commanders and Area Commanders will come from the Unit Administrator or authorized designee:

USFS: Forest Supervisor
BIA: Agency Superintendent
FWS: Refuge Manager; Project Leader
NPS: Park Superintendent
BLM: District Manager
ODF: District Foresters
FPA: District Manager

10. Preservation of Evidence: Evidence will be preserved in accordance with applicable Agency regulations and policies.

Evidence will be collected and preserved in accordance with Jurisdictional Agencies' regulations and policies, to the extent possible.

The protecting agencies are responsible to perform origin and cause determination findings on all fires. Protecting Agency and all other first responders are required to preserve information and evidence pertaining to the origin and cause of all fires to the extent practical. This includes accurate and timely identification of the point of origin coordinates. Jurisdictional Agencies will be notified as soon as possible of all suspected human caused fires by the Protecting Agency.

If criminal activity is suspected, immediate notifications will be given to appropriate law enforcement personnel as per respective agency direction. Unless otherwise agreed, the Lead investigator will be provided by the Jurisdictional Agency, except for areas covered by offset lands agreements, in which case the Lead investigator will be provided by the protecting agency.

Investigations and all ensuing civil and/or administrative cost recovery actions beyond origin and cause determination is the responsibility of the Jurisdictional Agency. When incidents impact multiple agencies' jurisdictions, collections will be pursued jointly and cooperatively by each agency affected to the extent practical.

11. Invasive Species Mitigation:

Efforts should be used to prevent the introduction and spread of invasive plant, terrestrial, and aquatic species during fire operations. Complete guidance for managing against the spread of aquatic invasive species during wildfire firefighting can be found in the National Guide to Preventing Aquatic Invasive Species Transport by Wildland Fire Operations – PMS 444 January 2017. Available at NWCG website: <https://www.nwcg.gov/publications/444>.

VI. USE AND REIMBURSEMENT OF INTERAGENCY FIRE RESOURCES

For incidents within Oregon State, all settlements will be incident specific; reconciliation process, as outlined in the Master Agreement, will not be used.

1. Cost Share Agreement (Cost Share Methodologies):

When a wildland fire that is being managed for multiple objectives spreads to a neighboring jurisdiction because of strategic decisions, and in a location where fire is not wanted, the managing jurisdiction may be responsible for wildfire suppression costs.

In those situations where weather, fuels or fire behavior of the wildland fire precludes stopping at jurisdiction boundaries, cost share methodologies may include, but are not limited to:

- A.** Each jurisdiction pays for its own resources – fire suppression efforts are primarily on jurisdictional responsibility lands.
- B.** Each jurisdiction pays for its own resources – services rendered approximate the percentage of jurisdictional responsibility, but not necessarily performed on those lands.
- C.** Cost share by percentage of ownership.
- D.** Cost is apportioned by geographic division or percent of effort. Examples of geographic divisions are: Divisions A and B (using a map as an attachment); privately owned property with structures; or specific locations such as campground.
- E.** Reconciliation of daily costs (for larger, multi-day incidents). This method relies upon daily agreed to costs, using Incident Action Plans or other means to determine multi-Agency contributions.

Trainees: Trainees on incidents will be considered a benefit and cost to the incidents, and costs for the trainees shall be shared, unless otherwise directed to the IMT in the Delegation of Authority.

Equipment Supplies and Cache Items: Parties agree that the receiving/supporting Party shall reimburse Supplying Party for costs associated with transport of cache items to/from incidents, durable and cost associated with refurbishment (such as the washing of Nomex, purging of pumps, transport, etc.).

2. Training:

3. Communication Systems:

Frequency / communications plans will be covered in local operating plans.

4. Fire Weather Systems:

The sharing of costs will be covered in local operating plans for stations meeting National Fire Danger Rating System (NFDRS) standards.

5. Incident Meteorological (IMET) Services:

The procedures shall be made in accordance with the provisions of the Interagency Agreement for Meteorological and Other Technical Services (IMET Agreement) and shall not conflict with the procedures of the Mobilization Guides. Reimbursement and expenditures for IMET Services shall follow the procedures detailed within the IMET Agreement.

6. Aviation Operations:

Agreements are developed and maintained at the local level for tanker bases, SEAT bases, heli bases, and smokejumper base.

7. Use of Aircraft:

A. Standards and Policies: Most standards and policies regarding the use of aircraft are similar between agencies. When differences exist, the policy standards for the operator of the aircraft for the jurisdictional agency apply. Contracted aircraft are required to follow the agency policy(ies) they are contracted under. (See below.)

On State and FPA fires aviation operations must be in compliance with:

- 1) The jurisdictional state's Aviation Plan, Directives, and State Aviation Procedures Manuals.
- 2) The aircraft procurement document (i.e., a State contract, or a Federal agency's aircraft contract).
- 3) Other Interagency and Federal Operational Guides (i.e. Standards for Helicopter Operations (PMS 510, May 2019)), when able.

On Federal fires, aviation operations must be in compliance with:

- 1) DOI Departmental Manual 350-354 and Operational Procedures Memorandums, and the DOI Bureau or Agency specific policies, or Forest Service Manual 5700 and Forest Service Handbook 5709.16.
- 2) The aircraft procurement document (i.e., a State contract, or a Federal agency's aircraft contract).
- 3) If no procurement document exists, aircraft and pilots will be approved by a Cooperator Aircraft Letter of Approval letter issued by the USFS and /or DOI Office of Aviation Services.
- 4) All aspects of Standards for Helicopters Operations for wildland fire helicopter operations and **NWCG Standards for Airtanker Base Operations (PMS 506)** for SEAT and Fireboss operations, NWCG Standards for Aerial Supervision (PMS 505) for Aerial Supervision Operations.
- 5) Other operations guides and direction as applicable.
- 6) Minimum qualification standards for all aviation positions reside in the currently approved version of the Wildland Fire Qualification System Guide, PMS 310-1 and the Forest Service Manual 5700 – Aviation Management.

IMT and personnel must manage aviation operations in compliance with the above standards. On multiple jurisdictional incidents, the aircraft must be managed to the standards of the agency that is the legal "operator" of the aircraft (per PL 106:181 as amended). The operator of the aircraft is defined in 14 CFR 1.1 and FAA Advisory Circular AC 00-1.1b (issued 2/12/2014), and may be determined on a mission-by-mission basis by:

- a) Which agency ordered the aircraft (i.e., whose resource order) and;
- b) Which agency is directing the aircraft (may be through a letter of delegation from the agency administrator to the incident commander) and;

- c) Which agency is paying for the aircraft (example: a USFS “P” Code) and;
- d) Which agency is receiving the benefits of the aircraft’s flight?

B. Reciprocal Agreement Areas:

Non-federally approved aircraft will be excluded from suppression resources listed in reciprocal suppression agreements with the USDA / USDI agencies. Non-federally approved aircraft shall not be used where the USDA / USDI is the protecting agency. Any agreement stating otherwise shall be rescinded. Additionally, aircraft will not be dispatched to incidents known to be on USDA / USDI land other than as an independent action.

Under the closest forces concept, non-federally approved aircraft may be dispatched to fires of unknown jurisdiction. When a non-federally approved aircraft dispatched to such a fire determines that the fire is on USDA / USDI protection and does not threaten other non-federally protected lands, the pilot or manager will immediately provide the coordinates and a fire report to the dispatch center so that appropriate USDA / USDI aviation assets may be dispatched. The non-federally approved aircraft will then leave the scene. Non-federally approved aircraft are not authorized to conduct initial attack on USDA / USDI lands unless there is an immediate threat to non-federally protected lands. Non-federally approved aircraft (manned or unmanned) shall not be under the operational control of USDA / USDI.

Federal employees can only ride in federally carded / approved aircraft (w / federally approved pilots) regardless of jurisdictional agency.

Initial attack aircraft may be non-federally carded / approved when dispatched under a reciprocal operating plan as outlined in the Master Agreement.

C. National Guard Aviation Resources:

National Guard aviation resources may be utilized on both Federal, State and FPA protected lands as long as all provisions of applicable Military Use Handbook (when the National Guard is federalized), and agency mobilization guides are adhered to relating to the use of these aircraft.

D. Independent Action:

Any agency may assign and maintain operational control of their respective aircraft to an incident when the fire is deemed a threat to lands under their jurisdiction. A resulting interagency mix of aircraft in the same airspace is allowed as long as common communications, command / control, and on-scene operating procedures exist to ensure a safe and efficient aviation operation. Fire Traffic Area (FTA) procedures will be used by all aircraft. When an unsafe or inefficient aviation operation exists, agencies reserve the right to withdraw their aircraft until the issues are resolved. Investigations of aircraft accidents and incidents will comply with the standards and procedures of the procuring agency, and that of the “Operator of the Aircraft.”

E. ODF Special Purpose Appropriation (SPA) Aircraft:

Special Purpose Appropriation (SPA) Aircraft may be federally approved by U.S. Forest Service/Office of Aviation Service (OAS) for use on Federal lands, if needed, and are located at various areas throughout the State of Oregon. Use of these aircrafts will be assessed for the appropriate flight time under the established hourly flight rate for the current year. The ODF Aircraft Manager (AM) or Contracting Officer Representative (COR) that must accompany the contracted aircraft (similar to a Federal helicopter manager) will be billed separately of the aircraft flight time. Costs associated with the ODF AM or COR may include salaries, other payroll expenses, CONUS per diem, and vehicle mileage.

In addition to this per hour flight time, additional costs may be assessed for aircraft crew and support staff such as extended hours, CONUS per diem rates when the aircraft is assigned away from their designated base, and applicable mileage for fuel and service trucks.

For initial attack fires, agencies will only pay for flight hours used. When assigned to an extended attack incident away from aircraft's home base, incidents will pay for actual flight hours or the hours necessary to fulfill the minimum daily guarantee, whichever is greater. If the aircraft is assigned to a joint jurisdiction fire, it is recommended that any daily minimum assessed on no-fly days be shared proportionately between the incident agencies. This should be documented on the COST SHARE AGREEMENT.

Cost Management Measures (not Supplemental rates) are listed in Chapter 80 of the Interagency Incident Business Management Handbook, Exhibit 51, Standard Cost Components, Current Rate Reference.

<https://www.nwcg.gov/sites/default/files/publications/pms902.pdf>

The ODF Salem Protection Financial Unit will handle this tracking and billing. The ODF Aircraft Manager (AM) is responsible to indicate if the response to fire is initial attack or extended attack. The documentation should be on the Contract Daily Diary, Aviation Fixed-Wing and Helicopter Shift Tickets, which are sent to ODF Headquarters in Salem weekly.

8. Aviation-Related Clarifications:

The following rules of "Aviation Related Clarifications" are intended to provide clear direction to all parties to the Master Agreement:

- **Retardant, Foam, Gel Dispensing:** No foam, retardant, gel, or other suppressant may be dispensed from non-federal aircraft on Federal lands unless it is a product specifically approved by Missoula Technical Development Center (MTDC) and listed on the Qualified Products List (QPL).
- **Federal Aircraft:** Aircraft procured and approved by Federal firefighting agencies are authorized for use on wildland fire operations managed by Federal, State, FPAs, and local governments.
- **Approved Cooperator Aircraft:** Aircraft procured / owned by cooperating agencies (State and local) may be utilized on federally managed fires only when Federal "cooperator

aircraft letters of approval” are in place for the aircraft and pilots being used. The letter is the instrument that authorizes payment by the Federal Government. Refer to the Master Cooperative Fire Protection Agreement Project and Financial Plan for specific information.

- **Federal Lands under State Protection:** State, FPAs, and local governments may use non-federally approved aircraft on Federal lands only when and where the State / FPA / local agency has formal protection responsibility on those lands and when the State / FPA / local agency maintains operational control of those aircraft.
- **Federal Airtanker Base:** Non-federally approved aircraft and retardant loading at Federal airtanker bases are authorized when operational control is maintained by the State / FPA / local agency.
- **Federal Personnel:** Federal employees may be assigned to fires when non-federally approved aircraft are under the operational control of State / FPA / local agencies. No Federal employee may be assigned with contracting / procurement responsibility related to non-federally approved aircraft. No Federal employee may be assigned to a position that exercises operational control of a non-federally approved aircraft, unless working as an agent of the State or FPA under a binding Delegation of Authority. No Federal employee may ride on non-federally approved aircraft.
- **Federal Aerial Supervision:** Federal personnel may provide aerial supervision (tactical control), including “lead profiles,” to non-federally approved aircraft under existing standard procedures and agreements, only when operational control is maintained by the State, FPA or local agency.
- **Federal Firefighters on State Fires:** State aircraft shall remain under State “operational control.” Those personnel working on the fire and providing “tactical” direction of these aircraft are working as an agent of the State, FPA or local government and therefore are not in “operational control” as determined by the National Transportation Safety Board (NTSB) in their accident investigations. This means that Federal employees, working on a State / FPA / local managed fire in such positions as IC, Operations Section Chief, Aerial Supervisor, etc., may exercise “tactical” control over an aviation resource. However, “operational” control remains with the agency managing the fire. Therefore, it is permissible for Federal employees to work with non-federally approved aircraft while under the operational control of a State, FPA or local government – Refer to Appendix H – Tool Kit for the Decision Matrix for Use of Non-Federally Approved Aircraft and Sample Delegations of Authority for Federal Employees on State Incidents.
- In an emergency, where human life on Federal lands under Federal protection is immediately threatened by wildland fire in the current burning period, a local Federal line officer may, with State concurrence, take operational control over State contracted aircraft, if sufficient Federal aircraft are not available to protect the public. The local Federal line officer must notify their Fire Director/State Fire Management Officer or Fire Director Designee/State Fire Management Officer Designee. Any such use will be documented by the approving Federal line officer, and the documentation will be forwarded to the agency national aviation headquarters within two weeks. For billing purposes, the Region and State Office will reconcile imminent threat dates and flights.
- When aircraft are utilized on Federal lands, the minimum staffing levels outlined in

Federal policy shall be followed.

The authorization for Federal agencies to use unapproved aircraft when there is an imminent threat to human life is consistent with and based upon the language found in the following laws and clarifying documents which define public vs. civil aircraft operations:

- Independent Safety Board Act Amendments, Public Law 103-411, signed Oct. 25, 1994. 49 U.S.C. 40102 (a)(37)
- FAA Advisory Circular AC 00-1.1b, Public Aircraft Operations, Feb. 12, 2014, Appendix 1 defines “public aircraft.” Reference:
https://www.faa.gov/documentLibrary/media/Advisory_Circular/AC_00-1.1B.pdf.
- 2020 Pacific Northwest Mobilization Guide
Unmanned Aircraft Systems: UAS Operations: All wildland fire UAS operations, including pilots and aircraft, must follow all aircraft direction listed in above sections, be approved by the jurisdictional agency and “[NWCG Standards for Fire Unmanned Aircraft Systems Operations,” PMS 515.](#)

VII. BILLING PROCEDURES

(Refer to Exhibit D of the Master Coop Agreement–Reimbursable Billings and Payments)

1. Suppression Billings – Bills will only be issued for actual costs incurred:

Billing information, provide:

- A. Agency name and billing address
- B. Financial Contact (name, phone, email)
- C. **Agency Unique Entity Identifier (UEI). This was formerly the DUNS number.**
- D. Billing timeframes – Provide contact information for written request for extensions beyond timeframes established in Exhibit D, Reimbursable Billings and Payments.
- E. Indirect Cost Rates, if applicable - the indirect cost assessment is waived for all suppression billings.
- F. Identify a process for handling any supplemental billing information, summary data or additional billing documentation. Such supplemental billing information, summary data or additional billing documentation may be requested and provided if agreed upon by the Parties. The process should include:
 - Points of Contact
 - Process for handling requests
 - Any standardized reports information

2. Fee Based Services – Billings will be in accordance with separate written agreement or contract(s).

3. Non-Suppression Billings: As described in this Operating Plan, the Parties may jointly conduct cooperative projects and/or share resources to carry out non-suppression activities in support of interagency fire management. These joint projects or activities may involve sharing of costs and/or a transfer of funds between the Parties involved, at which time a separate, local agreement, procurement, or other appropriate written document will be required. Billing will be defined under the terms of that document.

4. Stafford Act Billings:

- Refer to Exhibit H of the Master Coop Agreement – Use of and Reimbursement for Shared Resources in Stafford Act Response Actions

5. DOI Jurisdiction Incidents:

Any time State resources respond to a DOI jurisdiction incident outside of Oregon at the request of NWCC, the State will bill all applicable costs to the appropriate DOI Agency signatory to this agreement. If the State resource is reassigned to a second DOI jurisdiction incident while outside of Oregon, the bill will go to the DOI jurisdiction of the first incident assigned.

State Billings by Incident: When ODF is the Supporting Agency and the fire is within the State of Oregon, ODF will bill the Protecting Agency for reimbursable costs when a billing is appropriate. Anytime ODF responds to a DOI Federal Agency fire outside of Oregon, the State will bill all applicable costs to the jurisdictional DOI Federal Agency or agencies. Operating plans will include billing location information.

FPA Billings by Incident: When an FPA is a Supporting Agency and the fire is within the State of Oregon, the FPA will bill the Protecting Agency for reimbursable costs when a billing is appropriate. Anytime FPAs responds to a DOI Federal Agency fire outside of Oregon, all applicable costs will be compiled into a single consolidated invoice through ODF to the jurisdictional DOI Federal Agency or agencies. Operating plans will include billing locations.

State and Federal Payment Centers will provide reimbursement/billing within 45 days upon receipt of documentation from the field. If unable to meet timeframes provide a written request for extension beyond this timeframe.

6. USFS and Other State Incidents:

Anytime ODF resources respond to a USFS or State incident outside of Oregon at the request of NWCC, the State will bill all applicable costs to the USFS Regional Office.

State Resources are employees, agreement holders, or assets paid directly by the State.

Anytime FPA resources respond to a USFS or State incident outside of Oregon at the request of NWCC, the State will bill all applicable costs to the USFS Regional Office. FPA resources are employees, assets or equipment paid directly by the FPA.

Refer to Exhibit D to the Master Agreement for billing content. A list of Billing Contacts is included in Appendix B of this Operating Plan.

Agreement Numbers to be referenced for all 2021 bills:

ODF 21-FO-11062752-019

Coos Forest Protection Association 21-FO-11062752-020

Douglas Forest Protection Association 21-FO-11062752-021

Walker Range Patrol Association 21-FO-11062752-022

Federal resources responding to fires on ODF jurisdiction or protection responsibility should be billed to local ODF district.

Federal resources responding to fires on FPA jurisdiction or protection responsibility should be billed to local FPA district.

For State resources responding to fires within Oregon, bills will be sent to the appropriate local jurisdictional agency unless otherwise directed.

State and Federal Payment Centers will provide reimbursement/billing within 45 days upon receipt of documentation from the field. If unable to meet timeframes provide a written request for extension beyond this timeframe.

7. Cost Share Agreements:

A copy of preliminary/draft cost share agreements should be reviewed by Agency Incident Business Advisors or Agency Business Leads for all involved agencies for implementation prior to signature. A copy of all signed final cost share agreements must be distributed to Federal and State IBC Business Leads within five (5) days of the end of the incident from the Host Unit Coordinator. If there is not a signed final copy, a draft copy will be distributed to Federal, State and FPAs IBC Business Leads within five (5) days of the end of the incident.

Agency Administrators will make every effort to determine cost share methodologies early in the incident to allow Incident Management Teams the ability to ensure accurate cost tracking. Additionally, every effort will be made to have a completed, signed Cost Share Agreement prior to the Incident Management Team leaving the incident. In those situations where agreement on a cost share cannot be reached, the decision will be elevated to the next level of the agency organizations.

VIII. GENERAL PROVISIONS

- 1. Principal Contacts and Incident Business Management Coordinators:** See Pages 22-23.
- 2. Personnel Policy:** See Exhibit G – Supplemental Fire Department Resources. There are no Supplemental fire Department Resources mobilized under this agreement.
- 3. Modification:** Modifications within the scope of this Operating Plan shall be made by mutual consent of the Parties, through the issuance of a written modification signed and dated by all Parties prior to any changes being performed. Any Party shall have the right to terminate their participation under this Operating Plan by providing 1-year advance written notice to the other Parties.
- 4. Annual Review:** This Operating Plan will be reviewed annually, by April 30th, and signatory agencies will sign any revised Oregon Statewide Operating Plan.
- 5. Duration of Operating Plan:** Upon signature by all parties, this Agreement takes effect on **January 1, 2021, and it will expire December 31, 2023** unless modified or superseded. The current Oregon Statewide Master Agreement expires on December 31, 2023.

If the current Master Coop Agreement is superseded by a new Agreement, this Operating Plan may remain in effect to the extent that it does not conflict with provisions of the new Agreement, but only until such time that all activities and conditions can be incorporated into a new operating plan.



- 6. Previous Instruments Superseded:**
Oregon Statewide 2020 Operating Plan, effective January 1, 2020.

7. **Authorized Representatives:** By signature below, all signatories to this Operating Plan certify that the individuals listed in this document are authorized to act in their respective areas for matters related to this Operating Plan.

IX. REVIEW AND SIGNATURES

This Operating Plans will be approved by the signatory State and Federal members.

Unit Administrators will have the responsibility for developing and approving sub-geographic area operating plans.

USDOJ Bureau of Indian Affairs Northwest Region	
 <small>Digitally signed by BRYAN MERCIER Date: 2021.04.05 08:06:49 -07'00'</small> Date	 <small>Digitally signed by JOHN FIFE Date: 2021.04.05 09:39:12 -05'00'</small> Date
BRYAN MERCIER Northwest Regional Director	Contracting Officer

USDOJ Bureau of Land Management Oregon-Washington State Office	
Date	Date
BARRY R. BUSHUE State Director, Oregon/Washington	CARRIE STRICKLIN Contracting Officer

Coos Forest Protective Association
Date
MICHAEL ROBISON District Manager

Douglas Forest Protective Association
Date
PATRICK SKRIP District Manager

USDOJ Fish and Wildlife Service Interior Regions 9 and 12	
Date	Date
ROBYN THORSON Regional Director	Contracting Officer, FWS-19072

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USDOJ Bureau of Indian Affairs Northwest Region	
Date	Date
BRYAN MERCIER Northwest Regional Director	Contracting Officer

USDOJ Bureau of Land Management Oregon-Washington State Office	
<div> <div>BARRY BUSHUE</div> <div>Digitally signed by BARRY BUSHUE Date: 2021.05.17 10:38:24 -07'00'</div> </div> Date	Signature not required per Carrie Wakumoto on 5/5/2021 Date
BARRY R. BUSHUE State Director, Oregon/Washington	CARRIE WAKUMOTO Contracting Officer

Coos Forest Protective Association
Date
MICHAEL ROBISON District Manager

Douglas Forest Protective Association
Date
PATRICK SKRIP District Manager

USDOJ Fish and Wildlife Service Interior Regions 9 and 12	
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Date	Date
BRYAN MERCIER Northwest Regional Director	Contracting Officer

USDOJ Bureau of Land Management Oregon-Washington State Office	
Date	Date
BARRY R. BUSHUE State Director, Oregon/Washington	CARRIE STRICKLIN Contracting Officer

Coos Forest Protective Association	
<i>Michael E Robison</i> Date 04/09/2021	
MICHAEL ROBISON District Manager	

Douglas Forest Protective Association	
<i>Patrick A. Skrip</i> Digitally signed by Patrick A. Skrip Date 2021.04.08 15:13:50 Date	
PATRICK SKRIP District Manager	

USDOJ Fish and Wildlife Service Interior Regions 9 and 12	
Date	Date
ROBYN THORSON Regional Director	Contracting Officer, FWS-19072

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USDOJ Bureau of Indian Affairs Northwest Region	
Date	Date
BRYAN MERCIER Northwest Regional Director	Contracting Officer

USDOJ Bureau of Land Management Oregon-Washington State Office	
Date	Date
BARRY R. BUSHUE State Director, Oregon/Washington	CARRIE STRICKLIN Contracting Officer

Coos Forest Protective Association
Date
MICHAEL ROBISON District Manager

Douglas Forest Protective Association
Date
PATRICK SKRIP District Manager


USDOJ Fish and Wildlife Service Interior Regions 9 and 12	
Acting Hugh Morrison  Digitally signed by Hugh Morrison Date: 2021.04.09 16:37:59 -07'00'	 Digitally signed by FRANKLIN LEE Date: 2021.04.12 09:41:34 -07'00'
HUGH MORRISON Acting Regional Director	Contracting Officer, FWS-19072

USDA Forest Service Pacific Northwest Region	
LISA NORTHROP <small>Digitally signed by LISA NORTHROP Date: 2021.04.06 09:28:17 -07'00'</small> Date	 <small>Digitally signed by KRISTEN BOWLES Date: 2021.02.23 14:41:53 -08'00'</small> Date
GLENN P. CASAMASSA Regional Forester	KRISTEN BOWLES Region 6 Grants Management Specialist

USDOJ National Park Service Interior Regions 8, 9, 10 and 12	
Date	Date
LINDA D. WALKER Acting Regional Director	Contracting Officer

State of Oregon Department of Forestry	
Date	Date
PETER DAUGHERTY State Forester	


Walker Range Patrol Association	
Date	
R.D. BUELL District Manager	

USDA Forest Service Pacific Northwest Region	
Date	 Digitally signed by KRISTEN BOWLES Date: 2021.02.23 14:41:53 -08'00' Date
GLENN P. CASAMASSA Regional Forester	KRISTEN BOWLES Region 6 Grants Management Specialist


USDOJ National Park Service Interior Regions 8, 9, 10 and 12	
CINDY ORLANDO Digitally signed by CINDY ORLANDO Date: 2021.06.08 16:48:17 -07'00' Date	LILETTE BALTODANO Digitally signed by LILETTE BALTODANO Date: 2021.06.04 10:20:14 -07'00' Date
CINDY ORLANDO Acting Regional Director	LILETTE J. BALTODANO Contracting Officer


State of Oregon Department of Forestry	
Date	Date
PETER DAUGHERTY State Forester	

Walker Range Patrol Association
Date
R.D. BUELL District Manager

USDA Forest Service Pacific Northwest Region	
Date	 <small>Digitally signed by KRISTEN BOWLES Date: 2021.02.23 14:41:53 -08'00'</small>
GLENN P. CASAMASSA Regional Forester	KRISTEN BOWLES Region 6 Grants Management Specialist

USDOJ National Park Service Interior Regions 8, 9, 10 and 12	
Date	Date
LINDA D. WALKER Acting Regional Director	Contracting Officer

State of Oregon Department of Forestry	
	
PETER DAUGHERTY State Forester	Date 4/23/21

Walker Range Patrol Association
 <small>Digitally signed by R.D Buell Date: 2021.04.06 16:34:04 -07'00'</small>
R.D. BUELL District Manager

Updated 3/31/2022

Principal Contacts

The Principal Contacts for this instrument are as follows. These points of contact will review this instrument at least annually.

Bureau of Indian Affairs
Darron Williams
Phone: 503- 866-0017
Email: Darron.Williams@bia.gov

Bureau of Land Management
Richard Parrish
Phone: 509-981-9653
Email: RParrish@blm.gov

Forest Service
Rob Allen
Phone: 509-669-0860
Email: robert.f.allen@usda.gov

National Park Service
Mike Minton
Phone: 707-498-4435
Email: Michael_Minton@nps.gov

U.S. Fish and Wildlife Service
Josh O'Connor (he/him/his)
Phone: 503-872-2756
Email: josh_oconnor@fws.gov

Oregon State
Oregon Department of Forestry
Ron Graham
Phone: 503-945-7271
Email: Ron.Graham@odf.oregon.gov

Coos Forest Protective Association
Michael Robison
Phone: 541-267-3161
Email: Mike.E.Robison@odf.oregon.gov

Douglas Forest Protective Association
Patrick Skrip
Phone: 541-672-6507x123
Email: Pat.Skrip@odf.oregon.gov

Walker Range Patrol Association
R.D. Buell
Phone: 541-433-2451
Email: RD.Buell@odf.oregon.gov

Updated 3/31/2022

Incident Business Management Coordinators

Agency	Name and Address	Phone Numbers and Email
BIA	Regina Hoffmann 911 NE 11 th Avenue Portland, OR 97232	503-231-6800 503-679-5725 (cell) regina.hoffmann@bia.gov
BLM/FS	Elka Erikson 215 Melody Lane Wenatchee, WA 98801	503-808-2333 509-669-5187 (cell) 503-808-6799 (fax) Elka.erikson@usda.gov
FWS	Veronika Klukas 911 NE 11 th Avenue Portland, OR 97232	503-231-6174 307-250-5684 (cell) veronika_klukas@fws.gov
NPS	Robert Rivelle 333 Bush Street Suite 500 San Francisco, CA 94104	415-623-2217 707-498-1761 (cell) robert_rivelle@nps.gov
ODF	Stacy Miller 2600 State Street Salem, Oregon 97310	503-945-7423 503-945-7454 (FAX) Stacy.Miller@odf.oregon.gov
Coos Forest Protective Association	Dominique Ray 63612 5 th Road Coos Bay, Oregon 97420	541-267-3161 541-266-8452 (FAX) Dominique.C.Ray@odf.oregon.gov
Douglas Forest Protective Association	Jill Miller 1758 NE Airport Road Roseburg, Oregon 97470	541-672-6507 x119 541-440-3424 (FAX) Jill.M.Miller@odf.oregon.gov
Walker Range Fire Patrol Association	Echo Murray P.O. Box 665 Gilchrest, Oregon 97737	541-433-2451 Echo.Murray@odf.oregon.gov