

OREGON STATEWIDE 2020 OPERATING PLAN

Between

UNITED STATES DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Oregon and Washington
DUNS No. 798067393
Agreement No. BLMOR934-2005

NATIONAL PARK SERVICE

Interior Regions 8, 9, 10 and 12
Agreement No. P20AC00023
DUNS No. 039365775

BUREAU OF INDIAN AFFAIRS

Northwest Region
Agreement No. A20ACNWRO2
DUNS No. 076425305

UNITED STATES FISH AND WILDLIFE SERVICE

Interior Regions 9, 10, and 12
Agreement No. #FF01R030000-19X-L016
DUNS No. 151157950

UNITED STATES DEPARTMENT OF AGRICULTURE

FOREST SERVICE

Pacific Northwest Region
Agreement No. 20-FO-11062752-012 (ODF)
Agreement No. 20-FO-11062752-013 (CFPA)
Agreement No. 20-FO-11062752-014 (DFPA)
Agreement No. 20-FO-11062752-015 (WRPA)
DUNS No. 929332484

STATE OF OREGON

Department of Forestry
Agreement #19-0001-0120
DUNS No. 809579808

COOS FOREST PROTECTIVE ASSOCIATION

DUNS No. 084417666

DOUGLAS FOREST PROTECTIVE ASSOCIATION

DUNS No. 076423482

WALKER RANGE PATROL ASSOCIATION

DUNS No. 624858064

Effective: January 1, 2020

OREGON STATEWIDE OPERATING PLAN

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) signed and dated January 1, 2020. 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 is an Oregon Statewide Operating Plan 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 National Response Framework (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

1. 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](#)
- [Northwest Interagency Incident Management Team Operations Guide](#)

2. Interagency Dispatch Centers: 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.

- 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, or sub-geographic area operating plans and/or appropriate mobilization guides. Separate Supplemental Fire Project Agreements will be developed and executed documenting these arrangements
- 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.
- Resources may be dispatched using the closest force(s) concept. Pre-planned response plans will be utilized to guide this process.
- 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.
- Agencies are responsible to provide information and assistance to each other in a timely manner, for proper completion of the fire reports.

IV. 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 Inmate Resources

Use of inmate resources for federal fire suppression operations are ordered and coordinated through the State of Oregon.

Procedures for use of inmate resources are listed in the:

Inmate Work Program Agreement between Oregon Department of Corrections 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.

OREGON STATEWIDE OPERATING PLAN

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

1. Oregon National Guard Forest Fire “Operations Plan 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 ten PNW Interagency Incident Management Teams. Included are the two PNW Type 1 teams, the four Oregon interagency Type 2 teams, and the four Washington interagency Type 2 teams.

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

F. Standards:

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.

G. 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.

H. 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.

V. PREPAREDNESS

A. 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, 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
- Air attack locations – Redmond, Medford, La Grande, Klamath Falls, Dallesport (WA)

B. Protection Areas and Boundaries: Identify areas (map and/or describe). Refer to protection areas and boundary maps.

C. 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.

D. 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.

E. Methods of Fire Protection and Suppression:

Reciprocal (Mutual Aid) Fire Assistance: ODF and the USFS consider their entire agency's lands in the State of Oregon affected by this agreement to be reciprocal.

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

The reciprocal period is 24 hours unless modified at the local area. Modifications will be documented in local (sub-geographic) operating plans.

F. Acquisition of Services:

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

G. Joint Projects and Project Plans:

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

H. 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](#).

I. 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.

J. Burning Permits:

All burning permits will be issued per each agency guidelines.

K. 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.

L. Smoke Management:

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.

VI. OPERATIONS

A. 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.

B. 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. These plans will guide the development of cost share agreements if multi-jurisdictional fires occur in the area.

C. 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.

D. Response to Wildland Fire:

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

2. Special Management Considerations: Local operating 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.

Local operating 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 operating plans how suppression costs related to special management considerations will be allocated.

3. 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>.

E. 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.

F. 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.

G. 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.

H. 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.

I. 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

J. Preservation of Evidence:

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.

Evidence will be preserved in accordance with applicable Agency regulations and policies.

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.

K. 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>.

L. Use of Aircraft

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 apply. (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 2018)), 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 Single Engine Airtanker Operations (PMS 506)** for SEAT and Fireboss 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.

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 00-1.1a (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?

M. 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.

N. 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.

O. 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 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.”

P. ODF Special Purpose Appropriation (SPA) Aircraft:

Special Purpose Appropriation (SPA) Aircraft may be federally approved by Region 6 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 Contract Administrator (ACA) 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 ACA 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 49, 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 Contract Administrator/Manager (ACA) 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.

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.

OREGON STATEWIDE OPERATING PLAN

- **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 or Fire Director 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 00-1.1a, Public Aircraft Operations, Feb. 12, 2014, Appendix 1 defines “public aircraft.” Reference: http://www.faa.gov/regulations_policies/advisory_circulars/index.cfm/go/document.information/documentID/1023366
- 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. USE AND REIMBURSEMENT OF INTERAGENCY FIRE RESOURCES

For incidents within Oregon State, all settlements will be incident specific; reconciliation process will not be used.

Cost Share Agreement: The type of cost share methodology utilized will vary according to a great variety of environmental, resource, tactical, political, and other considerations. The following factors should be discussed in order to clarify how such factors will influence the ultimate selection of a cost share methodology for any given wildland fire:

The cost sharing methodologies that will be utilized should wildfire spread to a neighboring jurisdiction in a location where fire is not wanted.

The cost share methodologies that will be used should a jurisdiction accept or receive a wildland fire and manage it for multiple objectives.

Any distinctions in what cost share methodology will be used if the reason the fire spreads to another jurisdiction is attributed to a strategic decision, versus environmental conditions (weather, fuels, and fire behavior) or tactical considerations (firefighter safety, resource availability) that preclude stopping the fire at jurisdictional boundaries.

Examples of cost sharing methodologies may include, but are not limited to, the following:

- 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.

OREGON STATEWIDE OPERATING PLAN

- 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. Reimbursements must be followed up by a final bill.

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).

Training: Identify training needs, schedules, resources available, and opportunities for cost sharing.

Communication Systems: Identify specific radio frequencies, computer system access, data transmission lines, communication sites, and communications equipment shared between Parties. (Frequencies, medivacs, for statewide.) Access to systems and facilities will be approved only by agency authorized personnel and in accordance with agency laws, regulations, and policies governing security of systems and facilities. Frequency / communications plans will be covered in local operating plans.

Fire Weather Systems: Cost shares will be covered in local operating plans for stations meeting National Fire Danger Rating System (NFDRS) standards.

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.

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

BILLING PROCEDURES

(Refer to Exhibit D of the Master Cooperative Agreement–Reimbursable Billings and Payments)
Suppression Billing – Bills will only be issued for actual costs incurred:

Billing information, provide:

Agency name and billing address

Financial Contact (name, phone, email)

Agency Data Universal Numbering System (DUNS)

Billing timeframes – Provide contact information for written request for extensions beyond timeframes established in Exhibit D, Reimbursable Billings and Payments.

All signatory parties to this Operating Plan agree the indirect cost assessment is waived for all suppression billings.

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

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

Non-Suppression Billings:

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.

Stafford Act Billings:

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

Billing timeframes – Provide contact information and process required for any written request for extensions beyond timeframes established in Exhibit H.

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 Federal Agency fire outside of Oregon, the State will bill all applicable costs to the jurisdictional 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 Federal Agency fire outside of Oregon, all applicable costs will be compiled into a single consolidated invoice through ODF to the jurisdictional Federal Agency or agencies. Operating plans will include billing locations.

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.

FS Agreement Number to be referenced for all 2020 bills:

- Oregon Department of Forestry 20-FO-11062752-012
- Coos Forest Protection Association 20-FO-11062752-013
- Douglas Forest Protection Association 20-FO-11062752-014
- Walker Range Patrol Association 20-FO-11062752-015

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

OREGON STATEWIDE OPERATING PLAN

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.

Camp Support Costs:

Suggested rate for 2020 is \$272 per person per day. In rare cases of variations in associated support requirements, this rate can be negotiated to provide more equitable representation of cost. Intent is this rate is average cost based on analysis of multiple incidents with varying management agencies and incident support complexity. This rate should be appropriate for most incidents, understanding that over time reasonable equity should occur.

Detailed documentation for individual items will only be required when necessary to support a fire trespass billing, or other billings to third parties.

Examples for adequate documentation for billings are:

- Salary – Agency time/attendance reports and copy of OF-288 with Resource Number.
- Emergency Equipment – OF-286 Use Invoice with final payment corrections or Commercial Invoice.
- National Contracts – Use Invoice with final payment corrections.
- Detailed records of credit card purchases.
- Detailed retardant costs per drop/aircraft/date.
- Resource Orders.

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.

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

Principal Contacts:

Refer to Exhibit B – Principal Contacts

Personnel Policy:

See Exhibit G – Supplemental Fire Department Resources. There are no Supplemental fire Department Resources mobilized under this agreement.

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 one year advance written notice to the other Parties.

Annual Review:

The Oregon Statewide Operating Plan will be reviewed annually, and signatory agencies will sign revised Oregon Statewide Operating Plan.

Duration of Operating Plan:

This Operating Plan is executed as of the date of last signature and remains in effect through December 31, 2020.

If the current Master Cooperative 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.

Previous Instruments Superseded:

2019 Northwest Operating Plan signed and effective June 6, 2019.

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.

REVIEW AND SIGNATURES

The Statewide 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.

2020 OREGON STATEWIDE OPERATING PLAN

SIGNATURES

USDI, Fish and Wildlife Service


ROBYN THORSON
Regional Director
Date: 20 Dec 2019

USDI, Bureau of Indian Affairs

BRYAN MERCIER
BIA Northwest Regional Director
Date:

USDI, Bureau of Land Management
Oregon/Washington State Office

State of Oregon
Department of Forestry

JOSE L. LINARES
Acting State Director
Date:

PETER DAUGHERTY
Oregon State Forester
Date:

USDA, Forest Service
Pacific Northwest Region

USDI, National Park Service
Interior Regions 8, 9, 10 and 12

GLENN P. CASAMASSA Regional
Forester
Date:

STAN AUSTIN
Regional Director
Date:



Coos Forest Protective Association

Forest Service Grants and Agreements
Date: 12/19/19

MICHAEL ROBISON
District Manager
Date:

Douglas Forest Protective Association

Walker Range Patrol Association

PATRICK SKRIP
District Manager
Date:

R.D. BUEL
District Manager
Date:

2020 OREGON STATEWIDE OPERATING PLAN

SIGNATURES

USDI, Fish and Wildlife Service

ROBYN THORSON
Regional Director
Date:

USDI, Bureau of Land Management
Oregon/Washington State Office

JOSE L. LINARES
Acting State Director
Date:

USDA, Forest Service
Pacific Northwest Region

GLENN P. CASAMASSA Regional
Forester
Date:



Forest Service Grants and Agreements
Date: 12/19/19

Douglas Forest Protective Association

PATRICK SKRIP
District Manager
Date:

USDI, Bureau of Indian Affairs



BRYAN MERCIER
BIA Northwest Regional Director
Date: 12/23/2019

State of Oregon
Department of Forestry

PETER DAUGHERTY
Oregon State Forester
Date:

USDI, National Park Service
Interior Regions 8, 9, 10 and 12

STAN AUSTIN
Regional Director
Date:

Coos Forest Protective Association

MICHAEL ROBISON
District Manager
Date:

Walker Range Patrol Association

R.D. BUEL
District Manager
Date:

2020 OREGON STATEWIDE OPERATING PLAN

SIGNATURES

USDI, Fish and Wildlife Service

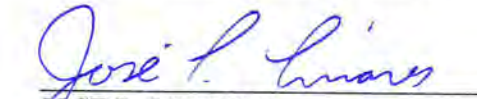
USDI, Bureau of Indian Affairs

ROBYN THORSON
Regional Director
Date:

BRYAN MERCIER
BIA Northwest Regional Director
Date:

USDI, Bureau of Land Management
Oregon/Washington State Office

State of Oregon
Department of Forestry



JOSE L. LINARES
Acting State Director
Date: 12/31/19

PETER DAUGHERTY
Oregon State Forester
Date:

USDA, Forest Service
Pacific Northwest Region

USDI, National Park Service
Interior Regions 8, 9, 10 and 12

GLENN P. CASAMASSA Regional
Forester
Date:

STAN AUSTIN
Regional Director
Date:



Coos Forest Protective Association

Forest Service Grants and Agreements
Date: 12/19/19

MICHAEL ROBISON
District Manager
Date:

Douglas Forest Protective Association

Walker Range Patrol Association

PATRICK SKRIP
District Manager
Date:

R.D. BUEL
District Manager
Date:

OREGON STATEWIDE OPERATING PLAN

2020 OREGON STATEWIDE OPERATING PLAN

SIGNATURES

USDI, Fish and Wildlife Service

USDI, Bureau of Indian Affairs

ROBYN THORSON
Regional Director
Date:

BRYAN MERCIER
BIA Northwest Regional Director
Date:

USDI, Bureau of Land Management
Oregon/Washington State Office

State of Oregon
Department of Forestry

JOSE L. LINARES
Acting State Director
Date:

Senatucker-Deputy
for

PETER DAUGHERTY
Oregon State Forester
Date: *12/23/19*

USDA, Forest Service
Pacific Northwest Region

USDI, National Park Service
Interior Regions 8, 9, 10 and 12

GLENN P. CASAMASSA Regional
Forester
Date:

STAN AUSTIN
Regional Director
Date:

Anne Doss

Coos Forest Protective Association

Forest Service Grants and Agreements
Date: 12/19/19

Michael ER

MICHAEL ROBISON
District Manager
Date: *12/20/19*

Douglas Forest Protective Association

Walker Range Patrol Association

Patrick Skrip

PATRICK SKRIP
District Manager
Date: *12/20/19*

R.D. Buel

R.D. BUEL
District Manager
Date: *12-19-19*

2020 OREGON STATEWIDE OPERATING PLAN

SIGNATURES

USDI, Fish and Wildlife Service

USDI, Bureau of Indian Affairs

ROBYN THORSON
Regional Director
Date:

BRYAN MERCIER
BIA Northwest Regional Director
Date:

USDI, Bureau of Land Management
Oregon/Washington State Office



State of Oregon
Department of Forestry


JOSE L. LINARES
Acting State Director
Date:

PETER DAUGHERTY
Oregon State Forester
Date:

USDA, Forest Service
Pacific Northwest Region

USDI, National Park Service
Interior Regions 8, 9, 10 and 12

for  

GLENN P. CASAMASSA Regional
Forester
Date:  *12/19/2019*

STAN AUSTIN
Regional Director
Date:



Coos Forest Protective Association

Forest Service Grants and Agreements
Date: 12/19/19

MICHAEL ROBISON
District Manager
Date:

Douglas Forest Protective Association

Walker Range Patrol Association

PATRICK SKRIP
District Manager
Date:

R.D. BUEL
District Manager
Date:

OREGON STATEWIDE OPERATING PLAN

2020 OREGON STATEWIDE OPERATING PLAN

SIGNATURES

USDI, Fish and Wildlife Service

USDI, Bureau of Indian Affairs

ROBYN THORSON
Regional Director
Date:

BRYAN MERCIER
BIA Northwest Regional Director
Date:

USDI, Bureau of Land Management
Oregon/Washington State Office

State of Oregon
Department of Forestry

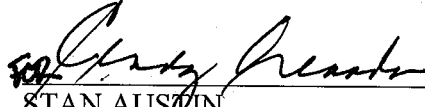
JOSE L. LINARES
Acting State Director
Date:

PETER DAUGHERTY
Oregon State Forester
Date:

USDA, Forest Service
Pacific Northwest Region

USDI, National Park Service
Interior Regions 8, 9, 10 and 12

GLENN P. CASAMASSA Regional
Forester
Date:



STAN AUSCIN
Regional Director
Date:



Coos Forest Protective Association

Forest Service Grants and Agreements
Date: 12/19/19

MICHAEL ROBISON
District Manager
Date:

Douglas Forest Protective Association

Walker Range Patrol Association

PATRICK SKRIP
District Manager
Date:

R.D. BUEL
District Manager
Date:

Appendix B

PRINCIPAL CONTACTS

The principal project contacts for this Northwest Operating Plan (NWOP) are as follows. These points of contacts are responsible for reviewing and updating the NWOP each year.

Bureau of Land Management Richard Parrish 509-981-9653	Fish and Wildlife – Fire Management Brian Gales 503-231-6769
National Park Service Mike Minton 707-498-4435	Forest Service Dennis Darling (503) 808-6236
Forest Service Region 6 Sheila Walker Cooperative Fire Program Manager 360-956-2298	Bureau of Indian Affairs John Szulc 503-231-6797
Oregon Department of Forestry Ron Graham 503-945-7271	Coos Forest Protective Association Michael Robison 541-267-3161
Douglas Forest Protective Association Patrick Skrip 541-672-6507x123	Walker Range Patrol Association R.D. Buell 541-433-2451

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)FAX 503-231-6774 regina.hoffmann@bia.gov
BLM/FS	Becky Slick PO Box 2965 Portland, OR 97208	503-808-6319 FAX 503-808-6799 bslick@fs.fed.us
NPS	Robert Rivelle 333 Bush Street Suite 500 San Francisco, CA 94104	415-623-2217 415-498-1761 (cell) FAX 415-623-2383 robert_rivelle@nps.gov
FWS	Veronika Klukas 911 NE 11 th Avenue Portland, OR 97232	503-231-6174 307-250-5684 (cell) Veronika_klukas@fws.gov
ODF	Stacy Miller 2600 State Street Salem, Oregon	503-945-7423 FAX 503-945-7454 Stacy.Miller@oregon.gov
Coos Forest Protective Association	Dominique Ray 63612 5 th Road Coos Bay, Oregon 97420	541-267-3161 FAX 541-266-8452 Dominique.C.Ray@Oregon.gov
Douglas Forest Protective Association	Jill Miller 1758 NE Airport Road Roseburg, Oregon 97470	541-672-6507 x119 FAX 541-440-3424 Jill.M.Miller@Oregon.gov
Walker Range Forest Protective Association	Echo Murray P.O. Box 665 Gilcrest, Oregon 97737	541-433-2451 Echo.Murray@Oregon.gov