

WASHINGTON STATEWIDE

Operating Plan

Between

UNITED STATES DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Oregon and Washington
Agreement No. BLMOR934-2003
DUNS No. 798067393

NATIONAL PARK SERVICE

Interior Regions 8, 9, 10, and 12
P20AC00013
DUNS No. 039365775

BUREAU OF INDIAN AFFAIRS

Northwest Region
A20ACNWRO1
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 and Northern Regions
20-FO-11062752-005
DUNS No. 929332484

STATE OF WASHINGTON

Department of Natural Resources
Agreement No. 93-100206-OP-01
DUNS No. 808883474

Effective Date: 12/31/19

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 __12/31/19___. 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.

All portions of this Operating Plan should be addressed. State if any item is not applicable, but do not remove the item. To facilitate review of this Operating Plan, do not change the format or delete sections. Items may be added as necessary to each of the sections.

I. PURPOSE

This is a Washington Operating Plan applicable to all signatory Parties within Washington State. Its purpose is to address statewide issues affecting cooperation, interagency working relationships and protocols, financial arrangements, sharing of resources, and joint activities/projects. The 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:

- [Pacific Northwest Wildfire Coordinating Group \(PNWCG\) Charters](#)
- [Northwest MAC Handbook](#)
- Northwest Coordination Center Plan of Operations
- Northwest Coordination Center Operating Plan
- [Pacific Northwest Interagency Preparedness Plan](#)
- [Resource Allocation Strategy](#)

1. **Interagency Dispatch Centers:** Cost sharing will be documented in separate Supplemental Project Agreements.

Fire dispatching for fires on land protected by agencies will comply with the following:

- Resources will 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. Individual 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.
- In the event of an extended attack or when incident management teams are in command of an incident, dispatch actions for that incident will be conducted through the jurisdictional agency, unless the jurisdictional agency delegates otherwise.

2. Interagency Resources:

The [Northwest Geographic Area Board \(GeoBoard\)](#) provides oversight and guidance to the ten NW Interagency Incident Management Teams. Included are the two NW Type 1 teams, the four Oregon interagency Type 2 teams, and the three Washington interagency Type 2 teams. Incorporated by reference and will remain in effect under the authority of the Master Agreement until revised or renegotiated as appropriate:

- [Northwest Geographic Area Board By-Laws and Interagency Incident Management Team Operations Guides](#)
- [Northwest Interagency Incident Management Team Operations Guide](#)

Local Fire Service Organizations

- Washington State fire service participation in support of northwest interagency incident management teams will be coordinated through the Washington Department of Natural Resources.
- In Washington, when the Mobilization Act is invoked, local fire district resources will be dispatched through the Washington State Patrol Fire Protection Bureau. The DNR will be the link between mobilization and the federal agencies signing all cost share agreements on their behalf.

1. Supplemental Fire Department Resources:

Supplemental Fire Department Resources are not a part of this Operating Plan.

2. 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.

3. Use of Inmate Resources

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

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

Interagency Agreement with Washington State Departments of Corrections, Social and Health Services, and Natural Resources, IAA 11-275, Agreement Number #93-095118, signed February 21, 2017 and expires February 20, 2021.

4. Use of Military Resources

Ordering and Payment of National Guard resources will occur through the State of Washington.

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

- Memorandum of Agreement Between the Washington State Patrol, the Department of Natural Resources, and the Washington Military Department. (“State of Washington Master Interagency Agreement Between Washington Department of Natural Resources and Washington Military Department” and “State of Washington DNR-WMD Operating Plan”)
- Military Use Handbook (NFES 002175)
- Chapter 10, Northwest Mobilization Guide, Objectives, Policy and Scope of Operation.

5. Use of International Resources

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.

International Agreements in the National Mobilization Guide describe the process for use and ordering of international resources by federal agencies.

[British Columbia & NW United States Wildfire Response Border Arrangement:](#)

Arrangement is to provide the framework under which wildfire management activities, identification, initial response, mutual aid and planning allows for cooperative pre suppression and wildfire protection along the United States and Canada’s British Columbia portion of the International Border. This arrangement is between the Province of British Columbia Ministry of Forests Land and Natural Resource Operations, USDA Forest Service – Pacific Northwest Regions, Alaska and Northern Regions; National Park Service – Pacific West, Alaska and Intermountain Regions; and Bureau of Land Management – Oregon/Washington and Idaho State Offices.

[British Columbia & NW United States Wildfire Response Border Arrangement Operating Guideline](#) (includes Washington DNR and Idaho Department of Lands) identifies strategic

conditions for implementing procedures and establishing a command structure in order to support particular circumstances associated with wildfires.

[United States IMT Quick Guide for Border Fires with British Columbia](#)

- 6. 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.

Reference common standards; reference direction for land management and aircraft use. See clause below.

- 7. 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 shall be determined by the jurisdictional agency at the point of origin, unless otherwise agreed too. The Washington State Fire Marshal's Office unit identifier WFS should only be utilized when state mobilization has been enacted.

IV. PREPAREDNESS

1. Protection Planning:

The agencies agree to coordinate annually on shared resources across the State of Washington. 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 – Moses Lake, WA
- Washington SEAT bases – Deer Park, Omak, and Dallesport
- Smokejumper base – Winthrop, WA
- Type 1 – IHC crews – Entiat, Baker River
- Washington helicopter bases – Big Lake, Camp Bonneville, Olympia, Wenatchee, Colville, Yakima, Omak
- Air attack locations – Wenatchee, Deer Park, Omak, and Dallesport

Details on placement of crews, engines, air tankers, helicopters, fixed and aerial detection, regulated use, closures, and other joint fire control efforts. are identified in sub-geographic or local area operational plans.

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

3. Unprotected lands:

There are approximately 371,000 acres of unprotected land across Washington 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 District, a Municipal Fire Department, a Rangeland Fire Protective Association, a county, the DNR, 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 polices.

Suppression activates 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. Methods of Fire Protection and Suppression:

Reciprocal Fire Protection Assistance:

The reciprocal period is 24 hours unless modified at the local area. Document any modifications in local (sub-geographic) operating plans.

Washington and the USFS consider their entire agency's lands in the State of Washington affected by this agreement to be reciprocal.

Washington and the DOI agencies in the State of Washington will be determined at the local sub-geographic area and documented in local operating plans.

Acquisition of Services:

Executed through local operating plans, joint project plans, and agency specific documents, etc.

5. Joint Projects and Project Plans:

Local Operating Plan will list or reference joint cooperative projects.

- 6. 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: Washington Department of Natural Resources, 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 Oregon Department of Forestry. The current year charter for this group can be found on the [PNWCG website](#).

7. **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.
8. **Burning Permits:** All burning permits will be issued per each agency guidelines.
9. **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 Project Agreement.
10. **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 Washington Department of Ecology, and the Washington Department of Natural Resources regulate air quality in Washington through implementation of the Federal Clean Air Act (42 U.S.C. §§ 7401-7671q) and the Washington Clean Air Act (RCW 70.94). 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. Under the Washington Clean Air Act the Washington Department of Natural Resources was appointed to regulate silviculture and forest fire hazards burning to reduce statewide emissions (RCW 70.94). All non-silviculture and forest fire hazard burning is regulated by the Washington Department of Ecology.

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

- 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 Agreement shall not perform any fire suppression action that is contrary to limitations found in the local Operating Plans.

3. Response to Wildland Fire:

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 adjacent landowners' concerns.

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. (*Note: This information could be incorporated by reference to a land or resource management plan.*)

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

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.

- 4. 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 agencies policy 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 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.

5. **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.
6. **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.

7. **Delegation of Authority:** Describe procedures and criteria to specify direction, authority and financial management guidelines that local Unit Administrators will use to inform Incident Commanders.

USFS: Forest Supervisor
BIA: Agency Superintendent
FWS: Refuge Manager; Project Leader
NPS: Park Superintendent
BLM: District Manager
DNR: Region Manager

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

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.

9. 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>.

USE OF AIRCRAFT

10. 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 DNR fires, aviation operations must be in compliance with:

- 12. The DNR's Aviation Plan, Directives, and State Aviation Procedures Manuals.
- 13. The aircraft procurement document (i.e., a state contract, or a federal agency's aircraft contract).
- 14. 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:

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.

- 15. The aircraft procurement document (i.e., a state contract, or a federal agency's aircraft contract.) contract).
- 16. 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.
- 17. All aspects of Standards for Helicopter Operations for wildland fire helicopter operations and NWCG Standards for Single Engine Airtanker Operations (PMS 506) for SEAT and Fireboss operations.
- 18. Other operations guides and direction as applicable.
- 19. 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?

Federal Excess Personal Property Helicopters: Federal Excess Personal Property (FEPP) helicopters operated by the WDNR may be approved for federal use, and approved aircraft may only be ordered and used by federal agencies when commercial civilian aircraft are not reasonably available with the exception stated in the 14 CFR 1.1 Public Aircraft and FAA Advisory Circular AC 00-1.1a (issued 2/12/2014). Federal employees will be transported only on approved standard category aircraft.

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.

National Guard aviation resources: National Guard aviation resources may be utilized on both federal and state 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.

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.”

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 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 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 and local governments may use non-federally approved aircraft on federal lands only when and where the state / local agency has formal protection responsibility on those lands and when the state / 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/local agency.
- **Federal Personnel:** Federal employees may be assigned to fires when non-federally approved aircraft are under the operational control of state/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 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 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 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 / 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 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

UAS Operations: All wildland fire UAS operations, including pilots and aircraft, must follow all aircraft direction listed above sections, be approved by the jurisdictional agency and “[NWCG Standards for Fire Unmanned Aircraft Systems Operations,](#)” PMS 515.

State of Washington Unmanned Aircraft Guidelines

VI. USE AND REIMBURSEMENT OF INTERAGENCY FIRE RESOURCES

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

- 1. Cost Share Agreement (Cost Share Methodologies)** Describe how costs will be shared when a fire spreads into another jurisdiction. 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:

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

2. **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.
3. **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).
4. **Training:** Identify training needs, schedules, resources available and opportunities for cost sharing.

5. **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 and state 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

6. **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. Communications will be further addressed in local operating plans.
7. **Fire Weather Systems:** Each agency is responsible for the maintenance, use and management of their fire weather systems. [The NWCG Standards for Fire Weather Systems](#) is the guiding document for the maintenance and use of all fire weather systems.
8. **Incident Meteorological (IMET) Services:** The procedures for requesting and obtaining IMET services shall be made in accordance with the provisions of the Northwest Area Fire Weather Annual Operating Plan, incorporated by reference.
9. **Aviation Operations:** Agreements are developed and maintained at the local level for tanker bases, SEAT bases, helibases, and smokejumper base.

VII. BILLING PROCEDURES

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

1. Suppression Billing:

Billing information, provide:

- A. Agency name and billing address
- B. Financial Contact (name, phone, email)
- C. Agency Data Universal Numbering System (DUNS)
- 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

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

5. **DOI Jurisdiction Incidents:** Any time state resources respond to a DOI jurisdiction incident outside of Washington at the request of NWCC, the States 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 Washington, the bill will go to the DOI jurisdiction of the first incident assigned.
6. **USFS and other State Incidents:** Anytime State resources respond to a USFS or State incident outside of Washington at the request of NWCC, the States will bill all applicable costs to the USFS Regional Office.

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

Refer to Exhibit D of the Master Agreement for billing content. A list of Billing Contacts are included in Appendix B of this Operating Plan. All bills to the USFS must reference FS Agreement Number 20-FO-11062752-005.

Federal resources responding to fires on DNR jurisdiction or protection responsibility should be billed to DNR Regional Office.

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

7. **Camp Support Costs:** Suggested rate is \$272 per person per day for direct line personnel. 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.

8. Cost Share Agreement:

See Appendix F.

9. Washington: When the State of Washington is the billing agency, actual costs will be applied to agency records.

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.

VIII. GENERAL PROVISIONS

- 1. Principal Contacts:** Refer to Exhibit B – Principal Contacts. Complete and add to this Operating Plan.
- 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 one year advance written notice to the other Parties.
- 4. Annual Review:** This Operating Plan is reviewed annually and revised or replaced, as needed.
- 5. Duration of Operating Plan:** This Operating Plan is executed as of the date of last signature and remains in effect through April 15, 2021, unless modified or superseded.

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.

- 6. Previous Instruments Superseded:** 2019 Northwest Operating Plan, which expires December 31, 2019.

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

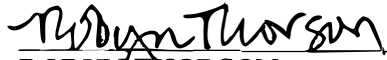
Unit Administrators will have the responsibility for developing and approving sub-geographic area operating plans.

Each signatory agency may have policies/procedures for entering into agreements (including this Operating Plan) that require additional review by attorneys, agreement specialists, or contracting officers.

2020 WASHINGTON STATE OPERATING PLAN

SIGNATURES

USDI, Fish and Wildlife Service



ROBYN THORSON
Regional Director
Date: **DEC 19 2019**

USDI, Bureau of Indian Affairs

BRYAN MERCIER
BIA Northwest Regional Director
Date:

USDI, Bureau of Land Management
Oregon/Washington State Office

THERESA M. HANLEY
Acting State Director
Date:

State of Washington
Department of Natural Resources

GEORGE GEISSLER
Washington State Forester
Date:

USDA, Forest Service
Pacific Northwest Region


GLENN P. CASAMASSA
Regional Forester
Date:

USDA, Forest Service, Northern Region

LEANNE M. MARTEN
Regional Forester
Date:

USDI, National Park Service

STAN AUSTIN
Regional Director
Date:



Forest Service Grants and Agreements
Date: 12/11/19

202 WASHINGTON STATE OPERATING PLAN

SIGNATURES

USDI, Fish and Wildlife Service

ROBYN THORSON
Regional Director
Date:

USDI, Bureau of Indian Affairs



BRYAN MERCIER
BIA Northwest Regional Director
Date: DEC 17 2019

USDI, Bureau of Land Management
Oregon/Washington State Office

JOSE L. LINARES
Acting State Director Date:

State of Washington
Department of Natural Resources

GEORGE GEISSLER
Washington State Forester
Date:

USDA, Forest Service
Pacific Northwest Region



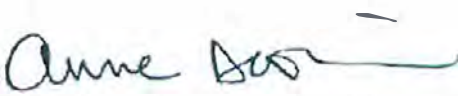
GLENN P. CASAMASSA

USDA, Forest Service, Northern Region

LEANNE M. MARTEN
Regional Forester
Date:

USDI, National Park Service

STAN AUSTIN
Regional Director
Date:



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State of Washington
Department of Natural Resources



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USDA, Forest Service
Pacific Northwest Region

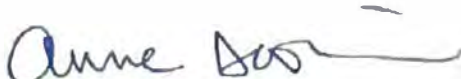
GLENN P. CASAMASSA
Regional Forester
Date:

USDA, Forest Service, Northern Region

LEANNE M. MARTEN
Regional Forester
Date:

USDI, National Park Service

STAN AUSTIN
Regional Director
Date:



Anne Doo

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2020 WASHINGTON STATE OPERATING PLAN

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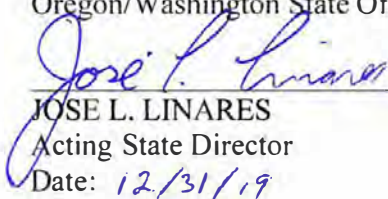
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USDI, Bureau of Land Management
Oregon/Washington State Office



JOSE L. LINARES
Acting State Director
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State of Washington
Department of Natural Resources

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Washington State Forester
Date:

USDA, Forest Service
Pacific Northwest Region

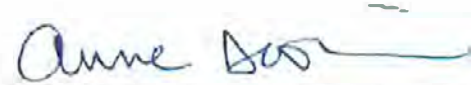
GLENN P. CASAMASSA
Regional Forester
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USDI, National Park Service

STAN AUSTIN
Regional Director
Date:



Anne
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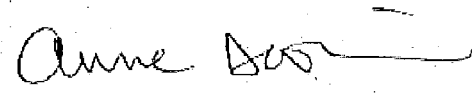
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LEANNE M. MARTEN
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USDI, National Park Service



STAN AUSTIN
Regional Director
Date:



Anne
Forest Service Grants and Agreements
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GEORGE GEISSLER
Washington State Forester
Date:

USDA, Forest Service
Pacific Northwest Region

GLENN P. CASAMASSA Regional
Forester
Date:

USDA, Forest Service, Northern Region

MELANY
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MELANY GLOSSA
Date: 2019.12.19
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LEANNE M. MARTEN
Regional Forester
Date:

USDI, National Park Service

STAN AUSTIN
Regional Director
Date:



Forest Service Grants and Agreements
Date: 12/11/19

Appendix B

PRINCIPAL CONTACTS

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

Bureau of Land Management Fire Operations Specialist 503-808-6559	Fish and Wildlife – Fire Management Josh O’Connor 503-872-2756 Josh_oconnor@fws.gov
National Park Service Mike Minton 707-498-4435	Forest Service – Fire Management Dennis Darling (503) 808-6236
Forest Service Region 1 Rita Chandler 406-329-3409	Bureau of Indian Affairs John Szulc 503-231-6797
Washington Department of Natural Resources Russ Lane 360-902-1308 360-480-9657 Russ.lane@dnr.wa.gov	Forest Service Region 6 Sheila Walker Cooperative Fire Program Manager 360-956-2298 sheila.walker2@usda.gov

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) 914-8337 (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) 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
WDNR	Krissy Mitchell PO Box 47037 Olympia, WA 98504-7037	360-902-1257 Work Cell: 360-529-9902 krissy.mitchell@dnr.wa.gov

Bills for resources ordered under the Northwest Compact are billed directly from state to state. Appropriate bills will be sent to the appropriate Incident Business Management Coordinators listed in Appendix B.

BLM

Invoices for all incidents within the states of Washington should be sent to the local BLM office. Invoices for BLM incidents outside of Washington State shall be sent to the appropriate Oregon/Washington BLM Incident Business Management Coordinator.

Washington Department of Natural Resources

Invoices for all incidents within the state of Washington should be sent to the local DNR office as identified in the Locating Operating Plan(s).

Invoices for out of Washington state dispatches should be sent to the DNR Incident Business Management Coordinator.

National Park Service

Invoices for all incidents should be sent to the NPS Incident Business Management Coordinator.

Bureau of Indian Affairs

Invoices for all incidents should be sent to the BIA Incident Business Management Coordinator.

Fish and Wildlife Service

Within the State of Washington, invoices should be sent to the local FWS office where the fire took place. Invoices for FWS incidents outside of the geographic area shall be sent to the FWS Incident Business Management Coordinator.

USDA Forest Service








2020 Bills to the Forest Service must reference the following 2020 number:

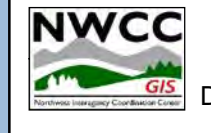
20-FO-11062752-005

Invoices for all incidents within the states of Washington should be sent to the local FS office. Invoices for FS incidents outside of the geographic area shall be sent to the FS Coordinator.

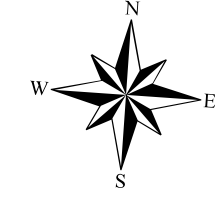
Refer to Master Agreement Exhibit D, Reimbursable Billings and Payments for detailed billing requirements.

Washington Wildland Fire Responsibilities and Boundaries (2019)

-  DNR Jurisdiction
-  Bureau of Land Management
-  US Forest Service
-  National Park Service
-  US Fish & Wildlife Service
-  Bureau of Indian Affairs
-  Private/Unknown



December 10, 2019



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