

OREGON STATEWIDE
2024-2028 OPERATING PLAN

Between

UNITED STATES DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Oregon and Washington
UEI No. GD3JJNDU3E5
Agreement No. BLM-OR916-2402

NATIONAL PARK SERVICE

Interior Regions 8, 9, 10 and 12
UEI No. ZK1LYM6WE3C4
Agreement No. G8075241000

BUREAU OF INDIAN AFFAIRS

Northwest Region
UEI No. GF45M8G4KQB5
Agreement No. 23P004430002

UNITED STATES FISH AND WILDLIFE SERVICE

Pacific Region
UEI No. MYTDK1R5BBQ6
Agreement No. FF01R03000-23X-L024

UNITED STATES DEPARTMENT OF AGRICULTURE

FOREST SERVICE

Pacific Northwest Region
UEI No. G2EGL5TJE6N3
Agreement No. 23-FI-11062752-054
Agreement No. 23-FI-11062752-059
Agreement No. 23-FI-11062752-060
Agreement No. 23-FI-11062752-061

STATE OF OREGON

Department of Forestry
Agreement 23-0002-0428
UEI No. L6P1KLDZJ6Y9

COOS FOREST PROTECTIVE ASSOCIATION

UEI No. G7NTDVAWD1B5

DOUGLAS FOREST PROTECTIVE ASSOCIATION

UEI No. JMB1UU9HG1U7

WALKER RANGE PATROL ASSOCIATION

UEI No. TKBSJ2C8PK99

This Operating Plan is hereby made and entered into by and between the Parties pursuant to the **Master Cooperative Wildland Fire Management and Stafford Act Response** signed and dated, and effective 01/01/2024; see Page 1 for Agreement numbers. This Operating Plan, inclusive of any referenced attachments or Exhibits, is tiered to the Agreement. A formal modification to the Agreement is unnecessary but shall not contradict the Agreement.

I. PURPOSE

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

- <https://gacc.nifc.gov/nwcc/admin/publications.aspx> Northwest Preparedness plan
- 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
- https://www.fs.usda.gov/Internet/FSE_DOCUMENTS/fseprd734379.pdf
- https://gacc.nifc.gov/nwcc/content/pdfs/2020%20Update_NW_PreparednessPlan.pdf
- <https://www.fs.usda.gov/r6/fire/pnwccg>

Interagency Dispatch Centers: Detailed information can be found in the Northwest Coordination Center MOU and Operating Plan.

A. Purpose and Overview

The Northwest Interagency Coordination Center (NWCC) is the Geographic Area Coordination Center for the States of Oregon and Washington. Located in Portland, OR, the NWCC serves as the focal point for interagency resource coordination, logistics support, aviation support and predictive services for all state and federal agencies involved in wildland fire management and suppression in the Northwest. Cooperating agencies include the: Bureau of Land Management, US Forest Service, Oregon Dept of Forestry, US Fish and Wildlife

Service, Bureau of Indian Affairs, Washington Dept. of Natural Resources, and the National Park Service.

B. Administrative Oversight/Structure

Oversight of NWCC Operations and the Center Manager is the responsibility of the NWCC Steering Group, an interagency group consisting of: Chief, Branch of Fire and Aviation Management (BLM), the Director of Aviation and Fire Management (USFS), the Regional Protection Forester (BIA), the Pacific West Regional Fire Management Officer (NPS), the Regional Fire Management Coordinator (FWS), and Washington DNR Wildfire Division Manager.

C. Dispatch Organization

The Center Staff is composed of representatives from the USDA Forest Service, DOI Bureau of Indian Affairs, Bureau of Land Management, National Park Service, Fish and Wildlife Service, and Washington DNR. Staff presently consists of ten permanent full-time employees, one 18/8 PSE, and one half time employee serving under an interagency agreement between the USFS and BLM National Operations Center.

D. Roles and Responsibilities

1. Center Manager. The Center Manager provides supervision, leadership, direction, priority setting and oversight to manage and supervise interagency coordination center personnel and for maintaining contact with the Steering Committee.
2. Deputy Center Manager. The Deputy GACC (Geographic Area Coordination Center) Manager, in the absence of the Center Manager, is responsible for the staffing and day-to-day operations of the Operations Section at NWCC as outlined in this operating plan. The individual also serves as the Geographic Area Coordinator responsible for coordinating the movement and placement of wildland firefighting resources in the NW.

E. Dispatch Services

1. Operations
NWCC Operations is the principal interface with local dispatch centers and is responsible for planning, managing, and processing requests for incident resources, under the direction of the Deputy Center Manager and Center Manager. Operations staff, as part of the NW MAC (Multi-agency Coordination) organization, also implement NW MAC resource allocation.
2. Predictive Services
NWCC Predictive Services assesses and anticipates changes in the fire environment that critically influence decisions regarding resource availability, placement, and planning. Analysis and forecasting products and services directly support NWCC and NW MAC decision-making processes.
3. Information Services
NWCC Information Services provides public affairs, data management and information technology support to NWCC, the NW MAC and other interagency groups. They provide critical points of contact as subject matter experts with agency counterparts to provide seamless and interactive service.

F. Funding

NWCC operating costs are proportionally shared among the contributing federal agencies as described in the NWCC MOU and Operating Plan. As needed, any arrangement that would require an exchange of funds will be documented via a Supplemental Fire Project agreement or other appropriate funding document.

Interagency Resources:

A. Tribal Resources

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

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

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

Adult in Custody Work Program Agreement between ODOC and Oregon Department of Forestry #2137. ODOC Adult in Custody resources which are not ordered through ODF, will not have costs reimbursed.

C. Use of Department of Defense and National Guard Resources

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

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

1. Oregon National Guard (ONG) Forest Fire “Operations Agreement Smokey” Standard Operating Procedures
2. [Military Use Handbook \(NFES 002175\)](#)
3. Chapter 10, Northwest Mobilization Guide, Objectives, Policy and Scope of Operation.
4. Oregon Military Department (OMD) resources not ordered through ODF, will not have costs reimbursed.

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 through ODF 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 PNWCG Operations Committee provides oversight and guidance to the PNW Interagency Incident Management Teams.

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

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

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

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

Supplemental Fire Department Resources:

Supplemental Fire Department Resources will be used in accordance with Exhibit G.

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.

Outside of federal and state jurisdiction and when a federal or state agency responds to an incident on city/local/county/private lands the Incident Order number will be determined by the incident agency (BLM, FWS, USFS, BIA, NPS, State) initiating suppression activities within the federal and/or state dispatch center.

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 (OSFM). OSFM will use camp support services (meals, showers, cache, etc.) during the incident. ODF will bill OSFM for these support services and offset federal and ODF final incident support costs. This will be reconciled through an invoicing process between agencies.

Oregon fire service participating in support of northwest incident management teams will be coordinated through agency agreements. Non-conflagration act mobilization of local fire service organizations outside of their jurisdictional boundaries by U.S. Forest Service for service on Incident Management Teams will comply with Exhibit G.

IV. PREPAREDNESS

The agencies agree to coordinate annually on shared resources and facilities across the State of Oregon. Shared resources and facilities, including but not limited to, are those resources that can be shared across the State by all signatories to this Agreement. Below is a list of shared resources/facilities:

- Large air tankers and bases – Medford, Redmond, Klamath Falls, and La Grande
- Single Engine Airtankers (SEATS) and bases – Prineville, Ontario, La Grande, John Day, Burns, Lakeview, Dallesport (WA), Salem, Roseburg, and Medford

- Smokejumpers
- Type 1 – IHC crews – La Grande, Union, Redmond, Prineville, Zig Zag, Vale, Warm Springs, Wolf Creek, Rogue River, Lakeview, Winema
- Type 1, 2, & 3 Helicopters –Prineville, John Day, Rogue Valley, Burns, La Grande, Lakeview, and Vale
- Federal national or geographic caches
- Air attack locations – Redmond, Medford, La Grande, Klamath Falls, Ontario, and Dallesport (WA)

Requests by field units for incident support from the Northwest Coordination Center (NWCC) will normally be handled on a first-come, first-served basis, until agency priorities or competing interests require specific allocation and prioritization. Agency duty officers will coordinate agency preparedness, including the use of shared resources and facilities, with NWCC when planning and implementing Geographic Area preparedness activities. As the competition for resources escalates, a Multi-Agency Coordinating Group (MAC Group) will be activated at Preparedness Level 3 in accordance with direction in the Northwest MAC Operations Handbook.

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

Refer to protection areas and boundary maps.

https://www.fs.usda.gov/Internet/FSE_DOCUMENTS/fseprd1115665.pdf

Methods of Fire Protection and Suppression:

Reciprocal (Mutual Aid) Fire Assistance:

Mutual aid period will default to the first 24 hours and if an incident lasts beyond 24 hours, the cost exchange start time will be retroactive to the beginning of the incident, unless otherwise specified in a local operating plan.

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

Protected and Unprotected Lands:

A. Protected Lands (Not all agreements listed):

- ODF has an agreement with Bureau of Reclamation (BOR) for wildfire protection.
- BLM has an agreement to protect all the Bureau of Reclamation, Columbia-Pacific Northwest across Oregon state.
- ODF has agreements with United States Army Corps of Engineers (USACE) for wildfire protection.
- BLM has an agreement to protect all State of Oregon Department of State lands in eastern Oregon that fall outside of ODF district boundaries.
- ODF has an agreement with BIA for wildfire protection.
- BLM has an agreement (WOOP)with ODF and the Forest Protection Associations(FPA’s) for fire management services on BLM administered lands in western Oregon.

B. Unprotected Lands:

There are 575,000 acres of unprotected land across Oregon State. Unprotected lands (ORS 477.161) are lands for which there is no agreement with an established fire protection organization such as a Rural Fire Department, a Forest Protective Association, a Municipal Fire Department, a Rangeland Fire Protection Association, a county, the ODF, or Federal

agency. When wildland fires occur on unprotected lands and fire threatens 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.

C. Joint Projects and Project Plans:

The Parties to this Agreement may jointly conduct cooperative projects, within their authority and as authorized by law, to maintain or improve their fire management services and activities. These projects may involve such activities as prescribed fire, fuels management, smoke management, preparedness, fire analysis/planning, rehabilitation, training, prevention, public affairs, and other beneficial efforts in support of interagency fire management. Such projects will be documented in separate, agreements, or other appropriate written documents, executed by the authorized signatories of the involved Parties. This may include a Supplemental Project Agreement, as in Exhibit I, or other written document.

D. Fire Prevention:

The PNWCG Communication, Prevention & Investigation Committee 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: Forest Service, Bureau of Indian Affairs, Bureau of Land Management, U.S. Fish and Wildlife Service, National Park Service, Oregon Department of Forestry, Forest Protection Associations, Oregon Office of State Fire Marshal, Washington State Fire Marshal's Office, Washington Department of Natural Resources, and the Northwest Coordination Center. The current year charter for this group can be found on the [PNWCG Firenet website](#):

E. 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 for their lands.

F. Burning Permits:

All burning permits will be issued in accordance with individual agency guidelines.

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

Prescribed fire and other fuels management projects will be appropriately coordinated as necessary with adjacent landowners and agencies. Activities will follow agency requirements and be consistent with planning documents and policy. Exchange of funds will be documented in a separate Supplemental Fire Project Agreement in accordance with the requirements of the involved agencies.

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

During the management of unplanned fires on wildlands, consider the use of Air Resource Advisors when smoke is of 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. The coordination of registration, clearances for burning, and documentation of accomplishments shall be addressed in a local operating plan/prescribed fire plan. This does not apply to wildfire suppression operations.

For prescribed burns on Indian Trust Lands covered by the Federal Air Rules for Reservations (FARR), obtain a permit per 40 CFR Part 49 Section 134 (Forestry and Silvicultural Burning).

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

V. OPERATIONS

Fire Notifications:

All detected fires will be reported to appropriate dispatch center and will be coordinated between agencies as needed.

Local operating plans shall specify notification procedures and timelines, to include timeframes for information to be sent to jurisdictional agencies for completion of final fire reports.

Completion of final fire reports will be provided per guidance as outlined in the Red Book, individual agency policy, or any local operating plans.

Boundary Line Fires:

Units are expected to review boundary areas annually with neighboring agencies. Preplanned fire control lines and response strategies will be documented in local annual operating plans and on maps attached to those plans.

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 their own expense, and with appropriate notification and coordination, respond to wildland fires on lands that are under the direct protection of another agency.

Response to Wildland Fire:

A. Management Response for Wildland Fire:

Agency administrators should include nearby jurisdictions and landowners that could be affected through planning, strategy development, and seeking additional information to understand all stakeholder values at risk.

B. Special Management Considerations:

Local suppression plans should identify areas where there are resource and other management concerns, i.e. special management considerations, appropriate fire management actions, any restrictions in firefighting tactical techniques, etc.

Local suppression plans should identify strategies that may need to be considered in order to limit the potential for increased damage to private and public property, infrastructure investments or critical habitat, when it is necessary to limit the use of aerially delivered fire retardant in certain locations, such as the WUI or in an aerial retardant avoidance area.

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

C. Use of Fire Chemical:

Use only products qualified and approved for intended use. Follow safe handling procedures, use personal protective equipment recommended on the product label and Safety Data Sheet. A current list of qualified products and approved uses can be found on the Wildland Fire Chemical Systems website at <https://www.fs.usda.gov/rm/fire/wfcs/wildland-fire-chemicals.php> 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 of any waterway. In the event that such an action was to occur, the Jurisdiction Agency must be notified immediately. Refer to Interagency Standards for Fire and Fire Aviation Operations, Chapter 12, Suppression Chemicals and Delivery Systems <https://www.fs.fed.us/managing-land/fire/chemicals>.

No foam, retardant, gel, or other suppressant may be dispensed from aircraft on Federal lands unless it is a product specifically approved by National Technology & Development Program (NTDP) and listed on the Qualified Products List (QPL). Fire chemical website: Wildland Fire Chemical Systems - National Technology and Development Program - USDA Forest Service.

D. 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 – consider using the Incident Strategic Alignment Process (ISAP). 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, Forest Protection Association FPA 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.

E. Cooperation:

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

Local units will develop cost share agreements negotiated under the Oregon Statewide Master Agreement, and Oregon Statewide Operating Plan any time the fire crosses jurisdictional boundaries.

F. 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.

G. 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. Consider using the ISAP tool to document cost efficiencies.

H. 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 or Field Manager
- ODF: District Foresters
- FPA: District Manager

I. Preservation of Evidence:

Wildland fire origin and cause evidence will be collected and preserved in accordance with applicable jurisdictional agency regulations and policies.

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

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

Investigations and all ensuing civil and/or administrative cost recovery actions beyond general 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.

J. 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>.

Standards and Policies:

Most standards and policies regarding the use of crewed aircraft are similar between agencies. When differences exist, and /or on multiple jurisdictional incidents, the aircraft must be managed to the standards of the agency that is the legal “operator” of the aircraft (per PL 106:181 as amended). The operator of the aircraft is defined in 14 CFR 1.1 and FAA Advisory Circular AC 00-1.1b (issued 2/12/2014), and may be determined on a mission-by-mission basis by:

- Which agency ordered the aircraft (i.e., whose resource order) and;
- Which agency is directing the aircraft (may be through a letter of delegation from the agency administrator to the incident commander) and;
- Which agency is paying for the aircraft (example: a USFS “P” Code) and;
- Which agency is receiving the benefits of the aircraft’s flight?

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

- The jurisdictional state’s Aviation Plan, Directives, and State Aviation Procedures Manuals.
- The aircraft procurement document (i.e., a State contract)

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

- Appropriate federal policy handbooks, manuals, guides, and standards documents including but not limited to: DOI Departmental Manual 350-354 and Operational Procedures Memorandums, BLM National and State Aviation Plans. or Forest Service Manual 5700 and Forest Service Handbook 5709.16. NWCG Standards for Helicopter Operations (PMS 510), NWCG Standards for Airtanker Base Operations (PMS 506) , NWCG Standards for Aerial Supervision (PMS 505), and Interagency Aviation Life Support Equipment.
- The aircraft procurement document (i.e., a State contract, or a Federal agency’s aircraft contract).
- The Cooperator Letter of Approval letter issued by the USFS and /or DOI Office of Aviation Services.
- When Cooperator Letter Approved aircraft are utilized on Federal lands, the minimum staffing levels outlined in Federal policy shall be followed.

- Unmanned/Uncrewed Remote Aircraft Systems/ UAS Operations: All federal wildland fire UAS operations, must be approved by the jurisdictional agency and be operated in compliance with the “NWCG Standards for Fire Unmanned Aircraft Systems Operations,” PMS 515. For all DOI agency managed lands UAS must comply with:
- Secretary’s Order 3379 of January 29, 2020: <https://www.doi.gov/sites/doi.gov/files/elips/documents/signed-so-3379-uas-1.29.2020-508.pdf>
- Executive Order 13981: <https://www.federalregister.gov/documents/2021/01/22/2021-01646/protecting-the-united-states-from-certain-unmanned-aircraft-systems>
- AS PMB Memorandum: “Covered UAS” under Secretary’s Order 3379 of October 20, 2022

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 operations on USDA / USDI lands unless there is an immediate threat to non-federally protected lands.

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

Independent Action:

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

National Guard Aviation Resources:

National Guard aviation resources may be utilized on State, FPA and Federal (when Cooperator Letter Approved) 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.

Aviation-Related Clarifications:

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

- **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. 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. Federal employees are not permitted to ride onboard a cooperator aircraft unless aircraft and pilot are Cooperator Letter Approved by their agency.
- **Federal Aerial Supervision:** Federal personnel may provide aerial supervision (tactical control), including “lead profiles,” to non-federally approved aircraft under existing standard procedures and agreements, only when operational control is maintained by the State, FPA or local agency.
- **Federal Firefighters on State Fires:** State aircraft shall remain under State “operational control.” Those personnel working on the fire and providing “tactical” direction of these aircraft are working as an agent of the State, FPA or local government and therefore are not in “operational control” as determined by the National Transportation Safety Board (NTSB) in their accident investigations. This means that Federal employees, working on a State / FPA / local managed fire in such positions as IC, Operations Section Chief, Aerial Supervisor, etc., may exercise “tactical” control over an aviation resource. However, “operational” control remains with the agency managing the fire. Therefore, it is permissible for Federal employees to work with non-federally approved aircraft while under the operational control of a State, FPA or local government – Refer to Appendix H – Tool Kit for the Decision Matrix for Use of Non-Federally Approved Aircraft and Sample Delegations of Authority for Federal Employees on State Incidents.
- In an emergency, where human life on Federal lands under Federal protection is immediately threatened by wildland fire in the current burning period, a local Federal line officer may, with State concurrence, take operational control over State contracted aircraft, if sufficient Federal aircraft are not available to protect the public. The local Federal line officer must notify their Fire Director/State Fire Management Officer or Fire Director Designee/State Fire Management Officer Designee. Any such use will be documented by the approving Federal line officer, and the documentation will be forwarded to the agency national aviation headquarters within two weeks.
- The authorization for Federal agencies to use unapproved aircraft when there is an imminent threat to human life is consistent with and based upon the language found in the following laws and clarifying documents which define public vs. civil aircraft operations:
 - Independent Safety Board Act Amendments, Public Law 103-411, signed Oct. 25, 1994. 49 U.S.C. 40102 (a)(37)
 - FAA Advisory Circular AC 00-1.1b, Public Aircraft Operations, Feb. 12, 2014, Appendix 1 defines “public aircraft.” Reference: https://www.faa.gov/documentLibrary/media/Advisory_Circular/AC_00-1.1B.pdf.
 - 2020 Pacific Northwest Mobilization Guide

VI. USE AND REIMBURSEMENT OF INTERAGENCY FIRE RESOURCES

Cost Share Considerations

- 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 factors that should be considered in the Cost Share Agreement:
 - Fireline Resources: Dozers, engines, fallers, transports, water tenders, hand crews, line overhead.
 - Fire Camp Operations and Support: Overhead, buses, camp crews, communications, food, refrigerator units, showers, toilets, water trucks, cache supplies, rescue/med, camp facility.
 - Air Support: Helicopters, (with support) air tankers.
 - Cost apportionment by period (i.e., state mobilization or conflagration, Fire Management Assistance Grant declaration, additional jurisdictional involvement).

Cost Share Agreement (Cost Share Methodologies): The following cost sharing methodologies that will be utilized:

- Percent of Effort- Costs for resources will be shared by percent of effort by jurisdiction. Agency Administrators, or designee, will agree upon each operational period the percent of effort, note the percentage on the front of the IAP for each operational period and all administrators will sign, as verification, of the percent split.
- Acres Burned- Costs for resources will be shared based on the daily or final percentage of acres burned by jurisdiction, (or) by fire line perimeter acres, per jurisdiction.
- Boots on the Ground- Costs for resources will be shared by boots-on-the-ground for jurisdictional responsibility. Agency Administrators, or designee, will agree upon each resource's jurisdictional workload. This will be noted on the ICS 204 in the IAP, next to each resource, per division, per shift. Each Agency Administrator will sign the front of the IAP as verification of boots-on-the-ground.
- You order You Pay- Costs for resources will be based on the 'you order/you pay' model. The jurisdiction the ground resource is working on does not matter. Resource orders will indicate which agency requested the ground resource. The ordering agency will be noted on the ICS 204 in the IAP, next to each resource, per division, per shift.
- Other- Costs for resources will be shared based on specific divisions. Division cost responsibility will be noted on the ICS 204 in the IAP, per division, per shift. Each Agency Administrator will agree upon each resource's working Division for each shift and sign the IAP. Other methodologies determined by the agency administrator (validate with incident business that it is implementable)

The following are not reimbursable:

- Responsibility for tort claims or compensation for injury costs.
- Suppression repair costs are the responsibility of the Jurisdictional Agency.
- Non-expendable property purchases will be the responsibility of the Agency making the purchase.
- Support costs (i.e. office dispatchers, warehouse workers, etc.), unless they are charging to an emergency code assigned to the incident.
- Costs related to independent action are not applicable to a cost share and are not reimbursable.

- A. 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.
- B. Communication Systems: Frequency / communications plans will be covered in local operating plans.
- C. Fire Weather Systems: The sharing of costs will be covered in local operating plans for stations meeting National Fire Danger Rating System (NFDRS) standards.
- D. 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.
- E. Aviation Operations: Agreements are developed and maintained at the local level for tanker bases, SEAT bases, heli bases, and smokejumper base.
- F. 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.
- G. ODF Special Purpose Appropriation (SPA) Aircraft:
- Use of these aircrafts will be assessed for the appropriate flight time under the established hourly flight rate for the current year. The ODF Aircraft Manager (AM) or Contracting Officer Representative (COR) that must accompany the contracted aircraft (similar to a federal helicopter manager) will be billed separately of the aircraft flight time. Costs associated with the ODF AM or COR may include salaries, other payroll expenses, CONUS per diem, and vehicle mileage.
 - In addition to this per hour flight time, additional costs may be assessed for aircraft crew and support staff such as extended hours, CONUS per diem rates when the aircraft is assigned away from their designated base, and applicable mileage for fuel and service trucks.
 - For initial attack fires, agencies will pay for flight hours used. When assigned to an extended attack incident away from aircraft's home base, incidents will pay for actual flight hours or the hours necessary to fulfill the minimum daily guarantee, whichever is greater. If the aircraft is assigned to a joint jurisdiction fire, it is recommended that any daily minimum assessed on no-fly days be shared proportionately between the incident agencies. This should be documented on the COST SHARE AGREEMENT.
 - Cost Management Measures (not Supplemental rates) are listed in Chapter 80 of the Interagency Incident Business Management Handbook, Exhibit 51, Standard Cost Components, Current Rate Reference.
<https://www.nwccg.gov/sites/default/files/publications/pms902.pdf>

ODF Salem Protection Financial Unit will handle this tracking and billing. The ODF Aircraft Manager (AM) is responsible to indicate if the response to fire is initial attack or extended attack.

The documentation should be on the Contract Daily Diary, Aviation Fixed-Wing and Helicopter Shift Tickets, which are sent to ODF Headquarters in Salem weekly.

VII. BILLING PROCEDURES

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

Suppression Billings:

Bills will only be issued for actual costs incurred.

Billing information, provide:

Agency name and billing address
Financial Contact (name, phone, email)
Agency Unique Entity Identifier (UEI).

Billing timeframes:

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

Indirect Cost Rates, if applicable:

The indirect cost assessment is waived for all agreements, (cost share agreements, local agreements, sub geographic agreements, supplemental project plan agreements, etc).

Supplemental billing information, summary data or additional billing documentation shall be provided requested. 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:

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, 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.

VIII. GENERAL PROVISIONS

Principal Contacts and Incident Business Management Coordinators:

See Pages 18-21.

Personnel Policy:

1. Exhibit G: Supplemental Fire Department Resources template for not-permanent or not-regular department personnel; or

2. Sub-Geographic for Non-Jurisdictional Response for regular or permanent staff sponsored by the State.

Modification:

Modifications within the scope of this Operating Plan shall be made by mutual consent of the Parties, through the issuance of a written modification signed and dated by all Parties prior to any changes being performed. Any Party shall have the right to terminate their participation under this Operating Plan by providing 1-year advance written notice to the other Parties.

Annual Review:

This Operating Plan will be reviewed annually, by February 28th, and revised as needed.

Duration of Operating Plan:

Upon signature by more than one party, this Operating Plan shall be binding for the signing parties upon signature or on January 1, 2024, whichever is later. This Operating Plan will expire as to all parties on December 31, 2028 unless modified or superseded. The current Oregon Statewide Master Agreement expires on December 31, 2028.

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

Previous Instruments Superseded:

Oregon Statewide 2021 Operating Plan, effective January 1, 2021.

Authorized Representatives:

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

IX. REVIEW AND SIGNATURES

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

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

USDOI Bureau of Indian Affairs Northwest Region	
 Digitally signed by BRYAN MERCIER Date: 2023.12.13 15:01:01 -08'00' Date	N/A Date
BRYAN MERCIER Northwest Regional Director	BRIAN ROBERTS Contracting Officer

USDOI Bureau of Land Management Oregon-Washington State Office
Date
BARRY R. BUSHUE State Director, Oregon/Washington

2. Sub-Geographic for Non-Jurisdictional Response for regular or permanent staff sponsored by the State.

Modification:

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

USDOI Bureau of Indian Affairs Northwest Region	
Date	Date
BRYAN MERCIER Northwest Regional Director	BRIAN ROBERTS Contracting Officer

USDOI Bureau of Land Management Oregon-Washington State Office	
BARRY BUSHUE	Date
<small>Digitally signed by BARRY BUSHUE Date: 2023.12.18 11:46:47 -08'00'</small>	
BARRY R. BUSHUE State Director, Oregon/Washington	

USDOI Fish and Wildlife Service Pacific Region	
Date	
HUGH MORRISON Regional Director	VERONIKA KLUKAS Regional Incident Business Specialist

USDA Forest Service Pacific Northwest Region	
Date	Date
ELIZABETH BERGER Acting Regional Forester Pacific Northwest Region	LANA CRUZ Region 6 Grants Management Specialist

USDOI National Park Service Interior Regions 8, 9, 10 and 12
Date
RANDY LAVASSEUR Acting Regional Director

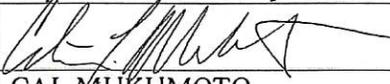
Coos Forest Protective Association

Date 12/15/23
TYLER MCCARTY District Manager

Douglas Forest Protective Association

Date 12/4/23
PATRICK SKRIP District Manager

Walker Range Patrol Association	
R.D. Buell	12-11-2023
	Date
R.D. BUELL District Manager	

State of Oregon Department of Forestry

Date 12/12/2023
CAL MUKUMOTO State Forester

USDOJ Fish and Wildlife Service Pacific Region	
Date	
HUGH MORRISON Regional Director	VERONIKA KLUKAS Regional Incident Business Specialist

USDA Forest Service Pacific Northwest Region	
MERV GEORGE <small>Digitally signed by MERV GEORGE Date: 2024.07.31 07:51:56 -07'00'</small>	LANA CRUZ <small>Digitally signed by LANA CRUZ Date: 2024.07.30 14:59:43 -07'00'</small>
JACQUELINE BUCHANAN Regional Forester Pacific Northwest Region	LANA CRUZ Region 6 Grants Management Specialist

USDOJ National Park Service Interior Regions 8, 9, 10 and 12
Date
RANDY LAVASSEUR Acting Regional Director

Coos Forest Protective Association
Date
TYLER MCCARTY District Manager

Douglas Forest Protective Association
Date
PATRICK SKRIP District Manager

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

State of Oregon Department of Forestry
Date
CAL MUKUMOTO State Forester

USDOI Fish and Wildlife Service Pacific Region	
Acting Bridget Fahey <small>Digitally signed by BRIDGET FAHEY Date: 2023.12.19 11:53:22 -08'00'</small>	Date
HUGH MORRISON Regional Director	VERONIKA KLUKAS Regional Incident Business Specialist <small>Digitally signed by VERONIKA KLUKAS Date: 2023.12.11 11:13:50 -08'00'</small>

USDA Forest Service Pacific Northwest Region	
	Date
ELIZABETH BERGER Acting Regional Forester Pacific Northwest Region	LANA CRUZ Region 6 Grants Management Specialist

USDOI National Park Service Interior Regions 8, 9, 10 and 12
Date
RANDY LAVASSEUR Acting Regional Director

Coos Forest Protective Association
Date
TYLER MCCARTY District Manager

Douglas Forest Protective Association
Date
PATRICK SKRIP District Manager

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

State of Oregon Department of Forestry
Date
CAL MUKUMOTO State Forester

USDOJ Fish and Wildlife Service Pacific Region	
Date	
HUGH MORRISON Regional Director	VERONIKA KLUKAS Regional Incident Business Specialist

USDA Forest Service Pacific Northwest Region	
Date	Date
ELIZABETH BERGER Acting Regional Forester Pacific Northwest Region	LANA CRUZ Region 6 Grants Management Specialist

USDOJ National Park Service Interior Regions 8, 9, 10 and 12
DAVID SZYMANSKI <small>Digitally signed by DAVID SZYMANSKI Date: 2024.01.31 11:40:01 -08'00'</small> Date
DAVID M. SZYMANSKI Regional Director

Coos Forest Protective Association
Date
TYLER MCCARTY District Manager

Douglas Forest Protective Association
Date
PATRICK SKRIP District Manager

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

State of Oregon Department of Forestry
Date
CAL MUKUMOTO State Forester

Principal Contacts

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

Bureau of Indian Affairs
Paul Ryan
Phone: 503-231-6800
Email: paul.ryan@bia.gov

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

Forest Service
Ed Hiatt
Phone: 541-225-5537
Email: edward.hiatt@usda.gov

National Park Service
John Goss
Phone: 559-908-6526
Email: john_goss@nps.gov

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

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

Coos Forest Protective Association
Tyler McCarty
Phone: 541-267-3161
Email: tyler.mccarty@odf.oregon.gov

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

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

Incident Business Management Coordinators

Agency	Name and Address	Phone Numbers and Email
BIA	Marilyn Rogers 911 NE 11 th Avenue Portland, OR 97232	503-679-5725 marilyn.rogers@bia.gov
USFS	Elka Erikson	509-669-5187 Elka.erikson@usda.gov
USFS	Savanha Bechdolt	541-480-1740 savanha.bechdolt@usda.gov
BLM	Glenda Lindsay	458-802-3280 glindsay@blm.gov
FWS	Veronika Klukas * All billing all electronic	503-807-8418 veronika_klukas@fws.gov
NPS	Robert Rivelle San Francisco, CA 94104	707-498-1761 (cell) robert_rivelle@nps.gov
ODF	Tracy Wrolson 2600 State Street Salem, Oregon 97310	541-419-2064 tracy.wrolson@odf.oregon.gov
Coos Forest Protective Association	Dominique Ray 63612 5 th Road Coos Bay, Oregon 97420	541-267-3161 541-266-8452 (FAX) dominique.d.ray@odf.oregon.gov
Douglas Forest Protective Association	Jill Miller 1758 NE Airport Road Roseburg, Oregon 97470	541-672-6507 x119 541-440-3424 (FAX) jill.m.miller@odf.oregon.gov
Walker Range Fire Patrol Association	Echo Murray P.O. Box 665 Gilcrest, Oregon 97737	541-433-2451 echo.murray@odf.oregon.gov

Updated 11/30/2023