

**CALIFORNIA MASTER COOPERATIVE WILDLAND FIRE MANAGEMENT AND
STAFFORD ACT RESPONSE AGREEMENT**

**EXHIBIT B
CFMA Operating Plan (AOP) Template**

The Operating Plan is a key piece of the CFMA. Include all specific items that may impact operations and relationships at the field unit level. Consider the following:

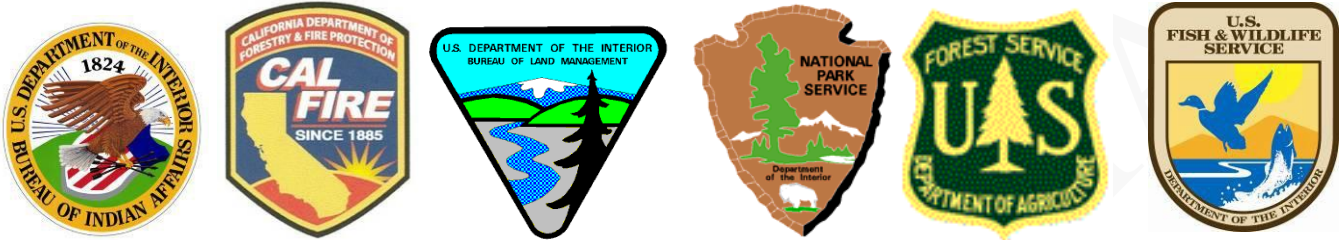
- Identification of agency administrators and those responsible for decision-making before, during, and after incidents
- Delegation of authority for all agencies owning/administering lands affected by wildland fire
- Expectations for WFDSS decision making, who is included in the WFDSS process
- DPA – expectations for border/boundary fires
- Expectations for sharing information on resource availability and use, including how the units will utilize the closest forces concept
- Move up and cover expectations, including defining mission and support to move up and cover resources
- More specific expectations on fire notifications, accident or incident within an incident notifications; who to notify, how, and when
- How investigations or learning opportunities will be handled for accidents or an incident within an incident
- Use and sharing of facilities, including maintenance and replacement
- Use and sharing of communication systems, including console repair and replacement, telephonic systems, radio vaults, repeater sites, etc.
- Ensuring parties signatory to this annual operating plan are well versed in DPA, augmentation of resources, use of other agreements (such as MMA), etc., when working with local government agencies not signatory to this agreement
- Non full suppression opportunities on Federal lands

The annual operating plan is to be reviewed at least annually, documented by signature on the cover page. A face-to-face meeting is the preferred venue for this review and should include as many participating agencies and agency administrators as possible. Leadership of the Agencies to this Agreement strongly recommend comprehensive meetings at least annually, or more often if needed, to assure potential issues or concerns are discovered and addressed in the operating plan.

The Operating Plan may be updated at any time with the concurrence of the signatory partners to the Operating Plan.

California Cooperative Fire Management Agreement

ANNUAL OPERATING PLAN



R5 FS Agreement No. 18-FI-11052012-105
CAL FIRE Agreement No. 7CA03983
CA BLM Agreement No. BAA181001
FWS Agreement No. FF08F03000-18X-M010
NPS Agreement No. P18AC00292
BIA Agreement No. A18AC00025

ANNUAL REVIEW and UPDATE

CAL FIRE _____

Forest Service _____

Bureau of Land Management _____

Bureau of Indian Affairs _____

National Park Service _____

Fish and Wildlife Service _____

California Cooperative Fire Management Agreement
Annual Operating Plan

Contents

| | |
|---|----|
| I. IDENTIFICATION | 3 |
| II. AUTHORITY | 3 |
| III. PURPOSE..... | 3 |
| IV. DELINEATION AND DESCRIPTION OF FIRE PROTECTION ELEMENTS | 3 |
| V. FIRE PROTECTION ORGANIZATION | 6 |
| VI. QUALIFICATIONS/MINIMUM REQUIREMENTS..... | 7 |
| VII. MAPS..... | 8 |
| VIII. OPERATING PROCEDURES..... | 8 |
| IX. FIRE PREVENTION ACTIVITIES..... | 12 |
| X. GENERAL PROVISIONS..... | 14 |
| XI. COOPERATING AGENCY CONTACT LISTINGS | 15 |
| XII. AGENCY ADMINISTRATOR OR DESIGNEE SIGNATURES | 16 |
| APPENDIX XX COOPERATIVE RADIO FREQUENCY PLAN | 19 |
| EXHIBIT B Attachment 1 | 20 |

*** Italicized verbiage is considered sample language and may be used at the unit discretion. When completing this AOP, it is recommended that a copy of the CFMA is available for reference.
[Delete prior to submission]*

- *Bulleted red font is descriptive [Delete prior to submission]*

I. IDENTIFICATION

- **Identify all participating agencies entering into this AOP**

This operating plan is between the California Department of Forestry and Fire Protection (Cal Fire), and xxx agencies (identifying specific units).

II. AUTHORITY

- **Units only need to address the CFMA as the authority for this AOP.**

This Operating Plan is required by the California Master Cooperative Wildland Fire Management and Stafford Act Response Agreement (CFMA), herein after called the Agreement, between the State and the Federal Agencies dated March 2018. This plan shall be attached to and become part of the Agreement upon signature of all the parties, and shall be reviewed annually not later than May of each year.

Each agency will address their specific policy as it relates to operations under this plan and agreement.¹

III. PURPOSE

This Operating Plan provides the officers and employees of the agencies guidelines and information necessary to properly execute the terms of the Agreement.

IV. DELINEATION AND DESCRIPTION OF FIRE PROTECTION ELEMENTS

¹ FSM 5135.02 – Objective. To support within our authority, State, Tribal, and local agencies in a coordinated, effective wildfire response. The Agency policy on response actions for structure fire extinguishment, fire response in the wildland urban interface and non-wildfire incidents is based on the premise that other Departments and agencies must fulfill their primary roles and responsibilities on lands that are outside Federal jurisdiction. Structure firefighting and primary non-fire emergency response is outside the scope of standard Agency wildfire firefighting training. (issued 8/8/2017)

A. Protection Units:

- Identify units covered within this AOP

The Direct Protection Areas (DPA) of the following protection units are covered by this plan:

1. XXXXX District BLM
 - a. XXX- Field Office (XXD)
2. XXXX National Park (XNP)
3. XXX National Forest (XNF)
4. XXX National Wildlife Refuge (XXR)
5. XXX Unit (XXU)

B. Direct Protection Area Boundaries:

Agencies to this agreement have agreed to exchange wildfire protection responsibility for lands under their jurisdiction. DPA boundaries will be established through mutual consent. Boundaries will be delineated on a GIS layer. Link to the DPA maps:

https://www.fs.usda.gov/Internet/FSE_DOCUMENTS/stelprd3806036.zip

DPA boundaries will be reevaluated during preparation of each AOP and field review. When the need to change the DPA boundary is identified, the affected local unit will recommend such change for review and approval by the Agency Administrators.

Protection boundaries are approved by CWCG, and identified on official maps and kept on file in each unit's office. Refer to CFMA Recital 8, Provision 21, and Exhibit E.

C. Reciprocal Fire Protection (Mutual Aid) and Closest Forces Concept:

- Review CFMA Provisions 22 A and 31.
- If an agency is unable to provide mutual aid, other alternatives may be utilized; address those here.

Protection units shall coordinate their initial attack response by utilizing the "closest forces" to each planned response area, agreeing to which resources will be automatically dispatched, and entering that planned response in their individual dispatch data bases. All resources except aircraft listed in the initial attack planned response will be Mutual Aid for up to 24 hours from the time of initial dispatch. All other ordered resources will be Assistance by Hire.

D. Move-Up and Cover:

- Review CFMA Provision 32.

If agreed to by the supporting agency unit, fire engines may be used for move-up and cover assignments on a Mutual Aid basis for up to 24 hours. Otherwise, move-up and cover assignments will be on an assistance by hire basis. Move-up and cover resources may be ordered directly between adjacent interagency protection units. The protecting agency should provide vehicle fuel,

minor maintenance, and lodging at no cost to the supporting agency.

E. Special Management Considerations:

- **Describe Unit-specific considerations in this section.**

Special Management Areas where restrictions on normal suppression methods apply include such areas as Federal Wilderness Areas, Wilderness Study Areas, Federal Wild and Scenic Rivers, Areas of Critical Environmental Concern, Designated Critical Habitat for Threatened and Endangered Species, sensitive cultural sites, botanical areas and areas with naturally occurring asbestos. In most of these areas, the use of dozers for fireline construction is the most impacting action and should be avoided, except in situations where life and property are directly threatened. The use of dozers in Wilderness and/or Wilderness Study Areas requires authorization from the authorized Federal Agency Administrator.

It is essential to request an Agency Representative and Resource Advisor from the jurisdictional agency to advise the protecting agency regarding specific modified suppression necessary in these areas. Specific objectives for protection of sensitive resources will be included in Wildland Fire Decision Support System (WFDSS) analyses and the Incident Commander will incorporate special management considerations into the incident planning process.

A list and map of Special Management Areas is included in Addendum XX. The jurisdictional agency will provide necessary instructions for suppression and other wildland fire management actions in a supplement to this operating plan. The supplement and more detailed maps of Special Management Areas will be provided to all command centers and to appropriate local suppression units.

The jurisdictional agency will provide necessary instructions for fire management actions in a supplement to this operating plan for the following areas as applicable:

1. *Wilderness Areas*
2. *Wild and Scenic Rivers*
3. *Research Natural Areas*
4. *Wilderness Study Areas*
5. *Cultural and Archeological Sites*
6. *Roadless Areas*
7. *Communities/Structures*
8. *Threatened and Endangered Species*
9. *State Parks with SRA located within Federal DPA*
10. *Other areas identified in land management planning documents or otherwise requiring special procedures.*

F. Non-Wildland Fire Emergencies:

When State resources are covering a federal station, they may be dispatched to structure or other fires, medical aid calls, or other emergency incidents.

Federal resources may be requested to respond to non-wildland fire emergencies, but will only provide assistance commensurate with the policies and training of the responding personnel and equipment. See Recital 10 and specific agency policy.²

G. Wildfire Suppression Activity Damage Repair:

Repair of suppression activity damage (e.g., spreading of dozer berms, installation of water bars, minor road repairs, etc.) will normally be done by the agency with direct protection responsibility for the fire as an integral part of overhaul/mop-up. Protecting and Jurisdictional Agencies may develop written suppression repair plans. Suppression repair work should occur with oversight from Resource Advisors and Suppression Repair Specialists.

Specialized equipment may be needed to complete necessary erosion control work, especially in highly erodible soils. Protecting agency will order proper equipment needed to repair damage such as excavators or masticators. In extraordinary circumstances, such as excessively wide dozer lines, excessive slopes, or significant damage in highly sensitive areas, additional efforts may be needed, e.g. providing adequate ground cover (pulling brush back over lines or spreading rice straw). Any rehabilitation beyond this level is the responsibility of the landowner.

H. Suppression Policy:

For all fires on SRA lands within federal Direct Protection Areas and on federal lands in State Direct Protection Areas, the basic initial attack objective will be to control the fire at 10 acres or less. If the objectives are determined by the State (for SRA) or by a federal agency (for federal lands) to be different than the objective for the surrounding area, the area shall be considered a Special Management Area (see Section IV.E above).

Since a wildland fire could be the result of an escape from a prescribed fire being conducted by one of the parties to this Operating Plan within the Direct Protection Area of another party, suppression policy should be determined in advance. A contingency plan outlining suppression objectives should be developed jointly between the agency conducting the prescribed fire and the protecting agency as an integral part of the prescribed fire burn plan.

V. FIRE PROTECTION ORGANIZATION

- This section will describe resources from the agencies within this AOP
- The fire protection organization includes prevention, detection, ground and air attack units, supervisory personnel, drawdown levels and other cooperating

² FSM 5135.02 – Objective. To support within our authority, State, Tribal, and local agencies in a coordinated, effective wildfire response. The Agency policy on response actions for structure fire extinguishment, fire response in the wildland urban interface and non-wildfire incidents is based on the premise that other Departments and agencies must fulfill their primary roles and responsibilities on lands that are outside Federal jurisdiction. Structure firefighting and primary non-fire emergency response is outside the scope of standard Agency wildfire firefighting training. (issued 8/8/2017)

agencies. Identify the following:

A. Resources

B. Location

C. Anticipated activation period

D. Staffing levels

E. Organization

Narrative of organizational changes from previous year, whether temporary or permanent.

F. Cooperation

Identify how the cooperators will share expertise, training, and information on items such as prevention, investigation, safety, and training.

VI. QUALIFICATIONS/MINIMUM REQUIREMENTS

- AOP should address qualification and certification standards applicable to the involved parties.

As per the NWCG memorandum Qualification Standards During Initial Action, March 22, 2004, the PMS 310-1 Wildland Fire Qualification System Guide, and CAL FIRE Handbook Section 4039, Position Qualification Standards:

a) The 310-1 qualification/certification standards are mandatory only for national mobilization of wildland fire fighting resources.

b) During initial action, all agencies (federal, state, local and tribal) accept each other's standards. Once jurisdiction is clearly established, then the standards of the agency(s) with jurisdiction prevail.

c) Prior to the fire season, federal agencies should meet with their state, local, and tribal agency partners and jointly determine the qualification/certification standards that will apply to the use of local, non-federal firefighters during initial action on fires on lands under the jurisdiction of a federal agency.

d) The Geographic Area Coordinating Group should determine the application of 310-1 qualification/certification standards for mobilization within the geographic area.

e) On a fire where a non-federal agency is also an agency with legal jurisdiction, the standards of that agency apply.

VII. MAPS

The latest Federal agency map indicating land ownership will be used to display the information required in this Operating Plan. Maps will be kept on file in the headquarters office of each protection unit, with copies forwarded to the Region Command Center/Zone dispatch office. The following items shall be shown on each map according to the attached standard legend:

- A. Protection Boundary (DPA)
- B. Protection Unit Facilities
- C. Administrative Boundaries
- D. Special Management Areas with approved suppression plans.

VIII. OPERATING PROCEDURES

A. Notification and Reports:

Notification of fires burning or threatening the lands of another agency will immediately be made by the protecting agency once the location of the fire is verified by calling the 24-hour phone number shown in the Administrative Listing (see page xxx) as described in Provision 33 of the CFMA Agreement.

A copy of the fire report for fires on SRA within federal direct protection will be sent to the appropriate State Unit within the time frames specified in Provision 33 of the CFMA Agreement.

A copy of the fire report for fires on federal lands within State direct protection will be sent to the appropriate federal district/forest/park office, within the time frames specified in Provision 33 of the CFMA Agreement.

Completed fire reports will be provided as soon as possible following the protecting agency's policy on time frames for report completion, within the time frames specified in Provision 33 of the CFMA Agreement.

B. Mutual Dispatch Area Revisions or Establishment of IA Dispatch Needs:

The preplanned initial attack responses will be reviewed annually prior to fire season and revised as necessary to assure immediate coordinated response of the closest available resources for initial attack. Dispatch levels will be determined using the most recently calculated level of the protecting agency.

C. Joint Response Coordination:

- **Note: NOT ADDRESSED IN CFMA**

In joint response or boundary fire situations, these guidelines should be followed to coordinate initial attack response between the agencies signatory to this agreement:

1. *The unit receiving the first report of the incident will immediately notify the other agency, giving:*
 - a) *Response area designator*
 - b) *Descriptive location*
 - c) *Legal location, or latitude and longitude*
 - d) *Aircraft radio frequency and contact*
 - e) *Ground radio frequency and contact*
 - f) *Responding resources*
2. *Each agency will dispatch its closest available resources according to the preplanned response criteria. Dispatchers of cooperating protection units should keep each other advised of the status of initial attack resources.*
3. *Any additional information obtained about the fire will be immediately shared with the other agency.*
4. *Once the location is determined, the protecting agency dispatcher will take over all coordination with the Incident Commander; determine the resource need; and pick up the resources needed from the other agency on the protecting agency's Order Number. All subsequent ordering shall be done against the Order Number of the agency in whose Direct Protection Area the fire originated. See Provision 34 of CFMA.*

D. Boundary Fires:

- **Reference Provision 35 in CFMA**

The first arriving officer of the responding agency is responsible for immediately determining the exact location and jurisdiction of the incident. Once the location is determined and it is safe to do so the protecting agency (ies) will take over coordination. The coordinating agency may use or return the incoming resources of the other agencies. The following guidelines apply to initial attack, extended attack, or major fire situations:

1. **Unified Command:** A Unified Command organization will be implemented on all boundary fires. While in unified command, the Agency Administrators and/or Incident Commanders of the involved agencies shall mutually agree upon fire objectives, strategies, commitment of agency resources, priorities, and establishment of a Unified Ordering Point.
 - a. When any agency operating on a Unified Command incident decides to change command and/or staff personnel it will inform and coordinate this action with all

other agencies.

- b. If it is determined that the fire is confined to the DPA of the State or the Federal agencies, the protecting agency will designate an Incident Commander. If necessary, the protecting agency may request the supporting agency to assume command of the fire.
2. *Incident Information: Incident information requests are to be referred to the protecting agency for single responsibility incidents. For joint responsibility incidents, appropriate unit line officers will jointly determine the need and procedures for operation of joint incident information centers. The participating agencies will attempt to reach agreement on origin and cause before release of fire cause information, or initiation of civil or criminal actions.*

E. Assistance by Hire and Resource Order Process Beyond IA:

All requests for fire suppression resources must be clear and precise (i.e. state the numbers and types of resources needed, the nature of the assignment, and the urgency of need), and processed and recorded through appropriate channels. Preplanned initial attack ordering will be as per IV.C above.

F. Aircraft Use:

- Use of aircraft will comply with the Interagency Aircraft Utilization Guidelines, Exhibit G of the CFMA.

G. Handcrews and Dozers:

H. Agency Representatives:

It is mutually agreed that any agency providing resources may, at its own discretion, request an agency representative who will be ordered and paid for by the protecting agency. Any support staff required by an agency administrator representative will be mutually agreed to and ordered by the protecting agency, or will be considered a voluntary contribution.

An agency with jurisdictional interest, but not providing resources may, at its discretion, send an agency representative who will be considered a voluntary contribution.

I. Interagency Sharing of Communications Systems and Frequencies:

- **Reference CFMA Provision 50**

A Cooperative Radio Frequency Plan specifying the radio frequencies available for shared use and any appropriate guidelines or restrictions for such use is attached (Appendix XX). Each responsible dispatch office shall retain control of, police the use of, and allocate frequency use as necessary.

In mutual aid situations, a common designated radio frequency identified in the AOP should be used for incident communications. All incident resources should utilize and monitor this frequency for incident information, tactical use, and changes in weather conditions or other emergency situations. See Appendix XX for frequency list.

J. Move-up and Cover Stations:

- A Cover Crew Guide should be available at each station and contain enough information to allow an outside resource to effectively operate in that facility.
- Address that there may be times when cooperators are involved in emergency operations and unable to provide mutual aid. In this case other cooperators may be contacted for assistance.
- Responding and requesting parties should identify any mileage limitations from mutual boundaries where “mutual aid” is either pay or non-pay status. Also, for some fire departments, the mileage issue may not be one of initial attack “mutual aid,” but of mutual assistance. In this situation, you may have the option to make it part of this agreement or identify it as a situation where the request would be made to the agency having jurisdiction, which would then dispatch the fire department.

K. Shared Equipment Facilities and Services:

- *Authorization and conditions for the use of shared equipment, facilities, or services will be jointly developed according to the provisions of the CFMA Provisions 17 and 46.*

L. Wildland Fire Decision Support System:

- **Reference CFMA Provision 38**

Wildland Fire Decision Support System (WFDSS) entry is required whenever a wildland fire is on or threatening federal lands if a fire exceeds initial attack or is being managed for multiple objectives including resource benefit. It is the responsibility of the appropriate federal line officer (or designee) to insure inclusion of all federal partners affected to complete and document the WFDSS decision. It is the responsibility of the Incident Commander (or designee) to participate in the WFDSS decision process and to develop an achievable WFDSS decision, and to use the WFDSS decision in developing the Incident Action Plan. The final responsibility for implementation of safe appropriate strategy and tactics rests with the Incident Commander.

https://wfdss.usgs.gov/wfdss_proto/faces/jsp/login/WFDSSLogin.jsp

M. Post-Incident Action Analysis:

- **Refer to CFMA Provision 63**

Upon the request of an Agency Administrator, a post-incident action analysis (critique) will be initiated for any fire escaping initial attack to obtain information that may enhance the administration of the Agreement or this Operating Plan. Any such critique should involve members of the incident command and general staffs, and officers from each involved protection and jurisdictional unit. The appropriate next higher level office of each agency may also be invited to participate in or facilitate the critique.

N. Reimbursement and Compensation

- **Refer to Section VI in CFMA**
- **Refer to CFMA Operating Plan for Incident Billing located at <https://www.fs.usda.gov/detail/r5/fire-aviation/management>**

IX. FIRE PREVENTION ACTIVITIES

A. General Cooperative Activities:

- **Reference CFMA Exhibit I**

All protection units will, to the extent possible, provide fire prevention programs, inspections, and enforcement as necessary to adequately address the fire situations in their Direct Protection Areas. In addition, units are encouraged to undertake joint prevention activities in areas of mutual interest whenever practical. **Exhibit I of the 2018 CFMA Agreement**, covers enforcement of fire laws, determination of cause and preservation of evidence, burning and campfire issuance, restrictions and closures, and fire safe planning.

B. Information and Education:

1. *Fire Danger Operations: The protection units will advise each other of increased fire danger and will coordinate activities, including patrols, as necessary to avoid any duplication of effort or public confusion.*
2. *Joint Press Releases: Protection units should develop joint press releases on cooperative fire protection issues to ensure that the interests of all affected agencies are adequately addressed.*
3. *Smokey Bear Program: Protection units should cooperate in the coordinated delivery of Smokey Bear program in direct protection areas as well as areas close to the boundaries.*

4. *Local Educational Program: The use of interagency teams to conduct local educational programs is encouraged to facilitate improved public knowledge of the mission and responsibilities of all the cooperating agencies especially in direct protection areas.*
5. *Fire Prevention Signs: Coordination and placement of fire prevention signs should be used in order to prevent duplication of effort or sending of mixed messages. This is especially important for fire danger rating signs.*

C. Engineering:

- a. *Railroads and Utilities: Where railroad or utility lines cross the protection boundary, the adjacent protection units should coordinate their inspections and contacts with the companies to achieve consistency in application of laws and regulations whenever possible.*
- b. *Fire Prevention Inspections: Reference CFMA Exhibit I.*

D. Enforcement:

- a. *Burning and Campfire Permits:*
 - i. *Only Federal personnel will issue permits, when required, for project burning (other burning) on federal lands. Where federal lands are located within a State Direct Protection Area, the appropriate State Unit will be consulted before issuance, and the provisions shall require:*
 1. *That no burning be allowed during any time period when State burning permits in the same area have been suspended.*
 2. *That the State will be notified prior to the start of any burning operation.*
 - ii. *Authorized Federal personnel with VFW authority within their DPA responsibility will issue permits for burning on SRA lands within federal Direct Protection Areas only for campfires, dooryard premises burning and other burning permitted under the scope of the CAL FIRE LE-5 burn permit. Whenever agricultural burning is the selected type of burning under an LE-5 burn permit, food production will be used as its justification for issuance by a federal agent.*

All other forms of wildland permit burning done in federal direct protection areas as provided by California Public Resources Code Section 4491 shall be issued by a delegated State employee and in conjunction with the appropriate federal agency. Such permits may include prescribed burning as a means of converting brush lands into forage lands, which has as its objective prevention of

high intensity wildland fires, watershed management, range improvement, vegetation management, forest improvement or wildlife habitat improvement, which is declared to be a public purpose. The responsible State protection unit shall notify the appropriate federal protection unit whenever a Timber Harvest Plan is being implemented in federal direct protection areas.

- iii. *State personnel may issue permits for campfire and dooryard burning on federal lands for which they have Direct Protection Authority. State personnel may issue permits for other federal lands only with permission of the appropriate federal line officer.*
 - iv. *Federal and State officers issuing permits should solicit the cooperative participation of a representative of the other agency whenever appropriate.*
 - v. *The suspension of burning permits on SRA lands is governed by state law and will be coordinated with adjacent protection units by the CAL FIRE Unit Chief. Federal Protection Units desiring burning permit suspensions for SRA lands within their direct protection area shall route their requests to the CAL FIRE Unit Chief.*
- b. *Restrictions and Closures: When any unit plans, activates, or deactivates any suspension, closure, or restriction, the adjacent protection unit(s) will be consulted and a copy of the notice immediately provided. Federal restrictions and closures will not affect SRA lands within federal direct protection areas.*
- c. *Fire Origin and Cause Determinations: Authorized Federal agency personnel may conduct an origin and cause determination of any wildfire originating in federal DPA. State agency personnel may conduct an origin and cause determination of any wildfire originating in state DPA. Agency personnel (administrators) may decide that a joint investigation under Unified Command is appropriate. After consulting with each other, authorized Agency administrators` will determine whether the agency with original jurisdiction needs to assume the full responsibility for the overall investigation.*

X. GENERAL PROVISIONS

A. Periodic Reviews:

Each Unit will make available to the State at least one day during the fire season for an on-the-ground inspection of the federal operations under this Operating Plan. Each CAL FIRE unit will make available to the federal agencies at least one day during the fire season for an on-the-ground inspection of state operations under this plan.

B. Updating of Plan:

All units will meet at least annually to review the entire Operating Plan and update it as necessary. The final plan will be posted to the CAL FIRE 8500 Handbook Exhibits section as well as to a central location by May 15 annually.

C. Public Information:

All units will attempt to provide only current, accurate information on their own activities to the public or media, to refer inquiries to the appropriate agency, or to develop a joint response when the topic relates to cooperative efforts under this Operating Plan.

D. Budget Changes:

If during the effective period of this Operating Plan any unit receives a budget change (increase or decrease) that could significantly modify the provisions of this plan, a revision to the plan will be jointly negotiated.

E. Changes During the Year:

Any long term change in the fire protection organizations which will directly affect the protection level of lands assigned to the direct protection of another unit under this Operating Plan must be agreed to in advance by the affected agencies. Discussions of potential changes should be initiated at the protection unit level and then referred to the next higher organizational level for approval or resolution.

F. Agency Reviews and Investigations:

- Describe process for conducting agency specific reviews and or investigations. Reference CFMA Provision 58.

G. Information Exchange:

In order to encourage the resolution of issues associated with the Agreement or this Operating Plan at the lowest possible organizational level, the local State Unit office will be designated as the primary contact for the Federal entities.

H. Interagency Training:

Interagency training activities can be mutually beneficial and units are encouraged to:

1. *Participate in shared local level training at each other's facilities on an ongoing basis.*
2. *Allocate available slots in appropriate formalized training sessions for personnel of the other agencies.*
3. *Utilize instructors from the other agencies when they are available.*

XI. COOPERATING AGENCY CONTACT LISTINGS

- List the agency contacts below; Name, address, phone, email
- The person listed is the primary manager of the details of this AOP; example is Unit Fire Management Officer

A. USDI Bureau of Land Management

- B. USDI National Park Service**
- C. USDI Bureau of Indian Affairs**
- D. USDI Fish and Wildlife Service**
- E. USDA Forest Service**
- F. California Department of Forestry and Fire Protection**

XII. AGENCY ADMINISTRATOR OR DESIGNEE SIGNATURES

This 20XX Operating Plan has been approved by the following agency administrators and authorized to be attached to the California Cooperative Fire Management Agreement and Stafford Act Response Agreement (CFMA).

XXX District
Bureau of Land Management

Date

XXX Field Office
Bureau of Land Management

Date

XXX National Forest

Date

XXX National Park

Date

XXX National Wildlife Refuge Complex

Date

California Cooperative Fire Management Agreement
Annual Operating Plan

| | |
|---|------|
| XXX Unit | Date |
| California Department of Forestry & Fire Protection | |

Potential Appendix Items:

Cooperative Radio Frequency Plan

Special Management Area descriptions and maps

Resource Listings by unit

Other supporting documentation or local SOPs

APPENDIX XX COOPERATIVE RADIO FREQUENCY PLAN

In accordance with this agreement, this Operating Plan provides for the shared use of radio frequencies in land mobile, base, portable, and aircraft applications according to the following guidelines:

Initial Attack Mutual Aid Radio Frequencies: XXX units (i.e. NPS, BLM, FS, FWS, and CAL FIRE) air and ground units may jointly utilize the designated radio frequencies of the other agency as assigned by the protecting agency dispatch center to coordinate initial attack response and fire management efforts.

Incident Specific Radio Frequencies: NPS, BLM, FS, FWS, and CAL FIRE air and ground units assigned to an emergency incident may operate on any frequency assigned as a command, tactical, air coordination, or support net as instructed by the Incident Commander or responsible agency dispatch center.

Training Exercises: NPS, BLM, FS, FWS, and CAL FIRE may use each other's designated radio frequencies when use is in conjunction with joint training exercises.

Special Situations: When a special non-fire situation warrants the use of a frequency by the other agency, requests for authorization will be made through the responsible agency dispatch office to the appropriate district, zone, and/or region. The authorizing office will maintain appropriate documentation of frequency, location, date, time and circumstances involved.

Definitions:

Radio Frequency: Listed numerically in Megahertz (MHZ)

Identification (ID): Name given to a specific frequency by the National Telecommunication and Information Administration.

Operational (Ops) Control: The XX units (i.e. NPS Region/Park, BLM District/Field, FS National Forest/Zone/FWS Refuge or CAL FIRE Unit/Area) authorized to allow cooperative use of a designated radio frequency.

Operational (Ops) Area: The geographic area within which use of a designated frequency is authorized.

Coordination Contact: Another agency or organizational level that must be contacted before designating a frequency for use in an operational area.

INSERT FREQUENCIES, FX ID, OPS CONTROL, COORDINATION CONTACT, AND OPERATIONS AREA HERE...

EXHIBIT B Attachment 1

DPA as Mutual Aid Assistance and Mutual Threat Zone

This gives the local units the opportunity to develop a new, documented approach to Initial Attack. Before being chosen as a strategy, participating agencies must gain concurrence from leadership at the State or Regional level.

This strategy proposes to vary traditional approaches to DPA fire protection responsibilities. Two models are being promulgated treating DPA responsibilities as mutual aid assistance (MAA) and mutual threat zone response (MTZ) similar to methods utilized by local government agencies. Both are based upon the closest resource concept. The decision to apply a specific model to a local area is dependent upon the geographic distribution of resources, the geographic continuity of ownership (contiguous versus non-contiguous), and adjacency of wildland urban interface and infrastructure related to the ability of local government to provide structural fire protection/suppression responsibilities. In areas where the host agency may have little or no resources, the mutual aid concept can be applied. In other areas where agency resources are comingled, DPA lands can be treated as mutual threat zones. The underlying premise of both models does not change DPA boundaries. The primary change is how agencies respond within those boundaries following initial attack efforts.

This does not change structural fire protection responsibilities on lands where structures do not reside within municipal fire department or fire district boundaries. DPA agencies retain responsibility for wildland fire suppression as outlined within the Annual Operating Plan (AOP) for initial attack activities. Agencies may take appropriate action within state law and agency policies to prevent a structure fire from extending into the wildland. Neither MAA or MTZ attempt to address the statutory and fiducial responsibility of structure (defense/protection) of wildland fires crossing DPA or agency boundaries threatening to burn or are burning structures.

Mutual Aid Assistance

Under this concept, initial attack responses to wildland fires within a DPA would remain the same for the DPA agency. The agency with DPA responsibility responds to the fire on behalf of the agency (ies) having jurisdiction (AHJ) and perform initial attack activities consistent with the fire control objectives of the AHJ(s). In the event an incident is expected to extend beyond the initial attack timeframe, the AHJ(s) would then have an agreed upon timeframe, for instance 24 hours, from the onset of the incident, to respond resources to the incident to relieve or augment the IA resources. Depending upon the estimated containment time and resource commitment of the DPA agency, an agency representative from the AHJ(s) agency may respond and develop a transition plan with the initial attack incident commander. In essence, DPA boundaries revert to traditional AHJ(s) boundary (ies) after 24 hours and the incident becomes the responsibility of the AHJ(s). The AHJ(s) would then assume command of the incident (e.g. unified command) and accordingly fiscal responsibility.

Mutual Threat Zone Response

The MTZ response has advantages where two or more agencies share DPA and/or host agency fire protection responsibilities. In addition, fire suppression resources are comingled within a geographic area. The type of fire protection model would be most advantageous in areas of “checkerboard” lands where ownership alternates and fire protection responsibilities may be layered by local (structural), state (wildland), and federal (wildland) agencies. Additionally, an MTZ response may be advantageous

California Cooperative Fire Management Agreement
Annual Operating Plan

on borderline fires where the fire's origin is not clearly identified and it is unknown whose DPA responsibility the fire belongs to but it clearly threatening the lands of two or more DPA agencies.

Utilizing this approach, resources from both DPA agencies respond to perform initial attack. Once resources arrive at scene and the origin of the fire is determined, the DPA agency with protection responsibility can be established. Depending upon the success of the containment objective, the Incident Commander and Agency Representatives can determine the best course of action going forward, such as:

- Fire's origin on DPA lands and will be contained with IA resources. The DPA agency assumes command and can release IA resources from adjacent DPA agency.
- Fire's origin on host agency lands but will not be contained with IA resources and is threatening to burn onto other jurisdictional agency lands. Agencies enter Unified Command and develop a cost sharing agreement and order resources commensurate with agency fire protection objectives while adhering to control objectives established under unified command.

IMPLEMENTATION

Given the inherent unique conditions that exist throughout the state such as fire conditions, jurisdictional agency boundaries, responsible DPA agency response boundaries, wildland urban interface and infrastructure, and resource availability, any proposed implementation of one or both models should be completed at the local level utilizing the Annual Operation Plan (AOP) and with full concurrence of the State and/or Regional headquarters. Incorporation of these elements within the AOP provides the flexibility to implement in local areas between two or more of the signatory agencies. Additionally, the AOP implementation maintains CFMA priority of the agreement to preserve seamless and efficient fire suppression to all California wildfire occurrences. Signatory agencies have the option to implement this model in portions or all areas under the current agreement utilizing the AOP.

Adoption of the MAA and MTZ models during initial attack maintain interagency support, trust, and cooperative agency investment to ensure all signatory agencies are successful in meeting agency objectives. Additionally, the use of MAA and MTZ by jurisdictional agencies supports the full spectrum of wildland fire suppression response from initial attack to major fire. During extended attack or major fires, this model allows costs to be assigned and negotiated through a cost share agreement incorporating threat and risk concepts. Operational and fiscal responsibility will only change from responsible DPA agency to the jurisdictional agency if specified and agreed to in the AOP.

The MAA and MTZ response models will not require any readjustment of fire suppression infrastructure or the addition of new fire suppression resources during a time of challenging fiscal environments. This model minimizes long term capital outlay obligations associated with the construction of new facilities that would be required with the assumption of wildland fire protection responsibilities.

As currently proposed, it may be necessary for smaller signatory agencies to retain additional support personnel due to increased cost sharing activity. Additional support personnel may be needed to process more invoices resulting from an increased reliance of Assistance By Hire (ABH). Based on federal policy and direction from the current administration, it may not be possible for agencies to meet this demand. Additionally, existing resource ordering and tracking processes may not provide the necessary means to financially account resources following the expiration of the mutual aid response period. Changes in the ordering process and/or resource tracking may be required to support incident cost accounting following the expiration of time for mutual aid assistance.

Adoption of MAA and MTZ may necessitate, modification and/or creation of additional GIS data layers depicting where these DPA-IA models are adopted. This effort may require a significant investment of time to develop the requisite data layer derived from ownership (parcel level), agency wildland fire

California Cooperative Fire Management Agreement
Annual Operating Plan

responsibility (SRA/FRA/LRA) and DPA responsibility (State/Federal/Local). It is believed, however, in most instances based up fire frequency and size, this model can be implemented at the AOP with no additional data layer needed or modification to existing data layers.

Initial Response

Agencies adopting this model within their AOP will benefit from establishing an initial response where the DPA agency provides initial attack fire suppression for an agreed to period. This is consistent with the existing agreement and allowing agencies to continue current practices. All costs within the initial response period remain the responsibility of the DPA agency. For incidents extending beyond the initial response period, agencies can opt to utilize the unified command structure or Agency Representative as needed. This model supports the continued seamless transition on large fires. Agencies lacking adequate command and control staff or fire control resources, can utilize the OP for acquiring or retaining the necessary resource or may opt to utilize Assistance By Hire.

On extended attack or major fires, agencies have the flexibility to delegate authority, via the AOP, to cooperating agencies or may opt to utilize a letter of delegation. Agencies should specify their preference within the OP the extent delegation and any anticipated control and cost expectations.

Post-response

It is recognized this change better aligns agency expenditures with jurisdictional authority and responsibility. However, agencies will probably experience an increase in post-incident response workload. Agencies will be motivated to rapidly suppress wildland fires within the DPA as incident billing costs will not be retroactive during first 24 hours to time of incident onset. This framework responds to direction provide in the USDA OIG Audit within the CFMA documented process. In addition to aligning jurisdictional authority with fiscal responsibility, delegations and impact, the MAA and MTZ models better position jurisdictional agencies to respond to social and political constituents, stakeholders, and partners. On extended attack and large fires, jurisdictional agencies preserve their voice regarding actions, strategies, and concerns. For some signatory agencies, this represents a shift in paradigm where role of line officer and fire staff changes from support to leadership.

DOCUMENTATION

When this process is determined to be the best system for initial attack it must be clearly documented in the Annual Operating Plan. Documentation of support from the respective Participating Agency State and/or Regional Headquarters is required.