

**JOINT POWERS OPERATING PLAN**

**PECOS ZONE UNIT**

**AGE. NO. 16-R3-77-0003  
NO. CANMSO 90**

**NO. 66-4**



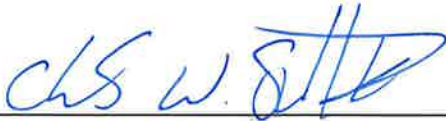
Forest Supervisor,  
**Lincoln National Forest**

1/12/17  
Date



Capitan District Forester,  
**State of New Mexico, Forestry Division**

2/16/17  
Date



for Pecos District Manager,  
**Bureau of Land Management**

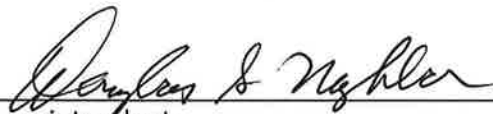
1/12/17  
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Las Cruces Field District Manager,  
**Bureau of Land Management**

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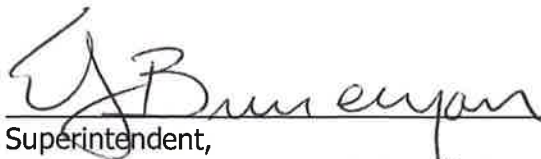
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Mescalero Agency Superintendent,  
**Bureau of Indian Affairs**

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Date



Superintendent,  
**Carlsbad Caverns National Park**

1/11/17  
Date



Superintendent,  
**Guadalupe Mountains National Park**

01.11.2017  
Date

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Pecos District Manager,  
**Bureau of Land Management**

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Las Cruces Field District Manager,  
**Bureau of Land Management**

  
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Mescalero Agency Superintendent,  
**Bureau of Indian Affairs**

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Date

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Superintendent,  
**Carlsbad Caverns National Park**

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Superintendent,  
**Guadalupe Mountains National Park**

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**Bureau of Land Management**

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Las Cruces Field District Manager,  
**Bureau of Land Management**

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Date



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Mescalero Agency Superintendent,  
**Bureau of Indian Affairs**

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3.16.2017

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Date

\_\_\_\_\_  
Superintendent,  
**Carlsbad Caverns National Park**

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Date

\_\_\_\_\_  
Superintendent,  
**Guadalupe Mountains National Park**

\_\_\_\_\_  
Date

*Christopher Ryan*

\_\_\_\_\_  
Superintendent,  
**Amistad National Recreation Area**

*3/26/17*  
\_\_\_\_\_  
Date

\_\_\_\_\_  
Superintendent,  
**Ft. Davis National Historic Site**

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Date

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Superintendent,  
**Big Bend National Park**

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Date

\_\_\_\_\_  
Superintendent,  
**White Sands National Monument**

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Date

\_\_\_\_\_  
Superintendent,  
**Chamizal National Monument**

\_\_\_\_\_  
Date

\_\_\_\_\_  
Refuge Manager,  
**Bitter Lake National Wildlife Refuge**

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Date

\_\_\_\_\_  
Center Director,  
**Southwestern Native Aquatic Research and Recovery Center**

Date

\_\_\_\_\_  
Refuge Manager,  
**San Andreas National Wildlife Refuge**

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Date

\_\_\_\_\_  
Superintendent,  
**Amistad National Recreation Area**

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Date

  
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Superintendent,  
**Ft. Davis National Historic Site**

1/27/17  
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Date

\_\_\_\_\_  
Superintendent,  
**Big Bend National Park**

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Date

\_\_\_\_\_  
Superintendent,  
**White Sands National Monument**

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Date

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Superintendent,  
**Chamizal National Monument**

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Date

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Refuge Manager,  
**Bitter Lake National Wildlife Refuge**

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\_\_\_\_\_  
Center Director,  
**Southwestern Native Aquatic Research and Recovery Center**

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Date

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Refuge Manager,  
**San Andreas National Wildlife Refuge**

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Date

Acting Vidal Davala  
Superintendent,  
**Big Bend National Park**

1/12/17  
Date

\_\_\_\_\_  
Superintendent,  
**Carlsbad Caverns National Park**

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Date

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Superintendent,  
**Chamizal National Memorial**

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Superintendent,  
**Ft. Davis National Historic Site**

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Superintendent,  
**Guadalupe Mountains National Park**

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Date

\_\_\_\_\_  
Superintendent,  
**White Sands National Monument**

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Date

\_\_\_\_\_  
Mescalero Agency Superintendent,  
**Bureau of Indian Affairs**

\_\_\_\_\_  
Date

\_\_\_\_\_  
Capitan District Forester,  
**State of New Mexico, Forestry Division**

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Date

\_\_\_\_\_  
Superintendent,  
**Amistad National Recreation Area**

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Date

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Superintendent,  
**Ft. Davis National Historic Site**

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Date

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Superintendent,  
**Big Bend National Park**

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Date

for   
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Superintendent,  
**White Sands National Monument**

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Date  
*1/20/2017*

  
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Superintendent,  
**Chamizal National Monument**

\_\_\_\_\_  
Date  
*1/20/17*

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Refuge Manager,  
**Bitter Lake National Wildlife Refuge**

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Date

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Center Director,  
**Southwestern Native Aquatic Research and Recovery Center**

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Refuge Manager,  
**San Andreas National Wildlife Refuge**

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Date

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Superintendent,  
**Amistad National Recreation Area**

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Date

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Superintendent,  
**Ft. Davis National Historic Site**

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Superintendent,  
**Big Bend National Park**

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Superintendent,  
**White Sands National Monument**

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Superintendent,  
**Chamizal National Monument**

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Date

  
\_\_\_\_\_  
Refuge Manager,  
**Bitter Lake National Wildlife Refuge**

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Date  
*1-12-17*

\_\_\_\_\_  
Center Director,  
**Southwestern Native Aquatic Research and Recovery Center**

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Date

\_\_\_\_\_  
Refuge Manager,  
**San Andreas National Wildlife Refuge**

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Date



Superintendent,  
**Amistad National Recreation Area**

Date

Superintendent,  
**Ft. Davis National Historic Site**

Date

Superintendent,  
**Big Bend National Park**

Date

Superintendent,  
**White Sands National Monument**

Date

Superintendent,  
**Chamizal National Monument**

Date

Refuge Manager,  
**Bitter Lake National Wildlife Refuge**

Date

  
Center Director,  
**Southwestern Native Aquatic Research and Recovery Center**

Date

FEB 15, 2017

Refuge Manager,  
**San Andreas National Wildlife Refuge**

Date

\_\_\_\_\_  
Superintendent,  
**Amistad National Recreation Area**

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Date

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Superintendent,  
**Ft. Davis National Historic Site**

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Superintendent,  
**Big Bend National Park**

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Superintendent,  
**White Sands National Monument**

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Superintendent,  
**Chamizal National Monument**

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Refuge Manager,  
**Bitter Lake National Wildlife Refuge**

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Date

\_\_\_\_\_  
Center Director,  
**Southwestern Native Aquatic Research and Recovery Center**

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Date

\_\_\_\_\_  
John Gahr  
Refuge Manager,  
**San Andreas National Wildlife Refuge**

\_\_\_\_\_  
2/21/2017  
Date

## JOINT POWERS OPERATING PLAN

This Operating Plan is between the United States Department of the Interior, National Park Service (NPS), Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA), Fish and Wildlife Service (F&WS), the United States Department of Agriculture, Forest Service (USFS); and the State of New Mexico - Energy, Minerals and Natural Resources Department, Forestry Division (NMFD).

### I. **Authority**

The authority for Federal agencies or organizations is as follows:

*USDA, Forest Service - Section 5, Act of April 24, 1950 (16 USC 572); the Act of June 30, 1914 (16 USC 498) and the Act of September 21, 1944 (16 USC 580); the Act of December 12, 1975 (16 USC 565a-1-3) and the Annual Department of Interior and Related Agencies Appropriations Act.*

*USDI, Bureau of Land Management - 42 Statute 857, (16 USC 594, 48 Statute 1270; 43 USC 315a, 90 Statute 2766, 43 USC 1737.*

*USDI, National Park Service - 16 USC 1b (1).*

*USDI, Bureau of Indian Affairs - 42 Statute 857; 16 USC 594; 69 Statute 66; Section 16 of Order 2503 (Secretary of the Interior).*

*USDI, Fish and Wildlife Service - 42 Statute 857; 16 USC 594.*

*Authority applicable to all Federal agencies - Reciprocal Fire Protection Act of 1955 (42 USC 1856); and the Economy Act of June 30, 1932 (31 USC 686).*

The authority for the New Mexico Forestry Division is as follows:

*Sections 68-2-6 and 68-2-8 of the New Mexico Forest Conservation Act, NMSA 1978 Compilation.*

Authority for this Operating Plan is derived from and part of the Joint Powers Agreement among the Energy, Minerals and Natural Resources Department and the United States Federal Agencies of the Department of Agriculture, Department of Interior with Wildland Fire Protection Responsibilities, Section 10, General Provisions, Item h, between the above mentioned Federal and State agencies, which call for the preparation and adoption of an annual operating plan.

## II. **PURPOSE**

The purpose of the Operating Plan is to establish an agreement for wildland fire management and to provide initial attack procedures for the Pecos Zone.

## III. **MANAGEMENT BOARD**

It is agreed that the following Management Board will be established to coordinate activities within the Zone:

### A. Pecos Zone Interagency Coordination Center Management Board

1. This board will be made up of one (1) member from each of the following agencies:
  - a. USDA Forest Service;
  - b. USDI Bureau of Indian Affairs;
  - c. USDI Bureau of Land Management;
  - d. USDI National Park Service;
  - e. State of New Mexico EMNRD – Forestry Division;
  - f. US Fish and Wildlife Service.

2. Duties:

The duties of this board will include:

- a. *See Appendix Alamogordo Interagency Dispatch Center Charter – Exhibit III.*

## IV. **RESPONSIBILITY**

It is mutually agreed that each party of this Operating Plan will retain ultimate responsibility for all fire management action on lands under its administrative jurisdiction.

## V. **DEFINITIONS**

1. *Initial Attack:* A planned response to a wildfire given the wildfire's potential fire behavior. The objective of initial attack is to stop the spread of the fire and put it out at least cost. An aggressive suppression action consistent with firefighter and public safety and values to be protected.
2. *Extended Attack:* Suppression activity for a wildfire that has not been contained or controlled by initial attack or contingency forces and for which more firefighting resources are arriving, en route, or being ordered by the initial attack incident commander. Extended attack implies that the complexity level of the incident will increase beyond the capabilities of initial attack incident command.

3. Reinforcements: shall mean all forces subsequent to initial attack;
4. Initial Attack Incident Commander: The incident commander at the time the first attack forces commence suppression work on a fire.
5. Jurisdictional Agency: The agency having land and resource management responsibility for a specific geographical or functional area provided by federal, state or local law.
6. Initial Attack Zones: are mutually agreed upon areas delineating initial attack responsibilities;
7. Notification of Initial Attack Action (See *Exhibit II*).

VI. **DESIGNATED ZONES OF RESPONSIBILITY**

1. Initial attack zones have been established based on closest and available fire protection resources and capabilities of the designated responding agency. A map of these zones is attached hereto and made a part of this Operating Plan (*Exhibit I*).
2. The designated initial attack zones are based on historical wildfire incidents and are agreed to be off-setting for Federal and non-Federal expenditures of funds, and, thereby mutually beneficial and cost-effective. It is also agreed that Federal protection cost on non-Federal lands will not exceed the protection by the State. Conversely, the State will not expend funds to a greater extent in protecting Federal lands.
3. Each individual agency will be responsible for all presuppression action and planning as appropriate for that agency. Any damage to private lands for access should be restored following control of the fire.
4. Within the village of Ruidoso, and the town of Ruidoso downs; the US Forest Service may provide initial attack assistance if requested by the municipality, through EMNRD Forestry Division. This initial attack assistance is provided at no cost to either municipality nor EMNRD Forestry Division. As an agent of the EMNRD Forestry Division via the Joint Powers Agreements between the EMNRD Forestry Division and the individual municipalities for Wildland Fire Protection and Suppression, Through EMNRD Forestry Division. If requested by the US Forest Service, the above mentioned villages may provide initial attack assistance at no cost to the US Forest Service and EMNRD Forestry Division via the Joint Powers Agreement between the EMNRD Forestry Division and the Department of Interior and Agriculture.

VII. **SPECIFIC PROVISIONS**

1. Initial Attack Fires:

A. Communication:

- a. Each agency will submit a list of available resources to Alamogordo Dispatch Center (ADC) as requested by ADC.
- b. Prompt verbal notification will be given to the jurisdictional agency that initial action has been taken.
- c. Each jurisdictional agency agrees to allow the use of their respective radio frequencies as needed (See *Exhibit V*).

B. Coordination:

- a. The initial attack agency shall abide by the jurisdictional agency's procedures in dealing with ownerships involved.
- b.
- c. The initial attack agency shall submit its Fire Report to the jurisdictional agency within fourteen (14) days after the fire is declared out.
- d. The agencies may jointly conduct mutual interest projects, within their authority, to maintain or improve the fire management capability of the agencies. Such projects will be conducted through specially developed agreements.

C. Payment:

The responsible initial attack agency will bear the initial attack cost unless otherwise negotiated.

D. Critical Zone Needs:

The activation of a Multiple Agency Coordination (MAC) Group for extenuating fire needs of the Zone will be at the discretion of the PEZ Board Members or delegates.

2. Extended Attack Fire

A. Communication:

- a. The initial attack agency shall notify Alamogordo Interagency Dispatch Center when the fire has exceeded initial attack capabilities.

- b. When the fire has exceeded initial attack capabilities the time, date, from whom and to who must be documented by the dispatcher and reported immediately to the jurisdictional agency.

B. Coordination:

- a. Jurisdictional agency will bear responsibility for the incident and assume management after the initial attack agency is relieved.
- b. The jurisdictional agency may request the initial attack agency to retain control of the fire. When agreement is reached, documentation will be made.
- c. When necessary assisting agencies shall submit an estimate of reimbursable suppression cost to the jurisdictional agency within two (2) weeks from the time the fire is declared controlled.

Final bill will be submitted within one hundred-twenty (120) days from the time the fire is declared controlled.

VIII. **GENERAL PROVISIONS**

A. News Releases:

Involved agencies will coordinate news release items pertaining to the current fire situation to the media. Jurisdictional agency will be responsible for news releases on fire specific to their agency.

B. Effective Date:

This plan is effective when all parties have signed and dated.

C. Review/Revisions:

1. This Operating Plan will be reviewed annually by representatives of each participating agency before March 15<sup>th</sup> of each year. The plan shall remain valid for three years unless major changes in policy or direction render the plan invalid prior to the expiration of that period.
2. Other than noted above, this Operating Plan will remain in effect among all the signing parties until one (1) or more of the parties submit a written Notice of Withdrawal from the Operating Plan which would affect the other parties signing. Interim modifications of this plan may be made subject to agreement by parties concerned to correct unworkable situations.
3. Changes in initial attack responsibility areas will be made as attachments to this Operating Plan and will be signed only by those parties involved in

those changes. Amendments will be submitted to the State Forestry Division to be placed in the Joint Powers Operating Plan master file.

4. Copies of the master Joint Powers Operating Plans and maps of initial attack zones will be maintained by the State Forestry Division.

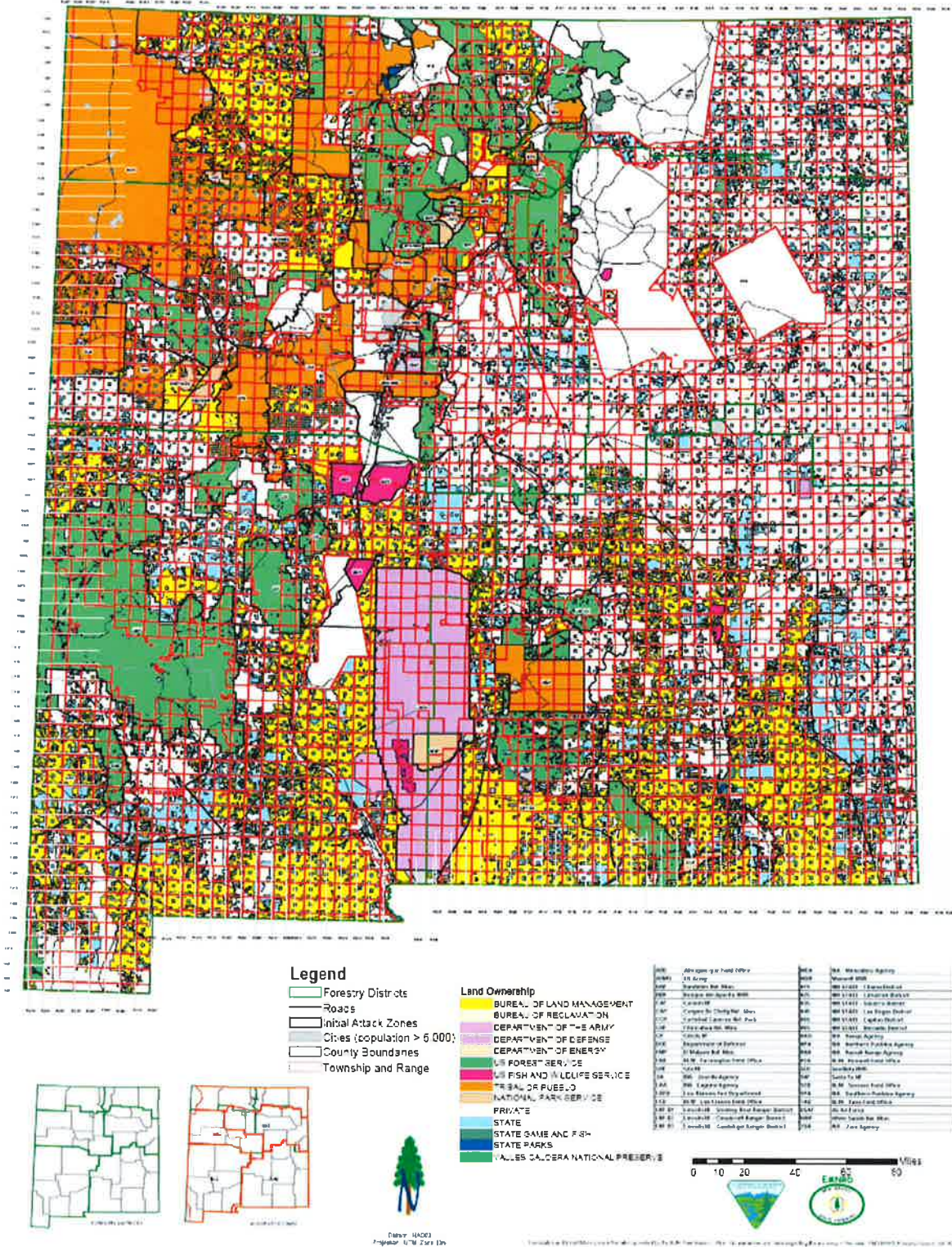


## **EXHIBITS**

- I. Pecos Zone Initial Attack Map
- II. Radio Frequency List
- III. Alamogordo Interagency Dispatch Center Charter

# EXHIBIT I

## NEW MEXICO INITIAL ATTACK ZONES



**EXHIBIT II**

RADIO FREQUENCY LIST

## **EXHIBIT III**

### **PECOS ZONE CHARTER**

#### **I. INTRODUCTION /PURPOSE:**

In accordance with the Pecos Zone (PEZ) Joint Powers Operating Plan, the purpose of this Board, as defined in this Charter, is to provide interagency management direction and guidelines for the operation of the Alamogordo Dispatch Coordination Center (ADC). The ADC, an interagency fire management entity, is managed on a day-to-day basis by the Center Director with the assistance of the Center Coordinators from other participating agencies.

This Charter is intended to define the basic purpose of the Board and provide broad guidelines for the operation of the Center and does not in any way override individual agency authorities and procedures.

#### **II. BOARD MEMBERSHIP:**

Board membership consists of one (1) designated voting member representative from each of the following participating agencies:

ADC – Not a voting member

BIA - representing the Mescalero Agency;

BLM - representing Roswell/Carlsbad/Las Cruces offices;

NMSF - representing the Capitan District;

NPS - representing the Carlsbad Caverns, Guadalupe Mountains, and Big Bend National Parks, Fort Davis National Historic Site, Chamizal and White Sands National Monuments, and Amistad National Recreation Area;

USFS - representing the Lincoln National Forest;

USF&WS - representing San Andres NWR, Bitter Lakes NWR and Southwestern Native Aquatic Research and Recovery Center

#### **III. OPERATING PLANS:**

1. Pecos Zone Joint Powers Operating Plan will be reviewed by the board annually and updated every three years.
2. Alamogordo Dispatch Center Standard Operating Plan will be reviewed by the board annually. The plan will be presented to the Board for review each year on or before March 15<sup>th</sup>.

#### **IV. BOARD DUTIES/RESPONSIBILITIES:**

1. Delegation of the voting members to the Board will be designated in writing by the Agency Administrator(s) of each participating agency by January 1 or as positions are vacated. Each agency has one vote in all board votes.

2. The PEZ Board will function as the Multi-Agency Coordination (MAC) Group regarding prioritization of wildland fires and allocation of resources. Board members must be able to represent Agency Administrator(s) and must have knowledge and authority to enforce agency policy, especially in MAC Group matters.
3. Participation in the selection of the local zone Type III Interagency Incident Management Team members;
  - a. Evaluate training needs for the Incident Management Team positions and make recommendations for training courses to the Pecos Zone Interagency Management Board.
4. Board meetings will be held a minimum of 4 times a year. Board meetings are open to all appropriate agency personnel however voting on any issues will be limited to Board members. The Board Chair may, at his/her discretion, exclude non-members during votes. Meetings will normally be scheduled as follows:
  - a. A yearly post fire season meeting will be held to critique recent Type 1/2/3 incidents and to resolve any issues that may be present.
  - b. An October meeting will be held to address PEZ wildland fire training needs.
  - c. A December meeting or conference call will be held to review and recommend nominees to the Type 1 and 2 teams.
  - d. A January meeting will be held to review the Alamogordo Dispatch Center Annual Report, review the Alamogordo Dispatch Center Standard Operating Plan for the forthcoming fire season. The plan will be presented to the Board by March 15<sup>th</sup> and presented to the Agency Administrators for review and approval at their spring meeting.
  - e. A March meeting will be held to share resource status, prescribed fire plans, and generally to ensure cooperation going into fire season.
  - f. Conference calls will be held as deemed necessary by a quorum of members, the Dispatch Center Manager, or by the Zone Board Chair. Conference calls are strongly encouraged to be a regular occurrence during fire season. The logistics of conference calls will normally be handled by the Dispatch Center Manager.
  - g. Board meetings will be moderated by the Zone Board Chair using the "Robert's Rules of Order" or similar format.
  - h. Motions must be voted on by a quorum of board members and must be passed by a 2/3 majority vote. The Board Chair casts the tie-breaker in the case of a tie vote.
  - i. Minutes of the meeting will be kept by the Dispatch Center Manager or his/her designee. Meeting minutes will minimally document all meeting

resolutions and will be distributed in a timely manner by the Dispatch Center Manager.

5. The Board Chair position will normally be held for two years to rotate in the following order: NM State Forestry, NPS, USFS, USFWS, BLM, BIA. The Vice Chair position will normally be held for two years by the member next in the above rotation. The Board Chair can be removed and replaced by the Vice Chair upon a formal vote of four board members.

#### Summary of Individual Responsibilities:

##### The Zone Board:

1. The Zone Board is the governing body of the Zone.
2. The Zone Board will maintain cooperative approaches to all aspects of wildland fire management in PEZ under the auspices of the Joint Powers Operating Plan.

##### Zone Board Chair

1. Must be available at all times to oversee all related Zone activities and to maintain communications with and amongst Zone Board members.
2. Plans meetings, arranges logistics, solicits agenda items, and moderates meetings.
3. Attends meetings of the Southwest Area Coordination Group.
4. Signs correspondence from the Zone Board such as meeting minutes, communiqués to the Southwest Area Coordination Group, or directives to the Dispatch Center Manager.
5. Convenes Zone MAC Group on an as-needed basis.

##### Zone Board Vice Chair

1. May assume any or all of the Zone Board Chair's responsibilities in that person's absence or unavailability and will assume the role of Zone Board Chair after the two year term.

##### Dispatch Center Manager

1. Manages and supervises the day-to-day activities of the Dispatch Center
2. Prepares an Annual Progress and Accomplishment Report for presentation at the January Zone Board meeting
3. If required, completes the PEZ Training Plan by December 1<sup>st</sup> of each year.

4. Prepares an information package containing the PEZ Annual Report, PEZ Training Plan and PEZ Joint Powers Operating Plan to distribute to the Agency Administrators prior to the spring meeting.

#### Zone Board Members

1. Are cooperative, involved and are interested in the benefits to be gained by all cooperators in PEZ through cooperative wildland fire management.
2. Must possess the authority to represent their Agency Administrator regarding wildland fire management issues. Members must have knowledge and authority to enforce agency policy, especially in MAC Group matters.
3. Are responsible for identifying a designee from their agency for periods of time of unavailability
4. May participate as members of working groups tasked with resolving specific issues.

#### Working Groups:

Working groups to address specific needs can be formed at any time. Working groups will be composed of at least one board member who will report to the Zone Board.

**ADDENDUM "A"**

AUTHORIZED FREQUENCIES

Primary Channels:			
USFS	171.450	Cibola	
Santa Fe NF	172.300	Santa Fe	
Carson NF	169.175	Carson	
Lincoln NF	169.125	Lincoln	Ernest Trujillo
Gila NF	169.175 169.975	Gila	
Regional Coordination Center (RCC)	168.350	RCC	

National Park Service:			
Carlsbad Caverns	164.600		Dean Vernon
Guadalupe Mountains	164.425	Pecos	
White Sands	166.350	Ft. Union	
Big Bend	170.3875 (156.7)		

BIA:	RX	CG	TX	CG
Cienegita	172.450	103.5	170.100	103.5
Pajarita	172.450	114.8	170.100	114.8
Wofford	172.450	127.3	170.100	127.3

BLM:			
Albuquerque Farmington Santa Fe	168.575 rx/tx Ctcss 203.5 Taos  168.575rx 166.875tx Ctcss 123.0	Scott Harness	NM State Office 505-761-8912
Socorro	168.525rx/tx	Same	Same



Las Cruces	168.575 168.575 rx 166.8750 tx Ctcss 110.9	Rick Lazo	575-525-4417
Roswell Carlsbad Hobbs	172.5875 rx/tx 192.8 Ctcss Roswell  172.5875 rx 165.170 tx 136.5 ctcss Carlsbad	Rigo Ortega	575-627-0208

<b>State of NM:</b>			
EMNRD Forestry	159.420	156.7 Guard	Donald Griego

<b>Fish/Wildlife:</b>			
Bitter Lake/Roswell	169.7500 Rx 169.7500 Tx CG 103.5		Eric Krueger 575-838-7480

<b>Secondary Channels:</b>			
Travel/Federal	168.350		
Travel/State Forestry	159.225	156.7 Guard	
National Flight Following	168.650		
Emergency Air to Ground	168.625		
VMED28	155.3400 Rx/Tx		
VMED29	155.3475 Rx/Tx		