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Chapter 08

Interagency Coordination & Cooperation

Introduction

Fire management planning, preparedness, prevention, suppression, fire use, restoration and rehabilitation, monitoring, research, and education will be conducted on an interagency basis with the involvement of cooperators and partners. The same capabilities used in wildland fire management will also be used, when appropriate and authorized, on non-fire incidents in the United States and on both wildland fires and non-fire incidents internationally.

National Wildland Fire Cooperative Agreements

USDOJ and USDA Interagency Agreement for Fire Management

The objectives of the *Interagency Agreement for Fire Management Between the Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA), National Park Service (NPS), Fish and Wildlife Service (FWS) of the United States Department of the Interior (DOI) and the Forest Service (FS) of the United States Department of Agriculture* are:

- To provide a basis for cooperation among the agencies on all aspects of wildland fire management and as authorized in non-fire emergencies.
- To facilitate the exchange of personnel, equipment (including aircraft), supplies, services, and funds among the agencies.

DOI, USDA, and DOD Interagency Agreement

The purpose of the *Interagency Agreement for the Provision of Temporary Support During Wildland Firefighting Operations among the United States Department of the Interior, the United States Department of Agriculture, and the United States Department of Defense* is:

- To establish the general guidelines, terms and conditions under which NIFC will request, and DOD will provide, temporary support to NIFC in wildland fire emergencies occurring within all 50 States, the District of Columbia, and all U.S. Territories and Possessions, including fires on State and private lands. It is also intended to provide the basis for reimbursement of DOD under the Economy Act.

These and other agreements pertinent to interagency wildland fire management can be found in their entirety in the *National Interagency Mobilization Guide* (NFES #2092).

National Wildland Fire Oversight Structure

Wildland Fire Leadership Council (WFLC)

The Council is a cooperative, interagency organization dedicated to achieving consistent implementation of the goals, actions, and policies in the National Fire Plan and the Federal Wildland Fire Management Policy. The Council provides

1 leadership and oversight to ensure policy coordination, accountability and
2 effective implementation of the National Fire Plan and the Federal Wildland
3 Fire Management Policy.

4
5 The Council consists of the Department of Agriculture's Undersecretary for
6 Natural Resources and the Environment and the Chief of the U.S. Forest
7 Service, the Department of the Interior's Directors of the National Park Service,
8 Fish and Wildlife Service, Bureau of Land Management, the Assistant Secretary
9 of Indian Affairs and the Chief of Staff to the Secretary of the Interior. Staffing
10 the Council will be coordinated by the Department of Agriculture's Office of
11 Fire and Aviation Management and the Department of the Interior's Office of
12 Wildland Fire Coordination.

13 14 **Office of Wildland Fire Coordination (OWFC)**

15 The Office of Wildland Fire Coordination (OWFC) is a Department of the
16 Interior organization responsible for managing, coordinating and overseeing the
17 Department's wildland fire management programs and policies. They include:
18 smoke management, preparedness, suppression, emergency stabilization and
19 rehabilitation, rural fire assistance, prevention, biomass, hazardous fuels, budget
20 and financial initiatives, and information technology. The OWFC also
21 coordinates with interagency partners including government and non-
22 government groups.

23 24 **National Wildfire Coordinating Group (NWCG)**

25 The National Wildfire Coordinating Group (NWCG) is made up of the USDA
26 Forest Service (FS); four Department of the Interior agencies: Bureau of Land
27 Management (BLM), National Park Service (NPS), Bureau of Indian Affairs
28 (BIA), and the Fish and Wildlife Service (FWS); Intertribal Timber Council,
29 U.S. Fire Administration, and state forestry agencies through the National
30 Association of State Foresters (NASF). The mission of the NWCG is to provide
31 leadership in establishing and maintaining consistent interagency standards and
32 guidelines, qualifications, and communications for wildland fire management.
33 Its goal is to provide more effective execution of each agency's fire management
34 program. The group provides a formalized system to agree upon standards of
35 training, equipment, qualifications, and other operational functions.

36 37 **Multi-Agency Management and Coordination**

38 39 **National Multi-Agency Coordinating (NMAC) Group**

40 National multi-agency coordination is overseen by the National Multi-Agency
41 Coordination (NMAC) Group, which consists of one representative each from
42 the following agencies: BLM, FWS, NPS, BIA, FS, NASF, and the USFA, who
43 have been delegated authority by their respective agency directors to manage
44 wildland fire operations on a national scale when fire management resource
45 shortages are probable. The delegated authorities include:

- 1 • Provide oversight of general business practices between the National Multi-
- 2 Agency Coordination (NMAC) group and the Geographic Area Multi-
- 3 Agency Coordination (GMAC) groups.
- 4 • Establish priorities among geographic areas.
- 5 • Activate and maintain a ready reserve of national resources for assignment
- 6 directly by NMAC as needed.
- 7 • Implement decisions of the NMAC.

8

9 **Geographic Area Coordinating (GMAC) Groups**

10 Geographic area multi-agency coordination is overseen by GMAC Groups,
11 which are comprised of geographic area (State, Region) lead administrators or
12 fire managers from agencies that have jurisdictional or support responsibilities,
13 or that may be significantly impacted by resource commitments. GMAC
14 responsibilities include:

- 15 • Establish priorities for the geographic area.
- 16 • Acquire, allocate, and reallocate resources.
- 17 • Provide NMAC with National Ready Reserve (NRR) resources as required.
- 18 • Issue coordinated and collective situation status reports.

19

20 **Sub-Geographic/Local Area Multi-Agency Coordinating Groups (MAC)**

21 Sub-geographic or local area multi-agency coordination is overseen by Sub-
22 Geographic/Local Area Multi-Agency Coordinating Groups, which are
23 comprised of local area lead administrators or fire managers from agencies that
24 have jurisdictional or support responsibilities, or that may be significantly
25 impacted by resource commitments. Local MAC responsibilities include:

- 26 • Establish priorities for the local area.
- 27 • Acquire, allocate, and reallocate resources.
- 28 • Provide GMAC with NRR resources as required.
- 29 • Issue coordinated and collective situation status reports.

30

31 For additional information on MAC Groups see Chapter 30 of the *National*
32 *Interagency Mobilization Guide* or pertinent Geographic Area Mobilization
33 Guides.

34

35 **National Dispatch/Coordination System**

36 The wildland fire dispatch system in the United States has three levels (tiers):

- 37 • National
- 38 • Geographic
- 39 • Local

40

41 Logistical dispatch operations occur at all three levels, while initial attack
42 dispatch operations occur primarily at the local level. Any geographic area or
43 local dispatch center using a dispatch system outside the three-tier system must
44 justify why a non-standard system is being used.

- 1 • *BLM - Any geographic area or local dispatch center using a dispatch*
2 *structure outside the approved three-tier system must annually request*
3 *written authorization from the Director, Office of Fire and Aviation.*
- 4 • *FS - Any geographic area or local dispatch center using a dispatch*
5 *structure outside the approved three-tier system must annually request*
6 *written authorization from the Forest Service Regional Director of Fire and*
7 *Aviation.*

9 **Local and Geographic Area Drawdown**

10 Drawdown is the predetermined number and type of suppression resources that
11 are required to maintain viable initial attack (IA) capability at either the local or
12 geographic area. Drawdown resources are considered unavailable outside the
13 local or geographic area for which they have been identified. Drawdown is
14 intended to:

- 15 • ensure adequate fire suppression capability for local and/or geographic area
16 managers, and
- 17 • enable sound planning and preparedness at all management levels.

18
19 Although drawdown resources are considered unavailable outside the local or
20 geographic area for which they have been identified, they may still be
21 reallocated by the Geographic Area or National MAC to meet higher priority
22 obligations.

24 **Establishing Drawdown Levels**

25 Local drawdown is established by the local unit and/or the local MAC group and
26 implemented by the local dispatch office. The local dispatch office will notify
27 the Geographic Area Coordination Center (GACC) of local drawdown decisions
28 and actions.

29
30 Geographic area drawdown is established by the Geographic Area Multi-
31 Agency Coordination Group (GMAC) and implemented by the Geographic Area
32 Coordination Center. The GACC will notify the local dispatch offices and the
33 National Interagency Coordination Center (NICC) of geographic area drawdown
34 decision and actions.

36 **National Ready Reserve**

37 National Ready Reserve is a means by which the National Multi-Agency
38 Coordination Group (NMAC) identifies and readies specific categories, types
39 and numbers of fire suppression resources in order to maintain overall national
40 readiness during periods of actual or predicted national suppression resource
41 scarcity.

42
43 NRR implementation responsibilities are as follows:

- 44 • NMAC establishes national ready reserve requirements by resource
45 category, type and number.

- 1 • NICC implements NMAC intent by directing individual GACCs to place
2 specific categories, types, and numbers of resources on national ready
3 reserve.
4 • GACCs direct local dispatch centers and/or assigned IMTs to specifically
5 identify resources to be placed on national ready reserve.
6 National ready reserve resources must meet the following requirements:
7 • Must be able to demobe and be enroute to new assignment in less than
8 2 hours.
9 • Resources must have at least 7 days left in 14 day rotation (extensions
10 will not be factored in this calculation).
11 • May be currently assigned to ongoing incidents.
12 • May be assigned to incidents after being designated ready reserve.
13 • Designated ready reserve resources may be adjusted on a daily basis.
14 • GACCs provide NICC specific names of national ready reserve resources.
15 • NICC mobilizes national ready reserve assets through normal coordination
16 system channels as necessary.
17

18 NMAC will adjust ready reserve requirements as needed. Furthermore, in order
19 to maintain national surge capability, the NMAC may retain available resources
20 within a geographic area, over and above the established geographic area
21 drawdown level.
22

23 **National Interagency Mobilization Guide**

24 The *National Interagency Mobilization Guide* (NFES 2092) identifies standard
25 procedures which guide the operations of multi-agency logistical support
26 activity throughout the coordination system. The guide is intended to facilitate
27 interagency dispatch coordination, ensuring timely and cost effective incident
28 support. Local and Geographic Area Mobilization Guides should be used to
29 supplement the *National Interagency Mobilization Guide*.
30

31 **Interagency Incident Business Management Handbook**

32 All federal agencies have adopted the National Wildfire Coordinating Group
33 (NWCG) *Interagency Incident Business Management Handbook* (IIBMH) as the
34 official guide to provide execution of each agency's incident business
35 management program. Unit offices, geographic areas, or NWCG may issue
36 supplements, as long as policy or conceptual data is not changed.
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2 Since consistent application of interagency policies and guidelines is essential,
3 procedures in the IIBMh will be followed. Agency manuals provide a bridge
4 between manual sections and the IIBMh so that continuity of agency manual
5 systems is maintained and all additions, changes, and supplements are filed in a
6 uniform manner.

- 7 • *BLM - The IIBMh replaces BLM Manual Section 1111.*
- 8 • *FWS - Refer to Service Manual 095 FW 3 Wildland Fire Management.*
- 9 • *NPS - Refer to RM-18.*
- 10 • *FS - Refer to FSH 5109.34.*

11

12 **National Interagency Coordination Center**

13 The National Interagency Coordination Center (NICC) is located at the National
14 Interagency Fire Center (NIFC), Boise, Idaho. The principal mission of the
15 NICC is the cost-effective and timely coordination of land management agency
16 emergency response for wildland fire at the national level. This is accomplished
17 through planning, situation monitoring, and expediting resources orders between
18 the BIA Areas, BLM States, National Association of State Foresters, FWS
19 Regions, FS Regions, NPS Regions, National Weather Service (NWS) Regions,
20 Federal Emergency Management Agency (FEMA) Regions through the United
21 States Fire Administration (USFA), and other cooperating agencies.

22

23 NICC supports non-fire emergencies when tasked by an appropriate agency,
24 such as FEMA, through the National Response Framework. NICC collects and
25 consolidates information from the GACCs and disseminates the National
26 Incident Management Situation Report through the NICC website at
27 <http://www.nifc.gov/nicc/sitreprt.pdf>.

28

29 **Geographic Area Coordination Centers (GACCs)**

30 There are 11 GACCs, each of which serves a specific geographic portion of the
31 United States. Each GACC interacts with the local dispatch centers, as well as
32 with NICC and neighboring GACCs. Refer to the National Interagency
33 Mobilization Guide for a complete directory of GACC locations, addresses, and
34 personnel.

35

36 The principal mission of each GACC is to provide the cost-effective and timely
37 coordination of emergency response for all incidents within the specified
38 geographic area. GACCs are also responsible for determining needs,
39 coordinating priorities, and facilitating the mobilization of resources from their
40 areas to other geographic areas.

41

42 Each GACC prepares an intelligence report that consolidates fire and resource
43 status information received from each of the local dispatch centers in its area.
44 This report is sent to NICC and to the local dispatch centers, caches, and agency
45 managers in the geographic area.

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2 Local Dispatch Centers

3 Local dispatch centers, are located throughout the country as dictated by the
4 needs of fire management agencies. The principal mission of a local dispatch
5 center is to provide safe, timely, and cost-effective coordination of emergency
6 response for all incidents within its specified geographic area. This most often
7 entails the coordination of initial attack responses and the ordering of additional
8 resources when fires escape initial attack.

9

10 Local dispatch centers are also responsible for supplying intelligence
11 information relating to fires and resource status to their GACC and to their
12 agency managers and cooperators. Local dispatch centers may work for or with
13 numerous agencies, but should only report to one GACC.

14

15 Some local dispatch centers are also tasked with law enforcement and agency
16 administrative workloads for non-fire operations; if this is the case, a
17 commensurate amount of funding and training should be provided by the
18 benefiting activity to accompany the increased workload. If a non-wildland fire
19 workload is generated by another agency operating in an interagency dispatch
20 center, the agency generating the additional workload should offset this
21 increased workload with additional funding or personnel.

22

23 Standards for Cooperative Agreements

24

25 Agreement Policy

26 Agreements will be comprised of two components: the actual agreement and an
27 operations plan. The agreement will outline the authority and general
28 responsibilities of each party and the operations plan will define the specific
29 operating procedures.

30

31 Any agreement which obligates federal funds or commits anything of value
32 must be signed by the appropriate warranted contracting officer. Specifications
33 for funding responsibilities should include billing procedures and schedules for
34 payment.

35

36 Any agreement that extends beyond a fiscal year must be made subject to the
37 availability of funds. Any transfer of federal property must be in accordance
38 with federal property management regulations.

39

40 All agreements must undergo periodic joint review; and, as appropriate,
41 revision.

42

43 Assistance in preparing agreements can be obtained from local or state office
44 fire and/or procurement staff.

45

- 1 All appropriate agreements and operating plans will be provided to the servicing
2 dispatch center. The authority to enter into interagency agreements is extensive.
- 3 • **BLM** - *BLM Manual 9200, Departmental Manual 620 DM, the Reciprocal*
4 *Fire Protection Act, 42 U.S.C. 1856, and the Federal Wildland Fire*
5 *Management Policy and Program Review.*
 - 6 • **FWS** - *Service Manual, Departmental Manual 620 DM, and Reciprocal*
7 *Fire Protection Act, 42U.S.C. 1856.*
 - 8 • **NPS** - *Chapter 2, Federal Assistance and Interagency Agreements*
9 *Guideline (DO-20), and the Departmental Manual 620 (DM-620). NPS-*
10 *RM-18, Interagency Agreements, Release Number 1, 02/22/99.*
 - 11 • **FS** - *FSM 1580, 5106.2 and FSH 1509.11.*

12

13 **Elements of an Agreement**

14 The following elements should be addressed in each agreement:

- 15 • The authorities appropriate for each party to enter in an agreement.
- 16 • The roles and responsibilities of each agency signing the agreement.
- 17 • An element addressing the cooperative roles of each participant in
18 prevention, pre-suppression, suppression, fuels, and prescribed fire
19 management operations.
- 20 • Reimbursements/Compensation - All mutually approved operations that
21 require reimbursement and/or compensation will be identified and agreed to
22 by all participating parties through a cost-share agreement. The mechanism
23 and timing of the funding exchanges will be identified and agreed upon.
- 24 • Appropriation Limitations - Parties to this agreement are not obligated to
25 make expenditures of funds or reimbursements of expenditures under terms
26 of this agreement unless the Congress of the United States of America
27 appropriates such funds for that purpose by the Counties of _____, by the
28 Cities of _____, and/or the Governing Board of Fire Commissioners
29 of _____.
- 30 • Liabilities/Waivers - Each party waives all claims against every other party
31 for compensation for any loss, damage, personal injury, or death occurring
32 as a consequence of the performance of this agreement unless gross
33 negligence on any part of any party is determined.
- 34 • Termination Procedure - The agreement shall identify the duration of the
35 agreement and cancellation procedures.
- 36 • A signature page identifying the names of the responsible officials should
37 be included in the agreement.
- 38 • **NPS** - *Refer to DO-20 for detailed instructions and format for developing*
39 *agreements.*

40

41 **Annual Operating Plans (AOPs)**

42 Annual Operating Plan, shall be reviewed, updated, and approved prior to the
43 fire season. The plan may be amended after a major incident as part of a joint
44 debriefing and review.

- 1 • The plan shall contain detailed, specific procedures which will provide for
2 safe, efficient, and effective operations.

3

4 **Elements of an AOP**

5 The following items shall be addressed in the AOP:

6 • **Mutual Aid**

7 The AOP should address that there may be times when cooperators are
8 involved in emergency operations and unable to provide mutual aid. In this
9 case other cooperators may be contacted for assistance.

10 • **Command Structure**

11 Unified command should be used, as appropriate, whenever multiple
12 jurisdictions are involved, unless one or more parties request a single
13 agency incident commander (IC). If there is a question about jurisdiction,
14 fire managers should mutually decide and agree on the command structure
15 as soon as they arrive on the fire; agency administrators should confirm this
16 decision as soon as possible. Once this decision has been made, the
17 incident organization in use should be relayed to all units on the incident as
18 well as dispatch centers. In all cases, the identity of the IC must be made
19 known to all fireline and support personnel.

20 • **Communications**

21 In mutual aid situations, a common designated radio frequency identified in
22 the AOP should be used for incident communications. All incident
23 resources should utilize and monitor this frequency for incident
24 information, tactical use, and changes in weather conditions or other
25 emergency situations. In some cases, because of equipment availability/
26 capabilities, departments/ agencies may have to use their own frequencies
27 for tactical operations, allowing the “common” frequency to be the link
28 between departments. It is important that all department /agencies change
29 to a single frequency or establish a common communications link as soon
30 as practical. Clear text should be used. Avoid personal identifiers, such as
31 names. This paragraph in the Annual Operating Plan shall meet Federal
32 Communications Commission (FCC) requirements for documenting shared
33 use of radio frequencies.

34 • **Distance/Boundaries**

35 Responding and requesting parties should identify any mileage limitations
36 from mutual boundaries where “mutual aid” is either pay or non-pay status.
37 Also, for some fire departments, the mileage issue may not be one of initial
38 attack “mutual aid,” but of mutual assistance. In this situation, you may
39 have the option to make it part of this agreement or identify it as a situation
40 where the request would be made to the agency having jurisdiction, which
41 would then dispatch the fire department.

42 • **Time/Duration**

43 Responding and requesting parties should identify time limitations (usually
44 24 hours) for resources in a non-reimbursable status, and “rental rates”
45 when the resources are in a reimbursable status. Use of geographic area
46 interagency equipment rates is strongly encouraged.

- 1 • **Qualifications/Minimum Requirements**
2 Agencies, under the National Interagency Incident Management System
3 (NIIMS) concept, have agreed to accept cooperator's standards for fire
4 personnel qualifications and equipment during initial attack. Once
5 jurisdiction is clearly established, then the standards of the agency(s) with
6 jurisdiction prevail. This direction may be found in the documents NWCG
7 *Clarification of Qualifications Standards - Initial Attack 6/20/01.*
- 8 • **Reimbursement/Compensation**
9 Compensation should be "standard" for all fire departments in the
10 geographic area. The rates identified shall be used. Reimbursements
11 should be negotiated on a case-by-case basis, as some fire departments may
12 not expect full compensation, but only reimbursement for their actual costs.
13 Vehicles and equipment operated under the federal excess property system
14 will only be reimbursed for maintenance and operating costs.
- 15 • **Cooperation**
16 The annual operating plan will be used to identify how the cooperators will
17 share expertise, training, and information on items such as prevention,
18 investigation, safety, and training.
- 19 • **Dispatch Center**
20 Dispatch centers will ensure all resources know the name of the assigned IC
21 and announce all changes in incident command. Geographic Area
22 Mobilization Guides, Zone Mobilization Guides and Local Mobilization
23 Guides should include this procedure as they are revised for each fire
24 season.

25

26 **Types of Agreements**

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28 **National Interagency Agreements**

29 The national agreement, which serves as an umbrella for interagency assistance
30 among federal agencies is the interagency agreement between the Bureau of
31 Land Management, Bureau of Indian Affairs, National Park Service, Fish and
32 Wildlife Service of the United States Department of the Interior, and the Forest
33 Service of the United States Department of Agriculture. This and other national
34 agreements give substantial latitude while providing a framework for the
35 development of state and local agreements and operating plans.

36

37 **Regional/State Interagency Agreements**

38 Regional and state cooperative agreements shall be developed for mutual aid
39 assistance. These agreements are essential to the fire management program.
40 Concerns for area-wide scope should be addressed through these agreements.

41

42 **Local Interagency Agreements**

43 Local units are responsible for developing agreements or contracts with local
44 agencies and fire departments to meet mutual needs for suppression and/or
45 prescribed fire services.

46

1 **Emergency Assistance**

2 Approved, established interagency emergency assistance agreements are the
3 appropriate and recommended way to provide emergency assistance. If no
4 agreements are established, refer to your agency administrator to determine the
5 authorities delegated to your agency to provide emergency assistance.

6

7 **Contracts**

8 Contracts may be used where they are the most cost-effective means of
9 providing for protection commensurate with established standards. A contract,
10 however, does not absolve an agency administrator of the responsibility for
11 managing a fire program. The office's approved fire management plan must
12 define the role of the contractor in the overall program.

13

14 Contracts should be developed and administered in accordance with federal
15 acquisition regulations. In particular, a contract should specify conditions for
16 abandonment of a fire in order to respond to a new call elsewhere.

17

18 **Domestic Non-Wildland Fire Coordination and Cooperation**

19

20 **Homeland Security Act**

21 The Homeland Security Act of 2002 (Public Law 107-296) established the
22 Department of Homeland Security (DHS) with the mandate and legal authority
23 to protect the American people from the continuing threat of terrorism. In the
24 act, Congress also assigned DHS as the primary focal point regarding natural
25 and manmade crises and emergency planning.

26

27 **Stafford Act Disaster Relief and Emergency Assistance**

28 The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public
29 Law 93-288, as amended) establishes the programs and processes for the Federal
30 Government to provide disaster and emergency assistance to states, local
31 governments, tribal nations, individuals, and qualified private non-profit
32 organizations. The provisions of the Stafford Act cover all hazards including
33 natural disasters and terrorist events. In a major disaster or emergency as
34 defined by the act, the President "may direct any federal agency, with or without
35 reimbursement, to utilize its authorities and the resources granted to it under
36 federal law (including personnel, equipment, supplies, facilities, managerial,
37 technical, and advisory services) in support of state and local assistance efforts."

38

39 **Homeland Security Presidential Directive-5**

40 Homeland Security Presidential Directive (HSPD-5), Management of Domestic
41 Incidents, February 28, 2003, is intended to enhance the ability of the United
42 States to manage domestic incidents by establishing a single, comprehensive
43 national incident management system. HSPD-5 designates the Secretary of
44 Homeland Security and the Principal Federal Official (PFO) for domestic
45 incident management and empowers the Secretary to coordinate Federal

1 resources used in response to or recovery from terrorist attacks, major disasters,
2 or other emergencies in specific cases.

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5 **National Incident Management System (NIMS)**

6 HSPD-5 directed that the DHS Secretary develop and administer a National
7 Incident Management System to provide a consistent, nationwide approach for
8 Federal, State, and local governments to work effectively and efficiently
9 together to prepare for, respond to, and recover from domestic incidents,
10 regardless of cause, size, or complexity. To provide for interoperability and
11 compatibility among federal, state, and local capabilities, the NIMS will include
12 a core set of concepts, principles, terminology, and technologies covering the
13 incident command system; multi-agency coordination systems; unified
14 command; training; identification and management of resources (including
15 systems for classifying types of resources); qualifications and certification; and
16 the collection, tracking, and reporting of incident information and incident
17 resources.

18

19 **National Response Plan**

20 Federal disaster relief and emergency assistance are managed under the
21 Department of Homeland Security/Emergency Preparedness and
22 Response/Federal Emergency Management Agency (DHS/EPR/FEMA) using
23 the National Response Plan (NRP). The NRP, using the NIMS, is an all-hazards
24 plan that establishes a single, comprehensive framework for the management of
25 domestic incidents. The NRP provides the structure and mechanisms for the
26 coordination of Federal support to State, local, and tribal incident managers; and
27 for exercising direct Federal authorities and responsibilities.

28

29 **Emergency Support Function (ESF) Annexes**

30 The NRP includes 15 Emergency Support Function (ESF) Annexes, which are a
31 component of the NRP that detail the mission, policies, structures, and
32 responsibilities of Federal agencies for coordinating resource and programmatic
33 support to the States, tribes, and other federal agencies or other jurisdictions and
34 entities during Incidents of National Significance. Each ESF Annex identifies
35 the ESF coordinator and the primary and support agencies pertinent to the ESF.
36 The primary agency serves as a Federal executive agent under the Federal
37 Coordinating Officer to accomplish the ESF mission. Support agencies, when
38 requested by the DHS or the designated ESF primary agency, are responsible for
39 conducting operations using their own authorities, subject-matter experts,
40 capabilities, or resources. USDA-FS is the coordinator and primary agency for
41 ESF #4 – Firefighting. Other USDA-FS and DOI responsibilities are:

42

ESF Support Annex	USDA Role	DOI Role
#01 Transportation	Support	Support
#02 Communications	Support	Support

#03 Public Works and Engineering	Support	Support
#04 Firefighting	Coord. & Primary	Support
#05 Emergency Management	Support	Support
#06 Mass Care, Housing, & Human Services	Support	Support
#07 Resource Support	Support	
#08 Public Health and Medical Services	Support	
#09 Urban Search and Rescue	Support	
#10 Oil and HazMat Response	Support	Support
#11 Agriculture and Natural Resources		Primary
#12 Energy		Support
#13 Public Safety and Security	Support	Support
#14 Long-term Community Recovery and Mitigation		Support
#15 External Affairs		Support

1
 2 **Non-Stafford Act Non-Wildland Fire Coordination and Cooperation**
 3 In an actual or potential Incident of National Significance that is not
 4 encompassed by the Stafford Act, the President may instruct a Federal
 5 department or agency, subject to any statutory limitations on the department or
 6 agency, to utilize the authorities and resources granted to it by Congress. In
 7 accordance with Homeland Security Presidential Directive-5, Federal
 8 departments and agencies are expected to provide their full and prompt support,
 9 cooperation, available resources, consistent with their own responsibilities for
 10 protecting national security.

11
 12 **International Wildland Fire Coordination and Cooperation**

13
 14 **U.S. - Mexico Cross Border Cooperation on Wildland Fires**

15 In June of 1999, the Department of Interior and the Department of Agriculture
 16 signed a Wildfire Protection Agreement with Mexico. The agreement has two
 17 purposes:

- 18 • To enable wildfire protection resources originating in the territory of one
 19 country to cross the United States-Mexico border in order to suppress
 20 wildfires on the other side of the border within the zone of mutual
 21 assistance (10 miles/16 kilometers) in appropriate circumstances.
- 22 • To give authority for Mexican and U.S. fire management organizations to
 23 cooperate on other fire management activities outside the zone of mutual
 24 assistance.

25
 26 National Operational Guidelines for this agreement are located in Chapter 40 of
 27 the *National Interagency Mobilization Guide*. These guidelines cover issues at

1 the national level and also provide a template for those issues that need to be
2 addressed in local operating plans. The local operating plans identify how the
3 agreement will be implemented by the GACCs (and Zone Coordination Centers)
4 that have dispatching responsibility on the border. The local operating plans
5 will provide the standard operational procedures for wildfire suppression
6 resources that could potentially cross the U.S. border into Mexico.

7

8 **U.S. - Canada, Reciprocal Forest Firefighting Arrangement**

9 Information about United States - Canada cross border support is located in
10 Chapter 40 of the National Interagency Mobilization Guide. This chapter
11 provides policy guidance, which was determined by an exchange of diplomatic
12 notes between the U.S. and Canada in 1982. This chapter also provides
13 operational guidelines for the Canada - U.S. Reciprocal Forest Fire Fighting
14 Arrangement. These guidelines are updated yearly.

15

16 **U.S. - Australia/New Zealand Wildland Fire Arrangement**

17 Information about United States - Australia/New Zealand support is located in
18 Chapter 40 of the National Interagency Mobilization Guide. This chapter
19 provides a copy of the arrangements signed between the U.S. and the states of
20 Australia and the country of New Zealand for support to one another during
21 severe fire seasons. It also contains the Annual Operating Plan that provides
22 more detail on the procedures, responsibilities, and requirements used during
23 activation.

24

25 **International Non-Wildland Fire Coordination and Cooperation**

26

27 **International Disasters Support**

28 Federal wildland fire employees may be requested through the Forest Service, to
29 support the U.S. Government's (USG) response to international disasters by
30 serving on Disaster Assistance Response Teams (DARTs). A DART is the
31 operational equivalent of an ICS team used by the U.S. Agency for International
32 Development's Office of Foreign Disaster Assistance (OFDA) to provide an on-
33 the-ground operational capability at the site of an international disaster. Prior to
34 being requested for a DART assignment, employees will have completed a
35 weeklong DART training course covering information about:

- 36 • USG agencies charged with the responsibility to coordinate USG responses
37 to international disaster.
- 38 • The purpose, organizational structure, and operational procedures of a
39 DART.
- 40 • How the DART relates to other international organizations and countries
41 during an assignment. Requests for these assignments are coordinated
42 through the FS International Programs, Disaster Assistance Support
43 Program (DASP).
- 44 • DART assignments should not be confused with technical exchange
45 activities, which do not require DART training. More information about

- 1 DARTs can be obtained at the FS International Program's website:
- 2 <http://www.fs.fed.us/global/aboutus/dasp/welcome.htm>.