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Chapter 08 Interagency Coordination & Cooperation

Introduction

Fire management planning, preparedness, prevention, suppression, XXX 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 XXX Chapter 40 of the *National Interagency Mobilization Guide* XXX (NFES #2092) online at: <http://www.nifc.gov/nicc/mobguide/CHAPTER40.pdf>

1 National Wildland Fire XXX Oversight Management Structure

2

3 Wildland Fire Leadership Council (WFLC)

4 The WFLC is a cooperative, interagency organization dedicated to achieving
5 consistent implementation of the goals, actions, and policies in the National Fire
6 Plan and the Federal Wildland Fire Management Policy. The WFLC provides
7 leadership and oversight to ensure policy coordination, accountability and
8 effective implementation of the National Fire Plan and the Federal Wildland
9 Fire Management Policy.

10

11 XXX The WFLC consists of the Department of Agriculture's Undersecretary for
12 Natural Resources and the Environment and the Chief of the U.S. Forest
13 Service, the Department of the Interior's Directors of the National Park Service,
14 Fish and Wildlife Service, Bureau of Land Management, the Assistant Secretary
15 of Indian Affairs and the Chief of Staff to the Secretary of the Interior.

16

17 XXX The Council consists of the Department of Agriculture's Undersecretary
18 for Natural Resources and the Environment and the Chief of the U.S. Forest
19 Service; the Department of the Interior's Directors of the National Park Service,
20 the Fish and Wildlife Service, and the Bureau of Land Management, the
21 Assistant Secretary of Indian Affairs and the Chief of Staff to the Secretary of
22 the Interior; the Department of Homeland Security's U.S. Fire Administration;
23 the Intertribal Timber Council; the Western Governors Association; the National
24 Association of State Foresters; and the National Association of Counties.
25 Staffing the Council will be coordinated by the Department of Agriculture's
26 Office of Fire and Aviation Management and the Department of the Interior's
27 Office of Wildland Fire Coordination.

28

29 XXX Fire Executive Council (FEC)

30 The Fire Executive Council provides coordinated interagency federal executive
31 level wildland fire policy leadership, direction, and program oversight.

32

33 Members include the Director, USDA FS Fire & Aviation Management, the
34 Director, DOI Office of Wildland Fire Coordination, the BLM Assistant
35 Director, Office of Fire and Aviation Management, the NPS Associate Director,
36 Visitor and Resource Protection, the FWS Assistant Director, National Wildlife
37 Refuge System the BIA Deputy Director, Trust and Services, the Associate
38 Director, DOI Aviation Management Division, the Administrator, DHS U. S.
39 Fire Administration, and the Chair, NWCG, in an ex officio capacity

40

41 Office of Wildland Fire Coordination (OWFC)

42 The OWFC is a Department of the Interior organization responsible for
43 managing, coordinating and overseeing the Department's wildland fire
44 management programs and policies. They include: smoke management,
45 preparedness, suppression, emergency stabilization and rehabilitation, rural fire
46 assistance, prevention, biomass, hazardous fuels, budget and financial

1 initiatives, and information technology. The OWFC also coordinates with
2 interagency partners including government and non-government groups.

3

4 **National Wildfire Coordinating Group (NWCG)**

5 The NWCG is made up of the USDA FS; four Department of the Interior
6 agencies: BLM, NPS, BIA, and the FWS; Intertribal Timber Council, U.S. Fire
7 Administration, and state forestry agencies through the National Association of
8 State Foresters (NASF). The mission of the NWCG is to provide leadership in
9 establishing and maintaining consistent interagency standards and guidelines,
10 qualifications, and communications for wildland fire management. Its goal is to
11 provide more effective execution of each agency's fire management program.
12 The group provides a formalized system to agree upon standards of training,
13 equipment, qualifications, and other operational functions.

14

15 **Multi-Agency Management and Coordination**

16

17 **National Multi-Agency Coordinating (NMAC) Group**

18 National multi-agency coordination is overseen by the NMAC Group, which
19 consists of one representative each from the following agencies: BLM, FWS,
20 NPS, BIA, FS, NASF, and the USFA, who have been delegated authority by
21 their respective agency directors to manage wildland fire operations on a
22 national scale when fire management resource shortages are probable. The
23 delegated authorities include:

- 24 • Provide oversight of general business practices between the NMAC group
25 and the Geographic Area Multi-Agency Coordination groups.
- 26 • Establish priorities among geographic areas.
- 27 • Activate and maintain a ready reserve of national resources for assignment
28 directly by NMAC as needed.
- 29 • Implement decisions of the NMAC.

30

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

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

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

41

42 **National Dispatch/Coordination System**

43

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

- 45 • National

- 1 • Geographic
- 2 • Local

3

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

- 8 • ~~XXX BLM/FS—Any geographic area or local dispatch center using a~~
9 ~~dispatch structure outside the approved three-tier system must XXX~~
10 ~~annually and request written authorization from the DOI agency National~~
11 ~~Office or USFS Regional Office. *Director, Office of Fire and Aviation or*~~
12 ~~*Forest Service Regional Director of Fire and Aviation.*~~

13

14 **National Interagency Coordination Center (NICC)**

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

23

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

29

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

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

36

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

42

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

1 **Local Dispatch Centers**

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

8
9 Local dispatch centers are also responsible for supplying intelligence
10 information relating to fires and resource status to their GACC and to their
11 agency managers and cooperators. Local dispatch centers may work for or with
12 numerous agencies, but should only report to one GACC.

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

20

21 **Local and Geographic Area Drawdown**

22

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

- 28 • Ensure adequate fire suppression capability for local and/or geographic area
29 managers.
- 30 • Enable sound planning and preparedness at all management levels.

31

32 Although drawdown resources are considered unavailable outside the local or
33 geographic area for which they have been identified, they may still be
34 reallocated by the Geographic Area or National MAC to meet higher priority
35 obligations.

36

37 **Establishing Drawdown Levels**

38 Local drawdown is established by the local unit and/or the local MAC group and
39 implemented by the local dispatch office. The local dispatch office will notify
40 the Geographic Area Coordination Center (GACC) of local drawdown decisions
41 and actions.

42

43 Geographic area drawdown is established by the GMAC and implemented by
44 the GACC. The GACC will notify the local dispatch offices and the National
45 Interagency Coordination Center (NICC) of geographic area drawdown decision
46 and actions.

1 National Ready Reserve (NRR)

2

3 NRR is a means by which the NMAC identifies and readies specific categories,
4 types and XXX numbers quantities of fire suppression resources in order to
5 maintain overall national readiness during periods of actual or predicted national
6 suppression resource scarcity.

7

8 NRR implementation responsibilities are as follows:

- 9 • NMAC establishes national ready reserve requirements by resource
10 category, type and XXX number quantity.
- 11 • NICC implements NMAC intent by directing individual GACCs to place
12 specific categories, types, and XXX numbers quantities of resources on
13 national ready reserve.
- 14 • GACCs direct local dispatch centers and/or assigned IMTs to specifically
15 identify resources to be placed on national ready reserve.
- 16 • GACCs provide NICC specific names of national ready reserve resources.
- 17 • NICC mobilizes national ready reserve assets through normal coordination
18 system channels as necessary.

19

20 National ready reserve resources must meet the following requirements:

- 21 • May be currently assigned to ongoing incidents.
- 22 • Must be able to demobe and be enroute to new assignment in less than 2
23 hours.
- 24 • Resources must have XXX at least a minimum of 7 days left in 14 day
25 rotation (extensions will not be factored in this calculation).
- 26 • May be assigned to incidents after being designated ready reserve, XXX in
27 coordination with NICC.
- 28 • Designated ready reserve resources may be adjusted on a daily basis.

29

30 NMAC will adjust ready reserve requirements as needed. Furthermore, in order
31 to maintain national surge capability, the NMAC may retain available resources
32 within a geographic area, over and above the established geographic area
33 drawdown level.

34

35 National Interagency Mobilization Guide

36

37 The *National Interagency Mobilization Guide* (NFES 2092) identifies standard
38 procedures which guide the operations of multi-agency logistical support
39 activity throughout the coordination system. The guide is intended to facilitate
40 interagency dispatch coordination, ensuring timely and cost effective incident
41 support. Local and Geographic Area Mobilization Guides should be used to
42 supplement the *National Interagency Mobilization Guide*.

43

44

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1 Interagency Incident Business Management Handbook

2

3 All federal agencies have adopted the NWCG *Interagency Incident Business*
4 *Management Handbook* (IIBMH) as the official guide to provide execution of
5 each agency's incident business management program. Unit offices, geographic
6 areas, or NWCG may issue supplements, as long as policy or conceptual data is
7 not changed.

8

9 Since consistent application of interagency policies and guidelines is essential,
10 procedures in the IIBMH will be followed. Agency manuals provide a bridge
11 between manual sections and the IIBMH so that continuity of agency manual
12 systems is maintained and all additions, changes, and supplements are filed in a
13 uniform manner.

- 14 • *BLM - The IIBMH replaces BLM Manual Section 1111.*
- 15 • *FWS - Refer to Service Manual 095 FW 3 Wildland Fire Management.*
- 16 • *NPS - Refer to RM-18.*
- 17 • *FS - Refer to FSH 5109.34.*

18

19 Standards for Cooperative Agreements

20

21 Agreement Policy

22 Agreements will be comprised of two components: the actual agreement and an
23 operations plan. The agreement will outline the authority and general
24 responsibilities of each party and the operations plan will define the specific
25 operating procedures.

26

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

31

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

35

36 All agreements must undergo periodic joint review; and, as appropriate,
37 revision.

38

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

41

42 All appropriate agreements and operating plans will be provided to the servicing
43 dispatch center. The authority to enter into interagency agreements is extensive.

- 44 • *BLM - BLM Manual 9200, Departmental Manual 620 DM, the Reciprocal*
45 *Fire Protection Act, 42 U.S.C. 1856, and the Federal Wildland Fire*
46 *Management Policy and Program Review.*

- 1 • *FWS - Service Manual, Departmental Manual 620 DM, and Reciprocal Fire*
- 2 *Protection Act, 42U.S.C. 1856.*
- 3 • *NPS - Chapter 2, Federal Assistance and Interagency Agreements*
- 4 *Guideline (DO-20), and the Departmental Manual 620 (DM-620). NPS-*
- 5 *RM-18, Interagency Agreements, Release Number 1, 02/22/99.*
- 6 • *FS - FSM 1580, 5106.2 and FSH 1509.11.*

8 Types of Agreements

10 National Interagency Agreements

11 The national agreement, which serves as an umbrella for interagency assistance
12 among federal agencies is the interagency agreement between the Bureau of
13 Land Management, Bureau of Indian Affairs, National Park Service, Fish and
14 Wildlife Service of the United States Department of the Interior, and the Forest
15 Service of the United States Department of Agriculture. This and other national
16 agreements give substantial latitude while providing a framework for the
17 development of state and local agreements and operating plans.

19 Regional/State Interagency Agreements

20 Regional and state cooperative agreements shall be developed for mutual **XXX**
21 **aid** assistance. These agreements are essential to the fire management program.
22 Concerns for area-wide scope should be addressed through these agreements.

24 Local Interagency Agreements

25 Local units are responsible for developing agreements **XXX or contracts** with
26 local agencies and fire departments to meet mutual needs for suppression and/or
27 prescribed fire services.

29 Emergency Assistance

30 Approved, established **XXX interagency emergency assistance reimbursable**
31 agreements are the appropriate and recommended way to provide emergency
32 assistance. If no agreements are established, refer to your agency administrator
33 to determine the authorities delegated to your agency to provide emergency
34 assistance.

36 Contracts

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

42
43 Contracts should be developed and administered in accordance with federal
44 acquisition regulations. In particular, a contract should specify conditions for
45 abandonment of a fire in order to respond to a new call elsewhere.

46

1 Elements of an Agreement

2

3 The following elements should be addressed in each agreement:

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

30

31 Annual Operating Plans (AOPs)

32

33 Annual Operating Plans shall be reviewed, updated, and approved prior to the
34 fire season. The plan may be amended after a major incident as part of a joint
35 debriefing and review. The plan shall contain detailed, specific procedures
36 which will provide for safe, efficient, and effective operations.

37

38 XXX General Elements of an AOP39 The following items **XXX-shall should** be addressed in the AOP:

- 40 ● **Mutual Aid**
41 The AOP should address that there may be times when cooperators are
42 involved in emergency operations and unable to provide mutual aid. In this
43 case other cooperators may be contacted for assistance.
- 44 ● **Command Structure**

1 Unified command should be used, as appropriate, whenever multiple
2 jurisdictions are involved, unless one or more parties request a single
3 agency IC. If there is a question about jurisdiction, fire managers should
4 mutually decide and agree on the command structure as soon as they arrive
5 on the fire; agency administrators should confirm this decision as soon as
6 possible. Once this decision has been made, the incident organization in
7 use should be relayed to all units on the incident as well as dispatch centers.
8 In all cases, the identity of the IC must be made known to all fireline and
9 support personnel.

10 • **Communications**

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

24 • **Distance/Boundaries**

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

32 • **Time/Duration**

33 Responding and requesting parties should identify time limitations (usually
34 24 hours) for resources in a non-reimbursable status, and “~~XXX rental~~
35 reimbursable rates” when the resources are in a reimbursable status. ~~XXX~~
36 Use of geographic area interagency equipment rates is strongly encouraged.

37 • **Qualifications/Minimum Requirements**

38 ~~XXX Agencies, under the National Interagency Incident Management~~
39 ~~System (NIIMS) concept, have agreed to accept cooperator’s standards for~~
40 ~~fire personnel qualifications and equipment during initial attack. Once~~
41 ~~jurisdiction is clearly established, then the standards of the agency(s) with~~
42 ~~jurisdiction prevail. This direction may be found in the documents NWCG~~
43 ~~Clarification of Qualifications Standards—Initial Attack 6/20/01.~~

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1 XXX As per the NWCG memorandum *Qualification Standards During*
2 *Initial Action, March 22, 2004* and the PMS 310-1 *Wildland Fire*
3 *Qualification System Guide*:

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

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

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

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

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

20 The AOP should address qualification and certification standards applicable
21 to the involved parties.

22 • **Reimbursement/Compensation**

23 XXX Compensation should be "standard" for all fire departments in the
24 geographic area. The rates identified shall be used. Reimbursements
25 should be negotiated on a case by case basis, as some fire departments may
26 not expect full compensation, but only reimbursement for their actual costs.
27 Compensation shall be as close to actual expenditures as possible. This
28 should be clearly identified in the AOP. Vehicles and equipment operated
29 under the federal excess property system will only be reimbursed for
30 maintenance and operating costs.

31 • **Cooperation**

32 The annual operating plan will be used to identify how the cooperators will
33 share expertise, training, and information on items such as prevention,
34 investigation, safety, and training.

35 • **XXX Agency Reviews and Investigations**

36 Annual operating plans should describe processes for conducting agency
37 specific reviews and investigations.

38 • **Dispatch Centers**

39 Dispatch centers will ensure all resources know the name of the assigned IC
40 and announce all changes in incident command. Geographic Area
41 Mobilization Guides, Zone Mobilization Guides and Local Mobilization
42 Guides should include this procedure as they are revised for each fire
43 season.

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1 XXX Fiscal Responsibility Elements of an AOP**2 Annual Operating Plans should address the following:**

- 3 • The level of communication required with neighboring jurisdictions**
4 regarding the management of all wildland fires, especially those with
5 objectives that include benefit.
- 6 • The level of communication required with neighboring jurisdictions**
7 regarding suppression resource availability and allocation, especially for
8 wildland fires with objectives that include benefit.
- 9 • Identify how to involve all parties in developing the strategy and tactics to**
10 be used in preventing wildland fire from crossing the jurisdictional
11 boundary, and how all parties will be involved in developing mitigations
12 which would be used if a wildland fire does cross jurisdictional boundaries.
- 13 • Jurisdictions, which may include state and private lands, should identify the**
14 conditions under which wildland fire may be managed to achieve benefit,
15 and the information or criteria that will be used to make that determination
16 (e.g. critical habitat, hazardous fuels and land management planning
17 documents).
- 18 • Jurisdictions will identify conditions under which cost efficiency may**
19 dictate where suppression strategies and tactical actions are taken (i.e. it
20 may be more cost effective to put the containment line along an open
21 grassland than along a mid-slope in timber). Points to consider include loss
22 and benefit to land, resource, social and political values, and existing legal
23 statutes.
- 24 • The cost-sharing methodologies that will be utilized should wildfire spread**
25 to a neighboring jurisdiction in a location where fire is not wanted.
- 26 • The cost-share methodologies that will be used should a jurisdiction accept**
27 or receive a wildland fire and manage it to create benefit.
- 28 • Any distinctions in what cost-share methodology will be used if the reason**
29 the fire spreads to another jurisdiction is attributed to a strategic decision,
30 versus environmental conditions (weather, fuels, and fire behavior) or
31 tactical considerations (firefighter safety, resource availability) that preclude
32 stopping the fire at jurisdictional boundaries. Examples of cost-sharing
33 methodologies may include, but are not limited to, the following:
34 When a wildland fire that is being managed for benefit spreads to a
35 neighboring jurisdiction because of strategic decisions, and in a
36 location where fire is not wanted, the managing jurisdiction shall be
37 responsible for wildfire suppression costs.
38 In those situations where weather, fuels or fire behavior of the wildland
39 fire precludes stopping at jurisdiction boundaries cost-share
40 methodologies may include, but are not limited to:
 - 41 a) Each jurisdiction pays for its own resources – fire suppression**
42 efforts are primarily on jurisdictional responsibility lands,
 - 43 b) Each jurisdiction pays for its own resources – services rendered**
44 approximate the percentage of jurisdictional responsibility, but not
45 necessarily performed on those lands,

- 1 c) Cost share by percentage of ownership,
2 d) Cost is apportioned by geographic division. Examples of
3 geographic divisions are: Divisions A and B (using a map as an
4 attachment); privately owned property with structures; or specific
5 locations such as campgrounds,
6 e) Reconciliation of daily estimates (for larger, multi-day incidents).
7 This method relies upon daily agreed to cost estimates, using Incident
8 Action Plans or other means to determine multi-Agency
9 contributions. Reimbursements can be made upon estimates instead
10 of actual bill receipts.

11
12 XXX For further information, refer to *NWCG Memorandum #009-2009*
13 *Revisions to the Annual Operating Plans for Master Cooperative Fire and*
14 *Stafford Act Agreements due to Implementation of Revised Guidance for the*
15 *Implementation of Federal Wildland Fire Management Policy, April 13, 2009*
16

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

18 19 **Homeland Security Act**

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

25 26 **Stafford Act Disaster Relief and Emergency Assistance**

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

38 **Homeland Security Presidential Directive-5**

39 Homeland Security Presidential Directive (HSPD-5), Management of Domestic
40 Incidents, February 28, 2003, is intended to enhance the ability of the United
41 States to manage domestic incidents by establishing a single, comprehensive
42 national incident management system. HSPD-5 designates the Secretary of
43 Homeland Security and the Principal Federal Official (PFO) for domestic
44 incident management and empowers the Secretary to coordinate Federal
45 resources used in response to or recovery from terrorist attacks, major disasters,
46 or other emergencies in specific cases.

Release Date: January 2011

08-13

1 National Response Framework

2 Federal disaster relief and emergency assistance are managed under the
3 Department of Homeland Security/Emergency Preparedness and
4 Response/Federal Emergency Management Agency (DHS/EPR/FEMA) using
5 the National Response Framework (NRF). The NRF, using the **XXX National**
6 **Incident Management System (NIMS), is an all-hazards plan that** establishes a
7 single, comprehensive framework for the management of domestic incidents.
8 The NRF provides the structure and mechanisms for the coordination of federal
9 support to state, local, and tribal incident managers; and for exercising direct
10 federal authorities and responsibilities. **XXX Information about the National**
11 **Response Framework can be found at:**
12 <http://www.fema.gov/emergency/nrf/index.htm>
13

14 National Incident Management System (NIMS)

15 HSPD-5 directed that the DHS Secretary develop and administer a National
16 Incident Management System to provide a consistent, nationwide approach for
17 Federal, State, and local governments to work effectively and efficiently
18 together to prepare for, respond to, and recover from domestic incidents,
19 regardless of cause, size, or complexity. To provide for interoperability and
20 compatibility among federal, state, and local capabilities, the NIMS will include
21 a core set of concepts, principles, terminology, and technologies covering the
22 incident command system; multi-agency coordination systems; unified
23 command; training; identification and management of resources (including
24 systems for classifying types of resources); qualifications and certification; and
25 the collection, tracking, and reporting of incident information and incident
26 resources.
27

28 Emergency Support Function (ESF) Annexes

29 Emergency Support Function (ESF) Annex is the component of the NRF that
30 details the mission, policies, structures, and responsibilities of federal agencies.
31 They are utilized for coordinating resource and programmatic support to the
32 states, tribes, and other federal agencies or other jurisdictions and entities during
33 Incidents of National Significance. Each ESF Annex identifies the ESF
34 coordinator and the primary and support agencies pertinent to the ESF. The
35 primary agency serves as a federal executive agent under the Federal
36 Coordinating Officer to accomplish the ESF mission. Support agencies, when
37 requested by the DHS or the designated ESF primary agency, are responsible for
38 conducting operations using their own authorities, subject-matter experts,
39 capabilities, or resources. Except for Alaska, USDA-FS is the coordinator and
40 primary agency for ESF #4 - Firefighting. For ESF #4 operations that occur in
41 the State of Alaska, the operational lead is the Department of the Interior
42 (DOI)/Bureau of Land Management. See
43 <http://www.fema.gov/pdf/emergency/nrf/nrf-esf-04.pdf> for further information.
44
45
46

1 Other USDA-FS and DOI responsibilities are:

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, Emergency Assistance, Housing, & Human Services	Support	Support
#07 Logistics Management and Resources Support	Support	
#08 Public Health and Medical Services	Support	
#09 Search and Rescue	Support	Primary
#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		Support
#15 External Affairs		Support

2

3 **Non-Stafford Act Non-Wildland Fire Coordination and Cooperation**

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

12

13 **International Wildland Fire Coordination and Cooperation**

14

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

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

- 19 • To enable wildfire protection resources originating in the territory of one
 20 country to cross the United States-Mexico border in order to suppress
 21 wildfires on the other side of the border within the zone of mutual
 22 assistance (10 miles/16 kilometers) in appropriate circumstances.

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- 1 • To give authority for Mexican and U.S. fire management organizations to
2 cooperate on other fire management activities outside the zone of mutual
3 assistance.
4
- 5 National Operational Guidelines for this agreement are located in Chapter 40 of
6 the *National Interagency Mobilization Guide* XXX available online. These
7 guidelines cover issues at the national level and also provide a template for those
8 issues that need to be addressed in local operating plans. The local operating
9 plans identify how the agreement will be implemented by the GACCs (and Zone
10 Coordination Centers) that have dispatching responsibility on the border. The
11 local operating plans will provide the standard operational procedures for
12 wildfire suppression resources that could potentially cross the U.S. border into
13 Mexico.

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

15 Information about United States - Canada cross border support is located in
16 Chapter 40 of the *National Interagency Mobilization Guide* XXX available
17 online. This chapter provides policy guidance, which was determined by an
18 exchange of diplomatic notes between the U.S. and Canada in 1982. This
19 chapter also provides operational guidelines for the Canada - U.S. Reciprocal
20 Forest Fire Fighting Arrangement. These guidelines are updated yearly.
21

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

23 Information about United States - Australia/New Zealand support is located in
24 Chapter 40 of the *National Interagency Mobilization Guide* XXX available
25 online. This chapter provides a copy of the arrangements signed between the
26 U.S. and the states of Australia and the country of New Zealand for support to
27 one another during severe fire seasons. It also contains the AOP that provides
28 more detail on the procedures, responsibilities, and requirements used during
29 activation.
30

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

32 **International Disasters Support**

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

- 42 • USG agencies charged with the responsibility to coordinate USG responses
43 to international disaster.
- 44 • The purpose, organizational structure, and operational procedures of a
45 DART.
46

- 1 • How the DART relates to other international organizations and countries
- 2 during an assignment. Requests for these assignments are coordinated
- 3 through the FS International Programs, Disaster Assistance Support
- 4 Program (DASP).
- 5 • DART assignments should not be confused with technical exchange
- 6 activities, which do not require DART training.
- 7
- 8 More information about DARTs can be obtained at the FS International
- 9 Program's website: <http://www.fs.fed.us/global/aboutus/dasp/welcome.htm>.