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Chapter 08 Interagency Coordination & Cooperation

Introduction

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

1 National Wildland Fire 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 The Council 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 the Fish and Wildlife Service, and the Bureau of Land Management, the
15 Assistant Secretary of Indian Affairs and the Chief of Staff to the Secretary of
16 the Interior; the Department of Homeland Security's U.S. Fire Administration;
17 the Intertribal Timber Council; the Western Governors Association; the National
18 Association of State Foresters; and the National Association of Counties.
19 Staffing the Council will be coordinated by the Department of Agriculture's
20 Office of Fire and Aviation Management and the Department of the Interior's
21 Office of Wildland Fire Coordination.

22

23 Fire Executive Council (FEC)

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

26

27 Members include the Director, USDA FS Fire & Aviation Management; the
28 Director, DOI Office of Wildland Fire Coordination; the BLM Assistant
29 Director, Office of Fire and Aviation Management; the NPS Associate Director,
30 Visitor and Resource Protection; the FWS Assistant Director, National Wildlife
31 Refuge System; the BIA Deputy Director, Trust and Services; the Associate
32 Director, DOI Aviation Management Division; the Administrator, DHS U. S.
33 Fire Administration; and the Chair, NWCG, in an ex officio capacity

34

35 Office of Wildland Fire Coordination (OWFC)

36 The OWFC is a Department of the Interior organization responsible for
37 managing, coordinating and overseeing the Department's wildland fire
38 management programs and policies. They include: smoke management,
39 preparedness, suppression, emergency stabilization and rehabilitation, rural fire
40 assistance, prevention, biomass, hazardous fuels, budget and financial
41 initiatives, and information technology. The OWFC also coordinates with
42 interagency partners including government and non-government groups.

43

44 National Wildfire Coordinating Group (NWCG)

45 The NWCG is made up of the USDA FS; four Department of the Interior
46 agencies: BLM, NPS, BIA, and the FWS; Intertribal Timber Council; U.S. Fire

1 Administration; and state forestry agencies through the National Association of
2 State Foresters (NASF). The mission of the NWCG is to provide leadership in
3 establishing and maintaining consistent interagency standards and guidelines,
4 qualifications, and communications for wildland fire management. Its goal is to
5 provide more effective execution of each agency's fire management program.
6 The group provides a formalized system to agree upon standards of training,
7 equipment, qualifications, and other operational functions.

8

9 **Multi-Agency Management and Coordination**

10

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

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

- 18 • Provide oversight of general business practices between the NMAC group
19 and the Geographic Area Multi-Agency Coordination groups.
- 20 • Establish priorities among geographic areas.
- 21 • Activate and maintain a ready reserve of national resources for assignment
22 directly by NMAC as needed.
- 23 • Implement decisions of the NMAC.

24

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

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

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

35

36 **National Dispatch/Coordination System**

37

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

- 39 • National
- 40 • Geographic
- 41 • Local

42

43 Logistical dispatch operations occur at all three levels, while initial attack
44 dispatch operations occur primarily at the local level. Any geographic area or
45 local dispatch center using a dispatch system outside the three-tier system must

1 justify why a non-standard system is being used and request written
2 authorization from the DOI National Office or USFS Regional Office.

3

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

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

13

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

19

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

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

26

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

32

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

37

38 **Local Dispatch Centers**

39 Local dispatch centers are located throughout the country as dictated by the
40 needs of fire management agencies. The principal mission of a local dispatch
41 center is to provide safe, timely, and cost-effective coordination of emergency
42 response for all incidents within its specified geographic area. This entails the
43 coordination of initial attack responses and the ordering of additional resources
44 when fires escape initial attack.

45

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

5
6 Some local dispatch centers are also tasked with law enforcement and agency
7 administrative workloads for non-fire operations; if this is the case, a
8 commensurate amount of funding and training should be provided by the
9 benefiting activity to accompany the increased workload. If a non-wildland fire
10 workload is generated by another agency operating in an interagency dispatch
11 center, the agency generating the additional workload should offset this
12 increased workload with additional funding or personnel.

13 **Local and Geographic Area Drawdown**

14
15
16 Drawdown is the predetermined number and type of suppression resources that
17 are required to maintain viable initial attack (IA) capability at either the local or
18 geographic area. Drawdown resources are considered unavailable outside the
19 local or geographic area for which they have been identified. Drawdown is
20 intended to:

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

24
25 Although drawdown resources are considered unavailable outside the local or
26 geographic area for which they have been identified, they may still be
27 reallocated by the Geographic Area or National MAC to meet higher priority
28 obligations.

29 **Establishing Drawdown Levels**

30
31 Local drawdown is established by the local unit and/or the local MAC group and
32 implemented by the local dispatch office. The local dispatch office will notify
33 the Geographic Area Coordination Center (GACC) of local drawdown decisions
34 and actions.

35
36 Geographic area drawdown is established by the GMAC and implemented by
37 the GACC. The GACC will notify the local dispatch offices and the National
38 Interagency Coordination Center (NICC) of geographic area drawdown decision
39 and actions.

40 **National Ready Reserve (NRR)**

41
42
43 NRR is a means by which the NMAC identifies and readies specific categories,
44 types and quantities of fire suppression resources in order to maintain overall
45 national readiness during periods of actual or predicted national suppression
46 resource scarcity.

- 1 NRR implementation responsibilities are as follows:
- 2 • NMAC establishes national ready reserve requirements by resource
 - 3 category, type and quantity.
 - 4 • NICC implements NMAC intent by directing individual GACCs to place
 - 5 specific categories, types, and quantities of resources on national ready
 - 6 reserve.
 - 7 • GACCs direct local dispatch centers and/or assigned IMTs to specifically
 - 8 identify resources to be placed on national ready reserve.
 - 9 • GACCs provide NICC specific names of national ready reserve resources.
 - 10 • NICC mobilizes national ready reserve assets through normal coordination
 - 11 system channels as necessary.

12
13 National ready reserve resources must meet the following requirements:

- 14 • May be currently assigned to ongoing incidents.
- 15 • Must be able to demobe and be enroute to new assignment in less than 2
- 16 hours.
- 17 • Resources must have a minimum of 7 days left in 14 day rotation
- 18 (extensions will not be factored in this calculation).
- 19 • May be assigned to incidents after being designated ready reserve, in
- 20 coordination with NICC.
- 21 • Designated ready reserve resources may be adjusted on a daily basis.

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

27 **National Interagency Mobilization Guide**

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

36 **Interagency Incident Business Management Handbook**

37
38
39 All federal agencies have adopted the NWCG *Interagency Incident Business*
40 *Management Handbook* (IIBMH) as the official guide to provide execution of
41 each agency's incident business management program. Unit offices, geographic
42 areas, or NWCG may issue supplements, as long as policy or conceptual data is
43 not changed.

44

1 Since consistent application of interagency policies and guidelines is essential,
2 procedures in the IIBMh will be followed. Agency manuals provide a bridge
3 between manual sections and the IIBMh so that continuity of agency manual
4 systems is maintained and all additions, changes, and supplements are filed in a
5 uniform manner.

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

10

11 **Standards for Cooperative Agreements**

12

13 **Agreement Policy**

14 Agreements will be comprised of two components: the actual agreement and an
15 operations plan. The agreement will outline the authority and general
16 responsibilities of each party and the operations plan will define the specific
17 operating procedures.

18

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

23

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

27

28 All agreements must undergo periodic joint review; and, as appropriate,
29 revision.

30

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

33

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

- 36 • **BLM** - *BLM Manual 9200, Departmental Manual 620 DM, the Reciprocal
37 Fire Protection Act, 42 U.S.C. 1856, and the Federal Wildland Fire
38 Management Policy and Program Review.*
- 39 • **FWS** - *Service Manual, Departmental Manual 620 DM, and Reciprocal
40 Fire Protection Act, 42U.S.C. 1856.*
- 41 • **NPS** - *Chapter 2, Federal Assistance and Interagency Agreements
42 Guideline (DO-20), and the Departmental Manual 620 (DM-620). NPS-
43 RM-18, Interagency Agreements, Release Number 1, 02/22/99.*
- 44 • **FS** - *FSM 1580, 5106.2 and FSH 1509.11.*

45

1 Types of Agreements

2

3 National Interagency Agreements

4 The national agreement, which serves as an umbrella for interagency assistance
5 among federal agencies is the interagency agreement between the Bureau of
6 Land Management, Bureau of Indian Affairs, National Park Service, Fish and
7 Wildlife Service of the United States Department of the Interior, and the Forest
8 Service of the United States Department of Agriculture. This and other national
9 agreements give substantial latitude while providing a framework for the
10 development of state and local agreements and operating plans.

11

12 Regional/State Interagency Agreements

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

16

17 Local Interagency Agreements

18 Local units are responsible for developing agreements with local agencies and
19 fire departments to meet mutual needs for suppression and/or prescribed fire
20 services.

21

22 Emergency Assistance

23 Approved, established reimbursable agreements are the appropriate and
24 recommended way to provide emergency assistance. If no agreements are
25 established, refer to your agency administrator to determine the authorities
26 delegated to your agency to provide emergency assistance.

27

28 Contracts

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

34

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

38

39 Elements of an Agreement

40

41 The following elements should be addressed in each agreement:

- 42 ● The authorities appropriate for each party to enter in an agreement.
- 43 ● The roles and responsibilities of each agency signing the agreement.
- 44 ● An element addressing the cooperative roles of each participant in
45 prevention, pre-suppression, suppression, fuels, and prescribed fire
46 management operations.

- 1 • Reimbursements/Compensation - All mutually approved operations that
2 require reimbursement and/or compensation will be identified and agreed to
3 by all participating parties through a cost-share agreement. The mechanism
4 and timing of the funding exchanges will be identified and agreed upon.
- 5 • Appropriation Limitations - Parties to this agreement are not obligated to
6 make expenditures of funds or reimbursements of expenditures under terms
7 of this agreement unless the Congress of the United States of America
8 appropriates such funds for that purpose by the Counties of - _____, by the
9 Cities of _____, and/or the Governing Board of Fire Commissioners
10 of _____.
- 11 • Liabilities/Waivers - Each party waives all claims against every other party
12 for compensation for any loss, damage, personal injury, or death occurring
13 as a consequence of the performance of this agreement unless gross
14 negligence on any part of any party is determined.
- 15 • Termination Procedure - The agreement shall identify the duration of the
16 agreement and cancellation procedures.
- 17 • A signature page identifying the names of the responsible officials shall be
18 included in the agreement.
- 19
- 20 • *NPS - Refer to DO-20 for detailed instructions and format for developing*
21 *agreements.*
22

23 **Annual Operating Plans (AOPs)**

24

25 Annual Operating Plans shall be reviewed, updated, and approved prior to the
26 fire season. The plan may be amended after a major incident as part of a joint
27 debriefing and review. The plan shall contain detailed, specific procedures
28 which will provide for safe, efficient, and effective operations.
29

30 **General Elements of an AOP**

31 The following items should be addressed in the AOP:

32 • **Mutual Aid**

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

36 • **Command Structure**

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

- 1 • **Communications**
2 In mutual aid situations, a common designated radio frequency identified in
3 the AOP should be used for incident communications. All incident
4 resources should utilize and monitor this frequency for incident
5 information, tactical use, and changes in weather conditions or other
6 emergency situations. In some cases, because of equipment availability/
7 capabilities, departments/ agencies may have to use their own frequencies
8 for tactical operations, allowing the “common” frequency to be the link
9 between departments. It is important that all department /agencies change
10 to a single frequency or establish a common communications link as soon
11 as practical. Clear text should be used. Avoid personal identifiers, such as
12 names. This paragraph in the AOP shall meet Federal Communications
13 Commission (FCC) requirements for documenting shared use of radio
14 frequencies.
- 15 • **Distance/Boundaries**
16 Responding and requesting parties should identify any mileage limitations
17 from mutual boundaries where “mutual aid” is either pay or non-pay status.
18 Also, for some fire departments, the mileage issue may not be one of initial
19 attack “mutual aid,” but of mutual assistance. In this situation, you may
20 have the option to make it part of this agreement or identify it as a situation
21 where the request would be made to the agency having jurisdiction, which
22 would then dispatch the fire department.
- 23 • **Time/Duration**
24 Responding and requesting parties should identify time limitations (usually
25 24 hours) for resources in a non-reimbursable status, and “reimbursable
26 rates” when the resources are in a reimbursable status.
- 27 • **Qualifications/Minimum Requirements**
28 As per the NWCG memorandum *Qualification Standards During Initial*
29 *Action, March 22, 2004* and the PMS 310-1 *Wildland Fire Qualification*
30 *System Guide*:
31 ➤ The 310-1 qualification/certification standards are mandatory only for
32 national mobilization of wildland fire fighting resources.
33 ➤ During initial action, all agencies (federal, state, local and tribal)
34 accept each other’s standards. Once jurisdiction is clearly established,
35 then the standards of the agency(s) with jurisdiction prevail.
36 ➤ Prior to the fire season, federal agencies should meet with their state,
37 local, and tribal agency partners and jointly determine the
38 qualification/ certification standards that will apply to the use of local,
39 non-federal firefighters during initial action on fires on lands under the
40 jurisdiction of a federal agency.
41 ➤ The Geographic Area Coordinating Group should determine the
42 application of 310-1 qualification/certification standards for
43 mobilization within the geographic area.
44 ➤ On a fire where a non-federal agency is also an agency with legal
45 jurisdiction, the standards of that agency apply.

1 The AOP should address qualification and certification standards applicable to
2 the involved parties.

3 • **Reimbursement/Compensation**

4 Compensation shall be as close to actual expenditures as possible. This
5 should be clearly identified in the AOP. Vehicles and equipment operated
6 under the federal excess property system will only be reimbursed for
7 maintenance and operating costs.

8 • **Cooperation**

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

12 • **Agency Reviews and Investigations**

13 Annual operating plans should describe processes for conducting agency
14 specific reviews and investigations.

15 • **Dispatch Centers**

16 Dispatch centers will ensure all resources know the name of the assigned IC
17 and announce all changes in incident command. Geographic Area
18 Mobilization Guides, Zone Mobilization Guides and Local Mobilization
19 Guides should include this procedure as they are revised for each fire
20 season.

21
22 **Fiscal Responsibility Elements of an AOP**

23 Annual Operating Plans should address the following:

- 24 • The level of communication required with neighboring jurisdictions
25 regarding the management of all wildland fires, especially those with
26 objectives that include benefit.
- 27 • The level of communication required with neighboring jurisdictions
28 regarding suppression resource availability and allocation, especially for
29 wildland fires with objectives that include benefit.
- 30 • Identify how to involve all parties in developing the strategy and tactics to
31 be used in preventing wildland fire from crossing the jurisdictional
32 boundary, and how all parties will be involved in developing mitigations
33 which would be used if a wildland fire does cross jurisdictional boundaries.
- 34 • Jurisdictions, which may include state and private lands, should identify the
35 conditions under which wildland fire may be managed to achieve benefit,
36 and the information or criteria that will be used to make that determination
37 (e.g. critical habitat, hazardous fuels and land management planning
38 documents).
- 39 • Jurisdictions will identify conditions under which cost efficiency may
40 dictate where suppression strategies and tactical actions are taken (i.e. it
41 may be more cost effective to put the containment line along an open
42 grassland than along a mid-slope in timber). Points to consider include loss
43 and benefit to land, resource, social and political values, and existing legal
44 statutes.

- 1 • The cost-sharing methodologies that will be utilized should wildfire spread
2 to a neighboring jurisdiction in a location where fire is not wanted.
- 3 • The cost-share methodologies that will be used should a jurisdiction accept
4 or receive a wildland fire and manage it to create benefit.
- 5 • Any distinctions in what cost-share methodology will be used if the reason
6 the fire spreads to another jurisdiction is attributed to a strategic decision,
7 versus environmental conditions (weather, fuels, and fire behavior) or
8 tactical considerations (firefighter safety, resource availability) that preclude
9 stopping the fire at jurisdictional boundaries. Examples of cost-sharing
10 methodologies may include, but are not limited to, the following:
 - 11 ➤ When a wildland fire that is being managed for benefit spreads to a
12 neighboring jurisdiction because of strategic decisions, and in a
13 location where fire is not wanted, the managing jurisdiction shall be
14 responsible for wildfire suppression costs.
 - 15 ➤ In those situations where weather, fuels, or fire behavior of the
16 wildland fire precludes stopping at jurisdiction boundaries cost-share
17 methodologies may include, but are not limited to:
 - 18 a) Each jurisdiction pays for its own resources – fire suppression
19 efforts are primarily on jurisdictional responsibility lands,
 - 20 b) Each jurisdiction pays for its own resources – services rendered
21 approximate the percentage of jurisdictional responsibility, but not
22 necessarily performed on those lands,
 - 23 c) Cost share by percentage of ownership,
 - 24 d) Cost is apportioned by geographic division. Examples of
25 geographic divisions are: Divisions A and B (using a map as an
26 attachment); privately owned property with structures; or specific
27 locations such as campgrounds,
 - 28 e) Reconciliation of daily estimates (for larger, multi-day incidents).
29 This method relies upon daily agreed to cost estimates, using Incident
30 Action Plans or other means to determine multi-Agency
31 contributions. Reimbursements can be made upon estimates instead
32 of actual bill receipts.

33
34 For further information, refer to *NWCG Memorandum #009-2009 Revisions to*
35 *the Annual Operating Plans for Master Cooperative Fire and Stafford Act*
36 *Agreements due to Implementation of Revised Guidance for the Implementation*
37 *of Federal Wildland Fire Management Policy, April 13, 2009*

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

39 **Homeland Security Act**

40
41 **Homeland Security Act**
42 The Homeland Security Act of 2002 (Public Law 107-296) established the
43 Department of Homeland Security (DHS) with the mandate and legal authority
44 to protect the American people from the continuing threat of terrorism. In the
45 act, Congress also assigned DHS as the primary focal point regarding natural
46 and manmade crises and emergency planning.

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

2 The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public
3 Law 93-288, as amended) establishes the programs and processes for the Federal
4 Government to provide disaster and emergency assistance to states, local
5 governments, tribal nations, individuals, and qualified private non-profit
6 organizations. The provisions of the Stafford Act cover all hazards including
7 natural disasters and terrorist events. In a major disaster or emergency as
8 defined by the act, the President “may direct any federal agency, with or without
9 reimbursement, to utilize its authorities and the resources granted to it under
10 federal law (including personnel, equipment, supplies, facilities, managerial,
11 technical, and advisory services) in support of state and local assistance efforts.”
12

13 **Homeland Security Presidential Directive-5**

14 Homeland Security Presidential Directive (HSPD-5), Management of Domestic
15 Incidents, February 28, 2003, is intended to enhance the ability of the United
16 States to manage domestic incidents by establishing a single, comprehensive
17 national incident management system. HSPD-5 designates the Secretary of
18 Homeland Security and the Principal Federal Official (PFO) for domestic
19 incident management and empowers the Secretary to coordinate Federal
20 resources used in response to or recovery from terrorist attacks, major disasters,
21 or other emergencies in specific cases.
22

23 **National Response Framework**

24 Federal disaster relief and emergency assistance are managed under the
25 Department of Homeland Security/Emergency Preparedness and
26 Response/Federal Emergency Management Agency (DHS/EPR/FEMA) using
27 the National Response Framework (NRF). The NRF, using the National
28 Incident Management System (NIMS), establishes a single, comprehensive
29 framework for the management of domestic incidents. The NRF provides the
30 structure and mechanisms for the coordination of federal support to state, local,
31 and tribal incident managers; and for exercising direct federal authorities and
32 responsibilities. Information about the National Response Framework can be
33 found at: <http://www.fema.gov/emergency/nrf/index.htm>
34

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

36 HSPD-5 directed that the DHS Secretary develop and administer a National
37 Incident Management System to provide a consistent, nationwide approach for
38 Federal, State, and local governments to work effectively and efficiently
39 together to prepare for, respond to, and recover from domestic incidents,
40 regardless of cause, size, or complexity. To provide for interoperability and
41 compatibility among federal, state, and local capabilities, the NIMS will include
42 a core set of concepts, principles, terminology, and technologies covering the
43 incident command system; multi-agency coordination systems; unified
44 command; training; identification and management of resources (including
45 systems for classifying types of resources); qualifications and certification; and

1 the collection, tracking, and reporting of incident information and incident
2 resources.

3

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

5 Emergency Support Function (ESF) Annex is the component of the NRF that
6 details the mission, policies, structures, and responsibilities of federal agencies.
7 They are utilized for coordinating resource and programmatic support to the
8 states, tribes, and other federal agencies or other jurisdictions and entities during
9 Incidents of National Significance. Each ESF Annex identifies the ESF
10 coordinator and the primary and support agencies pertinent to the ESF. The
11 primary agency serves as a federal executive agent under the Federal
12 Coordinating Officer to accomplish the ESF mission. Support agencies, when
13 requested by the DHS or the designated ESF primary agency, are responsible for
14 conducting operations using their own authorities, subject-matter experts,
15 capabilities, or resources. Except for Alaska, USDA-FS is the coordinator and
16 primary agency for ESF #4 - Firefighting. For ESF #4 operations that occur in
17 the State of Alaska, the operational lead is the Department of the Interior
18 (DOI)/Bureau of Land Management. See
19 <http://www.fema.gov/pdf/emergency/nrf/nrf-esf-04.pdf> for further information.

20

21 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

22

1 Non-Stafford Act Non-Wildland Fire Coordination and Cooperation

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

10

11 International Wildland Fire Coordination and Cooperation

12

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

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

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

24

25 National Operational Guidelines for this agreement are located in Chapter 40 of
26 the *National Interagency Mobilization Guide* available online. These guidelines
27 cover issues at the national level and also provide a template for those issues that
28 need to be addressed in local operating plans. The local operating plans identify
29 how the agreement will be implemented by the GACCs (and Zone Coordination
30 Centers) that have dispatching responsibility on the border. The local operating
31 plans will provide the standard operational procedures for wildfire suppression
32 resources that could potentially cross the U.S. border into Mexico.

33

34 U.S. - Canada, Reciprocal Forest Firefighting Arrangement

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

41

42 U.S. - Australia/New Zealand Wildland Fire Arrangement

43 Information about United States - Australia/New Zealand support is located in
44 Chapter 40 of the *National Interagency Mobilization Guide* available online.
45 This chapter provides a copy of the arrangements signed between the U.S. and
46 the states of Australia and the country of New Zealand for support to one

1 another during severe fire seasons. It also contains the AOP that provides more
2 detail on the procedures, responsibilities, and requirements used during
3 activation.

4 5 **International Non-Wildland Fire Coordination and Cooperation**

6 7 **International Disasters Support**

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

- 16 • USG agencies charged with the responsibility to coordinate USG responses
17 to international disaster.
- 18 • The purpose, organizational structure, and operational procedures of a
19 DART.
- 20 • How the DART relates to other international organizations and countries
21 during an assignment. Requests for these assignments are coordinated
22 through the FS International Programs, Disaster Assistance Support
23 Program (DASP).
- 24 • DART assignments should not be confused with technical exchange
25 activities, which do not require DART training.

26
27 More information about DARTs can be obtained at the FS International
28 Program's website: <http://www.fs.fed.us/global/aboutus/dasp/welcome.htm>.