Chapter 8

Interagency Coordination and 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

USDOI 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 wildfire 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 at https://www.nifc.gov/nicc/logistics/references.htm.

National Wildland Fire Management Structure

Wildland Fire Leadership Council (WFLC)

The WFLC is a cooperative, interagency body dedicated to achieving consistent implementation of the goals, actions, and policies in the National Fire Plan and the Federal Wildland Fire Management Policy. The WFLC provides a forum for
high-level dialogues between federal and non-federal entities to set strategic
direction for national fire management.

The Council consists of the Department of Agriculture's Undersecretary for
Natural Resources and Environment, the Deputy Undersecretary for Natural
Resources and Environment, and the Chief of the U.S. Forest Service; the
Department of the Interior's (DOI) Assistant Secretary for Policy, Management
and Budget, the Directors of the National Park Service, Bureau of Indian
Affairs, Bureau of Land Management, Fish and Wildlife Service, and U.S.
Geological Survey; the Department of Homeland Security's U.S. Fire
Administration Administrator; the President of the Intertribal Timber Council;
two state governors selected from the National Governors Association; a county
commissioner serving as a member of the National Association of Counties; a
mayor serving as a member of the National League of Cities; a State Forester
serving at the request of a senior state elected official; and a fire chief serving at
the request of a senior local government elected official.

The Council is coordinated by the Department of Agriculture's Deputy
Undersecretary for Natural Resources and Environment and DOI's Assistant
Secretary for Policy, Management and Budget.

Wildland Fire Executive Council (WFEC)
The WFEC is an advisory council that provides recommendations on national
wildland fire management to the secretaries of Agriculture and Interior through
WFLC. Members include the Director, USDA FS Fire and Aviation
Management; the Director, DOI Office of Wildland Fire; the Deputy
Administrator, DHS U. S. Fire Administration; an NWCG Executive Board
representative; a National League of Cities representative; an Intertribal Timber
Council representative; a Fire Committee representative from the National
Association of State Foresters; a National Association of Counties
representative; an International Association of Fire Chiefs representative, and a
National Governors Association representative.

Federal Fire Policy Council (FFPC)
The FFPC provides a common national federal agency approach to wildland fire
management. FFPC ensures that wildland fire management policies, programs,
activities, and budgets are coordinated and consistent among and between the
member agencies and strives for coordinated and consistent policies and
programs with non-federal partner and cooperator agencies. FFPC sets strategic
policy and program direction, provides coordinated recommendations to the
Secretaries of Agriculture, the Interior, and Homeland Security and resolves
inconsistencies among and between federal wildland fire programs.

The FFPC is accountable and has the authority to:
• Set the vision and provide leadership for the federal wildland fire program.
• Set national federal strategic wildland fire program goals and priorities.
• Establish the Fire Executive Council.
The FFPC is responsible to:

- Provide coordinated federal wildland fire management policy direction.
- Resolve policy and program management inconsistencies.
- Set strategic budget priorities for wildland fire management.
- Coordinate and communicate with non-federal entities.

The FFPC is composed of the USDA Deputy Under Secretary for National Resources and Environment; the Chief of the Forest Service and the Deputy Chief of State and Private Forestry; and for DOI the Assistant Secretaries for Policy, Management and Budget, Fish and Wildlife and Parks, Indian Affairs, Land and Minerals Management, and Water and Science; the Bureau Directors of the Bureau of Land Management, the Fish and Wildlife Service, the National Park Service, the Bureau of Indian Affairs, and the US Geological Survey; the Deputy Assistant Secretary – Law Enforcement, Security and Emergency Management; the Assistant Administrator of DHS-US Fire Administration; and the Environmental Protection Agency representative.

Fire Executive Council (FEC)

The FEC provides a common, integrated, and coordinated federal agency approach to wildland fire policy, leadership, budget, and program oversight. Within the broad strategic direction and vision set by the FFPC, the FEC ensures that the wildland fire management policies, programs, activities, and budgets are coordinated and consistent among and between the member agencies. FEC sets policy and program direction for federal wildland fire program implementation, provides coordinated recommendations to the FFPC, and resolves inconsistencies among and between federal wildland fire programs. FEC ensures policy and program coordination and integration with non-fire management programs and activities as well as non-federal partners and cooperators.

The FEC is accountable and has the authority to:

- Establish strategic federal fire program budget direction and priorities.
- Ensure coordinated federal policy development.
- Develop federal business requirements and priorities.

The FEC is responsible and has the authority to:

- Provide coordinated federal interagency executive level wildland fire policy leadership, direction, and program oversight.
- Provide coordinated recommendations and advice to the FFPC.
- Provide wildland fire policy and program direction to the Fire Management Board (FMB).
- Provide strategic policy and program integration with resource management, aviation, and other related program areas.
- Coordinate and communicate with other non-federal entities.
- Set strategic budget direction and recommendations.
• Establish strategic direction and requirements for wildland fire information and technology, wildland fire administrative/business support, scientific and research support, and other program areas.
• Approve wildland fire policy, as appropriate.
• Resolve policy and program management inconsistencies and differences.
• Oversee compliance with policy, budget, and program direction.
• Charter the Fire Management Board.
• Charter the National Wildfire Coordinating Group (NWCG) along with the Intertribal Timber Council and the National Association of State Foresters.

The FEC is composed of the Director and Deputy Directors, USFS Fire and Aviation Management (USDA); the Director, Office of Wildland Fire, Director, Office of Aviation Services, Fire Executives from BLM, NPS, BIA, and USFWS (DOI); and the US Fire Administration Chief, Emergency Support Branch, National Fire Programs (USDHS-FEMA).

Fire Management Board (FMB)
The FMB provides a mechanism for coordinated and integrated federal wildland fire program management and implementation. The FMB, taking strategic policy and program direction from the FEC, directs, coordinates and oversees the development and implementation of federal wildland fire policy and programs to provide consistent and cost-effective program management.

The FMB is accountable and has the authority to:
• Coordinate federal program management and oversight.

The FMB is responsible for and has the authority to:
• Provide common, integrated implementation strategies, approaches, programs, and oversight for implementing federal wildland fire policies.
• Provide federal wildland fire program strategy, policy, budget and program recommendations to the FEC.
• Provide recommendations on information and technology requirements, priorities, and investments to the Wildland Fire Information and Technology Executive Board.
• Provide recommendations on science and research requirements and priorities necessary to support wildland fire program management activities.
• Identify requirements and recommend priorities for standards necessary to ensure interoperability of intergovernmental wildland fire activities and operations.
• Consult with our non-federal partners.
• Develop recommendations for interagency wildland fire administrative/business support needs.

The FMB is composed of the USFS Fire and Aviation Management Assistant Directors (USDA); the Deputy Director, Office of Wildland Fire, the Deputy Director, Office of Aviation Services, the Fire Directors for BIA, BLM,
USFWS, and NPS (DOI); and the Wildfire Program Manager, US Fire Administration (USDHS-FEMA).

National Wildfire Coordinating Group (NWCG)
The NWCG is made up of the USFS, BIA, BLM, FWS, and NPS; Intertribal Timber Council; U.S. Fire Administration (USFA); state forestry agencies through the National Association of State Foresters (NASF); and the International Association of Fire Chiefs. The mission of the NWCG is to provide leadership in establishing, maintaining, and communicating consistent interagency standards, guidelines, and qualifications for wildland fire management. Its goal is to provide more effective execution of each agency’s fire management program. The group provides a formalized system to agree upon standards of training, equipment, qualifications, and other operational functions.

Interior Fire Executive Council (IFEC)
The Interior Fire Executive Council (IFEC) provides interagency coordination and interagency executive-level wildland fire policy leadership, direction, and program oversight. IFEC is the focal point for discussing wildland fire policy issues that affect the DOI and provides a forum for gathering the interests of the DOI bureaus to formulate a DOI recommendation and/or position to be taken forward to the Wildland Fire Executive Council (WFEC).

The IFEC is composed of the Director, Office of Wildland Fire (OWF) and the four DOI fire directors and their respective senior executives, as well as the Director, Aviation Management Directorate and a representative from USGS.

Office of Wildland Fire (OWF)
The OWF is a Department of the Interior organization responsible for managing and overseeing all wildland fire management activities executed by the bureaus. OWF coordinates the Department’s wildland fire programs within the Department and with other federal and non-federal partners, to establish legally and scientifically based Department-wide policies and budgets, and to provide strategic leadership and oversight, that result in safe, comprehensive, cohesive, efficient, and effective wildland fire programs for the nation consistent with the bureaus’ statutory authorities and constraints.

For more information about the Office of Wildland Fire and the Federal wildland fire management organization, follow the links under “About OWF” at https://www.doi.gov/wildlandfire.

Multi-Agency Management and Coordination

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

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

The NMAC Operating Plan, NMAC Correspondence, and other resources and references are at https://www.nifc.gov/nicc/administrative/nmac/index.html.

**Geographic Area Multi-Agency Coordinating (GMAC) Groups**

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

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

**NWCG Standards for Interagency Incident Business Management**

All federal agencies have adopted the *NWCG Standards for Interagency Incident Business Management* as the official guide to provide execution of each agency’s incident business management program. Unit offices, geographic areas, or NWCG may issue supplements, as long as policy or conceptual data is not changed.

Since consistent application of interagency policies and guidelines is essential, procedures in the *NWCG Standards for Interagency Incident Business Management* will be followed. Agency manuals provide a bridge between manual sections and the *NWCG Standards for Interagency Incident Business Management* so that continuity of agency manual systems is maintained and all additions, changes, and supplements are filed in a uniform manner.

- **DOI** – The Department of the Interior All Hazards-Supplement to the *NWCG Standards for Interagency Incident Business Management* establishes business management guidelines for the Department of the Interior’s (DOI’s) all-hazards incidents. The DOI Supplement is available at https://www.doi.gov/emergency/emergency-policy.cfm.
- **BLM** – The *NWCG Standards for Interagency Incident Business Management* replaces BLM Manual Section 1111.
- **NPS** – Refer to RM-18.
Standards for Cooperative Agreements

Agreement Policy

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

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

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

All agreements must undergo periodic joint review; and, as appropriate, revision. Assistance in preparing agreements can be obtained from local or state office fire and/or procurement staff.

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


- **NPS** – Chapter 2, Federal Assistance and Interagency Agreements Guideline (DO-20), and the Departmental Manual 620 (DM-620). NPS-RM-18, Interagency Agreements, Release Number 1, 02/22/99.


- **FS** – FSM 1580, 5106.2 and FSH 1509.11.

Types of Agreements

National Interagency Agreements

The national agreement, which serves as an umbrella for interagency assistance among federal agencies is the interagency agreement between the Bureau of Land Management, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service of the United States Department of the Interior, and the Forest Service of the United States Department of Agriculture. This and other national agreements give substantial latitude while providing a framework for the development of state and local agreements and operating plans.
Regional/State Interagency Agreements
Regional and state cooperative agreements shall be developed for mutual assistance. These agreements are essential to the fire management program. Concerns for area-wide scope should be addressed through these agreements.

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

Emergency Assistance
Approved, established reimbursable agreements are the appropriate and recommended way to provide emergency assistance. If no agreements are established, refer to your Agency Administrator to determine the authorities delegated to your agency to provide emergency assistance.

Contracts
Contracts may be used where they are the most cost-effective means of providing for protection commensurate with established standards. A contract, however, does not absolve an Agency Administrator of the responsibility for managing a fire program.

Contracts should be developed and administered in accordance with Federal Acquisition Regulations. In particular, a contract should specify conditions for abandonment of a fire in order to respond to a new call elsewhere.

Elements of an Agreement
The following elements should be addressed in each agreement:
• The authorities appropriate for each party to enter in an agreement.
• The roles and responsibilities of each agency signing the agreement.
• An element addressing the cooperative roles of each participant in prevention, pre-suppression, suppression, fuels, and prescribed fire management operations.
• Reimbursements/Compensation – All mutually approved operations that require reimbursement and/or compensation will be identified and agreed to by all participating parties through a cost-share agreement. The mechanism and timing of the funding exchanges will be identified and agreed upon.
• Appropriation Limitations – Parties to this agreement are not obligated to make expenditures of funds or reimbursements of expenditures under terms of this agreement unless the Congress of the United States of America appropriates such funds for that purpose by the Counties of _____, by the Cities of _____, and/or the Governing Board of Fire Commissioners of _____.
• Liabilities/Waivers – Each party waives all claims against every other party for compensation for any loss, damage, personal injury, or death occurring...
as a consequence of the performance of this agreement unless gross
negligence on any part of any party is determined.
• Termination Procedure – The agreement shall identify the duration of the
agreement and cancellation procedures.
• A signature page identifying the names of the responsible officials shall be
included in the agreement.
  ○ BLM – Refer to Chapter 2, Agreements with Cooperators (Rangeland
    Fire Protection Association (RFPA) and Local Fire Department).
  ○ NPS – Refer to DO-20 for detailed instructions and format for
developing agreements.
  ○ BIA – Refer to Notification of Required Use of Cooperative Agreement
    Template in response to Office of Inspector General’s Independent
    Report on the “Bureau of Indian Affairs Wildland Fire Suppression”
    (memo dated September 06, 2013) and Clarification of Authorities on
    Implementation of the Wildland Fire Cooperative Agreement Template
    (memo dated May 28, 2014).

Annual Operating Plans (AOPs)

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

General Elements of an Annual Operating Plan

The following items should be addressed in the AOP:
• Mutual Aid
  The AOP should address that there may be times when cooperators are
  involved in emergency operations and unable to provide mutual aid. In this
case, other cooperators may be contacted for assistance.
• Command Structure
  The Incident Command System (ICS) will be used to manage all fires under
  federal jurisdiction. Unified command should be used, as appropriate,
  whenever multiple jurisdictions are involved, unless one or more parties
  request a single agency IC. If there is a question about jurisdiction, fire
  managers should mutually decide and agree on the command structure as
  soon as they arrive on the fire; Agency Administrators should confirm this
decision as soon as possible. Once this decision has been made, the incident
  organization in use should be relayed to all units on the incident as well as
  dispatch centers. In all cases, the identity of the IC must be made known to
  all fireline and support personnel.
• Communications
  In mutual aid situations, a common designated radio frequency identified in
  the AOP should be used for incident communications. All incident
  resources should utilize and monitor this frequency for incident
  information, tactical use, and changes in weather conditions or other
emergency situations. In some cases, because of equipment availability/capabilities, departments/agencies may have to use their own frequencies for tactical operations, allowing the “common” frequency to be the link between departments. It is important that all department/agencies change to a single frequency or establish a common communications link as soon as practical. Clear text should be used. Avoid personal identifiers, such as names. This paragraph in the AOP shall meet Federal Communications Commission (FCC) requirements for documenting shared use of radio frequencies.

- **Distance/Boundaries**
  Responding and requesting parties should identify any mileage limitations from mutual boundaries where “mutual aid” is either pay or non-pay status. Also, for some fire departments, the mileage issue may not be one of initial attack “mutual aid,” but of mutual assistance. In this situation, you may have the option to make it part of this agreement or identify it as a situation where the request would be made to the agency having jurisdiction, which would then dispatch the fire department.
  - BLM – Agreements/AOPs with Department of Defense, best practices (including UXO protocols) are located on the BLM Fire Operations website http://web.blm.gov/internal/fire/fire_ops/toolbox.htm.

- **Time/Duration**
  Responding and requesting parties should identify time limitations (usually 24 hours) for resources in a non-reimbursable status, and “reimbursable rates” when the resources are in a reimbursable status.

- **Qualifications/Minimum Requirements**
  The National Wildfire Coordinating Group publication, *National Incident Management System: Wildland Fire Qualification System Guide (PMS 310-1)*, outlines the minimum requirements for training, experience, physical fitness level, and currency standards for wildland fire positions, which all participating agencies have agreed to meet for national mobilization.
  - BLM/BIA – BLM/BIA may accept the standards of any local cooperator through the duration of an incident when the cooperator has a current cooperative fire response agreement with BLM/BIA, and the cooperator is in compliance with the agreement. Personnel from agencies that do not subscribe to the NWCG qualification standards may be used on agency managed fires, and must only be assigned to duties commensurate with their competencies, qualifications, and equipment capabilities.
  - Prior to the fire season, federal agencies should meet with their state, local, and Tribal agency partners and communicate the qualification/certification standards that will apply to the use of local, non-federal firefighters during initial action on fires on lands under the jurisdiction of a federal agency.
The Geographic Area Coordinating Group should determine the application of 310-1 qualification/certification standards for mobilization within the geographic area.

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

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

**Reimbursement/Compensation**

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

**Cooperation**

The annual operating plan will be used to identify how the cooperators will share expertise, training, and information on items such as prevention, investigation, communication plans, safety, training, ICS, and the integration of resources.

**Agency Reviews and Investigations**

Annual operating plans should describe processes for conducting agency specific reviews and investigations. AOPs should also describe processes for accident notifications to the appropriate fire managers, line officers, and dispatch/coordination centers.

**Dispatch Centers**

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

**Fiscal Responsibility Elements of an Annual Operating Plan**

Annual Operating Plans should address the following:

- The level of communication required with neighboring jurisdictions regarding the management of all wildland fires, especially those with multiple objectives.
- The level of communication required with neighboring jurisdictions regarding suppression resource availability and allocation, especially for wildland fires with objectives that include benefit.
- Identify how to involve all parties in developing the strategy and tactics to be used in preventing wildland fire from crossing the jurisdictional boundary, and how all parties will be involved in developing mitigations which would be used if a wildland fire does cross jurisdictional boundaries.
- Jurisdictions, which may include state and private lands, should identify the conditions under which wildland fire may be managed to achieve benefit, and the information or criteria that will be used to make that determination.
Jurisdictions will identify conditions under which cost efficiency may dictate where suppression strategies and tactical actions are taken (i.e., it may be more cost effective to put the containment line along an open grassland than along a mid-slope in timber). Points to consider include loss and benefit to land, resource, social and political values, and existing legal statutes.

The cost-sharing methodologies that will be utilized should wildfire spread to a neighboring jurisdiction in a location where fire is not wanted.

The cost-share methodologies that will be used should a jurisdiction accept or receive a wildland fire and manage it to create benefit.

Any distinctions in what cost-share methodology will be used if the reason the fire spreads to another jurisdiction is attributed to a strategic decision, versus environmental conditions (weather, fuels, and fire behavior), or tactical considerations (firefighter safety, resource availability) that preclude stopping the fire at jurisdictional boundaries. Examples of cost-sharing methodologies may include, but are not limited to, the following:

- When a wildland fire that is being managed for benefit spreads to a neighboring jurisdiction because of strategic decisions, and in a location where fire is not wanted, the managing jurisdiction shall be responsible for wildfire suppression costs.

- In those situations where weather, fuels, or fire behavior of the wildland fire precludes stopping at jurisdiction boundaries cost-share methodologies may include, but are not limited to:
  - Each jurisdiction pays for its own resources – fire suppression efforts are primarily on jurisdictional responsibility lands.
  - Each jurisdiction pays for its own resources – services rendered approximate the percentage of jurisdictional responsibility, but not necessarily performed on those lands.
  - Cost share by percentage of ownership.
  - Cost is apportioned by geographic division. Examples of geographic divisions are: Divisions A and B (using a map as an attachment); privately owned property with structures; or specific locations such as campgrounds.
  - Reconciliation of daily estimates (for larger, multi-day incidents). This method relies upon daily agreed to cost estimates, using Incident Action Plans or other means to determine multi-Agency contributions. Reimbursements can be made upon estimates instead of actual bill receipts.

All-Hazards Coordination and Cooperation

All-hazards is defined by NWCG as an incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities. Wildland fire is one type of all-hazard incident. All-hazards incidents are managed using a standardized national incident management system and response framework.

Stafford Act Disaster Relief and Emergency Assistance

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

- BIA – Refer to Chapter 6 for the Stafford Act Amendment Tribal Disaster Assistance.

Homeland Security Act

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


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

National Response Framework

Federal disaster relief and emergency assistance are coordinated by the Federal Emergency Management Agency (FEMA) using the National Response Framework (NRF). The NRF, using the National Incident Management System (NIMS), establishes a single, comprehensive framework for the management of domestic incidents. The NRF provides the structure and mechanisms for the
coordination of federal support to state, local, and Tribal incident managers; and for exercising direct federal authorities and responsibilities. Information about the National Response Framework can be found at https://www.fema.gov/media-library/assets/documents/117791.

National Incident Management System (NIMS)
HSPD-5 directed that the DHS Secretary develop and administer a National Incident Management System to provide a consistent, nationwide approach for Federal, State, and local governments to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, and local capabilities, the NIMS will include a core set of concepts, principles, terminology, and technologies covering the incident command system; multi-agency coordination systems; unified command; training; identification and management of resources (including systems for classifying types of resources); qualifications and certification; and the collection, tracking, and reporting of incident information and incident resources. Information about the NIMS can be found at https://www.fema.gov/national-incident-management-system.

Emergency Support Function (ESF) Annexes
Emergency Support Function (ESF) Annexes are the components of the NRF that detail the mission, policies, structures, and responsibilities of federal agencies. They are utilized for coordinating resource and programmatic support to the states, tribes, and other federal agencies or other jurisdictions and entities during Incidents of National Significance. Each ESF Annex identifies the ESF coordinator and the primary and support agencies pertinent to the ESF. USDA-FS and USFA are the Co-coordinators of ESF #4 – Firefighting. USDA-FS coordinates at the national and regional levels with FEMA, state agencies, and cooperating agencies on all issues related to response activities. USFA coordinates with appropriate state agencies and local fire departments to expand structural firefighting resource capacity in the existing national firefighting mobilization system and provides information on protection of emergency services sector critical infrastructure.

The ESF primary agency serves as a federal executive agent under the Federal Coordinating Officer to accomplish the ESF mission. The ESF support agencies, when requested by the designated ESF primary agency, are responsible for conducting operations using their own authorities, subject-matter experts, capabilities, or resources. USDA-FS is the primary agency for ESF #4 – Firefighting.

Other NRF USDA-FS and DOI responsibilities are:

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National Oil and Hazardous Substances Pollution Contingency Plan (NCP, 40 CFR 300)

The NCP provides the organizational structure and procedures for preparing for and responding to discharges of oil and releases of hazardous substances, pollutants, and contaminants. The NCP is required by section 105 of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA), 42 U.S.C. 9605, as amended by the Superfund Amendments and Reauthorization Act of 1986 (SARA), P.L. 99–499, and by section 311(d) of the Clean Water Act (CWA), 33 U.S.C. 1321(d), as amended by the Oil Pollution Act of 1990 (OPA), P.L. 101–380. The NCP identifies the national response organization that may be activated in response actions to discharges of oil and releases of hazardous substances, pollutants, and contaminants in accordance with the authorities of CERCLA and the CWA. It specifies responsibilities among the federal, state, and local governments and describes resources that are available for response, and provides procedures for involving state governments in the initiation, development, selection, and implementation of response actions, pursuant to CERCLA. The NCP works in conjunction with the National Response Framework through Emergency Support Function 10 – Oil and Hazardous Material Response.

Post-Katrina Emergency Management Reform Act

The Post-Katrina Emergency Reform Act of 2006 (Public Law 109-295) amended the Homeland Security Act. This law established the FEMA
Administrator as responsible for managing the Federal response to emergencies and disasters, and for reporting directly to the President. The Secretary of Homeland Security is the Principal Federal Official, but has no direct authority for response or coordination. This law also amends the Stafford Act to allow FEMA, in the absence of a specific request or Presidential declaration, to direct other Federal agencies to provide resources and support where necessary to save lives, prevent human suffering, or mitigate severe damage.

**Presidential Policy Directive-8**

*Presidential Policy Directive-8 (PPD-8), National Preparedness, March 30, 2011* is intended to strengthen all-of-Nation preparedness. PPD-8 directs the Secretary of Homeland Security to develop a national preparedness goal and a national preparedness system in coordination and consultation with other federal departments and agencies, state, local, tribal, and territorial governments, private and non-profit sectors, and the public. The national preparedness system is comprised of:

- National planning frameworks for the prevention, protection, mitigation, response to, and recovery from national threats. These frameworks are similar and complementary to the National Response Framework (NRF).
- Corresponding Federal interagency operational plans.
- Guidance for the national interoperability of personnel and equipment.
- Guidance for business, community, family, and individual preparedness.

**All-Hazards Coordination and Cooperation**

In an actual or potential incident of national significance that is not encompassed by the Stafford Act, the President may instruct a federal department or agency, subject to any statutory limitations on the department or agency, to utilize the authorities and resources granted to it by Congress. In accordance with Homeland Security Presidential Directive-5, federal departments and agencies are expected to provide their full and prompt support, cooperation, available resources, consistent with their own responsibilities for protecting national security. Personnel assigned to all-hazard incidents may only perform duties within agency policy, training, and capability.

**NWCG Role in Support, Coordination, and All-Hazards Response by Wildland Fire Agencies**

The National Wildfire Coordinating Group has established guidelines to define NWCG’s role in the preparedness for, coordination of, and support to all-hazards incidents.

- General All-Hazards Guidelines for NWCG:
  - The National Incident Management System (NIMS) is the foundation of all response. NWCG principles, procedures, and publications will comply with and support the NIMS. NWCG expects that all local, State, and Federal response agencies and organizations will comply with NIMS.
• NWCG uses the NIMS definition of All-Hazards, which includes wildland fire. This definition is:
  ○ All-Hazards: Describing an incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities.
• NWCG recognizes FEMA’s role in overseeing the development, implementation, and maintenance of NIMS, which includes the Incident Command System (ICS) and its components (forms, core competencies, training, qualifications and standards, etc.).
• NWCG accepts the components of NIMS and will develop an endorsement process and additional qualifications requirements for positions having specific wildland fire application.
• NWCG recognizes and supports the use of position-specific qualifications from other NIMS compliant disciplines (law enforcement, structure fire, hazmat, etc.).
• NWCG supports the ongoing development and maintenance of wildland fire systems to be adaptable for all-hazards response.
• NWCG expects that all wildland fire personnel engaged in all-hazards response, whether at the national, regional or local level will base actions on both NWCG and agency policies, standards, doctrine, and procedures.
• NWCG member agencies ensure all personnel responding to all-hazards incidents are properly trained, equipped, and qualified for their assigned position.
• NWCG encourages all wildland fire agencies and personnel to receive appropriate preparedness training, focusing on general knowledge of all-hazards response, disaster characteristics, and the effects from these events on citizens and responders.
• NWCG encourages all wildland fire agencies and personnel to consider appropriate risk mitigation measures (e.g., vaccinations, personal protective equipment, etc.) prior to responding to all-hazards incidents.
• NWCG coordinates with member agencies to ensure accountability of wildland fire personnel during all-hazards response.

USFS All-Hazards Guiding Principles and Doctrine

The Forest Service has developed doctrine, known as the Foundational Doctrine for All-Hazard Response, outlining the guiding principles, roles, and responsibilities of the agency during all-hazards response. Forest Service responders and leadership are expected to follow this doctrine, established to help ensure the safest response conditions possible.

The following principles encompass the guidelines, roles, and responsibilities established in this doctrine:
• The intent of Forest Service all-hazard response and support is to protect human life, property, and at-risk lands and resources while imminent threats exist.
• Personnel should be prepared and organized to support all-hazard responses by providing trained personnel to utilize their inherent skills, capabilities, and assets, without requiring significant advanced training and preparation. Support to cooperators requiring wildland resources will be consistent with employee core skills, capabilities, and training.

• As incidents move from the response phase to the recovery phase, there should be a shift to demobilizing agency resources.

• Within all-hazard response environments, agency personnel may encounter situations in which there is an imminent threat to life and property outside of their Agency’s jurisdiction. These environments include scenarios ranging from being first on scene at a vehicle accident, to committing Agency resources to protect a local community. Leaders are therefore expected to use their judgment and respond appropriately.

• Wildland resources deployed to all-hazard responses will understand the dynamic and complex environment and utilize their leadership, training, and skills to adapt, innovate, and bring order to chaos.

• Leaders are expected to operate within the incident organizational structure encountered on all-hazard responses. When such structure is absent, they will utilize National Incident Management System principles to assure safe and effective utilization of agency resources.

• Leaders are expected to operate under existing policies and doctrine under normal conditions. On all-hazard responses, fire and aviation business and safety standards may have to be adapted to the situation to successfully accomplish the mission. When conflicts occur, employees will use their judgment, weigh the risk versus gain, and operate within the intent of Agency policy and doctrine.

• All-hazard response will be focused on missions that we perform consistently and successfully. Workforce assignments will be directed toward the core skills developed through our existing training and curriculum.

• Agency employees will be trained to operate safely and successfully in the all-hazard environment. Preparedness training will focus on gaining general knowledge of all-hazard response, disaster characteristics, as well as the effects from these events on citizens and responders.

• Specific operational skills will be facilitated through the National Incident Management System, working with the responsible agencies who supply the technical specialists who, in turn, provide the specific skill sets. The Forest Service will not train or equip to meet every hazard.

• Wildland employees are expected to perform all-hazard support as directed within their qualifications and physical capabilities. All employees have the right to a safe assignment. The employee may suspend his or her work whenever any environmental condition—or combination of condition—become so extreme than an immediate danger is posed to employee health and safety that cannot be readily mitigated by the use of appropriate, approved protective equipment or technology.
Acceptable risk is risk mitigated to a level that provides for reasonable assurances that the all-hazard task can be accomplished without serious injury to life or damage to property.

All-hazard incident-specific briefing and training will be accomplished prior to task implementation. This preparation will usually occur prior to mobilization where incident description, mission requirements, and known hazards are addressed. Key protective equipment and associated needs for these all-hazard tasks that wildland employees do not routinely encounter or perform will be identified. This will be done—and be in place—prior to task implementation.

Agency employees will be provided with appropriate vaccinations, credentials, and personal protective equipment to operate in the all-hazard environment to which they are assigned.

Additional information can be found in the Forest Service Foundational Doctrine for All-Hazard Response. 
https://www.fs.fed.us/fire/doctrine/conferences/all_hazard_response.pdf

All-Hazard Incident Management Teams (IMTs) and Other Non-Wildland Fire IMTs

Different entities have developed IMTs based on ICS core competencies under the National Incident Management System (NIMS). Federal agencies with IMTs include the U.S. Coast Guard, the Environmental Protection Agency, USDA’s Animal and Plant Health Inspection Service (APHIS), DOI’s National Park Service and U.S. Fish and Wildlife Service, and others. In addition, many states and metropolitan areas have developed All Hazard Incident Management Teams (AHIMTs). AHIMT consists of personnel from various disciplines (fire, rescue, emergency medical, hazardous materials, law enforcement, public works, public health and others) trained to perform the functions of the Command and General Staff at the Type 3 level. AHIMTs are often sponsored or administered by a state or local emergency management agency.

Many different entities that sponsor an AHIMT or other non-wildland fire IMT have requested that their personnel be allowed to “shadow” wildland fire IMT positions during incidents (sometimes referred to as “field training” or “field mentoring”). The primary purpose of shadowing is to gain insight to complex incident management. All shadowing events should be coordinated with the receiving GACCs and the IC at an incident.


International Wildland Fire Coordination and Cooperation

U.S. – Mexico Cross Border Cooperation on Wildland Fires

In April 2015, the Department of Interior and the Department of Agriculture signed a Wildfire Protection Agreement with Mexico. The agreement has two purposes:
• To enable wildfire protection resources originating in the territory of one
  country to cross the United States-Mexico border in order to suppress
  wildfires on the other side of the border within the zone of mutual
  assistance (10 miles/16 kilometers) in appropriate circumstances.

• To give authority for Mexican and U.S. fire management organizations to
  cooperate on other fire management activities outside the zone of mutual
  assistance.

National Operational Guidelines for this agreement are located at
https://www.nifc.gov/nicc/logistics/references.htm. These guidelines cover
issues at the national level and also provide a template for those issues that need
to be addressed in local operating plans. The local operating plans identify how
the agreement will be implemented by the GACCs (and Zone Coordination
Centers) that have dispatching responsibility on the border. The local operating
plans will provide the standard operational procedures for wildfire suppression
resources that could potentially cross the U.S. border into Mexico.

U.S. – Canada, Reciprocal Forest Firefighting Arrangement
Information about United States – Canada cross border support is located at
https://www.nifc.gov/nicc/logistics/references.htm. This chapter provides policy
guidance, which was determined by an exchange of diplomatic notes between
the U.S. and Canada in 1982. This chapter also provides operational guidelines
for the Canada – U.S. Reciprocal Forest Fire Fighting Arrangement. These
guidelines are updated yearly.

U.S. – Australia/New Zealand Wildland Fire Arrangement
Information about United States – Australia/New Zealand support is located at
https://www.nifc.gov/nicc/logistics/references.htm. This chapter provides a copy
of the arrangements signed between the U.S. and the states of Australia and the
country of New Zealand for support to one another during severe fire seasons. It
also contains the AOP that provides more detail on the procedures,
responsibilities, and requirements used during activation.

International Non-Wildland Fire Coordination and Cooperation

International Disasters Support
Federal wildland fire employees may be requested through the FS to support the
U.S. Government’s (USG) response to international disasters by serving on
Disaster Assistance Response Teams (DARTs). A DART is the operational
equivalent of an ICS team used by the U.S. Agency for International
Development’s Office of Foreign Disaster Assistance (OFDA) to provide an on-
the-ground operational capability at the site of an international disaster. Prior to
being requested for a DART assignment, employees will have completed a
weeklong DART training course covering information about:
• USG agencies charged with the responsibility to coordinate USG responses to international disaster.

• The purpose, organizational structure, and operational procedures of a DART.

• How the DART relates to other international organizations and countries during an assignment. Requests for these assignments are coordinated through the FS International Programs, Disaster Assistance Support Program (DASP).

• DART assignments should not be confused with technical exchange activities, which do not require DART training.

More information about DARTs can be obtained at the FS International Program’s website, https://www.fs.fed.us/global/aboutus/dasp/welcome.htm.