

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 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.

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.

1 The FFPC is accountable and has the authority to:

- 2 • Set the vision and provide leadership for the federal wildland fire program.
- 3 • Set national federal strategic wildland fire program goals and priorities.
- 4 • Establish the Fire Executive Council.

5 The FFPC is responsible to:

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

10 The FFPC is composed of the USDA Deputy Under Secretary for National
11 Resources and Environment; the Chief of the Forest Service and the Deputy
12 Chief of State and Private Forestry; and for DOI the Assistant Secretaries for
13 Policy, Management and Budget, Fish and Wildlife and Parks, Indian Affairs,
14 Land and Minerals Management, and Water and Science; the bureau directors of
15 the Bureau of Land Management, the Fish and Wildlife Service, the National
16 Park Service, the Bureau of Indian Affairs, and the US Geological Survey; the
17 deputy assistant secretary – law enforcement, Security and Emergency
18 Management; the Assistant Administrator of DHS-US Fire Administration; and
19 the Environmental Protection Agency representative.

20 **Fire Executive Council (FEC)**

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

31 The FEC is accountable and has the authority to:

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

35 The FEC is responsible and has the authority to:

- 36 • Provide coordinated federal interagency executive level wildland fire policy
37 leadership, direction, and program oversight.
- 38 • Provide coordinated recommendations and advice to the FFPC.
- 39 • Provide wildland fire policy and program direction to the Fire Management
40 Board (FMB).
- 41 • Provide strategic policy and program integration with resource
42 management, aviation, and other related program areas.

- 1 • Coordinate and communicate with other non-federal entities.
- 2 • Set strategic budget direction and recommendations.
- 3 • Establish strategic direction and requirements for wildland fire information
- 4 and technology, wildland fire administrative/business support, scientific and
- 5 research support, and other program areas.
- 6 • Approve wildland fire policy, as appropriate.
- 7 • Resolve policy and program management inconsistencies and differences.
- 8 • Oversee compliance with policy, budget, and program direction.
- 9 • Charter the Fire Management Board.
- 10 • Charter the National Wildfire Coordinating Group (NWCG) along with the
- 11 Intertribal Timber Council and the National Association of State Foresters.

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

17 **Fire Management Board (FMB)**

18 The FMB provides a mechanism for coordinated and integrated federal wildland
19 fire program management and implementation. The FMB, taking strategic
20 policy and program direction from the FEC, directs, coordinates and oversees
21 the development and implementation of federal wildland fire policy and
22 programs to provide consistent and cost-effective program management.

23 The FMB is accountable and has the authority to:

- 24 • Coordinate federal program management and oversight.

25 The FMB is responsible for and has the authority to:

- 26 • Provide common, integrated implementation strategies, approaches,
- 27 programs, and oversight for implementing federal wildland fire policies.
- 28 • Provide federal wildland fire program strategy, policy, budget and program
- 29 recommendations to the FEC.
- 30 • Provide recommendations on information and technology requirements,
- 31 priorities, and investments to the Wildland Fire Information and
- 32 Technology Executive Board.
- 33 • Provide recommendations on science and research requirements and
- 34 priorities necessary to support wildland fire program management activities.
- 35 • Identify requirements and recommend priorities for standards necessary to
- 36 ensure interoperability of intergovernmental wildland fire activities and
- 37 operations.
- 38 • Consult with our non-federal partners.
- 39 • Develop recommendations for interagency wildland fire
- 40 administrative/business support needs.

41 The FMB is composed of the USFS Fire and Aviation Management Assistant
42 Directors (USDA); the Deputy Director, Office of Wildland Fire, the Deputy

1 Director, Office of Aviation Services, the Fire Directors for BIA, BLM,
2 USFWS, and NPS (DOI); and the Wildfire Program Manager, US Fire
3 Administration (USDHS-FEMA).

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

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

15 **Interior Fire Executive Council (IFEC)**

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

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

24 **Office of Wildland Fire (OWF)**

25 The OWF is a Department of the Interior organization responsible for managing
26 and overseeing all wildland fire management activities executed by the bureaus.
27 OWF coordinates the Department's wildland fire programs within the
28 Department and with other federal and non-federal partners, to establish legally
29 and scientifically based Department-wide policies and budgets, and to provide
30 strategic leadership and oversight, that result in safe, comprehensive, cohesive,
31 efficient, and effective wildland fire programs for the nation consistent with the
32 bureaus' statutory authorities and constraints.

33 Information about the Office of Wildland Fire and the federal wildland fire
34 management organization can be found at <https://www.doi.gov/wildlandfire>.

35 **Multi-Agency Management and Coordination**

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

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

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

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

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

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

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

19 ***NWCG Standards for Interagency Incident Business Management***

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

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

- 31 • **DOI** – *The Department of the Interior All Hazards-Supplement to the*
32 *NWCG Standards for Interagency Incident Business Management*
33 *establishes business management guidelines for the Department of the*
34 *Interior's (DOI's) all-hazards incidents. The DOI Supplement is available*
35 *at [https://www.doi.gov/sites/doi.gov/files/migrated/emergency/upload/DOI-](https://www.doi.gov/sites/doi.gov/files/migrated/emergency/upload/DOI-BusinessSupplement-FINAL-23SEP14.pdf)*
36 *BusinessSupplement-FINAL-23SEP14.pdf.*
- 37 • **BLM** – *The NWCG Standards for Interagency Incident Business*
38 *Management replaces BLM Manual Section 1111.*
- 39 • **NPS** – *Refer to RM-18.*
- 40 • **FWS** – *Refer to Service Manual 621 FW 1 Wildland Fire Management.*
- 41 • **FS** – *Refer to FSH 5109.34.*

1 Standards for Cooperative Agreements

2 Agreement Standards

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

7 Any agreement which obligates federal funds or commits anything of value
8 must be signed by the appropriate warranted contracting officer, certified
9 agreement specialist and/or delegated signatory official (USFS). Specifications
10 for funding responsibilities should include billing procedures and schedules for
11 payment.

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

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

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

- 20 • **BLM** – *BLM Manual 9200, Departmental Manual 620 DM, the Reciprocal*
21 *Fire Protection Act, 42 U.S.C. 1856, and the Federal Wildland Fire*
22 *Management Policy and Program Review.*
- 23 • **NPS** – *Chapter 2, Federal Assistance and Interagency Agreements*
24 *Guideline (DO-20), and the Departmental Manual 620 (DM-620). NPS-*
25 *RM-18, Interagency Agreements, Release Number 1, 02/22/99.*
- 26 • **FWS** – *Service Manual, Departmental Manual 620 DM, and Reciprocal*
27 *Fire Protection Act, 42U.S.C. 1856.*
- 28 • **FS** – *FSM 1580, 5106.2 and FSH 1509.11.*

29 Types of Agreements

30 National Interagency Agreements

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

38 Regional/State Interagency Agreements

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

1 Cooperative Agreements

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

5 Emergency Assistance

6 Approved, established reimbursable agreements are the appropriate and
7 recommended way to provide emergency assistance. If no agreements are
8 established, refer to your agency administrator to determine the authorities
9 delegated to your agency to provide emergency assistance.

10 Contracts

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

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

18 National Wildland Fire Cooperative Agreements**19 USDOJ and USDA Interagency Agreement for Fire Management**

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

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

29 DOI, USDA, and DOD Interagency Agreement

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

- 34 • To establish the general guidelines, terms and conditions under which the
35 National Interagency Fire Center (NIFC) will request, and DOD will
36 provide, temporary support to NIFC in wildfire emergencies occurring
37 within all 50 states, the District of Columbia, and all U.S. Territories and
38 Possessions, including fires on state and private lands. It is also intended to
39 provide the basis for reimbursement of DOD under the Economy Act.

40 These and other agreements pertinent to interagency wildland fire management
41 can be found in their entirety at
42 <https://www.nifc.gov/nicc/logistics/references.htm>.

1 Elements of an Agreement

2 The following elements should be addressed in each agreement:

- 3 • The authorities appropriate for each party to enter in an agreement.
4 Specifically, 42 USC 1856 “incurred cost.”
- 5 • The roles and responsibilities of each agency signing the agreement.
- 6 • An element addressing the cooperative roles of each participant in
7 prevention, pre-suppression, suppression, fuels, and prescribed fire
8 management operations.
- 9 • All mutually approved operations that require reimbursement will be
10 identified and agreed to by an agreement which is required if participating
11 parties have a cost-share. The mechanism and timing of the funding
12 exchanges will be identified and agreed upon.
- 13 • Appropriation Limitations – Parties to this agreement are not obligated to
14 make expenditures of funds or reimbursements of expenditures under terms
15 of this agreement unless the Congress of the United States of America
16 appropriates such funds for that purpose by the Counties of _____, by the
17 Cities of _____, and/or the Governing Board of Fire Commissioners
18 of _____.
- 19 • Liabilities/Waivers – Each party waives all claims against every other party
20 for compensation for any loss, damage, personal injury, or death occurring
21 as a consequence of the performance of this agreement unless gross
22 negligence on any part of any party is determined.
- 23 • Termination Procedure – The agreement shall identify the duration of the
24 agreement and cancellation procedures.
- 25 • A signature page identifying the names of the responsible officials shall be
26 included in the agreement.
 - 27 ○ **BLM** – Refer to chapter 2, *Agreements with Cooperators (Rangeland*
28 *Fire Protection Association (RFPA) and Local Fire Department)*.
 - 29 ○ **NPS** – Refer to DO-20 for detailed instructions and format for
30 *developing agreements*.
 - 31 ○ **FS** – *FSM 1580; FSH 1509.11 Ch. 30; FSH 1509.11 Ch. 90; FSH*
32 *6509.11g Ch. 50*.
 - 33 ○ **BIA** – Refer to *Notification of Required Use of Cooperative Agreement*
34 *Template in response to Office of Inspector General’s Independent*
35 *Report on the “Bureau of Indian Affairs Wildland Fire Suppression”*
36 *(memo dated September 06, 2013) and Clarification of Authorities on*
37 *Implementation of the Wildland Fire Cooperative Agreement Template*
38 *(memo dated May 28, 2014).*

39 Operating Plans (OPs)

40 Operating plans are a subsidiary document to an agreement and shall be
41 reviewed, updated, and approved prior to the fire season. The plan may be
42 amended after a major incident as part of a joint debriefing and review. The plan
43 shall contain detailed, specific procedures which will provide for safe, efficient,
44 and effective operations.

1 General Elements of an Operating Plan

2 The following items should be addressed in the OP:

3 • Mutual Aid

4 The OP should address that there may be times when cooperators are
5 involved in emergency operations and unable to provide mutual aid. In this
6 case, other cooperators may be contacted for assistance.

7 • Command Structure

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

18 • Communications

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

31 • Distance/Boundaries

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

- 40 ○ *BLM – Agreements/OPs with Department of Defense, best practices*
41 *(including UXO protocols) are located on the BLM Fire Operations*
42 *website [https://doimspp.sharepoint.com/sites/blm-fa/fire-](https://doimspp.sharepoint.com/sites/blm-fa/fire-operations/SitePages/Policy-and-References.aspx)*
43 *operations/SitePages/Policy-and-References.aspx.*

- 1 • **Time/Duration**
2 Responding and requesting parties should identify time limitations (usually
3 24 hours) for resources in a non-reimbursable status, and “reimbursable
4 rates” when the resources are in a reimbursable status.
- 5 • **Qualifications/Minimum Requirements**
6 *NWCG Standards for Wildland Fire Position Qualifications* (PMS 310-1),
7 outlines the minimum requirements for training, experience, physical fitness
8 level, and currency standards for wildland fire positions, which all
9 participating agencies have agreed to meet for national mobilization.
 - 10 ○ During initial action, all agencies (federal, state, local and Tribal)
11 accept each other’s standards. Once jurisdiction is clearly established,
12 then the standards of the agency(s) with jurisdiction prevail.
 - 13 ■ **BLM/BIA** – *BLM/BIA may accept the standards of any local*
14 *cooperator through the duration of an incident when the*
15 *cooperator has a current cooperative fire response agreement with*
16 *BLM/BIA, and the cooperator is in compliance with the agreement.*
17 *Personnel from agencies that do not subscribe to the NWCG*
18 *qualification standards may be used on agency managed fires, and*
19 *must only be assigned to duties commensurate with their*
20 *competencies, qualifications, and equipment capabilities.*
 - 21 ○ Prior to the fire season, federal agencies should meet with their state,
22 local, and Tribal agency partners and communicate the qualification/
23 certification standards that will apply to the use of local, non-federal
24 firefighters during initial action on fires on lands under the jurisdiction
25 of a federal agency.
 - 26 ○ The geographic area coordinating group should determine the
27 application of PMS 310-1 qualification/certification standards for
28 mobilization within the geographic area.
 - 29 ○ On a fire where a non-federal agency is also an agency with legal
30 jurisdiction, the standards of that agency apply.
 - 31 ○ The OP should address qualification and certification standards
32 applicable to the involved parties.
- 33 • **Reimbursement**
34 Reimbursement will be based on actual expenditures. If suppression tactics
35 cross jurisdictional boundaries, refer to the cost share agreement for
36 reimbursement methods (must be an agreement between participating
37 parties). Vehicles and equipment operated under the federal excess property
38 system will only be reimbursed for maintenance and operating costs.
- 39 • **Cooperation**
40 The operating plan will be used to identify how the cooperators will share
41 expertise, training, and information on items such as prevention,
42 investigation, communication plans, safety, training, ICS, and the
43 integration of resources.

- 1 • **Agency Reviews and Investigations**
2 Operating plans should describe processes for conducting agency specific
3 reviews and investigations. OPs should also describe processes for accident
4 notifications to the appropriate fire managers, line officers, and
5 dispatch/coordination centers.
- 6 • **Dispatch Centers**
7 Dispatch centers will ensure all resources know the name of the assigned IC
8 and announce all changes in incident command. Geographic area
9 mobilization guides, zone mobilization guides, and local mobilization
10 guides should include this procedure as they are revised for each fire
11 season.
- 12 **Fiscal Responsibility Elements of an Operating Plan**
13 Operating plans should address the following:
 - 14 • The level of communication required with neighboring jurisdictions
15 regarding the management of all wildland fires.
 - 16 • The level of communication required with neighboring jurisdictions
17 regarding suppression resource availability and allocation, especially for
18 wildland fires with objectives that include benefit.
 - 19 • Identify how to involve all parties in developing the strategy and tactics to
20 be used in preventing wildland fire from crossing the jurisdictional
21 boundary, and how all parties will be involved in developing mitigations
22 which would be used if a wildland fire does cross jurisdictional boundaries.
 - 23 • Jurisdictions, which may include state and private lands, should identify the
24 conditions under which wildland fire may be managed to achieve benefit,
25 and the information or criteria that will be used to make that determination
26 (e.g., critical habitat, hazardous fuels, and land management planning
27 documents).
 - 28 • Jurisdictions will identify conditions under which cost efficiency may
29 dictate where suppression strategies and tactical actions are taken (i.e., it
30 may be more cost effective to put the containment line along an open
31 grassland than along a mid-slope in timber). Points to consider include loss
32 and benefit to land, resource, social and political values, and existing legal
33 statutes.
 - 34 • The cost-sharing methodologies that will be utilized should wildfire spread
35 to a neighboring jurisdiction in a location where fire is not wanted.
 - 36 • The cost-share methodologies that will be used should a jurisdiction accept
37 or receive a wildland fire and manage it to create benefit.
 - 38 • Any distinctions in what cost-share methodology will be used if the reason
39 the fire spreads to another jurisdiction is attributed to a strategic decision,
40 versus environmental conditions (weather, fuels, and fire behavior), or
41 tactical considerations (firefighter safety, resource availability) that preclude
42 stopping the fire at jurisdictional boundaries. Examples of cost-sharing
43 methodologies may include, but are not limited to, the following:
 - 44 ○ When a wildland fire that is being managed for benefit spreads to a
45 neighboring jurisdiction because of strategic decisions, and in a

- 1 location where fire is not wanted, the managing jurisdiction shall be
2 responsible for wildfire suppression costs.
- 3 ○ In those situations where weather, fuels, or fire behavior of the
4 wildland fire precludes stopping at jurisdiction boundaries cost-share
5 methodologies may include, but are not limited to:
- 6 a) Each jurisdiction pays for its own resources – fire suppression
7 efforts are primarily on jurisdictional responsibility lands.
- 8 b) Each jurisdiction pays for its own resources – services rendered
9 approximate the percentage of jurisdictional responsibility, but not
10 necessarily performed on those lands.
- 11 c) Cost share by percentage of ownership.
- 12 d) Cost is apportioned by geographic division. Examples of
13 geographic divisions are: Divisions A and B (using a map as an
14 attachment); privately owned property with structures; or specific
15 locations such as campgrounds.
- 16 e) Reconciliation of daily estimates (for larger, multi-day incidents).
17 This method relies upon daily agreed to cost estimates, using
18 Incident Action Plans or other means to determine multi-Agency
19 contributions. Reimbursements can be made upon actuals.
- 20 The percentage for how to apply actuals can be based on estimates, but actuals
21 must be used when final settlement is completed.

22 **All-Hazards Coordination and Cooperation**

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

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

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

- 42 • **BIA** – Refer to chapter 6 for the Stafford Act Amendment Tribal Disaster
43 Assistance.

1 **Homeland Security Act**

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

7 **Homeland Security Presidential Directive-5**

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

16 **National Response Framework**

17 Federal disaster relief and emergency assistance are coordinated by the federal
18 Emergency Management Agency (FEMA) using the National Response
19 Framework (NRF). The NRF, using the National Incident Management System
20 (NIMS), establishes a single, comprehensive framework for the management of
21 domestic incidents. The NRF provides the structure and mechanisms for the
22 coordination of federal support to state, local, and Tribal incident managers; and
23 for exercising direct federal authorities and responsibilities.

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

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

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

38 Emergency Support Function (ESF) Annexes are the components of the NRF
39 that detail the mission, policies, structures, and responsibilities of federal
40 agencies. They are utilized for coordinating resource and programmatic support
41 to the states, Tribes, and other federal agencies or other jurisdictions and entities
42 during Incidents of National Significance. Each ESF Annex identifies the ESF
43 coordinator and the primary and support agencies pertinent to the ESF. USDA-
44 FS and USFA are the Co-coordinators of ESF #4 – Firefighting. USDA-FS

1 coordinates at the national and regional levels with FEMA, state agencies, and
 2 cooperating agencies on all issues related to response activities. USFA
 3 coordinates with appropriate state agencies and local fire departments to expand
 4 structural firefighting resource capacity in the existing national firefighting
 5 mobilization system and provides information on protection of emergency
 6 services sector critical infrastructure.

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

13 • **FS** – *Reference FSM 1594*

14 Other NRF USDA-FS and DOI responsibilities are:

ESF Support Annex	USDA-FS Role	DOI Role
#01 Transportation	Support	Support
#02 Communications	Support	Support
#03 Public Works and Engineering	Support	Support
#04 Firefighting	Coordinator & Primary	Support
#05 Emergency Management	Support	Support
#06 Mass Care, Emergency Assistance, Housing, and Human Services	Support	Support
#07 Logistics Management and Resources Support	Support	Support
#08 Public Health and Medical Services	Support	Support
#09 Search and Rescue	Support	Primary
#10 Oil and Hazardous Materials Response	Support	Support
#11 Agriculture and Natural Resources	Primary	Primary
#12 Energy		Support
#13 Public Safety and Security	Support	Support
#15 External Affairs	Support	Support

15 **National Oil and Hazardous Substances Pollution Contingency Plan (NCP,**
 16 **40 CFR 300)**

17 The NCP provides the organizational structure and procedures for preparing for
 18 and responding to discharges of oil and releases of hazardous substances,
 19 pollutants, and contaminants. The NCP is required by section 105 of the
 20 Comprehensive Environmental Response, Compensation, and Liability Act of
 21 1980 (CERCLA), 42 U.S.C. 9605, as amended by the Superfund Amendments
 22 and Reauthorization Act of 1986 (SARA), P.L. 99–499, and by section 311(d) of
 23 the Clean Water Act (CWA), 33 U.S.C. 1321(d), as amended by the Oil

1 Pollution Act of 1990 (OPA), P.L. 101–380. The NCP identifies the national
2 response organization that may be activated in response actions to discharges of
3 oil and releases of hazardous substances, pollutants, and contaminants in
4 accordance with the authorities of CERCLA and the CWA. It specifies
5 responsibilities among the federal, state, and local governments and describes
6 resources that are available for response, and provides procedures for involving
7 state governments in the initiation, development, selection, and implementation
8 of response actions, pursuant to CERCLA. The NCP works in conjunction with
9 the National Response Framework through Emergency Support Function 10 –
10 Oil and Hazardous Material Response.

11 **Post-Katrina Emergency Management Reform Act**

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

21 **Presidential Policy Directive-8**

22 *Presidential Policy Directive-8 (PPD-8), National Preparedness, March 30,*
23 *2011* is intended to strengthen all-of-Nation preparedness. PPD-8 directs the
24 Secretary of Homeland Security to develop a national preparedness goal and a
25 national preparedness system in coordination and consultation with other federal
26 departments and agencies, state, local, tribal, and territorial governments, private
27 and non-profit sectors, and the public. The national preparedness system is
28 comprised of:

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

35 **All-Hazards Coordination and Cooperation**

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

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

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

6 General All-Hazards Guidelines for NWCG:

- 7 • The National Incident Management System (NIMS) is the foundation of all
8 response. NWCG principles, procedures, and publications will comply with
9 and support the NIMS. NWCG expects that all local, state, and federal
10 response agencies and organizations will comply with NIMS.
- 11 • NWCG uses the NIMS definition of All-Hazards, which includes wildland
12 fire. This definition is:
 - 13 ○ All-Hazards: Describing an incident, natural or manmade, that warrants
14 action to protect life, property, environment, and public health or
15 safety, and to minimize disruptions of government, social, or economic
16 activities.
- 17 • NWCG recognizes FEMA's role in overseeing the development,
18 implementation, and maintenance of NIMS, which includes the Incident
19 Command System (ICS) and its components (forms, core competencies,
20 training, qualifications and standards, etc.).
- 21 • NWCG accepts the components of NIMS and will develop an endorsement
22 process and additional qualifications requirements for positions having
23 specific wildland fire application.
- 24 • NWCG recognizes and supports the use of position-specific qualifications
25 from other NIMS compliant disciplines (law enforcement, structure fire,
26 hazmat, etc.).
- 27 • NWCG supports the ongoing development and maintenance of wildland fire
28 systems to be adaptable for all-hazards response.
- 29 • NWCG expects that all wildland fire personnel engaged in all-hazards
30 response, whether at the national, regional or local level will base actions on
31 both NWCG and agency policies, standards, doctrine, and procedures.
- 32 • NWCG member agencies ensure all personnel responding to all-hazards
33 incidents are properly trained, equipped, and qualified for their assigned
34 position.
- 35 • NWCG encourages all wildland fire agencies and personnel to receive
36 appropriate preparedness training, focusing on general knowledge of all-
37 hazards response, disaster characteristics, and the effects from these events
38 on citizens and responders.
- 39 • NWCG encourages all wildland fire agencies and personnel to consider
40 appropriate risk mitigation measures (e.g., vaccinations, personal protective
41 equipment, etc.) prior to responding to all-hazards incidents.
- 42 • NWCG coordinates with member agencies to ensure accountability of
43 wildland fire personnel during all-hazards response.

1 **USFS All-Hazards Guiding Principles and Doctrine**

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

7 The following principles encompass the guidelines, roles, and responsibilities
8 established in this doctrine:

- 9 • The intent of Forest Service all-hazard response and support is to protect
10 human life, property, and at-risk lands and resources *while imminent threats*
11 *exist*.
- 12 • Personnel should be prepared and organized to support all-hazard responses
13 by providing trained personnel to utilize their inherent skills, capabilities,
14 and assets, without requiring significant advanced training and preparation.
15 Support to cooperators requiring wildland resources will be consistent with
16 employee core skills, capabilities, and training.
- 17 • As incidents move from the *response phase* to the *recovery phase*, there
18 should be a shift to demobilizing agency resources.
- 19 • Within all-hazard response environments, agency personnel may encounter
20 situations in which there is an imminent threat to life and property outside
21 of their agency's jurisdiction. These environments include scenarios ranging
22 from being first on scene at a vehicle accident, to committing agency
23 resources to protect a local community. Leaders are therefore expected to
24 use their judgment and respond appropriately.
- 25 • Wildland resources deployed to all-hazard responses will understand the
26 dynamic and complex environment and utilize their leadership, training, and
27 skills to adapt, innovate, and bring order to chaos.
- 28 • Leaders are expected to operate within the incident organizational structure
29 encountered on all-hazard responses. When such structure is absent, they
30 will utilize National Incident Management System principles to assure safe
31 and effective utilization of agency resources.
- 32 • Leaders are expected to operate under existing policies and doctrine under
33 normal conditions. On all-hazard responses, fire and aviation business and
34 safety standards may have to be adapted to the situation to successfully
35 accomplish the mission. When conflicts occur, employees will use their
36 judgment, weigh the risk versus gain, and operate within the intent of
37 agency policy and doctrine.
- 38 • All-hazard response will be focused on missions that we perform
39 consistently and successfully. Workforce assignments will be directed
40 toward the core skills developed through our existing training and
41 curriculum.
- 42 • Agency employees will be trained to operate safely and successfully in the
43 all-hazard environment. Preparedness training will focus on gaining general
44 knowledge of all-hazard response, disaster characteristics, as well as the
45 effects from these events on citizens and responders.

- 1 • Specific operational skills will be facilitated through the National Incident
2 Management System, working with the responsible agencies who supply
3 the technical specialists who, in turn, provide the specific skill sets. The
4 Forest Service will not train or equip to meet every hazard.
- 5 • Wildland employees are expected to perform all-hazard support as directed
6 within their qualifications and physical capabilities. All employees have the
7 right to a safe assignment. The employee may suspend his or her work
8 whenever any environmental condition—or combination of condition—
9 become so extreme that an immediate danger is posed to employee health
10 and safety that cannot be readily mitigated by the use of appropriate,
11 approved protective equipment or technology.
- 12 • Acceptable risk is risk mitigated to a level that provides for reasonable
13 assurances that the all-hazard task can be accomplished without serious
14 injury to life or damage to property.
- 15 • All-hazard incident-specific briefing and training will be accomplished
16 prior to task implementation. This preparation will usually occur prior to
17 mobilization where incident description, mission requirements, and known
18 hazards are addressed. Key protective equipment and associated needs for
19 these all-hazard tasks that wildland employees do not routinely encounter or
20 perform will be identified. This will be done—and be in place—prior to
21 task implementation.
- 22 • Agency employees will be provided with appropriate vaccinations,
23 credentials, and personal protective equipment to operate in the all-hazard
24 environment to which they are assigned.
- 25 • Additional information can be found in the Forest Service *Foundational*
26 *Doctrine for All-Hazard Response*. [https://www.fs.fed.us/managing-](https://www.fs.fed.us/managing-land/fire/ibp/all-hazard)
27 [land/fire/ibp/all-hazard](https://www.fs.fed.us/managing-land/fire/ibp/all-hazard)

28 **All-Hazard Incident Management Teams (IMTs) and Other Non-Wildland** 29 **Fire IMTs**

30 Different entities have developed IMTs based on ICS core competencies under
31 the National Incident Management System (NIMS). Federal agencies with IMTs
32 include the U.S. Coast Guard, the Environmental Protection Agency, USDA's
33 Animal and Plant Health Inspection Service (APHIS), DOI's National Park
34 Service and U.S. Fish and Wildlife Service, and others. In addition, many states
35 and metropolitan areas have developed All Hazard Incident Management Teams
36 (AHIMTs). AHIMT consists of personnel from various disciplines (fire, rescue,
37 emergency medical, hazardous materials, law enforcement, public works, public
38 health and others) trained to perform the functions of the Command and General
39 Staff at the Type 3 level. AHIMTs are often sponsored or administered by a
40 state or local emergency management agency and may be Type 2 or Type 3
41 level (based on the FEMA National Qualification System or other recognized
42 qualification system). All Hazard IMTs have been used to support wildland fire
43 operations in different ways, including: 1) managing a fire incident with the
44 support of key wildland fire positions supporting command and general staff; 2)
45 independently supporting activities under direction of a wildland fire IMT (e.g.,

- 1 coordinating evacuation/re-entry of a jurisdictional area); and 3) supporting a
2 GACC or other entity (e.g., managing a mobilization center).
- 3 Many different entities that sponsor an AHIMT or other non-wildland fire IMT
4 have requested that their personnel be allowed to “shadow” wildland fire IMT
5 positions during incidents (sometimes referred to as “field training” or “field
6 mentoring”). The primary purpose of shadowing is to gain insight to complex
7 incident management. All shadowing events should be coordinated with the
8 receiving GACCs and the IC at an incident.
- 9 • **DOI** – <https://www.doi.gov/emergency/plans-and-policies>

10 **International Wildland Fire Coordination and Cooperation**

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

12 In April 2015, the Department of Interior and the Department of Agriculture
13 signed a Wildfire Protection Agreement with Mexico. The agreement has two
14 purposes:

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

22 National operational guidelines for this agreement are located at
23 <https://www.nifc.gov/nicc/logistics/references.htm>. These guidelines cover
24 issues at the national level and also provide a template for those issues that need
25 to be addressed in local operating plans. The local operating plans identify how
26 the agreement will be implemented by the GACCs (and zone coordination
27 centers) that have dispatching responsibility on the border. The local operating
28 plans will provide the standard operational procedures for wildfire suppression
29 resources that could potentially cross the U.S. border into Mexico.

30 **U.S. – Canada, Reciprocal Forest Firefighting Arrangement**

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

37 **U.S. – Australia/New Zealand Wildland Fire Arrangement**

38 Information about United States – Australia and United States – New Zealand
39 support is located at <https://www.nifc.gov/nicc/logistics/references.htm>. This
40 link provides a copy of the arrangements signed between the U.S. and the states
41 of Australia, and between the U.S. and the country of New Zealand for support

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

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

4 **International Disasters Support**

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

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

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