

CROSS-BOUNDARY WILDFIRE SOLUTIONS ACT

JUNE 2, 2026.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. WESTERMAN, from the Committee on Natural Resources,
submitted the following

R E P O R T

[To accompany H.R. 3922]

[Including cost estimate of the Congressional Budget Office]

The Committee on Natural Resources, to whom was referred the bill (H.R. 3922) to direct the Comptroller General of the United States to conduct a study on existing programs, rules, and authorities that enable or inhibit wildfire mitigation across land ownership boundaries on Federal and non-Federal land, and for other purposes, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the “Cross-Boundary Wildfire Solutions Act”.

SEC. 2. DEFINITIONS.

In this Act:

- (1) COVERED AGENCY.—The term “covered agency” means—
 - (A) each Federal land management agency (as defined in section 802 of the Federal Lands Recreation Enhancement Act (16 U.S.C. 6801));
 - (B) the Natural Resources Conservation Service;
 - (C) the Environmental Protection Agency;
 - (D) the Federal Emergency Management Agency;
 - (E) the United States Fire Administration;
 - (F) States;
 - (G) Indian Tribes; and
 - (H) local governments.
- (2) COVERED AUTHORITY.—The term “covered authority” means—
 - (A) the Healthy Forests Restoration Act of 2003 (16 U.S.C. 6501 et seq.);
 - (B) the Cooperative Forestry Assistance Act of 1978 (16 U.S.C. 2101 et seq.);
 - (C) the good neighbor authority under section 8206 of the Agricultural Act of 2014 (16 U.S.C. 2113a);
 - (D) the Tribal Forest Protection Act of 2004 (25 U.S.C. 3101 et seq.);

(E) the collaborative forest landscape restoration program under section 4003 of the Omnibus Public Land Management Act of 2009 (16 U.S.C. 7303); and

(F) any other statutory authority that facilitates cross-boundary wildfire mitigation or forest health improvement activities, as determined by the Comptroller General of the United States.

SEC. 3. STUDY ON WILDFIRE MITIGATION ACROSS LAND OWNERSHIP BOUNDARIES.

(a) **STUDY REQUIRED.**—The Comptroller General of the United States shall conduct a study on—

(1) the existing Federal programs, rules, and authorities that enable or inhibit wildfire mitigation from being completed across land ownership boundaries on Federal and non-Federal land;

(2) whether changes to any program, rule, or authority (including changes to existing statutory definitions) identified pursuant to paragraph (1) would—

(A) allow a covered agency increased capacity or access to funding to mitigate wildfires or improve forest health; and

(B) enable better community protection and prevent the loss of structures due to wildfire; and

(3) the activities carried out pursuant to a covered authority, including—

(A) how to improve the efficacy of such activities with respect to mitigating wildfire; and

(B) whether the enactment of such covered authority has increased capacity or access to funding to mitigate wildfires for a covered agency.

(b) **REPORT.**—Not later than 2 years after the date of the enactment of this Act, the Comptroller General of the United States shall submit to the Committee on Natural Resources and the Committee on Agriculture of the House of Representatives and the Committee on Energy and Natural Resources and the Committee on Agriculture, Nutrition, and Forestry of the Senate a report that contains—

(1) the results of the study required under subsection (a); and

(2) recommendations to simplify cross-boundary wildfire mitigation between Federal land management agencies and State, local, and Tribal governments.

PURPOSE OF THE LEGISLATION

The purpose of H.R. 3922 is to direct the Comptroller General of the United States to conduct a study on existing programs, rules, and authorities that enable or inhibit wildfire mitigation across land ownership boundaries on Federal and non-Federal land, and for other purposes.

BACKGROUND AND NEED FOR LEGISLATION

Over the past 25 years, wildfires have grown in frequency, intensity, and cost.¹ Wildfires do not respect political or jurisdictional boundaries, and often burn through a patchwork of federal, state, tribal, local, and private lands governed by different agencies, rules, and programs.² For example, the 2017 Carr Fire in California burned nearly 230,000 acres of federal and private land; in 2020, three major wildfires in Colorado burned more than 665,000 acres of federal and non-federal land; and the 2021 Dixie Fire in California burned more than 1 million acres of federal, state, and private land.³ To minimize wildfire risk across all jurisdictions,

¹ Anne A. Riddle, “Wildfire Statistics,” Congressional Research Service, June 1, 2023, <https://www.crs.gov/Reports/IF10244?source=search&guid=b82a4d954677449b918a65ece823396f&index=0>.

² National League of Cities, “Federal Response to Escalating Wildfires,” July 5, 2023, <https://www.nlc.org/article/2023/07/05/federal-response-to-escalating-wildfires/>.

³ Damon Arthur, “Trump blames California for wildfires, but many of the worst have been on federal land,” Record Searchlight, January 9, 2019, <https://www.redding.com/story/news/2018/11/11/trump-blames-state-fires-but-many-worst-federal-land/1971196002/>; Emily Hansen, “Staff Budget Briefing FY 2021–22, Department of Budget Safety,” Joint Budget Committee, https://content.leg.colorado.gov/sites/default/files/fy2021-22_pubsafbrf.pdf; The Office of Governor Gavin Newsom, “California Secures Federal Assistance to Support Response to Monument Fire in Trinity County and Dixie Fire in Lassen County,” <https://www.gov.ca.gov/2021/08/17/california->

cross-boundary collaboration and cooperation are essential. Tools such as Good Neighbor Authority have been highly successful in allowing states, tribes, and counties to conduct cross-boundary treatments that restore ecosystem health and reduce the likelihood and severity of catastrophic wildfires.⁴ However, more can be done to identify federal barriers to cross-boundary forest management, improve coordination with non-federal entities, and address federal fragmentation or duplication in cross-boundary wildfire mitigation efforts.⁵

H.R. 3922 bridges this gap by directing the U.S. Government Accountability Office (GAO) to conduct a study of wildfire mitigation efforts across federal and non-federal lands. GAO has already conducted similar studies in the past, releasing a report entitled “Wildland Fire Risk Reduction: Multiple Factors Affect Federal-Nonfederal Collaboration, but Action Could Be Taken to Better Measure Progress” in 2017.⁶ H.R. 3922 builds on this progress by requiring a study on existing federal programs, rules, and authorities that either facilitate or hinder wildfire mitigation and community protection across jurisdictional and ownership boundaries. The study will assess whether policy changes to such programs could expand capacity for more active forest management. By facilitating greater federal and local coordination on wildfire prevention, this legislation also directly advances the goals of President Trump’s Executive Order 14308, “Empowering Commonsense Wildfire Prevention and Response.”⁷

COMMITTEE ACTION

H.R. 3922 was introduced on June 11, 2025, by Representative Joe Neguse (D-CO). The bill was referred to the Committee on Natural Resources, and within the Committee to the Subcommittee on Federal Lands. The bill was also referred to the Committee on Agriculture. On January 14, 2026, the Subcommittee on Federal Lands held a hearing on the bill. On February 11, 2026, the Committee on Natural Resources met to consider the bill. The Subcommittee on Federal Lands was discharged from further consideration of H.R. 3922 by unanimous consent. Representative Joe Neguse (D-CO) offered an Amendment in the Nature of a Substitute designated Neguse #1 ANS. The Amendment in the Nature of a Substitute was agreed to by unanimous consent. The bill, as amended, was ordered favorably reported to the House of Representatives by unanimous consent.

secures-federal-assistance-to-support-response-to-monument-fire-in-trinity-county-and-dixie-fire-in-lassen-county/.

⁴ 16 U.S.C. 2113a.

⁵ Chris Currie, “Testimony Before the Committee on Homeland Security and Governmental Affairs, U.S. Senate: Wildfire Disasters: Opportunities to Improve Federal Response, Recovery, and Mitigation,” U.S. Government Accountability Office, March 14, 2024, <https://www.gao.gov/assets/870/868633.pdf>; William M. Downing, et al., “Human ignitions on private lands drive USFS cross-boundary wildfire transmission and community impacts in the western US,” *Scientific Reports*, February 15, 2022, <https://www.nature.com/articles/s41598-022-06002-3>.

⁶ U.S. Government Accountability Office, “Wildland Fire Knows No Boundaries . . .,” August 22, 2017, <https://www.gao.gov/blog/2017/08/22/wildland-fire-knows-no-boundaries>.

⁷ Executive Office of the President, “Empowering Commonsense Wildfire Prevention and Response,” June 12, 2025, Executive Order 14308, <https://www.federalregister.gov/documents/2025/06/18/2025-11358/empowering-commonsense-wildfire-prevention-and-response>.

HEARINGS

For the purposes of clause 3(c)(6) of House rule XIII, the following hearing was used to develop or consider this measure: hearing by the Subcommittee on Federal Lands held on January 14, 2026.

SECTION-BY-SECTION ANALYSIS

Section 1. Short title

Section 1 titles the legislation the “Cross-Boundary Wildfire Solutions Act.”

Section 2. Definitions

Section 2 defines key terms in the bill.

Section 3. Study on forest health and wildfire mitigation across land ownership boundaries

Section 3 directs the Comptroller General of the United States to conduct a study examining whether existing federal programs, rules, and authorities enable or inhibit wildfire mitigation across federal and non-federal land boundaries; any potential changes to programs or authorities that would improve funding or capacity to mitigate wildfires among federal and non-federal agencies; the effectiveness of cross-boundary wildfire mitigation projects carried out under certain statutory authorities; and whether changes to any of these authorities would improve community protection and prevent the loss of structures from wildfire. Section 3 also requires the Comptroller General to report to Congress, no later than two years after the enactment of the bill, the results of the study and its recommendations to simplify cross-boundary wildfire mitigation.

COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

Regarding clause 2(b)(1) of rule X and clause 3(c)(1) of rule XIII of the Rules of the House of Representatives, the Committee on Natural Resources’ oversight findings and recommendations are reflected in the body of this report.

COMPLIANCE WITH HOUSE RULE XIII AND CONGRESSIONAL BUDGET ACT

1. *Cost of Legislation and the Congressional Budget Act.* With respect to the requirements of clause 3(c)(2) and (3) of rule XIII of the Rules of the House of Representatives and sections 308(a) and 402 of the Congressional Budget Act of 1974, the Committee has received the following estimate for the bill from the Director of the Congressional Budget Office:

H.R. 3922, Cross-Boundary Wildfire Solutions Act			
As ordered reported by the House Committee on Natural Resources on February 11, 2026			
By Fiscal Year, Millions of Dollars	2026	2026-2031	2026-2036
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	*	*	*
Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2037?	No	Statutory pay-as-you-go procedures apply?	No
		Mandate Effects	
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2037?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No
* = between zero and \$500,000.			

H.R. 3922 would direct the Comptroller General to report to the Congress on the legal and programmatic barriers to conducting wildfire mitigation across land ownership boundaries on federal and nonfederal land and on changes that would improve federal, state, and tribal governments' capacity to mitigate wildfires. Using information about the cost of similar reports, CBO estimates that implementing H.R. 3922 would cost less than \$500,000 over the 2026–2031 period. Any spending would be subject to the availability of appropriated funds.

The CBO staff contact for this estimate is David Rafferty. The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,
Director, Congressional Budget Office.

2. General Performance Goals and Objectives. As required by clause 3(c)(4) of rule XIII, the general performance goal or objective of this bill is to direct the Comptroller General of the United States to conduct a study on existing programs, rules, and authorities that enable or inhibit wildfire mitigation across land ownership boundaries on Federal and non-Federal land, and for other purposes.

EARMARK STATEMENT

This bill does not contain any Congressional earmarks, limited tax benefits, or limited tariff benefits as defined under clause 9(e), 9(f), and 9(g) of rule XXI of the Rules of the House of Representatives.

UNFUNDED MANDATES REFORM ACT STATEMENT

According to the Congressional Budget Office, H.R. 3922 contains no unfunded mandates as defined by the Unfunded Mandates Reform Act.

EXISTING PROGRAMS

Directed Rule Making. This bill does not contain any directed rule makings.

Duplication of Existing Programs. This bill does not establish or reauthorize a program of the federal government known to be duplicative of another program. Such program was not included in any report from the Government Accountability Office to Congress pursuant to section 21 of Public Law 111–139 or identified in the most recent Catalog of Federal Domestic Assistance published pursuant to the Federal Program Information Act (Public Law 95–220, as amended by Public Law 98–169) as relating to other programs.

APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the Congressional Accountability Act.

PREEMPTION OF STATE, LOCAL OR TRIBAL LAW

Any preemptive effect of this bill over state, local, or tribal law is intended to be consistent with the bill's purposes and text and the Supremacy Clause of Article VI of the U.S. Constitution.

CHANGES IN EXISTING LAW

As ordered reported by the Committee on Natural Resources, H.R. 3922 would make no changes in existing law.

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U.S. House of Representatives
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May 26, 2026

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RANKING MINORITY MEMBER

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MINORITY STAFF DIRECTOR

The Honorable Bruce Westerman, Chairman
Committee on Natural Resources
1324 Longworth House Office Building
Washington, DC 20515

Dear Mr. Chairman:

This letter confirms our mutual understanding regarding H.R. 3922, the "Cross-Boundary Wildfire Solutions Act." Thank you for collaborating with the Committee on Agriculture on the matters within our jurisdiction.

The Committee on Agriculture will forgo any further consideration of this bill. However, by forgoing consideration at this time, we do not waive any jurisdiction over any subject matter contained in this or similar legislation. The Committee on Agriculture also reserves the right to seek appointment of an appropriate number of conferees, should it become necessary, and ask that you support such a request.

We would appreciate a response to this letter confirming this understanding with respect to H.R. 3922 and request a copy of our letters on this matter be published in the Congressional Record during Floor consideration.

Sincerely,



Glenn "GT" Thompson
Chairman

Cc: The Honorable Angie Craig, Ranking Member, Committee on Agriculture
The Honorable Jared Huffman, Ranking Member, Committee on Natural Resources
The Honorable Mike Johnson, Speaker of the House of Representatives
Mr. Jason Smith, Parliamentarian, U.S. House of Representatives

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U.S. House of Representatives
Committee on Natural Resources
Washington, DC 20515

May 26, 2026

The Honorable Glenn Thompson
Chairman
Committee on Agriculture
1301 Longworth House Office Building
Washington, D.C. 20515

Dear Chairman Thompson:

I write regarding H.R. 3922, the "Cross-Boundary Wildfire Solutions Act," which was ordered reported by the Committee on Natural Resources on February 11, 2026.

I recognize that the bill contains provisions that fall within the jurisdiction of the Committee on Agriculture and appreciate your willingness to forgo further consideration of the bill. I acknowledge that the Committee on Agriculture will not formally consider H.R. 3922 and agree that the inaction of your Committee with respect to the bill does not waive any jurisdiction over the subject matter contained therein.

I am pleased to support your request to name members of the Committee on Agriculture to any conference committee to consider such provisions. I will ensure that our exchange of letters is included in the *Congressional Record* during floor consideration of the bill and will include such letters in the committee report on H.R. 3922. I appreciate your cooperation regarding this legislation.

Sincerely,



Bruce Westerman
Chairman
Committee on Natural Resources

cc: The Honorable Mike Johnson, Speaker of the House
The Honorable Angie Craig, Ranking Member, Committee on Agriculture
The Honorable Jared Huffman, Ranking Member, Committee on Natural Resources
Mr. Jason Smith, Parliamentarian

