

## Chapter 07 Interagency Coordination & Cooperation

### A. Introduction

Successful implementation of any fire management program is dependent on good coordination and cooperation with and between other agencies. This requires an understanding of agencies' organizational structures and their roles in fire management. This understanding, coordination, and cooperation will enhance efficiency across jurisdictional boundaries.

### B. Areas and Levels of Coordination and Cooperation

1. Department of Interior and Agriculture Interagency Agreement
  - a. The authority for interagency assistance is found in the Interagency Agreement 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 (USFS) of the United States Department of Agriculture.
  - b. Under the Interagency Agreement for Fire Management, Interior agencies support the Forest Service's efforts in international disaster response. The Forest Service has an agreement with the U.S. Agency for International Development's Office of Foreign Disaster Assistance (OFDA) to support OFDA's international disaster relief activities.
  - c. Under provisions of the Robert T. Stafford Disaster and Emergency Assistance Act (P.L. 93-233, as amended) and Executive Order 12148, Federal Emergency Management (July 20, 1979, as amended), wildland agencies provide assistance to Presidential declared disasters and emergencies nationwide. The Federal Emergency Management Agency (FEMA) is the overall coordinator of the Federal Response Plan (FRP).

The fire suppression assistance portion of the Stafford Act for state and municipalities is managed by FEMA

2. **Outside Agency Agreement**
  - a. The authority for rendering emergency fire or rescue assistance outside of the agencies is given through the Reciprocal Fire Protection Act of May 27, 1955 (69 Stat. 66), and the *DOI Departmental Manual, 620 DM*.

### 3. National Level Coordination

#### a. **Wildland Fire Leadership Council (WFLC)**

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

Members of the WFLC represent the USDA Forest Service and Department of the Interior's Bureau of Indian Affairs, Bureau of Land Management, US Fish and Wildlife Service, and the National Park Service. Other participants include the National Association of Counties, Intertribal Timber Council, National Governors Association, Federal Emergency Management Agency, and the National Association of State Foresters representing local, state, and tribal governments.

#### b. **Office of Wildland Fire Coordination (OWFC)**

The Office of Wildland Fire Coordination is a Department of Interior organization that provides management, coordination, and oversight for the department's wildland fire management programs and policies. It coordinates efforts between wildland fire management bureaus and other federal and non-federal groups.

#### c. **The National Fire and Aviation Executive Board.**

(Previously known as the Federal Fire Aviation Leadership Council - FFALC)

The Council is a self-directed group, comprised of the federal agency Fire Directors, which provides a forum for discussion in which federal issues, both short- and long-term, can be resolved. It is authorized based on the master agreement between the Forest Service and DOI agency directors. The Council seeks to improve coordination and integration of federal fire and aviation programs, while recognizing individual agency missions. The Council deals with long-term strategic views and fosters improved integrated operations at national, geographic, and local levels. Teams may be established as needed by the Council address with specific federal issues.

#### d. **National Wildfire Coordinating Group (NWCG).**

The purpose of the NWCG is to improve the effectiveness and efficiency of all federal, tribal, and state wildland fire management agencies in the United States. The group accomplishes this goal by coordinating the programs of the participating agencies in order to work together constructively. The NWCG provides a formalized system through which

agreement may be reached on substantive issues in fire management. Agreed on policies, standards, and procedures are then implemented directly by each agency. Each agency will identify a representative to NWCG.

- e. **Federal Emergency Management Agency (FEMA)**  
Under provisions of the Robert T. Stafford Disaster and Emergency Assistance Act (P.L. 93-233, as amended) and the Executive Order 12148, Federal Emergency Management (July 20, 1979, as amended) Wildland Fire Management Agencies can provide assistance to Presidential declared disasters and emergencies nationwide. The Federal Emergency Management Agency (FEMA) is the overall coordinator of the Federal Response Plan (FRP), which guides 26 Federal agencies and the American Red Cross in response activities. In the FRP, the Forest Service is the primary agency responsible for emergency support functions under firefighting.
- f. **Federal Fire and Aviation Safety Team (FFAST).**  
This team is comprised of fire and aviation safety representatives from the federal wildland fire agencies and the Aviation Management Directorate (ADM), of the National Business Center. The National Fire and Aviation Management Executive Board charters a FFAST. It functions as a single federal wildland fire and aviation safety staff to oversee and monitor national fire and aviation safety practices, and make recommendations to improve safety and prevent accidents.
- g. **National Multi-Agency Coordination (MAC) Group.**  
The national MAC group is comprised of the Fire Directors or their designees of the BLM, USFS, BIA, NPS, FWS, FEMA, a State Foresters' representative, and a representative of the NWS. The BLM, BIA, USFS, NPS, and FWS directors at NIFC have written delegated authority from their respective agency heads to:
  - 1) Represent their agency on all matters related to wildland fire operations. This includes membership on the national MAC group, determining national priorities, and allocating or reallocating incident resources.
  - 2) Represent the states' interests in the absence of the State Foresters' representative, as established in the agreement with the National Association of State Foresters.When National Preparedness reaches levels 4 and 5, the national MAC group is activated and briefings are conducted twice daily to establish priorities and direction for wildland fire activities.

#### 4. Geographic Area Level Coordination

State/Regional offices oversee and facilitate the implementation of interagency standards and policies developed at the national level. Within their geographic areas, State/Regional Fire Management Officers/Fire Directors help develop and implement interagency wildland fire management programs to improve effectiveness and efficiency. At GACC preparedness level 4/5, a geographic MAC is convened to establish priorities and direction for wildland fire activities by allocating scarce resources. Refer to *National Mobilization Guide, Chapter 30*.

#### 5. Sub-Geographic Area Coordination

Fire management plans, preparedness plans, mobilization guides, cooperative agreements, and other supporting documents identify the necessary local sources, types, and levels of interagency coordination. They also delineate the process whereby compliance with national and geographic area policies and standards will be achieved. Fire Management Officers and their staffs develop and maintain cooperative interagency relationships. A Sub-Geographic Area MAC should be convened at preparedness level 4/5 to establish priorities and direction for wildland fire activities by allocating scarce resources.

### C. Interagency Mobilization

#### 1. National Dispatch/Coordination System

- a. The wildland fire dispatch system in the United States has three levels (tiers): national, geographic area, and local level. Logistical dispatch operations occur at all three levels, while initial attack dispatch operations occur primarily at the local level. Any geographic area or local dispatch center using a dispatch system outside the three-tier system must justify why a non-standard system is being used.
- b. *The National Interagency Mobilization Guide*, which is revised annually, describes interagency mobilization and dispatch procedures at all levels. All state/regional and local units without deviation will follow its directives.
- c. **BLM** – Any geographic area or local dispatch center using a dispatch structure outside the approved three-tier system must annually request written authorization from the Director, Office of Fire and Aviation.

#### 2. Levels of Dispatch (Tiers)

- a. **National Interagency Coordination Center (NICC).**
  - 1) The National Interagency Coordination Center (NICC) is located at the National Interagency Fire Center (NIFC),

Boise, Idaho. The mission of NICC is the cost-effective and timely coordination of land management agency emergency response for wildland fire at the national level. This is accomplished through planning, situation monitoring, and expediting resources orders between the Bureau of Indian Affairs (BIA) Regions, Bureau of Land Management (BLM) States, National Park Service (NPS) Regions, Fish and Wildlife Service (FWS) Regions, Forest Service (FS) Regions, National Association of State Foresters (NASF), Federal Emergency Management Agency (FEMA) Regions through the United States Fire Administration (USFA), National Weather Service (NWS) Regions, and other cooperating agencies.

- 2) NICC works with Geographic Area Coordination Centers (GACCs), as well as with other countries (e.g. Canada and Mexico). NICC coordinators also interact with the directors of fire and aviation programs, as well as with the national MAC Group.
  - 3) NICC supports non-fire emergencies when tasked by an appropriate agency, such as FEMA, through the Federal Response Plan. NICC collects and consolidates information from the GACCs and disseminates the *National Incident Management Situation Report*. This report is sent to the GACCs, agency directors, and Washington Office personnel.
- b. **Geographic Area Coordination Centers (GACCs).**
- 1) There are 11 GACCs, each of which serves a specific geographic portion of the United States. Each GACC interacts with the local dispatch centers, as well as with NICC and neighboring GACCs. Refer to the *National Interagency Mobilization Guide* for a complete directory of GACC locations, addresses, and personnel.
  - 2) The principal mission of each GACC is to provide the cost-effective and timely coordination of emergency response for all incidents within the specified geographic area. GACCs are also responsible for determining needs, coordinating priorities, and facilitating the mobilization of resources from their areas to other geographic areas.
  - 3) Each GACC prepares an intelligence report that consolidates fire and resource status information received from each of the local dispatch centers in its area. This report is sent to NICC and to the local dispatch centers, caches, and agency managers in the geographic area.

- c. **Local Unit/Interagency Dispatch Centers.**
  - 1) Local dispatch centers are located throughout the country as dictated by the needs of fire management agencies. The principal mission of a local dispatch center is to provide safe, timely, and cost-effective coordination of emergency response for all incidents within its specified geographic area. This most often entails the coordination of initial attack responses and the ordering of additional resources when fires escape initial attack.
  - 2) Local dispatch centers are also responsible for supplying intelligence information relating to fires and resource status to their GACC and to their agency managers and cooperators. Local dispatch centers may work for or with numerous agencies, but should only report to one GACC.
  - 3) Some local dispatch centers are also tasked with law enforcement and agency administrative workloads for non-fire operations; if this is the case, a commensurate amount of funding and training should be provided by the benefiting activity to accompany the increased workload. If a non-wildland fire workload is generated by another agency operating in an interagency dispatch center, the agency generating the addition workload should offset this increased workload with additional funding or personnel.

#### D. Agreements & Contracts

##### 1. Policy

- a. 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.
- b. 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.
- c. 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.
- d. All agreements must undergo periodic joint review and, as appropriate, revision. The best general reference on agreements is *Partnership for Efficiency Through Cooperative Agreements* by the NWCG.
- e. Assistance in preparing agreements can be obtained from local or state office fire and/or procurement staff.

- f. All appropriate agreements and operating plans will be provided to the servicing dispatch center. The authority to enter into interagency agreements is extensive.
- g. **BLM** – *BLM Manual 9200, Departmental Manual 620 DM, the Reciprocal Fire Protection Act, 42 U.S.C. 1856, and the Federal Wildland Fire Management Policy and Program Review.*
- h. **FWS** – *Service Manual, Departmental Manual 620 DM, and Reciprocal Fire Protection Act, 42U.S.C. 1856.*
- i. **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.*
- j. **USFS** – *FSM 1580, 5106.2 and FSH 1509.11.*

## 2. Elements of an Agreement

- a. The following elements should be addressed in each agreement:
  - 1) The authorities appropriate for each party to enter in an agreement.
  - 2) The roles and responsibilities of each agency signing the agreement.
  - 3) An element addressing the cooperative roles of each participant in prevention, pre-suppression, suppression, fuels, and prescribed fire management operations.
  - 4) 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.
  - 5) 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\_\_\_\_\_.
  - 6) 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.
  - 7) Termination Procedure – The agreement shall identify the duration of the agreement and cancellation procedures.
  - 8) A signature page identifying the names of the responsible officials should be included in the agreement.

- 9) *NPS – Refer to DO-20 for detailed instructions and format for developing agreements.*

#### **E. Annual Operating Plans (AOPs)**

1. Each agreement shall be accompanied by an Annual Operating Plan, which 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.
2. The plan shall contain detailed, specific procedures which will provide for safe, efficient, and effective operations.
3. A completed and authorized Continuity of Operations Plan (COOP) is required for each federal communications center.

#### **4. Elements of an AOP**

The following items shall be addressed in the operating plan:

##### **a. Mutual Aid**

The operating plan 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.

##### **b. Command Structure**

Unified command should be used, as appropriate, whenever multiple jurisdictions are involved, unless one or more parties request a single agency incident commander (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.

##### **c. Communications**

In mutual aid situations a common designated radio frequency identified in the operating plan 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 Annual Operating Plan shall meet Federal Communications Commission (FCC) requirements for documenting shared use of radio frequencies.

d. **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.

e. **Time/Duration**

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

f. **Qualifications/Minimum Requirements**

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

g. **Reimbursement/Compensation**

Compensation should be “standard” for all fire departments in the geographic area. The rates identified shall be used. Reimbursements should be negotiated on a case-by-case basis, as some fire departments may not expect full compensation but only reimbursement for their actual costs. Vehicles and equipment operated under the federal excess property system will only be reimbursed for maintenance and operating costs.

h. **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, safety, and training.

i. **Dispatch Center**

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.

**F. Types of Agreements****1. 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.

**2. Regional/State Interagency Agreements**

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

**3. Local Interagency Agreements**

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

**4. Emergency Assistance**

Emergency assistance may be provided by agencies to adjacent jurisdictions upon their request, without a formalized agreement. However, to provide safe, efficient, and effective emergency responses, units must enter into agreements with emergency response agencies. The appropriate agency administrator must approve local emergency response.

**G. FEMA and the Wildland Fire Program**

FEMA guides 26 federal agencies and the American Red Cross in response activities. The Federal Response Plan (FRP) is based on the fundamental assumption that a significant disaster or emergency will overwhelm the capability of state and local governments to carry out extensive emergency operations. These operations have been grouped into 12 Emergency Support Functions (ESFs); departments and agencies have been assigned primary and support responsibilities for each of these functions.

The fire suppression assistance portion of the Stafford Act for state and municipalities is ESF4. The lead federal agency for ESF4 is the USDA Forest Service with the Department of the Interior as a supporting agency.

## H. International Cooperation

1. **U.S. – Mexico Cross Border Cooperation on Wildland Fires.**
  - a. In June of 1999, the Department of Interior and the Department of Agriculture signed a Wildfire Protection Agreement with Mexico. The agreement has two purposes:
    - 1) 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.
    - 2) To give authority for Mexican and U.S. fire management organizations to cooperate on other fire management activities outside the zone of mutual assistance.
  - b. National Operational Guidelines are being developed for this agreement, which will be put into the *National Interagency Mobilization Guide*. 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.
2. **U.S – Canada, Reciprocal Forest Fire Fighting Arrangement**

Information about United States – Canada cross border support is located in Chapter 40 of the *National Interagency Mobilization Guide*. 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.
3. **U.S. – Australia/New Zealand Wildland Fire Arrangement**

Information about United States – Australia/New Zealand support is located in Chapter 40 of the *National Interagency Mobilization Guide*. 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 Annual Operating Plan that provides more detail on the procedures, responsibilities, and requirements used during activation.

**4. International Disasters Support.**

Federal wildland fire employees may be requested through the Forest Service, 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:

- a. USG agencies charged with the responsibility to coordinate USG responses to international disaster.
- b. The purpose, organizational structure, and operational procedures of a DART.
- c. The positions on a DART that an employee may be requested to fill (based on experience).
- d. How the DART relates to other international organizations and countries during an assignment. Requests for these assignments are coordinated through the USFS International Programs, Disaster Assistance Support Program (DASP).
- e. 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 USFS International Program's website:  
<http://www.fs.fed.us/global/aboutus/dasp/welcome.htm>

**5. 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. The office's approved fire management plan must define the role of the contractor in the overall 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.