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**FSM 5100 - FIRE MANAGEMENT**

**CHAPTER 5100 – ZERO CODE**

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**Posting Instructions:** Amendments are numbered consecutively by title and calendar year. Post by document; remove the entire document and replace it with this amendment. Retain this transmittal as the first page(s) of this document. The last amendment to this title was 5100-2003-1 to 5160.

<b>New Document</b>	5100	Pages
<b>Superseded Document(s) by Issuance Number and Effective Date</b>	5100 (Amendment 5100-2000-2, 06/18/2000) id_5130-2003-1, 04/24/2003	14 Pages  3 Pages

**Digest:**

5100 - This amendment incorporates recommendations from the "interagency Strategy for the Implementation of the Federal Wildland Fire Policy" approved by the Secretaries of Agriculture and Interior in April 2004. This amendment is consistent with the Federal Fire Policy. It incorporates direction previously issued in interim directive (ID) 5100-2003-1.

5101.1 – Adds the “Healthy Forests Restoration Act of 2003” to the list of acts that guide fire management activities on National Forest System Lands.

5101.4 – Deletes references to the “Wildland and Prescribed Fire Policy Implementation Procedures Reference Guide” and inserts the “Interagency Strategy for the Implementation of Federal Wildland Fire Policy.”

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**Digest--Continued:**

5103 – Deletes previous policy statements and adds the seventeen policy statements from the “Interagency Strategy for the Implementation of the Federal Wildland Fire Policy”.

5104.2 – Adds the term “fire use”.

5105 – Updates definitions to conform with the “Glossary of Wildland Fire Terminology” (NWCG, NFES 1832, PMS 205).

5106.2 – Updates the fire policy for the Wildland-Urban interface.

5108 – Adds the “Interagency Strategy for the Implementation of Federal Wildland Fire Policy” to the references section.

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Fire Management includes all activities undertaken for the following purposes:

1. **Firefighter safety, public safety and community protection.**
2. The protection of resources and other values from wildfire.
3. The use of prescribed and wildland fire to meet land and resource management goals and objectives.

## **5101 - AUTHORITY**

### **5101.1 - Fire Management on National Forest System Lands**

The following acts authorize and guide fire management activities for the protection of National Forest System lands and resources:

1. Organic Administration Act, Act of June 4, 1897 (16 U.S.C. 551). This act authorizes the Secretary of Agriculture to make provisions for the protection of National forests against destruction by fire.
2. Bankhead-Jones Farm Tenant Act, Act of July 22, 1937 (7 U.S.C. 1010, 1011). This act authorizes and directs the Secretary of Agriculture to develop a program of land conservation and land utilization to "assist in controlling soil erosion, reforestation, preserving natural resources, protecting fish and wildlife,...mitigating floods,...protecting the watersheds of navigable streams, and protecting the public lands..."
3. Wilderness Act, Act of September 3, 1964 (16 U.S.C. 1131, 1132). This act authorizes the Secretary of Agriculture to take such measures as may be necessary in the control of fire within designated wilderness.
4. National Forest Management Act, Act of October 22, 1976 (16 U.S.C. 1600 et seq.). This act directs the Secretary of Agriculture to specify guidelines for land management plans to ensure protection of forest resources. Implementing regulations at Title 36, Part 19 of the Code of Federal Regulations (36 CFR 219.27) specify that consistent with the relative resource values involved, management prescriptions in forest plans must minimize serious or long-lasting hazards from wildfire.
5. Clean Air Act, as amended (42 U.S.C. 7401 et seq.). This act provides for the protection and enhancement of the nation's air resources and applies to the application and management of prescribed fire.
6. Healthy Forests Restoration Act of 2003, Act of December 3, 2003, (16 U.S.C. 6501). To improve the capacity of the Secretary of Agriculture and the Secretary of Interior to conduct

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hazardous fuels reduction projects on National Forest System lands aimed at protecting communities, watersheds, certain other at-risk lands from catastrophic wildfire, to enhance efforts to protect watersheds and address threats to fires and rangeland health, including catastrophic wildfire, across the landscape, and for other purposes.

### **5101.2 - Fire Management on Other Federal, State, and Private Lands**

The following additional authorities provide for Forest Service wildfire protection activities on other lands under appropriate circumstances:

1. Economy Act of 1932, Act of June 30, 1932 (41 U.S.C. 686). This act provides for procurement of materials, supplies, equipment, work, or services from other federal agencies.
2. Granger-Thye Act, Act of April 24, 1950 (16 U.S.C. 572). This act authorizes expenditure of Forest Service funds to erect buildings, lookout towers, and other structures on land owned by states. It provides for the procurement and operation of aerial facilities and services for the protection and management of the national forests and other lands administered by the Forest Service.
3. Reciprocal Fire Protection Act, Act of May 27, 1955 (42 U.S.C. 1856). This act authorizes reciprocal agreements with federal, state, and other wildland fire protection organizations.
4. Wildfire Suppression Assistance Act, Act of April 7, 1989 (42 U.S.C. 1856). This act authorizes the Secretary of Agriculture to enter into agreements with fire organizations of foreign countries for assistance in wildfire protection.

### **5101.3 - Fire Safety Guides**

The Forest Service Health and Safety Code Handbook (FSH 6709.11), the Firefighters Guide (National Wildfire Coordinating Group (NWCG), **National Fire Equipment and Supply (NFES) 1571**, Publication Management System (PMS) 414-1), **the Interagency Standards for Fire and Fire Aviation Operations (NWCG, NFES 2724)**, **Incident Response Pocket Guide (NWCG, NFES 1074, PMS 461)**, **National Fire Danger Rating System Pocket Cards** and the Fireline Handbook (~~FSH-5109.32a~~) (NWCG, NFES 0065, PMS 410-1) are the authoritative health and safety guides to be applied during fire management activities for all employees engaged in wildland fire management operations.

### **5101.4 - Fire Management Improvements**

By joint letter to the heads of the land management agencies under their respective jurisdictions, dated December 18, 1995, the Secretaries of Agriculture and the Interior directed the agency heads and other Departmental officials to implement the principles, policies, and

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recommendations contained in the "Final Report of the Federal Wildland Fire Management Policy and Program Review." From among the goals and initiatives to be achieved, the Secretaries gave first priority to educating and informing employees of the philosophies, principles, and policies in the final report and examining how quickly and efficiently the agencies can update resource and land management plans to incorporate wildland fire considerations. ~~The interagency guide published subsequently in August 1998, "Wildland and Prescribed Fire Management Policy Implementation Procedures Reference Guide") provides standardized procedures to guide implementation of the policy by the various Federal wildland fire management agencies (FSM 5108).~~

~~In 2001 an update of the 1995 Federal Fire Policy was completed and approved by the Secretaries of Agriculture and Interior. On April 21, 2004 the Secretaries approved the "Interagency Strategy for the Implementation of the Federal Wildland Fire Policy" (5108). This document directs the agencies to work together to common language, unified guidance and direction for all agency manuals, handbooks and guidelines to complete final implementation of the policy.~~

## **5102 - Objective**

~~Forest Service fire management activities should result in safe, cost-effective fire management programs that protect, maintain, and enhance National Forest System lands, adjacent lands and lands protected by the Forest Service under cooperative agreement.~~

## **5103 - Policy**

~~1. Interagency consideration of fire management into Forest land and resource management plan (Forest plan) objectives, prescriptions, and practices. When developing fire management direction in the forest plan, identify the foreseeable effects of fire on environmental, social, and economic conditions and outputs. Identify a range of protection levels and fire use alternatives. Estimate the economic and social effects based on analysis that incorporates consideration of commodity, non-commodity, and social values.~~

~~2. Develop a fire management plan based on direction in land and resource management plans and interagency plans and assessments. Amend Forest plans where necessary to meet fire management objectives. Use the best available science to assess and plan on a landscape scale, across agency boundaries.~~

~~3. Conduct fire management planning, preparedness, suppression, monitoring, and research, and fire use on an interagency basis and involve affected partners. Integrate with forest planning whenever possible.~~

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~~4. Observe these fire management priorities on all fires: first, ensure firefighter and public safety; and, second, protect property and natural and cultural resources based on relative values to be protected.~~

~~5. Designate a prescribed fire, or a wildland fire managed for resource benefits, as a wildfire, when it exceeds, or is anticipated to exceed, one or more prescription parameters. Once a fire has been declared a wildfire, it may not be redesignated either as a prescribed fire or as a wildland fire managed for resource benefits.~~

~~6. Do not manage human caused wildland fires to achieve resource benefits.~~

1. Safety: Firefighter and public safety is the first priority. All Fire Management Plans and activities must reflect this commitment.

2. Fire Management and Ecosystem Sustainability: The full range of fire management activities will be used to achieve ecosystem sustainability including its interrelated ecological, economic, and social components.

3. Response to Wildland Fire: Fire, as a critical natural process, will be integrated into land and resource management plans and activities on a landscape scale, and across agency boundaries. Response to wildland fire is based on ecological, social and legal consequences under which a fire occurs, and the likely consequences on firefighter and public safety and welfare, natural and cultural resources, and values to be protected, dictate the appropriate response to fire.

4. Use of Wildland Fire: Wildland fire will be used to protect, maintain and enhance resources and, as nearly as possible, be allowed to function in its natural ecological role. Use of fire will be based on approved Fire Management Plans and will follow specific prescriptions contained in operational plans.

5. Rehabilitation and Restoration: Rehabilitation and restoration efforts will be undertaken to protect and sustain ecosystems, public health, safety, and to help communities protect infrastructure.

6. Protection Priorities: The protection of human life is the single, overriding suppression priority. Setting priorities among protecting human communities and community infrastructure, other property and improvements, and natural and cultural resources will be done based on the values to be protected, human health and safety, and the costs of protection. Once people have been committed to an incident, these human resources become the highest value to be protected.

7. Wildland Urban Interface: The operational roles of the Forest Service as a partner in the Wildland Urban Interface are wildland firefighting, hazard reduction, cooperative prevention

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and education, and technical assistance. Structural fire suppression is the responsibility of tribal, state or local governments. The Forest Service may assist with exterior structural fire protection activities under formal fire protection agreements that specify the mutual responsibilities of the partners, including funding.

8. Planning: Every area of burnable vegetation must have an approved Fire Management Plan. Fire Management Plans are strategic plans that define a program to manage wildland and prescribed fires based on the area's approved land management plan. Fire Management Plans must provide for firefighter and public safety, include fire management strategies, tactics, and alternatives; address values to be protected and public health issues; and be consistent with resource management objectives, activities of the area, and environmental laws and regulations.

9. Science: Fire management plans and programs will be based on a foundation of sound science. Research will support on-going efforts to increase our scientific knowledge of biological, physical, and sociological factors. Information needed to support fire management will be developed through an integrated interagency fire science program. Scientific results must be made available to managers in a timely manner and must be used in the development of land management plans, fire management plans, and implementation plans.

10. Preparedness: The Forest Service will ensure the capability to provide safe, cost-effective fire management programs in support of land management plans through appropriate planning, staffing, training, equipment, and management oversight.

11. Suppression: Fires are suppressed at minimum cost, considering firefighter and public safety, and all values to be protected, consistent with resource objectives.

12. Prevention: The Forest Service will work with the other federal wildland agencies and with their partners and other affected groups and individuals to prevent unauthorized ignition of wildland fires.

13. Standardization: The Forest Service and its federal wildland partners will use compatible planning processes, funding mechanisms, training and qualification requirements, operational procedures, values-to-be-protected methodologies, and public education programs for all fire management activities.

14. Interagency Cooperation: Fire management planning, preparedness, prevention, suppression, fire use, restoration and rehabilitation, monitoring, research, and education will be conducted on an interagency basis with the involvement of cooperators and partners.

15. Communication and Education: The Forest Service will enhance knowledge and understanding of wildland fire management policies and practices through internal and external communication and education programs. These programs will be continuously improved



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through the timely and effective exchange of information among all affected agencies and organizations.

16. Agency Administrator and Employee Roles: Agency administrators will ensure that their employees are trained, certified and made available to participate in the wildland fire program locally, regionally, and nationally as the situation demands. Employees with operational, administrative, or other skills will support the wildland fire program as necessary. Agency administrators are responsible and will be held accountable for making employees available.

17. Evaluation: The Forest Service and other federal wildland agencies will develop a systematic method of evaluation to determine effectiveness of projects through implementation of the 2001 Federal Wildland Fire Management Policy. The evaluation will assure accountability, facilitate resolution of areas of conflict, and identify resource shortages and agency priorities.

### **5103.01 – Operational Clarification for Consistent Wildland Fire Management Policy Implementation**

1. Only one management objective will be applied to a wildland fire. Wildland fires will either be managed for resource benefits or suppressed. A wildland fire cannot be managed for both objectives concurrently. If two wildland fires converge, they will be managed as a single wildland fire

2. Human caused wildland fires will be suppressed in every instance and will not be managed for resource benefits.

3. Once a wildland fire has been managed for suppression objectives, it may never be managed for resource benefit objectives.

4. The Appropriate Management Response (AMR) is any specific action suitable to meet Fire Management Unit (FMU) objectives. Typically, the AMR ranges across a spectrum of tactical options (from monitoring to intensive management actions). The AMR is developed by using FMU strategies and objectives identified in the Fire Management Plan.

5. The Wildland Fire Situation Analysis (WFSA) process is used to determine and document the suppression strategy from the full range of responses available for suppression operations. Suppression strategies are designed to meet the policy objectives of suppression.

6. Wildland fire use is the result of a natural event. The Land/Resource Management Plan, or the Fire Management Plan, will identify areas where the strategy of wildland fire use is suitable. The Wildland Fire Implementation Plan (WFIP) is the tool that examines the available response strategies to determine if a fire is being considered for wildland fire use.

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7. When a prescribed fire or a fire designated for wildland fire use is no longer achieving the intended resource management objectives and contingency or mitigation actions have failed, the fire will be declared a wildfire. Once a wildfire, it cannot be returned to a prescribed fire or wildland fire use status.

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## **5104 - Responsibility**

### **5104.1 - Regional Foresters**

Regional Foresters have the responsibility to:

1. Ensure that fire management direction is adequate to guide Regional employees.
2. Ensure that fire management direction is adequately integrated into forest plans.

### **5104.2 - Forest Supervisors**

Forest Supervisors have the responsibility to:

1. Incorporate fire management direction into Forest land and resource management plans.
2. Identify the most ~~efficient~~ **effective** level program for the management of wildland fire to meet Forest land and resource management plan direction.
3. Establish and implement a fuel management program which supports fire management direction in the Forest land and resource management plan.

## **5105 - DEFINITIONS**

The sources for many of the following definitions ~~is are~~ the interagency documents, "~~Wildland and Prescribed Fire Management Policy Implementation Procedures Reference Guide~~" (FSM ~~5108~~)-"Glossary of Wildland Fire Terminology" or in the glossary contained in the "Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy (5108).

Agency Administrator. The appropriate level manager having organizational responsibility for management of an administrative unit. Includes the Chief, Regional Foresters, Forest Supervisors and District Rangers.

Activity Fuel. Fuels resulting from, or altered by, ~~management~~ forestry practices such as timber harvesting, or thinning, ~~or road construction~~ as opposed to naturally created fuels.

Appropriate Management Response. ~~Specific actions taken in response to a wildland fire to implement protection and fire use objectives.~~ Any specific action suitable to meet Fire Management Unit (FMU) objectives. Typically, the appropriate management response (AMR) ranges across a spectrum of tactical operations (from monitoring to intensive management actions). The AMR is developed by using Fire Management Unit strategies and objectives identified in the Fire Management Plan.

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Burning Period. That part of each ~~day~~ 24-hour period when fires spread most rapidly; typically from 10:00 a.m. to sundown.

Confine a Fire. ~~The strategy employed in appropriate management responses where a fire perimeter is managed by a combination of direct and indirect actions and use of natural topographic features, fuel, and weather factors.~~ The least aggressive wildfire suppression strategy, typically allowing the wildland fire to burn itself out within determined natural or existing boundaries such as rocky ridges, streams and possible roads.

Contingency Actions. A back-up plan of action when actions described in the primary plan are no longer appropriate. Contingency actions are required to be taken when the project exceeds its intent. Actions are taken to return the project to its intended design.

Contingency Plan. ~~A back up plan of action for implementation when actions described in the primary plan are no longer appropriate. On prescribed fires these are the actions to be taken if the fire is declared out of prescription and is designated a wildfire.~~ The portion of a prescribed fire plan, incident action plan or wildland fire use implementation plan that identifies possible but unlikely events and the contingency resources required to mitigate these events.

Ecosystem Sustainability. A concept that promotes the use of natural resources to benefit humans while conserving and wisely managing natural ecosystems for the future.

Escaped Fire. ~~A fire that has exceeded, or is anticipated to exceed, preplanned initial action capabilities or the fire management direction.~~ Fire which has exceeded or is expected to exceed initial attack capabilities or prescription.

Fire Management Area (FMA). ~~A sub-geographic area within a fire management unit (FMU) that represents a predefined ultimate acceptable management area for a fire management for resource benefits. This predefined area can constitute a maximum manageable area (MMA) and is useful for those units having light fuel types conducive to very rapid fire spread rates. Predefinition of these areas removes the time log in defining an MMA after ignition and permits preplanning of the fire area; identification of threats to life, property, resources, and boundaries; and identification of initial actions. One or more parcels of land having a common set of fire management objectives."~~

Fire Management Plan (FMP). ~~A strategic plan that defines a program to manage wildland and prescribed fires and documents the fire management program in the approved land use plan. The plan is supplemented by operational plans, such as preparedness plans, preplanned dispatch plans, prescribed fire plans, and prevention plans.~~ A plan which identifies and integrates all wildland fire management and related activities with the context of approved land/resource management plans. It identifies a program to manage wildland fires (wildfire,

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prescribed fire and wildland fire use). The plan is supplemented by operational plans. Fire Management Plans assure that wildland fire management goals and components are coordinated.

Fire Management Unit (FMU). ~~Any~~ A land management area definable by objectives, management constraints, topographic features, access, values to be protected, political boundaries, fuel types, major fire regimes, ~~and so forth~~ etc, that set it apart from management characteristics of an adjacent ~~unit~~ FMU. ~~The FMU's are delineated in FMP's. These units~~ The FMU may have dominant management objectives and pre-selected strategies assigned to accomplish these objectives.

Fire Use. The combination of wildland fire use and prescribed fire application to meet resource objectives.

Fuel. Combustible ~~wildland vegetative~~ material. ~~, living or dead.~~

Fuel Management. ~~The practice of evaluating, planning, and treating wildland fuel to reduce flammability and to reduce its resistance to control.~~ Act or practice of controlling flammability and reducing resistance to control of wildland fuels through mechanical, chemical, biological, or manual means, ~~or by fire, including prescribed fire and wildland fire use~~ in support of land management objectives.

Fuel Model. A simulated fuel complex for which all fuel descriptors required for the solution of a mathematical fire spread model have been specified.

Fuel Profile. The mosaic of fuel as it occurs on an area of land over time and space.

Fuel Treatment. ~~The manipulation of wildland fuel, such as lopping, chipping, crushing, piling and burning, or removal for the purpose of reducing its flammability or resistance to control.~~ Manipulation or removal of fuels to reduce the likelihood of ignition and/or to lessen potential damage and resistance to control (e.g., lopping, chipping, crushing, piling and burning).

Hazard. ~~The measure of ease of ignition, fire spread potential, and fire suppression difficulty as influenced by the type, volume, size, distribution, condition, arrangement, and location of the fuel profile.~~ A fuel complex defined by kind, arrangement, volume, condition, and location that forms a special threat of ignition and resistance to control.

Holding Actions. ~~Planned actions required to achieve wildland and prescribed fire management objectives. These actions have specific implementation timeframes for fire use actions but can have less time sensitive implementation demands for suppression actions. For wildland fires management for resource benefits, a maximum manageable area (MMA) may not be totally naturally defensible. Specific holding actions are developed to preclude fire from exceeding the MMA. For prescribed fires, these actions are developed to restrict the fire inside~~

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~~the planned burn unit. For suppression actions, holding actions may be implemented as firelines are established to limit the spread of fire. All actions taken to stop the spread of fire.~~

~~Initial Attack. An aggressive suppression action consistent with firefighter and public safety and values to be protected. A planned response to a wildfire given the wildfire's potential fire behavior. The objective of initial attack is to stop the spread of the fire and put it out at least cost.~~

~~Management Action Points (also called "trigger points). Either geographic points on the ground or specified points in time where an escalation or alternation of management actions is warranted. These points are defined and the management actions to be taken are clearly described in an approved Wildland Fire Implementation Plan (WFIP) or Prescribed Fire Plan. Timely implementation of the actions when the fire reaches the action point is generally critical to successful accomplishment of the objectives.~~

~~Maximum Manageable Area (MMA) The firm limits of management capability to accommodate the social, political, and resource impacts of a wildland fire. Once established as part of an approved plan, the general impact area is fixed and not subject to change. The MMA's can be developed as part of the fire management plan (FMP) and described as a fire management area (FMA). They can also be developed as part of the planning and implementation actions after a fire has ignited. If they are developed after the ignition, their definition occurs during the Wildland Fire Implementation Plan Stage III process. In the event a fire occurs in a preplanned MMA or FMA, and the local unit determines that this MMA is not the best suited alternative for the present conditions, a new MMA can be developed as part of the Stage III process. Once this occurs, the Stage III MMA becomes the firm limits of the fire and is fixed. The maximum geographic limits within which a wildland fire use fire is allowed to spread.~~

~~Most Cost-Efficient Fuel Profile. The fuel profile that minimizes the sum of presuppression cost, including fuel treatment, suppression cost, and net value change.~~

~~Most Efficient Level (MEL). The fire management program budget level that results in the minimum cost plus net value change (C+NVC).~~

~~National Fire Management Analysis System (NFMAS) Fire Program Analysis (FPA)~~  
The **interagency** fire management analysis process providing input for Forest planning and Forest and Regional fire program development and budgeting.

~~Natural Fuel. Fuel comprised of combustible wildland vegetation resulting from natural processes and not~~ Fuels resulting from natural processes and not directly generated or altered by management practices. ~~including fuel that has accumulated as a result of fire exclusion.~~

Natural Ignition. An ignition resulting from any natural cause.

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Net Value Change (NVC). ~~The sum of the change in resource values on a land area that results from increases (benefits) and decreases (damages) in resource outputs as a consequence of fire the value of natural resources affected by a fire. The basis for computing NVC is each resources fire induced value change (plusses or minuses) as computed and expressed on a per unit basis.~~

Preparedness. Activities that lead to a safe, efficient, and cost-effective fire management program in support of land and resource management objectives through appropriate planning and coordination.

Preparedness Levels. ~~Levels of preparedness planning that recognizes increasing fire severity and provide direction for management actions at each level.~~ Increments of planning and organizational readiness commensurate with increasing fire danger.

Preparedness Plan. A ~~written~~ plan providing for timely recognition of approaching critical fire situations, priority setting, the deployment of forces, and other actions to respond to those situations.

Prescribed Fire. Any fire ignited by management actions to meet specific objectives. A written, approved prescribed fire plan must exist, and NEPA requirements (~~where applicable~~) must be met, prior to ignition.

Prescribed Fire Plan. A plan required for each fire application ignited by ~~federal land managers.~~ ~~The plan is~~ Plans are documents prepared by qualified personnel ~~and~~ approved by the ~~appropriate~~ agency administrator ~~prior to implementation~~ and include criteria for the conditions under which the fire will be conducted (a prescription). ~~Each plan follows specific agency direction and includes critical elements described in agency manuals.~~ Plan content varies among agencies.

Prescription. Measurable criteria that define conditions under which a prescribed fire may be ignited, guide selection of appropriate management responses, and indicate other required actions. ~~Prescription criteria may include safety, economic, public health, environmental, geographic, administrative, social, or legal considerations.~~

Resistance to Control. ~~The relative difficulty of constructing and holding control line as affected by resistance to line construction and fire behavior. Also called difficulty of control.~~

Supplemental Protection. The increased resources assigned to protect activity fuel from wildfire in lieu of fuel treatment.

Wildfire. An unplanned, unwanted wildland fire, including unauthorized human-caused fires, escaped wildland fire use events, escaped prescribed fire projects, and all other wildland fires where the objective is to put the fire out.

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Wildfire Suppression. An appropriate management response to wildfire, escaped wildland fire use or prescribed fire that results in curtailment of fire spread and eliminates all identified threats from the particular fire.

Wildland Fire. Any non-structure fire, ~~other than prescribed fire,~~ that occurs in the wildland. Three distinct types of wildland fire have been defined and include wildfire, wildland fire use and prescribed fire.

Wildland Fire Implementation Plan (WFIP). A progressively developed assessment and operational management plan that documents the analysis and selection of strategies and describes the appropriate management response for a wildland fire. ~~Being management for resource benefits. A full WFIP consists of three stages. Different levels of completion may occur for differing management strategies (that is, fires managed for resource benefits have two or three stages of the WFIP completed, while some fires that receive a suppression response may have only a portion of Stage I completed).~~

Wildland Fire Management Program. The full range of activities and functions necessary for planning, preparedness, emergency suppression operations, and emergency rehabilitation of wildland fires and prescribed fire operations, including non-activity fuels management to reduce risks to public safety and to restore and sustain ecosystem health.

Wildland Fire Situation Analysis (WFSA). A decision making process that evaluates alternative ~~wildfire suppression management~~ strategies against selected safety, environmental, ~~social, economic,~~ political and ~~economic criteria and resource management objectives~~ provides a record of those decisions.

Wildland Fire Suppression. An appropriate management response to ~~wildfire, escaped wildland fire use or prescribed fire~~ that results in curtailment of fire spread and eliminates all identified threats from the particular fire. All wildland fire suppression activities provide for firefighter and public safety as the highest consideration, but minimize loss of resource values, economic expenditures, and/or the use of critical firefighting resources.

Wildland Fire Use. ~~The management of naturally ignited wildland fires to accomplish specific pre-stated resource management objectives in predefined geographic areas outlined in fire management plans (FMP's).~~ The application of the appropriate management response to naturally-ignited wildland fires to accomplish specific resource management objectives in predefined designated areas outlined in Fire Management Plans. Operational management is described in the wildland fire implementation plan (WFIP).



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Wildland Urban Interface (WUI). The line, area, or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetation fuels.

## **5106 - FIRE MANAGEMENT WILDLAND/URBAN INTERFACE**

The zone where structures and other human development meet or intermingle with undeveloped wildland is referred to as the wildland urban interface.

### **5106.01 - Objectives**

The objectives of wildland urban interface fire management are:

1. To facilitate interagency fire prevention and protection to minimize fire loss and damage to structures, other human development, and wildland resources.
2. To encourage property owners to take an active role in establishing and maintaining their own fire prevention and safety measures in the wildland urban interface.
3. To encourage working closely with local communities in assessing risk in the wildland urban interface and develop strategies to mitigate this risk.

### **5106.2 - Policy**

~~The Forest Service does not assume responsibility for fire protection or suppression on wildland/urban interface lands that are under the legal jurisdiction of another entity (State; Tribal, County, or local government, or property owner), unless a State, County, or local government entity assumes the lead responsibility for structure protection.~~

The operational roles of the Forest Service, as a partner in the Wildland Urban Interface are:

1. Wildland firefighting,
2. Hazard reduction,
3. Cooperative prevention and education,
4. Technical assistance, and
5. Community fire protection assistance

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Structural fire suppression is the responsibility of tribal, state or local governments. The Forest Service may assist with exterior structural fire protection activities under formal fire protection agreements that specify the mutual responsibilities of the partners, including funding.

1. Document Forest Service wildland fire protection and suppression assistance in cooperative agreements within the limits articulated in FSH 1509.11 and FSM chapters 1580, 3170 and 5130, specifically those limits set in FSM 5132 Suppression Action on Private Lands, and FSM 5137, Structure Fires.
2. Provide technical and financial assistance to State, Tribal, and local cooperators for fire management planning and activities in the wildland urban interface through the following Cooperative Fire Protection programs (FSM 3100):
  - a. Federal Excess Personal Property (FEPP) program, where Federal equipment is loaned to State Foresters and local fire departments (FSM 3120 and 3171);
  - b. Rural Community Fire Protection (RCFP) cost-share grant program to train, equip, and help organize rural volunteer fire departments (FSM 3150); and
  - c. **Cooperative** Rural Fire Prevention and Control (RFPC) cost-share grant program to improve upon basic fire protection programs provided by State Foresters (FSM 3130).
3. Collaborate with State, Tribal, County and local government entities to:
  - a. Establish and keep up-to-date cooperative agreements that recognize jurisdictional protection responsibilities and assistance capabilities of the respective cooperators,
  - b. Educate wildland firefighters about safe operational procedures in the wildland urban interface, and provide training in safe wildland firefighting operations for structural firefighters who respond to wildland urban interface fires.
  - c. Provide public education on fire risks and hazards and fire prevention responsibilities and actions to minimize losses and damage to structures and lands in the wildland urban interface.
  - d. Assess, analyze, and plan for fire prevention and protection in conjunction with other Federal, Tribal, State, County and local government entities and with community and citizen groups,
  - e. Encourage and participate in partnerships with citizen or community centered approaches to manage fire risks and hazards in wildland urban interface areas,

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- f. Integrate wildland urban interface considerations in land management planning, as well as in program project and plans.
  - g. Implement fuel modification projects to mitigate fire hazards, and
  - h. Implement practices that reduce wildfire risks to Forest Service administrative and special use sites.
4. Provide liaison between the Federal Emergency Management Agency (FEMA) and State and local officials when dealing with wildfire disasters, pursuant to FSM 3140.

## **5108 - REFERENCES**

Consult the publications listed in this section for guidance on the minimum of standards and procedures in the various aspects of wildland fire management. The National Wildfire Coordinating Group (NWCG) publications are available ~~upon request by writing or faxing the National Interagency Fire Center (NIFC) at:~~ and can be ordered from the National Fire Equipment System Catalog, Part 2: Publications (NWCG, NFES 3362, PMS 449-2). The NFES Publications catalog and publications ordering form can be found on the NWCG website: <http://www.nwcg.gov/pms/pubs/pubs.htm>.

~~National Interagency Fire Center  
Great Basin Cache Supply Office  
3833 S. Development Avenue  
Boise, ID 83705-5354  
Fax Number: (208) 387-5548~~

Some of these references are also available electronically. If available electronically, the world wide web/internet address is provided after the publication:

1. Federal Wildland Fire Management Policy and Program Review, Final Report, December 18, 1995. This report establishes joint Federal wildland fire management principles, policy, and recommendations. (See para. 9 for information on the related implementation guide).
2. Field Managers Course Guide (NWCG, PMS 901-1). This guide contains information on training principles and guidelines, wildfire training course systems and course descriptions. Also available at <http://www.nwcg.gov/pms/training/training.htm>.
3. Firefighter's Guide (NWCG, NFES 1571, PMS 414-1). This guide contains material concerning firefighting basic practices.

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4. Gaining an Understanding of NFDRS (NFES 2665). This document provides information for the National Fire Danger Rating System (NFDRS). Also available at <http://www.nwcg.gov/pms/pubs/pubs.htm>.
5. Glossary of Wildland Fire Terminology (NWCG, NFES 1832, PMS 205). This glossary includes terms used by NWCG member agencies in wildland fire, prescribed fire, and incident management.
6. Incident Response Pocket Guide (NWCG, NFES 1077, PMS 461). This interagency guide provides a number of checklists and management practices for use in responses to wildland fires and other incidents. Also available at <http://www.nwcg.gov/pms/pubs/pubs.htm>.
7. Interagency Standards for Fire and Fire Aviation Operations (NWCG, NFES 2724). This interagency handbook provides guidance for implementing safe and effective fire and aviation management operations. Available at <http://www.fire.blm.gov/Standards/redbook.htm>.
8. Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy. This document outlines the strategy for developing common language and unified interagency direction for implementation of fire policy in agency/bureau manuals, directives, handbooks and guidelines. Available at: [http://www.fpa.nifc.gov/Library/Interagency\\_Strategy\\_2003\\_06.pdf](http://www.fpa.nifc.gov/Library/Interagency_Strategy_2003_06.pdf)
- 8 9. National Interagency Mobilization Guide (NFES 2092). This guide provides current dispatching and mobilization direction and procedures.
10. National Fire Danger Rating System Weather Station Standards (PMS 426-3). This document was written to provide common standards for weather stations used by the wildland fire agencies for calculation of NFDRS indices. It is intended to supplement and update portions of the Weather Station Handbook. Available at <http://www.fs.fed.us/raws/standards.shtml>
- 9 11. Prescribed Fire Complexity Rating System Guide (NWCG, NFES 2474, PMS 424). This document provides guidance on the process to be utilized in determining the initial complexity elements of a project as high, moderate, or low.
- 10 12. Smoke Management Guide for Prescribed and Wildland Fire (NWCG, NFES 1279, PMS 420-1). This publication provides the guidelines for planning and managing smoke from prescribed fires to fulfill air quality requirements through improved smoke management practices. Also available at <http://www.nwcg.gov/pms/pubs/pubs.htm>.
- 11 13. Weather Station Handbook - An Interagency Guide for Wildland Mangers (NWCG, PMS 426-1). This guide provides standards and procedures for site selection, installation, operation and maintenance of automated and manual weather stations.

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~~12~~ 14. Wildland and Prescribed Fire Management Policy Implementation Procedures Reference Guide. This document provides interagency guidance on carrying out Federal Wildland Fire Management Policy (listed in para. 1 of this section). This guide is available from the Fire and Aviation Management Staff, Forest Service, Washington Office.

~~13~~ 15. Wildland and Prescribed Fire Qualification System Guide (NWCG, NFES 1414, PMS 310-1). This interagency guide provides descriptions, qualifications, and requirements for fire suppression and prescribed fire positions. Also available at <http://www.nwcg.gov/pms/docs/docs.htm>. (For additional direction on Forest Service position qualifications see FSH 5109.17, Fire and Aviation Management Qualifications Handbook.)

## **5109 - HANDBOOKS**

### **5109.1 - Internal Service-wide Handbooks**

5109.14 - Individual Fire Report Handbook, Form FS-5100-29 (FSH). This Handbook provides detailed instructions for preparation and coding of Form FS-5100-29, Individual Fire Report, to report data for individual fires (Report FS-5100-M). Form FS-5100-29 is available electronically.

5109.17 - Fire and Aviation Management Qualifications Handbook (FSH). This Handbook contains wildland fire suppression positions, qualifications, and certification requirements for Forest Service personnel.

5109.18 - Wildfire Prevention Handbook (FSH). This Handbook provides a framework to develop and manage economically efficient wildfire prevention programs.

5109.19 - Fire Management Analysis and Planning Handbook (FSH). This Handbook provides detailed instructions for fire management program analysis and evaluation, coordination with forest planning, program development, budgeting, and implementation planning.

### **5109.3 - External Handbooks**

5109.31 - Wildfire Cause Determination Handbook (NWCG Handbook 1) (FSH). This National Wildfire Coordinating Group (NWCG) handbook guides initial attack firefighters and others in determining the cause of a wildland fire.

5109.32a - Fireline Handbook (NWCG, NFES 0065, PMS 410-1) Handbook 3) (FSH). This NWCG handbook provides wildfire suppression principles, organization, and procedures utilizing the Incident Command System.

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5109.34 - Interagency Incident Business Management Handbook (NWCG Handbook 2) (FSH).

This NWCG handbook provides finance and business management procedures for interagency fire suppression. Also available at: <http://www.nwcg.gov/teams/ibpwtnew/ibpwtnew.htm>