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FSM 5100 - FIRE MANAGEMENT

CHAPTER - ZERO CODE

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Associate Deputy Chief

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New Document	5100_zero_code	28 Pages
Superseded Document(s) by Issuance Number and Effective Date	5100 Zero Code Contents (Amendment 5100-2000-1, 05/18/2000)	2 Pages
	5100 Zero Code (Amendment 5100-2000-2, 05/18/2000)	13 Pages

Digest:

5100 - Incorporates direction previously issued in interim directive (ID) 5100-2003-1. Completely revises and adds 17 policies and 7 operational clarification policies for implementation from the "Interagency Strategy for the Implementation of the Federal Wildland Fire Policy" approved by the Secretaries of Agriculture and Interior in April 2004; adds an additional activity of safety and protection to the list of fire management purposes; incorporates information about interagency fire management committees and decisions throughout this chapter.

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Digest--Continued:

The Interagency Committee policies and definitions as written in 5103 depart from the policy writing standards of Forest Service directives found in FSM 1110.3; 1110.8; 1110.8, ex. 01; FSM 1111.1; FSM 1120.3; FSH 1109.12, sec. 12.33c and FSH 1109.12, sec. 13, due to the requirement that they cannot deviate from the language in the “Interagency Strategy for the Implementation of Federal Wildland Fire Policy.” Therefore, the policies are shown in quotation marks.

5101 - Deletes references to the “Wildland and Prescribed Fire Policy Implementation Procedures Reference Guide” throughout the chapter and replaces it with the “Interagency Strategy for the Implementation of Federal Wildland Fire Policy.”

5101.2 - Adds acts that normally apply to Department of Interior agencies but which are now applicable to the Department of Agriculture agencies when responding to fire management direction from the Interagency Wildland Fire Leadership Council.

5102 - Adds an additional objective to emphasize protection of life and safety.

5103.1 - Replaces previous policy (5103) with seventeen new federal fire policies, developed by the Interagency Wildland Fire Committee and published in the “Interagency Strategy for the Implementation of the Federal Wildland Fire Policy”.

5103.2 - Adds new section with 8 interagency fire management operations policies for consistent wildland fire management implementation, developed by the Interagency Wildland Fire Management Committee.

5104 - Adds responsibilities to Washington Office deputy chiefs and directors; adds additional responsibilities to regional foresters and station directors.

5105 - Updates, adds, or replaces new or former definitions to conform with the “Glossary of Wildland Fire Terminology” found in National Wildfire Coordinating Group, National Fire Equipment System 1832, Publication Management System 205, and adds the term "fire use".

5106.03 - Recodes incorrect coding of 5106.3 to 5106.03; updates the fire policy for the wildland urban interface.

5107 - Adds a new code, caption and direction about the Interagency Fire Management and Federal Wildland Fire Management Principles and Policies.

5108 - Adds the “Interagency Strategy for the Implementation of Federal Wildland Fire Policy”, the FSH 5709.16 Flight Operations Handbook, the FSM 5700 Aviation Manual, and the FSH 6709.11 Health and Safety Code Handbook, to the references section and provides internet access information.

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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, 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, 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. National Forest Management Act, 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. 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.
4. Granger-Thye Act, April 24, 1950 (16 U.S.C. 572). This act authorizes expenditure of United State Department of Agriculture (USDA) and Forest Service funds to erect buildings, lookout towers, and other federal 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.

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

The following additional authorities provide a basis for Forest Service cooperation with the Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA), National Park Service (NPS), and U.S. Fish and Wildlife Service (FWS) agencies of the Department of Interior (DOI) on all aspects of wildland fire management and as authorized in non-fire emergencies.

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1. Alaska National Interest Lands Conservation Act, December 2, 1980 (94 Stat. 2371). This Act designates certain public lands in Alaska as units of the National Park System, National Wildlife Refuge System, National Wild and Scenic Rivers System, National Wilderness Preservation System and National Forest System. The Act provides for comprehensive land management for all Alaska federal lands and requires DOI and USDA to provide access to nonfederally owned land surrounded by public lands.
2. Alaska Native Claims Settlement Act, December 18, 1971 (85 Stat. 688; 43 U.S. C. 1601). The Act requires the Secretary of the Interior to withdraw acres of existing public land for specific consideration as new national wildlife refuges, national parks, national forests and wild and scenic rivers.
3. Clean Air Act, July 1955 (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.
4. Department of the Interior and Related Agencies Appropriations Act, 1995 (Public Law 103-332). Provides program direction to allow respective agencies to take appropriate action in wildland fire management in Alaska.
5. Disaster Relief Act, May 22, 1974 (88 Stat. 143; 42 U.S.C. 5121). The act requires states to develop and maintain disaster preparedness plans and to provide for the annual testing of such plans. The act also increases the amount of Federal assistance in the development or approval of these plans and to provide assistance before, during and after a disaster.
6. Economy Act June 30, 1932 (41 U.S.C. 686). This act provides for procurement of materials, supplies, equipment, work, or services from other federal agencies.
7. Federal Fire Prevention and Control Act, October 29, 1974 (88 Stat. 1535, 15 U.S.C. 2201). This act establishes a U.S. Fire Administration and a National Fire Academy, in the Department of Housing and Urban Development, later incorporated into the Department of Homeland Security, to assist state and local governments in reducing the incidence of death, personal injury, and property damage from fire, and to increase the effectiveness and coordination of fire prevention and fire management agencies at all levels of government.
8. Federal Grant and Cooperative Agreement Act, 1977 (P.L. 950224, as amended by P.L. 97-258, September 13, 1982 (96 Stat. 1003; 31 U.S.C. 6301 thru 6308). This act eliminates unnecessary administrative requirements upon recipients of Government awards by characterizing the relationship between executive agencies and contractors, states and local governments, and other recipients in acquiring property and services and in providing Federal assistance.

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9. Federal Land Policy and Management Act, 1976 (90 Stat. 2743). This act constitutes the organic act for the Bureau of Land Management (BLM). It governs most uses of the federal public lands, including grazing. The act requires the land management agencies to execute their management powers under a land use planning process that is based on multiple use and sustained yield principles. The act also provides for public land sales, withdrawals, acquisitions, and exchanges.

10. Federal Property and Administrative Services Act, 1949 (40 U.S.C. 471; et seq.). This act permits the transfer or sale to specified entities of surplus federal property, including real property, to help meet state, multi-state, and local special needs.

11. Healthy Forests Restoration Act, December 3, 2003 (16 U.S.C. 6501). This act improves the capability of the Secretary of Agriculture and the Secretary of the Interior to conduct hazardous fuels reduction projects across the landscape on National Forest System lands and Park Service Agency lands. Focus for these projects are to:

- a. Protect communities, watersheds, and other at-risk lands from catastrophic wildfire.
- b. Enhance efforts to protect watersheds.
- c. Address fire threats to forest and rangeland health across the landscape.

13. Indian Self-Determination and Education Assistance Act of 1975 (PL 93-638). This act furthers the goal of Indian self-determination assuring maximum Indian participation in the management of federal programs and services for Indians.

14. McSweeney-McNary Act, 1928 (45 Stat. 221; 16 U.S.C. 487). This act authorizes the Secretary of Agriculture to establish forest and rangeland research facilities and to provide competitive grants to public and private institutions, to agencies and to individuals to further such research activities. The act directs the Secretary to maintain a comprehensive survey and analysis of the present and prospective conditions of and requirements for the renewable resources of the forests and rangelands of the United States and of the supplies of such renewable resources.

15. National Indian Forest Resources Management Act, November 28, 1990 (Presidential Order 101-630). This act requires the Secretary of the Interior to undertake management activities on Indian forest lands, in furtherance of the U.S. trust responsibility for these lands. These activities must incorporate the principles of sustained yield and multiple use and include tribal participation.

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16. National Park Service Acts (67 Stat. 495; 16 U.S.C. 1b). This act authorizes and provides the means for managing wildland fire on lands or threatened, adjacent lands under the jurisdiction of the Department of the Interior.

17. National Wildlife Refuge System Administration Act, October 15, 1966 (80 Stat. 927; 16 U.S.C. 668dd through 668ee). The act provides for the administration and management of national wildlife refuge system, including wildlife refuges, areas for protection and conservation of fish and wildlife threatened with extinction, wildlife ranges, game ranges, wildlife management areas, and waterfowl production areas.

18. National Environmental Policy Act, January 1, 1970 (P.L. 91-190; 83 Stat. 852). This act requires all land management agencies to prepare environmental documents when there is an action that may have impact on the environment. The documents are prepared by interdisciplinary team members and must include assessments using natural and social sciences; alternative actions; a proposed action; public involvement and collaboration; and public notice before, during and after decisions.

19. Oregon and California Act, August 28, 1937 (50 Stat. 875; 43 U.S.C. 1181e). This act authorizes and provides the means for managing emergency stabilization and rehabilitation following wildland fire on lands or threatened, adjacent lands under the jurisdiction of the Department of the Interior.

20. Protection Act of September 20, 1922 (42 Stat. 857; 16 U.S.C. 594). This act authorizes the Secretary of the Interior to protect from fire the lands under the Department's jurisdiction and to cooperate with other Federal agencies, states, or owners of timber.

21. Reciprocal Fire Protection Act, May 27, 1955 (42 U.S.C. 185a). This act authorizes reciprocal agreements with federal, state, and other wildland fire protection organizations.

22. Supplemental Appropriation Act, September 10, 1982 (96 Stat. 837). This act authorizes the Secretary of Interior and Secretary of Agriculture to enter into contracts with state and local government entities, including local fire districts, for procurement of services in presuppression, detection, and suppression of fires.

23. Taylor Grazing Act, June 28, 1934 (48 Stat. 1269; 43 U.S.C. 315). This act was the first federal effort to regulate grazing on DOI public lands. It establishes grazing districts and uses a permitting system to manage livestock grazing in the districts.

24. Tribal Forest Protection Act, 2004 (P.L. 108). This act authorizes the Secretary of the Interior (with respect to land under the jurisdiction of the Bureau of Land Management) or the Secretary of Agriculture (with respect to land under the jurisdiction of the Forest Service) to carry out a project to protect Indian forest land or rangeland (including a project to restore Federal land that borders on or is adjacent to such land) under the Secretary's jurisdiction and bordering or adjacent to the Indian forest land or rangeland under the Indian tribe's jurisdiction.

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25. Tribal Self-Governance Act, 1994 (P.L. 103-413). This act establishes, within the Department of the Interior, a program of tribal self-governance. The act directs the Secretary of the Interior to enter into annual funding agreements with the governing body of each participating tribe.

26. Wildfire Suppression Assistance Act, 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 wildland fire research, prevention, planning and suppression protection.

27. Wilderness Act, September 3, 1964 (16 U.S.C. 1131, 1132). This act authorizes the Secretaries of Agriculture and Interior to take such measures as may be necessary in the control of fire within designated wilderness.

5101.3 - Interagency Fire Management Committees

The following fire management committees were established under agreements by the Secretaries of Agriculture and Interior:

- a. National Wildlife Coordinating Group (NWCG), February 1976, FSM 1531.06b and 1353.11a.
- b. Wildland Fire Leadership Council (WFLC), April 10, 2002), FSM 1353.11b.
- c. National Fire and Aviation Executive Board (NFAEB), June 14, 2004, FSM 1353.11c.

Information on NWCG and WFLC can be found in FSM 1353.11. Section 08 of this handbook lists the documents produced by the committees and how to obtain a copy.

5102 - OBJECTIVE

1. Forest Service fire management activities shall always put human life as the single, overriding priority.

2. 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

The following 17 fire management policies (5103.1) and the 7 operational clarifications for consistent wildland fire management policy implementation (5103.2) were determined by the National Fire and Aviation Executive Board, Directives Task Group, on September 22, 2004,

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and were approved by the Secretaries of Interior and Agriculture, the Department of Agriculture Office of General Counsel, and the Department of Interior Solicitor's Office. The policies are copied verbatim. Copies of the policies may also be obtained from the "Interagency Strategy for the Implementation of Federal Wildland Fire Policy" referenced in section 5108.

5103.1 - Policies for Wildland Fire Management

"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 agencies as partners in the wildland urban interface are wildland firefighting, hazard reduction, cooperative prevention and education, and technical assistance. Structural fire suppression is the responsibility of tribal, state or local governments. The agencies may assist with exterior structural fire protection activities under formal fire protection agreements that specify the mutual responsibilities of the partners, including funding."

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

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"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 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."

5103.2 - 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 wildfires 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."

5104 - RESPONSIBILITY

5104.1 - Washington Office

5104.11 - Chief

The Chief:

1. Retains the overall authority and responsibility for the fire and aviation management program.
2. Provides Forest Service leaderships for the Federal Wildland Fire Policy.

5104.12 - Deputy Chief, State and Private Forestry

It is the responsibility of the Deputy Chief for State and Private Forestry to:

1. Provide direction, leadership, and administration of Servicewide fire and aviation management programs, policies, and procedures, and advise the Chief of current, national, fire-related issues.
2. Formulate, coordinate, and implement broad policies for administration of the fire and aviation management program.
3. Review, advise, and approve or disapprove policies, programs, and regulations proposed by the Director, Fire and Aviation Management, Washington Office.
4. Coordinate with the National Association of State Foresters Executive Committee as required by the Cooperative Forestry Assistance Act of July 1, 1978, as amended, (16 U.S.C. 2101 et seq.).

5104.13 - Director, Fire and Aviation Management

In addition to the authority and responsibility in FSM 1204.24 and 1235.1, the Director of Fire and Aviation Management has the following responsibilities and may delegate some of them to the Deputy Director and Assistant Directors. (For further direction, see FSM 3104.2, 5120.4, 5130.41, 5160.41, 5191.04, 5704, FSM 5719.04a and 5720.04):

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1. Develop and administer a national fire and aviation management program, including, but not limited to, Servicewide requirements for fire management qualifications, training, and accident prevention.
2. Provide liaison planning and program coordination with other Government entities, including the Department of Interior, Department of Homeland Security, and State Foresters.
3. Issue an annual Federal Fire and Aviation Operations Action Plan that contains direction on operational expectations, reinforces performance expectations, and clarifies existing policies and procedures.
4. Ensure appropriate financial management and support for Forest Service fire and aviation management programs and resources.
5. Provide Servicewide technical requirements and standards for wildland fire and aviation services.
6. Plan and organize the national preparedness program in coordination with other Federal and State agencies (FSM 5120).
7. Provide fire and aviation management assistance to State Foresters.
8. Conduct and monitor fire and aviation management reviews and followup (FSM 5190).

5104.14 - Assistant Director (Operations), Fire and Aviation Management Staff, Washington Office

The Assistant Director (Operations), Fire and Aviation Management Staff, Washington Office is responsible to the Director of Fire and Aviation Management for management and supervision of operations at the National Interagency Fire Center (NIFC), a detached unit of the Forest Service National Headquarters Office in Boise, Idaho. The Assistant Director (Operations) has the responsibility to:

1. Ensure national program leadership, coordination and support for the national operations programs located at NIFC in Boise, Idaho.
2. Provide leadership, oversight, technical expertise, and coordination for national preparedness and operations programs including:
 - a. Safety.
 - b. Incident business management.
 - c. Equipment.

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- d. Coordination and mobilization.
 - e. Operation and maintenance of wildland fire management information systems.
3. Assist the Regions with technical support, coordination, and oversight to ensure standardization within the preparedness and suppression requirements.
 4. Coordinate interagency cooperation and leadership with the National Multi-Agency Coordinating Group.

5104.2 - Regions and Station Directors

5104.21 - Station Directors

Station Directors are responsible to:

1. Support research to improve fire management.
2. Support and direct research that increases scientific knowledge of biological, physical, and sociological factors of fire science.
3. Ensure that scientific results from fire research are available to fire managers in a timely manner and in the lay person's language.
4. Provide strategies on how to implement scientific results in a practical manner in the field.

5104.22 - Regional Foresters

Regional Foresters have the responsibility to:

1. Ensure that fire management direction is clear, available and understood by regional employees.
 - a. Ensure that employees receive necessary training and certification to fight fire and support other fire management operations in a safe and cost effective manner (FSM 5126).
 - b. Ensure the availability of trained and certified employees for fire management operations (FSM 5120.4).
2. Ensure that fire management direction is integrated into forest plans and is updated annually.

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3. Ensure that the Forest Fire Management Plans meet Federal wildland fire management policies and are tiered to the Forest Management Plans.

5104.3 - Forest Supervisors

Forest Supervisors have the responsibility to:

1. Incorporate fire management direction from the annual Federal Fire and Aviation Operations Action Plan into Forest land and resource management plans.

2. Implement the annual fire management program of work efficiently, as identified through the fire planning analysis process and annual program and budget direction.

3. Develop and implement a Fire Management Plan that meets federal wildland fire management policies.

4. Establish and implement a fuel management program which supports fire management direction in the Forest land and resource management plan.

5105 - DEFINITIONS

The following definitions are used by all Wildland Fire Management Agencies in the Department of Agriculture and Interior. They can also be found in the "Glossary of Wildland Fire Terminology" located at: <http://www.nwcg.gov/pms/pubs/glossary/index.htm>

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

After Action Review. A professional discussion of an event, focused on performance standards, that enable firefighters to discover for themselves what happened, why it happened, and how to sustain strengths and improve on weaknesses.

Agency Administrator. Line officer (or designee) of the agency or jurisdiction that has responsibility for the incident. These usually include: National Park Service Park Superintendent, Bureau of Indian Affairs Agency Superintendent, US Forest Service Forest Supervisor, Bureau of Land Management District Manager, Fish and Wildlife Service Refuge Manager, State Forest Officer, or Fire Chief.

Appropriate Management Response (AMR). 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 24-hour period when fires spread most rapidly; this is typically from 10:00 a.m. to sundown.

Condition Class. Depiction of the degree of departure from historical fire regimes, possibly resulting in alternations of key ecosystem components.

Confinement. The strategy employed in appropriate management responses where a fire perimeter is managed by a combination of direct and indirect actions and by the use of natural topographic features, and fuel and weather factors.

Contained. The status of a wildfire suppression action signifying that a control line has been completed around the fire and any associated spot fires which can be reasonably expected to stop the fire's spread.

Containment. The status of a wildfire suppression action signifying that a control line has been completed around the fire and any associated spot fires which can reasonably be expected to stop the fire's spread.

Contingency Actions. A backup plan of action when actions described in the primary plan are no longer appropriate.

Contingency Plan. 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.

Control Line. An inclusive term for all constructed or natural barriers and treated fire edges used to control a fire.

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

Emergency Stabilization. Planned actions to stabilize and to prevent unacceptable degradation to natural and cultural resource; to minimize threats to life and property resulting from the effects of a fire; or to repair/replace/construct physical improvements necessary to prevent degradation of land or resources.

Escaped Fire. Fire which has exceeded or is expected to exceed initial attack capabilities or prescription.

Extended Attack. Suppression activity for a wildfire that has not been contained or controlled by initial attack or contingency forces and for which more firefighting resources are arriving, en route, or being ordered by the initial attack incident commander.

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Fire Management Area (FMA). One or more parcels of land having a common set of fire management objectives.

Fire Management Plan (FMP). A plan which identifies and integrates all wildland fire management and related activities within the context of approved land/resource management plans. It identifies a program to manage wildland fires (wildfire, 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). A land management area definable by objectives, management constraints, topographic features, access, values to be protected, political boundaries, fuel types, and major fire regime groups that set it apart from management characteristics of an adjacent FMU. The FMU may have dominant management objectives and pre-selected strategies assigned to accomplish these objectives.

Fire Planning Unit. The geographic scope of the landscape defined for the fire management analysis. A Fire Planning Unit consists of one or more Fire Management Units.

Fire Program Analysis (FPA). The interagency fire management analysis process providing input for Forest planning and Forest and Regional fire program development and budgeting.

Fire Regime. Description of the patterns of fire occurrence, frequency, size severity and sometimes, vegetation and fire effects, in a given area or ecosystem. A fire regime is a generalization based on fire histories at individual sites.

Fire Regime Groups. A classification of fire regimes into a discrete number of categories based on frequency and severity.

Fire Use. See Use of Wildland Fire.

Fuel. Combustible material.

Fuel Management. Act or practice of controlling flammability and reducing resistance to control of wildland fuels through mechanical, chemical, biological, or manual means, or by fire, 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.

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Fuel Treatment. Manipulation or removal of fuels such as, lopping, chipping, crushing, piling and burning to reduce the likelihood of ignition and/or to lessen potential damage and resistance to control.

Hazard Fuel. A fuel complex defined by kind, arrangement, volume, condition, and location that forms a special threat of ignition and resistance to control.

Hazard Reduction. Any treatment of living and dead fuels that reduces the potential spread or consequences of fire.

Implementation Plan. The design and definition of all the activities, resources, limitations, and contingencies required for successful wildland fire management.

Incident Action Plan. A written plan which contains objectives reflecting the overall incident strategy and specific tactical actions and supporting information for the next operational period.

Initial Action. The actions taken by the first resources to arrive at a wildfire. Initial actions may be size-up, patrolling, monitoring, holding action or aggressive initial attack.

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

Land/Resource Management Plan (L/RMP). A document prepared with public participation and approved by an agency administrator that provides general guidance and direction for land and resource management activities for an administrative area.

Maximum Manageable Area (MMA). The maximum geographic limits of spread within which a wildland fire use fire is allowed to spread.

Mitigation Actions. On-the-ground actions that will increase the defensibility of the Maximum Management Area (MMA); check, direct, or delay the spread of fire; and minimize threats to life, property, and resources.

Natural Fuels. Fuels resulting from natural processes and not directly generated or altered by management practices.

Natural Ignition. An ignition resulting from any natural cause.

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.

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Preparedness Level. Increments of planning and organizational readiness commensurate with increasing fire danger.

Preparedness Plan. A written plan providing 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. Prescribed fires must have written, preapproved, prescribed fire plans and meet National Environmental Policy Act requirements (where applicable), prior to ignition.

Prescribed Fire Plan. A plan required for each fire application ignited by federal land managers. Plans are documents prepared by qualified personnel approved by the agency administrator. They include criteria for the conditions under which the fire will be conducted (a prescription). Plan content varies among agencies. The Forest Service prescribed fire plan content is defined in FSM 5140.

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.

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".

Resources. Personnel, equipment, services and supplies available, or potentially available, for assignment to incidents.

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

Use of Wildland Fire. Either wildland fire use or prescribed fire application to meet resource objectives.

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.

Wildfire Suppression. An appropriate management response (AMR) 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. An area where development is essentially non-existent, except for roads, railroads, powerlines, and similar transportation facilities. Structures, if any, are widely scattered.

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Wildland Fire. Any non-structure fire, that occurs in the wildland. Three distinct types of wildland fire are 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 (AMR) for a wildland fire.

Wildland Fire Management Program. The full range of activities and functions necessary for planning, preparedness, emergency suppression operations, and emergency rehabilitation for 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 strategies against selected safety, environmental, social, political, and economic criteria and provides a record of those decisions.

Wildland Fire Suppression. An appropriate management response (AMR) 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, and minimize loss of resource values, economic expenditures, and/or the use of critical firefighting resources.

Wildland Fire Use. 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).

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

5106.01 - Authority

Refer to 5101 for additional information about authorities for dealing with fire management for the wildland urban interface.

5106.02 - Objectives

The objectives of wildland urban interface fire management are to:

1. Facilitate interagency fire prevention and protection to minimize fire loss and fire damage to life, structures, other human development, and wildland resources.

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2. Assist property owners to take an active role in establishing and maintaining their own fire prevention and safety measures in the wildland urban interface.

3. Work closely with local communities in assessing risk and developing strategies to mitigate this risk in wildland urban interface.

5106.03 - Policy

Refer to FSM 5103, FSM 5130.3 for additional policy direction related to fire management wildland urban policy.

1. Follow the operational roles of the Forest Service, as a partner in the wildland urban interface for:

- a. Wildland firefighting.
- b. Hazard reduction.
- c. Cooperative prevention and education.
- d. Technical assistance.
- e. Community fire protection assistance.
- f. Exterior structural fire protection activities under formal agreements.

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.

2. Document Forest Service wildland fire protection and suppression assistance in cooperative agreements, staying within the limits articulated in FSH 1509.11, and in FSM chapters 1580, 3170 and 5130, with special attention to limits set in FSM 5132, Suppression Action on Private Lands, and in FSM 5137, Structure Fires.

3. 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).

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- 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).
4. 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.
 - 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.
 - 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.

5107 - INTERAGENCY FIRE MANAGEMENT

See FSM 5170 for authorities, objectives, and policy related to interagency fire management.

5107.1 - Membership of Interagency Fire Management

1. The Secretary of Agriculture and Secretary of Interior endorsed the Federal Wildland Fire Management Policy in 2001, providing a common approach to wildland fire by the Department of Agriculture and Department of Interior wildland fire agencies.

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2. In addition, Federal partner agencies, including the Federal Emergency Management Agency, the Environmental Protection Agency, the National Oceanic and Atmospheric Administration, and the Department of Defense, became partners under the guiding principles that form the basis for the Federal Wildland Fire Management Policy.

5107.2 - Guiding Principles of Federal Wildland Fire Management

The nine guiding principles that form the basis for the Federal Wildland Fire Policy provide an integrated, intergovernmental approach to the management of wildland fire.

5107.21 - Federal Wildland Fire Principles

The nine guiding principles for the Federal Wildland Fire management are:

1. Firefighter safety is the first priority in every fire management activity.
2. The role of wildland fire is an essential ecological process and a natural change agent that will be incorporated into the planning process.
3. Fire management plans, programs, and activities support land and resource management plans and their implementation.
4. Sound risk management is a foundation for all fire management activities.
5. Fire Management programs and activities are economically viable, based upon values to be protected, costs, and land and resource management objectives.
6. Fire management plans and activities are based upon the best available science.
7. Fire management plans and activities incorporate public health and environmental quality considerations.
8. Federal, State, Tribal and local interagency coordination and cooperation are essential.
9. Standardization of policies and procedures among Federal agencies is an ongoing objective.

5107.22 - Implementation of Interagency Fire Principles

The Secretary of Agriculture and Secretary of Interior directed the Chief of the Forest Service and Directors of the Interior Agencies (Memorandum of Understanding 6/2001) to assume the responsibility for the implementation of the principles of the Federal Wildland Fire Management through policies which can be found at: http://www.nifc.gov/fire_policy/history/index.htm.

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5108 - REFERENCES

The publications listed in this section provide guidance on the minimum standards and procedures of wildland fire management that are accepted by the wildland fire management agencies in the Department of Agriculture and Department of Interior. The National Wildfire Coordinating Group (NWCG) publications 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>.

For hard copies, contact:

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

Some of the following references are available electronically. The Worldwide Web/internet address is provided after the publication.

1. Federal Wildland Fire Management Policy and Program Review, Final Report, January 18, 2001. This report establishes joint Federal wildland fire management principles, policy, and recommendations. Available at: http://www.nifc.gov/fire_policy/history/index.htm
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. Available at: <http://www.nationalfiretraining.net/>
3. Firefighter's Guide (NWCG, NFES 1571, PMS 414-1). This guide contains material concerning firefighting basic practices.
4. Fireline Handbook (NWCG, NFES 0065, PMS 410-1). This handbook contains basic suppression and organizational information.
5. 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>.
6. 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. Available at: <http://www.nwcg.gov/pms/pubs/glossary/index.htm>

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7. 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>.

8. 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>

9. Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy, updated April 21, 2004. This document, approved by the Secretaries of Agriculture and Interior, directs USDA and USDI agencies with fire management responsibilities to develop common language, unified guidance and unified direction for all fire management manuals, handbooks and guides. Available at: http://www.nifc.gov/fire_policy/index.htm

10. National Interagency Mobilization Guide (NFES 2092). This guide provides current dispatching and mobilization direction and procedures.

11. National Fire Danger Rating System Weather Station Standards (PMS 426-3). This document provides common standards for weather stations used by the wildland fire agencies for calculation of NFDRS indices. It supplements and updates portions of the Weather Station Handbook. Available at: <http://www.fs.fed.us/raws/standards.shtml>

12. 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.

13. 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>.

14. Weather Station Handbook - An Interagency Guide for Wildland Managers (NWCG, PMS 426-1). This guide provides standards and procedures for site selection, installation, operation and maintenance of automated and manual weather stations.

15. 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 and para. 9 of this section). Available from the Fire and Aviation Management Staff, Forest Service, Washington Office.

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16. 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/pubs/pubs.htm>. (For additional direction on Forest Service position qualifications, see FSH 5109.17, Fire and Aviation Management Qualifications Handbook.)

17. FSH 5709.16, Flight Operations Handbook and FSM 5700, Aviation Management. The handbook and manual provide detailed direction for management and procedures for the Forest Service fire aviation program. Available electronically on the Forest Service web site.

18. FSH 6709.11, Health and Safety Code Handbook. This handbook provides direction for all Forest Service employees for any operation or procedure, including those required for fire and aviation. Available electronically on the Forest Service web site.

5109 - HANDBOOKS

5109.1 - Internal Servicewide 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.

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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)

This NWCG handbook provides wildfire suppression principles, organization, and procedures utilizing the Incident Command System.

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/pms/pubs/IIBMH2/iibmh.pdf>