



**FOREST SERVICE MANUAL
NATIONAL HEADQUARTERS (WO)
WASHINGTON, DC**

FSM 5100 - FIRE MANAGEMENT

CHAPTER 5130 - WILDLAND FIRE SUPPRESSION

Amendment No.: 5100-2004-1

Effective Date: July 19, 2004

Duration: This amendment is effective until superseded or removed.

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Date Approved: 06/04/2004

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.

New Document	5130	27 Pages
Superseded Document(s) by Issuance Number and Effective Date	5130 Contents (Amendment 5100-98-6, 07/24/1998)	3 Pages
	5130 (Amendment 5100-98-7, 07/24/1998)	18 Pages
	id_5130-2003-3, 04/24/2003	10 Pages

Digest:

5130 - This amendment incorporates recommendations from the Line Officer's Team (LOT) and Chief's Incident Accountability Report for the USDA Forest Service, January 31, 2003, and the Large Fire Cost Reduction Action Plan, March 2003. The amendment is consistent with the Hazard Abatement Plan Required by the Occupational Safety and Health Administration for the Thirtymile Fire Accident Investigation, July 2001, the 10-Year Comprehensive Plan, and the National Fire Plan. It incorporates direction previously issued in interim directive (ID) 5130-2003-3, and it cites new references listed in ID 5100-2003-1 for FSM 5100.

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Digest--Continued:

5130.3 - Adds the Annual Fire and Aviation Management Operations Plan to the list of documents. Emphasizes policy that the first criteria for choosing fire suppression strategies is safety, and the second is suppression costs, which also must consider safety. Clarifies the policy that the line officer is responsible for notification of wildland fire entrapments and associated investigative responsibilities (FSH 6709.12, section 34).

5130.3, paragraph 8b - Sets out the responsibilities of the Designated Agency Safety and Health Official (DASHO) to investigate all wildland fire fatalities, wildland fire shelter deployments, or entrapment deployments (FSM 6731.3).

5130.43 - Adds cost requirements for when an Incident Business Management Advisor must be assigned to a fire.

5131.04 - Assigns all responsibility of fire management to line officers, including financial oversight of a wildland fire incident (which may not be delegated); requires line officers to certify a Wildland Fire Situation Analysis and issue delegations of authority to the appropriate level of the Fire Management Team; and establishes a time limit.

5131.04a - Adds authority and responsibility to the Chief or designated Deputy Chief for Wildland Fire Situation Analysis over \$50 million.

5131.1 - Adds additional details about alternatives objectives, costs, new strategies, and timing when preparing a Wildland Fire Situation Analysis (WFSA).

5131.11 - Adds specific training and experience requirements for qualifications needed by line officers to be able to approve and certify a Wildlands Fire Situation Analysis; provides alternatives until qualifications can be obtained.

5131.11 - 5131.12 - Revises former coding captions "Preparation Requirements" and "Analysis Requirements" to new coding caption "Qualification for Wildland Fire Situation Analysis" (WFSA), Certification and "Preparation Requirements."

5131.12 - Makes a minor editorial change to clarify the need for a WFSA for wildland fire.

5131.13 - Changes the caption of this section to Analysis Requirements (formerly in 5131.12); adds the requirement to prepare a suppression cost objective as an incident objective and as part of delegation of authority; requires documentation of rationale for selected decisions; requires daily WFSA monitoring and evaluation; requires revision and recertification when cost objectives are exceeded. This section adds requirements to:

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Digest--Continued:

1. Produce well considered alternatives that display the range of option that shall have cost accountability.
2. Compare the least-cost alternative and include written rationale when that alternative is not selected.
3. Consult on WFSAs requiring the Chief's certification.
4. Revise WFSAs when incident cost objectives are exceeded.
5. Measure Incident Management Team performance associated with suppression cost objectives.
6. Create WFSAs alternatives that are measurably different.

5133.03 - Adds a reference to FSH 5109.17; adds policy requirements to manage multiple jurisdictional wildland fires as unified commands; and adds policy requirement for preparation of agreements with cooperators, including Department of Defense, in advance of wildfire emergencies.

5135.11 - Adds specifications for flame-resistant clothing and fire shelters required for all wildland fire emergencies.

5135.5 - Adds the requirement that the Interagency Incident Qualification Code, NFES 1578, shall not be issued until supervisors certify that individuals have completed annual Fire Safety Refresher training.

5136.04 - Adds a caption "Responsibility" to meet correct coding.

5136.04b - Adds a separate code and caption for the Human Resource Specialist; adds responsibilities of the Human Resource Specialist to document employee conduct and behavior awareness/education and initiate correction action.

5137.02 - Recodes former 5137.1 to 5137.02 and adds a new caption "Objective for Structure Fire Protection" to meet proper coding.

5137.03 - Recodes former 5137.2 to 5137.03 and adds a new caption "Policy for Structure Fire Suppression"; reorganizes policy found in 5137.3 - 5137.4 into the correct policy coding, retaining former direction; adds county fire departments as cooperators during structure fires.

5137.3 - 5137.4 - Deletes these codes and places former direction into 5137.03.

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5130.1 - Authority

For related authority, see FSM 5101.

5130.2 - Objective

Safely suppress wildfires at minimum cost consistent with land and resource management objectives and fire management direction as stated in Fire Management Plans (FSM 5120; FSH 5109.17).

5130.3 - Policy

1. Wildland Fire Suppression Planning and Operations. Line officers shall conduct wildland fire suppression planning and operations in compliance with Servicewide and interagency wildland fire suppression principles and practices established in the Fireline Handbook (FSH 5109.32a); the Firefighters Guide (FSM 5108); Interagency Standards for Fire and Aviation Operations (FSM 5108); the Incident Response Pocket Guide (FSM 5108); the Health and Safety Code Handbook (FSH 6709.11); and the Annual Fire and Aviation Management Operations Plan (FSM 5121.3).

2. Priority for Safety. In conducting wildland fire suppression, responsible officials shall give first priority to the safety of firefighters, other personnel, and the public. Consistent with this priority, responsible officials shall conduct wildland fire suppression in a timely, effective and efficient manner.

3. Wildland Fire Management Leadership. Line officers shall annually communicate their expectations of leadership in fire management to all of their employees.

4. Wildland Fire Suppression Strategies. A Wildland Fire Situation Analysis (WFSA) shall be used by line officers to document wildland fire suppression strategy decisions for any incident that is expected to exceed, or has exceeded, the action planned in the Fire Management Plan (FSM 5131.1). In making decisions about how to organize and conduct suppression operations, line officers shall minimize both suppression cost and resource loss consistent with the resource management objectives for the values to be protected and shall consider fire behavior, the availability of suppression resources, the values of the natural resources and property at risk, direction in the Forest land and resource management plan, and the potential cost of suppression.

a. Choosing Fire Suppression Strategies.

(1) The primary criteria for choosing fire suppression strategies and tactics are to ensure the safety of the public and firefighting resources while minimizing suppression costs, resource loss, environmental damage, and the threat of wildland fire escaping onto non-Federal lands.

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- (2) Estimated suppression costs used in the WFSA must include costs that are necessary to mitigate risk to firefighter and public safety and that are commensurate with the values to be protected. These suppression costs must be included and displayed in the WFSA, and when costs are exceeded, revision and reapproval of the WFSA are required.
- (3) Under no circumstances are suppression strategies and tactics to be tailored to achieve resource benefits. Even if resource benefits may result in some areas of the fire, do not spend suppression dollars with the objective of achieving resource benefits. Do not use unplanned wildland fires to achieve resource benefits unless such actions are consistent with the applicable Forest land and resource management plan.
- (4) The selection of less aggressive containment strategies in areas of minimal potential negative impacts is appropriate if it is determined to be the safest and least-cost alternative.
- b. Management During Transition From Initial to Extended Attack Fires. Transition from initial attack to extended attack can be especially dangerous. During this transition, the fire shall be managed as a potentially life-threatening event.
- c. Exception to Consideration of Suppression Costs or Resource Loss. When a potentially life-threatening event exists, action shall be taken to provide for the safety of firefighters, other personnel, and the public, regardless of suppression costs or resource loss. For related direction concerning Endangered Species Act consultation, see FSM 2671.45f, Consultation in Emergencies.
- d. Identification of Fire Behavior Thresholds for Large Fires. Identification of the fire behavior thresholds at which large fires typically occur is important because these thresholds indicate fire danger levels that compromise safety and control. When such thresholds are approached, fire program managers shall request additional supervisory and suppression support. Consult the Incident Response Pocket Guide (FSM 5108) for extended attack transition analysis.
5. Response to Human-Caused Ignitions. Unit Managers shall ensure that a cost-effective initial attack on any human-caused ignition is conducted.
6. Response to Wildland Fire. Unit Managers shall ensure a response to each reported wildland fire with planned forces and tactics as directed in the fire management plan (FSM 5110, 5140).

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7. Expectations of Employees in Reporting Fires and Participating in Suppression Actions. All employees are expected to promptly report wildland fires to the nearest unit. Employees who discover wildland fires are expected to take initial action consistent with their wildland fire qualifications. Employees without wildland fire qualifications are not expected to take initial action.

- a. Every Forest Service employee has a responsibility to support and participate in wildland fire suppression activities as the situation demands. Wildland fire suppression is not limited to those employees with skills in wildland fire suppression operations; rather, it also requires the skills of employees in fiscal, human resources, telecommunications, communications, and other areas.
- b. Employees who are not sent to provide direct support to a wildland fire suppression action are expected to fill in as directed to ensure that critical work at the home unit is performed in the absence of other employees who are deployed to provide direct support in wildland fire suppression emergencies.

8. Notification of Wildland Fire Entrapment.

- a. Line officers shall notify the National Interagency Coordination Center (NICC) and the appropriate Regional Fire Operations Safety Program Manager immediately of any wildland fire entrapment. Entrapments are situations where personnel are unexpectedly caught in a fire-behavior-related, life-threatening position where planned escape routes or safety zones are absent, inadequate, or compromised. An entrapment may or may not include deployment of a fire shelter. These situations may or may not result in injury; and include near misses.
- b. The Designated Agency Safety and Health Official (DASHO) shall investigate all wildland fire shelter deployments or entrapments. The DASHO may delegate responsibility to conduct the investigation to the Regional Forester in the Region where the accident occurred (FSM 6731.3).

5130.4 - Responsibility

5130.41 - Director, Fire and Aviation Management Staff, Washington Office

The Director of Fire and Aviation Management, Washington Office, through the National Interagency Coordination Center (NICC), has the responsibility to coordinate all requests for national shared resources and overhead personnel from resources outside the requesting Region. Procedures for mobilization and demobilization of resources are contained in the National Interagency Mobilization Guide, NFES 2092 (FSM 5108).

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5130.42 - Deputy Chiefs, Regional Foresters, Area Director, Forest Supervisors, and District Rangers

The Deputy Chiefs, Regional Foresters, Area Director, Forest Supervisors, and District Rangers have the responsibility to ensure that:

1. Employees under their supervision are appropriately trained and are made available as needed to support wildland fire suppression.
2. Employees with supervisory or managerial responsibilities in wildland fire management stay abreast of current fire suppression information, such as factors affecting wildland fire behavior, wildland fire suppression management and organization, contents of agency and interagency wildland fire management directives; Fire Management Plans, and economic and risk analysis.
3. The assigned line officer declares each wildfire out.
4. All fire entrapments are promptly and aggressively investigated (FSM 5130.3).
5. Fatigue in firefighters and other wildland fire suppression personnel is identified and appropriately addressed (FSH 5109.34).
6. Employees are mobilized in wildland fire positions for which they are qualified pursuant to the Fire and Aviation Management Qualifications Handbook (FSH 5109.17).
7. An investigation team is appointed for any accident with serious potential or serious consequences that are not investigated by a Chief's Office or Washington Office appointed team. This includes single fatalities, serious injuries or illnesses, major property damage, aircraft accidents and incidents with serious potential.
8. Accident review boards are convened as necessary (FSM 6732.3).

5130.43 - Forest Supervisors and District Rangers

In addition to the responsibilities set out in FSM 5130.42, Forest Supervisors and District Rangers have the responsibility to:

1. Make safety of firefighters, other personnel, and the public the highest priority in wildland fire suppression activities (FSM 5130.3, para. 2).
2. When a potentially life-threatening situation may exist, use their authority to supersede natural and cultural resource considerations and constraints to provide for the safety of firefighters, other personnel, and the public (FSM 5130.3, para. 4).

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3. Annually convey responsibilities, expectations, and authorities of Type 3, 4, and 5 Incident Commanders to:

- a. Provide for safety and welfare of all personnel and the public.
 - b. Develop and implement viable strategies and tactics.
 - c. Monitor effectiveness of planned strategy and tactics.
 - d. Execute suppression actions when and where they are safe and effective.
 - e. Ensure that all firefighting actions are in full compliance with the Ten Standard Fire Orders and that the mitigation of applicable Eighteen Watch Out Situations has been accomplished (FSH 5109.32a).
 - f. Immediately delay, modify, or abandon firefighting on any part of a wildland fire where strategies and tactics cannot be safely implemented.
 - g. Maintain command and control of all firefighting resources.
4. Ensure that supplemental inspections for safety and health hazards, including compliance with the Ten Standard Fire Orders and mitigation of the Eighteen Watch Out Situations (FSH 5109.32a), are documented in the incident records on a minimum of 10 percent of the unit's Type 3, 4, and 5 wildland fires. (See FSH 5109.17 for an explanation of Type 1-5 wildland fires.)
5. Ensure that Incident Commanders on Type 1, 2, and 3 wildland fires have no collateral duties, except for those of unfilled Command and General Staff positions as described in the Fireline Handbook (FSH 5109.32a).
6. Assign an individual from the local unit to provide oversight to administrative and financial activities and to ensure fiscal integrity; to assign an Incident Business Advisor (IBA) to all Type 1 or complex incidents; and to ensure IBA oversight on Type 2, 3, 4, and 5 incidents. All wildfires projected to exceed \$5 million require the assignment of an Incident Business Management Advisor. The Incident Business Advisor reports directly to the responsible line officer or agency administrator.
7. Conduct a complexity analysis of fires at the time of initial size-up and thereafter, as appropriate, to assure the qualifications of the assigned Incident Commander are commensurate with the complexity of the incident.

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5130.44 - District Rangers

In addition to the responsibilities set out in FSM 5130.42 and 5130.43, District Rangers have the responsibility to ensure accomplishment of after-action reviews as described in the Incident Response Pocket Guide (FSM 5108) for all Type 3 fires and for selected Type 4 and 5 fires.

5130.45 - Incident Commanders

Incident Commanders have the authority and responsibility:

1. To make safety of firefighters, other personnel, and the public the highest priority in wildland fire suppression activities (FSM 5130.3). When a potentially life-threatening situation may exist, the Incident Commanders have the authority to supersede natural and cultural resource considerations and constraints to provide for the safety of firefighters, other personnel, and the public (FSM 5130.3, para. 4).
2. To assign personnel to fireline positions for which they are fully qualified, as certified by their employing agency. Trainees may be assigned pursuant to the direction in the Fire and Aviation Management Qualifications Handbook (FSH 5109.17).
3. To ensure that performance ratings are completed on Type 3, 4, and 5 fires for all ground fireline personnel assigned from outside the local area. Ratings shall include compliance with the Ten Standard Fire Orders and the Eighteen Watch Out Situations. Performance ratings shall be maintained in the official incident files and distributed to the rated individuals and their home units.
4. To monitor the effectiveness of the planned strategy and tactics and to:
 - a. Immediately delay, modify, or abandon firefighting action on any part of a wildland fire where strategies and tactics cannot be safely implemented.
 - b. Execute suppression actions when and where they are safe and effective.
 - c. Ensure that all firefighting actions are in full compliance with the Ten Standard Fire Orders and that the mitigation of the applicable Eighteen Watch Out Situations (5109.32a) is accomplished.
 - d. Maintain command and control of all fireline resources.
5. To address fatigue (FSH 5109.34) in firefighters and other fire suppression personnel and to ensure compliance with required work/rest rotations and the length of commitment guidelines:

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- a. Document actions to manage fatigue for all fires that exceed one operational period.
 - b. Document preapprovals and justifications for excessively long work shifts and actions taken to ensure compliance with guidelines for work, rest, and length of commitment.
6. To personally conduct inspections for safety and health hazards (including compliance with the Ten Standard Fire Orders and mitigation of the Eighteen Watch Out Situations on Type 3, 4, and 5 fires) and, in conjunction with the Safety Officer on Type 1 and 2 fires, to document these inspections in unit logs and to include the documentation in incident records.
7. To ensure that the arriving ground fireline personnel on Type 3, 4, and 5 fires have positive and documented contact with appropriate incident management personnel to address the briefing checklist elements in the Incident Response Pocket Guide prior to commencing work (FSM 5108).

5131 - SUPPRESSION OF WILDFIRES

5131.03 - Policy

1. Ensure a prompt and appropriate response to each wildfire that exceeds the parameters in the Fire Management Plan (FSM 5121). Initial response should comply with direction contained in the Fire Management Plan.
2. Make timely decisions regarding management of a wildland fire. If a wildfire that is not caused by humans is burning in an area covered by an approved land and resource management plan and an approved Fire Management Plan, and the objectives of the plans are being met, document the response decision and take appropriate action. If events cause a delay in the decision, and this delay may result in an increased risk to firefighter or public safety, the only appropriate response is to control the fire.
3. Request the appropriate level of Incident Management Team using the incident complexity analysis ratings, provided as part of the Wildland Fire Situation Analysis software program as a guide, or the Interagency Standards for Fire and Fire Aviation Operations Guide, NFES 2724, for completing the Incident Complexity Analysis for Type 1, 2 (Appendix H-1). The responsible line officer shall ensure that the designated Incident Commander is briefed regarding suppression objectives, considerations, and constraints. A delegation letter (FSM 1230) outlining authority and responsibility shall be issued by the appropriate line officer to the assigned Area Commander(s) or to Type 1 and 2 Incident Commanders (National Interagency Mobilization Guide, FSM 5108).

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5131.04 - Responsibility

Line officers are responsible for all aspects of fire management, including financial oversight of a wildland fire incident. Unlike other responsibilities, financial oversight cannot be delegated. Line officers have the responsibility to certify a Wildland Fire Situation Analysis (WFSA) and issue delegations of authority to the appropriate level of the fire Management Team. The appropriate Line Officer authority is based on the estimated suppression cost of an incident or by the complexity level developed in the WFSA, as set out in FSM 5131.04a - 5131.04d.

5131.04a - Chief and Deputy Chiefs

The Chief or a designated Deputy Chief has the authority and responsibility to certify a WFSA over \$50 million with any level of team activation. Certification or revision of the WFSA must be completed within 24 hours of escape of initial action, unless agreed to otherwise.

5131.04b - Regional Foresters and Area Director

Regional Foresters have the authority and responsibility to certify a WFSA up to \$50 million or with any level of team activation. Certification or revision of the WFSA must be completed within 24 hours of escape of initial action, unless agreed to otherwise, once all files and the approved WFSA are received by the certifying administrator's representative.

5131.04c - Forest Supervisors

Forest Supervisors have the authority and responsibility to develop and approve all WFSAs over \$2 million, and to certify a WFSA up to \$10 million or with a Type 1 or Area Command Team activation.

5131.04d - District Rangers

District Rangers have the authority and responsibility to develop and approve all WFSAs up to \$2 million.

5131.1 - Wildland Fire Situation Analysis

The Wildland Fire Situation Analysis (WFSA) is a decision support process intended to help the line officer make the best decision possible that considers all available factors. The strategy selected (alternative) can directly affect costs. All WFSAs are required to produce well considered alternatives that display a range of options with cost accountability included as an integral element. The initial WFSA must be approved prior to initiation of a new strategy and within 12 hours of a fire escaping initial actions. A brief Wildland Fire Situation Analysis shall be developed to define suppression objectives for extended attack operations.

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The Wildland Fire Situation Analysis (WFSA) (NWCG-WFSA) documents the decisionmaking process for determining the appropriate suppression action and estimated cost of an incident that is expected to, or has exceeded, the action planned in the Fire Management Plan.

5131.11 - Qualifications for Wildland Fire Situation Analysis (WFSA) Certification

Line officers must have the required level of experience and training to be qualified to approve and certify a Wildland Fire Situation Analysis (WFSA) and issue delegations of authority. To obtain certifying authority the line officer must have completed the required experience and training as set out in FSM 5131.11a-5131.11c or must participate in an approved alternative experience and training until required qualification is obtained.

5131.11a - Regional Forester and Deputy Chief Qualifications

1. Qualifications required for WFSA certification:
 - a. Attending an annual National Leadership Team Fire Preparedness Briefing, or
 - b. Qualifying as a Type 1 or 2 Command and General Staff position.
2. Approved alternatives until qualification is obtained:
 - a. Participating in a Regional line officer seminar covering the WFSA and delegation of authority process, or
 - b. Conducting any WFSA certification process utilizing a team consisting of a WFSA analyst/mentor and a qualified line officer.

5131.11b - Forest Supervisor Qualifications

1. Qualifications required for WFSA certification:
 - a. Participating in a minimum of one WFSA certification process and completing the National Fire Management Leadership course, or
 - b. Attending a Regional WFSA training course, or
 - c. Qualifying for a Type 1 or 2 Command and General Staff position.
2. Alternative until the above qualification is obtained:
 - a. Attending a Regional line officer seminar covering WFSA, or assigning a qualified line officer and WFSA analyst to mentor and advise throughout the WFSA development and certification process.

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5131.11c - District Ranger Qualifications

1. Qualifications required for WFSA certification:
 - a. Participating in a minimum of one WFSA certification process and completing the Local Fire Management Leadership course, or
 - b. Attending a Regional WFSA training course, or
 - c. Qualifying in a Type 1 or 2 Command and General Staff position.
2. Alternative until the above qualification is obtained:
 - a. Attending a Regional line officer seminar covering WFSA and assigning a qualified line officer and WFSA analyst to mentor and advise throughout the WFSA development and certification process.

5131.12 - Preparation Requirements

A Wildland Fire Situation Analysis must be completed when:

1. Wildland fire escapes initial action or is expected to exceed initial action.
2. A wildland fire being managed for resource benefits exceeds prescription parameters in the Fire Management Plan.
3. A prescribed fire exceeds its prescription and is declared a wildfire.

5131.13 - Analysis Requirements

A Wildland Fire Situation Analysis (WFSA) must include the following steps:

1. Identification of Criteria for Evaluating Suppression Alternatives. Develop criteria that reflect the priority for firefighter and public safety, that reflect Forest plan objectives and constraints (including environmental and social concerns), that permit assessments of potential resource damage, and that allow for estimates of potential suppression rehabilitation costs. A suppression cost objective must be included as an incident objective and must be included in the delegation of authority. These cost objectives must include all required risk mitigation measures, must be commensurate with the values to be protected, and must minimize the threat of wildfire escaping onto non-Federal lands. Consider local, regional, and national fire suppression activities and reinforcement capabilities in establishing cost objectives.

2. Development of Suppression Alternatives. Develop alternatives, consistent with Forest Plan goals that represent a range of strategies for the wildfire suppression situation. Each alternative must:

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- a. Assess the risks to firefighter and public safety and identify the measures necessary to mitigate them.
 - b. Be implementable.
 - c. Include documentation of strategic objectives.
 - d. Consider the resources required for implementation, and the availability of those resources for the incident.
 - e. Assess the probability of success and consequences of failure using a decision tree (for examples, WFSA software (FSM 5131.1).)
 - f. Estimate the time to accomplish containment and control, acres burned, suppression cost, and resource damage.
 - g. Show results in unique outcomes, changes in wildland fire perimeter, resources required for control, a range of costs, and variability of timeframes to achieve containment and control.
 - h. Consider strategies that are legally and technically implementable and are estimated to result in suppression cost savings.
3. Analysis of Suppression Alternatives. Use the developed evaluation criteria and objectives to analyze alternatives. Determine whether estimates of expected wildfire and suppression actions are consistent with the Forest plan objectives and values.
4. Least Suppression-Cost Option. This alternative must be implementable, consistent with firefighter and public safety, so that when expected fire suppression costs are compared, this alternative is the least expensive. All WFSAs will have this alternative identified within the documentation of the decision.
5. Approval.
- a. The responsible line officer selects the WFSA suppression alternative and approves any revisions and must:
 - (1) Select the alternative that best meets the overall criteria and objectives established for the fire.
 - (2) Provide sufficient documentation to convey the rationale for the selection.
 - (3) Document the rationale for the decision, if the least expected suppression cost alternative is not selected.

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- b. Certification or revision of a WFSA being approved by the Chief shall be completed in consultation with the Regional Forester and Forest Supervisor submitting the WFSA.
 - c. The line officer ensures that an appropriate level Incident Management Team is assigned, based upon an incident complexity analysis.
6. Notification. The line officer ensures that the public and cooperators are informed of the selected alternatives and ensures that the geographic area coordination center is notified of the selected alternative, probable commitment of resources, and critical resource needs.
7. WFSA Monitoring and Evaluation. The assigned line officer shall daily validate the selected suppression alternative, including cost containment measures, based on the current and predicted situation. Revision or amendment of the WFSA is required if incident objectives, including cost objectives, are exceeded. The responsible line officer and the Incident Commander shall revise, amend and approve the WFSA, if needed; the appropriate line officer must certify the revised WFSA following all guidelines for this process.
8. Documentation. Before leaving an incident, the Incident Commander must ensure that the WFSA, including any revisions, is documented and filed with Form FS-5100-29, Individual Fire Report.
9. Evaluation. Incident suppression cost objectives must be included as a performance measure in Incident Management Team evaluations.

5132 - SUPPRESSION ACTION ON PRIVATE LAND

5132.01 - Authority

Pursuant to Title 42, United States Code, section 1856b (42 U.S.C. 1856b), the agency regulations at section 211.5 of Title 36 of the Code of Federal Regulations (36 CFR 211.5) permit the Forest Service, in the absence of a written reciprocal agreement with a fire organization, to render emergency assistance in suppressing wildland fires and in preserving life and property from the threat of fire, within the vicinity of the agency's fire protection facilities.

1. This assistance may be offered without reimbursement if a Forest Service-initiated prescribed fire escapes onto non-Forest Service lands.
2. This assistance may be offered on a reimbursable basis on non-Forest Service lands when requested, without regard to the threat to National Forest System lands or resources.

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5132.03 - Policy

Permission to conduct suppression activities on private land should be obtained from the landowner when feasible; however, suppression action should not be delayed while permission is being sought.

5132.1 - Structure Fires

Refer to FSM 5137 for direction regarding suppression of structure fires on private land.

5132.2 - Wildland/Urban Interface

Refer to FSM 5106 for direction regarding cooperative suppression activities within wildland urban interface.

5133 - ORGANIZATION AND MANAGEMENT OF WILDFIRE SUPPRESSION OPERATIONS

All wildland fire protection agencies are organized to handle a reasonable amount of forest, brush, and grass fires within their jurisdictions. They usually can fight larger, more destructive fires with their own resources plus aid from other agencies. However, additional or substantial outside assistance may be required at times. In these cases, National Interagency Incident Management System (NIIMS) provides a total systems approach for response in a wide range of emergency situations (including fires, floods, earthquakes, and other natural or human-caused incidents).

5133.02 - Objective

To establish positions, qualifications, and certification requirements in wildland fire suppression to ensure that Forest Service personnel have the organization, training, and qualifications to carry out fire management policies and programs in a safe, cost-efficient manner.

5133.03 - Policy

1. Comply with the qualification requirements for the skills and knowledge unique to wildland fire suppression and the Incident Command System (ICS) as established by the National Wildfire Coordinating Group (NWCG) in section 12 of the Wildland and Prescribed Fire Qualification System Guide, PMS 310-1 (FSM 5108) and with additional Forest Service requirements as set forth in FSH 5109.17.

2. Accept the participation in cooperative fire suppression efforts of personnel from other agencies or of cooperators not hired by the Forest Service, who comply with the minimum requirements specified by the NWCG Wildland and Prescribed Fire Qualification System Guide, PMS 310-1 (FSM 5108).

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3. Employ the Incident Command System (ICS) in Forest Service fire suppression activities and in other incidents as appropriate.

4. Prepare agreements covering the use of active duty military forces assigned to Department of Defense installations adjacent to National Forest System lands, National Guard, State, and local cooperator forces in advance of wildfire emergencies.

5. When possible, manage wildfires involving multiple jurisdictions as mutually agreed-upon unified commands. Commands should be unified as early in the incident as possible. The rapid exchange of information and coordinated tactics are, first, a safety precaution and, second, a cost containment protocol. Cost apportionments will be based on mutually agreed upon criteria and reflected in the delegation of authority from the line officer or agency administrators.

5133.04 - Responsibility

5133.04a - Director, Fire and Aviation Management Staff, Washington Office

The Director of Fire and Aviation Management, Washington Office, is authorized to:

1. Plan, provide, and coordinate needs for national suppression resources (FSM 5133.2); infrared detection; mapping aircraft; national incident radio support cache; and utilization of Department of Defense resources.

2. Identify national resources and list them in the National Interagency Mobilization Guide (FSM 5108).

3. Annually determine and approve the number of national suppression resources and their period of availability, location, and funding to support preparedness and suppression activities.

5133.04b - Regional Foresters and Area Director

Regional Foresters and the Area Director are responsible for negotiating and having in place, in advance of wildfire emergencies, agreements covering the use of National Guard, State, and local cooperator forces.

5133.04c - Forest Supervisors

Forest Supervisors are responsible for:

1. Ensuring wildland fire management actions, including wildfire suppression, are managed in a safe and efficient manner.

2. Overseeing management of wildfire suppression on all incidents.

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5133.1 - Wildland Fire Management Organization

Follow the Fireline Handbook (FSH 5109.32a), the Wildland and Prescribed Fire Qualification System Guide (PMS 310-1) (FSH 5108), and the Fire and Aviation Management Qualifications Handbook (FSH 5109.17) for organizing and managing wildfire suppression activities. Assign personnel to wildfire suppression positions on the basis of qualification and demonstrated ability rather than on the basis of administrative rank (FSH 5109.17). Manage all incidents using the National Interagency Incident Management System/Incident Command System (NIIMS/ICS). Assign the appropriate level of Incident Management Team based on a complexity analysis done within the Wildland Fire Situation Analysis.

5133.2 - National Wildland Fire Suppression Resources

National suppression resources are established to provide cost-efficient and effective levels of staffing, location, and availability.

All national suppression resources and equipment must meet established Forest Service and interagency standards, availability dates, and staffing levels. These standards are described in the National Interagency Mobilization Guide (FSM 5108). The Regional Fire and Aviation Management Director must obtain written agreement from the Director, Fire and Aviation Management Staff, Washington Office, for any proposed deviations from national standards, availability, and funding.

The following national resources must be identified in the National and Regional Mobilization Guides:

1. Airtankers, Modular Airborne Fire Fighting Systems (MAFFS), lead planes, and pilots;
2. Call-When-Needed (CWN) Type 1 and Type 2 exclusive-use helicopters and pilots (Type 2 helicopters identified by the National Fire Management Analysis Systems (NFMAS) as initial attack resources are not considered national resources);
3. Smokejumpers, aircraft, and pilots;
4. Air transportable mobile weather units;
5. Contracted large transport aircraft;
6. National Incident Management Teams and National Area Command Teams;
7. Type 1 crews; and
8. National Fire Equipment System (NFES) National Interagency Support fire caches (category 1) and designated Local Area Interagency Support fire caches (category 2). Consult the National Interagency Mobilization Guide for additional resource information (FSM 5108).

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5133.3 - Job Corps and Non-Federal Organized Suppression Crews

Job Corps and non-Federal organized suppression crews must meet the same physical fitness and training requirement as organized firefighting agency crews (FSM 5126.03, 5126.1 and 5133.1 and FSH 5109.17). The responsible line officer must ensure qualified personnel are assigned to manage these crews on all fires.

5133.4 - Military, State, and Local Forces

Pre-emergency agreements cover the use of National Guard, State, and local cooperator forces (FSM 5133.03). Establish the method and rate of payment in these agreements as directed in the Interagency Incident Business Management Handbook (FSH 5109.34).

5133.5 - Interregional Detail of Crews

Assign a Crew Representative with each Type 2 crew (National Interagency Mobilization Guide, FSM 5108) when the crew is dispatched out of the Region. The Crew Boss may serve as the Crew Representative if qualified (FSH 5109.17, chap. 20).

5133.6 - National Incident Management Teams

All Regions shall provide interagency Incident Management Teams, as required by the National Interagency Mobilization Guide (FSM 5108), that are qualified for interregional and interagency assignments. Each Region shall annually furnish the National Interagency Coordination Center (NICC) with the names of team personnel, overhead position, highest qualification, and home units as part of the Regional Mobilization Guide. National Incident Management Team standards and operational procedures are contained in the National Interagency Mobilization Guide (FSM 5108).

5133.7 - Rest Periods, Assignments, and Shift Duration

To maintain safe, productive fire suppression activities, fire management personnel must manage work and rest periods, assignment duration, and shift length. Comply with the standards in chapter 10 of FSH 5109.34, Interagency Incident Business Management Handbook.

5134 - EMERGENCY FIREFIGHTERS

5134.04 - Responsibility

Line officers have the responsibility for determining the need to train and mobilize emergency firefighters in order to provide additional expertise and skills to supplement regular Forest Service forces during emergency situations (FSH 5109.34).

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5134.1 - Emergency Firefighter Requirements

Persons employed under the Administratively Determined (AD) Pay Plan for Emergency Firefighters must meet agency standards; for training and physical fitness requirements (FSM 5126.03, 5126.1 and 5130; FSH 5109.17 and the Wildland and Prescribed Fire Qualification System Guide (PMS 310-1 FSM 5108).)

5134.2 - Technical Specialist Requirements

The employing officer may waive the physical fitness test and firefighter training course requirements, except fire shelter training (FSM 5135.11), for emergency firefighters used as Technical Specialists, such as fallers and equipment operators, when employed specifically for their occupational skills (FSH 5109.17, sec. 12).

5135 - FIRE SUPPRESSION SAFETY

All activities shall reflect a commitment to firefighter and public safety as the first priority.

5135.04 - Responsibility

5135.04a - Regional Foresters and Area Director

Regional Foresters and the Area Director are responsible for establishing procedures for issuance, use, and accountability of personal protective clothing and equipment.

5135.04b - Forest Supervisors

It is the responsibility of the Forest Supervisor to:

1. Determine the need for and approval of self-contained breathing apparatus (SCBA) and all other nonmandatory personal protective equipment, consistent with direction in FSM 5135.11 and 5135.3.
2. Ensure that training, use, appropriate employee medical surveillance programs, and maintenance and storage of the protective equipment comply with applicable standards (FSM 5135.1 and 5135.3).
3. Provide eight hours of annual fire safety refresher training to personnel directly involved with fire management activities (FSH 5109.17, chap. 20 and 30).

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5135.04c - Work Supervisors

As directed in the Health and Safety Code Handbook (FSH 6709.11) and FSM 5720 (for requirements related to aviation safety), work supervisors are responsible for the safety of employees engaged in wildland fire management activities.

5135.04d - All Employees

All employees have the personal responsibility for protecting themselves and other workers from injury or accidents through safe work practices and compliance with the requirements for safe operation of equipment.

5135.1 - Protective Clothing and Equipment

The protective clothing and equipment requirements in FSM 6716, the Health and Safety Code Handbook (FSH 6709.11), and the Fireline Handbook (FSH 5109.32a) must be met by all employees. Personal protective gear shall not be modified.

5135.11 - Flame-Resistant Clothing and Fire Shelters

1. Flame-Resistant Clothing. For all wildland fire duties, flame-resistant clothing (FSH 6709.11) must comply with the following requirements:

- a. Flame-resistant shirts shall meet the requirements of Forest Service specification 5100-91.
- b. Flame-resistant pants shall meet the requirements of Forest Service specification 5100-92.
- c. Flame-resistant face and neck shrouds shall meet the requirements of Forest Service specification 5100-601.
- d. Wildland fire work gloves shall meet the requirements of Forest Service specification 6170-5.
- e. Stencils, patches, or silk-screens shall not be attached to flame-resistant clothing.
- f. The clothing must be loose fitting to provide air flow and an air gap to protect against radiant heat.

2. Fire Shelters. All Forest Service employees, cooperators, and contractors shall carry fire shelters while on the fireline of any uncontrolled wildland fire. This requirement applies to all wildland fires, including wildfires being managed by other agencies. For prescribed fire, use the Job Hazard Analysis (FSH 6709.12, sec. 14) to determine the need for the use of fire shelters.

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Fire shelters must meet the requirements in Forest Service specification 5100-320 or 5100-606, Shelter, Fire (developed by the Missoula Technology and Development Center).

3. Distribution and Training for Flame-Resistant Clothing and Fire Shelters.

a. Forest Service Employees. Forest Supervisors shall ensure that fire shelters and flame-resistant clothing are issued to each Forest Service employee who has current fireline and prescribed fire qualifications and who may be assigned to Forest Service or other agency wildland fire projects. For aviation-related assignments, see the requirements in FSM 5723.

b. Cooperators. Local Fire Management Officers shall issue fire shelters to cooperators and provide instruction for their use. Local Fire Management Officers shall issue flame-resistant clothing to cooperators at the time of their training and assignment to fireline duties when they are employed directly by the Forest Service and their agencies have not provided the clothing. For aviation-related assignments, see the requirements in FSM 5723.

c. Purchase. The purchase and use of flame-resistant clothing does not require a job hazard analysis (FSH 6709.12, sec. 14).

5135.2 - Hazardous Materials

Limit actions of Forest Service personnel on incidents involving hazardous materials to those emergency measures necessary for the immediate protection of themselves and the public. If the material is a health and safety hazard requiring special measures for control and abatement, promptly notify the appropriate public safety agencies. Provide training in hazardous materials recognition and avoidance to employees whose exposure to such materials is likely (FSM 2160).

5135.3 - Self-Contained Breathing Apparatus

Wildland firefighters may deploy only an open-circuit, self-contained breathing apparatus (SCBA) of the positive pressure type when smoke from vehicle, dump, structure, or other nonwildland fuel fire cannot be avoided while meeting wildland fire suppression objectives (29 CFR 1910.134, Respiratory Protection). If such an apparatus is not available, avoid exposure to smoke from these sources.

The acquisition, training, proper use, employee health surveillance programs, inspection, storage, and maintenance of an SCBA must comply with the National Fire Protection Association Standard, NFPA-1981 and 29 CFR 1910.134, and must be justified by a Job Hazard Analysis.

Where an SCBA is approved, it may be carried only on a fire engine and its use must be consistent with FSM 5130.2, 5130.3, and this section.

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5135.4 - Safety Guidance

The Fire Orders, Lookouts/Communication/Escapes Routes and Safety Zones (LCES), and Watch Out Situations contain important basic guidance for safe fire management activities. The Fireline Handbook (FSH 5109.32a), and Health and Safety Code Handbook (FSH 6709.11), list the Fire Orders and Watch Out Situations and provide additional information and direction that support effective and safe firefighting. Wildfire suppression actions must comply with the Fire Orders, and levels of engagement shall be determined by and based upon iterative risk assessment and management (IRPG).

5135.5 - Annual Refresher Training

All personnel who may receive a wildfire fireline assignment shall complete a minimum of eight hours of fire safety refresher training annually (5135.04b and 5109.17, chap. 20 and 30). Refresher training shall consist of fire shelter purpose and use, practice deployments, and any pertinent fire safety related topics such as: Fire Orders and Watch Out Situations; Lookouts, Communications, Escape Routes, and Safety Zones (LCES); and Look up, Look down, and Look Around. The Interagency Incident Qualification Card, NFES 1578, shall not be issued until supervisors certify that the individuals have completed annual Fire Safety Refresher training.

5136 - CIVIL RIGHTS AND HUMAN RESOURCE PROGRAMS

5136.03 - Policy

A Human Resource Specialist must be assigned to any incident involving 300 or more people. Prior to leaving an incident, the Human Resource Specialist must prepare documentation in a package for the agency administrator that lists corrective actions taken during the incident regarding civil rights and employee conduct and any follow-up actions required; label the package "Administratively Confidential - For Official Use Only"; and deliver the package to the responsible line officer or designated agency administrator.

5136.04 - Responsibility

5136.04a - Regional Foresters and Area Director

It is the responsibility of the Regional Forester and the Area Director to assign a Human Resource Specialist to incidents with 300 or more people.

5136.04b - Human Resource Specialists

1. Human Resource Specialists assigned to wildland fire management projects or incidents are responsible for:

- a. Monitoring civil rights and human resource concerns.

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- b. Providing appropriate behavior awareness/education.
 - c. Initiating corrective action to resolve problems as directed by FSH 5109.17, Fire and Aviation Management Qualifications Handbook, chapter 20.
2. The Human Resource Specialists assigned to a wildland fire suppression incident or project shall prepare an annual report of statistics of human resource and civil rights related concerns from incident personnel.
- a. The report lists incidents which have occurred within the Region or Area.
 - b. Documentation should follow direction required in FSM 5136.03.
 - c. After the report is consolidated, it is forwarded to the National Human Resource Specialist Program Coordinator.

5137 - STRUCTURE FIRES

Structure fire protection activities include suppression of wildfires that are threatening improvements. Exterior structure protection measures include actions such as foam or water application to exterior surfaces of buildings and surrounding fuels; fuel removal; and burning out around buildings.

5137.02 - Objective for Structure Fire Protection

The Forest Service's primary responsibility and objective for structure fire protection is to suppress wildfire before it reaches structures. The Forest Service may assist State, county, and local fire departments in exterior structure fire protection when requested under terms of an approved cooperative agreement.

5137.03 - Policy for Structure Fire Suppression

1. Fire Suppression for Non-Forest Service Structures. Structure fire suppression, which includes exterior and interior actions on burning structures, is the responsibility of State, tribal, county or local fire departments.
 - a. Forest Service officials shall avoid giving the appearance that the agency is prepared to serve as a structure fire suppression organization.
 - b. Forest Service employees shall limit fire suppression actions to exterior structure protection measures as described in FSM 5137.

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2. Fire Protection and Suppression for Forest Service Structures.

a. At Forest Service administrative sites, outside the jurisdiction of State, county and local fire departments, limit fire protection measures to:

(1) Prevention.

(2) Use of fire extinguishers on incipient stage fires (FSH 6709.11, sec. 35.11a).

(3) Safe evacuation of personnel.

(4) Containment by exterior attack.

(5) Protection of exposed improvements.

b. At Forest Service administrative sites located within the jurisdiction of State, county and local structural fire departments, structure fire suppression responsibility must be coordinated with State, county and local fire departments.

3. Vehicle and Dump Fires.

Do not undertake direct attack on vehicle or dump fires on National Forest System lands unless such action is absolutely necessary to protect life or prevent the spread of fire to the wildlands.