

**Forest Service Manual  
National Headquarters - Washington Office  
Washington, DC**

**Forest Service Manual 3100 – Cooperative Fire Protection  
Zero Code**

**Amendment:** 3100-98-3

**Effective date:** July 22, 1998

**Duration:** This amendment is effective until superseded or removed.

**Approved by:** Mike Dombeck, Chief

**Date approved:**

**Responsible Staff:**

**Last Change:** Amendment 3100-98-2 to FSM 3100 Zero Code Contents

**Superseded Document(s):** Amendment 3100-90-1 to FSM 3100 Zero Code

**POSTING NOTICE.** Amendments are numbered consecutively by Title and calendar year. Post by document name. Remove entire document and replace with this amendment. Retain this transmittal as the first page of this document. The last amendment to this Title was Amendment 3100-98-2 to FSM 3100 Zero Code Contents.

**Digest:** Following is an explanation of the changes throughout the directive by section.

This amendment makes minor editorial changes throughout the FSM 3100 Zero Code chapter.

**3101:** Corrects descriptions for the Cooperative Forestry Assistance Act and Reciprocal Fire Protection Act. Adds references to the Robert T. Stafford Disaster Relief and Emergency Assistance Act, FSM 1580, and FSH 1509.11.

**3103:** Removes some detailed policy direction and incorporates it in the appropriate policy sections of other chapters.

**3104.3:** Adds responsibilities of the Director of the International Institute of Tropical Forestry.

**3105:** Adds a definition for "Fire Protection."

**3106:** Changes the caption from "Program Organization" to "Program Components."

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**3107-3107.2:** Establishes a code for "References" and incorporates information formerly in section 02 of FSH 3109.11 regarding the "FEPP Desk Guide; Federal Excess Personal Property Program" and the "Rural Community Fire Protection Desk Guide." Removes the reference to the "Federal Emergency Management Agency (FEMA), Fire Suppression Assistance Handbook DAP-4," which is no longer available.

**3109.11:** Removes FSH 3109.11, Cooperative Fire Protection Program Handbook. Direction formerly in chapter 10 of this Handbook has been revised and incorporated in FSM 3130, Cooperative Rural Fire Prevention and Control. Chapter 20, Fire Suppression Assistance Program, was a reserved chapter that contained no direction; direction for this program is now FSM 3140 and 3180.

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Guidance documents lack the force and effect of law, unless expressly authorized by statute or incorporated into a contract. USDA may not cite, use, or rely on any guidance that is not available through their guidance portal, except to establish historical facts.

Cooperative fire protection activities provide technical and financial assistance to the States, Territories, and Commonwealths, including distributing money through grants; providing technical expertise and facilitating Federal cooperative relationships; and assisting the Federal Emergency Management Agency in assisting States in the management of wildfire disasters.

### 3101 - Authority

1. Cooperative Forestry Assistance Act of July 1, 1978, as amended. Title 16, United States Code, section 10, Rural Fire Prevention and Control (16 U.S.C. 2101 et seq.), is the basic authority for the Forest Service to provide assistance to State Foresters (FSM 1011.2).
2. Smokey Bear Act of 1952. The Smokey Bear Act (Pub. L. 82-359; 18 U.S.C. 711; 31 U.S.C. 4886) provides for protection of Smokey Bear's name and character from misuse and unauthorized use (FSM 1011.2).
3. Department of Agriculture Organic Act of 1944. Section 203 of this act (16 U.S.C. 580) authorizes the Forest Service to sell and distribute personal property to State Foresters for use in their fire protection programs (FSM 1011.2).
4. Federal Property and Administrative Services Act of 1949. This act (40 U.S.C. 483) authorizes the Forest Service to loan Federal excess personal property to State Foresters for use in their fire protection programs (FSM 1011.2).
5. Granger-Thye Act of April 24, 1950. This act (16 U.S.C. 572) authorizes the Forest Service to perform work on other public or private lands where justified by the public interest (FSM 1011.2).
6. Reciprocal Fire Protection Act of May 27, 1955. This act (42 U.S.C. 1856b) authorizes and specifies the circumstances under which the Forest Service may commit resources to help suppress fires on adjacent non-Federal lands.
7. Office of Management and Budget Circulars A-87, A-102, and A-133. These Office of Management and Budget (OMB) circulars provide direction and guidelines for management and accountability of Federal funds and grants. They are available in paper copy from the Office of Management and Budget, Washington D.C. (202-395-9068/7332). The circulars also are available electronically through the internet at the OMB web page (<http://www.whitehouse.gov/wh/eop/omb>).
8. Robert T. Stafford Disaster Relief and Emergency Assistance Act. (As amended, Pub.L. 93-288; 42 U.S.C. 5121 et seq.). This act authorizes emergency fire suppression assistance to State Governments (Section 420), through the program administered by the Federal Emergency Management Agency with assistance from the Forest Service.

9. FSM 1580, Grants, Cooperative Agreements, and Other Agreements, and FSH 1509.11, Grants, Cooperative Agreements, and Other Agreements Handbook. Forest Service Manual (FSM) chapter 1580 and Handbook (FSH) 1509.11 provide direction for the preparation and processing of grants and agreements.

### **3102 - Objectives**

1. To maintain and improve fire protection efficiency and effectiveness on non-Federal wildlands.
2. To achieve national benefits which exceed Federal expenditures for fire protection on non-Federal wildlands, particularly where wildland/urban interface issues exist.
3. To cooperate, participate, and consult with the States on fire protection for non-Federal wildlands.

### **3103 - Policy**

It is the policy of the Forest Service to encourage States to develop and maintain efficient and effective fire protection programs by providing financial and technical assistance.

### **3104 - Responsibility**

#### **3104.1 - Deputy Chief, State and Private Forestry**

The Deputy Chief, State and Private Forestry, is delegated the authority to 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.)

#### **3104.2 - Director, Fire and Aviation Management Staff, Washington Office**

The Director, Fire and Aviation Management Staff, Washington Office, has the responsibility to:

1. Determine national priorities.
2. Prepare annual program guidelines that include:
  - a. A statement of objectives to identify Forest Service program emphasis, and
  - b. Program funding available by unit at alternative funding levels.
3. Coordinate with the National Association of State Foresters Fire committee.

### 3104.3 - Regional Foresters, Area Director, and Institute Director

The Regional Foresters, except in Region 9, the Area Director, and the Director of the International Institute of Tropical Forestry (IITF) are responsible for the implementation of the cooperative fire protection programs in their units including the responsibility to:

1. Participate and consult with the State Foresters or equivalent State officials in the development of efficient and effective fire protection programs.
2. Direct Federal efforts and expenditures toward enhancing the overall efficiency of fire protection while maximizing the national benefits from Federal efforts.
3. Assist States in providing fire protection on non-Federal wildlands when benefits to the nation justify Federal involvement.
4. Assist the States in ensuring that the private sector redeems its responsibilities for fire protection on non-Federal lands.
5. Consult with the National Association of State Foresters concerning recommended national programs.

### 3105 - Definitions

These definitions pertain specifically to cooperative fire protection programs; definitions related to fire protection are found in FSM 5105.

Allowable Cost. Actual or estimated State expenditures on projects selected for financial assistance that are funded by grants, agreements, or contracts; for further information, see OMB Circular A-87 (FSM 3101).

Basic State Protection. The State fire protection program that is necessary to respond to the expected fire year.

Effectiveness. The degree of accomplishment resulting from a program strategy or management decision.

Efficiency. The least-cost alternative for accomplishing a task. The National Fire Management Analysis System derives "efficiency" by identifying the "minimum cost plus net value change" program alternative.

Expected Fire Year. The range of fire occurrence and fire behavior conditions that can be expected over time in a given area, expressed on an average annual basis, such as the number of fires and acres burned.

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Federal Role. The actions of the Federal Government to further national interests. In cooperative fire protection programs, Federal actions support State fire programs by providing technical and financial assistance.

Fire Protection. Any action taken to prevent or limit adverse environmental, social, political, and economic effects of fire.

National Interests. Benefits to the nation resulting from fire protection on non-Federal wildlands.

Non-Federal Wildland. Lands that are primarily rural and undeveloped, as opposed to urban lands, and that are under the auspices of the cooperative fire protection programs. They may include any natural vegetative type, croplands, or rural communities.

### 3106 - Program Components

Cooperative Fire Protection consists of the following programs:

1. Rural Fire Prevention and Control (RFPC). This Federal program provides financial, technical, and related assistance to State Foresters for fire protection on non-Federal wildlands.

2. Rural Community Fire Protection (RCFP). The RCFP program provides Federal financial, technical, and related assistance through the State Foresters for fire protection in rural areas and to communities with a population of less than 10,000. It is used specifically for organizing, equipping, and training rural fire departments.

3. Federal Excess Personal Property (FEPP). The FEPP program provides Federal assistance to the States to improve fire protection efficiency on non-Federal wildlands through loan of Federal excess personal property.

4. Cooperative Forest Fire Prevention (CFFP). The CFFP program is a joint Federal-State-private effort to prevent human-caused wildland fires through the use of public service advertising, communications programs, personal appearances by Smokey Bear, commercial licensing, and fire prevention awards (FSH 5109.18).

### 3107 - References

#### 3107.1 - Rural Community Fire Protection Desk Guide

This guide provides detailed information regarding history, authority and guidance for States and Federal program administrators of the rural community fire protection program (RCFP). The guide was prepared by a committee of State Fire Supervisors, State forestry representatives, and Forest Service representatives from State and Private Forestry. It is

available from the Forest Service Office of the Director of Fire and Aviation Management, Washington D.C.

### **3107.2 - FEPP Desk Guide; Federal Excess Personal Property Program (FS-586)**

This guide provides detailed interagency guidance for State and Federal administrators of the federal excess property program (FEPP). The guide was prepared by the Forest Service in cooperation with the State Foresters. It is published in the Forest Service administrative document series FS-586 and it is available from the Forest Service Office of the Director of Fire and Aviation Management, Washington D.C.

## **3109 - Handbooks**

### **3109.1 - Internal Service-Wide Handbooks**

#### **3109.12 - Property Acquisition Assistance Handbook (FSH)**

This Handbook provides direction for the acquisition, use, and disposal of Federal excess personal property, and for the acquisition of equipment and supplies from Federal sources of supply by State forestry personnel.