



DEPARTMENT-WIDE PROGRAMS

Overview — Department-wide programs support bureaus and offices through the execution of activities that are broad in scope and impact. These programs complement the many diverse activities of the Department of the Interior and help to achieve key strategic goals.

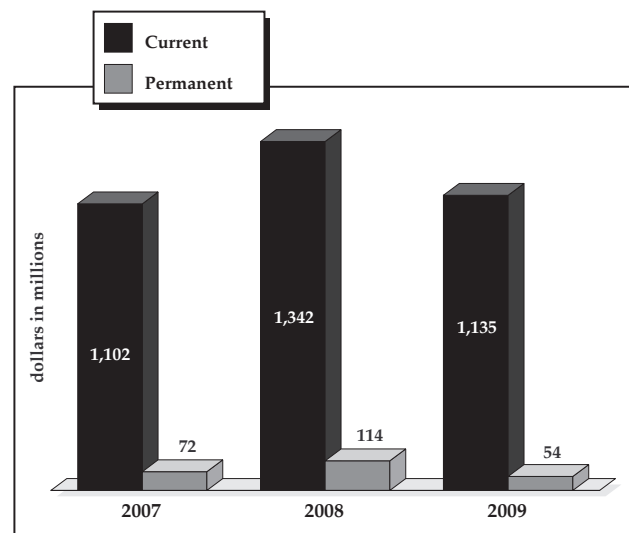
The Department's Wildland Fire account funds fire prevention, suppression, and rehabilitation activities performed by the land management agencies and the Bureau of Indian Affairs. The Payment in Lieu of Taxes program supports the activities and functions of the Department's land management bureaus by funding payments to local governments in jurisdictions where Federal lands are located. These payments assist these local jurisdictions to offset costs that they incur in association with maintaining infrastructure that supports Federal lands within their boundaries. Through the Central Hazardous Materials Fund, Interior remediates hazardous substances on Interior lands, working collaboratively with bureaus and offices to approach these activities in a consistent and coordinated fashion. The Natural Resource Damage Assessment and Restoration program coordinates the Department's restoration efforts for resources that are injured as a result of oil spills or hazardous substance releases where endangered species or migratory birds are impacted.

The Department's Working Capital Fund is a revolving fund that finances centralized administrative and business services in lieu of operating duplicative systems and processes in each bureau and office. The Working Capital Fund also provides the mechanism for services that are provided to other Federal agencies in business areas such as payroll. The Department's Franchise Fund finances acquisition services that are provided to Interior customers and other Federal agencies. Beginning in 2009, the Department will expand the use of the Franchise Fund to include centralized business services operated by the National Business Center.

Wildland Fire Management

Mission — The goal of the Wildland Fire Management program is to achieve both a cost-efficient and technically

Department-wide Programs Funding



effective fire management program that meets resource and safety objectives, while minimizing both cost of suppression and damage to resources.

Program Overview — The Wildland Fire Management appropriation provides the Interior Department's funding for wildland fire preparedness, suppression, and rehabilitation activities in support of the National Fire Plan. The program supports two of the mission goals of the Department's Strategic Plan, serving communities and resource protection. Wildland Fire Management activities are performed by four Interior bureaus, BLM, FWS, NPS, and BIA. The Office of Wildland Fire Coordination coordinates the Department's National Fire Plan efforts among the Interior bureaus and with other agencies. Multi-bureau operational programs are managed by the National Interagency Fire Center in Boise, Idaho. Interior's major partner in the National Fire Plan is the Forest Service at the U.S. Department of Agriculture. The Wildland Fire Leadership Council, consisting of high-level Federal, State, and local officials, provides policy guidance for the National Fire Plan participating agencies. To improve the management, oversight, and accountability

of the Wildland Fire Management budget, in 2009 the Department will move the Wildland Fire Management account from BLM to the Office of the Secretary.

Management Excellence — The Wildland Fire Management program continues to focus efforts on improving the budget allocation process to more cost-effectively achieve program goals. Funds for four fire programs, Hazardous Fuels Reduction, Rehabilitation, Facilities, and Joint Fire Science, are distributed annually on a nationally competitive, priority basis. The Preparedness baseline was established in 2001 using the most-efficient level planning process. In 2007, Interior began to use a decision support model to identify, prioritize, and allocate funds for hazardous fuels reduction projects – this process will continue through 2008 and 2009. In 2008, Fire Program Analysis will begin to provide managers with a common interagency process for fire management planning and budgeting with a cost-effective trade-off analysis incorporating land and resource management objectives. Under FPA, the allocation process will be refined to better reflect fire management objectives and performance efficiencies.

In 2009, the Wildland Fire Management program will also continue to emphasize cost containment. The Wildland Fire Management program has worked to better understand the factors leading to the high costs of suppression, conducting large fire management and cost reviews at most large incidents. The reviews have led to significant improvements in the management of fire incidents such as assigning advisors and contracting officer representatives to oversee all large fires and helping line officers understand the cost implications of fire fighting options. Over the next year, Interior will continue to examine methods for holding costs down while maintaining program performance.

The budget includes a reduction of \$798,000 for savings resulting from converting contracts to performance-based contracts. This reduction will enable the direction of resources to higher priority programs and activities.

Budget Overview — The 2009 budget proposes \$850.1 million to support the fire preparedness, suppression, fuels reduction, and burned area rehabilitation needs of the Department of the Interior. This represents an increase of \$42.1 million over the 2008 enacted level, not including supplemental appropriations provided in 2008.

The 2009 budget request includes \$335.2 million to fund suppression operations at the ten-year average, an increase of \$45.4 million over the 2008 enacted level. Interior will continue to work towards containing suppression costs, using Appropriate Management Response strategies, and implementing Wildland Fire Use for re-

source benefits in appropriate areas. The Department is conducting an evaluation of the emergency stabilization and burned area rehabilitation programs and prioritization processes in 2008, and will diligently analyze, prioritize, and manage the emergency stabilization and rehabilitation expenditures in 2009 to ensure the projects are necessary and prudent.

Interior continues to support the Healthy Forests Initiative in 2009. The budget proposes \$202.8 million for the Hazardous Fuels Reduction program, an increase of \$3.2 million over the 2008 enacted level. The total fuels increase includes a program increase of \$739,000 to help maintain program capability and on-the-ground performance.

The budget funds Preparedness at \$277.7 million. This represents a program reduction of \$4.5 million below the 2008 enacted level, offset by a \$5.8 million increase for fixed costs. The request includes a reduction of a 2008 earmark of \$492,000 in pass-through funding to the Idaho Universities consortium for the rangelands fire and erosion project. A savings of \$798,000 will be achieved by accelerating the use of performance-based contracting. The wildland fire management program will manage the remaining reduction by continuing the re-alignment of the Department's fire organization base resources that began in 2008. The reduction includes modest changes to enhance national efficiency, including such measures as more strategically placing firefighter resources, continuing the national re-structuring of the aviation program, and continuing a gradual reduction of support personnel.

The 2009 Interior budget proposes \$4.0 million for the Joint Fire Science program, which is \$1.9 million below the 2008 enacted level and is at the approximate level that existed prior to the National Fire Plan. The Joint Fire Science program was also funded at a level of \$4.0 million in 2007. Compared to the 2008 program, the Department will reduce funding for research projects and increase the program's emphasis on processing research deliverables, such as journal papers and symposia proceedings from projects funded in previous years.

The 2009 Interior budget proposes a \$5.9 million reduction from the 2008 enacted level to terminate the Rural Fire Assistance program. Funding for the RFA program was zeroed out in 2007, and the program focus shifted to managing remaining fund balances and overseeing the closeout of the program.

The Department again proposes to abolish the RFA program as a separate source of funding for assistance to local and rural fire departments. Interior will continue to use \$1.2 million in Preparedness funding to provide training and personal equipment to local firefighters to

help build a ready-reserve of local firefighters that can support initial and extended attack on large fires.

Fixed Costs—Fixed costs for Wildland Fire Management total \$10.5 million, of which \$8.3 million are budgeted and \$2.2 million will be absorbed through cost saving methods. The request funds most pay and health care costs and fully funds costs paid to other agencies and the Department's Working Capital Fund.

Payments in Lieu of Taxes

Mission—The Payments in Lieu of Taxes program makes payments to counties to help offset the costs of services and infrastructure incurred by local jurisdictions where certain Federal lands are located.

Program Overview — The PILT payments are made to local governments in counties, townships, and other jurisdictions where certain Federal lands are located within their boundaries. The program is based on the concept that local governments incur costs associated with maintaining infrastructure on Federal lands within their boundaries but are unable to collect taxes on these lands. These payments are made for lands administered by Interior agencies including the Bureau of Land Management, Fish and Wildlife Service, and National Park Service, as well as for lands administered by other agencies such as the U.S. Department of Agriculture's Forest Service and the U.S. Army Corps of Engineers.

Unlike other Federal payments that require local governments to use the funds for only specified activities, PILT payments may be used for any governmental purpose. Since the inception of the PILT program in 1976, over \$4.0 billion in payments have been made. Local governments receive other benefits from Federal lands within their borders, including direct payments from economic uses of the public lands. In 2007, counties reported a total of \$292.9 million in direct revenue payments.

Budget Overview — The 2009 budget proposes \$195.0 million for PILT, including \$194.6 million for payments and \$400,000 for program administration. This is an increase of \$5.0 million above the 2008 President's budget reflecting cost-of-living increases. There are no fixed costs requested for this program.

Central Hazardous Materials Fund

Mission — The mission of the Central Hazardous Materials Fund is to protect the public health and ensure the safety of the users of the Department's lands and facilities; conduct hazardous materials cleanup activities and the subsequent maintenance and monitoring of the remedial actions in a manner consistent with the

National Contingency Plan and with bureau land use and management plan objectives; and pursue aggressive cost recovery and cost-sharing actions with the parties responsible for contaminating Federal lands.

Program Overview—The CHF enhances the protection of Interior's interests, lands, resources, and facilities through its multi-bureau clean-up efforts, as well as by working closely with others e.g., the Environmental Protection Agency, States, and tribal governments that manage the response to, remediation, and reuse of contaminated sites located on Interior managed lands. The program also integrates the Department's interests in both remediation and environmental restoration of contaminated sites by incorporating the Interior's natural resource management concerns into Superfund remediation actions. The CHF coordinates its remedial activities with the Natural Resource Damage Assessment and Restoration program.

Budget Overview — The 2009 budget proposes \$10.1 million for the Central Hazardous Materials Fund, which is \$349,000 above the 2008 enacted appropriation. The increase supports several important cleanup actions needed to protect human health and the environment.

The budget also includes funding for the continued development of the Department's environmental management information system, which will facilitate the tracking and monitoring of hazardous materials sites and compliance with cleanup requirements. This system is an important component of the Interior Department's cleanup program to improve efficiencies with limited resources and monitor performance.

Fixed Costs—Fixed costs for this program total \$22,000, of which \$21,000 are funded and \$1,000 is absorbed.

Natural Resource Damage Assessment and Restoration

Mission—The mission of the Natural Resource Damage Assessment and Restoration program is to restore natural resources injured as a result of oil spills or hazardous substance releases into the environment. In partnership with other affected State, tribal, and Federal co-trustee agencies, damage assessments provide the basis for determining the restoration needs that address the public's loss and use of these resources.

Program Overview — The Natural Resource Damage Assessment and Restoration program assesses the damages and injuries to natural resources entrusted to the Department of the Interior that are caused by oil spills or hazardous releases.

Appropriations and recoveries for damage assessments are used to fund activities that identify and quantify injury and provide the basis for compensation from responsible parties, usually through negotiated settlements. Restoration activities are then carried out or funded by the responsible parties as compensation for the injury to natural resources, and may include the replacement and protection of affected resources, acquisition of equivalent resources and services, and long-term environmental monitoring. These actions are taken on behalf of the public and in partnership with other natural resource trustees, including States, Tribes, and other Federal agencies. Responsible parties are also given an opportunity to participate in the assessment and restoration process by way of cooperative agreements.

Every damage assessment and restoration case managed by the program is conducted in collaboration with co-trustees, and all restoration plans must undergo public review and be approved by affected State and tribal governments. The Restoration program serves as a model of cooperative conservation in conducting its assessment and restoration activities through partnerships with tribal, State, and other Federal co-trustees, as well as with non-governmental conservation organizations and industry. These partners concur with Interior's emphasis on pursuing restoration as the ultimate goal of the program. The Restoration program is an integrated Departmental program, drawing upon the interdisciplinary strengths of the various bureaus and offices. A centralized program management function minimizes redundant administrative and managerial functions in the bureaus.

In 2005, the Secretary chartered a NRDAR Advisory Committee to provide advice and recommendations on issues related to the Department's authorities, responsibilities, and implementation of the natural resource damage statutes and regulations. The Advisory Committee continued to meet in 2006 and 2007, and will present recommendations in key policy areas in the spring of 2008. The Department will review and evaluate the recommendations and begin implementation, if appropriate. These could include revision and development of guidance or regulations.

Budget Overview — The 2009 request for the Restoration program is \$6.3 million, which is \$136,000 above the 2008 enacted appropriation. The \$6.3 million request includes \$4.0 million for damage assessment projects, \$1.8 million for program management, and \$604,000 for restoration support. Additionally, \$54.0 million represents the anticipated amount of settlement receipts to be recovered in settled damage assessment cases in 2009. These receipts

are used exclusively by trustees for restoration of damaged lands and resources, or for reimbursement of past assessment costs.

Fixed Costs — Fixed costs for this appropriation total \$118,000, of which \$114,000 are budgeted and \$4,000 are absorbed through cost saving measures.

Working Capital Fund

Mission — The Department's Working Capital Fund provides centralized services and systems to Interior bureaus and offices and to other customers.

Program Overview — The WCF funds centralized administrative and business services that support Interior and bureau operations. In lieu of maintaining duplicative systems and staffs in each bureau and office, the Department uses the WCF, a revolving fund, to finance centralized functions that provide payroll, finance and accounting, information technology, and other support services. The WCF bills bureaus and offices for the costs of these services based on an annual budget that is formulated with the input of the Working Capital Fund Consortium, an oversight entity that is comprised of representatives of each Interior bureau and office.

Funds are collected from bureaus and offices via centralized and direct billing. Centralized billing is used whenever the product or service being provided is not severable or it is inefficient to bill for the exact amount of products or services being procured. Customers are billed each year using a pre-established basis that is adjusted annually to reflect cost changes, reported in the budget to the Congress, and budgeted in each bureau through fixed cost and program changes. Direct billing is used whenever the product or service provided is severable and is sold through either a time and materials or fixed price reimbursable support agreement or similar contractual arrangement.

Budget Overview — The 2009 budget proposes \$73.4 million for the Department's Working Capital Fund for continued development and deployment of the Financial and Business Management System. The 2009 budget request includes a \$33.3 million program increase. The System has been deployed to the Minerals Management Service and Office of Surface Mining. In 2008, preparations are being made to deploy the System to BLM and to plan for the deployment to the next bureaus

Fixed Costs — There are no fixed costs requested for the Working Capital Fund.

SUMMARY OF BUREAU APPROPRIATIONS

(all dollar amounts in thousands)

Comparison of 2009 Request with 2008 Enacted:

	2008 Enacted		2009 Request		Change from 2008	
	FTE	Amount	FTE	Amount	FTE	Amount
Appropriations						
Wildland Fire Management (<i>FTE DWP only</i>).....	12	808,072	12	850,143	0	+42,071
Payments in Lieu of Taxes	1	228,901	1	195,000	0	-33,901
Central Hazardous Materials Fund.....	3	9,799	3	10,148	0	+349
Natural Resource Damage Assessment	7	6,202	7	6,338	0	+136
Working Capital Fund	17	40,092	17	73,435	0	+33,343
Subtotal, Appropriations (<i>w/o fire supplementals</i>)	40	1,093,066	40	1,135,064	0	+41,998
Fire Supplementals	0	249,000	0	0		-249,000
Subtotal, Appropriations (<i>w/ fire supplementals</i>).....	40	1,342,066	40	1,135,064	0	-207,002
Permanents and Other						
Natural Resource Damage Assessment	0	114,000	0	54,000	0	-60,000
Working Capital Fund	1,243	0	1,254	0	+11	0
Interior Franchise Fund.....	117	0	117	0	0	0
Subtotal, Permanents and Other.....	1,360	114,000	1,371	54,000	+11	-60,000
TOTAL, DEPARTMENT-WIDE PROGRAMS	1,400	1,456,066	1,411	1,189,064	+11	-267,002

HIGHLIGHTS OF BUDGET CHANGES

By Appropriation Activity/Subactivity

APPROPRIATION: Wildland Fire Management

	2007 Actual	2008 Enacted	2009 Request	Change from 2008
Preparedness.....	274,863	276,483	277,718	+1,235
Suppression Operations.....	249,185	289,805	335,191	+45,386
Other Operations				
Hazardous Fuels Reduction	199,787	199,628	202,792	+3,164
Burned Area Rehabilitation	22,786	24,207	24,305	+98
Fire Facilities	7,734	6,137	6,137	0
Joint Fire Science	4,000	5,906	4,000	-1,906
Rural Fire Assistance	0	5,906	0	-5,906
TOTAL APPROPRIATION (w/o supps).....	758,355	808,072	850,143	+42,071
Supplemental Appropriation	95,000	249,000	0	-249,000
TOTAL APPROPRIATION (w/ supps)	853,355	1,057,072	850,143	-206,929
Fire Transfers	112,500	0	0	0
Transfers for Repayments	-96,000	-112,500	0	+112,500
Transfer for Jt. Fire Science	2,100	[2,000]	[2,000]	0
TOTAL APPROPRIATION (w/ transfers)....	871,955	944,572	850,143	-94,429

Highlights of Budget Changes

Fixed Costs

Fixed costs for this appropriation total \$10,509, of which \$8,299 are budgeted and \$2,210 are absorbed.

Preparedness

A net increase of \$1,235 is proposed for this activity. A decrease of \$4,541 includes the elimination of a congressional earmark for the Idaho Universities consortium for the rangelands fire and erosion project (-\$492) and a savings that will be achieved by accelerating the use of performance-based contracting (-\$798). The Wildland Fire Management program will manage the remaining reduction of \$3,251 by continuing the re-alignment of the Department's fire organization base resources that began in 2008 to enhance operational and organizational efficiencies. This re-alignment includes such measures as more strategically placing firefighter resources, continuing the national re-structuring of the aviation program, and reducing the support personnel at national, regional, and field unit offices. Fixed costs total \$7,314, of which \$5,776 are budgeted and \$1,538 are absorbed.

Suppression Operations

An increase of \$45,386 is requested to fund the ten-year suppression average.

Other Operations

Hazardous Fuels Reduction: A net increase of \$3,164 is proposed for this subactivity, which includes a program increase of \$739 to help maintain program capability and on-the-ground performance. Fixed costs total \$3,071 of which \$2,425 million are budgeted and \$646 are absorbed.

Joint Fire Science: A program reduction of \$1,906 returns the program to the 2007 enacted level in order to fund higher priorities.

Rural Fire Assistance: A reduction of \$5,906 terminates the Rural Fire Assistance program. As proposed in the 2007 President's budget, funding for the RFA program was zeroed out, and the program focus shifted to managing remaining fund balances and overseeing the closeout of the program. The Department will continue to implement the "ready reserve" initiative, in which assistance is provided to local fire departments through the Fire Preparedness program.

APPROPRIATION: Payments in Lieu of Taxes

	2007 Actual	2008 Enacted	2009 Request	Change from 2008
TOTAL APPROPRIATION	232,528	228,901	195,000	-33,901

Highlights of Budget Changes**Payments in Lieu of Taxes**

The budget includes \$195.0 million for PILT which is \$33.9 million below the 2008 enacted appropriation, and \$5.0 million above the 2008 President's budget.

APPROPRIATION: Central Hazardous Materials Fund

	2007 Actual	2008 Enacted	2009 Request	Change from 2008
TOTAL APPROPRIATION	9,715	9,799	10,148	+349

Highlights of Budget Changes**Fixed Costs**

Fixed costs for this appropriation total \$22, of which \$21 are funded and \$1 is absorbed.

Central Hazardous Materials Fund

A net increase of \$349 is proposed, which includes an increase of \$328 to support several important cleanup actions needed to protect human health and the environment. Fixed costs for this appropriation total \$22, of which \$21 are funded and \$1 is absorbed.

APPROPRIATION: Natural Resource Damage Assessment and Restoration Fund

	2007 Actual	2008 Enacted	2009 Request	Change from 2008
Damage Assessments	3,873	3,938	3,979	+41
Restoration Support.....	576	591	604	+13
Program Management.....	1,594	1,673	1,755	+82
TOTAL APPROPRIATION	6,043	6,202	6,338	+136

Highlights of Budget Changes**Fixed Costs**

Fixed costs for this appropriation total \$118, of which \$114 are budgeted and \$4 are absorbed.

Program Management

A net increase of \$82 is proposed, which includes an increase of \$22 for increased budget and financial management activities. Fixed costs total \$62, of which \$60 are budgeted and \$2 are absorbed.

APPROPRIATION: Working Capital Fund

	2007 Actual	2008 Enacted	2009 Request	Change from 2008
TOTAL APPROPRIATION	270	40,092	73,435	+33,343

Highlights of Budget Changes

Working Capital Fund

The budget includes an increase of \$33,343 for the continued deployment of the Financial and Business Management System.