

Wildland Fire Management

A. Congressional Intent Congressional Earmarks, Reports, and Direction related to Wildland Fire Management, and Congressional Intent information is included with each program/BLI, unless the direction pertains to more than one program/BLI, or it pertains to funds that will be transferred to other appropriations and written up as a separate program/line item in the appropriate sections of those appropriations.

1. Earmarks: (includes 0.594% Interior and 0.80% government-wide rescissions)

See appropriation narratives for other programs/BLIs.

2. Reports: See other sections.

3. Direction:

H Report Language:

The Committee recommendation supports the direction provided by the national fire plan and the healthy forests initiative. All funds requested for the healthy forests initiative are included.

H/S/C Bill Language:

Provided, That such funds including unobligated balances under this head, are available for repayment of advances from other appropriations accounts previously transferred for such purposes:

H/S/C Bill Language:

Provided further, That such funds shall be available to reimburse State and other cooperating entities for services provided in response to wildfire and other emergencies or disasters to the extent such reimbursements by the Forest Service for non-fire emergencies are fully repaid by the responsible emergency management agency:

H/S/C Bill Language:

Provided further, That not less than 50 percent of any unobligated balances remaining (exclusive of amounts for hazardous fuels reduction) at the end of fiscal year 2004 shall be transferred, as repayment for past advances that have not been repaid, to the fund established pursuant to section 3 of Public Law 71-319 (16 U.S.C. 576 et seq.):

- H/S/C** Bill Language:
Provided further, That all authorities for the use of funds, including the use of contracts, grants, and cooperative agreements, available to execute the Forest and Rangeland Research appropriation, are also available in the utilization of these funds for Fire Science Research [Joint Fire Science Program]:
- H/S/C** Bill Language:
Provided further, That funds provided shall be available for emergency rehabilitation and restoration, hazardous fuels reduction activities in the urban-wildland interface, support to Federal emergency response, and wildfire suppression activities of the Forest Service:
- H/S/C** Bill Language:
Provided further, That amounts in this paragraph may be transferred to the `State and Private Forestry', `National Forest System', and `Forest and Rangeland Research' accounts to fund State fire assistance, volunteer fire assistance, forest health management, forest and rangeland research, vegetation and watershed management, heritage site rehabilitation, and wildlife and fish habitat management and restoration:
- H/S/C** Bill Language:
Provided further, That transfers of any amounts in excess of those authorized in this paragraph, shall require approval of the House and Senate Committees on Appropriations in compliance with reprogramming procedures contained in House Report 108-330:
- H/S/C** Bill Language:
Provided further, That the costs of implementing any cooperative agreement between the Federal Government and any non-Federal entity may be shared, as mutually agreed on by the affected parties:
- H/S/C** Bill Language:
Provided further, That the Secretary of the Interior and the Secretary of Agriculture may authorize the transfer of funds appropriated for wildland fire management, in an aggregate amount not to exceed \$11,833,000, between the Departments when such transfers would facilitate and expedite jointly funded wildland fire management programs and projects:

BLI: Fire Preparedness (WFPR)**A. Congressional Intent**

1. **Earmarks** None

2. **Reports**
 S See also discussion under Wildland Fire Management.
 The Committee expects the Forest Service to move aggressively to address its future needs for aviation assets, and work with the Committee to ensure that all necessary components of the aviation fleet, including both large airtankers and rotor aircraft, are available to maximize firefighting capability. The Committee directs the Forest Service to provide it with a strategic plan by March 1, 2005, for procuring and managing these critical assets, and further directs that this plan be developed with alternatives that include input provided by private industry.

3. **Direction**
 H See also discussion under Wildland Fire Management.
 Report Language:
 The Committee is concerned that the allocation of funds between preparedness and suppression operations may not maintain the levels of readiness needed for public safety that were established in fiscal years 2002 and 2003. The Committee believes that decisive action is necessary to manage escalating fire suppression costs. An important component of reducing such costs is maintaining initial attack capability so that more fires can be contained before they escape and cause serious loss of life and property as well as natural resource damage. Accordingly, the Committee directs the Forest Service to analyze current readiness levels to determine whether maintaining preparedness resources in the field at a level not less than that established in fiscal year 2003, will, based on the best information available, result in lower overall firefighting costs.

 H Report Language:
 If the Forest Service makes such a determination, the Committee directs the Forest Service to adjust the levels for preparedness and suppression funding accordingly and report on these adjustments to the House and Senate Committees on Appropriations. The Secretary of Agriculture should advise the House and Senate Committees on Appropriations in writing prior to its decision.

S Report Language:
 The Committee has been frustrated that amounts proposed in recent requests do not adequately maintain the Agency's firefighting readiness capability. Within the amounts provided, the Forest Service is directed to maintain its initial attack capability at no less than the fiscal year 2004 level.

H/S/C Report Language:
 The managers reiterate the direction contained in the House and Senate reports regarding the need to maintain the level of fire readiness accomplished in fiscal year 2004.

C Report Language:
 The managers note that the grounding of large airtankers this past season and the need to assure the availability of effective aviation firefighting assets in fiscal year 2005 and beyond creates additional demands on limited wildfire preparedness and suppression funding. Accordingly, in order to assure a preparedness level equal to that attained in fiscal year 2004, the managers direct the Forest Service to charge expenses to wildfire suppression for unplanned costs related to the grounding of airtankers, and for the unplanned additional costs necessary to assure sufficient aviation resources are available to maintain initial attack capability and suppress wildfires.

B. Chief's National Emphasis

1. Accountable Direction:

Any reallocation of preparedness dollars to other activities requires national office approval.

Regions are to maintain Firefighting Production Capability at the level shown in the following table:

2005 Program Direction

Table B.1	R1	R2	R3	R4	R5	R6	R8	R9	R10	Total
FFPC	1,047	563	1,893	1,622	5,048	1,705	1,780	1,457	15	15,130
Firefighters	871	298	1,014	805	4,376	1,429	767	425	25	10,010
Engines	100	49	118	82	262	166	87	85	1	950
Prevention	42	5	69	57	159	47	16	4	0	399
Forest Helicopters	8	2	10	17	25	8	10	5	1	86
Tenders	2	0	7	0	46	8	0	0	0	63
Dozers	0	0	10	2	19	7	55	30	0	123
Tractors/Plows	0	0	0	0	0	0	29	0	0	29
Boats	0	0	0	0	0	0	0	10	0	10

This Table does not include counts for National Resources.

Within 30 days of the final allocation, Regional Foresters are to send to the Chief a report showing the number of firefighting resources they plan to field during their fiscal year 2005 fire season to meet their FFPC target. The report shall include resources by major type (firefighters, engines, prevention units, forest helicopters, tenders, dozers, plows, tractors, and boats) and Firefighter Production Capability (FFPC). The report is also to include a description of the program efficiencies implemented to maintain the FFPC in Table B.1.

National Resources (hotshot crews - 65, smokejumpers - 277, efficiency helicopters - 7, lead planes, and air tankers) shall be reported by number and length of scheduled time. National Resources are expected to be financed for 90 percent of their normal schedule.

Fire Preparedness Funded Fuel Treatment (WFPR)

Fire preparedness resources, and in some circumstances fire suppression funded resources, perform a significant amount of fuel treatment while on standby for fire suppression or other emergencies. This work is evidence of an efficiently managed fire program and contributes to overall fuel treatment accomplishments. These acres should be reported as WFHF project target accomplishment if these activities were planned using WFHF funds. WFHF planned fuel treatment acres accomplished using WFPR or WFSU are to be reported through NFPORS as Hazardous Fuels Reduction and will be coded in PAR as FP-FUELS-NONWUI-FN for treatments outside the wildland-urban interface and as FP-FUELS-WUI-FN for treatments in the wildland-urban interface.

If these projects were planned and prepared with other than WFHF funding, then they should be reported as Non-NFP in NFPORS using the appropriate fund type and as FNOTHER in PARS.

Funding base-time for Fire Preparedness Resources when assigned to an Incident

Upon dispatch to a wildfire, all employees, including preparedness resources will charge base time to wildland fire suppression (WFSU) funds.

2. Strategic Direction

a. Performance Expectations:

Staff and equip as determined using the National Fire Management Analysis System (NFMAS). FFPC equates to staffing levels of initial attack resources identified in forest NFMAS databases. FFPC reflects the ability of funded resources to produce fire line, measured in chains/hour, at the level specified in Table B.1, and documented on form FS-5100-2.

National Resources are not included in regional FFPC numbers or resource counts in Table B.1. National Resources will be shown separate from Regional Resources. Do not include National Resource FFPC as part of the regional target reporting or resource counting.

b. Goals and Objectives: (See “Strategic Goals/Objectives” tab for full text).

Goal 1: Objectives 1, 2 & 3

c. Performance Indicators: (See “Reporting Requirements” tab).

3. Program priorities and description of allocation:

Region’s are expected to live within their allocated preparedness funding levels.

Regions should complete initial acquisition of the new fire shelter.

Regional distributions include funding for the completion of common FAM data for the GIS core data conversion to agency standards; this is the third year of the three year funding initiative.

Regional distributions do not include funding for the airtanker fleet; it does include funding for the tanker bases. Airtanker funds will remain in reserve and may be allocated regionally at a later date.

Agency lead plane cost and pilot proficiency, staffing, travel, and training are funded with WFPR and are included in the National Resource distribution. Lead plane lease cost will be held in reserve and funded from suppression funds (WFSU).

Contract cost for the seven National Efficiency Helicopters (R1-2, \$538,000; R2-1, \$345,000; R4-2, \$861,000; R6-2, \$550,000) with suppression funds (WFSU), all other costs are provided for in the National Resource distribution.

As agreed to by the national Fire Directors team, each Region is funded for additional project work, as shown, before the National Fire Management Analysis System (NFMAS) and FIREBUDGET2 are used to distribute funds:

Region 1:

- \$5,000 - Subject matter expert travel
- \$3,000 – Computer and office space (Assistant Fire Business Specialist Position)
- \$25,000 – Fire leadership and safety training
- \$160,000 – GIS core data conversion to agency standards

Region 2:

- \$280,000 – Fire Program Analysis (FPA) group salary, travel, and support

- \$5,000 - Subject matter expert travel
- \$20,000 – Fire leadership and safety training
- \$160,000 – GIS core data conversion to agency standards
- \$6,500 – I-Suite Upgrade

Region 3:

- \$5,000 – Subject matter expert travel
- \$35,000 – Travel and training (emergency operations assistant position)
- \$35,000 – Fire leadership and safety training
- \$160,000 – GIS core data conversion to agency standards
- \$75,000 – National aviation professional training

Region 4:

- \$5,000 – Subject matter expert travel
- \$85,000 – Thirty Mile mitigation program
- \$10,000 – Fire prevention workshops
- \$20,000 – Fire leadership and safety training
- \$160,000 – GIS core data conversion to agency standards
- \$1,850,000 – National infrared aviation program

Region 5:

- \$13,000 – Honor guard
- \$75,000 – Retardant flow meter support
- \$3,400,000 – Apprenticeship academy
- \$484,000 – Firewatch program
- \$5,000 – Subject matter expert travel
- \$85,000 – Prevention team leader and member workshops
- \$160,000 – Aviation safety program
- \$87,500 - Fire leadership and safety training
- \$160,000 – GIS core data conversion to agency standards

Region 6:

- \$60,000 – Fire Program Analysis, Phase 1, prototype support
- \$5,000 – Subject matter expert travel
- \$400,000 – Physical testing program
- \$250,000 – Crew and engine contract support
- \$35,000 – Fire leadership and safety training
- \$90,000 – Fire training position support
- \$50,000 – National airspace coordinator
- \$45,000 – Archive fire records, FedSource (additional \$45,000 in WFHF)
- \$225,000 – Interagency joint parachute system
- \$160,000 - GIS core data conversion to agency standards,
- \$225,000 – Ad Council Agreement

Region 8:

- \$60,000 – Fire Program Analysis, Phase 1, prototype support
- \$5,000 – Subject matter expert travel
- \$20,000 – Virginia Coordination Center & WO red card support
- \$20,000 – Fire leadership and safety training
- \$15,000 – Firefighter retirement support
- \$160,000 - GIS core data conversion to agency standards

Region 9:

- \$90,000 – Firefighter retirement support
- \$5,000 - Subject matter expert travel
- \$20,000 – Fire leadership and safety training
- \$160,000 - GIS core data conversion to agency standards

Region 10:

- \$5,000 - Subject matter expert travel
- \$160,000 - GIS core data conversion to agency standards

Rocky Mountain Research Station:

- \$153,400 - Fire behavior project and technology transfer
- \$383,500 – Fire behavior system development and support

Pacific Southwest Research Station:

- \$550,000 – Research work unit and program statistics support
- \$130,000 – Development support for seven projects

Northeastern Area

- \$10,000 – Fire preparedness training

Missoula Technology Development Center (MTDC) – National Projects

- \$8,000 – ATV helmet for fire application
- \$15,000 – Parachute malfunction training
- \$15,000 – Smokejumper pilot training materials
- \$400,000 – Effective retardant rheology on ground distribution patterns of aerially delivered retardant

San Dimas Technology Development Center (STDC) – National Projects

- \$30,000 – Study of production rates for equipment and hand crews
- \$125,000 – Retardant coverage level with effectiveness
- \$100,000 – Compressed air foam systems

Reserve:

- \$60,000 – Fire Program Analysis, Phase II prototypes (3)
- \$600,000 – Diversity
- \$50,000 – International Fire Conference preparation

- \$200,000 – Firefighter retirement contributions
- \$5,000,000 – Contract cost for airtankers
- \$699,000 – National information systems (formerly part of IRB)

Distribution of FY 2005 Funds

	R1	R2	R3	R4	R5	R6	R8	R9	R10
Special Projects	193,000	471,500	310,000	2,130,000	4,469,500	1,545,000	280,000	275,000	165,000
National Resources *	11,355,200	5,703,100	10,563,300	8,013,100	15,341,900	12,649,000	3,576,300	1,589,100	0
Regional Distribution	46,858,000	23,822,400	53,485,000	49,458,800	183,868,600	68,814,600	32,522,800	21,097,200	3,231,700
Total	58,406,200	29,997,000	64,358,300	59,601,900	203,680,000	83,008,600	36,379,100	22,961,300	3,396,700

* NR distribution does not include contract cost for airtankers, leased lead planes, or national efficiency helicopters (7).

BLI: Fire Operations - Suppression (WFSU)**A. Congressional Intent**

1. **Earmarks** None.
2. **Reports** See also discussion under Wildland Fire Management.

C Report Language:
The managers concur with concerns expressed in the House and Senate reports regarding the need to control suppression costs. The managers are concerned that effective performance measures are not in place on an inter-agency basis to report on suppression costs. It is imperative that the Secretaries establish appropriate performance metrics promptly. This includes the integration of reporting systems, implementation of policies through the Wildland Fire leadership Council for cost reporting, and responding to findings of the independent cost control review panel established under Public Law 108-287. The managers direct the Secretaries to submit a report no later than June 30, 2005, on performance measures planned for implementation in fiscal year 2006 to be used on an inter-agency basis.

S/C Report Language:
In the interim, the managers have modified language for reporting wildfire suppression costs in fiscal year 2005 as follows: (1) Average cost per fire using a statistically representative sample, stratified as follows: small (<300 acres), medium (300-20,000 acres), and large (>20,000 acres) fires not contained in initial attack; (2) Cost per acre burned, using a statistically representative sample of fires not contained in initial attack stratified by small, medium, and large; and (3) the percentage of fires, using a statistically representative sample, not contained in initial attack that exceed a 'stratified fire cost index.' This index would take into account known fire characteristics that affect expenditures; specifically, fire intensity, size, Forest Service region and proximity to communities, using historical cost per acre as a basis.

C Report Language:
In addition, the managers direct the Forest Service to develop and implement direction for identifying a "most cost effective" wildland fire situation analysis alternative no later than October 1, 2005, and report the percentage of fire events that adopt this alternative under the wildland fire situation analysis computer decision support system beginning in fiscal year 2006.

3. Direction See also discussion under Wildland Fire Management.

S/C Report Language:

The managers concur with the Senate direction concerning the preparation of a strategic plan for fire and aviation resources. The managers expect that the plan will indicate the costs associated with determining the useful life of the P-2V air tanker.

H Report Language:

The Committee remains concerned about rising suppression costs and the lack of incentives to consider costs during large-fire incidents. The Forest Service, along with the Department of the Interior, should ensure that cost containment is an important priority when suppressing wildland fires. Therefore, the Committee directs the Forest Service and the Department of the Interior to continue reports directed in fiscal years 2003 and 2004.

S Report Language:

The Committee notes that findings from a report by the National Academy of Public Administration state that the Forest Service and the Department of the Interior could substantially reduce wildfire suppression costs by employing “method of supply” analysis processes to their procurement activities. The report cites examples where other Federal agencies have reduced procurement costs, identifies numerous activities within the wildland fire fighting organization where savings could be achieved, and notes the Forest Service culture and decentralized procurement organization as being barriers to achieving such savings. The Committee expects the Agency to apply method of supply analysis to its wildfire suppression procurement activities.

S Report Language:

To support this effort, [application of method of supply] the Committee directs the agency to increase its procurement capacity by staffing no less than five additional and dedicated procurement officials to this effort with the goal of reducing wildfire preparedness and suppression procurement costs by at least 10 percent over the next 2 years. Recognizing that most cost savings will occur in the suppression category, the Agency should fund this investment in increased capacity from wildfire suppression funds. The Agency is expected to keep the Committee informed of its progress in implementing this direction.

- H** Report Language:
The Committee agrees with instructions in the Administration's budget appendix covering fire operations, but directs the Forest Service not to implement the instruction regarding immediate allocation of half the suppression funds and allowing unobligated suppression funds to be retained at a region. The Committee insists that a national, interdepartmental approach, with full cooperation of State and other partners, is needed to improve the fire program. The cooperative spirit would be disrupted by pitting region against region as instructed in the budget appendix.
- S** Report Language:
As a further method of reducing costs, the Committee strongly believes that the Forest Service should complete Fire Management Plans as quickly as possible, as provided in the agencies' Federal Wildland Fire Management Policy (1995).
- S** Report Language:
Fire Management Plans provide guidance on use of prescribed fire and other treatments, and response to naturally-ignited wildfires, taking into account the safety of nearby communities and ecological considerations. In particular, the Committee believes the Agency should, where appropriate, include Wildland Fire Use (management of naturally ignited fires) in Plans, and implement Plans in a way that utilizes Wildland Fire Use, consistent with safety and other concerns. The Committee recognizes that Wildland Fire Use often costs much less per acre than suppression, and may have significant forest health benefits
- S** Report Language:
Agencies should also coordinate across Agency boundaries in developing Fire Management Plans, using the interagency Fire Program Analysis system.

- C** Bill Language - Administrative Provisions
Any appropriations or funds available to the Forest Service may be transferred to the Wildland Fire Management appropriation for forest firefighting, emergency rehabilitation of burned-over or damaged lands or waters under its jurisdiction, and fire preparedness due to severe burning conditions upon notification of the House and Senate Committees on Appropriations and if and only if all previously appropriated emergency contingent funds under the heading "Wildland Fire Management" have been released by the President and apportioned and all wildfire suppression funds under the heading "Wildland Fire Management" are obligated.

The first transfer of funds into the Wildland Fire Management account shall include unobligated funds, if available, from the Land Acquisition account and the Forest Legacy program within the State and Private Forestry account.

- S/C** Bill Language – Title III General Provisions
SEC. 324 (SEC 323 in Senate). In entering into agreements with foreign countries pursuant to the Wildfire Suppression Assistance Act (42 U.S.C. 1856m) the Secretary of Agriculture and the Secretary of the Interior are authorized to enter into reciprocal agreements in which the individuals furnished under said agreements to provide wildfire services are considered, for purposes of tort liability, employees of the country receiving said services when the individuals are engaged in fire suppression: Provided, That the Secretary of Agriculture or the Secretary of the Interior shall not enter into any agreement under this provision unless the foreign country (either directly or through its fire organization) agrees to assume any and all liability for the acts or omissions of American firefighters engaged in firefighting in a foreign country: Provided further, That when an agreement is reached for furnishing fire fighting services, the only remedies for acts or omissions committed while fighting fires shall be those provided under the laws of the host country, and those remedies shall be the exclusive remedies for any claim arising out of fighting fires in a foreign country: Provided further, That neither the sending country nor any legal organization associated with the firefighter shall be subject to any legal action whatsoever pertaining to or arising out of the firefighter's role in fire suppression.

H/S/C Bill Language – Title IV – Supplemental Appropriations for Urgent Wildland Fire Suppression Activities

For an additional amount for “Wildland Fire Management”, \$400,000,000, to remain available until expended, for urgent wildland fire suppression activities pursuant to section 312 of S. Con. Res. 95 (108th Congress) as made applicable to House of Representatives by H. Res. 649 (108th Congress) and applicable to the Senate by section 14007 of Public Law 108-287: Provided, That such funds shall only become available if funds provided for wildland fire suppression in Title II of this Act will be exhausted imminently and the Secretary of Agriculture notifies the House and Senate Committees on Appropriations and the House and Senate Committees on the Budget in writing of the need for these additional funds: Provided further, That such funds are also available for repayment to other appropriation accounts from which funds were transferred for wildfire suppression: Provided further, That cost containment measures shall be implemented within this account for fiscal year 2005, and the Secretary of Agriculture and the Secretary of the Interior shall submit a joint report to the Committees on Appropriations of the Senate and the House of Representatives on such cost containment measures by December 31, 2005: Provided further, That the Secretary of Agriculture shall establish an independent cost-control review panel to examine and report on fire suppression costs for individual wildfire incidents that exceed \$10,000,000 in cost: Provided further, That if the independent review panel report finds that appropriate actions were not taken to control suppression costs for one or more such wildfire incidents, then an amount equal to the aggregate estimated excess costs of suppressing those wildfire incidents shall be transferred to the Treasury from unobligated balances remaining at the end of fiscal year 2005 in the Wildland Fire Management account: Provided further, That Public Law 108-287, Title X Chapter 3 is amended under the heading, “Department of Agriculture, Forest Service, Wildland Fire Management”, by striking the phrases “for fiscal year 2004” and related to the fiscal year 2004 fire season” in the text preceding the first proviso.

B. Chief's National Emphasis**1. Accountable Direction:**

Follow instructions as shown in Chapter 12, Fire Obligations.

2. Strategic Direction

a. Performance Expectations:**b. Goals and Objectives:** (See “Strategic Goals/Objectives” tab for full text).

Goal 1: Objective 2

c. Performance Indicators: None.**3. Program Priorities:**

Funds will be spent in accordance with congressional intent. Joint Fire Science Program is allocated to NIFC, for transfer to the Department of Interior.

This account is for:

- Emergency fire suppression (P-Codes)
- Emergency fire rehabilitation (H-Codes)
- Wildland fire managed for resource objectives (G-Codes)
- Support to Federal emergency response – Federal Emergency Management agency (FEMA) declarations (F-Codes)
- Reimbursable fires (R-codes), and
- Fire severity (S-Codes) only

Regions are advised to closely monitor large fire strategies and costs and to document cost oversight and accountability actions.

Contract cost for the seven National Efficiency Helicopters (R1-2, \$538,000; R2-1, \$345,000; R4-2, \$861,000; R6-2, \$550,000) will be funded from emergency suppression funds (WFSU), all other costs are provided for in the National Resource distribution.

A portion of the contract cost for airtankers and leadplane lease costs will be paid from emergency suppression funds (WFSU).

All costs for FEMA assignments, including Base-8 costs, will be charged to suppression funds (WFSU).

Refer to FSH 6509.11g, chapter 50 for a comprehensive discussion of fire codes and appropriate use.

Refer to NFWW section for information on BAER.