

Fire Program Analysis -- NPS-SPECIFIC Implementation
White Paper: Specific Guidance for completing FPA-PM and BDD for the
FY2008 Preparedness Budget Submission

This information is intended to clarify interagency guidance for National Park Service FPA-PM and BDD implementation for the FY08 Fire preparedness budget submission. This guidance augments guidance issued in the form of White Papers from the Fire Program Analysis Implementation Coordination Group (*Line Officer Analysis Approval*, dated 12/8/2005 and *Technical Certification of Analysis*, dated 12/8/2005).

During Budget Development and Deployment training sessions, all five wildland fire agencies raised many of the following general questions:

1) *Is Fire Program Analysis-Preparedness Module (FPA-PM) and Budget Development and Delivery (BDD) going to provide the “official” FY08 preparedness budget submission for NPS?*

No. FPA-PM and BDD submissions will be used to create the justification for the official FY08 Fire preparedness budget submission for NPS.

Specifics: The certified 5 point (+/-5%) FPA-PM run, in combination with NPS BDD entries, will be used in the formulation of the Service’s FY2008 budget justification. Each Fire Planning Unit (FPU) will run FPA-PM, complete the “Manage Budget” tab, and have the run technically “certified” by a team that includes at least one person that is from outside the FPU. Additionally, each NPS FPU representative will ensure that BDD is completed for the Park Service, reflecting the preparedness organization funded in FY2006 with some exceptions provided with justification. FPA-PM “modeled” output dollars, in combination with BDD entries, are not expected to match the FY2006 preparedness budget. Further guidance on what is appropriate to include in BDD is expected by mid-January 2006.

FPU’s must also complete +/-50% FPA-PM run by February 15, 2006. The “Manage Budget” tab, certification, BDD, and approval will NOT be required for this 20 point run.

2) *What is the difference between “certification” and “approval” and what is the role of the local line officers (approving official at the FPU level), RFMC and fire staff, and Regional Director in the budget submission, “certification” and “approval” processes?*

Certification is performed only at the FPU level. This process will confirm that all inputs to the 5 point (+/-5%) FPA-PM run are valid. Certification is documented through the completion of the “checklist” that is provided in the White Paper entitled *Technical Certification of Analysis*, dated 12/8/2005.

Certification occurs following the FPA-PM 5 point run (+/-5%) and completion of the “Manage Budget” tab. Certification is completed by an interagency team, made up of local FPU participants and at least one person from outside the FPU. Geographic Areas should establish a certification process on an interagency basis. If a Geographic Area has not established a certification process, NPS regional offices should consider providing the technical expertise to

complete the documentation that will be used in line officer briefings. If the regional office plans to complete the “certification documentation,” this must be coordinated with partners at the regional level.

The White Paper titled *Line Officer Analysis Approval*, dated 12/8/2005, notes that **approval** is conducted by Line Officers. In the National Park Service, approval will be conducted at the FPU, regional, and national levels.

At the FPU level, approval is completed by local FPU line officers who are approving that: a) NPS was fairly represented in the FPA process; b) the 5 Point FPA-PM run was certified, c) the outputs generated from the 5 Point FPA-PM run were generated by the model, and d) the BDD entries identify funding needs for existing resources.

At the FPU level, approval follows the FPU’s certification process and the completion of BDD for all agencies within the FPU. Approval will be documented in a memorandum to the Regional FMO or Regional Director by the Line Officer for each agency represented in the FPU. Once FPU approval has occurred by all agencies, the FPU will submit the FPA-PM analysis (5 point certified run with completed Manage Budget) and BDD for regional office approval. NPS Line Officers should document their FPU and NPS BDD item approval through a memorandum addressed to their regional director.

Approval at the regional office is performed by the Regional Director or his/her designee. Regional approval includes approval of the NPS portions of each FPU’s submissions, as well as approval of the regional office’s BDD entries. Fire Program staff in each Regional office are expected to coordinate the approval/disapproval of BDD entries for FPUs with their regional interagency counterparts prior to documenting approval. After state/regional coordination has occurred, NPS regional office approval should be documented through a memorandum to the NPS Fire Program Management Office in Boise, ID.

Approval at the national office by the NPS Fire Director, or his/her designee, includes the approval of regional office submissions, as well as approval of the FMPC’s BDD entries. The interagency nature of FPA requires coordination between national counterparts when approving or disapproving items in a regional office’s submission.

3) What should line officers and regional directors do if interagency “partners” haven’t approved or certified a budget submission by the February 2006 deadlines?

If an FPU does not “pass” certification, the FPU will need to work to correct the deficiencies in data entry in order to pass the certification process. FPU approval cannot be obtained and complete BDD entries cannot be made until all deficiencies are corrected.

If FPU certification is successfully completed and documented, and the NPS Line Officer approves the analysis and NPS BDD entries, but FPU approval cannot be obtained from other interagency partners (e.g., line officer approval signatures are not yet obtained), the NPS FPU representative should ensure that all NPS leadership, support and resources, reflecting the preparedness organization in FY2006, are represented in BDD. Local NPS line officers, in

consultation with local and regional NPS FMOs, should send a memorandum to the Regional Director. The memo will document where the FPU’s process has stalled.

If other interagency FPU partners approve the FPU’s FY2008 budget submission but the NPS Line Officer has not approved it by the February 2006 deadline, the regional office will submit, in BDD, that unit’s actual FY2006 resources break-down, by kind and category (categories can be lumped). If NPS Line Officer approval has not occurred due to the Line Officer disagreeing with, or being uncomfortable with model outputs, refer to issue 4.

4) What if a line officer does not agree or is uncomfortable with the FPA-PM model results? (i.e., FPA-PM results may not meet management expectations)?

If a NPS local line officer does not agree with, or is uncomfortable with the FPA-PM model results, they will submit the analysis, complete BDD, and identify concerns in a cover memo to the National Park Service’s Fire Director through the Regional Director.

5) Exactly what deliverables, in what format, by what date, needs to be submitted by FPUs and regional offices to the Service’s Fire Director?

The following table includes milestones and anticipated completion dates. Dates are recommendations based on estimations of how long each process will take. They are *not* formal due dates. They are, however, a good indicator of whether an FPU will be able to successfully complete a budget submission by February 15.

Milestone	Anticipated Completion Dates	Who is Responsible
Self-Study Course for BDD available to FPUs	December 2005	FPA ICG (Training)
BDD training for state office/regional planners	Jan 10 -11, 2006 Tucson, AZ	Regional office planners and others involved in fire budgeting
FPA-PM runs completed by FPU and self-study BDD <u>training complete</u>	January 13, 2006	NPS FPU representatives (administrators/planners, editors, personnel involved in fire budgeting)
FPU’s FPA-PM run certified and BDD completed for the +/-5% submission	February 6, 2006	NPS FPU reps, Regional Office
Weighting Spreadsheet submitted	February 15, 2006	FPU Administrator

Milestone	Anticipated Completion Dates	Who is Responsible
FPU FY2008 Budget Submission +/-5% Approved and Submitted and FPU +/- 50% run submitted. Both actions will be documented in a memo to the Regional Director. <u>If appropriate</u> MEMO to service fire director through regional director expressing issues and concerns from line officer	February 15, 2006	Local NPS FPU line officers
Regional office reviews and takes action on FPU BDD submissions and completes regional office BDD	March 1 st , 2006	Regional office fire planners and other personnel involved with fire budgeting.
Regional Director sends regional FY2008 Budget Submission to Service's Fire Director through MEMO	March 1 st , 2006	Regional directors

6) *Where do split P11/Fuels funded positions go, such as Fire Education Specialists?*

All positions that are split between fuels and P11 funds are placed in BDD if funding is not available in FPA-PM. The percentage of the position involved in preparedness (wildland fire initial response or wildland fire use) is used for the calculation of the PM or BDD request.

7) *What support percentage is used for positions placed in BDD?*

While BDD positions and salaries are found on the drop-down menu, the support percentage must be entered manually. The support percentage to use is the same that was used by FIREPRO for the same type of position.

8) *How are submissions made for parks that are in more than one FPU, or for a FPU that is in more than one NPS region?*

Parks that are in more than one FPU will have separate budget requests from each FPU, each separate request representing the portion of the park's budget represented by that FPU. The intent is to keep each FPU's request intact, rather than taking the NPS portion out of one FPU and putting it in another. For FPU's which cross NPS regional boundaries, the FPA budget will be reviewed and approved by the regional office which normally provides support for the park. The region should coordinate with any other NPS Regional FMO working with the FPU.

Parks falling into this category should send an e-mail to their regional FPA coordinator, copying Tom Nichols (tom_nichols@nps.gov), Jeff Manley (jeff_manley@nps.gov) and Ed Delaney (ed_delaney@nps.gov) containing a brief description of how the park's submission has been divided up. This will help to expedite the approval process.

9) *How do small parks with less than \$25,000 in FY06 FIREPRO preparedness funding (i.e., do not include fuels funding in this total), and who did not participate in a FPA-PM run, submit a budget?*

Regions will submit a FPA budget for these small parks. It is recommended that the region use a standard formula to calculate support. This could be based on the number of red carded employees the park had available in FY05 for fire assignments, multiplied by a standard support amount per employee for medical standard testing and acquisition of Personal Protective Equipment. The amount of support per employee should not exceed \$600. One Superintendent representing a cluster of small parks may do the memorandum to the Region certifying and approving the FPA budget request, rather than each small park Superintendent doing a separate memorandum.

!0) *Where do full time ONPS-funded preparedness fire positions go?*

If funding from the FPA-PM run is still available after FY06 FIREPRO preparedness (P11) positions have been funded, full-time ONPS-funded preparedness positions, such as Fire Management Officers, may be funded in the Manage Budget Tab as well. If the FPA-PM funds have already been expended, the ONPS-funded fire positions are placed in BDD. The FY06 FIREPRO funded positions are the priority for Manage Budget Tab allocations.

ONPS-funded resource management positions that routinely support the Initial Response or Wildland Fire Use programs, and have their Base 8 charged to wildland fire accounts, such as archaeologists involved in BAER work or air quality specialists involved in smoke management, can also be placed in FPA-PM if funds are available after FY06 FIREPRO preparedness positions have been included. If PM funds have been used up, the requests for ONPS position support goes into BDD. These positions would likely be only part of a FTE, representing the portion of their time spent during fire season.

11) *If the park has an engine, but does not have a qualified staff to operate it (e.g., does not receive FY06 FIREPRO funds for an engine module), should it be included for the Optimizer to consider as a resource?*

Yes. The Optimizer may choose to staff it with a module, ignore it, or move it to another location. In any case, since the engine already exists, it is an existing resource. To not include the engine may result in the Optimizer buying an engine that it doesn't have to. The Optimizer should be given the opportunity to work with the existing resource in the FPA-PM run, even if the engine is partially or completely unstaffed in the FY06 FIREPRO budget.

Ensure that the appropriate dispatch location capacity has been entered in PM. Without an engine bay (or a pole shed for a tractor-pLOW, etc.) available, the resource can't be modeled.

12) How are clerical positions entered for Wildland Fire Use and Hot Shot modules?

Clerical positions that accompanying the FY06 FIREPRO module budget are placed in BDD. The FPA-PM run will fund the entire Fire Use or Hot Shot crew automatically, but not the clerical position.

13) How should Fairshare request be entered?

If the Fairshare is an existing FY06 FIREPRO-funded position, such as a dispatcher in an interagency facility, the position should be entered the same as a dispatcher located in a NPS unit, or in the NPS Region's BDD request if the position appears in the Region's FY06 FIREPRO budget. If the Fairshare is a monetary contribution to an interagency facility, such as a dispatch center or tanker base, it should not be entered. Since the owning agency of the facility is responsible for putting the entire cost of operating the facility into FPA, the NPS should not also partially fund the facility, therefore "double dipping" for the facility's operating costs.

14) How should requests be made when module standards differ between agencies within a FPU, such as for Fire Use modules?

The FPA-PM run allowed managers to select crew sizes from drop-down menus. The module size selected should be based on existing standards, such as those in the Red Book. If the GACC has standard module sizes, those can be used. However, while the intent is to have a common size for preparedness resources shared among agencies within the FPU, the selection of module size should neither exceed the size of available facilities, nor be beyond a reasonable size for the module given the expected workload.

15) Other things to remember:

- The Technical Review can be done online rather than visiting a park
- The FPA reference year FIREPRO budget should be FY06, not FY04. Total FPA-PM plus BDD requests should be about the same as the FY06 FIREPRO budget (i.e., the BDD process is not a wish list.)
- GSA vehicle costs and computer assessment fees are included in FPA-PM support
- Park helicopters contract costs are entered by the park
- Facility requests can be put into BDD as a placeholder, but zero dollars are assigned
- Support costs for modules are calculated for 26pp, even if the fire season is less than 26 pp.
- One-time BDD requests, such as funding to resurface a helipad, should be accompanied by a justification, preferably based on the findings of an outside review, such as a regional audit or inspection.
- Parks and their partners should begin to look during this FPA-PM and BDD process for efficiencies and changes in FPU leadership, as well as in Initial Response and Wildland Fire Use resource allocation and locations
- The FPA analysis will be used to inform the FY08 budget, not to dictate it. Parks and their FPU partners will begin a transition from the current organization to that described

by the FPA-PM run, following a transition plan developed by all FPU partners by **October 1, 2006.**

- The Helpdesk (1-800-253-5559), TechNews (<http://www.fpa.nifc.gov/Library/TechNews/index.html>), and FPA staff (<http://fpa.nifc.gov>) are resources you can take advantage of to get your FPA-PM analysis and BDD completed by the February 15, 2006 deadline.

For further information please contact Ed Delaney at 208-947-3752, via email at ed_delaney@nps.gov, Jeff Manley at 208-947-3778, via email at jeff_manley@nps.gov or Tom Nichols at 208-387-5216, via email at tom_nichols@nps.gov.