



## Using Fire and Fuels Resources in Fire Program Analysis (FPA)

FL\_025\_WP

### **Topic:**

Applying federal and non-federal resources when building a Fire Planning Unit's (FPU's) preparedness and fuels options in Fire Program Analysis (FPA).

### **Purpose**

This paper describes how FPA addresses:

- The contribution and various funding sources associated with federal and non-federal fire management resources. This direction complies with guidance provided by national fire budget leads from five federal wildland firefighting agencies.
- When to include or exclude the costs associated with each type of resource.

### **Introduction**

Successful fire management programs commonly use agency-owned resources, contracted resources, non-federal resources, or some combination of these resources. Agencies also frequently use resources funded through non-recurring allocations, such as one-time-costs and carry-over.

### **Background**

FPA is a common interagency decision support tool for wildland fire planning and budgeting. FPA models the three components of the fire program; the initial response organization, prevention program, and fuels treatment program. The National Fire Budget Leads have provided guidance on how the FPA model handles fire resources and their associated costs. The guidance specifies that agency units should only model resources supported by an agency's annual budget allocation. Resource funding may come at the unit level or the regional/state/national level and may be either agency-owned or contract resources funded with agency dollars.

All fire resources, regardless of funding source, are included in the analysis, but for purposes of developing the federal budget request, costs need only be included for resources funded at the agency unit level. The contributions of resources funded out of regional, state, or national funds are analyzed, but their costs are not included in the FPU's analysis, just as Federal costs would not be included when nonfederal participants use FPA to analyze their costs. In addition, the federal analysis using FPA excludes any resources funded through non-recurring federal allocations.

FPU's may use agency-owned and contracted resources to accomplish both preparedness and fuels objectives within the analysis; however, the following discussion on resources and their funding sources is intended to be applied primarily to preparedness programs. This is because FPU's must manually enter information for individual preparedness resources and any associated

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costs when building a preparedness option in the analysis. FPA represents contributions of any resources or contract used in building fuels options as the number of acres accomplished and the total cost to achieve those acres. No details about specific fuels options resources are required in the FPA fuels options.

### Discussion

Fire management resources are funded a number of different ways by the agencies within FPU. These funding mechanisms have been broken into the following categories to better explain how the resources and resource costs will be used in the FPA analysis:

- **Agency-Owned Local Resources** - These resources are owned and funded by an agency unit at the local level. The contribution of these resources and their associated costs are modeled and analyzed in FPA. The funding for these resources is included in the baseline budget<sup>1</sup> for each FPU.
- **Contracted Fire Program Resources Funded at the FPU Level** - These resources are funded and paid for by the contracting agency unit at the local level. The contribution of these resources and their associated costs are modeled and analyzed in FPA. These costs do not need to be included with each resource, but can be lumped into the support costs of the contracting agency unit. This includes agencies that contract all their preparedness program or fuel treatment activities within an FPU, and individually contracted resources such as Type 3 helicopters. The funding for these resources is included in the baseline budget for each FPU.
- **Fire Program Resources Funded at the State<sup>2</sup>, Regional or National Level** - These resources are funded and paid for by an agency at the state, regional or national level. FPA models the contribution of these resources, but the funding for these resources is not analyzed. This includes contract resources and agency-owned resources. The use of these resources may be limited to a particular FPU or made available to multiple FPUs. This includes agencies that contract all their preparedness program or fuel treatment activities within an FPU, and individually contracted resources such as helicopters. The funding for these resources is not included in the baseline budget for each FPU.<sup>3</sup>
- **Other Funded Resources** - FPA excludes modeling resources funded through non-recurring allocations in an analysis when building FPA preparedness options for the annual federal budget analyses. These resources are not funded with an agency's annual budget allocation,

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<sup>1</sup> Baseline budget in this document refers to the allocation given to the FPUs for the FPA analysis.

<sup>2</sup> State refers to BLM State Offices.

<sup>3</sup> Refer to "Modeling National and Regional Resources in Fire Program Analysis" white paper  
[http://www.fpa.nifc.gov/Library/Papers/Docs/FPA\\_2/WP\\_Modeling\\_Nat\\_Reg\\_Resources\\_02\\_04\\_2009\\_final.pdf](http://www.fpa.nifc.gov/Library/Papers/Docs/FPA_2/WP_Modeling_Nat_Reg_Resources_02_04_2009_final.pdf)



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but instead through one-time-costs, carry-over, suppression dollars, grants, severity dollars, private contributions, etc. Resources funded in whole or part by these dollars must be dropped from the analysis or have reductions made to their daily staffing, weekly tours, or length of season depending on the level of available funding. The funding for these resources is not included in the baseline budget for each FPU.

- **Participant and Cooperator Resources** - These resources are available to the FPU by participants and cooperators within the FPU. The best examples are state, county, rural, and city fire resources. FPA models the contribution of these resources, but does not analyze the funding for these resources. FPUs must decide which of these resources to include in the analysis and estimate how often they are available for dispatch. The funding for these resources is not included in the baseline budget for each FPU.
- **Militia Resources** – These federal resources are commonly funded in whole or part by non-preparedness budgets within the FPU, but are made available for fire dispatches at high fire activity levels. Examples of militia resources include fuels, trails, and timber crews that function as hand crews, engine crews, helitack, etc. The contribution of these resources is modeled in FPA, but the non-preparedness funding for these resources is not analyzed. If a militia resource receives some preparedness funding, then that portion of its funding is assigned to the resource and is analyzed within FPA. Examples include a preparedness-funded engine that is staffed by militia, or militia resources that are provided training and/or equipment funded with preparedness dollars. A portion of the funding for these resources may be included in the baseline preparedness budget for each FPU.

**Resources provided by Inter- and Intra-agency Agreements** - These agreements are used to establish protection responsibility within an FPU. FPUs must identify the resources provided under the agreement and whether the agreements have funding attached or are reciprocal, i.e. no funds are exchanged.

- **Funded Agreements** - FPA treats funded agreements the same way it treats contracts for initial response/protection resources. It is important to determine if the agreements are funded and paid for at the local FPU level or at the state/regional/national level.
- **Reciprocal or Mutual Aid Agreements** - Resources associated with these agreements are modeled in FPA and the costs are shown by the unit that owns the resource. A reciprocal agreement is a common example of an agreement where no funds are exchanged.

**Support Costs** - Within the FPA model, individual agency units can enter costs for personnel and activities required to support fireline production. This includes fire overhead, fire business personnel, dispatch centers, etc.

## Fire and Fuels Resource Guidance

FPUs with a complex mix of resources may wish to use the following key to help clarify how to handle “funded” resources (and their costs) when building Preparedness and Fuels Options for



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the federal budget analyses. The key is intended to be applied at the agency unit level within each FPU. The key incorporates preparedness resources that are agency-owned, contracted with FPU dollars, contracted with state/regional/national dollars, or made available through agreements. “Participant” resources, “Cooperator” resources, and “Other Funded” resources are not used in the key because although these resources may be included in the federal budget analyses, their funding is not provided by a federal agency’s annual budget allocation and therefore do not have federal costs associated with them. FPU planners should work through all three sections of the key until they have addressed all resources and funding avenues utilized by the agencies within their FPU.

<b>Start Here:</b>	
<b>Preparedness Section</b>	
<b>1</b>	Does your agency unit receive federal preparedness funding? a) If <b>yes</b> , go to <b>2</b> . b) If <b>no</b> , go to <b>10</b> .
<b>2</b>	Does this funding support Initial Response (IR) producer resource (i.e. engines, crews, helitack, etc.)? a) If <b>yes</b> , go to <b>3</b> . b) If <b>no</b> , are there resources protecting your agency lands, but their costs are not funded by your agency at the FPU level (for example, contracts or agreements paid at the state/regional/national level or unfunded agreements)? i. If <b>yes</b> , go to <b>8</b> . ii. If <b>no</b> , go to <b>9</b> .
<b>3</b>	Does your agency unit own the IR resources? a) If <b>yes</b> , go to <b>4</b> . b) If <b>no</b> , (FPU funded resources under contract or funded agreement), go to <b>6</b> .
<b>4</b>	Use the FPA Program to include your agency unit’s resources together with your partners’ resources in the Initial Response portion of Preparedness Options. i. Define resources (include annual costs). ii. Associate resources with dispatch locations. iii. Associate dispatch locations with FWAs (this establishes the connection between workload and resources). iv. Develop Dispatch Logic for each FWA. <b>Now – Go to 5.</b>



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<b>5</b>	Are there non-agency resources protecting your agency lands that are funded by your agency at the FPU level (FPU funded resources under contract or funded agreement)? a) If <b>yes</b> , go to <b>6</b> . b) If <b>no</b> , go to <b>7</b> .
<b>6</b>	Use the FPA Program to include the resources under contract and/or funded agreement together with all partner resources in the Initial Response portion of Preparedness Options. i. Define resources (show annual cost as zero). ii. Costs of the contracted resources and/or funded agreements are shown as support costs by the contracting agency unit. iii. Associate resources with dispatch locations. iv. Associate dispatch locations with FWAs (this establishes the connection between workload and resources). v. Develop Dispatch Logic for each FWA.  <b>Now – Go to 7.</b>
<b>7</b>	Are there resources protecting your agency lands, but their costs are not funded by your agency at the FPU level (contracts and/or agreements paid at the state/regional/national level or unfunded agreements)? a) If <b>yes</b> , go to <b>8</b> . b) If <b>no</b> , go to <b>9</b> .
<b>8</b>	Use the FPA Program to include the contract resources together with all partner resources in the Initial Response portion of Preparedness Options. i. Define resources. ii. Costs of the contracted resources paid at the state/regional/national level are not shown in the analysis. (Annual cost is zero) iii. Costs of resources associated with unfunded agreements are shown by the federal agency that owns the resource. These costs are entered in the annual cost field for each resource. iv. Associate resources with dispatch locations. v. Associate dispatch locations with FWAs (this establishes the connection between workload and resources). vi. Develop Dispatch Logic for each FWA.  <b>Now – Go to 9.</b>



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<b>9</b>	<p>Include all costs and personnel associated with non-producer resources funded by your agency.  <b>Now - Proceed to the <u>Prevention</u> section of this key.</b></p>
<b>10</b>	<p>You do not need to build any Preparedness Options for FPA, but may still need to build Fuels Options.  <b>Now - Proceed to the <u>Fuels</u> section of this key.</b></p>
<b>Prevention Section</b>	
<b>P1</b>	<p>Does your agency unit receive federal prevention funding?            a) If <b>yes</b>, go to <b>P2</b>.            b) If <b>no</b>, go to <b>P3</b>.</p>
<b>P2</b>	<p>Build a Prevention Program for each Preparedness Option:            i. Work with partners to input General and Specific Action hours for each FMU            ii. Input each partner's total cost and number of FTEs associated with the prevention program  <b>Now - Go to the <u>Fuels</u> section of this key.</b></p>
<b>P3</b>	<p>You do not need to include your agency unit when your FPU builds a Prevention Program for utilization in your Preparedness Options.</p> <p>In addition, if you did not receive any federal funding for Initial Response resources, you are not required to include your agency unit in any Preparedness Options created by the FPU.</p> <p><b>Now - Go to <u>Fuels</u> section of this key</b></p>
<b>Fuels Section</b>	
<b>F1</b>	<p>Does your agency unit receive federal fuels funding to support fuels positions or treatments on your agency unit lands? This includes locally funded contract fuels treatments.            a) If <b>yes</b>, go to <b>F2</b>            a) If <b>no</b>, go to <b>F3</b></p>
<b>F2</b>	<p>Use the FPA Program to build Fuels Options that include your agency unit's fuels treatments and fuels program together with your partners' programs and treatments:            i. Build treatments (including acres and costs) for each FWA            ii. Input the costs of the Fuels Program necessary to support the treatments included in each Fuels Option</p>



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<b>F3</b>	You do not need to include your agency unit when your FPU builds a Fuels Option.
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