

BUDGET

The United States
Department of the Interior

JUSTIFICATIONS

and Performance Information
Fiscal Year 2008

WILDLAND FIRE MANAGEMENT

NOTICE: These budget justifications are prepared for the Interior and Related Agencies Appropriations Subcommittees. Approval for release of the justifications prior to their printing in the public record of the Subcommittee hearings may be obtained through the Office of Budget of the Department of Interior.

NOTE TO REVIEWERS

The Wildland Fire Management budget request has traditionally been included in the Bureau of Land Management Budget Justification. Beginning in 2007, The Department of the Interior determined that the Wildland Fire Management budget should be submitted separately as its own distinct budget justification due to its nature as a multi-bureau, crosscutting program.

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Wildland Fire Management – The Interagency National Fire Plan



Background

In response to the unprecedented fire season of 2000, the President requested a report recommending how to respond to severe, ongoing fire activity, reduce impacts of fires on rural communities and the environment, and ensure sufficient firefighting resources in the future. The report, *Managing the Impacts of Wildfire on Communities and the Environment: A Report to the President in Response to the Wildfires of 2000*, became the cornerstone of what is known as the National Fire Plan (Plan or NFP). The NFP implementation plan has been adopted by Federal agencies and western governors, in collaboration with county commissioners, State foresters, and tribal officials.

The Plan (www.fireplan.gov) addresses five key points: Firefighting, Rehabilitation, Hazardous Fuels Reduction, Community Assistance, and Accountability. Working collaboratively, the United States Department of Agriculture (USDA), Forest Service, and four Department of the Interior (DOI) bureaus (the Bureau of Indian Affairs, Bureau of Land Management, National Park Service, and Fish and Wildlife Service), developed consistent guidelines, policies and actions that provide seamless wildland fire protection. The Departments continue to work together on planning and budgeting processes.

The Wildland Fire Leadership Council (WFLC) provides oversight for implementation of the Plan. This council includes executive level members from both the Departments of the Interior and Agriculture, the individual bureaus, and representatives from the U.S. Fire Administration, the Western Governor's Association, the National Association of Counties, the National Association of State Foresters, and the Inter-Tribal Timber Council. The Council addresses key policy issues such as common performance measures, direction for an effective hazardous fuel reduction program, and managing large fire suppression costs.

Major Efforts

The most recent products of the NFP coordination effort are:

[10-Year Strategy Implementation Plan](#)

(http://www.fireplan.gov/reports/10-YearStrategyFinal_Dec2006.pdf)

[Cohesive Fuels Treatment Strategy](#)

(http://www.healthyforests.gov/CFTS_03-03-06.pdf)

The **updated 10-Year Implementation Plan** was released in December 2006. Significant revisions of performance measures and implementation tasks are included. Updates also include a new section on progress-to-date, an expanded discussion on the importance of collaboration, and a section highlighting the characteristics of successful collaboration. These changes were prompted because many of the action items set forth in the original implementation plan have been completed. A series of groups composed of numerous stakeholders were convened to review past and current tasks, actions, and performance measures for the update. The Departments have adopted these measures for FY 2007. The agencies will also report the five common performance measures in the table on the next page.

In February 2006, the Departments released a **Cohesive Fuels Treatment Strategy (Strategy)**. The Strategy addresses the need to reduce the risk of catastrophic wildland fires by reducing fuels build-up in forests and woodlands; and by reducing threats from flammable invasive species on rangelands, in the most efficient and effective manner possible. The Strategy centers around four principles: prioritization, coordination, collaboration, and accountability, and emphasizes creating effective fuel treatments (areas of reduced fire behavior such as; lower flames and/or slower spread) across the landscape, by using a scientific approach to remove fuels.

Summary

In the six years since the inception of the National Fire Plan, the guiding principals of prioritization, coordination, collaboration, and accountability have resulted in major changes in the fire program and public land management.

- The strategies, policies, and oversight of the WFLC contribute to the significant progress the Departments have made in NFP efforts toward a seamless wildland fire management program.
- Increased collaboration with State, local community, and tribal partners to identify and treat high priority hazardous fuels problems, focused in the Wildland Urban Interface, continues to progress as a result of the implementation of the NFP.
- The Departments are providing for expanded community and private sector involvement, enhanced contracting opportunities for local communities, and local participation in setting fuel treatment priorities.
- Standards for accountability and measuring program performance have been established, ensuring continued improvement in our ability to track and support program planning, implementation, and effectiveness.

**NATIONAL FIRE PLAN – COMMON PERFORMANCE MEASURES
DEPARTMENT OF THE INTERIOR AND FOREST SERVICE FY 2006 – 2008***

	INTERAGENCY COMBINED MEASURES		
	FY 2006 Actual	FY 2007 Plan	FY 2008 Request
Percent of unplanned and unwanted fires controlled during initial attack	97%	97%	97%
Number of high-priority acres treated in the WUI.	1,577,539	1,885,000	1,993,000
Number of acres in condition class 2 or 3 treated outside the WUI in fire regimes 1, 2, or 3.	753,581	749,000	698,000
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class	771,707	979,070	1,042,074
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class per million dollars gross investment A/	5,159	5,870	6,249

A/ This measure includes only Hazardous Fuels Reduction accomplishments and funding, not all acres with change in condition class.

*Note: With new measures from the updated 10-year Strategy Implementation Plan, FY 2007 will be used as a baseline and reporting with new measures will begin in 2007 and 2008. The Forest Service programs will be implementing and reporting against approved Program Assessment and Rating Tool (PART) measures beginning in 2006 for the wildland fire appropriation. Interior will continue to report with the Forest Service on the common performance measures above.

The new measures reported in future budget justifications will be:

Goal #1 Improve Fire Prevention and Suppression

Percent change from 10-year average for: percent wildfires controlled during initial attack.

And

Percent of fires not contained in initial attack that exceed a stratified cost index.

Goal #2 Reduce Hazardous Fuels

Number of acres treated per million dollars gross investment in WUI and non-WUI areas.

And

Percent of collaboratively identified high priority acres treated where fire management objectives are achieved as identified in applicable management plans or strategies.

Goal #3 Restoration and Post-Fire Recovery of Fire-Adapted Ecosystems

Number and percent of acres treated to restore fire-adapted ecosystems which are: moved to a better [lower] condition class.

Goal #4 Promote Community Assistance

Number of green tons and/or volume of woody biomass from hazardous fuel reduction and restoration treatments on Federal land that are made available for utilization through permits, contracts, grants, agreements, or equivalent.

Relationship to Other Initiatives

In August 2002, the **Healthy Forests Initiative (HFI)** was launched with the intent to reduce the risks severe wildfires pose to people, communities, and the environment. This initiative implements both core components of the National Fire Plan and the 10-Year Comprehensive Strategy through administrative reforms, reducing the adverse human and environmental impacts of wildland fire. The HFI effort garnered broad support that led to the enactment of the **Healthy Forests Restoration Act of 2003 (HFRA)**. The primary goal of HFRA is to reduce fire danger and return the nation's forests and rangelands to a more resilient state. Community Wildfire Protection Plans (CWPPs), which allow local input on where and how Federal agencies implement fuels reduction projects on Federal lands, are integral to HFRA. Tools provided by congressional actions and by HFI, such as categorical exclusions for meeting environmental analysis requirements, save time and money. HFRA improvements allow for timely analysis of management actions proposed to protect forests, woodlands, shrublands, and grasslands from unnaturally intensive and destructive fires. These initiatives together help to improve the condition of public lands; increase firefighter safety; and conserve landscape attributes valued by society.

An emerging area within hazardous fuels reduction is the utilization of woody biomass. Woody biomass is the by-product of restoration and hazardous fuel reduction treatments, (i.e. limbs, tops, needles, leaves, and other woody parts). Woody biomass utilization can help reduce or offset the cost and increase the quality of restoration or hazardous fuel reduction projects.

Recent examples of progress under the HFI/HFRA by DOI and the Forest Service include:

- Increased training and communication efforts internally, which resulted in increased use of the provisions of the HFRA and HFI, to better protect communities and the environment from the impacts of catastrophic wildland fire.
- Provided technical and professional assistance, toward the creation of CWPPs which analyze and prioritize fuel hazard reduction and forest restoration projects across land ownerships.
- Implemented actions recommended within CWPPs, which strengthens collaborative efforts with stakeholders, to address landscape level, integrated, hazardous fuels treatments for high priority areas across all ownerships.

- Formed a Federal Woody Biomass Utilization Working Group with the Department of Energy to promote and support the utilization of woody biomass and woody biomass products from forest and woodland treatments.
- Entered a cooperative agreement with the National Association of Conservation Districts (local boards developing locally driven solutions to natural resource concerns) to engage local communities in biomass utilization to stimulate economic development and offset the costs of implementing the National Fire Plan hazardous fuels reduction program.

Fire Research and Technology

During the late 1990s, the western United States experienced a dramatic increase in wildland fire activity. On the heels of this increase, the Joint Fire Science Program (JFSP) was established to provide scientific information and support for wildland fuel and fire management programs. The purpose of JFSP is to provide wildland fire and fuels information and tools to specialists and managers, helping them to make the best possible decisions and develop sound, scientifically valid plans. JFSP received specific direction from Congress to address: fuels inventory and mapping, evaluation of fuels treatments, scheduling of fuels treatments, development of protocols for monitoring and evaluation, post-fire rehabilitation and stabilization, local assistance, and aircraft-based remote sensing. Research sponsored by JFSP also examines fire related issues including air quality, smoke management, and social aspects of fire and fuels management.

Examples of tools generated by Forest Service and JFSP research teams include integrated fire and weather maps to generate 3-to-12 month fire forecasts; imagery-based, burn-severity maps used by Burned Area Emergency Response (BAER) teams to stabilize soils and reduce erosion; and development of a fiberboard structural product made from by-products of hazardous fuels treatments. Current and future plans include:

- Developing and improving tools such as fire behavior models like FSPRO, which helps managers to make informed decisions based on probabilities of fire spread and behavior, or values at risk models such as RAVAR, which assists in prioritization of suppression efforts.
- Studying the various aspects of wildland fire management including; firefighter and public safety, fire weather and behavior, smoke dispersion, and post-fire susceptibility to invasive species, in order to address current and anticipated management problems.
- Synthesizing a large body of fire science into a fully linked and searchable hypertext system via the internet, the Encyclopedia of Southern Fire Science.

**Interagency
Three-Year National Fire Plan Funding Table**
(dollars in thousands)

AGENCY/Program	FY 2006 Enacted	FY 2007 Estimate*	FY 2008 President's Budget	FY 2008 vs. FY 2007
<u>INTERIOR</u>				
Preparedness	268,839	274,801	268,334	-6,467
Suppression	230,721	257,041	294,398	37,357
Other Operations:				
Hazardous Fuels Reduction	208,113	199,787	202,792	3,005
Burned Area Rehabilitation	24,116	24,286	24,591	305
Fire Facilities	7,734	7,338	7,734	396
Joint Fire Science Program	5,911	6,000	4,000	-2,000
State and Local Assistance	9,852	0	0	0
Other Operations Total	255,726	237,411	239,117	1,706
Subtotal, DOI	755,286	769,253	801,849	32,596
Supplementals	100,000	0	0	0
Total, DOI	855,286	769,253	801,849	32,596
<u>FOREST SERVICE</u>				
Wildland Firefighters	[189,666]	[213,265]	**219,710	**219,710
Preparedness	660,705	655,887	***349,082	***-306,805
Fire Suppression Operations	690,186	741,477	911,032	169,555
Other Operations:				
Hazardous Fuels Reduction	280,119	291,792	291,583	-209
Rehabilitation	6,189	5,000	0	-5,000
Fire Plan Research and Development	22,789	22,800	22,000	-800
Joint Fire Science Program	7,882	13,000	8,000	-5,000
Forest Health Management (Federal lands)	14,779	14,800	14,252	-548
Forest Health Management (co-op lands)	9,853	10,000	10,014	14
State Fire Assistance	45,816	43,000	35,004	-7,996
Volunteer Fire Assistance	7,773	12,810	8,000	-4,810
Other Operations total	395,200	413,202	388,853	-24,349
Subtotal, Forest Service	1,746,091	1,810,566	1,868,677	58,111
Supplementals	100,000	---	---	---
Total, Forest Service	1,846,091	1,810,566	1,868,677	58,111

* This is the current continuing resolution (CR) amount. CR expires 2/15/07.

** This is a new appropriation for FY 2008. Bracketed numbers show equivalent amounts within the Wildland Fire Management appropriation in previous years.

*** There is no net change in number of firefighters resulting in the creating of the Wildland Firefighter account. Funds are moved from the Wildland Fire appropriation and into the new account Wildland Firefighters.

**Interagency
Three-Year National Fire Plan Funding Table**
(dollars in thousands)

AGENCY/Program	FY 2006 Enacted	FY 2007 Estimate*	FY 2008 President's Budget	FY 2008 vs. FY 2007
INTERIOR & FOREST SERVICE				
Wildland Firefighters	[189,666]	[213,265]	**219,710	**219,710
Preparedness	929,544	930,688	***617,416	***-313,272
Fire Suppression Operations	920,907	998,518	1,205,430	206,912
Other Operations:				
Hazardous Fuels Reduction	488,232	491,579	494,375	2,796
Rehabilitation	30,305	29,286	24,591	-4,695
Fire Facilities	7,734	7,338	7,734	396
Joint Fire Science Program	13,793	19,000	12,000	-7,000
Fire Plan Research and Development	22,789	22,800	22,000	-800
Forest Health Management (Federal lands)	14,779	14,800	14,252	-548
Forest Health Management (co-op lands)	9,853	10,000	10,014	14
State Fire Assistance	45,816	43,000	35,004	-7,996
Volunteer Fire Assistance	7,773	12,810	8,000	-4,810
State and Local Assistance	9,852	0	0	0
Other Operations total	650,926	650,613	627,970	-22,643
Subtotal	2,501,377	2,579,819	2,670,526	90,707
Supplementals	200,000	---	---	---
Grand Total	2,701,377	2,579,819	2,670,526	90,707

* This is the current continuing resolution (CR) amount. CR expires 2/15/07.

** This is a new appropriation for FY 2008. Bracketed numbers show equivalent amounts within the Wildland Fire Management appropriation in previous years.

*** There is no net change in number of firefighters resulting in the creating of the Wildland Firefighter account. Funds are moved from the Wildland Fire appropriation and into the new account Wildland Firefighters.

2008 PLANNED ACTIVITIES

Strategic Priorities

- Continue to work in a collaborative manner with States, Tribes, non-governmental organizations, and other partners to ensure the accomplishment of mutual objectives.
- Continue the integration of program funding to accomplish HFI and HFRA objectives efficiently and effectively. At least 40 percent of hazardous fuels funding will be used on projects that contribute to the goal of improving condition class on at least 500,000 acres by the end of the fiscal year through the use of HFI and HFRA authorities.
- Emphasize the integration of Community Wildfire Protection Plans with Federal hazardous fuels mitigation priorities.

Goal 1 – Improve Fire Suppression and Prevention

- Continue to implement large fire suppression operations cost containment strategies.
- Report on percent change from 10-year average for: percent wildfires controlled during initial attack.
- Continue implementation and expanded use of *Appropriate Management Response* (risked-base approach) and *Wildland Fire Use* to reduce suppression cost. These efforts will include a more extended use of wildland fire decision support information and analytical tools to examine values-at-risk and potential risk associated with individual incidents.
- Researchers will continue working to improve firefighting preparedness through tools and models developed to predict activities such as wildfire behavior and effects. Examples are FSPRO, which helps managers to make informed decisions based on probabilities of fire spread and behavior, and values at risk models such as RAVAR, which assists in prioritization of suppression efforts.

Goal 2 - Reduce Hazardous Fuels

- Treat approximately 2.9 million acres of hazardous fuel to reduce flammability of forests, woodlands, shrublands, and grasslands, including 2 million acres in the WUI areas and 868,000 acres in areas outside of WUI areas.
- Reduce fuel loads on an estimated additional 1.50 million acres as a secondary benefit of other vegetation management activities, Wildland Fire Use events, Hazard Mitigation Grants awarded under the State Fire Assistance program, and activities of the Southern Nevada Public Lands Management Act.
- Continue participation in the Federal Woody Biomass Utilization Working Group to promote and support the utilization of woody biomass and woody biomass products from forest and woodland treatments.

Goal 3 - Restoration and Post-Fire Recovery of Fire-Adapted Ecosystems**Part A – Restoration of Fire Adapted Ecosystems**

- Promote the increase of wildland fire use, consistent with land and resource management plans and public and firefighter safety and report these acres annually in future Budget Justifications.

Part B – Post Fire Recovery of Fire Adapted Ecosystems

- Implement emergency stabilization treatments on lands that are severely burned in 2008.
- Rehabilitate and restore burned areas through reforestation, seeding, road and trail restoration, invasive plant treatment, heritage site restoration, grazing management, insect and disease treatment, watershed restoration, and restoration of streams, roads, and trails.
- Continue to reforest burned areas through a five-year cost-share agreement with American Forests for Wildfire ReLeaf.
- Continue the Interagency Program to Supply and Manage Native Plant Materials, a long-term strategy to improve nursery and plant material center infrastructure, monitoring of restoration effects, and public/private partnerships.

Goal 4 – Promote Community Assistance

- Partner with the National Fire Protection Association, State, Federal and nonprofit partners to encourage community responsibility for hazard mitigation through land use planning, building codes, landscaping codes, zoning, and community fire protection planning through the Firewise Communities Program.
- Provide technical assistance, training, supplies, and equipment to more than 6,500 small rural communities and 5,075 volunteer fire departments.
- Use CWPPs to help guide fuel hazard reduction and forest restoration project selection across ownership on a landscape scale.
- Increase firefighting capacity by providing technical assistance, training, supplies, and equipment to 940 small rural communities through Ready Reserve (DOI) and Volunteer Fire Assistance (USDA Forest Service) programs.
- Provide more than \$21 million for technical and financial assistance to States to enhance firefighting capacity at the State and local levels.

2007 GOALS

Goal 1 – Improve Fire Suppression and Prevention

- Maintain an interagency 97 percent initial attack success rate.
- Provide a firefighting fleet of 2,116 engines, dozers, and water/foam tenders, and over 210 aircraft.

Goal 2 - Reduce Hazardous Fuels

- Treat approximately 2.9 million acres of hazardous fuel to reduce flammability of forests, woodlands, shrublands, and grasslands, including 1.9 million acres in the WUI areas and 987,000 acres outside of WUI areas.
- Use CWPPs to help guide fuel hazard reduction and forest restoration project selection across ownership on a landscape scale.
- Continue participation in the Federal Woody Biomass Utilization Working Group to promote and support the utilization of woody biomass and woody biomass products from forest and woodland treatments.

Goal 3 - Restoration and Post-Fire Recovery of Fire-Adapted Ecosystems

Part A – Restoration of Fire Adapted Ecosystems

- Promote the increase of wildland fire use, consistent with land and resource management plans and public and firefighter safety and report these acres annually in future Budget Justifications.

Part B – Post Fire Recovery of Fire Adapted Ecosystems

- Implement rehabilitation projects in the highest priority areas identified within areas burned during the fires of 2005-2007. Treatments include; reforestation, seeding, road and trail restoration, invasive plant treatment, heritage site restoration, grazing

management, insect and disease treatment, watershed restoration, and restoration of streams, roads, and trails.

- Continue to reforest burned areas through a five-year cost-share agreement with American Forests for Wildfire ReLeaf.
- Continue the Interagency Program to Supply and Manage Native Plant Materials, a long-term strategy to improve nursery and plant material center infrastructure, monitoring of restoration effects, and public/private partnerships

Goal 4 – Promote Community Assistance

- Provide more than \$51 million to States in technical assistance, training, supplies, and equipment to more than 7,765 small rural communities and 6,650 volunteer fire departments.
- Partner with the National Fire Protection Association, State, Federal and nonprofit partners to encourage community responsibility for hazard mitigation through land use planning, building codes, landscaping codes, zoning, and community fire protection planning through the Firewise Communities Program.

2006

A PROGRESS REPORT FROM THE DEPARTMENTS OF THE INTERIOR AND AGRICULTURE

Hazardous Fuels Reduction and Landscape Restoration

(Thousands of Acres)

	Wildland Urban Interface				Non-Wildland Urban Interface				Grand Total
	Rx Fire	Mechanical	Other	Total	Rx Fire	Mechanical	Other	Total	
2006									
*FS	800	700	100	1,600	600	300	0	900	2,500
DOI	200	200	100	600	400	200	200	900	1,500
Total	1,000	900	200	2,200	1,000	500	200	1,800	4,000
2001-2006									
FS Total	5,200	2,000	400	7,500	3,100	1,200	100	4,300	11,900
DOI Total	1,200	1,200	300	2,600	3,200	1,100	800	5,100	7,800
Grand Total	6,400	3,200	700	10,100	6,300	2,300	900	9,400	19,700

* All treatment work that reduces hazardous fuel or improves condition class, including State Fire Assistance Hazard Mitigation Grants and Wildland Fire Use.

Data Source: 2001-2003, National Fire Plan Annual Report; 2004-2006, FS - NFPORS Excel Extract; DOI - NFPORS Management Dashboard. Table adapted from Healthy Forests 2006 final accomplishment report – numbers may not add due to rounding. For details about the Healthy Forests Initiative and the details in this report see www.healthyforests.gov.

2006 INTERAGENCY ACCOMPLISHMENTS**Goal 1 – Improve Fire Suppression and Prevention**

- Suppressed approximately 21,400 wildfires, which burned approximately 3.8 million acres of National Forest and Forest Service and DOI lands, and those they protect.
- Strengthened program performance measures through revision of the National Fire Plan 10-Year Comprehensive Implementation Strategy. These new measures include: monitoring and analyzing large fire suppression expenditures with the Stratified Cost Index; maintaining Initial Attack success; reducing the number of human caused ignitions; and, monitoring the number and percent of communities-at-risk covered by a Community Wildfire Protection Plan.
- Implemented actions to address increasing suppression costs. These included emphasizing land management decisions that affect fuel loading and resource protection, increasing the skills and numbers of local firefighters, advancing integrated data management, and developing metrics and accountability measures to evaluate managerial cost effectiveness.

Goal 2 - Reduce Hazardous Fuels

- Reduced hazardous fuels to reduce flammability of forests, woodlands, shrublands, and grasslands on 2.9 million acres of hazardous fuels through the hazardous fuels reduction program, and approximately 1.4 million acres of landscape restoration through other land management activities.

Goal 3 - Restoration and Post-Fire Recovery of Fire-Adapted Ecosystems**Part A – Restoration of Fire Adapted Ecosystems**

- Managed unplanned ignitions on 199,000 acres through Wildland Fire Use (WFU) incidents to accomplish resource management objectives. Emphasized increased wildland fire use in land management planning with the long term objective to increase the utilization of wildland fire use to accomplish resource objectives, including fuels management.
- Implemented the Coordinated Resource Offering Protocol (CROP) in conjunction with Strategic Placement of Treatments (SPOTS) for ecosystem restoration and hazardous fuel reduction. Ten areas across the nation are engaged in an Interagency effort to level the annual biomass offering between agencies, reducing investment risk to private parties interested in participating in creating biomass utilization opportunities from hazardous fuel reduction and forest restoration activities.

Part B – Post Fire Recovery of Fire Adapted Ecosystems

- Assessed and implemented emergency stabilization treatments on 1,058 projects that initiated recovery on 2.3 million acres. In addition, work was completed on 3,454 miles of roads, trails, streams and other lineal features to reduce the impacts of floods and other post-fire effects.

- Continued the Interagency Program to Supply and Manage Native Plant Materials that works with growers to collect native plant material and develop supplies for restoration needs.
- Implemented the agreement with American Forests for Wildfire ReLeaf to supplement reforestation efforts of burned areas. This is a matching fund agreement that resulted in a private funding contribution of over \$200,000 for reforestation efforts.

Goal 4 – Promote Community Assistance

- Assisted almost 9,000 communities in the form of risk assessments, fire prevention programs, fire management planning, and hazardous fuel mitigation projects.

WILDLAND FIRE MANAGEMENT

The 2008 President's budget request for Wildland Fire Management is \$801.849 million, an increase of \$32.596 million from 2007. This proposal continues support for the interagency National Fire Plan and the goals of the Healthy Forests Initiative. Within this request, major initiatives in 2008 include:

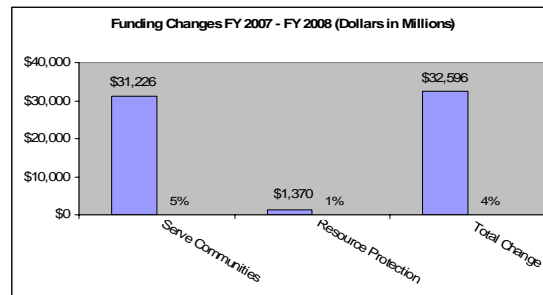
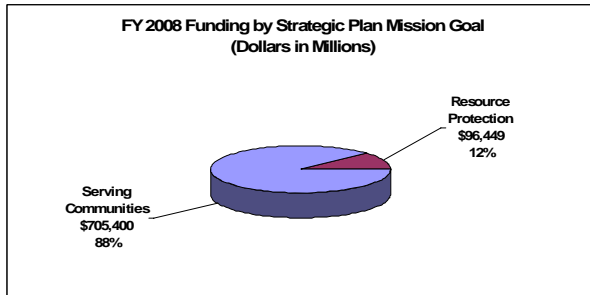
- ◆ *Re-alignment of base Preparedness resources to focus on initial attack* – Successful initial attack is critical to controlling fires before they can escape to become large, costly and damaging incidents. Firefighters that respond to wildfire incidents will be reinforced, and the number of crews that serve as large fire, extended attack support will be reduced. Aviation resources, management and support personnel, and overall administrative support will also be re-aligned. The total Preparedness budget proposed is \$268.3 million. This request will continue to support an initial success rate of at least 95%.
- ◆ *Increase Suppression to fund the ten-year average* – The Suppression request is \$294.4 million. This level will enable the Department to respond to an average level of wildland fire, guided by the average costs of the most recent ten years.

TOTAL 2008 BUDGET REQUEST

(Dollars in Thousands)

Budget Authority	2006 Enacted	2007 President's Budget	2007 CR	2008 Request	2008 Request Change from 2007 Amount
Preparedness	268,839	274,801	274,801	268,334	-6,467
Suppression Operations	230,721	257,041	257,041	294,398	+37,357
Other Operations	255,726	237,718	237,411	239,117	+1,706
Hazardous Fuels Reduction—Wildland Urban Interface (WUI)	131,530	128,994	128,994	130,934	+1,940
Hazardous Fuels Reduction—Non-Wildland Urban Interface (Non-WUI)	76,583	70,793	70,793	71,858	+1,065
Burned Area Rehabilitation	24,116	24,286	24,286	24,591	+305
Fire Facilities	7,734	7,734	7,338	7,734	+396
Joint Fire Science	5,911	5,911	6,000	4,000	-2,000
Rural Fire Assistance	9,852	0	0	0	0
Sub-Total	755,286	769,560	769,253	801,849	+32,596
Emergency	100,000	0	0	0	0
Total, DOI	855,286	769,560	769,253	801,849	+32,596
<i>FTE</i>	4,592	4,440	4,363	4,311	-52

2008 BUDGET REQUEST BY INTERIOR MISSION AREA



The budget request for 2008 continues to reflect the President’s concern about the vulnerability of people and their property to the destruction caused by unwanted and uncontrolled wildfires. This request proposes an increase of \$31.2 million for the “Serving Communities” goal of the DOI Strategic Plan. Through this program, the Department cooperates with its Federal, State, and local partners to reduce the levels of hazardous fuels, prepare for and respond to wildfires, suppress and contain unwanted and unplanned fires, and stabilize areas that have suffered damage from the wildfires.

This request proposes an increase of \$1.4 million to support the Departmental goal of Resource Protection and strategy of restoring and maintaining proper function of watersheds and landscapes by reducing hazardous fuels outside the WUI and beginning the restoration of burned areas into fire-adapted areas. The buildup of hazardous fuels on an estimated 180 million acres of lands under Federal management not only presents a danger to WUI communities, but also sets the stage for long-term damage to the land and the valuable natural resources found there.

The budget supports the enactment of the Healthy Forests Restoration Act by requesting \$202.792 million for hazardous fuels reduction. These funds will be used to treat high priority acres identified through collaboration with partners and improve the monitoring of projects. These funds contribute to the strategic goals of serving communities and protecting resources. The Department devotes about 65 percent of its Hazardous Fuels Reduction funding to reducing fuel loads in the wildland urban interface (WUI).

2008 PERFORMANCE SUMMARY

The Wildland Fire Management (WFM) appropriation provides the Department’s funding for performing the wildland fire prevention, suppression, and rehabilitation activities of the National Fire Plan. Activities are performed by four DOI bureaus: the Bureau of Indian Affairs (BIA), the Bureau of Land Management (BLM), the Fish and Wildlife Service (FWS), and the National Park Service (NPS). The Department’s Office of Wildland Fire

Coordination (OWFC) provides oversight and coordinates NFP efforts among the Interior bureaus and with other agencies.

Firefighting in the United States is a cooperative and interagency effort. Multi-bureau fire operational programs are managed by the National Interagency Fire Center (NIFC) which is located in Boise, Idaho. NIFC is the nation's support center for wildland firefighting which houses seven different Federal and State agencies. Cooperation is the key at NIFC, with the Federal and State agencies sharing firefighting supplies, equipment and personnel to facilitate efficient and cost-effective firefighting or disaster management. Partnerships with State, local and rural agencies help to enhance these efforts. Interior's major Federal partner in the NFP is the USDA's Forest Service. The Wildland Fire Leadership Council (WFLC), consisting of high-level Federal, State, and county officials, and other non-Federal partners, provides policy guidance for the NFP participating agencies.

Within this cooperative, interagency framework, the Department's Wildland Fire Management 2008 budget request will continue addressing strategic priorities to both serve communities and protect resources.

SERVING COMMUNITIES

About 88 percent of the Wildland Fire Management appropriation supports the goal of Serving Communities. In 2008, the \$705.4 million requested will fund:

Hazardous Fuel Reduction in the Wildland Urban Interface – The Department has been making steady progress in reducing hazardous fuels in the WUI. From 2001 – 2006, DOI treated more than 2.4 million WUI acres. The number of acres treated annually around and near communities at risk from wildfire has increased from more than 164,000 in 2001, to over 493,000 planned in 2008, an increase of 200 percent.

These treatments support the long-term goal of improving protection of lives, resources and property. In 2008, more than 335,000 WUI acres identified in locally-developed Community Wildfire Protection Plans are targeted for treatment, an increase from 2007 of about 20,000 acres. Along with the increase in acres treated has come an increase in local collaboration to identify and prioritize areas in need of hazardous fuel reduction. This priority-setting process ensures that fiscal investments are focused on areas that will yield the greatest risk mitigation and environmental benefits.

Fire Preparedness and Suppression – All the preparation possible cannot prevent all forest and rangeland fires. Though the Department emphasizes a risk-based approach (Appropriate Management Response) to deploying resources for fire suppression, agencies must be prepared to respond quickly and effectively to unplanned and unwanted wildfires that occur in places and under circumstances that are conducive to catastrophic fire. Maintaining a consistently high initial attack success rate is critical to controlling wildfires

before they can escape to become large, costly and damaging incidents. In 2008, the Department will focus Preparedness resources to support more effective initial attack to again achieve a rate of 95 percent or better in containing fires upon initial attack on DOI-managed lands. Together with successful initial attack, the Department will be better placed to reduce the number of acres burned by unplanned and unwanted wildland fire, targeting in 2008 a one percent reduction in the ten-year average of acres burned on DOI lands.

Suppression Cost Containment - The program continues to focus significant efforts on improving cost-effective performance with respect to large fire suppression cost containment. New metrics are being developed and implemented that will provide the means to evaluate managerial cost effectiveness.

RESOURCE PROTECTION

The balance of the Wildland Fire Management program protects resources through reduction of fuels outside the WUI and rehabilitation of burned areas. In 2008, the \$96.4 million requested will fund:

Hazardous Fuel Reduction – Fuels treatments outside the WUI are planned to strategically target areas where overgrown, diseased, or dead vegetation presents a high risk of unwanted and uncontrollable wildfires. By removing excess fuels through prescribed fire, mechanical removal, or treatment with herbicides, lands are returned to a condition that can withstand and benefit from periodic fires. From 2001 - 2006, more than 4.26 million acres were treated. In 2008 the Department will treat another 568,000 acres and focus these treatments on the strategic goals of maintaining lands in the desired condition (targeting an increase of one percent) as well as conducting fuels reduction treatments that begin moving them to better condition (an increase of two percent).

Burned Area Rehabilitation - Land that has been burned by high intensity wildfire is often burned to the ground, denuded of all vegetation, and the soil organic layer destroyed. Many places cannot recover naturally from such devastation. After emergency stabilization actions have been put in place, the agencies select critical portions of such burned areas to begin the rehabilitation and restoration process. Interior plans to increase performance treating burned acres as measured by the desired condition by three percent.

PRESIDENT'S MANAGEMENT AGENDA

Budget and Performance Integration

- ◆ **Base analysis** - In 2006 the DOI fire bureaus analyzed base budgets for all the fire program budget activities. Through careful prioritization and re-direction of base funds to on-the-ground accomplishments, DOI will treat more acres and field more initial attack firefighters than otherwise possible at the request level. Annual analysis of national program efforts will continue.
- ◆ **Overall performance** - Performance under the suite of fire program performance measures was considered in developing the overall 2008 budget request. The request balances maintaining initial response capability (successfully controlling 95 percent of fires on initial attack) and treating hazardous fuels at approximate historic efficiency levels (between 5,200 and 5,300 acres since 2006 – refer to the *DOI Hazardous Fuels Reduction Summary* table included in the fuels activity chapter).
- ◆ **Suppression Costs** - FireCode, a web-based interagency fire incident cost-coding protocol, allows all five Federal agencies to capture costs for any and every fire nationwide. In 2006, U.S. Forest Service completed an analysis of their expenditures on more than 1,500 large fires to begin development of a stratified cost index performance measure. Work began in 2006 to analyze DOI expenditures on these fires that occurred in 2004 and 2005.
- ◆ **Activity Based Costing** - ABC/M data are collected and reported in the Wildland Fire Management program on a cross-bureau basis. With two years of data available, the program can begin developing trend data for monitoring performance. This data may also be used to better cost new performance measures identified in the *10-Year Implementation Plan* update.
- ◆ **Program Assessment Rating Tool (PART)** – The DOI fire program was reviewed in 2005 based on performance under the original *10-Year Implementation Plan* suite of performance measures. In 2006, under the guidance of WFLC, these original National Fire Plan measures were revised and developed into the updated *10-Year Implementation Plan*. The DOI 2007-2012 Strategic Plan adopted many of these updated measures, which focus on end outcomes rather than outputs. Beginning in 2007, wildland fire management performance will be reported based on the new, collaboratively-developed *Plan* measures. Additional DOI – Forest Service reports for the five measures included in the National Fire Plan chapter will also continue.
- ◆ **Allocations** - Funds for four fire programs (Hazardous Fuels Reduction, Rehabilitation, Facilities, and JFSP) are distributed annually on a nationally competitive, priority basis. The Preparedness baseline was established in 2001 using the most-efficient level (MEL) planning process. 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.

DOI Competitive Allocations

(Dollars in Thousands)

Program	2007 CR	2008 Request	Brief Description of Review Process
Hazardous Fuels Reduction	199,787	202,792	Projects are nominated after local collaboration among Federal, State, local, tribal, and private parties. Projects are reviewed and selected by each bureau. Bureau projects are reviewed and selected by an interagency fuels team and the bureau fire directors with national oversight.
Burned Area Rehabilitation	24,286	24,591	DOI-managed field units assess wildfire damage and develop rehabilitation plans which are approved by appropriate bureau line officers. Funding is approved at different levels according to specific limits for each bureau. An interagency team representing the Department and the bureaus manages the overall program.
Facilities Construction and Maintenance	7,338	7,734	Each bureau submits its 5-year plan for construction and maintenance per DOI instructions. Projects are reviewed and prioritized by an interagency team at NIFC and approved by fire directors.
Joint Fire Science	6,000	4,000	JFSP governing board issues Announcements For Proposals, reviews applications, and selects projects for research grants.

- ◆ **Fire Program Analysis** – When implemented, the FPA system will enable land and resource managers to allocate resources more effectively across multiple land unit boundaries – at all organizational levels from the local fire planning unit all the way to the national, interagency level. The integrated system will model performance metrics such as reducing the probability of occurrence of costly fires, increasing the proportion of land meeting management objectives, protecting high-value resources, and success containing fires before they escape to become large, damaging incidents. Progress can be monitored at <http://www.fpa.nifc.gov/>.

Strategic Management of Human Capital

- ◆ **The FY 2004-FY 2009 Human Capital Workforce Plan** –A key finding is that work in the fire program has evolved to require less emphasis on the “militia” workforce and a higher emphasis on technical and administrative skills. One reason for the shift is the complexity of operations in the growing wildland urban interface.
- ◆ **Workforce Management** – The base analysis begun in 2006 will allow the bureaus to focus available resources on leadership, management and firefighting skills necessary to further transition to a more effective workforce.
- ◆ **Interagency Fire Program Qualifications Standard and Guide** – Implemented in 2005, these standards for most fire management positions enhance firefighter safety and increase professionalism in interagency fire management programs.
- ◆ **Outsourcing** - The Wildland Fire Management program has used outsourcing successfully for about 35 years for concessions, supplies and services (including extended attack fire suppression). More recently, under the National Fire Plan the agencies have committed to outsource at least 50% of hazardous fuels reduction treatments.

Competitive Sourcing

- ◆ *Green Plan* - The DOI Green Plan includes 1,400 FTE for potential study in 2007 and 2008, many that are either fire FTE or those that support the fire program. These numbers may be revised annually based on results of the Department's Green Plan update completed in August each year.
- ◆ *A-76 Studies* - Interagency preliminary planning is underway for training and/or dispatch studies that could be announced in FY 2007. Should this preliminary effort suggest no obvious room for improvement or cost efficiencies the studies would not be announced for formal competition.

Financial Performance

- ◆ *Common Budget Structure* - Both the Forest Service and Interior have implemented the budget structure approved by Congress in the 2006 appropriation. This structure provides comparable budgeting and accounting for National Fire Plan appropriations.
- ◆ *Suppression Cost Collection* - The Forest Service and DOI developed a common cost coding system for all large fire suppression incidents. This system replaced five different incident coding schemes formerly used by the fire management agencies.

Expanding Electronic Government

- ◆ *Enterprise Architecture* - The Department is implementing the DOI Enterprise Architecture Wildland Fire Management modernization blueprint recommendations. The DOI Investment Review Board (IRB) approved the development of a "capstone" investment vehicle in accordance with the modernization blueprint, in order to improve the overall financial accountability and management of its future IT engineering dollars and to ensure tighter alignment to the performance objectives of the program.
- ◆ *Geo-Spatial One-Stop* - The fire program is a portal on the Geo-spatial One-Stop Web site and provides access to the public for pertinent wildland fire information. As this portal is updated based on the modernization blueprint recommendations, the information provided through the portal will become the authoritative, current source for active fire information.
- ◆ *E-Government Benefits* - The DOI wildland fire bureaus contribute funds to support the President's E-Government initiatives. These amounts are paid into the Department's Working Capital Fund Account, and costs are distributed based upon relative benefits received by each bureau. The Departmental Management budget justification includes amounts for each initiative and describes the benefits received from each E-Government activity. Capital Asset Justifications for the bureaus' major IT investments can be viewed at <http://www.doi.gov/ocio/cp/index.html>.

Asset Management

- ◆ *Aviation Resources* - The Department is currently engaged with the Forest Service in a strategic planning effort for aviation resources. This plan will take into account all

types of aircraft used in wildland firefighting, and will be the first to consider all aspects of the fire management mission.

GOAL PERFORMANCE TABLE

Goal Performance Table											
Target Codes:		SP = Strategic Plan Measures				PART = PART measure					
		UNK = Prior year data unavailable									
		TBD = Targets have not yet been developed				BUR = Bureau specific measure					
		NA = Long-term targets are inappropriate to determine at this time									
Type Codes:		C=Cumulative Measure			A = Annual Measure			F = Future Measure			
End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)	
End Outcome Goal 1.1 Resource Protection: Improve Health of Watersheds, Landscapes, and Marine Resources											
Number and percent of treated Non-WUI acres treated that are identified through collaboration consistent with the 10-Year Plan, and by category (BUR)	A					NA	NA	NA	NA	NA	
Number of treated burned acres that achieve the desired condition (SP)	A					NA	126,000	126,000	0	126,000	
Percent of treated burned acres that have achieved the desired condition (SP)	A					NA	70% (126,000 of 180,000 acres)	73% (126,000 of 173,000 acres)	+3%	80% (126,000 of 158,000 acres)	

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Percent of natural ignitions, occurring in areas designated for wildland fire use or consistent with wildland fire use strategies, that are allowed to burn (SP)	A					NA	1%	2%	+1%	5%
Percent of acres treated which are moved toward desired condition (SP)	A					NA	67%	69%	+2%	72%
Percent of acres treated which are maintained in desired condition (SP)	A					NA	15%	16%	+1%	18%
Number of acres treated outside the WUI per million dollars gross investment (BUR)	A	<u>770,797</u> \$80.08M =9,628	<u>726,835</u> \$75.28M =9,655	<u>612,000</u> \$76.5M =7,992	<u>573,569</u> \$74.75M =7,673	<u>570,000</u> \$70.79M =8,052	<u>570,000</u> \$70.79M =8,052	<u>568,000</u> \$71.86M =7,904	-2%	NA
Percent and number of burned acres identified in approved post-wildfire recovery plans that receive treatments (BUR)	A					NA	NA	NA	NA	NA
Percent of burned acres treated for post-wildfire recovery trending toward desired conditions (BUR)	A					NA	NA	NA	NA	NA

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Percent of burned acres treated for post-wildfire recovery trending toward desired conditions (BUR)	A					NA	NA	NA	NA	NA
Number of green tons and/or volume of woody biomass from hazardous fuel reduction and restoration treatments that are made available (BUR)	A					NA	NA	NA	NA	NA
End Outcome Goal 1.1 Serving Communities: Improve Protection of Lives, Resources and Property										
Percent change from the 10-year average in the number of acres burned by unplanned and unwanted wildland fires on DOI lands (SP)	A					NA	-2%	-3%	+1%	-5%
Improve Fire Management: Improve Fire Prevention and Suppression										
Percentage of all fires not contained in initial attack that exceed a stratified cost index (PART and BUR)	A					NA	NA	NA	NA	NA
Percent of unplanned and unwanted wildland fires on DOI land controlled during initial attack (BUR)	A	98%	97%	95%	96%	95%	95%	95%	0%	95%
Improve Fire Management: Reduce Hazardous Fuels										

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Percent of acres treated which achieve fire management objectives as identified in applicable management plans (SP)	A					NA	90%	92%	+2%	95%
Number and percent of treated WUI acres that are identified in Community Wildfire Protection Plans or other applicable collaboratively developed plans (SP)	A				62% (334,323 of 532,539)	NA	65% (315,250 of 485,000 acres)	68% (335,240 of 493,000 acres)	+3%	80% (420,000 of 525,000 acres)
Number of acres in WUI treated per million dollars gross investment (SP)	A	<u>490,110</u> \$115.38M = 4,248	<u>542,568</u> \$132.59M =4,092	<u>472,000</u> 132.86M =3,553	<u>532,539</u> \$132.302M =4,025	<u>451,000</u> \$128.99M =3,496	<u>485,000</u> \$128.99M =3,760	<u>493,000</u> \$130.934 M =3,765	+5	3,500
National Fire Plan Common Interagency Measures (Reported Jointly with U.S. Forest Service in National Fire Plan chapter. Following is DOI data only.)										
Percent of unplanned and unwanted wildland fires on DOI land controlled during initial attack	A	98%	97%	95%	96%	95%	95%	95%	0%	95%
Number of high priority acres treated in the WUI	A	490,110	542,568	472,000	532,539	451,000	485,000	493,000	8,000	NA
Number of acres treated that are in condition classes 2 or 3 in fire regimes 1 through 3 outside the WUI	A	494,000	477,742	373,000	344,114	399,000	399,000	398,000	-1,000	NA

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Number of acres (non-WUI) in fire regimes 1, 2, or 3 moved to a better condition class	A	294,000	271,551	230,000	241,045	235,000	235,000	255,000	20,000	NA
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class per million dollars of gross investment (non-WUI)	A	3,672	3,607	3,330	3,225	3,320	3,320	3,549	229	NA
Additional National Fire Plan Measure										
Number of acres (non-WUI) in fire regimes 1, 2, or 3 moved to a better condition class- as a percent of total acres treated (Non-WUI)	A	38%	37%	38%	42%	41%	41%	45%	4%	NA
Long-Term Measures										
Percent of DOI and USDA acres in good condition (defined as acres in condition class 1)	A	UNK	UNK	UNK	UNK	NA	NA	NA	NA	NA
Comment: Data pending LANDFIRE implementation										
Percentage of all fires not contained in initial attack that exceed a stratified cost index	A	UNK	UNK	UNK	UNK	NA	NA	NA	NA	NA

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Comment: Data pending research - expected to be reported for FY 2007										
Number of acres (WUI and Non-WUI) in fire regimes 1, 2, or 3 moved to a better condition class	A	UNK	UNK	UNK	UNK	NA	NA	NA	NA	NA
Comment: Data previously reported only for Non-WUI. WUI data available beginning in FY 2007.										
<p><i>NOTE: The measures below comprised the original, collaboratively-developed suite of measures contained in the original 10-Year Implementation Plan. Many of these measures were also included in the previous DOI Strategic Plan. These measures have been replaced with the suite of measures listed above. DOI will report accomplishments for both sets of measures for 2007.</i></p>										
End Outcome Goal Resource Protection: Improve health of watersheds, landscapes, and marine resources										
Restore and maintain proper function to watersheds and landscapes: Restore fire-adapted ecosystems										
Percent of acres degraded by wildland fire with post-fire rehabilitation treatments underway, completed, or monitored (SP)	A	17.5% (827,045 of 4,714,816 acres)	16.0% (405,269 of 2,535,672 acres)	20%	71.3% (2,226,003 of 3,122,432 acres)	20%	20%			
Number of acres (non-WUI) in fire regimes 1, 2, or 3 moved to a better condition class - in total (SP) <i>Included above with interagency measures</i>	A	294,000	271,551	230,000	241,045	235,000	235,000			

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Number of acres (non-WUI) in fire regimes 1, 2, or 3 moved to a better condition class- as a percent of total acres treated (SP) <i>Included above with interagency measures</i>	A	38.1% (294,000 of 771,000 acres)	37.3% (271,551 of 726,835 acres)	37.6% (230,000 of 612,000 acres)	42.0% (241,045 of 573,569 acres)	41.2% (235,000 of 570,000 acres)	41.2% (235,000 of 570,000 acres)			
Number of acres in prior measure moved to a better condition class per million dollars of gross investment (SP) <i>Included above with interagency measures</i>	A	<u>294,000</u> \$80.08 =3,672	<u>271,551</u> \$75.28 =3,607	<u>230,000</u> \$77.36M =2,973	<u>241,045</u> \$74.75M =3,225	<u>235,000</u> \$70.79M =3,320	<u>235,000</u> \$70.79 =3,320			
Restore and maintain proper function to watersheds and landscapes: Reduce hazardous fuels										
Number of acres treated that are in condition classes 2 or 3 in fire regimes 1 through 3 outside the WUI - in total (SP) <i>Included above with interagency measures</i>	A	494,000	477,742	373,000	344,114	399,000	399,000			
Number of acres treated that are in condition classes 2 or 3 in fire regimes 1 through 3 outside the WUI - as a percent of all acres treated (SP)	A	64.1% (494,000 of 770,797 acres)	65.7% (477,742 of 726,835 acres)	60.9% (373,000 of 612,000 acres)	60.0% (344,114 of 573,569 acres)	70.0% (399,000 of 570,000 acres)	70.0% (399,000 of 570,000 acres)			

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Number of acres treated outside the WUI per million dollars gross investment (SP)	A	770,797 \$80.08M =9,628	726,835 \$75.28M =9,655	612,000 \$76.5M =7,992	573,569 \$74.75M =7,673	570,000 \$70.79M =8,052	570,000 \$70.79M =8,052			
Serve Communities: Protect lives, resources, and Property										
Loss of life from severe, unplanned and unwanted wildland fire is eliminated (SP)	A	0 – DOI fires 20- Total	1 – DOI fires 12 - Total	0	1	0	0			
Firefighter injuries from severe, unplanned and unwanted wildland fire are reduced (SP)	A	414	341	No target	367	TBD	TBD			
Damage to communities and the environment from severe, unplanned and unwanted wildland fire are reduced (SP)	F	UNK	UNK	No target	UNK	TBD	TBD			
Amount of time lost from firefighter injury in proportion to the number of days worked across all agencies (SP)	A	0.05% (1,383.25 of 2,758,577 days)	0.11% (1,066.00 of 977,258 days)	0.05%	0.11% (1,277 of 1,157,356 days)	0.05%	0.05%			
Number of homes and significant structures lost as a result of wildland fire (SP)	A	104	89	No target	181	NA	NA			
Improve fire management: Improve fire prevention and suppression										

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Percent of unplanned and unwanted wildland fires on DOI land controlled during initial attack (SP - now Bureau measure above)	A	98%	97%	95%	96%	95%	95%			
Number of acres burned by unplanned and unwanted wildland fires (all acres – not just DOI) (SP)	A	8,094,531	8,681,252	5,135,013	9,871,863	5,771,566	5,771,566			
Improve fire management: Reduce hazardous fuels										
Number of acres treated that are in the wildland-urban interface and are identified as high priority through collaboration consistent with the 10-Year Implementation Plan - in total (SP)	A	490,110	542,568	472,000	532,539	451,000	485,000			
Number of acres treated that are in the wildland-urban interface and are identified as high priority through collaboration consistent with the 10-Year Implementation Plan - as X percent of all acres treated (SP)	A	38.9% (490,110 of 1,261,110 acres)	42.8% (542,568 of 1,269,403 acres)	43.6% (472,000 of 1,084,000 acres)	48.1% (532,539 of 1,106,108 acres)	42.9% (451,000 of 1,052,000 acres)	46.0% (485,000 of 1,055,000 acres)			

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Number of acres treated outside the WUI per million dollars gross investment (SP - also in new SP)	A	770,797 \$80.08M =9,628	726,835 \$75.28M =9,655	612,000 \$76.5M =7,992	573,569 \$74.75M =7,673	570,000 \$70.79M =8,052	570,000 \$70.79M =8,052			

**2008 Budget At a Glance
(Dollars in Thousands)**

Appropriation: Wildland Fire Management		2006 Enacted	2007 CR	Fixed Cost Changes	Internal Transfers	Program Changes	2008 Request
Preparedness		268,839	274,801	+10,708	0	-17,175	268,334
1	<i>Program Increase – Increase Initial Attack Capability</i>					[+5,402]	
2	<i>Program Decrease – Reduce Extended Attack Interagency Type 1 Crews</i>					[-3,000]	
3	<i>Program Decrease – Aviation Reduction Strategies</i>					[-8,500]	
4	<i>Program Decrease – Reduce Management and Support</i>					[-5,800]	
5	<i>Program Decrease – Reduce Operating and Support Costs</i>					[-5,277]	
Suppression Operations		230,721	257,041	0	0	+37,357	294,398
1	<i>Program Increase - Fully Fund 10-Year Suppression Average</i>					[+37,357]	
Other Operations							
Hazardous Fuels Reduction		208,113	199,787	+3,005	0	0	202,792
Burned Area Rehabilitation		24,116	24,286	+305	0	0	24,591
Fire Facilities		7,734	7,734	0	0	0	7,734
1	<i>Impact of the CR [Non-Add]</i>		[-396]			[+396]	
Joint Fire Science		5,911	5,911	0	0	-1,911	4,000
1	<i>Program Decrease - Reduce Projects</i>					[-1,911]	
2	<i>Impact of the CR [Non-Add]</i>		[+89]			[-89]	
State and Local Fire Assistance		9,852	0	0	0	0	0
Impact of the CR			-307			+307	0
TOTAL APPROPRIATION		755,286	769,253	+14,018	0	+18,578	801,849

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SUMMARY OF REQUIREMENTS

(Dollars in Thousands)

Activity/Subactivity		2006 Actual	2007 CR	Fixed Cost & Related Changes (+/-)	Program Changes (+/-)	2008 Budget Request	Inc(+) Dec(-) from 2007 CR
Preparedness	\$	268,839	274,801	+10,708	-17,175	268,334	-6,467
	FTE	2,654	2,654	0	-52	2,602	-52
Suppression Operations	\$	230,721	257,041	0	+37,357	294,398	+37,357
	FTE	606	377	0	0	377	0
Other Operations	\$	255,726	237,718	+3,310	-1,911	239,117	+1,399
	FTE	1,332	1,332	0	0	1,332	0
Hazardous Fuels Reduction	\$	208,113	199,787	+3,005	0	202,792	+3,005
	FTE	1,276	1,276	0	0	1,276	0
Burned Area Rehabilitation	\$	24,116	24,286	+305	0	24,591	+305
	FTE	52	52	0	0	52	0
Fire Facilities	\$	7,734	7,734	0	0	7,734	0
	FTE	2	2	0	0	2	0
<i>Impact of the CR</i>		0	[-396]		[+396]	0	
Joint Fire Science	\$	5,911	5,911	0	-1,911	4,000	-1,911
	FTE	2	2	0	0	2	0
<i>Impact of the CR</i>			[+89]		[-89]	0	
State and Local Assistance	\$	9,852	0	0	0	0	0
	FTE	0	0	0	0	0	0
Impact of the CR			-307	0	+307	0	0
Total, Wildland Fire Management	\$	755,286	769,253	+14,018	+18,578	801,849	+32,596
	FTE	4,592	4,363	0	-52	4,311	-52

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JUSTIFICATION OF FIXED COSTS AND RELATED CHANGES (\$000)

	2007 Budget	2007 Revised*	2008 Fixed Costs Change
Additional Operational Costs from 2007 and 2008 January Pay Raises			
1. 2007 Pay Raise, 3 Quarters in 2007 Budget	\$4,311	\$4,311	NA
<i>Amount of pay raise absorbed</i>	[\$1,847]	[\$1,847]	NA
2. 2007 Pay Raise, 1 Quarter (Assumed 2.2%)			+\$2,557
3. 2008 Pay Raise (Assumed 3.0%)			+\$7,406
These adjustments are for an additional amount needed to fund estimated pay raises for Federal employees.			
Line 1 is an update of 2007 budget estimates based upon an assumed 2.2%.			
Line 2 is the amount needed in 2008 to fund the estimated 2.2% January 2007 pay raise from October through December 2007.			
Line 3 is the amount needed in 2008 to fund the estimated 3.0% January 2008 pay raise from January through September 2008.			

	2007 Budget	2007 Revised	2008 Fixed Costs Change
<u>Other Fixed Cost Changes</u>			
Two More Pay Days	NA	NA	+\$2,870
This adjustment reflects the increased costs resulting from the fact that there are two more pay days in 2008 than in 2007.			
Employer Share of Federal Health Plans	+\$1,464	+\$1,464	+\$1,177
The adjustment is for changes in the Federal government's share of the cost of health insurance coverage for Federal employees. The increase is estimated at 6 percent, the average increase the past few years.			
Rental Payments	\$7	\$7	+\$8
This adjustment is for changes in the costs payable to General Services Administration and others resulting in changes from rates for office and non-office space as estimated by GSA, as well as the rental costs of other currently occupied space. These costs include building security; in the case of GSA space, these are paid to DHS.			

* Since no 2007 appropriation has been enacted, 2007 Revised Estimates assume enactment of the 2007 President's budget. Other revisions have been made for changes in estimates.

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APPROPRIATIONS LANGUAGE SHEET

For necessary expenses for fire preparedness, suppression operations, fire science and research, emergency rehabilitation, hazardous fuels reduction, and rural fire assistance by the Department of the Interior, \$801,849,000, to remain available until expended, of which not to exceed \$7,734,000 shall be for the renovation or construction of fire facilities: Provided, That such funds are also available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: Provided further, That persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation: Provided further, That notwithstanding 42 U.S.C. 1856d, sums received by a bureau or office of the Department of the Interior for fire protection rendered pursuant to 42 U.S.C. 1856 et seq., protection of United States property, may be credited to the appropriation from which funds were expended to provide that protection, and are available without fiscal year limitation: Provided further, That using the amounts designated under this title of this Act, the Secretary of the Interior may enter into procurement contracts, grants, or cooperative agreements, for hazardous fuels reduction activities, and for training and monitoring associated with such hazardous fuels reduction activities, on Federal land, or on adjacent non-Federal land for activities that benefit resources on Federal land: 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: Provided further, That notwithstanding requirements of the Competition in Contracting Act, the Secretary, for purposes of hazardous fuels reduction activities, may obtain maximum practicable competition among: (1) local private, nonprofit, or cooperative entities; (2) Youth Conservation Corps crews or related partnerships with State, local, or non-profit youth groups; (3) small or micro-businesses; or (4) other entities that will hire or train locally a significant percentage, defined as 50 percent or more, of the project workforce to complete such contracts: Provided further, That in implementing this section, the Secretary shall develop written guidance to field units to ensure accountability and consistent application of the authorities provided herein: Provided further, That funds appropriated under this head may be used to reimburse the United States Fish and Wildlife Service and the National Marine Fisheries Service for the costs of carrying out their responsibilities under the Endangered Species Act of 1973 (16 U.S.C. 1531 et seq.) to consult and conference, as required by section 7 of such Act, in connection with wildland fire management activities.

APPROPRIATION LANGUAGE AND CITATIONS

Appropriation Language Citations:

16 U.S.C. 1; 16 U.S.C. 594; 16 U.S.C. 668dd-668ee; 42 U.S.C. 1856; 42 U.S.C. 5121; 16 U.S.C. 3101; 43 U.S.C. 1469; 43 U.S.C. 1748; 25 U.S.C. 3101; P. L. 93-638; P. L. 103-413; P.L. 104-208; P.L. 105-83; P.L. 106-113; P.L. 106-291; P.L. 107-56; P.L. 107-234; P.L. 108-7; P.L. 108-108; P.L. 108-447; P.L. 109-54; P.L. 109-148

The National Park Service Organic Act (16 U.S.C. 1) provides basic authority for fire protection and suppression on National Park System lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for mutual aid in fire protection.

The National Wildlife Refuge System Improvement Act of 1997 (16 U.S.C. 668dd-668ee) constituted an "Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas."

The Reciprocal Fire Protection Agreement Act of 1955 (42 U.S.C. 1856) provides authority for mutual aid in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.

The Disaster Relief Act of May 22, 1974 (42 U.S.C. 5121) authorizes Federal agencies to assist State and local governments during emergencies or major disasters by direction of the President.

The Alaska Native Claim Settlement Act of 1971, as amended by the Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et. seq.) provides that as long as there are no substantial revenues from those lands, Alaska Native Corporation lands will receive wildland fire protection services from the U.S. at no cost.

The National Indian Forest Resources Management Act of 1990 (25 U.S.C. 3101) provides BIA with authority for fire protection and suppression on Indian Trust Lands.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1748), as amended, provides for protection of public lands and resources from destruction by fire.

43 U.S.C. 1469 authorizes the Secretary of the Interior to perform work occasioned by emergencies.

The Tribal-Self Governance Act of 1994, P. L. 103-413, establishes a program with DOI known as tribal "self-governance", authorizing the compacting of the Department of the Interior programs.

Section 102 of the General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies authorizes the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the public lands and for the rehabilitation of burned lands.

Healthy Forests Restoration Act of 2003, P.L. 108-148 requires that fuels reduction and forest management projects be planned through a local and State collaborative process and conducted in a manner consistent with applicable land, resource and fire management plans.

OTHER PROGRAM GUIDANCE

In addition to the legislative basis for the wildland fire management program, major program evaluations, listed below, completed in recent years have contributed to the framework for implementation of the National Fire Plan.

- National Fire Plan (“A Report to the President in Response to the Wildfires of 2000, September 8, 2000”).
- National Academy of Public Administration “Study of the Implementation of the Federal Wildland Fire Policy”, December 2000.
- Federal Wildland Fire Policy, as amended, 2001.
- 10-Year Comprehensive Strategy: A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment, August 2001.
- National Academy of Public Administration, “Managing Wildland Fire, Enhancing Capacity to Implement the Federal Interagency Policy, December 2001.
- DOI Rural Fire Assistance Program Evaluation, January 2002.
- General Accounting Office Report 02-259, “Severe Wildland Fires: Leadership and Accountability Needed to Reduce Risks to Communities and Resources”, February 2002.
- Interagency Acquisition and Assistance Program Evaluation, March 2002.
- General Accounting Office Report 02-158, “Wildland Fire Management: Improved Planning Will Help Agencies Better Identify Fire-Fighting Preparedness Needs”, March 2002.
- Implementation Plan for the 10-Year Comprehensive Strategy: A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment, May 2002.
- National Academy of Public Administration, “Wildfire Suppression: Strategies for Containing Costs”, September 2002.
- Blue Ribbon Aviation Panel Report, “Federal Aerial Firefighting: Assessing Safety and Effectiveness”, December 2002.
- Administration Program Assessment Rating Tool (PART) assessments, 2002 and 2005.
- General Accounting Office, GAO-03-1047, “Geospatial Information, Technologies Hold Promise for Wildland Fire Management, but Challenges Remain”, September 2003.
- General Accounting Office, GAO-03-430, “Wildland Fires, Better Information Needed on Effectiveness of Emergency Stabilization and Rehabilitation”, April 2003.
- General Accounting Office Report 03-805, “Wildland Fire Management: Additional Actions Required to Better Identify and Prioritize Lands Needing Fuels Reduction”, August 2003.
- National Academy of Public Administration, “Containing Wildland Fire Costs: Improving Equipment and Services Acquisition”, September 2003.

- National Academy of Public Administration, “Containing Wildland Fire Costs: Utilizing Local Firefighting Forces”, December 2003.
- National Transportation Safety Board Recommendations to the USDA Forest Service and Department of the Interior, April 2004.
- Government Accountability Office, GAO-04-612, “Wildfire Suppression: Funding Transfers Cause Project Cancellations and Delays, Strained Relationships, and Management Disruptions”, June 2004.
- Government Accountability Office, GAO-04-652, “Federal Land Management: Additional Guidance on Community Involvement Could Enhance Effectiveness of Stewardship Contracting”, June 2004.
- Government Accountability Office, GAO-04-705, “Wildland Fires: Forest Service and BLM Need Better Information and a Systematic Approach for Assessing the Risks of Environmental Effects”, June 2004.
- “Large Fire Suppression Costs: Strategies for Cost Containment: A Report to the Wildland Fire Leadership Council from the Strategic Issues Panel on Fire Suppression Costs”, August 2004.
- Government Accountability Office, GAO-05-147: “Wildland Fire Management - Important Progress Has Been Made, but Challenges Remain to Completing a Cohesive Strategy”, January 2005.
- Government Accountability Office, GAO-05-353T: “Wildland Fire Management: Forest Service and Interior Need to Specify Steps and a Schedule for Identifying Long-Term Options and Their Costs”, February 2005
- Government Accountability Office, GAO-05-Progress and Future Challenges, Protecting Structures, and Improving Communications”, April 2005
- Government Accountability Office, GAO-05—923T: “Timely Identification of Long-Term Options and Funding Needs Is Critical”, July 2005
- “Protecting People and Natural Resources: A Cohesive Fuels Treatment Strategy.” Report by the US Department of the Interior and the USDA, Forest Service, February 2006.
- Government Accountability Office, GAO-06-570: “Wildland Fire Suppression: Lack of Clear Guidance Raises Concerns about Cost Sharing between Federal and Non-federal Entities” May 2006.
- “10-Year Strategy Implementation Plan: A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment” (revised) December 2006.

Activity: Preparedness

	2006 Actual	2007 CR	2008			Change from 2007
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$(000)	268,839	274,801	+10,708	-17,175	268,334	-6,467
FTE	2,654	2,654	0	-52	2,602	-52

Summary of 2008 Program Changes for Preparedness

Request Component	FTE
* Increase Initial Attack Capability	+86
* Reduce Extended Attack Type 1 Interagency Hotshot Crews	-60
* Aviation Reduction Strategies	0
* Reduce Management and Support	-78
* Reduce Operating and Support Costs	0
TOTAL, Program Changes	-52

Justification of 2008 Program Changes

The 2008 budget request for the Wildland Fire Management Preparedness program is \$268,334,000 and 2,602 FTE, which is a net program decrease of -\$17,175,000 and -52 FTE from 2007. The proposed reduction is partially offset by a fixed costs increase of \$10,708,000, making the total net change -\$6,467,000.

Increase Initial Attack Capabilities (+\$5,402,000 / +86 FTE)

In 2008 the Department will focus resources on initial attack, which is critical to controlling fires when they are small and less costly to suppress. By reinforcing the number of firefighters available to respond to fire incidents, the Department will be best placed to continue achieving a targeted initial attack success rate of at least 95%.

Reduce Extended Attack Type 1 IHC (-\$3,000,000 / -60 FTE)

Interagency, twenty-person crews serve as national resources that respond to large fire incidents. Shifting the focus instead to initial attack will allow the Department to disband and/or re-assign these crew members to initial response firefighting duties. Approximately six crews may be affected.

Aviation Reduction Strategies (-\$8,500,000 / 0 FTE)

The Department continues to explore aviation program strategies to better manage these costs. National re-structuring that began in 2006 will continue, and the total number of aircraft

available will be reduced. The remaining fleet will be managed to enhance aircraft mobility and production.

Reduce Management and Support (-\$5,800,000 / -78 FTE)

With the proposed reduction in program costs, the Department will accordingly reduce management and support positions in national, regional, and field offices. This strategy will capitalize on national management efficiencies and re-alignments appropriate to the program emphasis on initial attack.

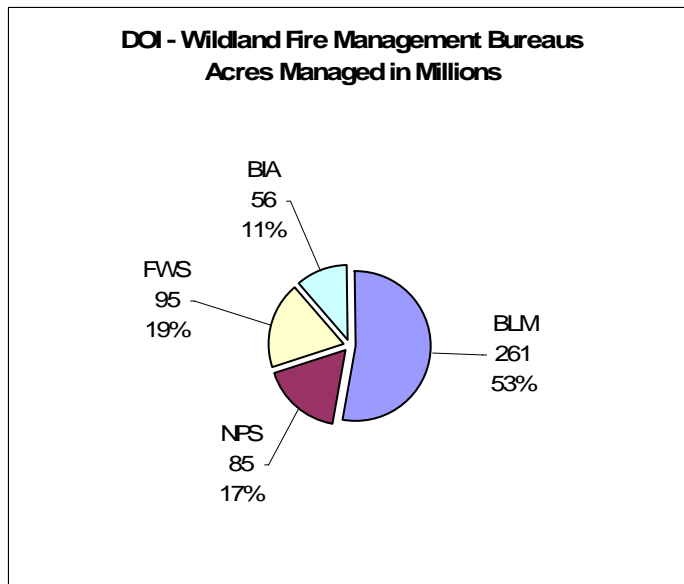
Reduce Operating and Support Costs (-\$5,277,000 / 0 FTE)

To continue support of the overall programmatic support for initial attack, the Department will reduce national operating and support costs by \$5,277,000.

No program performance change table is presented as there will be no estimated change in performance from 2007 to 2008.

Program Overview

The goal of the Wildland Fire Management program is to achieve the most cost-efficient and technically effective fire management program that meets resource and safety objectives while minimizing both cost of suppression and damage to resources. One hundred percent of the Preparedness budget supports the Department's "serving communities" strategic goal.



The DOI's mission and strategic vision includes protection of property and resources from the destructive effects of wildland fires while providing for firefighter and public safety. Department of the Interior agencies carry out fire management responsibilities in national parks, wildlife refuges and preserves, Indian reservations, and on BLM public lands. These include historic and cultural sites, commercial forests, and rangelands. The Department also conducts activities on some lands managed by other Federal and State agencies. Fire prevention and suppression are provided by Federal fire crews, through cooperative protection agreements with Federal and State agencies, and self-governing Tribes, and through contracted firefighting resources.

National Interagency Fire Center (NIFC) (www.nifc.gov)

Hosted by DOI in cooperation with the Forest Service and the National Weather Service in Boise, Idaho, NIFC serves to provide:

- Logistical support by mobilizing and coordinating the movement of wildland fire resources when there is an increased demand for resources, or when States and other countries request assistance.
- One of the eleven national fire caches for supplies and equipment.
- The national radio cache for fire and disaster assistance.
- Lead technical support group for communications, remote sensing, and wildland fire engine design.
- The national development center for standardized suppression, prescribed burning, prevention and management courses.
- Home for the Great Basin Smokejumpers.

The Alaska Fire Service, a BLM unit located in Fairbanks, is responsible for providing wildland fire suppression services for all DOI bureaus and associated Alaska Native Corporation lands in Alaska. The protected area encompasses 241 million acres.

To accomplish this mission, the DOI bureaus fund Preparedness activities on over 500 million acres of public lands. Whenever efficiencies can be gained or costs reduced, the bureaus enter into cooperative agreements with other Federal agencies as well as State, tribal, and local governments. Under these arrangements, protection responsibilities are exchanged and resources shared. These efforts are being further advanced with the implementation of the collaborative Fire Program Analysis process.

All Wildland Fire Management activities within the Department are guided by fire management plans that cover planned contributions for interagency-shared resources, training, prevention, wildland fire preparedness staffing, detection, and equipment, as well as the appropriate response to wildland fire to meet land use plan objectives. In the past, each bureau focused primarily on the internal needs of each land management unit for fire program management and initial attack suppression readiness. As the Fire Program Analysis system is fully implemented, readiness resource needs will be considered collaboratively on an interagency basis across each fire planning unit. Until FPA development is complete, the DOI bureaus will continue to deploy readiness resources primarily based on an analysis of historic needs to ensure readiness to respond in advance of fire emergencies. During this transition period, Federal, State, and tribal partners within fire planning units are examining more efficient ways to utilize program leadership staffing, firefighter staffing, and equipment. This gathering of Federal and non-Federal partners to discuss effective means to reduce risk to communities and to meet land management objectives through collaboration and planning will allow us to better analyze and understand the efficient and effective allocation of resources and programs on a national interagency scale. Development of the integrated FPA system is scheduled for completion in the summer of 2008.

In addition to the program's permanent, career seasonal and temporary firefighters, program management resources include permanent and career seasonal professional and technical personnel who provide leadership, coordination, program planning, and technical and

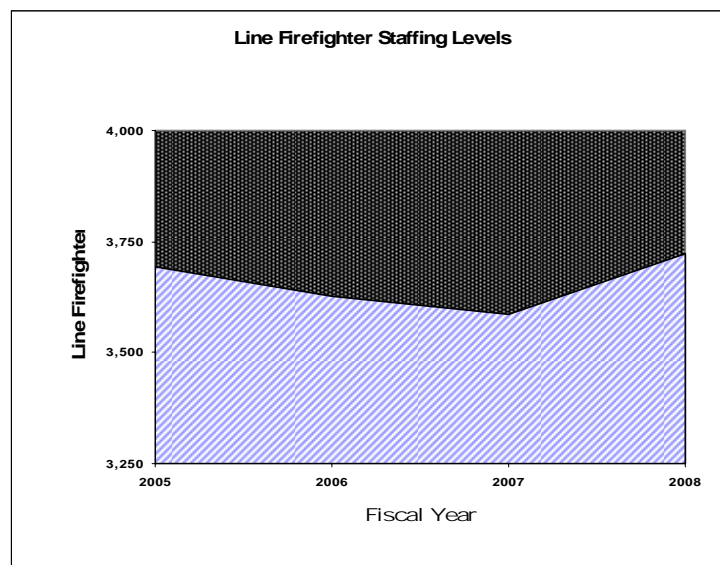
administrative support for fire and aviation management. It also includes permanent, career seasonal and temporary employees involved in dispatching, warehouse, and other support functions.

Economically efficient fire management requires that the bureaus pool their resources to manage large project fires. Therefore, resources that are used primarily for large, interagency efforts are collectively identified within the readiness process. Such resources include airtankers and retardant bases, lead planes, hotshot crews, smokejumpers, large transport planes, and fire weather technical support. National program resources are available for large fires on all Federal lands regardless of ownership. airtankers and retardant bases, lead planes, hotshot crews, smokejumpers, large transport planes, and fire weather technical support. National program resources are available for large fires on all Federal lands regardless of ownership.

2008 Program Performance

The National Fire Plan provides overall direction for wildland fire Preparedness program activities. The 2008 budget request for Preparedness is \$268,334,000 and 2,602 FTE. This includes \$10,708,000 for fixed cost increases as well as various program realignment management efficiencies. The net change from 2007 is a reduction of -\$6,467,000 and approximately -52 FTE.

Through realignment of the Department’s fire organization and the base Preparedness budget, the 2008 request will support the addition of approximately 210-260 initial response firefighters devoted to initial attack as opposed to extended attack, and the training and operating costs related to maintaining these initial response resources (see graph below and Estimated Preparedness Resources table that follows later.) Restoring this initial response capability will enhance safety for firefighters and the public; maintain initial attack success; and reduce the likelihood that wildfires escape to become costly large fires.



Use of Cost and Performance Information in the Preparedness Program

The Department has been challenged with the goal to increase efficiency to maintain an effective firefighting capability. Recently DOI has placed growing emphasis on implementation of its approved fire management plans and an initial fire response called **Appropriate Management Response (AMR)**. AMR is: the practice of using fire suppression strategies and tactics that are appropriate to the risks incidents pose, and using resource objectives for the fire area that ensure firefighter safety, but minimize costs. AMR includes a broad array of responses, from aggressive suppression in the wildland urban interface to monitoring of some wilderness fires under wildland fire use strategies.

Under the FY 2008 budget request, the following performance is planned:

- *Focusing on maintenance of initial attack strength* - This will allow the Department to continue achieving at least 95 percent containment of unplanned and unwanted wildland fires on initial attack.
- *Continuing emphasis on Appropriate Management Response* - This strategy provides risk-informed fire protection by introducing the concept of managing wildland fire in relationship to the risk that an incident poses.
- *Re-aligning base resources to enhance initial attack* - Effective and efficient initial attack forces are critical to controlling fires when they are small and less costly to suppress.

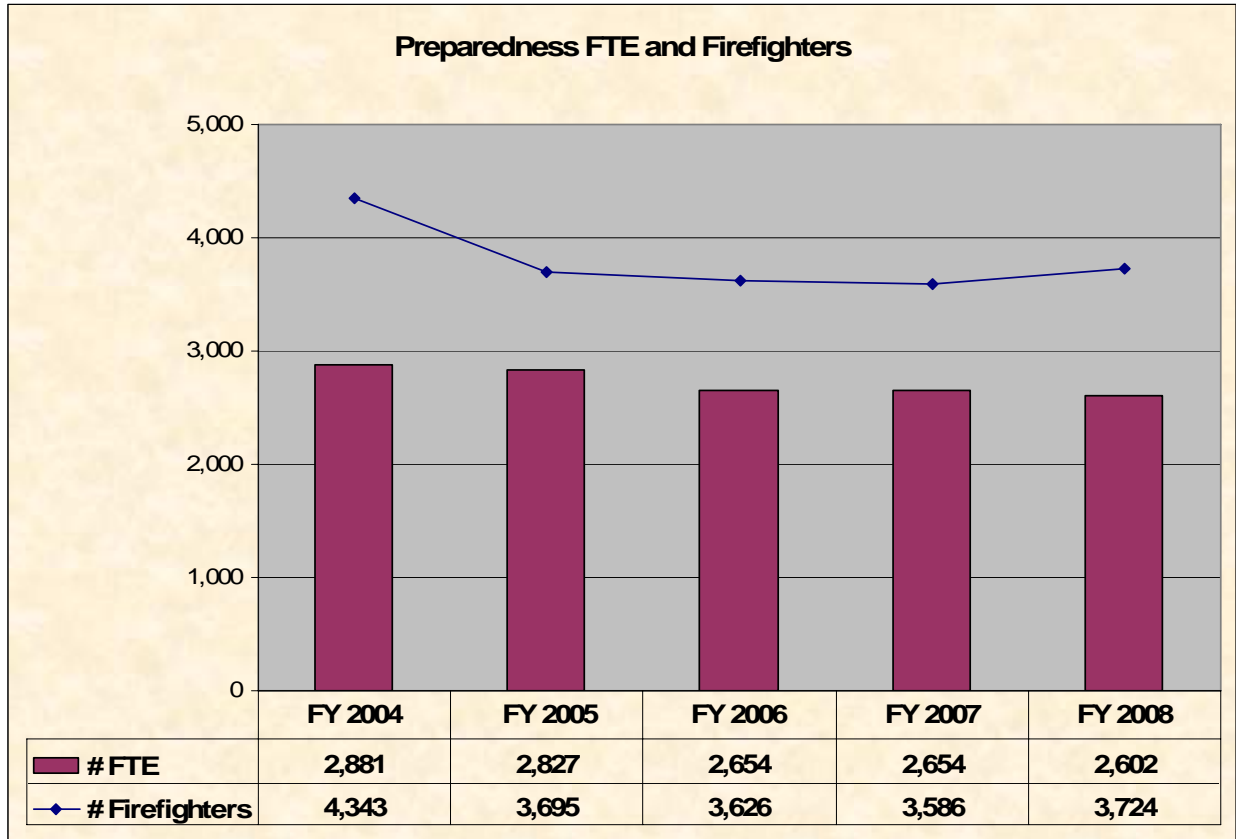
Therefore the Department proposes to shift financial resources from Type 1, Interagency Hotshot Crews (IHC), whose primary function is extended attack and large fire support, to instead increase the number of firefighters available for initial response. Approximately six IHC crews will be disbanded and/or re-assigned to initial attack responsibilities at a proposed cost reduction of approximately -\$3 million.

- *Continuing to pursue aviation resource strategies to achieve further efficiencies* - Savings from implementing a national aviation strategy begun in FY 2006 will result in \$1 million in reduced costs. New reductions of approximately 15-25 aircraft in FY 2008 and restructuring of remaining aviation contracts will reduce the Department's aviation costs by an additional \$7.5 million. Strategies to accomplish this \$8.5 million total reduction include: 1) eliminating some contracts while extending contract periods for some remaining aircraft; 2) increasing mobility to move aircraft where the need is greatest during the fire season; 3) using faster, higher capability aircraft that respond quicker and provide more production than using multiple small aircraft; 4) limiting some exclusive use contract periods in certain areas to only the core fire season. Shortening contract periods and/or contracting less exclusive use aircraft will reduce preparedness costs while maintaining adequate response capability during the core fire seasons and during typical burning periods. Above normal needs for specific incidents during extended and abnormally severe fire seasons may still be met with Call When Needed (CWN) aircraft contracts.
- *Reducing costs of management and support staffs* - In 2008 the Department will realign management and support positions in national, regional, and field unit offices to capitalize on management efficiencies and reduce overall costs. Strategies include position

consolidation, interagency position sharing, reductions in tours of duty, and elimination of services that are no longer required. Approximately 70-86 FTE will be reduced, which will generate \$5.8 million in cost savings.

- *Reducing general operating and support costs* - Efficiencies will be achieved by reducing overall operating and support costs and redirecting some of the savings to maintaining initial attack capabilities. Savings will be realized from reductions in administrative overhead, operating costs, and travel. Other reductions in national initiatives, Fire Program Analysis (FPA) development cost, and completion of the Ready Reserve training package re-write will contribute to the total estimated \$5.3 million in cost reductions.
- *Continuing to update, review and maintain fire management plans* – These plans are prepared to meet Federal fire management policy on all DOI lands that have burnable vegetation. In 2006, guidance was issued to incorporate consideration of wildfire suppression costs and fuel management efforts in land and resource management planning. Where possible, these plans will continue to be coordinated with interagency partners across agency boundaries, on a landscape scale.
- *Continuing to review and update cost-sharing agreements with State and local cooperators* - Over the past 20 years, the Agencies have developed strong relationships with State and local cooperators in wildland fire suppression. The assistance by cooperators on Federal fires has grown, as well as cooperative efforts to suppress fires that cross ownership boundaries. The sharing of responsibilities, resources, and costs is often determined through cooperative agreements among the affected entities. Local units develop individual cost-sharing agreements for each large fire under the umbrella of a master cooperative agreement with the State. In 2007, efforts began to review existing master cooperative agreements and develop consistent national guidance for their implementation. The Department will continue working with the States and the Forest Service on an interagency master cooperative agreement template to improve cost-share methods and provide greater consistency across the country.
- *Strengthening and improving availability of local resources through coordinated Federal and State financial support* – The Department will again provide training for cooperators under the Ready Reserve program. Working in concert with the Forest Service and other Federal agencies, the Department is assessing existing fire service funding programs to: (1) determine how existing funding can be more effectively leveraged; (2) improve coordination between the programs; (3) improve program information flow to customers; and (4) provide grant preparation assistance and other technical services to rural fire departments.
- *Working to integrate numerous data collection/analysis systems* – The Department is working with the Forest Service to reduce the cost of data collection, ensure data quality, and eliminate redundancy. The Fire Occurrence Reporting Study, which analyzed existing information collected in Federal and State fire-reporting systems, is scheduled for final

delivery in February 2007. Under the National Wildland Fire Enterprise Architecture project, we are integrating resource mobilization analysis and support systems to serve as the vehicle for a cohesive business transformation process.



The chart above illustrates the number of firefighters deployed each year, as well as the number of FTE associated with the Preparedness activity (actual for 2005 and 2006, and estimated for 2007 and 2008). In 2008, the Department proposes to shift some financial resources from Type 1, Interagency Hotshot Crews (IHC), whose primary function is extended attack and large fire support, to instead increase the number of firefighters available for initial response. The Department plans to leverage existing resources to maintain an initial attack success rate of at least 95 percent, a rate critical to controlling wildfires before they can escape to become large, damaging incidents. The proposed changes are portrayed in the following table.

Estimated Preparedness Resources, FY 2007 – 2008

Resources	FY 2007 CR		FY 2008 Request	
	Number	Cost	Number ¹	Cost
Personnel				
Firefighters	3,452	\$78,878	3,590	\$88,143
Smokeyjumpers	134	\$7,295	134	\$7,724
Type 1 Crews	[23]	\$12,558	[17]	\$9,827
Fire Program & Support Staff	1,345	\$83,413	1,256	\$83,760
Total Personnel	4,931	\$182,144	4,980	\$189,454
<i>FTE</i>	2,654		2,602	
Aviation				
Airtankers (Large Fixed-wing)	2	\$1,218	2	\$1,218
Airtankers (Single Engine)	20	\$4,269	10	\$2,017
Helicopters	44	\$9,397	38	\$6,232
Other Aircraft	24	\$5,872	20	\$2,789
Total Aviation	90	\$20,756	70	\$12,256
Heavy Equipment				
Engines	745	\$10,821	745	\$11,362
Other Equip. (Dozers, tenders, etc.)	206	\$1,613	206	\$1,694
Total Heavy Equipment	951	\$12,434	951	\$13,056
Other Direct Program Costs				
Fire Caches (National)		\$2,650		\$2,200
Non-Fire Personnel Costs		\$6,300		\$5,100
Travel		\$6,200		\$5,000
One-time Costs		\$0		\$0
IT Systems		\$5,983		\$5,483
Ready Reserve		\$1,846		\$1,269
Rent, Utilities, Misc.		\$9,257		\$7,824
Total Other Direct Program Costs		\$32,236		\$26,876
Subtotal		\$247,570		\$241,642
Indirect Costs (Bureau Overhead)		\$27,231		\$26,692
Total		\$274,801		\$268,334

¹ This table is an estimate only. Actual numbers are dependent upon timing of specific realignment actions and their actual implementation.

Program Performance Overview										
End Outcome Goal 1: Serving Communities: Improve Protection of Lives, Resources and Property										
Intermediate Outcome 1.1 Improve Fire Management										
Improve Fire Prevention and Suppression										
End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Percent of unplanned and unwanted wildland fires on DOI land controlled during initial attack (SP)	A	98%	97%	95%	96%	95%	95%	95%	0%	95%

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Activity: Suppression Operations

	2006 Actual	2007 CR	2008			Change from 2007
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$(000)	230,721	257,041	0	+37,357	294,398	+37,357
Emergency	100,000	0	0	0	0	0
FTE	606	377	0	0	377	0

Summary of 2008 Program Changes for Suppression Operations

Request Component	FTE
* Increase to Fund Ten-Year Suppression Average	0
TOTAL, Program Changes	0

Justification of 2008 Program Changes

The 2008 budget request for the Suppression Operations program is \$294,398,000 and 377 FTE, a program change of +\$37,357,000 and 0 FTE from 2007. This budget will enable the Department to respond to an average level of wildland fire based on the actual costs of the most recent ten years. Over the past ten years, from 1997 through 2006, an average of 85,112 fires has burned an annual average of over six million acres (see Ten-Year Wildfire History table that follows later). The request will enable the Department to minimize risks to the public and provide safe and effective fire suppression.

Program Performance Change

Measure	2004 Actual	2005 Actual	2006 Actual	2007 President's Budget	2008 Base Budget (2007 + Fixed Costs)	2008 Plan	Program Change Accruing in 2008	Program Change Accruing in Outyears
					A	B=A+C	C	D
Percent change from the ten-year average in the number of acres burned by unplanned and unwanted wildland fires on DOI lands (SEM.1.005)	UNK	UNK	UNK	-2%	-2%	-3%	+1%	0

Measure	2004 Actual	2005 Actual	2006 Actual	2007 President's Budget	2008 Base Budget (2007 + Fixed Costs)	2008 Plan	Program Change Accruing in 2008	Program Change Accruing in Outyears
Percentage of all fires not contained in initial attack that exceed a stratified cost index	UNK	UNK	UNK	Establish Baseline	TBD	TBD	TBD	TBD
Percent of natural ignitions, occurring in areas designated for wildland fire use or consistent with wildland fire use strategies, that are allowed to burn	UNK	UNK	UNK	1%	1%	2%	+1%	0
Comments:	The measures appear in the revised <i>10-Year Implementation Plan</i> (December, 2006). Research is underway to determine a baseline for the DOI stratified cost index.							

Program Overview

The Wildland Fire Management Suppression Operations budget activity funds the emergency and unpredictable aspects of the Department’s wildland fire management program. Suppression operations include all actions taken to extinguish unwanted wildland fires in a safe and cost-effective manner, consistent with values to be protected and land management planning objectives. Emergency stabilization actions taken during and following a wildfire to prevent erosion, landslides, mudflows, and other resource damage are also included in this activity. Emergency stabilization actions may be taken within one year following containment of the wildfire, and monitored for up to three years after containment. Longer-term rehabilitation is funded under the Burned Area Rehabilitation subactivity. The Suppression Operations activity also funds wildland fire use (WFU) fires, which are allowed to burn to accomplish resource benefits.

The Suppression activity supports the Serving Communities mission goal from the Department’s Strategic Plan by providing protection from wildfire to life, resources, and property. Funding requests are guided by the historic ten-year average of suppression expenditures, adjusted for inflation. Suppression costs include extraordinary pay costs such as overtime and hazard pay for command, operations, and support personnel; all wages for temporary emergency firefighters; aircraft flight operations and ramp support; logistical services; supplies and equipment (including replacement of lost or damaged capital and expendable equipment); contracts for goods and services; administrative support directly associated with the incident; and emergency measures to stabilize soil damaged by suppression operations.

During periods of drought or other conditions which cause extreme fire conditions to occur, fire severity funding is allocated to increase initial attack response. Such conditions typically cause

fire seasons to begin earlier or to last longer than normal, or to have unusually high fire danger ratings. Severity funds may be used to temporarily increase firefighter staffing, acquire contract services such as additional aviation support, conduct additional aerial reconnaissance, and preposition additional suppression resources. Because these conditions often exist over wide areas, severity requests are often developed in a collaborative manner among interagency wildland fire cooperators.

In 2006, the Department successfully controlled 96% of wildfires on DOI-managed land during initial attack. The initial attack success rate has been 96% or greater every year since 2002, which demonstrates the effectiveness of increasing initial response capability under the National Fire Plan. Emphasis continues to be on strengthening firefighter safety through improved medical and training qualifications, as well as on examining methods of cost effectiveness of extended attack on large wildfires.

Cost Containment - The ten-year average annual cost for wildfire suppression operations continues to increase due to costs associated with operations in high hazardous fuel loads and in the complex areas where communities and wildlands meet. The 2005 Quadrennial Fire and Fuels Review by DOI and USDA examined WUI growth and found that 8.4 million new homes were added to the WUI in the 1990s - 60 percent of the new homes constructed in the United States. The rate of growth is triple the rate of construction outside of the WUI. Approximately 9 percent of the land area and 31 percent of the homes in the United States are located in the WUI. The Review illustrates the challenge of addressing wildland fire costs where fire suppression is more expensive.

To meet the challenge of rising suppression costs, the Department is working closely with the U.S. Forest Service. A number of reports in recent years offered recommendations for managing these rising costs. Together, the Departments have taken many steps to implement these recommendations, including such positive actions as emphasizing land management decisions that affect fuel loading and resource protection, increasing the skills and numbers of local fire fighters, advancing integrated data management, and developing metrics and accountability measures to evaluate managerial cost effectiveness.

Appropriate Management Response - Appropriate Management Response (AMR) tactics range from aggressive suppression operations in the wildland urban interface to monitoring of some wilderness fires under wildland fire use strategies. AMR operations balance the allocation of suppression resources with the level of risk the wildfire poses to the public or to resources.

In certain locations and situations, the Department may use less aggressive fire management tactics that are more limited than full suppression. In these cases, AMR tactics often look much like those used on Wildland Fire Use fires. These AMR fires may burn for longer periods of time but use fewer suppression resources than wildfires which are more aggressively suppressed. Use of AMR in these cases may:

- reduce costs of suppression operations and repairs that may be necessary for resource damage caused by suppression operations
- burn larger areas, reducing both wildland fuels and the potential for large, destructive, and expensive wildland fires in future years.

The approach utilizes risk management and tools such as probability data and analyses to inform rigorous and systematic ways to reach decisions that allocate resources on the basis of risk posed by the wildfire and the strategy used by managers to address it. The Forest Service has developed a draft guidebook that presents a coherent strategy to implement this approach. DOI is reviewing this guidebook and will work with Forest Service on interagency implementation.

Wildland Fire Use - Wildland Fire Use (WFU) is the management of naturally ignited fires to achieve resource benefits where fire is a major ecosystem component and where permitted by the local fire management plan. Many natural resource values can be enhanced by allowing fire to play its natural role in locations where private property and social values can be protected from the fire. Areas burned by Wildland Fire Use fires are important in the restoration and maintenance of a mosaic of various fuel loadings across the landscape, which in turn mitigates the occurrence of large, intense wildfires.

Wildland Fire Use fires generally require fewer fire management resources and thus are less expensive than suppression fires. The Department managed approximately 170,000 acres of wildland fire under a WFU strategy in 2004; 195,000 acres in 2005; and 27,600 acres in 2006¹. WFU in Alaska represented 75% of the total in 2004, 85% in 2005, and 1% in 2006.

Wildland Fire Use fires are not limited to wilderness areas. The Gila and Lolo National Forests, and Yosemite, Sequoia-Kings Canyon, Everglades, and Grand Canyon National Parks are among several areas which have many years of experience with Wildland Fire Use.

¹ Data source NFPORS database.

Ten-Year Wildfire History

Calendar Year	Fires ^{A/}	Acres ^{A/}	Adjusted FY Cost ^{B/}
1997	89,517	3,372,616	\$128,076
1998	81,043	2,329,709	\$132,757
1999	93,702	5,661,976	\$183,926
2000	122,827	8,422,237	\$389,174
2001	84,079	3,555,138	\$306,338
2002	88,458	6,937,584	\$441,831
2003	63,269	3,959,223	\$332,751
2004	65,878	8,094,531	\$300,919
2005	66,020	8,681,252	\$304,154
2006	96,326	9,871,863	\$424,058
Ten-Year Average	85,112	6,088,613	\$294,398

^{A/} The figures in this table include all reported wildfires in the U.S. FY 2006 data source National Interagency Coordination Center Incident Management Situation Report 12.29.06.

^{B/} Actual DOI suppression costs (thousands) are adjusted for inflation for comparability with FY 2006.

2008 Program Performance

The 2008 budget request for Suppression Operations is \$294,398,000, a 14.5% increase over the 2007 level. This request will fund suppression operations at the ten-year average, adjusted for inflation. This level has risen in recent years due to recent severe fire seasons attributed to extreme on-the-ground conditions resulting from high temperatures, low humidity, persistent drought and excessive fuel conditions. These conditions compound the difficulty and expense of fighting and controlling wildfires in the wildland urban interface.

In FY 2006, severe fire activity in ten of 11 geographic areas across the nation caused the National Preparedness Level for wildland fire to remain at Level 5 – the highest - from July 28 through September 15, a record 51 days. The summer of 2006 was the second warmest summer on record nationally, with the period of January through August being the hottest ever recorded. More than 96,000 fires burned a record 9.9 million acres during the 2006 fire season. The previous record for acres burned was set in 2005 with 8.7 million. Since 1960, ten of the worst years in terms of acreage burned have occurred during the past eight years; five of those have occurred since 2000.

The Largest Wildland Fires in 2006

Wildland Fire	Start and End Dates	Cause	Acres Burned ^{A/}	Cost ^{B/}
Montana				
Derby (FS)	6/22 – 10/15	Lightning	223,570	\$22,467,000
Black Pulaski Complex (BLM)	7/16 – 7/23	Lightning	124,905	\$2,958,900
Pine Ridge Complex (State)	7/12 – 7/18	Lightning	121,210	\$2,050,000
Texas				
East Amarillo Complex (State) ^{C/}	3/12 – 3/18	Lightning	907,245	NR
Nevada				
Winters (BLM)	7/25 – 8/3	Lightning	238,458	\$2,603,582
Charleston Complex (BLM)	8/15 – 8/24	Lightning	190,421	\$3,191,000
Sheep (BLM)	9/3 – 9/10	Lightning	150,270	\$1,128,216
California				
Day (FS)	9/4 – 10/05	Human	162,702	\$78,000,000
Idaho				
Crystal (BLM)	8/15 – 8/31	Lightning	220,042	\$1,500,000
Washington				
Tripod Complex (FS)	7/24 – 10/31	Lightning	175,184	\$68,175,390

Data source National Interagency Coordination Center ICS-209's.

^{A/} The largest fires were determined by acreage reported.

^{B/} Costs reported are the total estimated for the fire, including Federal and non-Federal sources.

^{C/} ICS 209 for East Amarillo Complex did not report estimated costs, and may include acreage for fires outside of this time period.

Rising suppression costs limit funds available to carry out core programs, and may cause disruptions to ongoing programs if emergency transfers are needed to fund wildfire suppression. In 2008, the Department will continue to address increasing large fire costs that threaten to compromise other key mission areas of the DOI wildland fire management bureaus.

In the wake of this challenge, the Department will focus on further management actions to curb rising suppression costs while also emphasizing the continued use of AMR and WFU. Steps such as implementing the Stratified Cost Index performance measure will enable the Department to set benchmarks of average cost for a fire incident that incorporates sensitivity to location and conditions. Additional measures, in concert with the Forest Service where appropriate, may include a focus on operations, leadership, aviation and general management practices.

The need to suppress wildfires in the most cost-effective manner is one of the key performance measures incorporated into the Fire Program Analysis model. Both Wildland Fire Use and Appropriate Management Response are critical strategies under FPA.

Program Performance Overview										
End Outcome Goal 1: Serving Communities: Improve Protection of Lives, Resources and Property										
Wildland Fire										
End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Percent change from the 10-year average in the number of acres burned by unplanned and unwanted wildland fires on DOI lands (SP)	A	UNK	UNK	UNK	UNK	NA	-2%	-3%	1%	-5%
Percentage of all fires not contained in initial attack that exceed a stratified cost index (PART)		UNK	UNK	UNK	UNK	Establish Baseline	TBD	TBD	TBD	TBD
End Outcome Goal 1: Resource Protection: Improve Health of Watersheds, Landscapes, and Marine Resources										
Intermediate Outcome Goal 1.1: Restore Watersheds and Landscapes										
Restore Fire-Adapted Ecosystems										
Percent of natural ignitions, occurring in areas designated for wildland fire use or consistent with wildland fire use strategies, that are managed for resource protection benefits (i.e., "allowed to burn") (SP)	A	UNK	UNK	UNK	UNK	NA	1%	2%	1%	5%

Activity: Other Operations
Subactivity: Hazardous Fuels Reduction

	2006 Actual	2007 CR	2008			Change from 2007
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$(000)	208,113	199,787	+3,005	0	202,792	+3,005
FTE	1,276	1,276	0	0	1,276	0
Wildland Urban Interface (WUI) Fuels Reduction	[131,530]	[128,994]	[+1,940]	0	[130,934]	[+1,940]
FTE	[727]	[727]	[0]	[0]	[727]	0
Non-Wildland Urban Interface (Non-WUI) Fuels Reduction	[76,583]	[70,793]	[+1,065]	0	[71,858]	[+1,065]
FTE	[549]	[549]	[0]	[0]	[549]	[0]

Summary of 2008 Program Changes for Hazardous Fuels Reduction

Request Component	FTE
* Reduce Earmark and National Initiatives	0
* Increase Hazardous Fuel Reduction Projects	0
TOTAL, Net Program Change	0

Justification of 2008 Program Changes

The 2008 budget request for the Hazardous Fuels Reduction program is \$202,792,000 and 1,276 FTE, which is no net program change from 2007. Within the base program, re-alignments proposed contribute to slight changes in performance, which are summarized below.

Eliminate Earmark and Enhance National Efficiencies (-\$1,830,000 / 0 FTE)

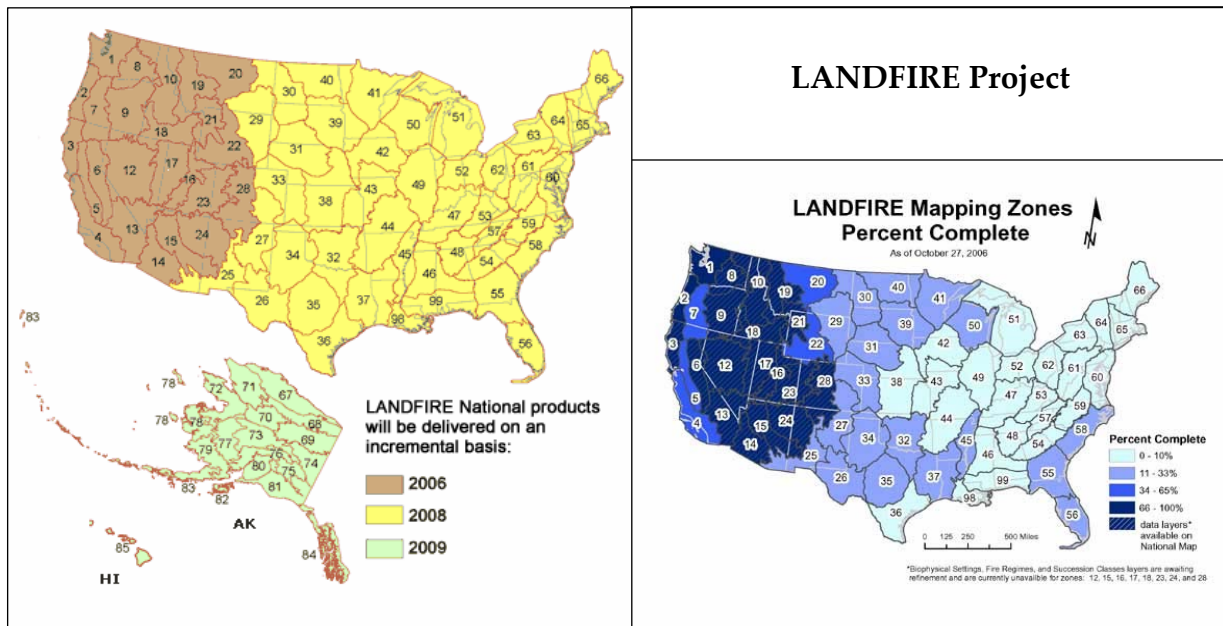
For the last five years the Department has provided funds to the National Center for Landscape Analysis in Montana. These funds (split between WUI and non-WUI subactivities) are proposed instead to be re-directed in 2008 to completing important on-the-ground hazardous

fuels reduction treatments. Through an analysis of the base budget, the Wildland Fire Management program has also identified savings of \$607,000 that can be relieved from funding certain national initiatives that will not affect program performance. The budget also proposes to re-direct this \$607,000 to support additional on-the-ground projects.

Increase Hazardous Fuels Reduction Projects

(+\$1,830,000 / 0 FTE)

Re-direction of the funds identified above will be used to carry out hazardous fuels reduction projects that directly affect communities and resources at risk from unwanted wildland fire. These savings will allow the Department to treat approximately 9,400 additional acres.



The objective of the LANDFIRE Project is to provide the spatial data needed to support the National Fire Plan and to accurately identify lands or communities with hazardous fuel build-up or extreme departure from historical conditions. LANDFIRE data products also facilitate the prioritization of ecosystem restoration and hazardous fuel reduction treatments to protect ecosystems, property, and people. Moreover, these products may be used during specific wildland fire incidents to maximize firefighter safety, pre-position resources, and evaluate wildland fire behavior under a variety of fire weather conditions. Mapping progress is depicted above.

Program Performance Change

Measure	2006 Actual	2007 CR	2008 Base Budget (2007 + Fixed Costs)	2008 Plan	Program Change Accruing in 2008	Program Change Accruing in Outyears
			A	B=A+C	C	D
Percent of acres treated which achieve fire management objectives as identified in applicable management plans	UNK	90%	92%	92%	+2%	0
Number of treated WUI acres that are identified in CWPPs or other applicable collaboratively developed plans	334,323	312,250	335,240	335,240	+22,990	0
Percent of treated WUI acres that are identified in CWPPs or other applicable collaboratively developed plans	334,323/ 532,539 = 62%	312,250/ 485,000 = 65%	335,240/ 493,000 = 68%	335,240/ 493,000 = 68%	+3%	0
Number of acres in WUI treated per million dollars gross investment	532,539/ \$132.3 = 4,025	485,000/ \$128.99 = 3,760	490,000/ \$130.93 = 3,765	493,000/ \$130.93 = 3,765	+5	0
Comments: Increased acres planned to be treated in 2008 are the result of both re-direction within base funds to focus on fuels treatments, as well as the exhibited trend of increasing collaboration and expanded knowledge about effective placing of treatments. Also, as more CWPPs are prepared there is a larger pool of treatments from which to select.						
Percent of acres treated which are moved toward desired conditions	UNK	67%	69%	69%	+2%	0
Percent of acres treated which are maintained in desired condition	UNK	15%	16%	16%	+1%	0
Comments: Increased acres planned to be treated in 2008 are the result of both re-direction within base funds to focus on fuels treatments, as well as the exhibited trend of increasing collaboration and expanded knowledge about effective placing of treatments						
Number of acres treated that are in condition classes 2 or 3 in fire regimes 1 through 3 outside the WUI	344,114	399,000	398,000	398,000	-1,000	0
Number of acres (non-WUI) in fire regimes 1, 2, or 3 moved to a better condition class	241,045	235,000	255,000	255,000	+20,000	0
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class per million dollars of gross investment (non-WUI)	3,225	3,320	3,549	3,549	+229	0
Number of acres (non-WUI) in fire regimes 1, 2, or 3 moved to a better condition class as percent of total acres treated (non-WUI)	42%	41%	45%	45%	+4%	0

Program Overview

The hazardous fuels program reduces the impacts of wildland fires on communities and natural and cultural resources. Heavy fuels accumulation and the altered composition and structure of vegetation, combined with sustained drought, contribute to increased fire intensity, spread, and resistance to control through many parts of the United States. The impacts of these fires are further compounded by the growth of communities adjacent to public lands, putting homes and other structures closer to areas where large wildland fires occur.

The National Fire Plan established an expanded, intensive, long-term program of hazardous fuels reduction on Federal and adjacent lands to respond to the risks posed by heavy fuel loads. This program emphasizes cooperation and collaboration among Federal agencies, State, local, and tribal governments, and other stakeholders to achieve the fuels reduction goals and objectives of the newly-updated *10-Year Comprehensive Strategy Implementation Plan* (<www.fireplan.gov>).

Fuels reduction and restoration treatments are designed to reduce the risks of catastrophic wildland fire to people, communities, and natural resources. Fuels treatments accomplish these goals by removing or modifying wildland fuels to reduce the potential for severe wildland fire behavior, lessen post-fire damage, limit the spread and proliferation of invasive species and diseases, and restore and maintain healthy, diverse ecosystems. Treatments are accomplished using prescribed fire, mechanical thinning, herbicides, grazing, or combinations of these and other methods.

In 2006, DOI and the Forest Service published *A Cohesive Fuels Treatment Strategy*. This strategy aims to lessen risks from catastrophic wildfires by reducing fuels build-up in forests and woodlands and by reducing threats from flammable invasive species on rangelands in the most efficient and cost effective manner possible. The guiding principles of this strategy are prioritization, coordination, collaboration and accountability. Through these, the strategy looks to more effectively and efficiently place fuels reduction treatments across the landscape using a collaborative process supported by an increased understanding of fire behavior and effects and improved data collection and analysis. These efforts will ensure that fuel project investments are cost-effectively allocated to achieve risk reductions that will increase the benefits and reduce the costs associated with wildland fire.

2008 Program Performance

The 2008 budget request for fuels reduction is \$202,792,000 and 1,276 FTE. No net program change is proposed. This request continues to fully support the Healthy Forests Initiative as well as the Department's strategic goals of serving communities and protecting resources. It does so by reducing the threat wildfire poses to homes, business, infrastructure and landscapes of community and cultural value; by improving the health of forested and non-forested lands; by lessening the risk of air and water pollution associated with abnormally severe wildfire; and by reducing unwanted impacts to the natural environment from such fires.

Within this level, the program will increase some efficiencies above 2007 levels by redirecting about \$1.8 million in HFR funds from earmarks and national initiatives toward on-the-ground treatments. Details are included in the performance and spending table that follows later.

Factors Affecting Fuels Reduction Costs:

- All projects require collaborative planning, coordination, preparation, implementation, monitoring, reporting and program overhead.
- Direct on-the-ground treatment costs vary widely depending on size, location, fuel type and loading, treatment type, topography and proximity to communities.
- Collaborative planning, assessments, and mitigation activities result in numerous homeowner education workshops and volunteer mitigation projects. While effective, these projects do not directly result in treated acres – this is where the base analysis focused.

Healthy Forests Initiative and the Healthy Forests Restoration Act

The Healthy Forests Initiative (HFI) was launched in August, 2002 by President Bush with the intent to reduce the risks severe wildfires pose to people, communities, and the environment. By protecting forests, woodlands, shrublands, and grasslands from unnaturally intensive and destructive fires, HFI helps improve the condition of our public lands, increases firefighter safety, and conserves landscape attributes valued by society.

The President identified several needs to be addressed through implementation of the Healthy Forests Initiative:

- 1) more timely, efficient and effective implementation of forest health projects;
- 2) the promise to balance old growth protection and production of a dependable, sustainable level of timber harvest in the Pacific Northwest;
- 3) the opportunity to utilize by-products of forest health and restoration activities and hazardous fuels reduction treatments for commercial opportunities; and
- 4) the need for greater efficiency and better results in reducing wildfire threats to communities and the environment.

HFI accomplishes its goals through administrative reforms and legislative action. Three administrative areas where changes have had a positive impact are 1) Streamlined compliance with the National Environmental Policy Act, 2) Amended rules for project appeals, and 3) Improved Endangered Species Act consultation to expedite decisions.

President Bush signed the [Healthy Forests Restoration Act of 2003 \(P.L. 108-148\) \(HFRA\)](#) in December 2003. HFRA, as it is known, contains a variety of provisions to speed up hazardous-fuel reduction and forest-restoration projects on specific types of Federal land that are at risk of wildland fire and/or of insect and disease epidemics. The HFRA helps States, Tribes, rural communities and landowners restore healthy forest and rangeland conditions on State, tribal, and private lands. On lands meeting specific criteria, it provides streamlined approaches to satisfy NEPA requirements for collaboratively selected fuels treatment projects. The provisions of HFRA can be applied to as many as 20,000,000 acres of land managed by the Forest Service and the Bureau of Land Management.

Program Performance Overview										
End Outcome Goal 1.1 Serving Communities: Improve Protection of Lives, Resources and Property. Improve Fire Management: Reduce Hazardous Fuels										
End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Percent of acres treated which achieve fire management objectives as identified in applicable management plans (SP)	A					NA	90%	92%	2%	95%
Number and percent of treated WUI acres that are identified in Community Wildfire Protection Plans or other applicable collaboratively developed plans (SP)	A				62% (334,323 of 532,539)	NA	65% (315,250 of 485,000 acres)	68% 335,240 of 493,000 acres)	3%	80% (420,000 of 525,000 acres)
Number of acres in WUI treated per million dollars gross investment (SP)	A	<u>490,110</u> \$115.38M = 4,248	<u>542568</u> \$132.59M =4,092	<u>472000</u> 132.86M =3,553	<u>532,539</u> \$132.302M =4,025	<u>451,000</u> \$128.99M =3,496	<u>485,000</u> \$128.99M =3,760	<u>493,000</u> \$130.93M =3,765	5	3,500
End Outcome Goal 1.1 Resource Protection: Improve Health of Watersheds, Landscapes, and Marine Resources										
Percent of acres treated which are moved toward desired condition (SP)	A					NA	67%	69%	2%	72%
Percent of acres treated which are maintained in desired condition (SP)	A					NA	15%	16%	1%	18%
Number of acres treated that are in condition classes 2 or 3 in fire regimes 1 through 3 outside the WUI	A	494,000	477,742	373,000	344,114	399,000	399,000	398,000	-1,000	NA

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Number of acres (non-WUI) in fire regimes 1, 2, or 3 moved to a better condition class	A	294,000	271,551	230,000	241,045	235,000	235,000	255,000	20,000	NA
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class per million dollars of gross investment (non-WUI)	A	3,672	3,607	3,330	3,225	3,320	3,320	3,549	229	NA
Number of acres (non-WUI) in fire regimes 1, 2, or 3 moved to a better condition class as percent of total acres treated (non-WUI)		38%	37%	38%	42%	39%	41%	45%	+4%	NA

Hazardous Fuels Reduction Spending and Performance ^{C/}		2001	2002	2003	2004	2005	2006	2007	2008
		Actual	Actual	Actual	Actual	Actual	Actual	Plan	Plan
WUI	Funding (\$000s) ^{A/}	\$ 93,258	\$100,360	\$154,032	\$115,375	\$132,593	\$132,302	\$128,994	\$130,934
	Acres Treated	164,337	209,320	480,110	490,110	542,568	532,539	485,000	493,000
	Efficiency (Acres/\$M)	1,762	2,086	3,117	4,248	4,092	4,025	3,760	3,765
	%WUI \$	61%	56%	64%	59%	64%	64%	65%	65%
	Cost per Acre	\$ 567	\$ 479	\$ 321	\$ 235	\$ 244	\$ 248	\$ 266	\$ 266
Non-WUI	Funding (\$000s)	\$ 59,309	\$ 78,293	\$ 86,644	\$ 80,075	\$ 75,282	\$ 74,748	\$ 70,793	\$ 71,858
	Acres Treated	563,775	849,644	778,727	770,797	726,835	573,569	570,000	568,000
	Efficiency (Acres/\$M)	9,506	10,852	8,988	9,626	9,655	7,673	8,052	7,904
	Cost per Acre	\$ 105	\$ 92	\$ 111	\$ 104	\$ 104	\$ 130	\$ 124	\$ 127
	Acres Improved ^{B/}	UNK	UNK	279,188	294,000	271,551	241,045	235,000	255,000
	Acres Improved/\$M	UNK	UNK	3,222	3,672	3,607	3,225	3,320	3,549
	Acres Improved/Total Acres	UNK	UNK	36%	38%	37%	42%	41%	45%
All Fuels	Funding (\$000s)	\$152,567	\$178,653	\$240,676	\$195,450	\$207,875	\$207,050	\$199,787	\$202,792
	Acres Treated	728,112	1,058,964	1,258,837	1,260,907	1,269,403	1,106,108	1,055,000	1,061,000
	Efficiency (Acres/\$M)	4,772	5,927	5,230	6,451	6,107	5,342	5,281	5,232
	Cost per Acre	\$ 210	\$ 169	\$ 191	\$ 155	\$ 164	\$ 187	\$ 189	\$ 191

^{A/} 2001-2006 figures are actual obligations; 2007 is CR and 2008 is President's budget request.

^{B/} Acres improved are those in fire regimes 1, 2, or 3 moved to a better condition class.

^{C/} Hazardous fuels funding only. Landscape restoration (non-National Fire Plan) accomplishments not included.

Activity: Other Operations
Subactivity: Hazardous Fuels Reduction
Wildland Urban Interface Fuels

	2006 Actual	2007 CR	2008			Change from 2007
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$(000)	131,530	128,994	+1,940	0	130,934	+1,940
FTE	727	727	0	0	727	0

Summary of 2008 Program Changes for Hazardous Fuels Reduction - WUI

Request Component	FTE
* Reduce Earmarks and National Initiatives	0
* Increase WUI Fuel Reduction Projects	0
TOTAL, Net Program Change	0

Justification of 2008 Program Changes

The 2008 budget request for the Wildland Urban Interface Hazardous Fuels Reduction program is \$130,934,000 and 727 FTE, an increase of \$1,940,000 and 0 FTE from 2007. Fixed costs account for all of the increase. Through ongoing base program analysis, an additional \$1.2 million was identified that is proposed to be re-directed to critical WUI fuels reduction projects.

Eliminate Earmark and Enhance National Efficiencies (-\$1,223,000 / 0 FTE)

For the last five years the Department has provided funds to the National Center for Landscape Analysis in Montana. These funds (split between WUI and non-WUI subactivities) are proposed instead to be re-directed in 2008 to completing important on-the-ground hazardous fuels reduction treatments. The \$887,000 in WUI funds will be used to treat approximately 3,000 acres that pose threats to communities from the risk of unwanted and unplanned wildland fires. Additional savings (\$336,000) identified through analysis of base funding levels will also be directed to on-the-ground activities that directly affect performance as measured by the number of acres treated.

Increase WUI Fuels Reduction Projects (+\$1,223,000 / 0 FTE)

Re-direction of the funds identified above will be used to carry out WUI fuels reduction projects that directly affect communities at risk from unwanted wildland fire. These savings will allow the Department to treat approximately 4,500 additional acres.

Program Performance Change

Measure	2006 Actual	2007 CR	2008 Base Budget (2007 + Fixed Costs)	2008 Plan	Program Change Accruing in 2008	Program Change Accruing in Outyears
			A	B=A+C	C	D
Percent of acres treated which achieve fire management objectives as identified in applicable management plans	UNK	90%	92%	92%	+2%	0
Number of treated WUI acres that are identified in CWPPs or other applicable collaboratively developed plans	334,323	312,250	335,240	335,240	+22,990	0
Percent of treated WUI acres that are identified in CWPPs or other applicable collaboratively developed plans	334,323/ 532,539 = 62%	312,250/ 485,000 = 65%	335,240/ 493,000 = 68%	335,240/ 493,000 = 68%	+3%	
Number of acres in WUI treated per million dollars gross investment	532,539/ \$132.3 = 4,025	485,000/ \$128.99 = 3,760	490,000/ \$130.93 = 3,765	493,000/ \$130.93 = 3,765	+5	0
<p>Comments: Increased acres planned to be treated in 2008 are the result of both re-direction within base funds to focus on fuels treatments, as well as the exhibited trend of increasing collaboration and expanded knowledge about effective placing of treatments. Also, as more CWPPs are prepared there is a larger pool of treatments from which to select.</p> <p>¹ The performance and cost data in the 2007 CR column is presented at the 2007 President’s budget level to allow for a consistent presentation with Budget Dollar program changes being justified at this level.</p> <p>Note: Projected costs may not equal program change as these are full costs, which may include funds from other sources and (or) use averages.</p> <p>Column B: The level of performance and costs expected in 2008 at the 2007 level plus funded fixed costs. Reflects the impact of prior year funding changes, management efficiencies, absorption of prior year fixed costs, and trend impacts, but does not reflect the proposed program change.</p> <p>Column D: Outyear performance beyond 2008 addresses lagging performance — those changes occurring as a result of the program change (not total budget) requested in 2008. It does <u>not</u> include the impact of receiving the program change again in a subsequent outyear.</p>						

Program Overview

The Wildland Urban Interface (WUI) hazardous fuels reduction program invests in projects that reduce the risk of catastrophic wildfire, mitigate hazards and restore fire-adapted ecosystems in high-risk wildland urban interface areas. All WUI projects are selected through a collaborative process involving the Department, U.S. Forest Service, States, Tribes, local communities and stakeholders. This process is described in more detail in the *Cohesive Fuels Treatment Strategy* document at <http://www.healthyforests.gov/CFTS_03-03-06.pdf>.

Hazardous fuels reduction in the WUI supports the Department’s strategic goal of serving communities by protecting lives, resources and property. Mitigation of risks to communities and their values involves the collaborative assessment, planning, implementation, and monitoring of hazardous fuels reduction, community education, and other mitigation activities.

It also involves the planning and coordination involved in developing effective strategies to utilize resulting biomass to offset treatment costs to the extent possible and help sustain local economies. Hazardous fuels treatment projects remove excessive fuel to reduce extreme fire behavior. These efforts protect life and property, including communities at risk and sensitive municipal watersheds. They support the economic base of the community, as well as other historical and socially important cultural resources. Much of the work in the WUI is accomplished using mechanical methods that can produce potentially valuable biomass products.

2008 Program Performance

The program will slightly increase efficiency above the 2007 level, varying by less than one percent. By redirecting about \$1.2 million in WUI HFR funds from earmarks and national initiatives toward on-the-ground treatments, WUI accomplishment can be increased by about 4,500 acres above the 2007 President's budget.

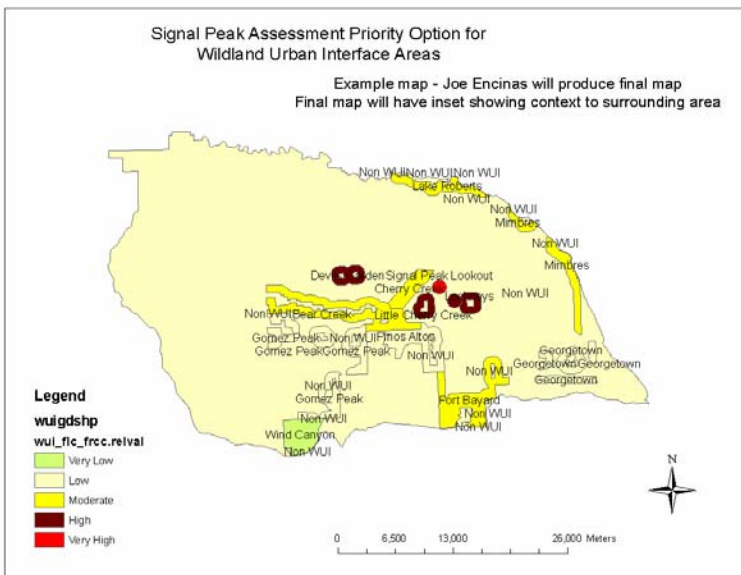
Under the guidance of the Wildland Fire Leadership Council, the Departments of Agriculture and Interior worked with partners to develop more focused performance measures – such as acres where fuels treatments achieved planned fire management objectives – that will permit a more refined understanding of program performance. These new performance measures were implemented in 2007. Baseline data collected in 2007 will be used to refine and more effectively target 2008 actual performance. DOI will continue to report on the interagency National Fire Plan measures, and dedicate at least 40 percent of hazardous fuels funding to be used on projects that contribute to the goal of improving condition class on at least 250,000 acres by the end of the fiscal year through the use of HFI and HFRA authorities.

LANDFIRE Fuels and Vegetation Mapping Project

The LANDFIRE project is already producing comprehensive and consistent national fuels and vegetation mapped products for planning in fire and resource management programs. Preliminary examples of data product uses include applications for wildland urban interface, habitat assessments, and fire incident management.

One of the reasons for implementing the LANDFIRE project was to provide “wall-to-wall” data for use in fuels program prioritization and planning. One example is the Signal Peak Assessment Area in Southwest New Mexico. LANDFIRE was the only continuous consistent map of multiple related data products (vegetation, fuels, and environmental information) that covered all lands within the assessment area. Spatial comparisons were conducted to identify where treatments were most effective and assess options near wildland urban interface, Mexican spotted owl habitat, and other key resource concerns. Areas were then prioritized for treatment within the total list of wildland urban interface and owl habitat areas using the Multi-Scale Resource Integration Tool (MRIT). The assessment identified areas that would reduce hazardous fire behavior and fuels, and improve condition of fire-adapted ecosystems. The prioritization of treatments focused resources on the most effective projects.

LANDFIRE completed its milestone of mapping the West at the end of 2006. The project is on target to hit its next milestone of mapping the eastern portion of the country in 2008.



“The priorities indicate a need for focus on Wildland Urban Interface and Owl habitat areas through the central portion of the assessment area. An optimal strategy would be to focus aggressive restoration on most of the area within the wildland buffers around these areas, and then add additional zones of restoration adjacent but outside the buffers, where opportunity permits, to reduce fire hazard and improve conditions.”

Making the Link: Community Wildfire Protection Plans, Fuel Breaks, and Fire

The Thomas Fire, which burned almost 3,800 acres of pinyon-juniper, sagebrush, and grass in mid-June 2006, undoubtedly had the potential to burn many more acres and several homes. But thanks to fuels reduction efforts by both the BLM and the community of Greystone, that circumstance didn't happen. The Browns Park area, where the Thomas Fire occurred, is located just north of Dinosaur National Monument approximately 66 miles west of Craig, Colorado. Here large blocks of BLM lands are interspersed with private land.

Fuels treatment projects in the Browns Park area have been conducted since the 1980's. However, after the devastating fires of 2000 and the advent of the National Fire Plan, land managers became more engaged with both Moffat County and the residents of Greystone, a small community of about 15 homes in the Brown's Park area.

The combination of dense, continuous vegetation, such as pinion juniper trees, no viable water sources, response time of over an hour for a fire engine, and lightning, have caused local fire management officials to harbor grave concern for many years. Over the last several years, fuels treatment projects have created fuels breaks and residents have actively participated in efforts to make their community safer. Fuels treatment work completed in the area between 2003 and 2005 included mechanical treatments, prescribed burning, and hand thinning, piling and burning. The CWPP was finalized for the Greystone area in December, 2004 in conjunction with Moffat County.

The Thomas fire, a lightning holdover, began on June 13 and was contained five days later. Firefighters reported the fire behavior moderated significantly when it reached the treatment area. The benefits from the active fuels mitigation efforts included fire staying out of the tree crowns and on the ground where initial attack crews could fight it; halting the fire at one location to keep it from burning onto private land; and fewer spot fires that were easier to detect and suppress.

It's quite possible that if the area had been left untreated, the outcome could have reflected the worst case scenario identified in the Wildland Fire Situation Analysis. That situation would have included the fire spotting over the county road, burning many additional acres and resources and increasing the risk to firefighter safety. The cost could have been well over \$2,250,000 instead of \$900,000. The cost of the combined fuels reduction work was about \$200,000.

Program Performance Overview										
End Outcome Goal 1.1 Serving Communities: Improve Protection of Lives, Resources and Property. Improve Fire Management: Reduce Hazardous Fuels										
End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Percent of acres treated which achieve fire management objectives as identified in applicable management plans (SP)	A					NA	90%	92%	2%	95%
Number and percent of treated WUI acres that are identified in Community Wildfire Protection Plans or other applicable collaboratively developed plans (SP)	A				62% (334,323 of 532,539)	NA	65% (315,250 of 485,000 acres)	68% 335,240 of 493,000 acres)	3%	80% (420,000 of 525,000 acres)
Number of acres in WUI treated per million dollars gross investment (SP)	A	<u>490,110</u> \$115.38M = 4,248	<u>542,568</u> \$132.59M =4,092	<u>472,000</u> 132.86M =3,553	<u>532,539</u> \$132.302M =4,025	<u>451,000</u> \$128.99M =3,496	<u>485,000</u> \$128.99M =3,760	<u>493,000</u> \$130.93M =3,765	5	3,500

Activity: Other Operations
Subactivity: Hazardous Fuels Reduction
Non-Wildland Urban Interface Fuels

	2006 Actual	2007 CR	2008			Change from 2007
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$(000)	76,583	70,793	+1,065	0	71,858	+1,065
FTE	549	549	0	0	549	0

Summary of 2008 Program Changes for Hazardous Fuels Reduction – Non-WUI

Request Component	FTE
* Reduce Earmarks and National Initiatives	0
* Increase WUI Fuel Reduction Projects	0
TOTAL, Net Program Change	0

Justification of 2008 Program Changes

The 2008 budget request for the Non-Wildland Urban Interface Hazardous Fuels Reduction program is \$71,858,000 and 549 FTE, an increase of \$1,065,000 and 0 FTE from 2007. Fixed costs account for all of the increase. Through ongoing base program analysis, an additional \$607,000 was identified that is proposed to be re-directed to critical non-WUI fuels reduction projects.

Eliminate Earmark and Enhance National Efficiencies (-\$607,000 / 0 FTE)

For the last five years the Department has provided funds to the National Center for Landscape Analysis in Montana. These funds (split between WUI and non-WUI subactivities) are proposed instead to be directed in 2008 to completing important on-the-ground hazardous fuels reduction treatments. The \$591,000 non-WUI funds will be used to treat approximately 4,700 acres that pose threats to resources from the risk of unwanted and unplanned wildland fires. Additional savings (\$16,000) identified through analysis of base funding levels will also be re-directed to on-the-ground activities that directly affect performance as measured by the number of acres treated.

Increase Non-WUI Fuels Reduction Projects

(+\$607,000 / 0 FTE)

Re-direction of the funds identified above will be used to carry out non-WUI fuels reduction projects that directly affect resources at risk from unwanted wildland fire. These savings will allow the Department to treat approximately 4,800 additional acres.

Program Performance Change

Measure	2006 Actual	2007 CR	2008 Base Budget (2007 + Fixed Costs) A	2008 Plan B=A+C	Program Change Accruing in 2008 C	Program Change Accruing in Outyears D
Percent of acres treated which achieve fire management objectives as identified in applicable management plans	UNK	90%	92%	92%	+2%	0
Percent of acres treated which are moved toward desired conditions	UNK	67%	69%	69%	+2%	0
Percent of acres treated which are maintained in desired condition	UNK	15%	16%	16%	+1%	0
Number of acres treated that are in condition classes 2 or 3 in fire regimes 1 through 3 outside the WUI	344,114	399,000	398,000	398,000	-1,000	0
Number of acres (Non-WUI) in fire regimes 1, 2, or 3 moved to a better condition class	241,045	235,000	255,000	255,000	+20,000	0
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class per million dollars of gross investment (Non-WUI)	3,225	3,320	3,549	3,549	+229	0
Number of acres (non-WUI) in fire regimes 1, 2, or 3 moved to a better condition class as percent of total acres treated (non-WUI)	42%	41%	45%	45%	+4%	0
Comments: Increased performance in 2008 is the result of both re-direction within base funds to focus on fuels treatments, as well as the exhibited trend of increasing collaboration and expanded knowledge about effective placing of treatments.						
¹ The performance and cost data in the 2007 CR column is presented at the 2007 President’s budget level to allow for a consistent presentation with Budget Dollar program changes being justified at this level.						
Note: Projected costs may not equal program change as these are full costs, which may include funds from other sources and (or) use averages.						
Column B: The level of performance and costs expected in 2008 at the 2007 level plus funded fixed costs. Reflects the impact of prior year funding changes, management efficiencies, absorption of prior year fixed costs, and trend impacts, but does not reflect the proposed program change.						
Column D: Outyear performance beyond 2008 addresses lagging performance — those changes occurring as a result of the program change (not total budget) requested in 2008. It does <u>not</u> include the impact of receiving the program change again in a subsequent outyear.						

Program Overview

The non-Wildland Urban Interface (non-WUI) hazardous fuels reduction program invests in projects that reduce the risk of catastrophic wildfire, mitigate hazards and improve natural resource conditions outside the WUI on DOI lands. Non-WUI areas are defined as areas with very low population density with vegetation; uninhabited with vegetation; uninhabited and no vegetation; very low density with no vegetation; low density with no vegetation; medium density with no vegetation; or high density with no vegetation (<www.silvis.forest.wisc.edu/library/WUIDefinitions2.asp>).

Hazardous fuels reduction in the non-WUI supports the Department's strategic goal of resource protection by supporting the end outcome of improving landscape health through the strategy of restoring and maintaining proper function to watersheds and landscapes. Mitigation of risks to communities and their values involves the collaborative assessment, planning, implementation, and monitoring of hazardous fuels reduction treatments, community education, and other mitigation activities. Project selection is described in more detail in the *Cohesive Fuels Treatment Strategy* document at <http://www.healthyforests.gov/CFTS_03-03-06.pdf>.

2008 Program Performance

The program will maintain efficiency at almost the 2007 level, varying by less than two percent (see spending and efficiency table in the activity section). However, by redirecting about \$600,000 in non-WUI HFR funds from earmarks and national initiatives toward on-the-ground treatments, non-WUI accomplishment can be increased by about 4,800 acres above the 2007 President's budget.

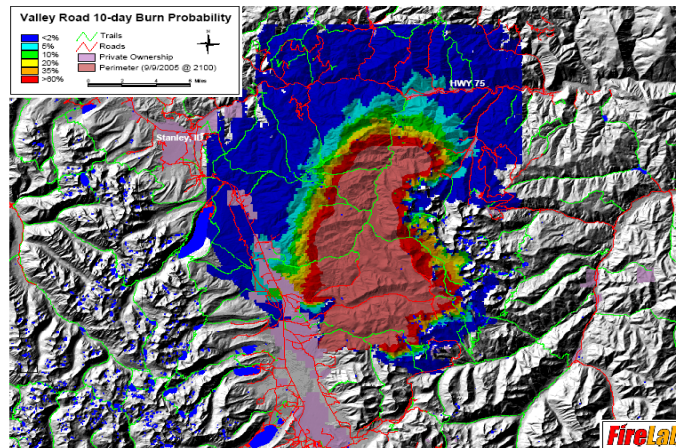
Under the guidance of the Wildland Fire Leadership Council, the Departments of Agriculture and Interior worked with partners to develop more focused performance measures – such as acres where fuels treatments achieved planned fire management objectives – that will permit a more refined understanding of program performance. These new performance measures were implemented in 2007. Baseline data collected in 2007 will be used to refine and more effectively target 2008 actual performance. DOI will continue to report on the interagency National Fire Plan measures, and dedicate at least 40 percent of hazardous fuels funding to be used on projects that contribute to the goal of improving condition class on at least 250,000 acres by the end of the fiscal year through the use of HFI and HFRA authorities.

LANDFIRE Fuels and Vegetation Mapping Project

The LANDFIRE project is already producing comprehensive and consistent national fuels and vegetation mapped products for planning in fire and resource management programs. Preliminary examples of data product uses include applications for strategic fuels planning, habitat assessments, and fire incident management.

To integrate LANDFIRE products into strategic fuels planning, DOI employees have attended technology transfer workshops where the use of LANDFIRE data is taught. To date, approximately 120 DOI fire and fuels employees have attended "Fuel Assessment Techniques using LANDFIRE data". These workshops provide a stepwise analysis process to identify fuel treatment opportunities by combining local and LANDFIRE data, in order to reduce fire hazard, improve ecological condition, and protect resources. This is being applied in fuels planning, Land Use Plan revisions, and Fire Management Plans.

LANDFIRE provided important data to assist fire incident managers on the Dammeron and Valley Road fires in 2005, and the Payette Fire Use Complex in 2006. On these incidents LANDFIRE fire behavior fuels data were analyzed using FARSITE (fire progression prediction model) and FSPro, (probability estimate of fire spread) with local fire weather. Data products used in these modeling tools provide methods for prioritizing tactical strategies needed to provide for Standard Firefighting Order number three which states, "Base all actions on current and expected behavior of the fire." LANDFIRE provides a seamless data set for Forest Service, DOI, State, and private lands. Data is a critical input into the modeling process to provide the details on the long term assessment of fire spread, thus reducing firefighter exposure to hazardous conditions and decreasing fire hazard to values at risk. Incident managers estimate utilization of the data significantly reduces costs of perimeter fireline construction. Both Dammeron and Valley Road fire incident managers also estimate savings on these fires due to modified tactical decisions based upon better informed fire progression and spread predictions - \$2 million savings (Dammeron fire) and \$ 4-6 million savings Valley Road fire).



2005 Valley Road Fire, Idaho

Hazardous Fuel Reduction Plans for Two Alaska Native Villages

Representatives from the remote Alaska villages of Beaver and Stevens Village have requested BLM Alaska Fire Service's (AFS) and U.S. Fish and Wildlife Service's (FWS) assistance in reducing hazardous fuels adjacent to their villages. With land selections and interim conveyances under the Alaska Native Claims Settlement Act (1971) nearly complete, tribal entities are in a better position to prepare land and resource management plans. Key attributes of these plans include protecting communities from wildfire while maintaining a healthy ecosystem that is conducive to the traditional subsistence lifestyle.

Beaver is located on the north bank of the Yukon River within the boundary of the Yukon Flats National Wildlife Refuge, approximately 60 miles southwest of Fort Yukon and 110 miles north of Fairbanks. Stevens Village is also located on the north bank of the Yukon River downstream from Beaver, and 90 air-miles northwest of Fairbanks. Village access is by air or boat as there are no roads. Both communities are federally recognized tribes with 95 percent of the populations of each village being Alaska Native or part Native. Almost all residents live a subsistence lifestyle which includes hunting, fishing and berry picking.

Lightning-caused fire is a natural disturbance and a primary agent of change in the boreal forest surrounding these villages. Fire sustains the natural range of variation for plant and animal life. Over the past half-century, water tables have lowered on the Yukon Flats and fire has been excluded. Both have contributed to a build-up of fuels surrounding the two communities.

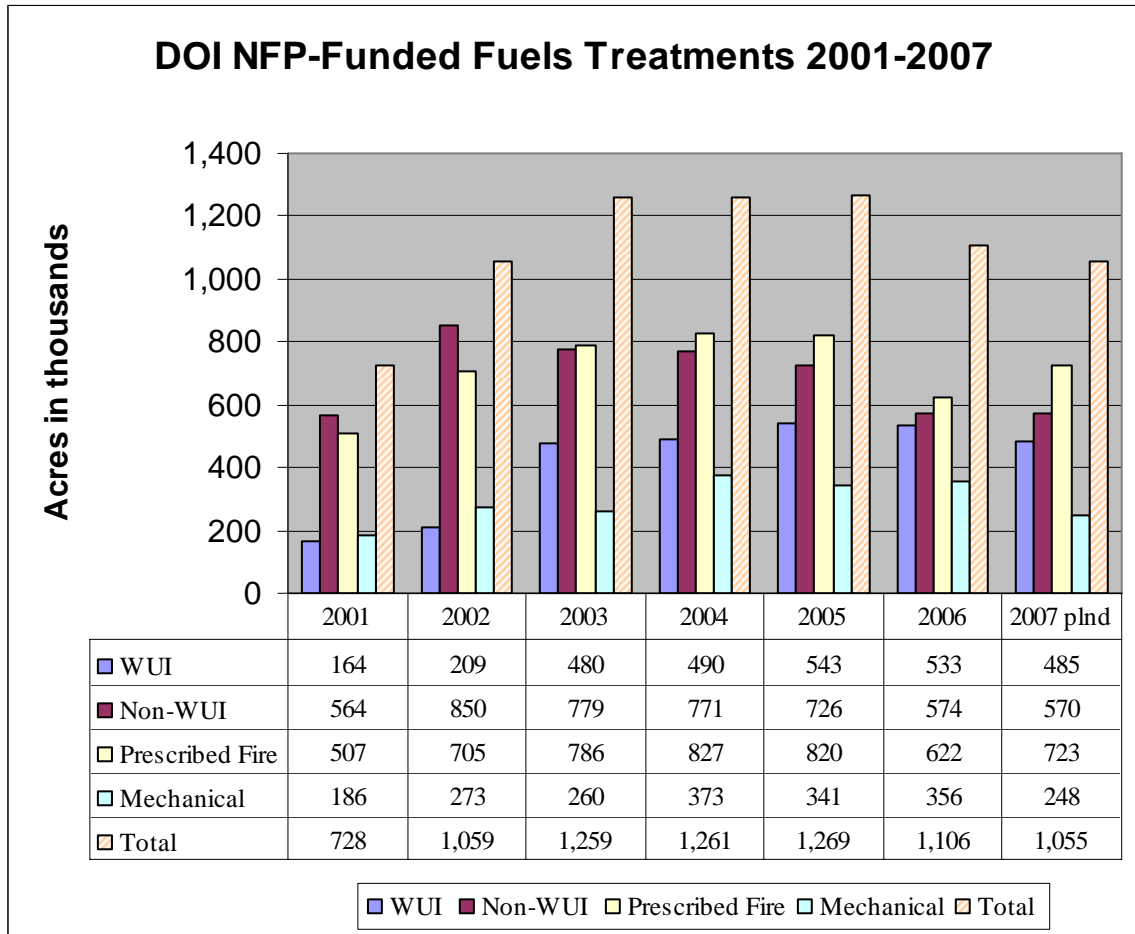
The physical settings of the communities add to the cost effectiveness of conducting fuel treatments. Patchwork burns of 5,000 to 12,000 acres will be anchored from the Yukon River. Along with fortuitous geography, prevailing winds are such that the location of village airstrips are incorporated into the fuel breaks. The clearing of vegetation along runway approach and departure paths has been welcomed by the State of Alaska Department of Transportation.

The current condition class of the forests surrounding these communities lends itself to fuels reduction through the use of prescribed fire. Hardwoods predominate much of the Yukon Flats and are a natural barrier to the spread of fire, except for in the spring and fall when leaf litter is dry. Over time, these stands would naturally convert to spruce forests, fire severity would increase, and ecosystem productivity would be expected to decline. Introducing prescribed fire now gives managers the flexibility to conduct less-severe springtime burns to maintain hardwood barriers. Also, the State of Alaska Department of Environmental Conservation favors spring burning because it limits residual burnout time thereby reducing emissions.

The fuel reduction projects are in the initial planning and implementation phases. Three dry lakebeds totaling 100 acres were burned adjacent to Beaver in spring of 2006. FWS is planning to increase the effectiveness of this fuel break by connecting the burn units with saw-line in 2007. Treatments around Stevens Village would be similar. Large scale prescribed fires may then be safely implemented. Once these larger units have been treated, it may be appropriate to allow wildland fire within a closer proximity to the villages in recognition that natural fire occurrence would maintain a healthy ecosystem that support the subsistence lifestyle.

Another consideration of interest is that Stevens Village is in the process of establishing a herd of 200 woodland bison on their lands. The herd would not be free range, but would be fenced in so they do not stray onto the Yukon Flats National Wildlife Refuge. The impounded herd may be at serious risk if a wildland fire should occur. Treating fuels prior to their introduction would allow more latitude in unit selection. Bison were once a part of the boreal ecosystem and, if managed correctly, may further contribute to maintaining fuel breaks. A number of long-term benefits may come from these projects: a considerable reduction in fire suppression costs, less risk overall to firefighters and the communities, smoke mitigation, and greater latitude for the various agencies to pursue management objectives as they manage generally healthy and biologically diverse landscapes.

Program Performance Overview										
End Outcome Goal 1.1 Serving Communities: Improve Protection of Lives, Resources and Property. Improve Fire Management: Reduce Hazardous Fuels										
End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Percent of acres treated which achieve fire management objectives as identified in applicable management plans (SP)	A					NA	90%	92%	2%	95%
End Outcome Goal 1.1 Resource Protection: Improve Health of Watersheds, Landscapes, and Marine Resources										
Percent of acres treated which are moved toward desired condition (SP)	A					NA	67%	69%	2%	72%
Percent of acres treated which are maintained in desired condition (SP)	A					NA	15%	16%	1%	18%
Number of acres treated that are in condition classes 2 or 3 in fire regimes 1 through 3 outside the WUI		494,000	477,742	373,000	344,114	399,000	399,000	398,000	-1,000	NA
Number of acres (Non-WUI) in fire regimes 1, 2, or 3 moved to a better condition class		294,000	271,551	230,000	241,045	235,000	235,000	255,000	+20,000	NA
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class per million dollars of gross investment (Non-WUI)		3,672	3,607	3,330	3,225	3,320	3,320,	3,549	+229	NA
Number of acres (non-WUI) in fire regimes 1, 2, or 3 moved to a better condition class as percent of total acres treated (non-WUI)		38%	37%	38%	42%	39%	41%	45%	+4%	NA



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Activity: Other Operations
Subactivity: Burned Area Rehabilitation

	2006 Actual	2007 CR	2008			Change from 2007
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$(000)	24,116	24,286	+305	0	24,591	+305
FTE	52	52	0	0	52	0

Justification of 2008 Program Changes

The 2008 budget request for the Burned Area Rehabilitation program is \$24,591,000 and 52 FTE, an increase of \$305,000 from 2007. Fixed costs account for all of the increase.

Program Performance Change

	2004 Actual	2005 Actual	2006 Actual	2007 CR	2008 Base Budget (2007 + Fixed Costs)	2008 Plan	Program Change Accruing in 2008	Program Change Accruing in Outyears
					A	B=A+C	C	D
Number of treated burned acres that achieve the desired condition	UNK	UNK	UNK	126,000	126,000	126,000	0	0
Percent of treated burned acres that have achieved the desired condition	UNK	UNK	UNK	$\frac{126,000}{180,000}$ =70%	$\frac{126,000}{180,000}$ =70%	$\frac{126,000}{173,000}$ =73%	+3%	0

Targeting for these measures will be re-evaluated after baseline data is collected in FY 2007.

Note: Projected costs may not equal program change as these are full costs, which may include funds from other sources and (or) use averages.

Column A: The level of performance and costs expected in 2008 at the 2007 level plus funded fixed costs. Reflects the impact of prior year funding changes, management efficiencies, absorption of prior year fixed costs, and trend impacts, but does not reflect the proposed program change.

Column D: Outyear performance beyond 2008 addresses lagging performance — those changes occurring as a result of the program change (not total budget) requested in 2008. It does not include the impact of receiving the program change again in a subsequent outyear.

Program Overview

The Department's 2008 budget request for the Burned Area Rehabilitation program is shared on a priority basis between the Bureau of Indian Affairs, Bureau of Land Management, U.S. Fish and Wildlife Service, and National Park Service. DOI-managed field units assess wildfire damage and develop rehabilitation plans which are approved by appropriate bureau line officers. Funding is approved at different levels according to specific limits for each bureau. An interagency team representing the Department and the bureaus manages the overall program.

The Department's Burned Area Rehabilitation program initiates longer-term actions to repair or improve lands unlikely to recover naturally from severe wildland fire damage. The goal is to begin the restoration of appropriate ecosystem structure, function, diversity, and dynamics according to resource management objectives defined in approved land management plans, as well as repair and replace minor facilities damaged or destroyed by the wildfire. Landscapes threatened by post-wildfire floods, debris flows or other serious degradation are assessed and treated by the separate Emergency Stabilization subactivity of the suppression account.

Rehabilitation treatments funded by this program may build upon emergency stabilization measures and may continue to be implemented up to three years from containment of the wildfire. After three years, if necessary, the bureau resource management programs assume responsibility for further landscape restoration and monitoring in accordance with other land use plans provisions and mission goals.

Addressing shortcomings identified in the Emergency Stabilization and Burned Area Rehabilitation programs identified by the Government Accountability Office in 2003 remains a priority. To fulfill the GAO recommendations, national rehabilitation coordinators from each agency continue to collaborate on developing and implementing interagency monitoring criteria and protocols for emergency stabilization and burned area rehabilitation projects. Options are also being explored that facilitate easy and widespread access and dissemination of monitoring results. These efforts are being coordinated with the recently-adopted Wildland Fire Leadership Council monitoring strategy.

The wildland fire program continues to fund the Department's Native Plant Materials Development program. This program works with growers to supply native plant materials for short-term emergency stabilization and longer-term rehabilitation and restoration efforts. The primary focus is to increase the diversity and amount of native seed available for stabilization, rehabilitation, and restoration efforts on public lands.

2008 Program Performance

As a result of the record wildfire year of 2006, it is estimated a record number of acres could continue to require rehabilitation in 2008. Actual rehabilitation treatments are dependent upon severity of the previous wildfire season(s) and rehabilitation needs required by the damaged resources on the ground. Priorities will continue to focus on reducing the spread of noxious weeds in burned areas and using native seed when seeding is necessary.

The recently-completed update to the *10-Year Implementation Plan* provided new performance measures that more accurately reflect the need and effectiveness of treatments. Baseline data for these measures will be collected in FY 2007. A new workload measure has also been developed to track the cost of native seed collection.

The budget proposes to continue funding for the Native Plant Materials Development program at \$4.6 million to support native seed collection and production, storage facilities, partner development and outreach. More details are included in the text box that follows later.

Program Performance Overview										
End Outcome Goal 1: Resource Protection: Improve Health of Watersheds, Landscapes, and Marine Resources										
Wildland Fire Affected Lands										
End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Plan	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	Change from 2007 Plan to 2008	Long-term Target (2012)
Number of treated burned acres that achieve the desired condition (SP)	A					NA	126,000	126,000	0	126,000
Percent of treated burned acres that have achieved the desired condition (SP)	A					NA	70% (126,000 of 180,000 acres)	73% (126,000 of 173,000 acres)	3%	80% (126,000 of 158,000 acres)
Targeting for these measures will be re-evaluated after baseline data is collected in FY 2007.										

Native Plant Materials Development Program

In 2001 Congress directed “the agencies to develop a long-term program to manage and supply native materials for various Federal land management restoration and rehabilitation needs.”

Progress

- Completed comprehensive assessments of native plant needs for the Great Basin, major eco-regions of Oregon and Washington, Uncompahgre and Colorado Plateaus and Mojave Desert. Developed target collection lists through Seeds of Success covering U.S.
- Collected seed from more than 3,400 native plant populations across U.S. between 2002 and 2006. Evaluated and developed more than 300 taxa of forbs, grasses and shrubs.
- Continued to work with partners to develop seed zones for shrubs, grasses and forbs.
- Published a Native Seed Guide for the Great Basin in 2005 for interagency use.

Program Outreach

- Developed four training courses in native plant materials (seed collecting, seed processing, selecting native plants, and electronic field notes), held 25 sessions and trained about 300 staff from Federal agencies and other organizations.
- Developed a website (www.nps.gov/plants/sos) and database to manage and make available the information on native plant materials development, including collecting protocol, collection records, seed images, and germination protocols.
- Developed NPMDP exhibit and sent to numerous national meetings, such as the Western Association of Fish and Wildlife Agencies and American Seed Trade Association.
- Co-sponsored the 4th Intermountain Native Plant Summit with ARS and coordinated Mojave Desert Restoration Meeting (250 attendees) with U.S. Fish and Wildlife Service.
- Developed Revegetation Equipment Catalog (<http://reveg-catalog.tamu.edu>), which won the American Society of Agricultural and Biological Engineers’ Blue Ribbon Educational Website Award in 2006.
- Developed more efficient mechanisms to work with growers, including an interagency contract.

Leveraging Investments

- Leveraged outside funding by over \$1.5 million from groups such as the Center for Plant Conservation, Royal Botanic Gardens Kew and Chicago Botanic Garden. The Great Basin Native Plant Selection and Increase Project has leveraged \$1.2 million through the cooperative efforts of their 20+ partners.
- Received \$1.3 million in grants for native plant materials development projects through the Plant Conservation Alliance’s grant program with National Fish and Wildlife Foundation.
- Total investment to date: \$27.3 million in appropriated funds plus \$4 million in added partner funds.

On-the-ground Results

- In 2006 BLM purchased more than 210,000 pounds of native plant material developed through NPMDP (154,000 pounds of Anatone Bluebunch Wheatgrass, 36,500 pounds of Mountain Home Sandberg’s Bluegrass, 12,400 pounds of Maple Grove Lewis Flax and 11,750 pounds of Eagle Western Yarrow).
- Native seed produced through contracts with growers increased nearly tenfold from 8,000 pounds in 2002 to 77,673 pounds in 2005.
- Great Basin Native Plant Selection and Increase Project is increasing seed of 25 native species with 20 growers in seven States.
- Shoshone Field Office-BLM obtained and seeded 200 pounds of *Penstemon cyaneus* seed from private vendors on the Laidlaw fire rehabilitation project. Other species are being grown for future projects.

Accountability and Coordination

NPMDP will continue to work with other programs throughout the agencies to ensure that native plant material needs are met. Oversight will be enhanced in 2007 and new performance metrics developed and implemented.

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Activity: Other Operations

Subactivity: Facilities Construction and Maintenance

	2006 Actual	2007 CR	2008			Change from 2007
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$(000)	7,734	7,734	0	0	7,734	0
FTE	2	2	0	0	2	0
Impact of CR		[-396]		[+396]	[0]	

Summary of 2008 Program Changes for Facilities Construction and Maintenance

Request Component	FTE
* Impact of the CR [Non-Add]	[+396] 0
TOTAL, Program Changes	0 0

Justification of 2008 Program Changes

The 2008 budget request for the Facilities Construction and Maintenance program is \$7,734,000 and 2 FTE, the same as 2007.

Impact of 2007 Continuing Resolution (+\$396,000)

The 2008 budget restores the priorities of the 2007 President’s budget by funding programmed fixed cost increases, eliminating unrequested 2006 congressional earmarks, and implementing the program enhancement and program reduction initiatives included in the 2007 President’s budget.

No program performance change table as there is no program change that results in a change in performance.

Program Overview

This subactivity supports the Serving Communities mission goal from the Department’s Strategic Plan by providing protection of lives, resources and property from wildland fire. This is a critical investment to meet the Department’s mission to reduce threats to public health, safety, and property, and to restore and maintain health of the land.

The 5-Year Deferred Maintenance and Construction Plan prioritizes the projects of greatest need with focus first on critical health and safety and critical resource protection.

Projects continue to be ranked using DOI guidance that includes seven different factors based on the percentage of cost associated with each of the relevant ranking categories. The Department has undertaken an intense effort originating in the field to develop the Plan. The final proposal includes national level interagency review.

A project list of the 2008 projects is provided in the 2008 Program Performance Estimate section. The complete description and justification of 2008 projects as well as lists showing all projects planned for 2008-2012 are included in the DOI Fire Facilities Five Year Plan, which will be submitted separately. Limited modifications to the lists will occur as they are annually reviewed and updated, with the addition of a new fifth year, and submitted to Congress.

Successful implementation of the National Fire Plan requires the correction of critical health and safety-related facility problems as well as the limited installation of facilities that improve the suppression response capability required to keep fires small, and reduce the threat to structures, municipal watersheds, and wildlife habitat. With sufficient fire facilities and infrastructure, the program will be capable of maintaining a state of readiness, provide full support for suppression activities, and enhance fuels treatment capability.

Safe and properly maintained facilities are important for protecting firefighters and the equipment upon which they rely. Like other DOI resource programs, the fire management program is repairing and upgrading facilities that are in deteriorating and unsafe condition. Facilities construction and maintenance funding enables the program to construct or repair fire stations, firefighter quarters, and other facilities, bringing those buildings and facilities in disrepair up to current safety standards.

2008 Program Performance

Eleven of the projects with the highest critical health, safety, and resource ratings are included in the 2008 budget request of \$7.7 million. Individual project justifications can be found in the 2008-2012 Department of the Interior Fire Facilities Five Year Plan in the 2008 Project Data Sheets section.

**Proposed 2008 Fire Facility
Deferred Maintenance and Capital Improvement Projects**

Project	Bureau	State	Score	Cost (\$000)	Rank
Alaska Fire Service Smokejumper Tower Replacement	BLM	AK	1000	298	1
Cedar City Air Tanker Base Drainage Sys. Phase 2	BLM	UT	1000	402	2
Roswell Air Tanker Base Discharge System	BLM	NM	900	371	3
Upgrade/Update Teton Interagency Fire Dispatch Center, Phase 1	NPS	WY	880	700	4
Carolina Sandhills Vehicle Storage/ Office/ Cache Phase 1	FWS	SC	802	160	5
DesLacs Engine Storage/ Cache/ Office Phase 1	FWS	ND	765	360	6
Billings Fire Station Phase 1	BLM	MT	600	644	7
Cape Cod Fire Cache Restoration Phase 2	NPS	MA	600	310	8
Ruby Mountain Interagency Hotshot Crew Operations Building Phase 2	BLM	NV	600	2,300	9
St. Mark's Crew Bunk House	FWS	FL	600	330	10
Yakima Warehouse for Capitalized Equipment	BIA	WA	100	1,500	11
Architectural and Engineering Design	DOI			359	12

Performance Overview

Measure	2004 Actual	2005 Actual	2006 Plan	2006 Enacted	2007 Plan	2007 Change from 2006	2008 Request	2008 Change from 2007
Fire facilities under construction, reconstruction, or maintenance	49	57	15	15	15	0	11	-4

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Activity: Other Operations
Subactivity: Joint Fire Science Program

	2006 Actual	2007 CR	2008			Change from 2007
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$(000)	5,911	5,911	0	-1,911	4,000	0
FTE	2	2	0	0	2	0
Impact of CR		[+89]		[-89]		

Summary of 2008 Program Changes for Joint Fire Science Program

Request Component	FTE
* Reduce JFSP Projects	-1,911
* Impact of the CR [Non-Add]	[-89]
TOTAL, Program Changes	-1,911

Justification of 2008 Program Changes

The 2008 budget request for the Joint Fire Science Program is \$4,000,000 and 2 FTE, a program change of -\$1,911,000 and 0 FTE from 2007. This would approximate the levels that existed before the National Fire Plan.

Reduce Joint Fire Science Program Projects (-\$1,911,000 / 0 FTE)

The \$1.9 million funding reduction would allow the JFSP to continue to fund both ongoing research and initiate new research projects. Administrative expenses would also be funded. Approximately five to ten fewer research or demonstration projects would be initiated. Funding for additional research projects is being reduced to accommodate the processing of research deliverables and to maintain the existing workflow. The reduction in the number of ongoing research projects allows project staff to focus on the technology transfer aspect of completed research, including deliverables such as journal papers and symposia proceedings.

Impact of 2007 Continuing Resolution (-\$89,000)

The 2008 budget restores the priorities of the 2007 President’s budget by funding programmed fixed cost increases, eliminating unrequested 2006 congressional earmarks, and implementing the program enhancement and program reduction initiatives included in the 2007 President’s budget.

Program Performance Change

	2004 Actual	2005 Actual	2006 Actual	2007 CR ¹	2008 Base Budget (2007 + Fixed Costs)	2008 Plan	Program Change Accruing in 2008	Program Change Accruing in Outyears
					A	B=A+C	C	D
Research Projects Initiated (estimated)	43	56	35	35	35	25 to 30	-5 to -10	0
Research projects completed	UNK	UNK	70	70	70	25	0	-5 to -10
Refereed publications completed	UNK	UNK	74	75	75	30	0	-5 to -10
<p>Comments: Metrics for the number of projects and publications completed were piloted in 2006. JFSP projects are typically completed three to five years after initiation. Budget reductions begun in FY 2006 will be reflected in outyear accomplishments after FY 2009. More refereed publications may be completed in FY 2008 as this metric is difficult to estimate due to lag time between submission and actual publication. Additional performance metrics proposed for FY 2006 initiation are being studied and data collection is underway.</p> <p>¹ The performance and cost data in the 2007 CR column is presented at the 2007 President’s budget level to allow for a consistent presentation with Budget Dollar program changes being justified at this level.</p> <p>Note: Projected costs may not equal program change as these are full costs, which may include funds from other sources and (or) use averages.</p> <p>Column B: The level of performance and costs expected in 2008 at the 2007 level plus funded fixed costs. Reflects the impact of prior year funding changes, management efficiencies, absorption of prior year fixed costs, and trend impacts, but does not reflect the proposed program change.</p> <p>Column D: Outyear performance beyond 2008 addresses lagging performance — those changes occurring as a result of the program change (not total budget) requested in 2008. It does <u>not</u> include the impact of receiving the program change again in a subsequent outyear.</p>								

Program Overview

The Joint Fire Science Program (JFSP) develops science-based knowledge and tools to support Federal agencies and their partners in mapping, managing and monitoring fuels; restoring fire-adapted ecosystems through post-fire rehabilitation; and addressing needs of fire and land managers for local research information. JFSP is an interagency program that has been supported since 1998 by funds from both the Department of the Interior and the U.S. Forest Service. A governing board made up of representatives from five DOI bureaus (Bureau of Land Management, National Park Service, U.S. Fish and Wildlife Service, Bureau of Indian Affairs, and U.S. Geological Survey) and five Forest Service representatives manages the program.

JFSP-funded research produces new information, synthesizes knowledge, and develops tools for use by fire and fuels managers, agency administrators, and other decision-makers. The program focuses strongly on collaborating with managers in designing and carrying out research and delivering research products to end users. Areas of research include rapid response to assess fuel consumption and smoke production under a variety

of moisture and fire conditions, modeling changes to canopy conditions to assess ecological and management implications, optimizing landscape treatment alternatives, assessing the historic role and contemporary uses of prescribed fire, effects of fire and rehabilitation seeding on wildlife habitat, and the consequences of fire in wetlands. The information obtained from JFSP demonstration sites and the tools developed through the program greatly improve the ability of local managers and citizens to make scientifically based, site-specific decisions regarding fire and fuels management and fire protection on lands managed by Federal agencies and cooperators.

The program selects projects for funding through a competitive process that addresses priority needs. JFSP projects are coordinated with other Federal research programs, such as Forest Service Forest and Rangeland Research, and FS National Fire Plan Research. The JFSP requires Federal agency participation in all projects and strongly encourages the inclusion of land managers on project teams. Because of this competitive funding process, the JFSP has a unique capability to quickly customize research to respond to the needs of fire and land managers and policy makers. The JFSP role in wildland fire research complements and builds on base research programs in FS and other agencies.

2008 Program Performance

In 2008 JFSP will continue funding existing projects such as the fourth year of the Sage Biome Fire-Fire Surrogate Study (\$2.7 million). The remaining \$1.3 million will provide funding for a few new, full-scale research projects as well as administrative costs. A recent Application for Proposal (AFP) is illustrated below.

http://jfsp.nifc.gov/JFSP_AFPs.htm

Fire in the Wildland Urban Interface

Task 6: Social, Cultural, Economic, and Aesthetic Issues and Tradeoffs

How can individuals and communities prepare, respond, and adapt to or 'live with' wildland fire? For communities and individual residents or businesses, it is particularly important to understand the costs and benefits of potential mitigation actions, including impacts on social and aesthetic values. This task is intended to provide individuals and communities credible science information in a format that individuals can implement or communities can adopt through formal decision processes. This question defines a landscape as more than "fuel" and seeks to offer both individuals and communities options for aesthetic fire prevention adjusted to different climatic conditions and fire regimes.

Proposals were sought to examine and evaluate the social, cultural, economic, and aesthetic issues and tradeoffs of wildland urban interface fuels treatments or other fire hazard reduction or prevention options. Proposals could examine questions such as:

- Can we create and demonstrate model landscaping around houses and communities that are not merely fire safe, but esthetically pleasing and compatible with community environmental standards?
- Can we design practical planning ordinances, codes or decision support tools that could be used by communities to plan for and develop a range of options for fire protection?
- What is effective defensible space for various fire regimes?
- What are the options and tradeoffs of defending in-place versus evacuation?

The JFSP and DOI Research and Development

The Department uses the Administration's Research and Development (R&D) investment criteria to assess the value of its R&D programs. The criteria were developed in response to limited financial resources and the multitude of R&D opportunities that exist government-wide. The criteria are used to rigorously justify new programs and to reevaluate existing programs for modification, redirection, or termination, in keeping with national priorities and needs. The investment criteria evaluate the relevance, quality, and performance for all R&D programs.

How JFSP Responds to the Need for Research and Development

Relevance: JFSP-funded research projects must clearly reflect partnerships between research scientists and managers. Managers are often research team members that bring a fresh sense of reality to the investigation. For example, JFSP supported "rapid response" research in Alaska during the record-setting fire years of 2004 and 2005. Alaska Fire Service and State of Alaska personnel became full-fledged research team members on these projects to accomplish fast-paced research in advance and immediately after the passage of the flaming front. These teams harvested vital information from projects such as the JFSP-funded "Assess Forest Floor Consumption and Smoke Emissions from Wildland Fires Burning in Boreal Forest Fuel Types in Alaska." Researchers measured forest floor change and resulting smoke emissions in spruce forests where fires burned essentially all soil organic matter in response to extended drought. This information will help managers predict smoke emissions when future fires burn during severe drought conditions.

Fire and fuels managers across the nation were queried last year about their priority fire and fuels information needs. As a result, the Governing Board members and staff have received many recent comments from fire and fuels specialists that validate their efforts to enhance relevance of research projects selected for funding.

Performance: JFSP accountability metrics emphasize both outputs and outcomes (see *Budget Performance and Integration* text box below). Further, the JFSP is collaborating with partner agencies such as the Forest Service to develop science adoption "metrics." The Forest Service has recently explored the development and use of measures that gauge science adoption effectiveness through their logic modeling process. Data was collected in FY 2006 and information collected for these new measures follows.

Quality: JFSP research proposals are reviewed twice before being funded; first, a three person "peer" panel consisting of a manager, technical specialist, and research scientist, reviews proposals for relevance, technical merit, feasibility, and applicability. Only those proposals judged to have potential merit are passed along to the Governing Board for a second round of review. The Board chooses projects to fund after debate of proposal merits. This "two-tier" review process helps ensure that only the highest quality projects with applicability to managers will be funded.

Program Performance Overview

Measure	2006 Actual	2007 CR	2008 Base Budget (2007 + Fixed Costs)	2008 Plan	Program Change Accruing in 2008	Program Change Accruing in Outyears
			A	B=A+C	C	D
Research Projects Initiated (estimated)	35	35	35	25 to30	-5 to -10	0
Research projects completed	70	70	70	25	0	-5 to -10
Refereed publications completed	74	75	75	30	0	-5 to -10
<p>Comments: Metrics for the number of projects and publications completed were piloted in 2006. JFSP projects are typically completed three to five years after initiation. Budget reductions begun in FY 2006 will be reflected in outyear accomplishments after FY 2009. More refereed publications may be completed in FY 2008 as this metric is difficult to estimate due to lag time between submission and actual publication. Additional performance metrics proposed for FY 2006 initiation are being studied and data collection is underway.</p>						

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Activity: Other Operations

Subactivity: Rural Fire Assistance

	2006 Actual	2007 CR	2008			Change from 2007
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$(000)	9,852	0	0	0	0	0
FTE	0	0	0	0	0	0

Justification of 2008 Program Changes

The 2008 budget request for the Rural Fire Assistance Program is \$0 and no FTE, the same as 2007.

Program Overview

The Rural Fire Assistance program was authorized in the FY 2001 *Interior and Related Agencies Appropriations Act, P.L. 106-291*, as a pilot effort to augment RFD firefighter safety and wildland fire protection capabilities. From 2001 – 2005, the Department focused grants to provide training, personal protective equipment and essential firefighting equipment on a cost-shared basis to RFDs that often serve as the first line of defense against unwanted wildland fire and provide fire support that benefits resources on DOI-managed lands. In 2006, RFA targeted grant awards to strengthen initial attack capability and begin development of the extended attack capabilities of RFDs. Cost-shared grants focused on both basic and advanced training for more than 3,000 local firefighters to provide on-the-ground leadership necessary to improve safety and maximize their effectiveness in wildland fire suppression operations. The program is eliminated beginning in 2007.

Performance Overview

Measure	2004 Actual	2005 Actual	2006 Actual	2007 President's Budget	2007 Plan	2008 Plan	2008 Plan	Change from 2007 Plan to 2008	Long Term Target 2012
Rural firefighters trained	UNK A/	3,750	3,100*	0	0	0	0	0	0

A/Measure not previously targeted. * 2006 data not reported from grantees yet – estimate based on requests for training.

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Budget Schedules				
PROGRAM AND FINANCING (MILLION \$)				
Identification code:				
14-112500-0-R-200403				
		2006 Act	2007 CY	2008 BY
Obligations by program activity:				
0001	Preparedness (Readiness, Facilities, and Fire Science)	283	307	289
0004	Fire Suppression Operations	423	276	302
0006	Hazardous Fuels Reduction	207	212	209
0008	Burned Area Rehabilitation	23	29	25
0009	Rural Fire Assistance	10		
0901	Fire Reimbursable	29	29	26
1000	Total new obligations	975	853	851
Budgetary resources available for obligation:				
2140	Unobligated balance carried forward, start of year	128	153	135
2200	New budget authority (gross)	975	805	838
2210	Resources available from recoveries of prior year obligations	25	30	30
2390	Total budgetary resources available for obligation	1,128	988	1,003
2395	Total new obligations	-975	-853	-851
2440	Unobligated balance carried forward, end of year	153	135	152
New budget authority (gross), detail:				
Discretionary:				
4000	Appropriation	867	769	802
4035	Appropriation permanently reduced	-11		
4200	Transferred from other accounts [14-1039]	54		
4200	Transferred from other accounts [12-1115]	1		
4200	Transferred from other accounts [14-1612]	6		
4200	Transferred from other accounts [14-5020]	4		
4200	Transferred from other accounts [14-2301]	22		
4200	Transferred from other accounts [14-1110]	2		
4200	Transferred from other accounts [14-5033]	3		
4200	Transferred from other accounts [14-5035]	5		
4300	Appropriation (total discretionary)	953	769	802
Spending authority from offsetting collections:				
5800	Offsetting collections (cash)	25	36	36
5810	Change in uncollected customer payments from Federal sources (unexpired)	-3		
5890	Spending authority from offsetting collections (total discretionary)	22	36	36
7000	Total new budget authority (gross)	975	805	838
Change in obligated balances:				
7240	Obligated balance, start of year	287	267	319

		2006 Act	2007 CY	2008 BY
7310	Total new obligations	975	853	851
7320	Total outlays (gross)	-973	-771	-827
7345	Recoveries of prior year obligations	-25	-30	-30
	Change in uncollected customer payments from			
7400	Federal sources (unexpired)	3		
7440	Obligated balance, end of year	267	319	313
	Outlays (gross), detail:			
8690	Outlays from new discretionary authority	625	551	573
8693	Outlays from discretionary balances	348	220	254
8700	Total outlays (gross)	973	771	827
	Offsets:			
	Against gross budget authority and outlays:			
	Offsetting collections (cash) from:			
8800	Federal sources	36	36	36
8840	Non-Federal sources	-11		
8890	Total, offsetting collections (cash)	25	36	36
	Against gross budget authority only:			
	Change in uncollected customer payments from			
8895	Federal sources (unexpired)	-3		
	Net budget authority and outlays:			
8900	Budget authority	953	769	802
9000	Outlays	948	735	791
9502	Unpaid obligation, end of year	275		
9602	2006 CR adjusted balance, SOY		128	
9604	2006 CR adjusted balance, EOY		53	