



BUDGET The United States Department of the Interior **JUSTIFICATIONS**

and Performance Information
Fiscal Year 2009

WILDLAND FIRE MANAGEMENT

NOTICE: These budget justifications are prepared for the Interior, Environment 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 the Interior.



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NOTE TO REVIEWERS

In recent years the Wildland Fire Management budget request has 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.

Beginning in 2009, the Department of the Interior proposes to permanently move the Wildland Fire Management appropriation to the Department. With this move, oversight and accountability will be enhanced by fostering greater participation across the Department in the management of the account.

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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 10-Year Strategy Implementation Plan has been adopted by Federal agencies and western governors, in collaboration with county commissioners, State foresters, and tribal officials.

The Plan (<http://www.forestsandrangelands.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, the Department of the Interior (DOI), and the four DOI wildfire management 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 improved coordination of national planning and budgeting processes.

The Wildland Fire Leadership Council (WFLC) is an intergovernmental committee of Federal, State, tribal, County and municipal government officials convened by the Secretaries of the Interior and Agriculture dedicated to consistent implementation of wildland fire policies, goals, and management activities. The Council provides strategic oversight to ensure policy coordination, accountability, and effective implementation of Federal Wildland Fire Management Policy and related long-term strategies to address wildfire suppression, assistance to communities, hazardous fuels reduction, habitat restoration, and rehabilitation of the Nation's forests and rangelands.

Recent Efforts

Biomass

The Federal agencies continue progress for those National Fire Plan commitments outlined above. In 2007, the Interagency Woody Biomass Utilization Working Group published a desk guide to help land managers start or build upon existing biomass utilization programs. This effort builds on the 2003 Memorandum of Understanding signed by the Departments of Agriculture, Energy and the Interior on policy principles for woody biomass utilization for restoration and fuel treatments. This strategy will result in more diverse forest, woodland, and

rangeland ecosystems and provide an alternative residue management strategy contributing to rural economic vitality and national energy security.

Partnership for Performance

In 2007, the agencies began reporting additional performance measures under the updated 10-Year Implementation Plan (December 2006). This updated Plan includes significant revisions of both performance measures and implementation tasks developed in collaboration with both Departments and representatives from the governors. These changes were prompted because many of the action items set forth in the original implementation plan had been completed. Importantly, our partners have taken a key role in promoting and reporting community assistance efforts (Goal Four of the Plan). Departments adopted the new Plan measures beginning in FY 2007, efforts to implement and continue reporting other key NFP interagency measures continue.

Strategic Fuels Reduction and Allocation

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.

Increased numbers and frequency of large fires have drawn increasing attention to hazardous fuels reduction programs and the method by which areas are prioritized for treatment and funding allocated for the Forest Service and the Department of the Interior bureaus. A consistent, spatially relevant process to manage funding allocation decisions was developed in FY 2007 to begin informing allocation decisions. By employing this decision support system the agencies are able to more effectively implement hazardous fuels projects and allocate funding in order to have the greatest impact. Decision criteria in this system are weighed by national program leaders to set priorities based on the following:

- Wildfire potential (based on fuels, weather and large fire occurrence potential),
- Negative consequence associated with catastrophic fire (values at risk),
- Past performance and other opportunities (other funding sources and restoration objectives).

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 encourage collaboration and local input on setting priorities

regarding fuels reduction projects on adjacent Federal lands, are integral to HFRA. Tools provided by HFRA and HFI, such as expanded authorities on the use of categorical exclusions to meet environmental analysis requirements, can save time and money. HFRA improvements allow for streamlined analysis of management actions proposed to help protect communities and resources from fires. These initiatives help to improve the condition of public lands, increase firefighter and public safety, and conserve landscape attributes valued by society.

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.

A complete *Healthy Forests Report* is available at <http://www.forestsandrangelands.gov>.

Fire Research and Technology

During the late 1990s, the 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 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 and scheduling of fuels treatments, development of protocols for monitoring, 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 to help managers make risk-informed decisions based on probabilities and values at risk.
- 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.

Summary

In the seven 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 (WUI), continues important progress toward implementation of the NFP.
- The Departments continue to emphasize and provide for expanded community and private sector involvement, enhanced contracting opportunities for local communities, and local participation in setting fuels 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 2007—2009

	INTERAGENCY COMBINED MEASURES		
	FY 2007 Actual	FY 2008 Plan	FY 2009 Request
Percent of unplanned and unwanted fires controlled during initial attack	97%	97%	97%
Number of high-priority acres treated in the WUI	2,008,000	1,924,000	1,906,000
Number of acres in condition class 2 or 3 treated outside the WUI in fire regimes 1, 2, or 3	1,129,000	916,000	843,000
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class	1,530,000	1,398,000	1,551,000
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.

**10-YEAR IMPLEMENTATION PLAN – COMMON PERFORMANCE MEASURES
DEPARTMENT OF THE INTERIOR AND FOREST SERVICE FY 2007—2009**

10-YEAR PLAN GOAL	INTERAGENCY COMBINED MEASURES		
GOAL 1 <i>Improve Fire Prevention and Suppression</i>	FY 2007 Actual	FY 2008 Plan	FY 2009 Request
Percent change from 10-year average for percent wildfires controlled during initial attack ^{A/}	FS - 1% DOI - 0.5%	FS +/- 0.5% DOI +/- 0.5%	FS +/- 0.5% DOI +/- 0.5%
Percent of fires not contained in initial attack that exceed a stratified cost index	FS - 22% DOI - 10%	FS - 20% DOI - 10%	FS - 20% DOI - 10%
GOAL 2 <i>Reduce Hazardous Fuels</i>			
Number of acres treated per million dollars gross investment in WUI and non-WUI areas	FS - 5,382 DOI - 6,556	FS - 5,400 DOI - 5,495	FS - 5,400 DOI - 4,936
Percent of collaboratively identified high priority acres treated where fire management objectives are achieved as identified in applicable management plans or strategies	FS - 58% DOI - 73%,	FS - 58% DOI - 75%	FS - 58% DOI - 78%
GOAL 3 <i>Restoration and Post-Fire Recovery of Fire-Adapted Ecosystems</i>			
Number and percent of acres treated to restore fire-adapted ecosystems which are moved to a better [lower] condition class ^{B/}	FS - 1,601,000 FS 53% DOI - 535,938 DOI - 40%	FS - 1,601,000 FS 54% DOI - 445,000 DOI - 41%	FS - 1,601,000 FS 55% DOI - 410,000 DOI - 41%
GOAL 4 <i>Promote Community Assistance</i>			
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	FS - 2.8 million DOI - 0.2million	FS - 2.8 million DOI - 0.2million	FS - 2.8 million DOI - 0.2million

^{A/} DOI preliminary data

^{B/} FS data includes hazardous fuels and landscape restoration acres: DOI data is HFR data only.

**INTERAGENCY
THREE-YEAR NATIONAL FIRE PLAN FUNDING TABLE
(dollars in thousands)**

AGENCY/Program	FY 2007 Enacted	FY 2008 Enacted	FY 2009 President's Budget	FY 2009 vs. FY 2008
<u>INTERIOR</u>				
Preparedness	274,863	276,483	277,718	+1,235
Suppression	249,185	289,805	335,191	+45,386
Other Operations:				
Hazardous Fuels Reduction	199,787	199,628	202,792	+3,164
Burned Area Rehabilitation	22,786	24,207	24,305	+98
Fire Facilities	7,734	6,137	6,137	0
Joint Fire Science Program	4,000	5,906	4,000	-1,906
State and Local Assistance	0	5,906	0	-5,906
Other Operations Total	234,307	241,784	237,234	-4,550
Subtotal, DOI	758,355	808,072	850,143	+42,071
Supplementals	95,000	249,000	0	-249,000
Total, DOI	853,355	1,057,072	850,143	-206,929
<u>FOREST SERVICE</u>				
Preparedness	665,382	665,819	588,375	-77,444
Fire Suppression Operations	741,477	845,620	993,947	+148,327
Other Operations:				
Hazardous Fuels Reduction	301,258	310,086	297,000	-13,086
Rehabilitation	6,189	10,828	0	-10,828
Fire Plan Research and Development	22,789	23,519	22,000	-1,519
Joint Fire Science Program	7,882	7,875	8,000	+ 125
Forest Health Management (Federal lands)	14,779	14,030	14,252	+ 222
Forest Health Management (co-op lands)	9,853	9,858	10,014	+156
State Fire Assistance	46,221	47,967	35,004	-12,963
Volunteer Fire Assistance	7,773	7,875	8,000	+125
Other Operations Total	416,744	432,038	394,270	-37,768
Subtotal, Forest Service	1,823,603	1,943,477	1,976,592	33,115
Supplementals	370,000	537,000	0	-537,000
Total, Forest Service	2,193,603	2,480,477	1,976,592	-503,885

**INTERAGENCY
THREE-YEAR NATIONAL FIRE PLAN FUNDING TABLE
(dollars in thousands)**

AGENCY/Program	FY 2007 Enacted	FY 2008 Enacted	FY 2009 President's Budget	FY 2009 vs. FY 2008
INTERIOR & FOREST SERVICE				
Preparedness	940,245	942,302	866,093	-76,209
Fire Suppression Operations	990,662	1,135,425	1,329,138	+193,713
Other Operations:				
Hazardous Fuels Reduction	501,045	509,714	499,792	-9,922
Rehabilitation	28,975	35,035	24,305	-10,730
Fire Facilities	7,734	6,137	6,137	0
Joint Fire Science Program	11,882	13,781	12,000	-1,781
Fire Plan Research and Development	22,789	23,519	22,000	-1,519
Forest Health Management (Federal lands)	14,779	14,030	14,252	+222
Forest Health Management (co-op lands)	9,853	9,858	10,014	+156
State Fire Assistance	46,221	47,967	35,004	-12,963
Volunteer Fire Assistance	7,773	7,875	8,000	+125
State and Local Assistance	0	5,906	0	-5,906
Other Operations Total	651,051	673,822	631,504	-42,318
Subtotal	2,581,958	2,751,549	2,826,735	75,186
Supplementals	465,000	786,000	0	-786,00
Grand Total	3,046,958	3,537,549	2,826,735	-710,814

2009 PLANNED ACTIVITIES

Strategic Priorities

- Continue to work in a collaborative manner with States, Tribes, counties, local governments, 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 the 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.
- Continue working, on an interagency basis, to most effectively prioritize projects to realize risk reduction across ownerships and landscapes.

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 (risk-base approach) and wildland fire use to reduce suppression cost. These efforts will include a more extensive 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 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.
- Implement Fire Program Analysis, the decision support tool that will enable land managers to budget and allocate resources more effectively across multiple land unit boundaries.

Goal 2 - Reduce Hazardous Fuels

- Treat approximately 2.6 million acres of hazardous fuel to reduce flammability of forests, woodlands, shrublands, and grasslands, including 1.5 million acres in the WUI areas and 1.1 million acres in areas outside of WUI areas.
- Reduce fuel loads on an estimated additional 1.193 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 continue to 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 and 2009.
- Rehabilitate and restore burned areas through reforestation, seeding, road and trail restoration, invasive plant treatment, heritage site restoration, grazing management, insect and disease treatment, and watershed and stream restoration.
- 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.
- Use CWPPs to help guide fuel hazard reduction and forest restoration project selection across ownerships on a landscape scale.

- Increase firefighting capacity by providing technical assistance, training, supplies, and equipment to 5,600+ small rural communities and 5,600 volunteer fire departments through Ready Reserve (DOI) and Volunteer Fire Assistance (Forest Service) programs.
- Provide more than \$35 million for technical and financial assistance to States to enhance firefighting capacity at the State and local levels.

2007: A PROGRESS REPORT FROM THE DEPARTMENTS OF THE INTERIOR AND AGRICULTURE

HAZARDOUS FUELS REDUCTION & LANDSCAPE RESTORATION PROJECTS

An excessive accumulation of hazardous or unusually flammable fuels in our forests, woodlands, and grasslands contributes significantly to the unprecedented fire risk facing our public lands. Land managers remove hazardous fuels via programs funded specifically for that purpose and in other programs whose principle goals are to achieve a variety of resource management objectives that can be broadly labeled landscape restoration. Treatments occur both inside and outside the WUI.

1. Inside the WUI treatments reduce fuels around homes, communities, and resources to slow or stop wildland fires from threatening these high-value areas.
2. Beyond the WUI, treatments not only help protect communities by creating conditions that enable firefighters to more successfully suppress fires before they enter the WUI but also reduce fire severity and its impact on valued landscapes and natural resources.

From 2001 through 2007, Federal land management agencies have treated over 24.4 million acres of Federal lands under the Healthy Forests Initiative and the National Fire Plan. Of this total, 18.7 million acres were treated through hazardous fuels reduction programs and 5.7 million acres of landscape restoration through other land management activities. The effectiveness of these treatments in protecting communities and resources from wildfire has been demonstrated numerous times. The following table summarizes the annual and cumulative acres treated (acres in millions).

HAZARDOUS FUELS REDUCTION & LANDSCAPE RESTORATION PROJECTS

	Wildland Urban Interface				Non-Wildland Urban Interface				Grand Total
	Rx Fire	Mechanical	Other	Total	Rx Fire	Mechanical	Other	Total	
2001									
FS	0.461	0.140	0.011	0.612	0.685	0.064	0.001	0.750	1.362
DOI	0.088	0.075	0.001	0.164	0.419	0.110	0.035	0.564	0.728
Total	0.549	0.215	0.012	0.776	1.104	0.174	0.036	1.314	2.090
2002									
FS	0.711	0.051	0.002	0.764	0.433	0.061	0.000	0.494	1.258
DOI	0.069	0.125	0.015	0.209	0.635	0.149	0.066	0.850	1.059
Total	0.780	0.176	0.017	0.973	1.068	0.210	0.066	1.344	2.317
2003									
FS	0.970	0.143	0.001	1.114	0.281	0.058	0.000	0.339	1.453
DOI	0.218	0.158	0.104	0.480	0.567	0.103	0.109	0.779	1.259
Total	1.188	0.301	0.105	1.594	0.848	0.161	0.109	1.118	2.712
2004									
FS*	1.163	0.436	0.101	1.700	0.491	0.357	0.013	0.861	2.561
DOI	0.250	0.294	0.016	0.560	0.572	0.299	0.200	1.071	1.631
Total	1.413	0.730	0.117	2.260	1.063	0.656	0.213	1.932	4.192
2005									
FS*	1.044	0.515	0.099	1.658	0.688	0.343	0.033	1.064	2.722
DOI	0.284	0.276	0.049	0.609	0.598	0.233	0.180	1.011	1.620
Total	1.328	0.791	0.148	2.267	1.286	0.576	0.213	2.075	4.342
2006									
FS*	0.812	0.683	0.095	1.590	0.580	0.356	0.021	0.957	2.547
DOI	0.243	0.236	0.108	0.587	0.420	0.229	0.220	0.869	1.456
Total	1.055	0.919	0.203	2.177	1.000	0.585	0.241	1.826	4.003
2007									
FS*	1.018	0.392	0.244	1.654	0.858	0.504	0.011	1.373	3.027
DOI*	0.332	0.244	0.275	0.851	0.663	0.168	0.105	0.936	1.787
Total	1.350	0.636	0.519	2.505	1.521	0.672	0.116	2.309	4.814
FS Total	6.179	2.360	0.553	9.092	4.016	1.743	0.079	5.838	14.930
DOI Total	1.484	1.408	0.568	3.460	3.874	1.291	0.915	6.080	9.540
Grand Total	7.663	3.768	1.121	12.552	7.890	3.034	0.994	11.918	24.470

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

WILDLAND FIRE MANAGEMENT

Overview of the 2009 Budget Request

TOTAL 2009 BUDGET REQUEST

(dollars in thousands)

Budget Authority	2007 Enacted	2008 Enacted	2009 Request	2009 Request Change from 2008
Current	758,355	808,072	850,143	+42,071
Permanent	0	0	0	0
Total	758,355	808,072	850,143	+42,071
Supplemental Appropriation	95,000	249,000	0	-249,000
Total	853,355	1,057,072	850,143	-206,929
<i>FTE</i>	<i>4,509</i>	<i>4,413</i>	<i>4,379</i>	<i>-34</i>

The 2009 budget request for Wildland Fire Management (WFM) is \$850.143 million, a net increase of \$42.071 million from the 2008 discretionary regular amount. The increase is offset by supplemental funds not requested in 2009 for a net decrease from 2008 to 2009 of \$206.929 million. This budget proposal continues support for the interagency National Fire Plan and the goals of the Healthy Forests Initiative. The budget will provide the foundation for meeting the guiding principles of the 10-Year Strategy and its Implementation Plan: enhancing collaboration, improving fire prevention and suppression, reducing hazardous fuels, restoring fire-adapted ecosystems, and promoting community assistance. Within this request, the 2009 Wildland Fire Management budget proposal includes:

- *Restructuring preparedness resources to enhance efficiency* – In 2008 the Department focused efforts on re-aligning resources to efficiently enhance initial attack. In 2009 additional base program evaluations will continue, with the objective to enhance efficiency, oversight and support to multiple locations or offices with fewer positions. Eliminating or re-positioning duplicative resources will allow the Department to continue focusing significant efforts on successful initial attack. The total Preparedness budget proposed is \$277.718 million. At this level, the Department will be able to maintain the resources necessary to balance initial attack success with risk-informed fire suppression and prevention.
- *Suppression increase to fully fund the ten-year average* – The Suppression request is \$335.191 million. This level will enable the Department to respond to an average level of wildland fire, guided by an average of the actual inflation-adjusted suppression costs of the most recent ten years.
- *Increase hazardous fuels reduction project funds* – The Department remains firmly committed to reducing the risks communities and resources face from unwanted wildland fire. The 2009 budget restores the level of funding to that requested in 2008, \$202.792 million.

- *Eliminate Joint Fire Science program projects* - The request is \$ 4 million, a \$1.9 million program reduction. This level of funding retains the capability to continue ongoing work and funds levels consistent with those that existed before the National Fire Plan.
- *Eliminate the Rural Fire Assistance program* - The 2009 budget again proposes to terminate the Rural Fire Assistance program as it is duplicative of other fire assistance grant programs.

2009 Budget Request by Interior Mission Area

(dollars in thousands)

Mission Area	2008 Enacted	2009 Request	2009 Request Change from 2008
Serving Communities	713,128	752,861	+39,733
Resource Protection	94,944	97,282	+2,338
Total	808,072	850,143	+42,071

The 2009 request proposes an increase of \$39.733 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.

The request also proposes \$97.282 million for resource protection, an increase of \$2.338 million from 2008. These funds will support reduction of hazardous fuels outside the WUI and the restoration of burned areas into fire-adapted areas.

The 2009 budget supports the implementation of the Healthy Forests Restoration Act and Healthy Forests Initiative by requesting almost \$203 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 has historically devoted about 65 percent of its Hazardous Fuels Reduction funding to reducing fuel loads in the WUI, thus supporting the serving communities goal. In 2009, treatments will be developed with the assistance of new methods to more effectively allocate fuels reduction funds in terms of risk reduction for communities and to improve the health of the ecosystem; the actual percentage of funds devoted to WUI treatments may change.

The Wildland Fire Management program supports more than fire-specific goals in the Department's Strategic Plan. Fire management serves as an important tool for each bureau in carrying out broad, interdisciplinary land management goals specific to core missions. The hazardous fuels reduction treatments conducted on public lands do more than just reduce the risk of fire, they have benefits that achieve a wide array of land management goals: promoting healthier forests and rangelands, achieving desired future plant communities by removing invasive species, helping public lands withstand periods of drought, and increasing resiliency to disease and insect invasions.

2009 Performance Summary

The Wildland Fire Management 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. In 2009, DOI proposes to permanently move this appropriation to the Office of the Secretary in order to enhance program oversight and accountability.

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, ID. 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 WFLC, consisting of high-level Federal, State, county and local officials, provides policy guidance for the NFP participating agencies.

Within this cooperative, interagency framework, the Department's Wildland Fire Management 2009 budget request will continue addressing strategic priorities to both serve communities and protect resources.

Serving Communities

About 89 percent of the Wildland Fire Management appropriation supports the goal of Serving Communities.

Hazardous Fuel Reduction in the Wildland Urban Interface – The Department has been making steady progress reducing hazardous fuels in the WUI. From 2001 – 2009, DOI will have invested more than \$1.1 billion to treat almost four 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 484,000 planned under the 2009 request – an increase of more than 195 percent.

These treatments support the long-term goal of improving protection of lives, resources and property. In 2009, 78 percent of WUI acres targeted for treatment are identified in locally-developed Community Wildfire Protection Plans, an increase from 2008 of about three percent. The increased percentage in WUI acres treated that are identified in CWPPs is possible through increased local collaboration to identify and prioritize areas in need of hazardous fuel reduction. This priority-setting process – consistent within the Ecosystem Management Decision Support (EMDS) system piloted in 2007 - 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. At the 2009 request level, the Department plans to maintain a 95 percent initial attack success rate and maintain annual acres burned within historical averages.

Suppression Cost Containment – The program continues to focus significant efforts on improving cost-effective performance with respect to large fire suppression cost containment. A new performance metric (the stratified cost index) has been 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. Though hazardous fuels reduction treatments in the WUI are measured under the Serving Communities goal, these treatments also support resource protection.

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 – 2009, DOI will have invested almost \$668 million to treat more than 6.1 million non-WUI acres. In 2009 the Department will treat about 517,000 acres and focus these treatments on the strategic goals of maintaining lands in the desired condition as well as conducting fuels reduction treatments that begin moving treated areas to better condition. Desired conditions can be stated objectively in land use plans, and include such objective criteria as achieving a specific canopy cover, maintaining reduced fuel loads, and limiting mortality of specific vegetative components. Over the next few years, fewer acres will be treated that result in changes in condition class as cumulative treatments under the National Fire Plan across the landscape restore fire-adapted ecosystems. This desired outcome will then allow the Department to focus on maintaining treated areas – both in the WUI and non-WUI.

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 landscapes 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. A program review conducted in 2008 will help Interior both refine and enhance reporting performance consistently across the bureaus for those treated burned acres.



President's Management Agenda

Budget and Performance Integration

- **Base Analysis** - In 2006 the DOI fire bureaus began annual analyses of base budgets for all the fire program budget activities. DOI continued this process in 2007 and 2008 with the intent to carefully prioritize available funding to not only maintain but enhance on-the-ground accomplishments. Annual analysis of national program efforts will continue in 2009.
- **Overall Performance** - Performance under the suite of fire program performance measures was considered in developing the overall 2009 budget request. The request balances maintaining overall capability and continuing progress treating hazardous fuels (see the DOI Hazardous Fuels Reduction Summary table included in the fuels 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 its expenditures on more than 1,500 large fires to begin development of a stratified cost index performance measure. DOI established a baseline for this measure in 2007.
- **Activity Based Costing** - ABC/M data are collected and reported in the Wildland Fire Management program on a cross-bureau basis. In 2009 this system will be utilized to better manage cost centers where work is performed and charged.
- **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, as well as select PART measures such as those reported in the National Fire Plan.
- **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 2007, DOI began to use a decision support model to identify, prioritize and allocate funds for hazardous fuels reduction projects – this process will continue refinement through 2008 and 2009. In 2008, Fire Program Analysis will begin to provide managers with a common interagency process for fire management planning and budgeting with a cost-effective trade-off analysis incorporating land and resource management objectives. Under FPA the allocation process will be refined to better reflect fire management objectives and performance efficiencies.
- **Fire Program Analysis** – When implemented, the FPA system will enable land and resource managers to have a common tool to better inform decisions related to the allocation of resources 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 successfully 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. The plan is being updated in FY 2008.
- **Workforce Management** – The base analysis begun in 2006 allows 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 Standards 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 more than 35 years for concessions, supplies and services (including extended attack fire suppression). More recently, under the National Fire Plan the agencies have targeted 50% of hazardous fuels reduction treatments for outsourcing.

Competitive Sourcing

- **A-76 Studies** - Interagency preliminary planning began in FY 2007 for training and dispatch studies. Results from these interagency efforts will be reported in FY 2008.

Financial Performance

- **Common Budget Structure** - Both the Forest Service and Interior have implemented the budget structure approved by Congress in recent appropriations. 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 beginning in 2004 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 completing the National Wildland Fire Enterprise Architecture (NWFEA) to establish the capability to facilitate cross-agency collaboration in meeting the common goals of the national (Federal, State, county and local) wildland fire community. Wildland fire’s enterprise architecture capability will provide a single authoritative source for managing and tracking wildland fire plans, organizations, activities, standards, products, and services, throughout the wildland fire community, thus increasing efficiency and eliminating redundancy.
- **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 architecture recommendations, information provided here 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

Target Codes:		SP = Strategic Plan Measure PART = OMB PART Measure						BUR = Fire Program Specific Measure		
		TBD = Targets have not yet been developed						UNK = Prior Data Not Available		
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 Actual	2007 Plan	2007 Actual	2008 Plan	2009 President's Budget	Change from 2008 Plan to 2009	Long-term Target (2012)
End Outcome Goal 1.1 Resource Protection: Improve Health of Watersheds, Landscapes, and Marine Resources										
Number of treated burned acres that achieve the desired condition (SP & BUR)	A				126,000	TBD	TBD	TBD	TBD	TBD
Percent of treated burned acres that have achieved the desired condition (SP & BUR)	A				70% (126,000/ 180,000)	TBD	TBD	TBD	TBD	TBD
Comment – for the two measures above, data will be reported after completion of a program review conducted in 2008.										
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 & BUR)	A				1%	UNK	TBD	TBD	TBD	TBD
Percent of acres treated which are moved toward desired condition (SP & BUR)	A				67% (Estimated baseline - revised targets reflect actual data)	80% (1,068,361/ 1,333,422)	80% (877,600/ 1,097,000)	80% (800,800/ 1,001,000)	0%	75% (675,000/ 900,000)

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Actual	2007 Plan	2007 Actual	2008 Plan	2009 President's Budget	Change from 2008 Plan to 2009	Long-term Target (2012)
Percent of acres treated which are maintained in desired condition (SP & BUR)	A				15%	16% (216,172/ 1,333,422)	16% (175,520/ 1,097,000)	16% (160,160/ 1,001,000)	0%	18% (171,000/ 900,000)
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 & BUR)	A				-2% (Estimated baseline - revised targets reflect actual data)	5% (114,549/ 2,278,332)	10% (239,000/ 2,392,881)	0.5% (12,850/ 2,624,332)	-9.5%	+0.5% (12,850/ 2,624,332)
Improve Fire Management: Improve Fire Prevention and Suppression										
Percent of unplanned and unwanted wildland fires on DOI land controlled during initial attack (SP & NFP)	A	98%	97%	96%	95%	97% (7,968/ 8,212)	95% (8,885/ 9,353)	95% (9,021/ 9,496)	0%	95% (9,021/ 9,496)
Percent of acres treated which achieve fire management objectives as identified in applicable management plans (SP & BUR)	A				90% (Estimated baseline - revised targets reflect actual data)	73% (969,865/ 1,333,422)	75% (822,750/ 1,097,000)	78% (780,780/ 1,001,000)	+3%	85% (765,000/ 900,000)
Number of treated WUI acres that are identified in Community Wildfire Protection Plans or other applicable collaboratively developed plans (SP & BUR)	A			334,323	315,250	421,053	376,000	378,000	+2,000	391,000

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Actual	2007 Plan	2007 Actual	2008 Plan	2009 President's Budget	Change from 2008 Plan to 2009	Long-term Target (2012)
Percent of treated WUI acres that are identified in Community Wildfire Protection Plans or other applicable collaboratively developed plans (SP & BUR)	A			63% (334,323/ 532,539)	65% (315,250/ 485,000)	72% (421,053/ 586,018)	75% (376,000/ 502,000)	78% (378,000/ 484,000)	+3%	85% (391,000 of 460,000 acres)
Number of acres in WUI treated per million dollars gross investment (SP & BUR)	A	490,110/ \$115.38M = 4,248	542,568/ \$132.59M = 4,092	532,539/ \$132.302M = 4,025	485,000/ \$128.99M = 3,760	586,018/ \$131.80M = 4,446	502,000/ \$128.89M = 3,895	484,000/ \$131.82M = 3,672	-223	460,000/ \$140M = 3,286
National Fire Plan Common Performance 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 (SP & NFP)	A	98%	97%	96%	95%	97% (7,968/ 8,212)	95% (8,885/ 9,353)	95% (9,021/ 9,496)	0%	NA
Number of high-priority acres treated in the WUI	A	490,110	542,568	532,539	485,000	586,018	502,000	484,000	-18,000	N/A
Number of acres treated in condition classes 2 or 3 in fire regimes 1 through 3 (WUI & non-WUI)	A	WUI UNK Non-WUI 494,000	WUI UNK Non-WUI 477,742	WUI UNK Non-WUI 344,114	WUI UNK Non-WUI 399,000	WUI 366,011 Non-WUI 375,929 Total 741,940	WUI 301,000 Non-WUI 285,000 Total 586,000	WUI 290,000 Non-WUI 247,000 Total 537,000	WUI -11,000 Non-WUI -38,000 Total -49,000	N/A
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class (WUI & non-WUI)	A	WUI UNK Non-WUI 294,000	WUI UNK Non-WUI 271,551	WUI UNK Non-WUI 241,045	WUI UNK Non-WUI 235,000	WUI 212,132 Non-WUI 323,806 Total 535,938	WUI 185,000 Non-WUI 260,000 Total 445,000	WUI 177,000 Non-WUI 233,000 Total 410,000	WUI -8,000 Non-WUI -27,000 Total -35,000	N/A

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2004 Actual	2005 Actual	2006 Actual	2007 Plan	2007 Actual	2008 Plan	2009 President's Budget	Change from 2008 Plan to 2009	Long-term Target (2012)
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class per million dollars of gross investment (WUI & non-WUI)	A	WUI UNK Non-WUI 3,672	WUI UNK Non-WUI 3,607	WUI UNK Non-WUI 3,225	WUI UNK Non-WUI 3,320	WUI 1,610 Non-WUI 4,523 Total 2,635	WUI 1,435 Non-WUI 3,676 Total 2,229	WUI 1,343 Non-WUI 3,283 Total 2,022	WUI -92 Non-WUI -393 Total -207	N/A
Number of acres in fire regimes 1, 2 or 3 moved to a better condition class - as a percent of all acres treated (WUI & non-WUI) (this is also a long term measure.)		WUI UNK Non-WUI 38%	WUI UNK Non-WUI 37%	WUI UNK Non-WUI 42%	WUI UNK Non-WUI 41%	WUI 37% Non-WUI 43% Total 40%	WUI 37% Non-WUI 44% Total 41%	WUI 37% Non-WUI 45% Total 41%	WUI 0% Non-WUI +1% Total 0%	N/A
Long-Term Measures										
Percentage of all fires not contained in initial attack that exceed a stratified cost index (BUR and PART)	A					10%	10%	10%	0%	N/A
Measure implemented in 2007: prior data is not available.										
Percent of DOI and USDA acres in good condition (defined as acres in condition class 1) (PART)	F	UNK	UNK	UNK	UNK	UNK	N/A	N/A	N/A	N/A
Data pending LANDFIRE implementation.										

2009 Budgetary Changes at a Glance (Dollars in Thousands)						
Appropriation: Wildland Fire Management	2007 Enacted	2008 Enacted	Fixed Costs Changes	Internal Transfers	Program Changes	2009 Request
Preparedness	274,863	276,483	5,776		-4,541	277,718
<i>Program Decrease - Eliminate Earmark for consortium of Idaho Universities</i>					[-492]	
<i>Program Decrease - Restructure Management, Initial Attack, and Support Personnel</i>					[-2,346]	
<i>Program Decrease - Reduce Operational, Travel, Support and Indirect Costs</i>					[-905]	
<i>Program Decrease - Implement Performance Based Contracting</i>					[-798]	
Suppression Operations	249,185	289,805			45,386	335,191
<i>Program Increase - Ten-Year Suppression Average</i>					[+45,386]	
Other Operations						
Hazardous Fuels Reduction	199,787	199,628	2,425		739	202,792
<i>Program Increase - Increase Project Funding</i>					[+739]	
Burned Area Rehabilitation	22,786	24,207	98			24,305
Fire Facilities	7,734	6,137				6,137
Joint Fire Science	4,000	5,906			-1,906	4,000
<i>Program Decrease - Reduce Projects</i>					[-1,906]	
Rural Fire Assistance	-	5,906	-	-	-5,906	-
<i>Program Decrease - Eliminate Rural Fire Assistance Program</i>					[-5,906]	
SUBTOTAL	758,355	808,072	8,299	-	33,772	850,143
SUPPLEMENTAL APPROPRIATION ^{1/}	95,000	249,000	-	-	-249,000	-
TOTAL APPROPRIATION	853,355	1,057,072	8,299	-	-215,228	850,143

1/ Supplemental appropriations: FY 2007, \$95,000 for Suppression Operations; FY 2008, \$115,000 for repayments for 2007 borrowings, \$40,000 for Suppression Operations, \$10,000 for Hazardous Fuels Reduction, \$6,000 for Burned Area Rehabilitation, and \$78,000 for Emergency Suppression Operations.

Summary of Requirements

(dollars in thousands)

Activity/Subactivity		2007 Enacted	2008 Enacted	Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	2009 Budget Request	Inc(+) Dec(-) from 2008
Preparedness	\$	274,863	276,483	5,776	-4,541	277,718	1,235
	FTE	2,674	2,621	0	-34	2,587	-34
Suppression Operations	\$	249,185	289,805	0	45,386	335,191	45,386
	FTE	526	480	0	0	480	0
Other Operations	\$	234,307	241,784	2,523	-7,073	237,234	-4,550
	FTE	1,309	1,312	0	0	1,312	0
Hazardous Fuels Reduction	\$	199,787	199,628	2,425	739	202,792	3,164
	FTE	1,258	1,256	0	0	1,256	0
Burned Area Rehabilitation	\$	22,786	24,207	98	0	24,305	98
	FTE	42	52	0	0	52	0
Fire Facilities	\$	7,734	6,137	0	0	6,137	0
	FTE	2	2	0	0	2	0
Joint Fire Science	\$	4,000	5,906	0	-1,906	4,000	-1,906
	FTE	7	2	0	0	2	0
Rural Fire Assistance	\$	0	5,906	0	-5,906	0	-5,906
	FTE	0	0	0	0	0	0
Total, Wildland Fire Management	\$	758,355	808,072	8,299	33,772	850,143	42,071
	FTE	4,509	4,413	0	-34	4,379	-34

Justification of Fixed Costs and Related Changes (\$000)

	2008 Budget	2008 Revised*	2009 Fixed Costs Change
<u>Additional Operational Costs from 2008 and 2009 January Pay Raises</u>			
1. 2008 Pay Raise, 3 Quarters in 2008 Budget	+\$7,406	+\$7,290	NA
<i>Amount of pay raise absorbed through cost savings</i>		[\$1,351]	NA
2. 2008 Pay Raise, 1 Quarter (Enacted 3.5%)	NA	NA	+\$2,786
<i>Amount of pay raise absorbed through cost savings</i>			[464]
3. 2009 Pay Raise (Assumed 2.9%)	NA	NA	+\$6,462
<i>Amount of pay raise absorbed through cost savings</i>			[1,632]
<p>These adjustments are for an additional amount needed to fund estimated pay raises for Federal employees.</p> <p>Line 1, 2008 Revised column is an update of 2008 budget estimates based upon an enacted 3.5% pay raise, and the 1.56% across the board reduction.</p> <p>Line 2 is the amount needed in 2009 to fund the enacted 3.5% January 2008 pay raise from October through December 2008.</p> <p>Line 3 is the amount needed in 2009 to fund the estimated 2.9% January 2009 pay raise from January through September 2009.</p>			

	2008 Budget	2008 Revised	2009 Fixed Costs Change
<u>Other Fixed Cost Changes</u>			
Two More Pay Days	+\$2,870	+2,825	NA
This adjustment reflects the increased costs resulting from the fact that there are two more pay days in 2008 than in 2007.		[54]	
One Less Pay Day	NA	NA	-\$1,418
This adjustment reflects the decreased costs resulting from the fact that there is one less pay day in 2009 than in 2008.			
Employer Share of Federal Health Benefit Plans	+\$1,177	+\$1,177	+\$458
<i>Amount of health benefits absorbed through cost savings</i>			[114]
<p>The adjustment is for changes in the Federal government's share of the cost of health insurance coverage for Federal employees. For 2009, the increase is estimated at 3%, the average increase for the past few years.</p>			
Rental Payments	+\$8	+\$8	+\$11
<i>Amount of rental payments absorbed through cost savings</i>			[0]
<p>The adjustment is for changes in the costs payable to General Services Administration and others resulting from changes in 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. Costs of mandatory office relocations, i.e., relocations in cases where due to external events there is not alternative but to vacate the currently occupied space, are also included.</p>			

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Appropriations Language

(INCLUDING TRANSFER OF FUNDS)

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, [\$820,878,000] \$850,143,000, to remain available until expended, of which not to exceed [\$6,234,000] \$6,137,000 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, Public Lands Corps (Public Law 109-154), 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[: *Provided further*, That the Secretary of the Interior may use wildland fire appropriations to enter into non-competitive sole source leases of real property with local governments, at or below fair market value, to construct capitalized improvements for fire facilities on such leased properties, including but not limited to fire guard stations, retardant stations, and other initial attack and fire support facilities, and to make advance payments for any such lease or for construction activity associated with the lease:] : *Provided further*, That the Secretary of the Interior and the Secretary of Agriculture may authorize the transfer of funds appropriated for wildland fire management, in an aggregate amount not to exceed [\$10,000,000] \$9,000,000, between the Departments when such transfers would facilitate and expedite jointly funded wildland fire management programs and projects[: *Provided further*, That funds provided for wildfire suppression shall be available for support of Federal emergency response actions: *Provided further*, That Public Law 110-116, division B, section 157(b)(2) is amended by inserting after “to other accounts” the phrase “and non-suppression budget activities”]. (*Department of the Interior, Environment, and Related Agencies Appropriations Act, 2008.*)

(INCLUDING TRANSFER OF FUNDS)

[For an additional amount for ``Wildland Fire Management'', \$78,000,000, to remain available until expended, for urgent wildland fire suppression activities: *Provided*, That such funds shall only become available if funds previously provided for wildland fire suppression will be exhausted imminently and the Secretary of the Interior notifies the House and Senate Committees on Appropriations in writing of the need for these additional funds: *Provided further*, That such funds are also available for repayment to other appropriations accounts from which funds were transferred for wildfire suppression: *Provided further*, That the amount provided by this paragraph is designated as described in section 5 (in the matter preceding division A of this consolidated Act).] (*Department of the Interior, Environment, and Related Agencies Appropriations Act, 2008.*)

[“Sec. 157. “(b) Notwithstanding any other provision of this joint resolution, and in addition to amounts otherwise available by this joint resolution, there is appropriated \$171,000,000 for `Department of the Interior-Bureau of Land Management-Wildland Fire Management', to remain available until expended. Of such funds-“(1) \$40,000,000 shall be available for emergency wildfire suppression;

“(2) \$115,000,000 shall be used within 30 days of enactment of this section for repayment to other accounts from which such funds were transferred in fiscal year 2007 for wildfire suppression so that all such transfers for fiscal year 2007 are fully repaid;

“(3) \$10,000,000 shall be available for hazardous fuels reduction activities; and

“(4) \$6,000,000 shall be available for rehabilitation and restoration of Federal lands.

“(c) Each amount provided by this section is designated as an emergency requirement and necessary to meet emergency needs pursuant to subsections (a) and (b) of section 204 of S. Con. Res. 21 (110th Congress), the concurrent resolution on the budget for fiscal year 2008.] (*P.L. 110-116.*)

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; P.L. 110-28; P.L. 110-116; P.L. 110-161

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.
- Government Accountability Office, GAO-07-655: “Wildland Fire Management: Lack of Clear Goals or a Strategy Hinders Federal Agencies’ Efforts to Contain the Costs of Fighting Fires,” June 2007.
- Government Accountability Office, GAO-07-1168: “Wildland Fire Management: Better Information and a Systematic Process Could Improve Agencies’ Approach to Allocating Fuel Reduction Funds and Selecting Projects,” September 2007.

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Activity: Wildland Fire Management						
Subactivity: Preparedness						
			2009			Change from 2008 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$000	2007 Enacted	2008 Enacted				
Preparedness ^{1/}	274,863	276,483	+5,776	-4,541	277,718	+1,235
FTE	2,674	2,621	0	-34	2,587	-34

^{1/} The enacted appropriation was \$274,801 plus a reimbursable allowance of \$62.

Summary of 2009 Program Changes for Preparedness

Request Component	(\$000)	FTE
• Eliminate earmark for the consortium of Idaho Universities	-492	
• Restructure management, initial attack, and support personnel	-2,346	-34
• Reduce program operational costs, travel, and indirect costs associated with base restructure	-905	
• Implement performance based contracting	-798	
TOTAL Program Changes	-4,541	-34

Justification of 2009 Program Changes

The 2009 budget request for the Preparedness program is \$277,718,000 and 2,587 FTE, a net program reduction of \$4,541,000 from the 2008 enacted budget. The \$4,541,000 program decrease is offset by a fixed costs increase of \$5,776,000, resulting in a net increase of \$1,235,000 from the 2008 enacted budget.

Eliminate Earmark for Consortium of Idaho Universities (-\$492,000 / 0 FTE)

The 2009 Budget eliminates funding for the earmark for the consortium of Idaho Universities rangeland fire and erosion project. This \$492,000 earmark was established in 2008. In 2009, DOI fire managers will instead direct base funds to the priority work of preparing to fight and manage wildland fires. This project could also seek funding from the Joint Fire Science Program through the "Request for Applications" annual process.

Restructure Management, Initial Attack, and Support Personnel (-\$2,346,000 / -34 FTE)

The 2009 proposal includes restructuring portions of the preparedness and initial response base program. Restructuring activities will be evaluated on an interagency basis to maximize efficiencies, including plans to review and evaluate consolidation of offices and zoning of certain management and support functions. This zoning would eliminate duplication and capitalize on the use of one FTE across multiple offices when possible.

Restructuring will involve individual bureaus and, whenever possible, will be implemented across bureaus. This means some bureaus may share management and/or support staff. The objective will be to provide efficient oversight and support to several field locations or offices with fewer positions rather than having individual management and support positions in each location.

Some of this consolidation will include sharing initial response crews between neighboring units, which is aimed at reducing the need for some initial attack resources, including aviation assets. Although fewer initial response resources will be deployed, there should not be any impact on overall program performance. This strategy will capitalize on agency strengths and improve the Department's ability to maximize the interagency effectiveness of firefighting assets.

Reduce Operational, Travel, Support, and Indirect Costs **(-\$905,000 / 0 FTE)**

The base fire organization restructuring will result in the commensurate reduction of operational and support costs as staffing and resources are reduced. In addition, the Department continues to reduce travel, training, and support costs through technology and improved business practices. As a part of the overall program reduction, the Department will also realize savings in indirect overhead and support costs.

Implement Performance Based Contracting **(-\$798,000 / 0 FTE)**

Cost savings are being pursued Department-wide through the implementation of performance contracting. Within the fire program, the key focus for improved performance will center on the contract aviation fleet. It is estimated that \$798,000 in cost savings result from using performance based contracting.

The program performance change table is not presented since no change in program performance is anticipated from the program changes described.

Program Overview

The goal of the Wildland Fire Management Preparedness program is to achieve both a cost-efficient and technically effective fire management program that meets resource and safety objectives while minimizing both costs of suppression and damages to resources.

DOI's mission includes protection of property and resources from the detrimental effects of wildland fires while providing for firefighter and public safety. The Department's agencies carry out Wildland Fire Management responsibilities in national parks, wildlife refuges and preserves, Indian reservations, and on BLM public lands. These diverse lands include historic and cultural sites, commercial forests, rangelands, and valuable wildlife habitat as well as some lands managed by other Federal and State agencies. Fire prevention and suppression are provided by Federal fire crews and through cooperative protection agreements, and contracts with Federal and State agencies, and self-governing Tribes.

To accomplish this mission, the DOI bureaus fund Preparedness activities on more than 500 million acres of public lands. The bureaus enter into cooperative agreements with other Federal agencies as well as State, tribal, and local governments to leverage resources and gain efficiency. Under these arrangements, protection responsibilities are exchanged and resources shared. One hundred percent of the Preparedness budget supports the Department's Serving Communities strategic goal.

All Wildland Fire Management activities within the Department are guided by fire management plans that cover planned contributions for interagency-shared resources, training, prevention and detection, as well as the appropriate response to wildland fire to meet land use plan objectives. Fire Management Plans provide the basis for wildland fire preparedness staffing and equipment. Bureaus historically have focused on the internal needs of each land management unit for fire program management and initial attack suppression readiness. When the Fire Program Analysis (FPA) system is fully implemented, readiness resource needs will be determined on an interagency basis across each fire planning unit. FPA is discussed in more detail later.

Readiness resources currently are deployed in advance of fire emergencies based on an analysis of historic needs and those predicted for the coming fire season to ensure DOI bureaus' readiness to respond when fires occur. In addition to the program's permanent, career seasonal and temporary firefighters/employees, program management resources include permanent and career seasonal professional and technical personnel who provide leadership, coordination, program planning, dispatching, warehouse, and other support functions along with technical and administrative support for fire and aviation management.

Program resources include unit-level requirements, plus national resources such as hotshot crews that are available for large fires on all Federal lands regardless of ownership. 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.

DOI, in cooperation with the Forest Service and the National Weather Service, hosts the National Interagency Fire Center (NIFC) in Boise, ID. NIFC provides 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. In addition to its logistical coordination role, NIFC is also the home for one of the 11 national fire caches for supplies and equipment. It provides the national radio cache for fire and disaster assistance and serves as the lead technical support group for communications, remote sensing, and wildland fire engine design. It also serves as the national development center for standardized suppression, prescribed burning, prevention, and management courses, and is the home for the Great Basin Smokejumpers.

The Alaska Fire Service, located in Fairbanks, AK, 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.

2009 Program Performance

The National Fire Plan continues to provide strong overall direction for the Wildland Fire Management Preparedness program. The recently-updated, collaboratively-developed 10-Year Implementation Plan – a plan adopted by both USDA and DOI to help reduce wildland fire risks to communities and the environment – maintains this emphasis for our Preparedness program. It provides goals, implementation outcomes, performance measures, and implementation tasks that guide the Federal agencies to improve fire prevention and suppression while balancing fire suppression and the associated costs. Together with other strategic performance measures

that guide our program, this framework provides the Federal agencies with clearly defined goals and measurable objectives. Importantly, much of the progress implementing this framework will be undertaken jointly with our partners, a key step in better defining wildfire preparedness and suppression responsibilities across administrative boundaries.

Effective and efficient initial attack forces are critical to controlling wildfires when they are small and less costly to suppress. The 2009 request will allow the Department to continue achieving at least 95 percent containment of unplanned and unwanted wildland fires on initial attack. At the same time, continued emphasis on Appropriate Management Response (AMR) will guide the Department's risk-informed fire protection activities. AMR is the practice of using fire suppression strategies and tactics that are appropriate to the risks incidents pose (AMR is also discussed in the text box on the next page).

As part of the Preparedness program's overall performance planned for 2009, the earmark for the consortium of Idaho universities rangeland fire and erosion project will be eliminated. Base funds available within the Preparedness program will be focused on high priority projects that maintain and enhance initial response and fire management effectiveness and efficiency.

To improve performance and reduce cost, the base program will be restructured to align field units to better capitalize on shared resources, management oversight, and support functions. Some adjacent units may share initial response resources thus freeing resources to be relocated or eliminated. In addition, in some parts of the country, management, oversight, and support positions will be shared on a "zone" basis. In this situation, a staff member may provide oversight or support for multiple field locations. This will reduce duplication of staff and maximize the benefits derived from a single position.

This realignment of staff will generate additional operational and support cost savings. Emphasizing the use of technologies such as web-based on-line training and teleconferencing will further reduce travel. Other technology enhancements and automation in administrative functions contribute to lower overall support costs. These reductions in general support and operational cost will in turn generate savings in indirect administrative costs.

Finally, the Department is moving to improve cost performance through the increased use of performance based contracting. As the Department continues to refine its aviation strategy, more focus will be placed on performance based contracting. It is estimated in 2009 that performance contracting aviation resources may generate 3.5 - 4 percent in savings, or nearly \$798,000. At the same time this move should strengthen the Department's aviation fleet and improve overall performance.

Together these actions will better leverage shared resources to increase efficiency, reduce duplication, and support the Department's ability to meet our obligation to our partners outlined in the framework defined by the National Fire Plan and the 10-Year Implementation Plan. Progress implementing this framework will continue to be undertaken jointly with our partners as we continue working to achieve the goal of establishing a cost-effective, efficient, risk-informed fire management program.

Use of Cost and Performance Information in the Preparedness Program

The Forest Service and Interior agencies have initiated a number of steps to help reach the goal of containing wildland fire costs. These include:

- *Improving acquisition and use of personnel, equipment, and other firefighting assets.*

The Fire Program Analysis analytical system will be used to systematically evaluate alternative investment strategies and identify options that best reduce wildland fire losses, improve ecological conditions, and minimize cost. The system is designed to explicitly address uncertainty and risk in predicting future wildland fires. This approach provides a robust basis for modeling real-world complexities while maintaining the ability to compare the performance and effectiveness of alternative funding decisions.

- *Clarifying policies and implementing an appropriate response to a given fire.*

The agencies will continue implementing the policy of Appropriate Management Response (AMR). AMR, by definition, 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.

- *Taking steps to clarify guidance to better ensure that firefighting costs are shared consistently for fires that threaten both Federal and non-Federal lands and resources.*

The agencies recognize the need for clarity and consistency of cost sharing methods that will better account for the multitude of factors that affect each incident. To this end, guidance has been clarified and updated cost-sharing templates can be found at <http://www.nifc.gov>. The Department will continue to work with the States and other interested and affected entities in this effort.

Estimated Preparedness Resources, FY 2006 – FY 2009

Resources	FY 2006		FY 2007		FY 2008 Enacted		FY 2009 Request	
	Number	Cost (\$000)	Number	Cost (\$000)	Number	Cost (\$000)	Number	Cost (\$000)
Personnel								
Firefighters	3,498	\$75,889	3,483	\$77,782	3,529	\$84,509	3,469	\$85,390
Smokejumpers	137	\$7,350	137	\$7,569	137	\$7,797	135	\$7,914
Type 1 Crews	[23]	\$12,190	[23]	\$12,558	[17]	\$9,554	[17]	\$9,826
Fire Program & Support Staff	1,355	\$80,934	1,346	\$82,806	1,302	\$82,495	1,292	\$84,316
Total Personnel	4,990	\$176,363	4,966	\$180,715	4,968	\$184,355	4,896	\$187,446
<i>FTE</i>	2,654		2,674		2,621		2,587	
Aviation								
Airtankers (Large Fixed-wing)	2	\$1,160	2	\$1,194	2	\$1,230	2	\$1,266
Airtankers (Single Engine)	20	\$4,200	20	\$4,320	17	\$3,774	11	\$2,519
Helicopters	44	\$9,680	44	\$9,988	43	\$10,062	43	\$10,363
Other Aircraft	24	\$4,800	24	\$4,944	22	\$4,664	22	\$4,796
Total Aviation	90	\$19,840	90	\$20,446	84	\$19,730	78	\$18,944
Heavy Equipment								
Engines	745	\$10,303	745	\$10,609	745	\$10,929	745	\$11,257
Other Equip. (Dozers, tenders, etc.)	206	\$1,537	206	\$1,582	206	\$1,629	206	\$1,679
Total Heavy Equipment	951	\$11,840	951	\$12,191	951	\$12,558	951	\$12,936
Other Direct Program Costs								
Fire Caches (National)		\$2,300		\$2,369		\$2,402		\$2,474
Non-Fire Personnel Costs		\$6,116		\$6,300		\$6,489		\$5,684
Travel		\$6,600		\$6,200		\$5,688		\$5,273
IT Systems		\$6,000		\$6,180		\$5,598		\$5,766
Ready Reserve		\$1,846		\$1,846		\$1,249		\$1,249
Rent, Utilities, Misc.		\$11,051		\$11,136		\$10,766		\$10,174
Total Other Direct Program Costs		\$33,913		\$34,031		\$32,192		\$30,620
Subtotal		\$241,956		\$247,383		\$248,835		\$249,946
Indirect Costs (Bureau Overhead)		\$26,883		\$27,480		\$27,648		\$27,772
Total		\$268,839		\$274,863		\$276,483		\$277,718

This table is an estimate only. Actual numbers are dependent upon timing and implementation of specific budgetary actions.

Program Performance Overview

End Outcome Goal 1.1 Serving Communities: Improve Protection of Lives, Resources and Property									
End Outcome Measure / Intermediate or PART Measure / PART Efficiency or other Outcome Measure	2004 Actual	2005 Actual	2006 Actual	2007 Plan	2007 Actual	2008 Plan	2009 President's Budget	Change from 2008 Plan to 2009	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 and BUR)				-2%	+ 5%	+10%	+0.5%	-9.5%	+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)				Establish Baseline	10%	10%	10%	NA	8%
Percent of unplanned and unwanted wildland fires on DOI land controlled during initial attack (SP and NFP)	98%	97%	96%	95%	97% (7,968/ 8,212)	95% (8,885/ 9,353)	95% (9,021/ 9,496)	-0%	95% (9,021/ 9/496)
Comments	For some measures, data are not available for 2004 - 2006. Measures were adopted for FY 2007 as part of the collaboratively developed 10-Year Implementation Plan and those designated SP are included in the Department's Strategic Plan. Measures designated BUR serve as the fire program's equivalent of strategic plan measures. Data analysis supports an increase in the 10-year average in FY 2008 due to the exclusion of a lower acreage year dropping off the calculation and being replaced by a high acreage year. Total acres burned for 2008 and 2009 are estimated to decrease from 2007.								

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Activity: Suppression Operations						
Subactivity: Suppression						
\$000	2007 Enacted	2008 Enacted	2009			Change from 2008 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
Suppression Operations, Annual Appropriations	249,185	289,805	0	+45,386	335,191	+45,386
Supplemental Appropriations ^{1/}	95,000	233,000		-233,000	0	-233,000
FTE	526	480		0	480	0

1/ 2007 supplemental appropriation \$95 million in P.L. 110-28; 2008 supplemental appropriation \$155 million in P.L. 110-116; 2008 supplemental appropriation \$78 million in P.L. 110-161.

Summary of 2009 Program Changes for Suppression Operations

Request Component	(\$000)	FTE
<u>Program Changes</u>		
• Ten-year average suppression increase	+45,386	0
TOTAL Program Changes	+45,386	0

Justification of 2009 Program Changes

The 2009 budget request for the Suppression Operations program is \$335,191,000, a net increase of \$45,386,000 and 0 FTE from the 2008 enacted level.

Ten-Year Average Increase (+\$45,386,000 / 0 FTE)

The 2009 request for Suppression is a 15.7 percent increase of \$45,386,000 over the 2008 enacted level. This request fully funds the inflation-adjusted ten-year average of annual suppression costs.

SUPPRESSION OBLIGATIONS, 1998 - 2007					
<u>Year</u>	<u>Net Nominal Suppression Obligations</u>	<u>GDP Inflator A/ [2000=1.00]</u>	<u>GDP Deflator [2007=1.00]</u>	<u>Adjusted Obligations [2007=1.00]</u>	<u>Rolling 10-Year Avg.</u>
1998	109,904	0.9623	0.8085	135,944	160,406
1999	154,416	0.9759	0.8199	188,340	153,048
2000	334,802	1.0000	0.8401	398,515	171,171
2001	269,574	1.0229	0.8594	313,690	191,871
2002	395,040	1.0393	0.8731	452,435	224,953
2003	303,638	1.0613	0.8916	340,545	251,347
2004	281,244	1.0885	0.9145	307,547	260,662
2005	294,054	1.1236	0.9440	311,510	277,520
2006	424,058	1.1660	0.9796	432,896	301,257
2007	470,491	1.1903	1.000	470,491	335,191

Program Performance Change

	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2009 Base Budget (2008 PB + Fixed Costs)	2009 President's Budget	Program Change Accruing in 2009	Program Change Accruing in Out-years
					A	B=A+C	C	D
Percentage of all fires not contained in initial attack that exceed a stratified cost index (PART and BUR)	N/A	N/A	Establish Baseline	10%	10%	10%	NA	8%
<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 A: The level of performance and costs expected in 2009 at the 2008 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: Out-year performance beyond 2009 addresses lagging performance — those changes occurring as a result of the program change (not total budget) requested in 2009. It does <u>not</u> include the impact of receiving the program change again in a subsequent out-year.</p>								

Program Overview

The Wildland Fire Management, Suppression Operations activity funds the emergency and unpredictable aspects of the Department's Wildland Fire Management program. Suppression operations include the total spectrum of management actions taken to manage wildland fires in a safe, cost-effective manner, considering risk-informed actions necessary to protect values at risk in a manner consistent with resource objectives and land management plans.

This spectrum ranges from intensive suppression on fires on public lands threatening communities, high value resources, or critical ecosystems, to managing wildland fire use in areas in which fires are allowed to burn to accomplish resource benefits. Emergency actions are taken during and immediately following a wildfire to reduce the effects of floods, landslides, and erosion by stabilizing stream banks and soils to reduce further resource damage. Emergency stabilization actions may be performed within one year of containment of the fire, and monitored for up to three years after containment.

Suppression costs include expenses incurred by fire line, command, and support personnel above those costs covered by preparedness, as well as those for temporary emergency firefighter personnel, aircraft flight operations, aircraft ramp support, logistical services, supplies, equipment (including replacement of lost or damaged capital and expendable equipment), contracts for goods and services, administrative support directly associated with incidents, and immediate measures to repair damage as a result of fire suppression activities.

Fire severity funding, to provide extra preparedness in above normal or extreme conditions, is included in suppression operations. Severity funding is used to improve initial response capabilities when abnormal, severe fire conditions occur. Abnormal fire conditions tend to arise when fire seasons start earlier than normal, last longer than normal, or exceed average high fire danger ratings for prolonged periods.

Severity funds typically are used to temporarily increase firefighting staff, pay for personnel and equipment, pre-position suppression forces, conduct additional aerial reconnaissance, and acquire other supplemental contract services. In 2007, the Department instituted new controls on severity authorizations to better manage the expenditure of suppression funds; these management efforts will continue.

Funding requests for suppression are guided by the historical ten-year running average of suppression expenditures, adjusted for inflation.

2009 Program Performance

Suppression costs are increasing due to a number of factors. Key aspects that contribute to rising suppression expenditures are increased workload and the escalating cost of conducting fire management operations. Ongoing efforts at cost containment, use of risk-based management strategies, and implementation of wildland fire use for resource benefits in appropriate areas are contributing to cost efficiencies in suppression operations.

To further meet the challenge of rising suppression costs, the Department is continuing to work closely with the U.S. Forest Service. A number of positive steps have been taken, including emphasizing land management decisions that affect fuel loading and resource protection, increasing the skills and numbers of local firefighters, advancing integrated data management, providing clarification for master cost-sharing agreements, and developing metrics and accountability measures to evaluate managerial cost effectiveness.

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

Recent severe fire seasons and continued movement of populations into WUI areas have also contributed to a rising ten-year suppression average. Over 2.9 million acres of Federal lands and a total of 8.2 million acres across the nation burned in 2007, the second highest number of acres burned since 1960. Contributing to the increase in the ten-year suppression average, five of the ten worst fire seasons on record for burned acres have occurred in the past seven years. A number of additional factors contribute to this increase.

- Climate variability has led to increased drought conditions, vegetation conversion (increased flammability and shorter fire return intervals), earlier mountain snow melt, extended burning seasons, increased number of ignitions, and greater fire severity.
- Continuing drought and accumulation of hazardous fuels contribute to an increase in the number, size, and severity of large fires
- According to the 2005 DOI and USDA Quadrennial Fire and Fuels Review, 60 percent of new home construction during the ten-year period from 1990 to 2000 occurred in the WUI. This rapid growth into wildland areas complicates landscape protection needs, as well as creates additional sources of ignition

- Increasing energy costs increase the operational expenses for all suppression resources, and particularly contract costs for equipment, transportation, and aviation resources.

The Department's fire workload, in terms of numbers of suppression fires and acres burned, has risen significantly in the last ten years. While fire occurrence can be highly variable year-to-year, the multi-year trend in the number of suppression fires on DOI lands has increased significantly since 1998. The trend is expected to continue. Acres burned annually during the same ten-year period show a similar trend, increasing from 385,000 acres in 1998 to nearly 3,000,000 acres in 2007, more than an eight-fold increase in acres. The ten-year cost average for the calculation period of 1998 - 2007 ranged from a low of \$153 million in 1999 to \$335 million in 2007, less than a two-fold increase.

DOI Unwanted Wildland Fires		
FY	# Fires	# Acres
1998	7,931	385,490
1999	7,988	2,571,561
2000	11,176	2,307,391
2001	8,813	1,071,212
2002	9,579	2,033,423
2003	9,200	975,382
2004	9,223	3,063,658
2005	9,589	6,069,877
2006	11,823	2,554,304
2007	8,212	2,896,507
Total	93,534	23,928,805
10-Year Average	9,353	2,392,881

Use of Cost and Performance Information in the Suppression Program

- In 2007, national fire program leadership placed more emphasis on confine, contain, and point protection strategies for fires that posed a low risk to communities and natural resources. The shift in strategies resulted in a reduction of the application of aggressive response tactics used in the past.
- Prioritizing allocation of funding to maintain initial response capability and a ready reserve rather than purely providing support to large fires was critical to keeping new fire starts from becoming fires of significance.
- As a result of the static number of aircraft and firefighting crews and an increasing ten-year trend-line in the number of fires and acres burned, strategies for wildland fire response and management are being evaluated and adapted to ensure the most efficient and cost-effective use of our wildland firefighting resources.

Program Performance Overview

End Outcome Goal 1: Serving Communities: Improve Protection of Life, Resources and Property									
End Outcome Measure / Intermediate or PART Measure / PART Efficiency or other Outcome Measure	2004 Actual	2005 Actual	2006 Actual	2007 Plan	2007 Actual	2008 Plan	2009 President's Budget	Change from 2008 Plan to 2009	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 and BUR)				-2%	+5%	+10%	+0.5%	-9.5%	+5%
Comments	Data analysis supports an increase in the 10-year average in FY 2008 due to the exclusion of a lower acreage year dropping off the calculation and being replaced by a high acreage year. Total acres burned for 2008 and 2009 are estimated to decrease from 2007.								
Percentage of all fires not contained in initial attack that exceed a stratified cost index (PART and BUR)				Establish baseline	10%	10%	10%	NA	8%

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Activity: Other Operations						
Subactivity: Hazardous Fuels Reduction (HFR)						
\$000	2007 Enacted	2008 Enacted	2009			Change from 2008 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
Hazardous Fuels Reduction	199,787	199,628	+2,425	+739	202,792	+3,164
Supplemental Appropriations ^{1/}	0	10,000	0	-10,000	0	-10,000
<i>FTE</i>	1,258	1,256	0	0	1,256	0

1/ 2008 supplemental appropriation \$10 million in P.L. 110-116

Summary of 2009 Program Changes for Hazardous Fuels Reduction

Request Component	(\$000)	FTE
<u>Program Changes</u>		
• Increase project funding	+739	0
TOTAL Program Changes	+739	0

Justification of 2009 Program Changes

The 2009 budget request for the Hazardous Fuels Reduction program is \$202,792,000, a net increase of \$3,164,000 from the enacted 2008 level. The increase includes \$2,425,000 for fixed costs plus a \$739,000 program increase to fully fund the program at the level requested in the 2008 President's budget. In 2009 the program will be managed holistically, without specific budget requests for WUI and non-WUI subactivities. This change facilitates establishment of a national project prioritization process. The historic WUI / non-WUI split of 65 percent / 35 percent will be used for purposes of estimating performance in FY 2009.

Increase Project Funding (+\$739,000 / 0 FTE)

These funds will be directed toward additional on-the-ground high priority projects. This level of funding continues to support the Department's Hazardous Fuels Reduction program and the Healthy Forests Initiative. Moreover, at least 40 percent of hazardous fuels funds will be used to improve the condition class on at least 250,000 acres by the end of FY 2009 through the use of the Healthy Forests Restoration Act and Healthy Forests Initiative authorities.

In 2009, the Department will begin managing the HFR program without specific, advance budget requests for WUI and non-WUI subactivities. Treatments in the WUI will continue to be emphasized within the prioritization process. The Department will continue to track the amount of funds expended in both WUI and non-WUI areas for all HFR performance measures. Advantages of consolidating the management of the two subactivities include:

- Decisions will be based on assessments and analysis of the complete fire environment allowing WUI and non-WUI objectives to be integrated. A key example is the strategic placement of treatments. For example, WUI funds could not previously have been used

to implement a project in the non-WUI even though the primary objective of the project may have been to protect a nearby community. This new method of management will allow this type of project to go forward and provide more strategic protection to communities.

- On-the-ground flexibility is maximized to substitute other high priority projects for those that were planned but, because of uncontrollable circumstances, cannot be completed. Utilizing available funds more efficiently increases both program performance and overall efficiency.

Use of Cost and Performance Information in the Hazardous Fuels Reduction Program

The Government Accountability Office stated in their report, GAO-07-1168, *Wildland Fire Management: Better Information and a Systematic Process Could Improve Agencies' Approach to Allocating Fuel Reduction Funds and Selecting Projects* dated September 2007: "...the agencies would benefit from routinely using an allocation process that is systematic, and that is common to all agencies. A systematic process can help ensure that agencies apply their allocation and project selection criteria consistently and can help interested parties outside of the process – Congress, local communities, and other entities – understand the rationale for the funding and project selection decisions that are made."

The GAO recommended the following specific measures when allocating funds and selecting projects: (1) consistently assess all elements of wildland fire risk, (2) develop and use measures of the effectiveness of fuel reduction treatments, (3) use information on effectiveness to assess and compare the cost effectiveness of potential treatments, (4) clarify the relative importance of the numerous factors used in allocating funds, and (5) follow a more systematic process in allocating funds.

As a pilot, in 2007, the Department of the Interior used the Ecosystem Management Decision Support (EMDS) system to allocate a portion of project funds (both WUI and non-WUI). EMDS incorporates the logic and decision models used by the Forest Service in their 2007 Hazardous Fuels Prioritization and Allocation System, and is based on Forest Service research. To the extent practicable, national, interagency data sources were employed. The model results were useful and DOI intends to use EMDS to allocate a portion of the 2008 HFR program funds among the DOI bureaus. Based on the 2007 EMDS analysis, DOI is working on refining the EMDS process by 1) undertaking a thorough review of existing data to evaluate information on landscape condition and fuel treatments (e.g., wildfire potential and risk, biomass utilization potential, T&E species location, fuel treatment effectiveness and the WUI); 2) adding new or revised data to augment decision criteria; and 3) developing new themes that emphasize important outcomes (e.g. restoration, capability, or WUI) to inform decisions on budget allocation between bureaus. To help inform the HFR allocations for both Departments, full integration of the EMDS modeling process in a hazardous fuels prioritization and allocation system is anticipated for 2009.

Program Performance Change

Measure	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2009 Base Budget (2008 PB + Fixed Costs)	2009 President's Budget	Program Change Accruing in 2009	Program Change Accruing in Out-years
					A	B=A+C	C	D
Percent of acres treated which achieve fire management objectives as identified in applicable management plans (SP and BUR)	UNK	UNK	73% (969,865/ 1,333,422)	75% (822,750/ 1,097,000)	75% (822,750/ 1,097,000)	78% (780,780/ 1,001,000)	+3%	0
Number and percent of treated WUI acres that are identified in CWPP's or other applicable plans (SP and BUR)	UNK	334,323/ 532,539 = 63%	421,053/ 586,018 = 72%	376,000/ 502,000 = 75%	376,000/ 502,000 = 75%	378,000/ 484,000 = 78%	+3%	0
Number of acres in WUI treated per million dollars gross investment (SP and BUR)	542,568/ \$132.59 = 4,092	532,539/ \$132.30 = 4,025	586,018/ \$131.80 = 4,446	502,000/ \$128.89 = 3,895	502,000/ \$128.89 = 3,895	484,000/ \$131.82 = 3,672	-223	0
Comments: Adoption of a decision support model to guide allocation will place a greater emphasis on only treating the highest priority acres. Since these acres tend to be more expensive, total acres treated are expected to decline. Previous allocation practices also considered overall efficiency. Funds available for WUI treatments in FY 2009 are estimated at 65% of the total, as in previous years: the actual amount may be more or less than this. The measures above are those fuels measures in the DOI Strategic Plan under the Serving Communities goal: they are also in the collaboratively-developed <i>10-Year Implementation Plan</i> , the strategic plan for the National Fire Plan.								
Percent of acres treated which are moved toward the desired condition (SP and BUR)	UNK	UNK	80% (1,068,361 / 1,333,422)	80% (877,600/ 1,097,000)	80% (877,600/ 1,097,000)	80% (800,800/ 1,001,000)	0%	0
Percent of acres treated which are maintained in desired condition (SP and BUR)	UNK	UNK	16% (216,172/ 1,333,422)	16% (175,520/ 1,097,000)	16% (175,520/ 1,097,000)	16% (160,160/ 1,001,000)	0%	0
Comments: The measures above are those restoration measures in the DOI Strategic Plan under the Resource Protection goal, they are also in the collaboratively-developed <i>10-Year Implementation Plan</i> , the strategic plan for the National Fire Plan.								
Number of acres treated that are in condition classes 2 or 3 in fire regimes 1 through 3 (WUI & non-WUI) (National Fire Plan)	WUI UNK Non-WUI 477,742	WUI UNK Non-WUI 344,114	WUI 366,011 Non-WUI 375,929 Total 741,940	WUI 301,000 Non-WUI 285,000 Total 586,000	WUI 301,000 Non-WUI 285,000 Total 586,000	WUI 290,000 Non-WUI 247,000 Total 537,000	WUI -11,000 Non-WUI -38,000 Total -49,000	0
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class (WUI & non-WUI) (PART)	WUI UNK Non-WUI 271,551	WUI UNK Non-WUI 241,045	WUI 212,132 Non-WUI 323,806 Total 535,938	WUI 185,000 Non-WUI 260,000 Total 445,000	WUI 185,000 Non-WUI 260,000 Total 445,000	WUI 177,000 Non-WUI 233,000 Total 410,000	WUI -8,000 Non-WUI -27,000 Total -35,000	0
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class per million dollars of gross investment (WUI & non-WUI) (National Fire Plan)	WUI UNK Non-WUI 3,607	WUI UNK Non-WUI 3,225	WUI 1,610 Non-WUI 4,523 Total 2,635	WUI 1,435 Non-WUI 3,676 Total 2,229	WUI 1,435 Non-WUI 3,676 Total 2,229	WUI 1,343 Non-WUI 3,283 Total 2,022	WUI -92 Non-WUI -393 Total -207	0
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class as percent of total acres treated (WUI & non-WUI) (National Fire Plan)	WUI UNK Non-WUI 37%	WUI UNK Non-WUI 42%	WUI 36% Non-WUI 43% Total 40%	WUI 37% Non-WUI 44% Total 41%	WUI 37% Non-WUI 44% Total 41%	WUI 37% Non-WUI 45% Total 41%	WUI 0% Non-WUI +1% Total 0%	0
Comment: For the four measures above, accomplishments are being measured and reported differently starting in 2007. Previously, only non-WUI acres were reported: WUI acres will also be reported beginning in 2007. See HFR spending and performance table that follows later for non-WUI numbers.								

Program Overview

The Hazardous Fuels Reduction program reduces the impact 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 management of these fires is further compounded by the growth of communities adjacent to public lands, putting homes and other structures closer to areas where large wildland fire occur and increasing the risks.

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 changes in fuel and vegetation conditions and altered fire regimes that have occurred over the past several decades. 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 10-year Comprehensive Strategy Implementation Plan (<http://www.forestsandrangelands.gov>).

Fuels reduction and restoration treatments are designed to reduce the risks of catastrophic wildland fire to people, communities, and natural resources. Fuels reduction treatments accomplish these goals by removing or modifying wildland fuels to reduce the potential for intense 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, chemical application, grazing, or combinations of these and other methods.

The HFR program invests in projects that reduce the risk of catastrophic wildfire, mitigate hazards, and restore fire-adapted ecosystems in the high-risk WUI areas. Mitigation of risks to communities and their values involves community education, collaborative planning, and project prioritization and selection. HFR treatment objectives include reducing risk of ignition, modifying vegetation to reduce fire behavior, and developing stewardship contracts for the utilization of resulting biomass. The funds are also used to conduct fuels inventories and assessments, ensure regulatory compliance, prepare sites for treatment, remove hazardous fuels, and monitor and evaluate completed treatments.

Collaborative planning has resulted in Community Wildfire Protection Plans (CWPPs), equivalent plans, risk assessments, and landscape level plans that have prioritized fuels treatments at a local or county level. Available funding will continue to be prioritized for direction to these collaborative, priority mitigation activities, and treatments. These efforts protect life and property, including communities at risk, sensitive municipal watersheds, and historic and socially important cultural resources. In addition, they support the economic base of the community.

The HFR program also invests in projects that reduce the risk of catastrophic wildfire, mitigates hazards, and improves or maintains natural resource conditions outside the WUI on DOI lands that provide critical habitat for species at risk and listed species. 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. This strategy includes protecting, restoring, and maintaining proper function of watersheds and landscapes meeting the desired conditions.

The interdepartmental Cohesive Fuels Treatment Strategy (published in 2006 by DOI and the Forest Service) seeks 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. The Strategy directs managers to more effectively and efficiently place fuels reduction treatments across the landscape using collaborative processes. Fuel treatments are supported by an increased understanding of fire behavior and effects and improved monitoring and analysis. A basic tenet of the Strategy is that fuel project investments will reduce fire risks and the damage caused by wildfires, and will reduce the costs of suppressing wildland fire and subsequently restoring ecosystems.

2009 Program Performance

The 2009 budget request for fuels is \$202,792,000 and 1,256 FTE. Emphasis will continue to be placed on treating the highest priority acres, those that contribute to overall risk reduction for communities and improve the health of the ecosystem. The Department will utilize the EMDS decision support tool to better direct available project funding to these highest priority areas.

Numerous factors will contribute to the slight overall reduction in total acres estimated to be treated. Factors that contribute to rising implementation costs and overall efficiency include:

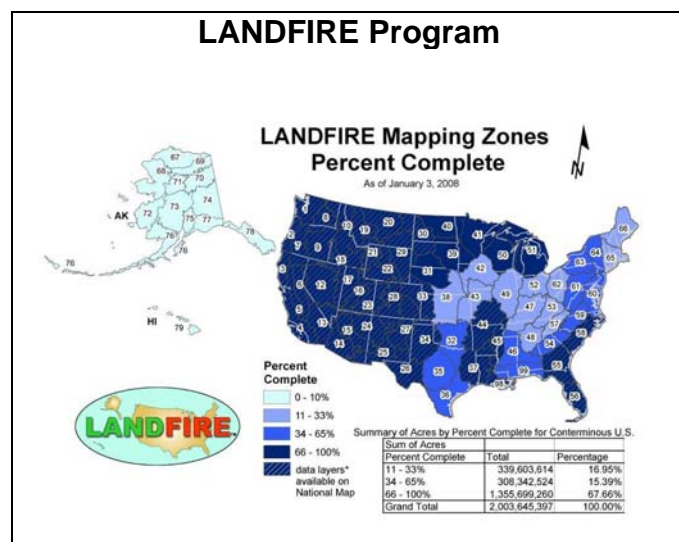
- All projects require collaborative planning, coordination, preparation, implementation, monitoring, reporting and program overhead.
- Collaborative planning, assessments, and mitigation activities result in numerous homeowner education workshops and volunteer mitigation projects. While effective, these projects do not directly result in treated acres.
- Increased emphasis on monitoring adds cost to treatments but is necessary to evaluate program success and adaptively manage for better outcomes in the future.
- Rising energy costs have had a direct effect on project implementation costs.
- Use of an objective decision support model will likely lead to the selection of high priority projects in areas not treated in the past due to higher costs per acre.

At the same time, the Department will be able to increase performance for other key measures that emphasize the quality of acres treated rather than the overall number of treatment acres. For example, the overall percentage of both acres treated which achieve fire management objectives identified in land management plans and those identified in CWPPs are estimated to increase. Likewise, overall progress toward the long-term restoration goals will be maintained as measured by the percent of treated burned acres that achieve and are maintained in desired conditions. Data collected in the non-WUI from 2003 - 2007 portray a rising trend in the number of acres improved (measured by improved condition class) as a percent of all acres treated (36 percent to 43 percent). By focusing on the highest priority treatments, this progress is expected to continue in 2009, improving about 44 percent of all non-WUI acres treated.

LANDFIRE

LANDFIRE data products include layers of vegetation composition and structure, surface and canopy fuel characteristics, and historical fire regimes. LANDFIRE data products are designed to facilitate national- and regional-level strategic planning and reporting of wildland fire management activities. Data products are created at a 30-meter grid spatial resolution raster data set.

LANDFIRE national data products are useful for prioritizing and planning hazardous fuel reduction and ecosystem restoration projects; however, the applicability of data products varies by location, scale, and specific use. Products may need to be adjusted by local users. LANDFIRE meets agency and partner needs for data to support large landscape fire management planning and prioritization in support of the National Fire Plan.



Principal purposes of LANDFIRE data products are:

- Provide national level, landscape scale geo-spatial products to support fire fuels management planning.
- Provide consistent fuels data to support fire planning tools and analyses, such as Fire Program Analysis.

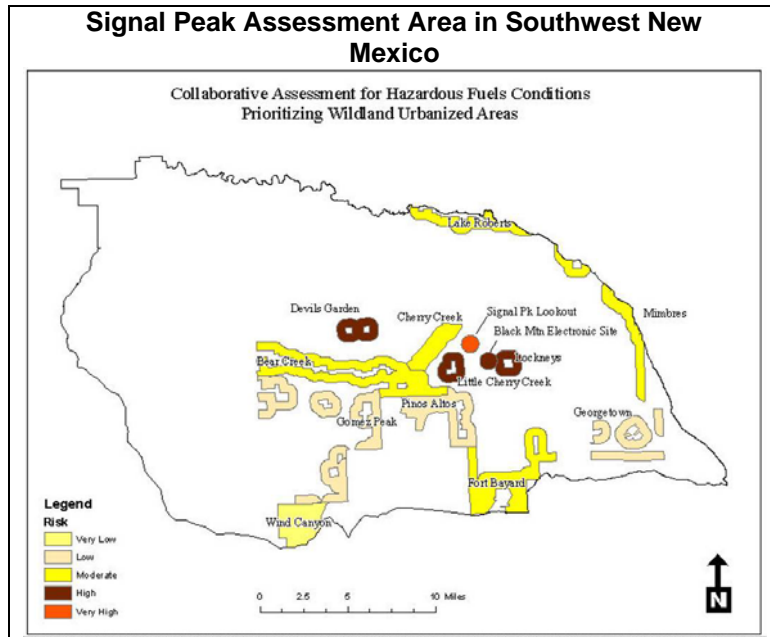
- Provide landscape cross-boundary strategic products for fire and land management activities.
- Supplement, as possible, planning and management activities, including monitoring, that require consistent vegetation data.
- Supplement, as possible, strategic and tactical planning for fire operations.

In 2009 the HFR budget continues to support LANDFIRE implementation. An "Operations and Maintenance Handoff Plan" has been prepared to maintain data timeliness, quality, and distribution services to support department and agency mission needs. Updating LANDFIRE is critical in order to protect the significant investment in the original development and support maturing fire management programs and multifaceted natural resource management programs across the country that use the best available science and technological data to manage resources effectively and efficiently.

LANDFIRE Vegetation and Fuels Mapping

The LANDFIRE program has produced comprehensive and consistent national fuels and vegetation mapped products for the western United States and is progressing forward with production on the east. Examples of data product uses include applications for strategic fuels planning, habitat assessments, and fire incident management.

LANDFIRE products are being integrated into strategic fuels planning through a stepwise analysis



process to assist in identifying fuel treatment opportunities. LANDFIRE vegetation and fuels data, when combined with local fire weather, fire occurrence, resource information, and fire and ecological condition modeling, were deemed critical for developing management strategies and prioritizing potential projects to be applied in fuels planning, Land Use Plan revisions, and Fire Management Plans.

One example is the Signal Peak Assessment Area in Southwest New Mexico. This area is located just north of Silver City and involved interagency participation from the Gila NF and Las Cruces BLM with State and private collaboration. Following editing, the data were modeled and analyzed to classify lands into low,

moderate, and high potential fire behavior hazard. Local fire occurrence data were used to map a fire occurrence probability, which when combined with the hazard measures produced a risk rating (See map below). Combinations of scenarios were evaluated to determine if a potential management treatment (such as thinning/prescribed fire) would reduce hazardous fire behavior, improve condition class, or accomplish both. 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.

Another example is the Northern Divide Grizzly Bear Project (NDGBP) in northwest Montana in a USGS-led effort involving multiple agencies. Previous grizzly bear research has focused on specific issues in small areas but little is known about the status of the population as a whole. One of the objectives of this project is to develop an estimate of grizzly bear population size and to assess variation in the density of bears throughout the area. Obtaining a detailed, relevant, landscape-wide vegetation layer for use in this analysis was a daunting task, especially over large areas. Of the vegetation maps considered for this analysis, the LANDFIRE vegetation layers best met project requirements.



Hazardous Fuels Reduction Spending and Performance		2001	2002	2003	2004	2005	2006	2007	2008	2009
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Plan	Plan
WUI	Funding (\$000s) <u>A/</u>	\$ 93,258	\$ 100,360	\$ 154,032	\$ 115,375	\$ 132,593	\$ 132,302	\$ 131,796	\$ 128,891	\$ 131,815
	Acres Treated	164,337	209,320	480,110	490,110	542,568	532,539	586,018	502,000	484,000
	Efficiency (Acres/\$M)	1,762	2,086	3,117	4,248	4,092	4,025	4,446	3,895	3,672
	Cost per Acre	\$ 567	\$ 479	\$ 321	\$ 235	\$ 244	\$ 248	\$ 225	\$ 257	\$ 272
	Acres Improved <u>B/</u>	UNK	UNK	UNK	UNK	UNK	UNK	212,132	185,000	177,000
	Acres Improved/\$M	UNK	UNK	UNK	UNK	UNK	UNK	1,610	1,435	1,343
	Acres Improved/Total WUI Acres	UNK	UNK	UNK	UNK	UNK	UNK	36%	37%	37%
	%WUI \$	61%	56%	64%	59%	64%	64%	65%	65%	65%
	%WUI Acres	23%	20%	38%	39%	43%	48%	44%	46%	48%
Non-WUI	Funding (\$000s)	\$ 59,309	\$ 78,293	\$ 86,644	\$ 80,075	\$ 75,282	\$ 74,748	\$ 71,590	\$ 70,737	\$ 70,977
	Acres Treated	563,775	849,644	778,727	770,797	726,835	573,569	747,404	595,000	517,000
	Efficiency (Acres/\$M)	9,506	10,852	8,988	9,626	9,655	7,673	10,440	8,411	7,284
	Cost per Acre	\$ 105	\$ 92	\$ 111	\$ 104	\$ 104	\$ 130	\$ 96	\$ 119	\$ 137
	Acres Improved <u>B/</u>	UNK	UNK	279,188	294,000	271,551	241,045	323,806	260,000	233,000
	Acres Improved/\$M	UNK	UNK	3,222	3,672	3,607	3,225	4,523	3,676	3,283
	Acres Improved/Total Non-WUI Acres	UNK	UNK	36%	38%	37%	42%	43%	44%	45%
All Fuels <u>C/</u>	Funding (\$000s)	\$ 152,567	\$ 178,653	\$ 240,676	\$ 195,450	\$ 207,875	\$ 207,050	\$ 203,386	\$ 199,628	\$ 202,792
	Acres Treated	728,112	1,058,964	1,258,837	1,260,907	1,269,403	1,106,108	1,333,422	1,097,000	1,001,000
	Efficiency (Acres/\$M)	4,772	5,927	5,230	6,451	6,107	5,342	6,556	5,495	4,936
	Cost per Acre	\$ 210	\$ 169	\$ 191	\$ 155	\$ 164	\$ 187	\$ 153	\$ 182	\$ 203
	Acres Improved <u>B/</u>	UNK	UNK	UNK	UNK	UNK	UNK	535,938	445,000	410,000
	Acres Improved/\$M	UNK	UNK	UNK	UNK	UNK	UNK	2,635	2,229	2,022
	Acres Improved/Total Acres	UNK	UNK	UNK	UNK	UNK	UNK	40%	41%	41%

A/ 2001-2007 figures are actual obligations; 2008 is enacted, and 2009 is planned at this request level. 2009 estimate is based on 65% WUI

B/ 35% Non-WUI funding: actual funds allocated to priority projects may be more or less.

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.

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	2004 Actual	2005 Actual	2006 Actual	2007 Plan	2007 Actual	2008 Plan	2009 President's Budget	Change from 2008 Plan to 2009	Long-term Target 2012
Percent of acres treated which achieve fire management objectives as identified in applicable management plans (SP and BUR)				90%	73% (969,865/ 1,333,422)	75% (822,750/ 1,097,000)	78% (780,780/ 1,001,000)	+3%	85% (765,000/ 900,000)
Number and percent of treated WUI acres that are identified in CWPPs or other applicable collaboratively developed plans (SP and BUR)			334,323/ 532,539 = 62%	(315,250/ 485,000 = 65%	421,053/ 586,018 = 72%	376,000/ 502,000 = 75%	378,000/ 484,000 = 78%	+2,000 +3%	85% (391,000/ 460,000)
Number of acres in WUI treated per million dollars gross investment (SP and BUR)	490,110 \$115.38M =4,248	542,568 \$132.59M =4,092	532,539 \$132.302M =4,025	485,000 \$128.99M =3,760	586,018/ \$131.80 = 4,446	502,000/ \$128.89 = 3,895	484,000/ \$131.82 = 3,672	-223	460,000 / \$140.00 = 3,286
End Outcome Goal 1.1 Resource Protection: Improve Health of Watersheds, Landscapes, and Marine Resources									
Percent of acres treated which are moved toward the desired condition (SP and BUR)				67%	80% (1,068,361/ 1,333,422)	80% (877,600/ 1,097,000)	80% (800,800/ 1,001,000)	0	75% (675,000/ 900,000)
Percent of acres treated which are maintained in desired condition (SP and BUR)				15%	16% (216,172/ 1,333,422)	16% (175,520/ 1,097,000)	16% (160,160/ 1,001,000)	0	18% (171,000/ 900,000)
National Fire Plan Measures									
Number of acres treated that are in condition classes 2 or 3 in fire regimes 1 through 3 (WUI and non-WUI) (NFP)	WUI UNK Non-WUI 494,000	WUI UNK Non-WUI 477,742	WUI UNK Non-WUI 344,114	NA	WUI 366,011 Non-WUI 375,929 Total 741,940	WUI 301,000 Non-WUI 285,000 Total 586,000	WUI 290,000 Non-WUI 247,000 Total 537,000	WUI -11,000 Non-WUI -38,000 Total -49,000	N/A
Numbers of acres in fire regimes 1, 2, or 3 moved to a better condition class (WUI & non-WUI) (NFP)	WUI UNK Non-WUI 294,000	WUI UNK Non-WUI 271,551	WUI UNK Non-WUI 241,045	NA	WUI 212,132 Non-WUI 323,806 Total 535,938	WUI 185,000 Non-WUI 260,000 Total 445,000	WUI 177,000 Non-WUI 233,000 Total 410,000	WUI -8,000 Non-WUI -27,000 Total -35,000	N/A
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class per million dollars of gross investment (WUI & non-WUI) (NFP)	WUI UNK Non-WUI 3,672	WUI UNK Non-WUI 3,607	WUI UNK Non-WUI 3,225	NA	WUI 1,610 Non-WUI 4,523 Total 2,635	WUI 1,435 Non-WUI 3,676 Total 2,229	WUI 1,343 Non-WUI 3,283 Total 2,022	WUI -92 Non-WUI -393 Total -207	N/A

End Outcome Measure / Intermediate or PART Measure / PART Efficiency or other Outcome Measure	2004 Actual	2005 Actual	2006 Actual	2007 Plan	2007 Actual	2008 Plan	2009 President's Budget	Change from 2008 Plan to 2009	Long-term Target 2012
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class as percent of total acres treated (WUI & non-WUI) (NFP)	WUI UNK Non-WUI 38%	WUI UNK Non-WUI 37%	WUI UNK Non-WUI 42%	NA	WUI 37% Non-WUI 43% Total 40%	WUI 37% Non-WUI 44% Total 41%	WUI 37% Non-WUI 45% Total 41%	WUI 0% Non-WUI +1% Total 0%0	N/A
Comment: For the last four measures above, accomplishments are being measured and reported differently starting in 2007. Previously, only non-WUI acres were reported: WUI acres will also be reported beginning in 2007. The Hazardous Fuels Spending and Performance table above reports previous non-WUI accomplishments. See desired outcomes comments that follow for more details.									

DESIRED LANDSCAPE CONDITIONS

The dynamic lands that Department of the Interior manages have been influenced either directly or indirectly by management decision and actions. Increasingly, DOI planning efforts are results-oriented with a focus on desired outcomes.

In managing and restoring the ecological benefits of fire on the landscape, managers must understand the differences between current conditions and desired conditions in order to obtain mission results. Managers must also understand the practices and environmental factors that contributed to the current conditions in order to implement management actions at the appropriate scale and extent to effect change toward desired outcomes that maintain the integrity of the resource.

Desired condition goals and objectives contained within the units' land management plans reflect the management units' purpose and mission goals, and reflect the end results managers are striving to achieve. Desired condition statements can be set for resources, visitor experiences, management activities, etc. Specific examples follow later.

The 2001 Federal Wildland Fire Management Policy addresses the following guiding principle for desired conditions:

The 2001 Federal Fire Policy comprises the following Guiding Principles and discreet policies. As a whole these guiding principles and policy statements guide the philosophy, direction, and implementation of fire management planning, activities, and projects on Federal lands.

Guiding Principles of the Federal Wildland Fire Management Policy:

The role of wildland fire as an essential ecological process and natural change agent will be incorporated into the planning process. Federal agency land and resource management plans set the objectives for the use and desired future condition of the various public lands.

The 2007 – 2012 DOI Strategic Plan defines desired conditions as;

The qualitative or quantitative natural resource attributes of an area that are identified through the planning process as the desired outcome of management. The description of desired condition includes measurable objectives for the identified attributes, including physical, chemical, hydrologic, and biologic attributes.

Interagency Standards for Fire and Fire Aviation Operations. January 2007. NFES 2724. DOI/USDA FS.

GPRA Strategic Plan Fiscal Year 2007 – 2012 U.S. Department of the Interior

DESIRED CONDITIONS OR OUTCOMES IN LAND USE PLANS

As identified in land use plans, desired condition descriptions and management objectives address the ecological, economic, and social attributes of management of the land and resources in the plan area. Desired conditions are usually long-term in nature and though objective measurements can be applied to track measurable progress, an extensive period of time may be required to achieve results. During this time, desired conditions may be modified, if necessary, to respond to changing conditions and/or improved knowledge such as that obtained through monitoring activities that may facilitate achievement of desired conditions and processes.

Decisions in land use plans guide future land management actions and subsequent site-specific implementation decisions. These land use plan decisions establish goals and objectives for resource management and the measures needed to achieve these goals and objectives. Land management planning uses a systematic interdisciplinary approach to integrate physical, biological, economic, and other sciences.

Goals are broad statements of desired conditions or outcomes that are not always quantifiable. Goals can be drawn from Departmental or agency guidance, the DOI Strategic Plan or other sources.

Objectives identify specific desired conditions or outcomes for resources. Objectives are usually quantifiable and measurable and may have established timeframes for achievement.

Example 1. BLM - Gunnison Sage Grouse Conservation Plan

Desired Condition Goal Statement: To manage the Gunnison Basin watershed in a manner that restores Gunnison sage grouse distribution and numbers as determined by the carrying capacity of the habitat.

Desired Condition Objective Statement: *Nesting/Early Brood-rearing Habitat*

Description/Desired Future Condition: This habitat is characterized by big sagebrush-dominated plant communities. Nesting can begin in mid April and continue into July (some hens re-nest if the first nest is lost). The area in proximity to the nest is used by hens with broods up to several weeks after hatching.

The desired future condition of nesting/early brood-rearing habitat is big sagebrush-dominated plant communities below 9,200' elevation. Within two miles of leks in big sagebrush-dominated plant communities, desired future conditions are: big sagebrush, 20% canopy cover, minimum, with an average height of 16 inches, (canopy cover of big sagebrush can be up to 40% if the minimum canopy cover for grasses and forbs is met); grass 30% canopy cover, minimum; forbs (not including phlox) 10% canopy cover, minimum. Grass leaf height (not including blue grama) on 50% of these areas (previous years residue or current green growth) averages 6 inches during the period of April 15 to July 1.

Example 2. NPS – Zion National Park Fire Management & Effects Monitoring Plans

Desired Condition Goal Statement: Vegetation - Fire processes in fire dependent/adapted vegetation communities are managed to promote healthy and functional ecosystems. Vegetation succession reflects the natural range of variability under conditions that would occur under historical fire regimes.

Desired Condition Objective Statement: *Ponderosa Pine – Xeric Type*

Description/Desired Future Condition : This vegetation type is characterized by open mature ponderosa pine - dominated vegetation. The desired future condition is to maintain reduced fuel loads and open ponderosa pine density reducing the (4-12" Diameter Breast Height) size classes while limiting overstory mortality of ponderosa pine (>24" Diameter Breast Height).

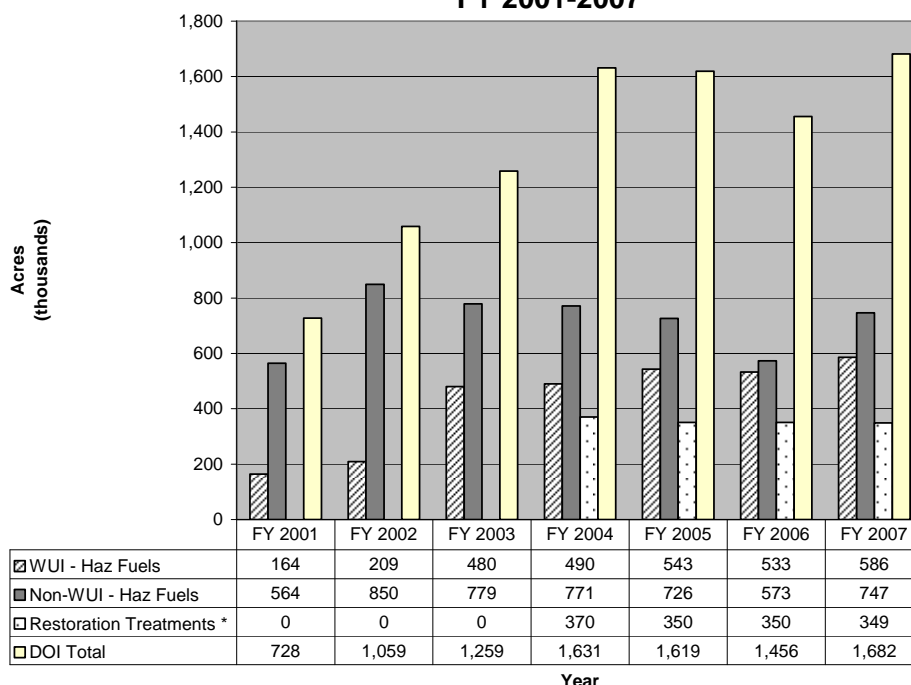
The Hazardous Fuels Reduction Program: A Land Management Success Story in Progress

Implementation of the National Fire Plan and the Healthy Forests Initiative have lead to reduced fuels and improved ecosystem health on more than 9.4 million acres of lands nationally, of which DOI treated approximately 8.0 million acres through hazardous fuels reduction programs and accomplished 1.4 million acres of land restoration through other land management activities (details are provided in the following graphic). The annual acreage of fuels treatments reducing the risk to communities and natural resources has increased substantially in this time period – from 728,000 acres in 2001 to more than 1.061 million acres in 2007.

Most significantly, the annual level of the Department’s fuels treatment in the WUI has increased from 164 thousand acres in 2001 to more than 586 thousand in 2007 – an increase of 257 percent. About 3 million WUI acres have been treated by DOI since 2001. These lands typically cost more to treat per acre than areas outside the WUI.

The Department has also performed fuels treatments on about 5 million acres outside the WUI, protecting the investment of previous fuel treatments and preventing dangerous accumulations of fuels that would threaten our natural resources.

**DOI Hazardous Fuels Treatments and Restoration Accomplishments
FY 2001-2007**



* These treatments were not included in National Accomplishment figures prior to FY 2004. Wildland fire use acres are not included in the graph above.

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Activity: Other Operations						
Subactivity: Burned Area Rehabilitation (BAR)						
\$000	2007 Enacted	2008 Enacted	2009			Change from 2008 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
BAR	22,786	24,207	+98	0	24,305	+98
Supplemental Appropriations ^{1/}	0	6,000	0	-6,000	0	-6,000
<i>FTE</i>	42	52	0	0	52	0

1/ 2008 supplemental appropriation \$6 million in P.L. 110-116

Justification of 2009 Program Changes

The 2009 budget request for the Burned Area Rehabilitation program is \$24,305,000, an increase of \$98,000 from the 2008 enacted budget. Fixed costs account for all of the increase.

Program Overview

The Burned Area Rehabilitation program supports the Resource Protection goal from the Department's Strategic Plan by restoring and maintaining proper function to watersheds and landscapes by such actions as reseeding to control invasive species, stabilize soils, and restore wildlife habitat, and repairing minor facilities damaged by fire.

Landscapes threatened from post-fire floods, debris flows, or susceptible to serious degradation are assessed and treated by the Emergency Stabilization program within the Suppression Operations account. The Burned Area Rehabilitation program initiates longer-term actions to repair damages caused by wildfire. Rehabilitation treatments are designed to repair or improve lands unlikely to recover naturally from severe wildfire damage. The goal is to begin the rehabilitation of appropriate ecosystem structure, function, diversity, and dynamics according to resource management objectives defined in approved land management plans.

The budget for the Burned Area Rehabilitation program is allocated among the Bureau of Indian Affairs, Bureau of Land Management, U.S. Fish and Wildlife Service, and National Park Service. The Department's local administrative units with lands damaged by wildland fire develop and submit rehabilitation plans. These plans are approved by the local agency administrator and they serve as funding requests to the Department. Recommended project plans are reviewed by an interagency team and funding recommendations for the highest priority projects are made by the team. Department and bureau officials subsequently approve projects before final funding allocations are made.

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 fire. After three years, the bureaus' resource management programs assume responsibility for

further landscape restoration and monitoring in accordance with land use plans and mission goals.

The BAR account also funds the Department's Native Plant Materials Development program (NPMDP) (\$4.6 million annually). The FY 2001 Conference Report for the Department of the Interior and Related Agencies Appropriations Act directed Federal agencies to develop a long-term program to manage and supply native plant materials for use in Federal land management rehabilitation and restoration efforts. The primary focus of the Native Plant program is to increase the diversity and amount of native seed available for stabilization, rehabilitation, and restoration efforts on public lands.

2009 Program Performance

Priority project implementation and rehabilitation of lands degraded by wildland fire will continue to be the primary program goals. Actual rehabilitation treatments conducted each year are dependent upon the severity of the previous fire season(s) and rehabilitation needs required by the damaged resources on the ground.

Emphasis will be placed on rehabilitation of the highest priority areas degraded by wildfire during the previous three years. Specific projects will be ranked by criteria developed by an interagency team and approved by bureau and DOI managers. The DOI fire bureaus will continue to work cooperatively with the United States Department of Agriculture and the U.S. Geological Survey (USGS) to implement monitoring protocols and methods to more accurately assess the effectiveness of wildfire rehabilitation treatments.

The 2009 request maintains project funding at approximately the 2008 level. Planned performance progress will continue, as the Department moves toward the long-term goal of restoring 80 percent of treated acres to their desired condition. Desired condition can be defined as "the qualitative or quantitative natural resource attributes of an area that are identified through the planning process as the desired outcome of management. The description of desired condition includes measurable objectives for the identified attributes, including physical, chemical, hydrologic, and biologic attributes (DOI Strategic Plan measures definition 2007-2012). Measurable objectives may include such things as managing for specific species canopy cover or vegetation height.

**Use of Cost and Performance Information in the
Burned Area Rehabilitation Program**

Emergency stabilization and burned area rehabilitation needs and costs have increased dramatically following large fires on Department of the Interior lands in the past two years. To ensure that the highest priority needs are being met first and that funds are used in a consistent manner across the Department, in 2008 a management team is reviewing emergency stabilization (ES) and BAR policies and implementation practices.

This management review will consider criteria for funding prioritization and allocations to bureaus. Among the criteria that may be considered are project treatment efficacy, the use of native plants, and the protection of life and safety, property and unique or critical biological or cultural resources. The review will be completed before the typical onset of the fire season so that implementation of the recommendations can proceed this year.

Program Performance Overview

End Outcome Goal 1.1 Resource Protection: Improve Health of Watersheds, Landscapes, and Marine Resources									
End Outcome Measure / Intermediate or PART Measure / PART Efficiency or other Outcome Measure	2004 Actual	2005 Actual	2006 Actual	2007 Plan	2007 Actual	2008 Plan	2009 President's Budget	Change from 2008 Plan to 2009	Long-term Target 2012
Number of treated burned acres that achieve the desired condition (SP and BUR)				126,000	TBD	TBD	TBD	TBD	TBD
Percent of treated burned acres that have achieved the desired condition (SP and BUR)				70% (126,000 of 180,000 acres)	TBD	TBD	TBD	TBD	TBD
Comments	Data are not available for 2004 - 2006. Measures were adopted for FY 2007 as part of the collaboratively developed 10-Year Implementation Plan and included in the Department's Strategic Plan. The program review underway in 2008 will refine data definitions and collection methods for these measures, and data will be reported after completion of the program review.								

Activity: Other Operations						
Subactivity: Facilities Construction and Maintenance						
\$000	2007 Enacted	2008 Enacted	2009			Change from 2008 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
5-Year Deferred Maintenance and Capital Improvement Plan	7,734	6,137	0	0	6,137	0
<i>FTE</i>	2	2		0	2	0

Justification of 2009 Program Changes

The 2009 budget request for the Facilities Construction and Maintenance program is \$6,137,000 and 2 FTE, the same as the 2008 enacted budget.

Program Overview

Fire Facilities Construction and Maintenance supports the Serving Communities mission goal from the Department’s Strategic Plan by providing protection of lives, resources and property from wildland fire. Like other bureaus in the Department, the Wildland Fire Management program has developed a five-year deferred maintenance and construction plan. The plan presents the projects of greatest need in priority order, focusing first on critical health and safety, and second, on critical resource protection. To assure efficiency, bureaus collaborate and coordinate considering both operations and project placement. Each project is submitted according to departmental guidance. Projects are reviewed by an interagency team at the National Interagency Fire Center and approved by the fire directors. Projects are ranked by seven different factors based on the percentage of cost associated with each of the relevant ranking categories.

Successful implementation of the National Fire Plan requires the correction of critical health and safety-related facility problems, as well as the installation of facilities that improve the suppression response capability required to keep fires small and reduce the threat to communities, structures, municipal watersheds, other infrastructure, and wildlife habitat. Sufficient fire facilities allow the program to maintain readiness and provide full support for fire management activities.

Safe and properly maintained facilities are important for protecting firefighters and the equipment upon which they rely. Like other resource programs in the Department, the fire management program is repairing and upgrading facilities that are in deteriorating and unsafe condition. These funds allow the program to restore buildings and facilities in disrepair to current safety standards. The fire facility funding within the fire account helps maintain the infrastructure necessary to support and protect not only the Department’s firefighters but the public’s safety.

Maintaining a separate Fire Facilities account is critical to ensuring efficient fire operations. The fire program depends on the completion and renovation of bunk houses, fire stations, warehouses, and dispatch centers to support fire crews. These facilities assist in recruiting firefighters into communities with limited housing thus assuring the Department's ability to recruit and retain qualified firefighters. Maintaining a separate Fire Facilities account in which the fire program evaluates projects submitted by all four fire bureaus enhances coordination and helps ensure the most cost-efficient allocation of funds to best advance the facility needs of the Department's multi-bureau integrated fire program.

Fire Facilities - Appropriations 2000 - 2008									
Activity	FY 2000 Enacted	FY 2001 Enacted	FY 2002 Enacted	FY 2003 Enacted	FY 2004 Enacted	FY 2005 Enacted	FY 2006 Enacted	FY 2007 Enacted	FY 2008 Enacted
Fire Facilities	9,270	30,000	19,774	12,294	12,222	12,202	7,734	7,734	6,137

2009 Program Performance

Five of the projects with the highest critical health, safety, and resource protection ratings are included in the 2009 budget request of \$6.1 million. Justifications for each of the individual 2009 projects can be found in the 2009-2013 Department's Fire Facilities Five-Year Plan.

Program Performance Overview

	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2009 Base Budget (2008 PB + Fixed Costs)	2009 President's Budget	Program Change Accruing in 2009	Program Change Accruing in Out-years
					A	B=A+C	C	D
Fire facilities under construction, reconstruction, or maintenance ^{1/}	57	15	10	11	6	6	-5	0

^{1/} The number of projects completed annually is subject to the prioritization process outlined by the Department each year as well as available funds.

Use of Cost and Performance Information in the Facilities Construction and Maintenance Program

- Project design and construction are monitored by the bureaus to ensure that projects are completed within scope and budget.
- DOI bureaus jointly evaluate departmental project priorities on an annual basis. Out-year priorities are adjusted and updated based on objective criteria applied during the annual evaluation process.

WILDLAND FIRE FIVE-YEAR CONSTRUCTION/DEFERRED MAINTENANCE PLAN SUMMARY 2009-2013				
PROJECT DESCRIPTION	STATE	BUREAU	DOI SCORE	COST
2009 Projects				
Upgrade/Update Teton Interagency Fire Dispatch Center Phase 2	WY	NPS	880	823,159
Rainwater Basin Cache / Office Phase2	NE	FWS	820	198,352
Yakima Warehouse for Capitalized Equipment Phase 2	WA	BIA	710	901,961
Billings Fire Station Phase 2	MT	BLM	600	1,932,404
Silver State Interagency Hotshot Crew Operations Buildings Phase 2	NV	BLM	600	2,082,692
St. Marks Crew Bunk House Phase 2	FL	FWS	600	198,432
TOTAL 2009				6,137,000

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Activity: Other Operations						
Subactivity: Joint Fire Science Program (JFSP)						
			2009			Change from 2008 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$000	2007 Enacted	2008 Enacted				
JFSP	4,000	5,906	0	-1,906	4,000	-1,906
FTE	7	2	0	0	2	0

Summary of 2009 Program Changes for JFSP

Request Component	(\$000)	FTE
• Reduce JFSP projects	-1,906	0
TOTAL Program Changes	-1,906	0

Justification of 2009 Program Changes

The 2009 budget request for the Joint Fire Science Program is \$4,000,000 and 2 FTE, a program reduction of \$1,906,000 from the 2008 enacted budget. This level of funding retains the capability to continue ongoing work and funds the program at a level consistent with those that existed before the National Fire Plan.

Reduce JFSP Projects (-\$1,906,000 / 0 FTE)

The \$1.9 million funding reduction would allow the JFSP to continue funding ongoing major lines of work (SageStep, Biomass Removal, Smoke and Emissions Prediction, and Risk Assessment and Management). Science delivery activities (e.g., roadshows, Fire Science Digests) would be scaled back by approximately 30 percent to reflect the reduced workload. Completion of publications underway would continue in 2009, as more effort is devoted to finishing ongoing work.

Program Performance Change

	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2009 Base Budget (2008 PB + Fixed Costs)	2009 President's Budget	Program Change Accruing in 2009	Program Change Accruing in Out-years
					A	B=A+C	C	D
Research projects initiated	56	35	24	30	30	20	-10	0
Research projects completed	30	70	77	60	55	45	0	-10/year
Refereed publications completed	35	74	116	125	135	135	0	+10/year
Comment: JFSP projects are typically completed and published 3-5 years after initiation								
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 2009 at the 2008 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: Out-year performance beyond 2009 addresses lagging performance — those changes occurring as a result of the program change (not total budget) requested in 2009. It does <u>not</u> include the impact of receiving the program change again in a subsequent out-year.								

Program Overview

The Joint Fire Science Program was created by Congress in 1998 as an interagency research, development, and applications partnership between the Department of the Interior and the Department of Agriculture. Funding priorities and policies are set by the JFSP Governing Board constituted of one representative each from the Bureau of Indian Affairs, Bureau of Land Management, U.S. Fish and Wildlife Service, National Park Service, and the U.S. Geological Survey, and five representatives from the U.S. Forest Service.

Mission

The Joint Fire Science Program:

- Provides credible research tailored to the needs of fire and fuel managers,
- Engages and listens to clients and then develops focused, strategic lines of research responsive to those needs,
- Solicits proposals from scientists who compete for funding through a rigorous peer-review process designed to ensure the best projects are funded, and
- Focuses on science delivery when the research is completed with a suite of communication tools to ensure that managers are aware of, understand, and can use the information to make sound decisions and implement projects.

JFSP has a unique capability to tailor wildland fire research in response to emerging needs of policy makers and fire managers through an annual cycle of proposal solicitation, review and funding. Results from JFSP projects are regularly used by land managers to plan and

implement fuels treatments, support fire management decisions, restore lands affected by fire, and meet regulatory requirements.

Collaboration

JFSP research projects complement and build on other Federal research programs including those in the Forest Service. More than 90 colleges and universities have collaborated on JFSP-sponsored research projects. Collaboration also extends to private non-profit organizations and tribal, State, county, and local governments as well. In all, nearly 200 organizations have become partners in JFSP-sponsored research over the lifetime of the program.

Research Focus

In response to priorities identified by Congress, users, and the research community, the JFSP develops science-based knowledge and tools to support Federal, State, tribal, and local agencies and their partners in the following areas:

- Fuel inventory and mapping,
- Fuel treatment scheduling and risk assessment,
- Fire effects and fire behavior,
- Monitoring and evaluation,
- Restoration of fire-adapted ecosystems,
- Post-fire stabilization, rehabilitation, and restoration,
- Remote sensing, and
- Developing and integrating research information for local land managers.

Current Program

1. Roundtables - Roundtables are facilitated, focused discussions among invited participants on key topics. The JFSP Governing Board convenes roundtables to integrate important client information needs into future JFSP strategic lines of investment. JFSP currently is conducting science initiated under the following roundtables:

- Risk assessment and management
- Smoke and emissions prediction
- Biomass removals

2. Software Tools and Systems Study – In association with Carnegie-Mellon University, an independent review of fire and fuels software tools and systems is underway. The final report (scheduled for 12/31/2008) will identify opportunities to integrate fire and fuels analysis models in response to changing demands.

3. Competitive Research Topics – In addition to funding the roundtable lines of work and two long-term projects, SageStep in the Great Basin and Community Wildfire Protection Plan research, the Governing Board will be funding additional projects under competitive announcements on the following topics in FY 2008:

- The Longevity and Lifecycle of Fuels Treatments
- Effects of Fire on Invasive Plants in the East
- Fire and Deep Organic Soils
- 2007 Fires – Remeasurement Opportunities
- 2007 fires – Changing Strategies and Tactics
- Synthesis of Existing Science

2009 Program Performance

Program performance will be concentrated in the ongoing lines of work:

- Biomass removals,
- Smoke and emissions prediction, and
- Risk assessment and management.

Science projects will continue to be initiated in the smoke and risk lines of work in 2009. Initial work funded in the biomass removal line of work will be completed and science delivery products prepared in 2009. New biomass removal studies may be initiated. Funding also will continue to be allocated to the SageStep project.

The program will also issue some competitive announcements for additional topics, as well as follow-up on results from the software tools and systems study.

Program Performance Overview

	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2009 Base Budget (2008 PB + Fixed Costs)	2009 President's Budget	Program Change Accruing in 2009	Program Change Accruing in Out-years
					A	B=A+C	C	D
Research projects initiated	56	35	24	30	30	20	-10	0
Research projects completed	30	70	77	60	55	45	0	-10
Refereed publications completed	35	74	116	125	135	135	0	+10

Comment: JFSP projects are typically completed and published 3-5 years after initiation

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 2009 at the 2008 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: Out-year performance beyond 2009 addresses lagging performance — those changes occurring as a result of the program change (not total budget) requested in 2009. It does not include the impact of receiving the program change again in a subsequent out-year.

Activity: Other Operations						
Subactivity: Rural Fire Assistance (RFA)						
			2009			Change from 2008 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$000	2007 Enacted	2008 Enacted				
RFA	0	5,906		-5,906	0	-5,906
FTE	0	0	0	0	0	0

Summary of 2009 Program Changes for Rural Fire Assistance

Request Component	(\$000)	FTE
<u>Program Changes</u>		
• Eliminate RFA program	-5,906	0
TOTAL Program Changes	-5,906	0

Justification of 2009 Program Changes

The 2009 budget request for the Rural Fire Assistance Program is \$0 and no FTE, a reduction of \$5,906,000 from the 2008 enacted budget. The program was proposed for elimination in the 2007 President’s budget request and it was not funded in 2007. Similarly, the 2008 President’s budget did not request funding.

Eliminate RFA Program (-\$5,906,000 / 0 FTE)

The 2009 Budget again proposes to terminate the Rural Fire Assistance program. The program is duplicative of other fire assistance grant programs. The items and activities funded by these grants, such as basic wildland fire safety equipment and tools, communication devices, wildland fire training, and community wildfire prevention and education activities, could also be funded with existing Department of Homeland Security and Department of Agriculture Forest Service grant funding.

Direct assistance to DOI rural and volunteer fire department cooperators will continue to be delivered instead through the Ready Reserve program (\$1.2 million in the Preparedness activity). The Ready Reserve program provides wildland fire suppression training to departments in communities near DOI-managed land to gain needed skills for local-level initial and extended attack activities, and to build suppression resources qualified and available for use on national incidents. Ready Reserve provided training to approximately 6,300 firefighters in FY 2007.

Program Overview

Rural fire departments often provide first response initial attack and fire suppression operations support to DOI on agency lands. The Rural Fire Assistance program was authorized as a pilot program in the *FY 2001 Interior and Related Agencies Appropriations Act (P.L. 106-291)* to provide assistance to these departments. From 2001 - 2005, the Department emphasized essential wildland safety equipment and firefighting tools as program funding priorities. In 2006, RFA funding priorities focused on enhancing initial and extended attack capability through intensive training initiatives and related technical assistance to build local incident response organizations. Approximately 2,500 firefighters completed formal basic and advanced training in order to improve safety and maximize effectiveness in wildland fire suppression operations. In 2008, the program will focus on providing personal protective equipment, communications equipment, training and other firefighting equipment.

Program Performance Overview

Measure	2004 Actual	2005 Actual	2006 Actual	2007 Plan	2007 Actual	2008 Plan	2009 President's Budget	Change from 2008 Plan to 2009	Long-term Target 2012
Rural firefighters trained	UNK A/	3,750	2,500 B/	0	0	TBD C/	0	TBD	0

A/ Measure not previously targeted.

B/ Both RR and RFA programs provided training beginning in FY 2006. This is just the RFA program.

C/ The estimated number of firefighters trained in FY 2008 is not known until grant requests are received and awarded.

Budget Schedules				
PROGRAM AND FINANCING (MILLION \$)				
Identification code:				
14-112500-0-R-200403				
		2007 Act	2008 CY	2009 BY
Obligations by program activity:				
0001	Preparedness (Readiness, Facilities, and Fire Science)	295	303	299
0004	Fire Suppression Operations	470	416	342
0006	Hazardous Fuels Reduction	204	215	208
0008	Burned Area Rehabilitation	28	32	27
0009	Rural Fire Assistance		6	
0901	Fire Reimbursable	14	27	22
1000	Total new obligations	1,011	999	898
Budgetary resources available for obligation:				
2140	Unobligated balance carried forward, start of year	153	55	44
2200	New budget authority (gross)	892	965	870
Resources available from recoveries of prior year obligations				
2210		21	23	23
2390	Total budgetary resources available for obligation	1,066	1,043	937
2395	Total new obligations	-1,011	-999	-898
2440	Unobligated balance carried forward, end of year	55	44	39
New budget authority (gross), detail:				
Discretionary:				
4000	Appropriation	853	821	850
4000	Emergency Supplemental, PL 110-116		171	
4000	Emergency Supplemental, FY 2008 Omnibus		78	
Appropriation permanently reduced (P.L. 110-161)				
4033			-12	
4100	Transferred to other accounts [14-5033]	-3		
4100	Transferred to other accounts [14-1110]	-2	-3	
4100	Transferred to other accounts [14-5020]	-4		
4100	Transferred to other accounts [14-1612]	-6	-8	
4100	Transferred to other accounts [14-5035]	-5		
4100	Transferred to other accounts [14-1039]	-54	-61	
4100	Transferred to other accounts [14-2301]	-22	-41	
4200	Transferred from other accounts [14-1110]	3		
4200	Transferred from other accounts [14-1612]	8		
4200	Transferred from other accounts [14-1039]	61		
4200	Transferred from other accounts [14-2301]	41		
4200	Transferred from other accounts [12-1115]	2		
4300	Appropriation (total discretionary)	872	945	850
Spending authority from offsetting collections:				
5800	Offsetting collections (cash)	22	20	20

PROGRAM AND FINANCING (MILLION \$) CONTINUED				
Identification code:				
14-112500-0-R-200403		2007 Act	2008 CY	2009 BY
5810	Change in uncollected customer payments from Federal sources (unexpired)	-2		
5890	Spending authority from offsetting collections (total discretionary)	20	20	20
7000	Total new budget authority (gross)	892	965	870
Change in obligated balances:				
7240	Obligated balance, start of year	266	280	353
7310	Total new obligations	1,011	999	898
7320	Total outlays (gross)	-978	-903	-987
7345	Recoveries of prior year obligations	-21	-23	-23
7400	Change in uncollected customer payments from Federal sources (unexpired)	2		
7440	Obligated balance, end of year	280	353	241
Outlays (gross), detail:				
8690	Outlays from new discretionary authority	825	653	590
8693	Outlays from discretionary balances	153	250	397
8700	Total outlays (gross)	978	903	987
Offsets:				
Against gross budget authority and outlays:				
Offsetting collections (cash) from:				
8800	Federal sources	10	10	10
8840	Non-Federal sources	12	10	10
8890	Total, offsetting collections (cash)	22	20	20
Against gross budget authority only:				
8895	Change in uncollected customer payments from Federal sources (unexpired)	-2		
Net budget authority and outlays:				
8900	Budget authority	872	945	850
9000	Outlays	956	883	967
9502	Unpaid obligation, end of year	287		
9602	2006 CR adjusted balance, SOY			
9604	2006 CR adjusted balance, EOY			