

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

and Performance Information  
Fiscal Year 2010

## **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.



### **NOTE TO REVIEWERS**

Since 2007, the Wildland Fire Management budget request has been 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 permanently moved the Wildland Fire Management appropriation from the Bureau of Land Management to the Department.



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**WILDLAND FIRE MANAGEMENT**

**Overview of the 2010 Budget Request**

**TOTAL 2010 BUDGET REQUEST**

*(dollars in thousands)*

<b>Budget Authority</b>	<b>2008 Enacted</b>	<b>2009 Enacted</b>	<b>2010 Request</b>	<b>2010 Request Change from 2009</b>
Current	808,072	859,453	974,780	+115,327
Permanent	0	0	0	0
<b>Total</b>	<b>808,072</b>	<b>859,453</b>	<b>974,780</b>	<b>+115,327</b>
Supplemental Appropriation	384,000	0	0	0
<b>Total</b>	<b>1,192,072</b>	<b>859,453</b>	<b>974,780</b>	<b>+115,327</b>
<i>FTE<sup>1</sup></i>	<i>4,495</i>	<i>4,479</i>	<i>4,479</i>	<i>0</i>
Budget Amendment, Suppression Operations	0	50,000	0	-50,000
American Recovery and Reinvestment Act (ARRA), Hazardous Fuels Reduction	0	15,000	0	-15,000
<b>Total, with Budget Amendment and ARRA</b>	<b>1,192,072,</b>	<b>924,453</b>	<b>974,780</b>	<b>+50,327</b>

The 2010 budget request for the discretionary Department-wide Wildland Fire Management program is \$974.8 million, a net increase of \$115.3 million from the enacted 2009 discretionary regular budget. The increase is partially offset by a 2009 requested supplemental appropriation of \$50.0 million. The total 2010 budget request of \$974.8 million is a net increase of \$115.3 million from the 2009 enacted level.

The budget reinforces the Administration's forward-looking commitment to provide solutions to problems. The request fully funds the \$369.8 million 10-year average cost for wildfire suppression and establishes a new discretionary Wildland Fire Contingency Reserve Fund of \$75.0 million for managing catastrophic wildfires. Together these funds will minimize the need for the transfer of funds from non-fire programs.

At the same time, the budget continues to reinforce 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 2010 Wildland Fire Management budget proposal includes:

<sup>1</sup> FTE estimates exclude those charged to wildland fire reimbursable activities.



- *Suppression increase to fully fund the 10-year average* – The Suppression request is \$369.8 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.
- *New funds for wildfire suppression* –The budget includes a new discretionary Wildland Fire Contingency Reserve Fund of \$75 million for managing catastrophic wildfires, which would be available after the appropriated 10-year average is exhausted and other specific objectives are met.

The Wildland Fire Management funding of \$15 million provided through the American Recovery and Reinvestment Act of 2009 is described in a separate tab section found at the back of the budget justification. This section contains the fire program's plan for investments to be funded through the Recovery Act, including identification of the fire program activities to be funded by the Act, criteria for selection of projects, and plans for performance monitoring.

### **2010 Performance Summary**

The 2010 budget request continues support for the collaboratively-developed 10-Year Implementation Plan and other strategic outcomes. Fire management also 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.

In accordance with the Government and Performance and Results Act of 1993 and with OMB policy and direction, the DOI Strategic Plan is currently undergoing required triennial review and update. The Department is reviewing the organization and construct of the Strategic Plan in light of the Administration's priorities, goals and objectives. Although the majority of end outcome goals and measures, intermediate measures, and other measures are expected to remain intact, the organizing principles for those goals and measures may change during this review. Therefore, this budget request does not directly reference the existing DOI Strategic Plan, but does continue to report on performance goals and accomplishments associated with the current slate of end outcome goals and related performance measures.



### Goal Performance Table

Goal Performance Table											
Target Codes:		SP = Strategic Plan Measure					PART = 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	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2008 Actual	2009 Plan	2010 President's Budget	Change from 2009 Plan to 2010	Long-term Target (2012)	
<b>End Outcome: Improve Health of Watersheds, Landscapes, and Marine Resources</b>											
Number of treated burned acres that achieve the desired condition (SP & BUR)	A			UNK	UNK	UNK	Establish Baseline	TBD	TBD	TBD	
Percent of treated burned acres that have achieved the desired condition (SP & BUR)	A			UNK	UNK	UNK	Establish Baseline	TBD	TBD	TBD	
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			UNK	UNK	UNK	TBD	TBD	TBD	TBD	
Percent of acres treated which are moved toward desired condition (SP & BUR)	A			80% (1,068,361/ 1,333,422)	80% (877,600/ 1,097,000)	83% (1,042,693/ 1,260,035)	80% (800,800/ 1,001,000)	80% (960,000/ 1,200,024)	0%	75% (675,000/ 900,000)	

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2008 Actual	2009 Plan	2010 President's Budget	Change from 2009 Plan to 2010	Long-term Target (2012)
Percent of acres treated which are maintained in desired condition (SP & BUR)	A			16% (216,172/ 1,333,422)	16% (175,520/ 1,097,000)	16% (197,047/ 1,260,035)	16% (160,160/ 1,001,000)	17% (210,000/ 1,200,024)	+1%	18% (171,000/ 900,000)
<b>End Outcome Goal: Improve Protection of Lives, Resources and Property</b>										
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			5% (114,549/ 2,278,332)	10% (239,000/ 2,392,881)	0.4% (9,138/ 2,387,484)	0.5% (12,850/ 2,624,332)	0.2% (4,000/ 2,600,000)	-0.3%	+0.5% (12,850/ 2,624,332)
<b>Improve Fire Management: Improve Fire Prevention and Suppression</b>										
Percent of unplanned and unwanted wildland fires on DOI land controlled during initial attack (SP & NFP)	A	97%	96%	97% (7,968/ 8,212)	95% (8,885/ 9,353)	99% (5,693/ 5,778)	95% (9,021/ 9,496)	95% (8,599/ 9,052)	0%	95% (9,021/ 9,496)
<b>Improve Fire Management: Reduce Hazardous Fuels</b>										
Percent of acres treated which achieve fire management objectives as identified in applicable management plans (SP & BUR)	A			73% (969,865/ 1,333,422)	75% (822,750/ 1,097,000)	98% (1,239,740/ 1,260,035)	96% (960,960/ 1,001,000)	97% (1,170,000/ 1,200,024)	+1%	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	421,053	376,000	438,756	378,000	452,000	+74,000	391,000

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2008 Actual	2009 Plan	2010 President's Budget	Change from 2009 Plan to 2010	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)	72% (421,053/ 586,018)	75% (376,000/ 502,000)	71% (438,756/ 614,319)	78% (378,000/ 484,000)	80% (452,000/ 565,493)	+2%	85% (391,000/ 460,000 acres)
Number of acres in WUI treated per million dollars gross investment (SP & BUR)	A	<u>542,568</u> \$132.59M =4,092	<u>532,539</u> \$132.302M =4,025	<u>586,018</u> \$131.80M =4,446	<u>502,000</u> \$128.89M =3,895	<u>614,319</u> \$148.43M =4,139	<u>484,000</u> \$131.82M =3,672	<u>565,493</u> \$134.02M =4,219	+547	<u>460,000</u> \$140M =3,286
<b>Other Significant Fire Program Measures</b>										
Number of high-priority acres treated in the WUI	A	542,568	532,539	586,018	502,000	614,319	484,000	565,493	+81,493	N/A
Number of acres treated in condition classes 2 or 3 in fire regimes 1 through 3 (Non-WUI)	A	477,742	344,114	375,929	285,000	381,302	247,000	375,000	+128,000	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 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 166,491 Non-WUI 231,968 Total 398,459	WUI 177,000 Non-WUI 233,000 Total 410,000	WUI 206,000 Non-WUI 269,000 Total 475,000	WUI +29,000 Non-WUI +36,000 Total +65,000	N/A

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2008 Actual	2009 Plan	2010 President's Budget	Change from 2009 Plan to 2010	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 3,607	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 1,122 Non-WUI 3,104 Total 1,785	WUI 1,343 Non-WUI 3,283 Total 2,022	WUI 1,537 Non-WUI 3,728 Total 2,304	WUI +194 Non-WUI +445 Total +282	N/A
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class— as a percent of total acres treated (WUI & non-WUI) <i>This is also a long-term measure.</i>	A	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 27% Non-WUI 36% Total 32%	WUI 37% Non-WUI 45% Total 41%	WUI 36% Non-WUI 42% Total 40%	WUI -1% Non-WUI -3% Total 1%	N/A
<b>Long-Term Measures</b>										
Percentage of all fires not contained in initial attack that exceed a stratified cost index (BUR & PART)	A			10%	10%	9.9%	10%	9%	-1%	N/A
Comment: Measure implemented in 2007, prior data unavailable.										
Percent of DOI and USDA acres in good condition (defined as acres in condition class 1) (PART)	F	UNK	UNK	UNK	N/A	UNK	N/A	N/A	N/A	N/A
Comment: Data pending LANDFIRE implementation.										



<b>2010 Budgetary Changes at a Glance</b>					
<i>(Dollars in Thousands)</i>					
Appropriation: Wildland Fire Management	2008 Enacted	2009 Omnibus Bill	FY 2010 Fixed Costs Changes	FY 2010 Program Changes	FY 2010 Request
<b>Preparedness</b>	276,483	281,767	7,425	-3,740	285,452
<i>Eliminate non-recurring FPA project funding</i>				-[3,740]	
<b>Suppression Operations</b>	289,805	335,191	-	34,606	369,797
<i>Fund 10-Year Suppression Average</i>				+34,606	
<b>Other Operations</b>					
<b>Hazardous Fuels Reduction</b>	199,628	203,053	3,153	-1,117	205,089
<i>Eliminate non-recurring LANDFIRE project funding</i>				-[1,117]	
<b>Burned Area Rehabilitation (Includes Native Plant Materials Program in 2008)</b>	24,207	20,305	-		20,305
<b>Fire Facilities</b>	6,137	6,137	-	-	6,137
<b>Joint Fire Science</b>	5,906	6,000	-		6,000
<b>State and Local Fire Assistance</b>	5,906	7,000	-	-	7,000
<b>SUBTOTAL</b>	808,072	859,453	10,578	29,749	899,780
<b>SUPPLEMENTAL APPROPRIATION 1/</b>	384,000	-	-		-
<b>TOTAL, WILDLAND FIRE MANAGEMENT APPROPRIATION</b>	<b>1,192,072</b>	<b>859,453</b>	<b>10,578</b>	<b>29,749</b>	<b>899,780</b>
<b>Budget Amendment - Suppression Operations</b>	-	50,000	-	-50,000	-
<b>American Recovery and Reinvestment Act - Hazardous Fuels Reduction</b>	-	15,000	-	-15,000	-
<b>TOTAL, WILDLAND FIRE MANAGEMENT APPROPRIATION, Amendment &amp; ARRA</b>	<b>1,192,072</b>	<b>924,453</b>	<b>10,578</b>	<b>-35,251</b>	<b>899,780</b>
1/ Supplemental appropriations: 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 (in PL 110-116), and \$78,000 for Emergency Suppression Operations (in PL 110-161). PL 110-329 appropriated an additional \$110 million for suppression and \$25 million for BAR.					
<b>Appropriation: WILDLAND FIRE CONTINGENCY RESERVE FUND</b>					
<b>Suppression Operations</b>	-	-	-	75,000	75,000
<i>Increase - Discretionary Suppression Funds</i>				+75,000	
<b>TOTAL, WILDLAND FIRE CONTINGENCY RESERVE FUND</b>	-	-	-	<b>75,000</b>	<b>75,000</b>
<b>TOTAL ALL DEPARTMENT-WIDE WILDLAND FIRE MANAGEMENT</b>	<b>1,192,072</b>	<b>924,453</b>	<b>10,578</b>	<b>39,749</b>	<b>974,780</b>



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## Summary of Requirements

(dollars in thousands)

Activity/Subactivity - Wildland Fire Management		2008	2009	Fixed Costs & Related Changes	Program Changes	2010 Budget	Inc(+) Dec(-) from 2009
		Actual	Enacted	(+/-)	(+/-)	Request	
<b>Preparedness</b>	\$	276,483	281,767	7,425	-3,740	285,452	+3,685
	FTE	2,622	2,620	0	0	2,620	0
<b>Suppression Operations</b>	\$	289,805	335,191	0	34,606	369,797	+34,606
	FTE	490	482	0	0	482	0
<b>Other Operations</b>	\$	241,784	242,495	3,153	-1,117	244,531	+2,036
	FTE	1,383	1,377	0	0	1,377	0
Hazardous Fuels Reduction	\$	199,628	203,053	3,153	-1,117	205,089	+2,036
	FTE	1,342	1,342	0	0	1,342	0
Burned Area Rehabilitation	\$	24,207	20,305	0	0	20,305	0
	FTE	35	29	0	0	29	0
Fire Facilities	\$	6,137	6,137	0	0	6,137	0
	FTE	0	0	0	0	0	0
Joint Fire Science	\$	5,906	6,000	0	0	6,000	0
	FTE	6	6	0	0	6	0
Rural Fire Assistance	\$	5,906	7,000	0	0	7,000	0
	FTE	0	0	0	0	0	0
<b>Total, Wildland Fire Management</b>	\$	<b>808,072</b>	<b>859,453</b>	<b>10,578</b>	<b>29,749</b>	<b>899,780</b>	<b>+40,327</b>
	FTE	<b>4,495</b>	<b>4,479</b>	<b>0</b>	<b>0</b>	<b>4,479</b>	<b>0</b>
Supplemental Appropriations	\$	384,000	0	0	0	0	0
	FTE	0	0	00	0	0	0
Budget Amendment, Suppression Operations	\$	0	50,000	0	-50,000	0	-50,000
	FTE	0	0	0	0	0	0
ARRA - Hazardous Fuels Reduction	\$	0	15,000	0	-15,000	0	-15,000
	FTE	0	0	0	0	0	0
<b>Total, Wildland Fire Management, Amendment &amp; ARRA</b>	\$	<b>1,192,072</b>	<b>924,453</b>	<b>10,578</b>	<b>-35,251</b>	<b>899,780</b>	<b>-24,673</b>
	FTE	<b>4,495</b>	<b>4,479</b>	<b>0</b>	<b>0</b>	<b>4,479</b>	<b>0</b>

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

	2009 Budget	2009 Revised*	2010 Fixed Costs Change
<b><u>Additional Operational Costs from 2009 and 2010 January Pay Raises</u></b>			
1. 2009 Pay Raise, 3 Quarters in 2009 Budget	+\$7,290	+\$7,290	NA
2. 2009 Pay Raise, 1 Quarter (Enacted 3.9%)	NA	NA	+\$3,677
3. 2010 Pay Raise, 3 Quarters (Assumed 2.0%)	NA	NA	+\$5,656
<p>These adjustments are for an additional amount needed to fund estimated pay raises for Federal employees.</p> <p>Line 1, 2009 Revised column is an update of 2009 budget estimates.</p> <p>Line 2 is the amount needed in FY 2010 to fund the enacted 3.9% January 2009 pay raise from October through December 2009.</p> <p>Line 3 is the amount needed in FY 2010 to fund the estimated 2.0% January 2010 pay raise from January through September 2010.</p>			

	2009 Budget	2009 Revised	2010 Fixed Costs Change
<b><u>Other Fixed Cost Changes</u></b>			
Paid Day Change	-\$1,418	-\$1,418	NA
<p>There is no number of Paid Days adjustment from FY 2009.</p>			
Employer Share of Federal Health Benefit Plans	+\$458	+\$458	+\$1,229
<p>The adjustment is for changes in the Federal government's share of the cost of health insurance coverage for Federal employees. The increase is estimated at 6.5%, the updated average increase for the past few years.</p>			
Rental Payments to GSA	+\$11	+\$11	+\$16
<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 no alternative but to vacate the currently occupied space, are also included.</p>			

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## **Appropriations Language Wildland Fire Management**

### **(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, [\$859,453,000] \$899,780,000, to remain available until expended, of which not to exceed \$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, 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]. (*Department of the Interior, Environment, and Related Agencies Appropriations Act, 2009.*)

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<b>Activity: Wildland Fire Management</b>						
<b>Subactivity: Preparedness</b>						
			2010			Change from 2009 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$000	2008 Actual	2009 Enacted				
Preparedness	276,483	281,767	+7,425	-3,740	285,452	+3,685
FTE	2,622	2,620	0	0	2,620	0

**Summary of 2010 Program Changes for Preparedness**

Request Component	(\$000)	FTE
• Eliminate non-recurring Fire Program Analysis (FPA) Funding	-3,740	0
<b>TOTAL Program Changes</b>	<b>-3,740</b>	<b>0</b>

**Justification of 2010 Program Changes**

The 2010 budget request for the Preparedness program is \$285,452,000 and 2,620 FTE, a program reduction of \$3,740,000 from the 2009 enacted budget. The \$3,740,000 program decrease is offset by a fixed costs increase of \$7,425,000, resulting in a net increase of \$3,685,000 from the 2009 enacted budget.

**Eliminate Non-Recurring FPA Project Funding (-\$3,740,000 / 0 FTE)**

The 2010 budget eliminates funding for the continued development of the Fire Program Analysis project. This system was initially deployed in 2009, and development funding is no longer necessary. In 2010 FPA will transition to an operations and maintenance level supported within the base Preparedness budget.

The program performance change table is not presented since no change in program performance is anticipated from the program change 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 strategic end outcome goal to improve fire prevention and suppression.

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. As the bureaus continue implementing the Fire Program Analysis system, readiness resource needs will be determined on an interagency basis across each fire planning unit.

Readiness resources are currently deployed in advance of fire emergencies based on 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 shared resources such as hotshot crews that are available for fires on Federal lands regardless of ownership. Economically efficient fire management requires that the bureaus pool their resources to provide these national shared resources, which are collectively identified in 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.

## **2010 Program Performance**

The National Fire Plan continues to provide strong overall direction for the Wildland Fire Management Preparedness program. The 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 – outlines broad 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 response forces are critical to controlling wildfires when they are small and less costly to suppress. At the same time, the Federal agencies continue emphasizing the practice of risk-informed fire protection. These practices allow the use of fire suppression strategies and tactics that are appropriate to the risks incidents pose (also see the discussion in the text box that follows).

The Department will continue 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:

- *Better understanding of strategic deployment of personnel, equipment, and other firefighting assets.*

Beginning with the 2011 budget, 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 consider associated costs. 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 policies that allow the management of fires for multiple objectives, reducing impediments to risk-informed decision-making. Allowing managers to simultaneously suppress part of a fire that is threatening valuable resources or infrastructure and use another part of that same fire to achieve desired resource benefits like fuels reduction makes sense. We will continue responding appropriately, and according to established land use and fire plans.

## Estimated Preparedness Resources, FY 2007 – FY 2010

Resources	FY 2007		FY 2008		FY 2009 Enacted		FY 2010 Request	
	Number	Cost (\$000)	Number	Cost (\$000)	Number	Cost (\$000)	Number	Cost (\$000)
<b>Personnel</b>								
Firefighters	3,498	\$77,782	3,529	\$84,509	3,529	\$87,028	3,529	\$90,249
Smokejumpers	137	\$7,569	137	\$7,797	135	\$7,914	135	\$8,205
Type 1 Crews	[23]	\$12,558	[17]	\$9,554	[17]	\$9,826	[17]	\$10,183
Fire Program & Support Staff	1,355	\$82,806	1,302	\$82,495	1,302	\$84,968	1,302	\$88,367
<b>Total Personnel</b>	<b>4,966</b>	<b>\$180,715</b>	<b>4,968</b>	<b>\$184,355</b>	<b>4,966</b>	<b>\$189,736</b>	<b>4,966</b>	<b>\$197,004</b>
<i>FTE</i>	2,675		2,622		2,620		2,620	
<b>Aviation</b>								
Airtankers (Large Fixed-wing)	2	\$1,194	2	\$1,230	2	\$1,266	2	\$1,304
Airtankers (Single Engine)	20	\$4,320	17	\$3,774	17	\$3,893	17	\$4,012
Helicopters	44	\$9,988	43	\$10,062	43	\$10,363	43	\$9,176
Other Aircraft	24	\$4,944	22	\$4,664	22	\$4,796	22	\$4,950
<b>Total Aviation</b>	<b>90</b>	<b>\$20,446</b>	<b>84</b>	<b>\$19,730</b>	<b>84</b>	<b>\$20,318</b>	<b>78</b>	<b>\$19,442</b>
<b>Heavy Equipment</b>								
Engines	745	\$10,609	745	\$10,929	745	\$11,257	745	\$11,592
Other Equip. (Dozers, tenders, etc.)	206	\$1,582	206	\$1,629	206	\$1,679	206	\$1,730
<b>Total Heavy Equipment</b>	<b>951</b>	<b>\$12,191</b>	<b>951</b>	<b>\$12,558</b>	<b>951</b>	<b>\$12,936</b>	<b>951</b>	<b>\$13,322</b>
<b>Other Direct Program Costs</b>								
Fire Caches (National)		\$2,369		\$2,402		\$2,474		\$2,548
Non-Fire Personnel Costs		\$6,300		\$6,489		\$6,068		\$6,061
Travel		\$6,200		\$5,688		\$5,273		\$5,181
IT Systems		\$6,180		\$5,598		\$5,766		\$2,199
Ready Reserve		\$1,846		\$1,249		\$1,249		\$1,249
Rent, Utilities, Misc.		\$11,136		\$10,766		\$9,770		\$9,901
<b>Total Other Direct Program Costs</b>		<b>\$34,031</b>		<b>\$32,192</b>		<b>\$30,600</b>		<b>\$27,139</b>
<b>Subtotal</b>		<b>\$247,383</b>		<b>\$248,835</b>		<b>\$253,590</b>		<b>\$256,907</b>
<b>Indirect Costs (Bureau Overhead)</b>		<b>\$27,480</b>		<b>\$27,648</b>		<b>\$28,177</b>		<b>\$28,545</b>
<b>Total</b>		<b>\$274,863</b>		<b>\$276,483</b>		<b>\$281,767</b>		<b>\$285,452</b>

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

**Program Performance Overview**

<b>End Outcome Goal: Improve Protection of Lives, Resources and Property</b>									
<b>End Outcome Measure / Intermediate or PART Measure / PART Efficiency or other Outcome Measure</b>	<b>2005 Actual</b>	<b>2006 Actual</b>	<b>2007 Actual</b>	<b>2008 Plan</b>	<b>2008 Actual</b>	<b>2009 Plan</b>	<b>2010 President's Budget</b>	<b>Change from 2009 Plan to 2010</b>	<b>Long-term Target 2012</b>
Percentage of all fires not contained in initial attack that exceed a stratified cost index (PART and BUR)			10%	10%	9.9%	10%	9%	-1%	N/A
Percent of unplanned and unwanted wildland fires on DOI land controlled during initial attack (SP and NFP)	97%	96%	97%	95% (8,885/ 9,353)	99% (5,693/ 5,778)	95% (9,021/ 9,496)	95% (8,599/ 9,052)	-0%	95% (9,021/ 9/496)
Projected Cost (\$000)						281,767	285,452	+3,685	N/A
Comments	For some measures, data are not available for 2005 - 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. Current policies that allow fires to be suppressed for multiple objectives increasingly make performance measures that focus on the number of acres burned or the number of fires that escape initial attack less relevant. Targeting out-year performance likewise becomes more problematic and less meaningful as annual seasonal and climatic conditions fluctuate.								
Contributing Programs	Wildland Fire Management Suppression								



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<b>Activity: Suppression Operations</b>						
<b>Subactivity: Suppression</b>						
			2010			Change from 2009 (+/-)
			2008 Enacted	2009 Enacted	Fixed Costs & Related Changes (+/-)	
\$000						
Suppression Operations, Annual Appropriations	289,805	335,191	0	+34,606	369,797	+34,606
Supplemental Appropriations <sup>1/</sup>	343,000	0	0	-343,000	0	0
<i>FTE</i>	<i>490</i>	<i>482</i>		<i>0</i>	<i>482</i>	<i>0</i>
Budget Amendment, Suppression Operations	0	50,000	0	-50,000	0	-50,000

1/ 2008 supplemental appropriation \$115 million for 2007 repayments and \$40 million for suppression in P.L. 110-116; 2008 supplemental appropriation \$78 million in P.L. 110-161; and 2008 supplemental appropriation \$110 million in P.L. 110-329.

### Summary of 2010 Program Changes for Suppression Operations

Request Component	(\$000)	FTE
<u>Program Changes</u>		
• Ten-year average suppression increase	+34,606	0
<b>TOTAL Program Changes</b>	<b>+34,606</b>	<b>0</b>

### Justification of 2010 Program Changes

The 2010 budget request for the Suppression Operations program is \$369,797,000, a net increase of \$34,606,000 and 0 FTE from the 2009 enacted level.

**Ten-Year Average Increase** **(+\$34,606,000 / 0 FTE)**

The 2010 request for Suppression is a 10 percent increase of \$34,606,000 over the 2009 enacted level. This request fully funds the inflation-adjusted ten-year average of annual suppression costs.

SUPPRESSION OBLIGATIONS, 1999 - 2008					
<u>Year</u>	<u>Net Nominal Suppression Obligations</u>	<u>GDP Inflater A/ [2000=1.00]</u>	<u>GDP Deflator [2008=1.00]</u>	<u>Adjusted Obligations [2008=1.00]</u>	<u>Rolling 10-Year Avg.</u>
1999	154,416	0.9759	0.7985	193,372	157,137
2000	334,802	1.0000	0.8183	409,162	175,744
2001	269,574	1.0229	0.8370	322,071	196,997
2002	395,040	1.0393	0.8504	464,523	230,962
2003	303,638	1.0613	0.8684	349,643	258,062
2004	281,244	1.0886	0.8908	315,734	267,623
2005	294,054	1.1247	0.9203	319,519	284,900
2006	424,058	1.1616	0.9505	446,144	309,440
2007	470,491	1.1855	0.9701	485,016	344,476
2008	392,783	1.221	1.000	392,783	369,797

### Program Performance Change

	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2010 Base Budget (2009 Plan + Fixed Costs)	2010 President's Budget	Program Change Accruing in 2010	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	Establish Baseline	9.9%	10%	10%	9%	-1%	0%
<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 2010 at the 2009 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 2010 addresses lagging performance — those changes occurring as a result of the program change (not total budget) requested in 2010. 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 fires in areas in

which fires are allowed to burn to accomplish resource benefits or where it is too dangerous to place firefighters. 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.

## **2010 Program Performance**

The general trend of increasing suppression costs is due to a number of factors. Key aspects that contribute to rising suppression expenditures are increased complexity 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 policy allowing fires to be managed for multiple objectives 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 a risk-based strategy to allow fires to be managed for multiple objectives: they may be simultaneously “suppressed” and “allowed to burn for resource benefit” without contradicting policy. These operations balance the allocation of suppression resources with the level of risk the wildfire poses to the public or to resources. Accordingly, tactics range from aggressive suppression in the wildland urban interface to monitoring some wildland fires for multiple objectives.

Recent severe fire seasons and continued movement of populations into WUI areas also contribute to a rising ten-year suppression average. 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 2009 DOI and USDA Quadrennial Fire and Fuels Review, risk levels also increase as a result of population growth and housing in the WUI and the Intermix<sup>2</sup>. This rapid growth into wildland areas complicates landscape protection needs and creates additional sources of ignition.

The following table summarizes the variability in the number and size of unwanted wildland fires on DOI lands over the last ten years.

<b>DOI Unwanted Wildland Fires</b>		
<b>FY</b>	<b># Fires</b>	<b># Acres</b>
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
2008	5,778	2,387,484
Total	91,381	25,930,799
<b>10-Year Average</b>	<b>9,138</b>	<b>2,593,080</b>

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<sup>2</sup> Interface generally refers to areas with communities near wildlands, while Intermix has fewer houses and more vegetation.

### **Use of Cost and Performance Information in the Suppression Program**

- In 2008, national fire program leadership successfully continued to place more emphasis on confine, contain, and point protection strategies for fires that posed a low risk to communities and natural resources. These strategies result 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 has been critical to keeping new fire starts from becoming fires of significance.
- In 2008, the Wildland Fire Leadership Council modified the “Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy” direction issued in 2003. This revision moves to the recognition of two kinds of wildfire: prescribed fire (planned ignitions), and wildfire (unplanned ignitions), removing the formal distinction between wildland fire use and suppression fires. As a result, managers have increased flexibility to respond to changing incident conditions and firefighting capability to implement supporting public safety and resource management objectives.

**Program Performance Overview**

<b>End Outcome Goal 1: Improve Protection of Life, Resources and Property</b>									
<b>End Outcome Measure / Intermediate or PART Measure / PART Efficiency or other Outcome Measure</b>	<b>2005 Actual</b>	<b>2006 Actual</b>	<b>2007 Actual</b>	<b>2008 Plan</b>	<b>2008 Actual</b>	<b>2009 Plan</b>	<b>2010 President's Budget</b>	<b>Change from 2009 Plan to 2010</b>	<b>Long-term Target 2012</b>
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)			+5% (114,549/ 2,278,332)	+10% (239,000/ 2,392,881)	0.4% (9,138/ 2,387,484)	0.5% (12,850/ 2,624,332)	0.2% (4,000/ 2,600,000)	-0.3%	+0.5% (12,850/ 2,624,332)
Comments	Current policies that allow fires to be suppressed for multiple objectives increasingly make performance measures that focus on the number of acres burned or the number of fires that escape initial attack less relevant. Targeting out-year performance likewise becomes more problematic and less meaningful as annual seasonal and climatic conditions fluctuate.								
Percentage of all fires not contained in initial attack that exceed a stratified cost index (PART and BUR)			Establish baseline	10%	9.9%	10%	9%	-1%	N/A





<b>Activity: Other Operations</b>						
<b>Subactivity: Hazardous Fuels Reduction (HFR)</b>						
\$000	2008 Enacted	2009 Enacted	2010			Change from 2009 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
Hazardous Fuels Reduction	199,628	203,053	+3,153	-1,117	205,089	+2,036
Supplemental Appropriations <sup>1/</sup>	10,000	0	0	0	0	0
<i>FTE</i>	<i>1,342</i>	<i>1,342</i>	<i>0</i>	<i>0</i>	<i>1,342</i>	<i>0</i>

1/ 2008 supplemental appropriation \$10 million in P.L. 110-116. In FY 2008, P.L. 110-329 appropriated \$25 million for Burned Area Rehabilitation, of which \$10 million was reprogrammed to Hazardous Fuels Reduction in FY 2009. The reprogramming is not included in the table above.

### Summary of 2010 Program Changes for Hazardous Fuels Reduction

Request Component	(\$000)	FTE
<u>Program Changes</u>		
• Eliminate non-recurring LANDFIRE Funding	-1,117	0
<b>TOTAL Program Changes</b>	<b>-1,117</b>	<b>0</b>

### Justification of 2010 Program Changes

The 2010 budget request for the Hazardous Fuels Reduction program is \$205,089,000, a net increase of \$2,036,000 from the enacted 2009 level. The increase includes \$3,153,000 for fixed costs minus a \$1,117,000 program decrease that reflects the transition of the LANDFIRE project from development to a program to manage operations and maintenance of the data. The Department will continue to manage the program holistically, without specific budget requests for Wildland Urban Interface (WUI) and non-WUI subactivities to facilitate the continued deployment 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 2010.

#### **Eliminate Non-Recurring LANDFIRE Project Funding (-\$1,117,000 / 0 FTE)**

The 2010 Budget eliminates funding for the continued development of the LANDFIRE project. This national mapping and decision support data system was completed in 2009, and development funding is no longer necessary. In 2010 LANDFIRE will transition to a program that provides maintenance and data updating activities within the base Hazardous Fuels Reduction budget.

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

## **Program Overview**

The Hazardous Fuels Reduction program reduces the impact of wildland fires that negatively impact people, 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>).

The hazardous fuels reduction program removes or modifies 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. Projects are accomplished using prescribed fire, mechanical thinning, chemical application, grazing, or combinations of these and other scientifically supported methods.

Investments in hazardous fuels reduction can reduce the risk of catastrophic wildfire, mitigate hazards, and restore fire-adapted ecosystems. The program emphasizes treatments in high risk WUI areas. Working with communities to reduce wildfire risks, the bureaus mitigate risk from wildland fire through 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), CWPP equivalent plans, risk assessments, and landscape level plans that have prioritized fuels treatments at a local, county or regional level. Available funding will continue to be prioritized to fund these collaborative, priority mitigation projects. These projects 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 and adjacent lands that provide critical habitat for species at risk and listed species. Cooperative efforts with the bureau resource programs both support hazardous fuels reduction and improve 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. Hazardous fuels reduction treatments are supported by an increased scientific understanding of fire behavior and effects and improved monitoring and analysis. A basic tenet of the Strategy is that fuel project investments will achieve multiple objectives: reducing fire risks and the damage caused by wildfires, reducing the costs of suppressing unwanted wildland fire, and restoring ecosystems.

## **2010 Program Performance**

The 2010 budget request for fuels is \$205,089,000 and 1,342 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 continue to utilize the HFPAS (Hazardous Fuels Priority Allocation System) to better direct available funding to the highest priority areas. In 2010 we will use this system to target those geographic areas most in need of treatments to allocate 100 percent of our funds, as we did in 2009.

Numerous factors contribute to the relatively consistent predictions for 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 in reducing risks to homes and communities, 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.
- Use of an objective decision support model increases the opportunity for important project areas, which may have been overlooked in the past due to higher per-acre treatment costs, to be fairly considered.

At the same time, the Department will be able to maintain or 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 from those planned in 2009. Data collected in the non-WUI from 2003 - 2008 portray a rising trend in the number of acres improved (measured by improved condition class) as a percent of all acres treated (36 percent compared to 42 percent planned for 2010). By focusing on the highest priority treatments, the Department plans to improve the condition class of about 40 percent of all acres treated.

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

In 2007 the Federal agencies adopted a common, systematic hazardous fuels allocation process (“Hazardous Fuels Prioritization and Allocation System”, or HFPAS). This systematic process helps ensure that agencies apply 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.

HFPAS employs the use of a modeling tool called Ecosystem Management Decision Support, or EMDS. The EMDS tool provides a common approach that all agencies use to help ensure that more funds are provided to reduce hazardous fuels in those areas of the country that have higher risk of wildland fire and to help minimize the loss of valued resources.

In 2009, DOI used the following weighting factors in EMDS:

- Wildfire potential
  - Probability (fire season, problem fire days, large fires, fire starts)
  - Fire behavior (crown fire potential, surface fire potential)
- Consequences (expected consequences associated with moderate to severe wildfire)
  - Ecosystem
  - Emissions
  - Wildland urban interface
- Performance (actual effectiveness of a fuels treatment program)
  - Improved vegetative conditions
  - Use of contracting
  - Use of Community Wildfire Protection Plans
  - Making biomass available for economic uses
  - Vegetation maintenance
- Opportunities (potential effectiveness of a fuels treatment program)
  - Restoration opportunities
  - Contracting opportunities
  - Community Wildfire Protection Plans available
  - Biomass availability for economic uses
  - Vegetation maintenance opportunities

Project characteristics and a record of successful project implementation are also factors that the EMDS tool uses to help managers decide which geographic areas need more funds to reduce hazardous fuels. With these factors, geographic areas are then prioritized into categories for treatment.

For 2010, the Department expects to refine, revise and add data used in the process to enhance the quality of modeled results. As in 2009, the Department will use this system to allocate 100 percent of funds allocated to carry out hazardous fuels reduction projects.

## LANDFIRE

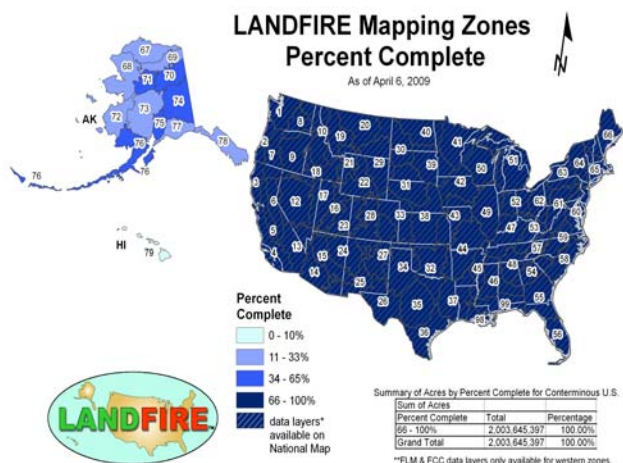
LANDFIRE, also known as Landscape Fire and Resource Management Planning Tools, completed the development phase in 2009. National data layers delivered include vegetation composition and structure, surface and canopy fuel characteristics, and historical fire regimes. LANDFIRE products are now being used for national- and regional-level strategic planning and reporting of wildland fire management activities.

LANDFIRE national data products help managers prioritize and plan hazardous fuel reduction and restoration projects. Data products provide a 30-meter grid spatial resolution raster data set to meet agency and partner needs for data to support 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.

### LANDFIRE Program

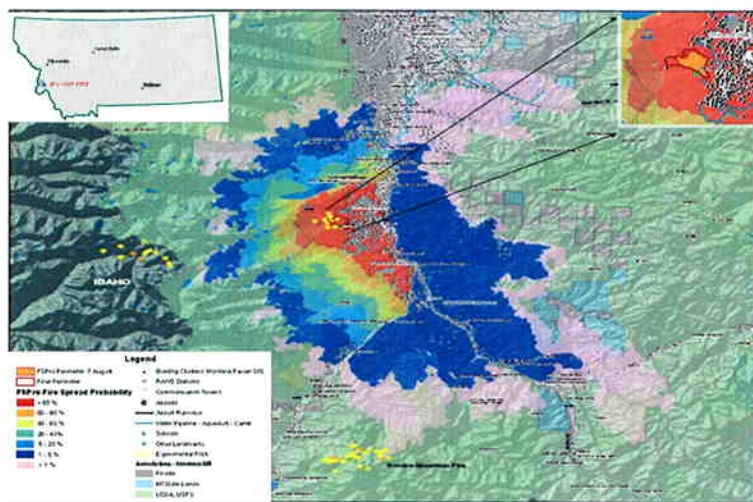


In 2010 the HFR budget supports the transition of the program from the development phase to providing for operations, maintenance and data updates. This program provides for continued data timeliness, quality, and distribution services to support Department and agency mission needs. The investment provides fire and natural resource management programs across the country the best nationally-available data to manage resources effectively and efficiently.

## LANDFIRE Vegetation and Fuels Mapping

The comprehensive and consistent nature of LANDFIRE national fuels and vegetation data provide for widespread, national use in strategic fuels planning, habitat assessments, and fire incident management. Vegetation and fuels data products, when combined with other data sets (such as local fire weather, fire occurrence, resource information, etc.) are critical for fire and ecological modeling in assessing and developing management strategies, prioritizing approaches or projects, and developing, Land Use and Fire Management Plans.

### Tin Cup Fire near Darby, Montana August 9, 2007



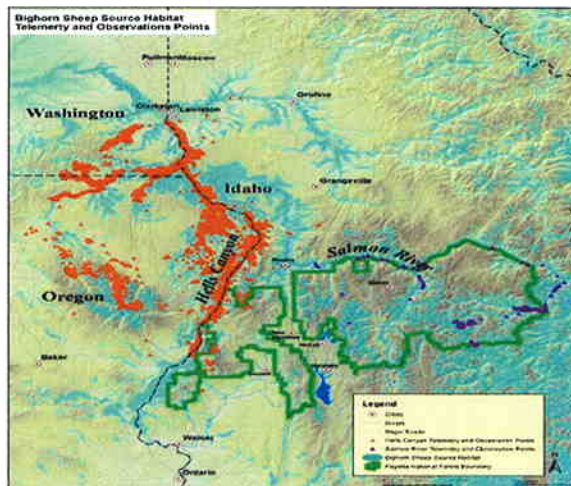
Rapid Assessment of Values at Risk (RAVAR) & Fire Spread Probabilities (FSPPro) outputs from WFDSS.

The FSPPro Analysis shows percent probabilities that this fire would spread across the landscape under given fuels, topography, and weather data. Spread probabilities are shown in red, orange, yellow, green, blue, and pink polygons – see legend. Additionally shown are RAVAR values- at-risk; structures are shown in black triangles, and aqueducts in bluegreen lines.

The Tin Cup fire near Darby, in western Montana, is a good example where LANDFIRE data used in various models helped managers determine planning and suppression responses. LANDFIRE data products were used in the FSPPro model to provide fire spread probabilities and were integrated with RAVAR data to identify resource values that could be affected given the likelihood of fire spread. This simulation and analysis provided real-time information for wildland fire incident commanders and area managers to use in the decision making process. In this case, the Forest Service Region 1 Area Command evaluated values at risk and prioritized efforts. This information improved public communication and was used to provide a briefing to local and state officials. LANDFIRE national data products provide the necessary data inputs to wildland fire models like FSPPro across the United States.

### LANDFIRE Data Use in Bighorn Sheep Viability Analysis

Another example of the value of LANDFIRE is the use of broad and consistent LANDFIRE vegetation data for an analysis assessment of bighorn sheep habitat. The analysis showed the distributions across a large tri-state area far beyond the mere forest scale, which, in turn, engaged various cooperators from across the region. The analysis of the habitat data indicated that bighorn sheep use areas and disease interactions were the limiting factors in bighorn sheep viability, rather than the amount and distribution of source habitat. In addition, the comprehensive nature of LANDFIRE data allows this approach to be used elsewhere in the country at regional and/or national scales for assessing bighorn sheep source habitat areas. As LANDFIRE data are updated to account for changes in conditions, the source habitat model can easily process updated data for management needs.



Hazardous Fuels Reduction

Hazardous Fuels Reduction Spending and Performance	2001		2002		2003		2004		2005		2006		2007		2008		2009		2010		Cumulative 2001 - 2010	
	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Planned D/	Planned	Planned	Planned		
<b>WUI</b>																						
Funding (\$000s) A/	\$ 93,258	\$ 100,360	\$ 154,032	\$ 115,375	\$ 132,593	\$ 132,302	\$ 131,796	\$ 148,452	\$ 138,484	\$ 134,021	\$ 134,021	\$ 138,484	\$ 134,021	\$ 138,484	\$ 134,021	\$ 134,021	\$ 138,484	\$ 134,021	\$ 134,021	\$ 134,021	\$ 1,280,673	
Acres Treated	164,337	209,320	480,110	490,110	542,568	532,539	586,018	614,319	583,258	565,493	565,493	583,258	565,493	583,258	565,493	565,493	583,258	565,493	565,493	565,493	4,768,072	
Efficiency (Acres/\$M)	1,762	2,086	3,117	4,248	4,092	4,025	4,446	4,138	4,212	4,219	4,219	4,138	4,212	4,212	4,219	4,212	4,138	4,212	4,219	4,219	3,723	
Cost per Acre	\$ 567	\$ 479	\$ 321	\$ 235	\$ 244	\$ 248	\$ 225	\$ 242	\$ 237	\$ 237	\$ 237	\$ 242	\$ 237	\$ 237	\$ 237	\$ 237	\$ 242	\$ 237	\$ 237	\$ 237	269	
Acres Improved B/	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	
Acres Improved/\$M	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	
Acres Improved/Total WUI Acres	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	
%WUI \$	61%	56%	64%	59%	64%	64%	65%	67%	65%	65%	64%	67%	65%	65%	65%	65%	65%	65%	65%	65%	63%	
%WUI Acres	23%	20%	38%	39%	43%	48%	44%	49%	45%	47%	48%	49%	45%	45%	45%	45%	45%	45%	45%	45%	41%	
<b>Non-WUI</b>																						
Funding (\$000s)	\$ 59,309	\$ 78,293	\$ 86,644	\$ 80,075	\$ 75,282	\$ 74,748	\$ 71,590	\$ 74,730	\$ 74,569	\$ 72,165	\$ 72,165	\$ 74,569	\$ 72,165	\$ 74,569	\$ 72,165	\$ 72,165	\$ 74,569	\$ 72,165	\$ 72,165	\$ 72,165	\$ 747,405	
Acres Treated	563,775	849,644	778,727	770,797	726,835	573,569	747,404	645,716	713,350	634,531	634,531	713,350	634,531	713,350	634,531	634,531	713,350	634,531	634,531	634,531	\$ 7,004,348	
Efficiency (Acres/\$M)	9,506	10,852	8,988	9,626	9,655	7,673	10,440	8,641	9,566	8,793	8,793	9,566	8,793	9,566	8,793	8,793	9,566	8,793	8,793	8,793	9,372	
Cost per Acre	\$ 105	\$ 92	\$ 111	\$ 104	\$ 104	\$ 130	\$ 96	\$ 116	\$ 105	\$ 114	\$ 114	\$ 105	\$ 114	\$ 105	\$ 114	\$ 114	\$ 105	\$ 114	\$ 114	\$ 114	107	
Acres Improved B/	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	
Acres Improved/\$M	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	
Acres Improved/Total Non-WUI Acres	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	
<b>All Fuels C/</b>																						
Funding (\$000s)	\$ 152,567	\$ 178,653	\$ 240,676	\$ 195,450	\$ 207,875	\$ 207,050	\$ 203,386	\$ 223,182	\$ 213,053	\$ 206,186	\$ 206,186	\$ 213,053	\$ 206,186	\$ 213,053	\$ 206,186	\$ 206,186	\$ 213,053	\$ 206,186	\$ 206,186	\$ 206,186	\$ 2,028,078	
Acres Treated	728,112	1,058,984	1,258,837	1,260,907	1,269,403	1,106,108	1,333,422	1,260,035	1,296,608	1,200,024	1,200,024	1,296,608	1,200,024	1,296,608	1,200,024	1,200,024	1,296,608	1,200,024	1,200,024	1,200,024	11,772,420	
Efficiency (Acres/\$M)	4,772	5,927	5,230	6,451	6,107	5,342	6,556	5,645	6,086	5,820	5,820	6,086	5,820	6,086	5,820	5,820	6,086	5,820	5,820	5,820	5,805	
Cost per Acre	\$ 210	\$ 169	\$ 191	\$ 155	\$ 164	\$ 187	\$ 153	\$ 177	\$ 164	\$ 172	\$ 172	\$ 164	\$ 172	\$ 164	\$ 172	\$ 172	\$ 164	\$ 172	\$ 172	\$ 172	172	
Acres Improved B/	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	
Acres Improved/\$M	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	
Acres Improved/Total Acres	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	UNK	

A/ 2001-2008 figures are actual obligations; 2009 is enacted, and 2010 is the budget request.

2009-2010 estimates are based on 65% WUI / 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.

D/ Includes \$10 million supplemental Hazardous Fuels funding reprogrammed from Burned Area Rehabilitation (242,225 acres).



**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	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2008 Actual	2009 Plan	2010 President's Budget	Change from 2009 Plan to 2010	Long-term Target 2012
Percent of acres treated which achieve fire management objectives as identified in applicable management plans (SP and BUR)			73% (969,865/ 1,333,422)	75% (822,750/ 1,097,000)	98% (1,239,740/ 1,260,035)	96% (960,960/ 1,001,000)	97% (1,170,000/ 1,200,024)	+1%	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 = 63%	421,053 / 566,018 = 72%	376,000 / 502,000 = 75%	438,756 / 614,319 = 71%	378,000 / 484,000 = 78%	452,000 / 565,493 = 80%	+2%	85% (391,000 / 460,000)
Number of acres in WUI treated per million dollars gross investment (SP and BUR)	542,568 \$132.59 =4,092	532,539 \$132.302 =4,025	586,018 / \$131.80 = 4,446	502,000 / \$128.89 = 3,895	614,319 / \$148.743 = 4,139	484,000 / \$131.82 = 3,672	565,493 / \$134.02 = 4,219	+547	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)			80% (1,068,361 / 1,333,422)	80% (877,600 / 1,097,000)	83% (1,042,693 / 1,260,035)	80% (800,800 / 1,001,000)	80% (960,000 / 1,200,024)	0%	75% (675,000 / 900,000)
Percent of acres treated which are maintained in desired condition (SP and BUR)			16% (216,172 / 1,333,422)	16% (175,520 / 1,097,000)	16% (197,047 / 1,260,035)	16% (160,160 / 1,001,000)	17% (210,000 / 1,200,024)	+1%	18% (171,000 / 900,000)

**National Fire Plan Measures**

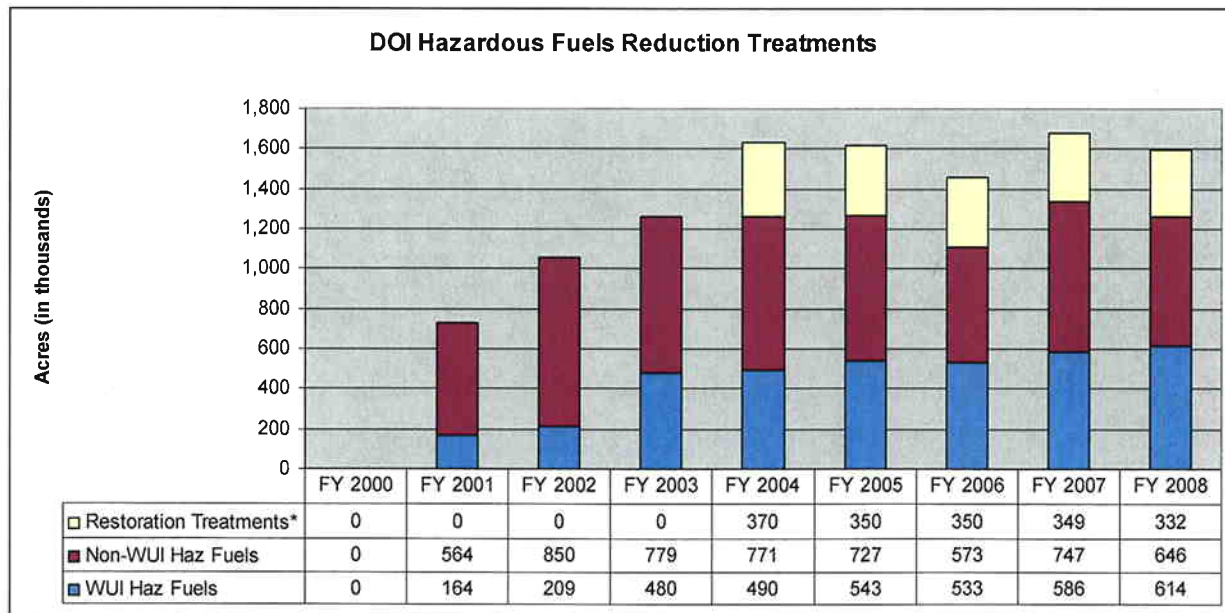
Number of acres treated in condition classes 2 or 3 in fire regimes 1 through 3 (Non-WUI)	477,742	344,114	375,929	285,000	381,302	247,000	375,000	+128,000	N/A
Numbers of acres in fire regimes 1, 2, or 3 moved to a better condition class (WUI & non-WUI)	WUI UNK Non-WUI 271,551	WUI UNK Non-WUI 241,045	WUI 212,132 Non-WUI 323,806 Total 535,938	WUI 185,000 Non-WUI 260,000 Total 445,000	WUI 166,491 Non-WUI 231,968 Total 398,459	WUI 177,000 Non-WUI 233,000 Total 410,000	WUI 206,000 Non-WUI 269,000 Total 475,000	WUI +29,000 Non-WUI +36,000 Total +65,000	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)	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 1,122 Non-WUI 3,104 Total 1,785	WUI 1,343 Non-WUI 3,283 Total 2,022	WUI 1,537 Non-WUI 3,728 Total 2,304	WUI +194 Non-WUI +445 Total +282	N/A

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

Since 2001 the Department of the Interior has reduced fuels and improved ecosystem health on more than 11 million acres of lands nationally, of which DOI treated approximately 9.3 million acres through hazardous fuels reduction programs and accomplished 1.7 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 almost 1.6 million acres in 2008.

Most significantly, the annual level of the Department's fuels treatment in the WUI has increased from 164,000 acres in 2001 to more than 614,000 in 2008 – an increase of 274 percent. About 3.6 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 5.7 million acres outside the WUI, protecting the investment of previous fuel treatments and preventing dangerous accumulations of fuels that would threaten our natural resources.



\* Restoration treatments are those accomplished through other land management activities. Hazardous fuels reduction treatments inside and outside the WUI reported above are those acres treated with Hazardous Fuels Reduction funds in this appropriation.

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<b>Activity: Other Operations</b>						
<b>Subactivity: Burned Area Rehabilitation (BAR)</b>						
\$000	2008 Actual	2009 Enacted <sup>2/</sup>	2010			Change from 2009 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
BAR	24,207	20,305	0	0	20,305	0
Supplemental Appropriations <sup>1/</sup>	31,000	0	0	0	0	0
<i>FTE</i>	35	29	0	0	29	0

1/ 2008 supplemental appropriation \$6 million in P.L. 110-116. In FY 2008, P.L. 110-329 appropriated \$25 million for Burned Area Rehabilitation, of which \$10 million was reprogrammed to Hazardous Fuels Reduction in FY 2009. The reprogramming is not included in the table above.

2/ The 2009 Omnibus bill (P.L. 111-8) moved the Native Plant Materials program out of the Department-wide fire account and into the Bureau of Land Management. The FTE reduction is attributed to this program change.

### Justification of 2010 Program Changes

The 2010 budget request for the Burned Area Rehabilitation program is \$20,305,000 and 29 FTE, the same level as the 2009 enacted budget.

### Program Overview

The Burned Area Rehabilitation program protects resources by maintaining proper function in watersheds and landscapes and beginning the recovery of fire-damaged lands. Objectives are achieved by such actions as reseeding to control invasive species, maintain soil productivity, rehabilitate tribal trust resources, and repair wildlife habitat, and repairing minor facilities damaged by wildfire.

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.

### **2010 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, the U.S. Geological Survey and other scientific institutions to implement monitoring protocols and methods to more accurately assess the effectiveness of wildfire rehabilitation treatments.

The 2010 request maintains project funding at the 2009 level. Planned performance progress will continue, as the Department establishes a baseline in 2009 to begin measurement of the long-term goal of restoring 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 increased dramatically in recent years following large fires on Department of the Interior lands. 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 the Department established a rigorous two-step process to rank BAR project proposals and allocate funds.

This process evaluates the projects against established criteria at two levels. Scores are generated and projects ranked according to their score.

At the first level, criteria include:

- Action is necessary to protect or enhance the habitat of Federally or tribally listed species, and those candidate species for such listing
- Action is necessary to protect or enhance the habitat of Federally or tribally listed species of special management concern
- Revegetation actions are necessary to regenerate critical sagebrush steppe
- Action is necessary to protect watershed use values, including:
  - a) Water quality for municipal water supplies, or
  - b) All watershed values other than municipal water supplies, including fish habitat and riparian integrity
- Planting commercial forest where identified in a land use plan or in a tribal forest management plan when a silviculturist certifies that the land will not naturally regenerate in the desired species within ten years.

Projects that have the same score after being evaluated against first level criteria are subjected to further scrutiny. At the second level, criteria include:

- The treatment or activity is contracted, including 638 contracts
- The treatment leverages federal dollars to achieve management objectives or provides a net benefit to the government because it is a cooperative project
- The treatment reduces risk to communities in the Wildland Urban Interface
- The treatment spans more than one year and there is a risk of losing the previous year's investment
- A portion of a treatment or activity funded in the previous year was not completed.

The results of the Level 1 and 2 scoring are combined to produce a list of funded treatments or activities. Results are further reviewed by managers to ensure funds are being allocated to the highest priority projects. In 2009 the process will continue to be refined.

**Program Performance Overview**

<b>End Outcome Goal: Improve Health of Watersheds, Landscapes, and Marine Resources</b>										
<b>End Outcome Measure / Intermediate or PART Measure / PART Efficiency or other Outcome Measure</b>	<b>2005 Actual</b>	<b>2006 Actual</b>	<b>2007 Actual</b>	<b>2008 Plan</b>	<b>2008 Actual</b>	<b>2009 Plan</b>	<b>2010 President's Budget</b>	<b>Change from 2009 Plan to 2010</b>	<b>Long-term Target 2012</b>	
Number of treated burned acres that achieve the desired condition (SP and BUR)			UNK	UNK	UNK	Establish baseline	TBD	TBD	TBD	
Percent of treated burned acres that have achieved the desired condition (SP and BUR)			UNK	UNK	UNK	Establish baseline	TBD	TBD	TBD	
Comments	Data are not available for 2005 - 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. A program review in 2008 established a prioritization process for allocating funds, and data collection began.									
Contributing Programs	Bureau resource operating accounts fund activities that need to be continued after the three year period of availability for BAR funds.									





<b>Activity: Other Operations</b>						
<b>Subactivity: Facilities Construction and Maintenance</b>						
\$000	2008 Actual	2009 Enacted	2010			Change from 2009 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
5-Year Deferred Maintenance and Capital Improvement Plan	6,137	6,137	0	0	6,137	0
<i>FTE</i>	<i>0</i>	<i>0</i>		<i>0</i>	<i>0</i>	<i>0</i>

### Justification of 2009 Program Changes

The 2010 budget request for the Facilities Construction and Maintenance program is \$6,137,000 and 0 FTE, the same as the 2009 enacted budget.

### Program Overview

Fire Facilities Construction and Maintenance supports the Department's mission goal to provide 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, then on critical resource protection, energy and building sustainability, critical mission, and code compliance. To ensure efficiency, bureaus collaborate and coordinate considering both operations and project placement. Each project is submitted according to departmental guidance for deferred maintenance and capital improvement plans. 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 ensuring 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 - 2009										
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	FY 2009 Enacted
Fire Facilities	9,270	30,000	19,774	12,294	12,222	12,202	7,734	7,734	6,137	6,137

### 2010 Program Performance

Nine of the projects with the highest critical health, safety, and resource protection ratings are included in the 2010 budget request of \$6.1 million

### Program Performance Overview

	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2010 Base Budget (2009 Plan + Fixed Costs)	2010 President's Budget	Program Change Accruing in 2010	Program Change Accruing in Out-years
					A	B=A+C	C	D
Fire facilities under construction, reconstruction, or maintenance <sup>1/</sup>	15	10	11	6	9	9	+3	0

<sup>1/</sup> 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.

<b>WILDLAND FIRE FIVE YEAR CONSTRUCTION/DEFERRED MAINTENANCE PLAN SUMMARY 2010</b>				
<b>PROJECT DESCRIPTION</b>	<b>STATE</b>	<b>BUREAU</b>	<b>DOI SCORE</b>	<b>COSTS</b>
<b>2010 Projects</b>				
Detroit Lakes Engine Storage/Cache/Office	MN	FWS	900	300,000
Upgrade/Update Teton Interagency Fire Dispatch Center, Phase 3	WY	NPS	880	340,000
Bandelier Interagency Fire Center, Phase 1	NM	NPS	850	750,000
Alligator River Fire Cache/Office/Dispatch, Phase 1	NC	FWS	780	350,000
CM Russell Vehicle Storage/Office/Cache	MT	FWS	780	390,000
Northern Utah Interagency Dispatch Center, Phase 1	UT	BLM	700	280,000
Yakima Warehouse for Capitalized Equipment, Phase 3	WA	BIA	690	598,000
Silver State Interagency Hotshot Crew Operations Buildings, Phase 3	NV	BLM	600	531,000
Craig Interagency Hotshot Crew Operations Buildings, Phase 2	CO	BLM	600	2,300,000
Architectural and Engineering Design		DOI		298,000
<b>TOTAL 2010</b>				<b>6,137,000</b>

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<b>Activity: Other Operations</b>						
<b>Subactivity: Joint Fire Science Program (JFSP)</b>						
			2010			Change from 2009 (+/-)
			2008 Actual	2009 Enacted	Fixed Costs & Related Changes (+/-)	
\$000						
JFSP	5,906	6,000	0	0	6,000	0
FTE	6	6	0	0	6	0

**Justification of 2010 Program Changes**

The 2010 budget request for the Joint Fire Science Program is \$6,000,000 and 6 FTE, no change from the 2009 enacted budget.

**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.

### **Activities**

Identify research questions – Through ad hoc sensing, consultations with organized groups (e.g., National Wildfire Coordinating Group committees), and structured interactions (e.g., roundtables) JFSP identifies and integrates high-priority research questions.

Conduct studies – JFSP invests over 90% of its funding in research awarded through an open, competitive process with independent peer review. Most research is conducted by Federal research centers and universities.

Science delivery – JFSP delivers research results directly to fire and fuel managers through Fire Science Digests, Fire Science Briefs, Manager's Viewpoints, syntheses, roadshows, and a dynamic website ([www.firescience.gov](http://www.firescience.gov)).

### **Science Portfolio**

JFSP takes a portfolio approach to fire science investment by balancing funding across four types of research depending on the nature and complexity of the questions identified by fire and fuels managers.

Short-term topics – Topics where significant progress can be made in three years or less:

- Interactions of insects, wind and other disturbances on fuel profiles and fire behavior
- Fire prevention effectiveness
- Fire severity prediction techniques
- Fuel treatment compatibility with Threatened or Endangered species

Lines of work – Complex topics requiring a long-term science investment strategy to ensure results can be synchronized and integrated:

- Fuels treatment effectiveness
- Smoke management
- Integration of software systems for fuels planning

Syntheses – Topics ripe for synthesis of existing information in a format oriented towards fire and fuels managers:

- Fuels treatment guides
- Fire history and climate change
- Extreme fire behavior indicators
- Post-fire restoration effectiveness

New science – Topics where investment is needed in fundamental fire science in order to develop future tools for fire and fuels managers:

- Fire ecology
- Fire and aquatic ecosystem interactions
- Regional haze precursors from smoke



**Science Delivery** – Increased investment in science delivery:

- Solicit proposals to regionalize science delivery, training, and adoption programs through university-agency-NGO private partnerships
- Evaluate effectiveness of current outreach efforts
- Continue synthesis work: expand outreach, assess client satisfaction, and improve distribution and adoption

**2010 Program Performance**

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

- Fuels treatment effectiveness
- Smoke management
- Integration of software systems for fuels planning.

The program will continue to issue competitive announcements, as well as follow-up on results from prior studies.

**Program Performance Overview**

	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2010 Base Budget (2009 Plan + Fixed Costs)	2010 President's Budget	Program Change Accruing in 2010	Program Change Accruing in Out-years
					A	B=A+C	C	D
Research projects initiated	35	24	33	40	40	27	-13	0
Research projects completed	70	77	65	73	73	73	0	0
Refereed publications completed	74	116	73	75	75	75	0	0

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 2010 at the 2009 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 2010 addresses lagging performance — those changes occurring as a result of the program change (not total budget) requested in 2010. It does not include the impact of receiving the program change again in a subsequent out-year.

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<b>Activity: Other Operations</b>						
<b>Subactivity: Rural Fire Assistance (RFA)</b>						
			2010			Change from 2009 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$000	2008 Actual	2009 Enacted				
RFA	5,906	7,000		0	7,000	0
FTE	0	0	0	0	0	0

### Justification of 2010 Program Changes

The 2010 budget request for the Rural Fire Assistance grant program is \$7,000,0000 and no FTE, the same level as the 2009 enacted budget.

### Program Overview

Rural fire departments often provide first response initial attack and fire suppression operations support to DOI on agency lands. The assistance these departments provide furthers DOI's ability to contain fires and help control rising fire suppression costs.

The Rural Fire Assistance program was initially authorized in the *FY 2001 Interior and Related Agencies Appropriations Act (P.L. 106-291)* to provide assistance to these departments. From 2001 - 2005, the program emphasized funding for essential wildland safety equipment, firefighting tools and training to departments supporting the Department's wildland fire suppression efforts. In 2006, RFA funding priorities focused on enhanced training initiatives to foster development of local incident response organizations. In 2008, the program focused on providing personal protective equipment, basic tools, training, and essential communications equipment to continue enhancing interoperability with other Federal and State cooperators. The 2009 and 2010 programs maintain this focus.

### Program Performance Overview

Measure	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2008 Actual	2009 Plan	2010 President's Budget	Change from 2010 Plan to 2009	Long-term Target 2012
Rural firefighters trained	3,750	2,500	0	0	2,200	TBD A/	TBD	TBD	N/A

A/ The estimated number of firefighters trained in future years is not known until grant requests are received and awarded.

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<b>Budget Schedules</b>				
<b>PROGRAM AND FINANCING (MILLION \$)</b>				
	<b>Identification code:</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
	<b>14-1125-0-1-302</b>	<b>Actual</b>	<b>Estimate</b>	<b>Estimate</b>
<b>Obligations by program activity:</b>				
0001	Preparedness (Readiness, Facilities, and Fire Science)	316	297	295
0004	Fire Suppression Operations	389	427	388
0006	Hazardous Fuels Reduction	210	207	200
0007	Hazardous Fuels Reduction - ARRA	0	12	3
0008	Burned Area Rehabilitation	29	53	27
0009	Rural Fire Assistance	3	6	1
0901	Fire Reimbursable	25	32	23
1000	Total new obligations	972	1,034	937
<b>Budgetary resources available for obligation:</b>				
2140	Unobligated balance carried forward, start of year	55	220	102
2200	New budget authority (gross)	1,111	894	920
2210	Resources available from recoveries of prior year obligations	26	22	22
2390	Total budgetary resources available for obligation	1,192	1,135	1,044
2395	Total new obligations	-972	-1,034	-937
2440	Unobligated balance carried forward, end of year	220	102	107
<b>New budget authority (gross), detail:</b>				
Discretionary:				
4000	Appropriation	821	859	900
4000	Emergency Supplemental, PL 110-116	171		
4000	Emergency Supplemental, PL 110-161	78		
4000	Emergency Supplemental, PL 110-329	135		
4001	Appropriation, Recovery Act		15	
4035	Appropriation permanently reduced	-13		
4100	Transferred to other accounts	-113		
4200	Transferred from other accounts	1		
4300	Appropriation (total discretionary)	1,080	874	900
Spending authority from offsetting collections:				
5800	Offsetting collections (cash)	28	20	20
5810	Change in uncollected customer payments from Federal sources (unexpired)	3		
5890	Spending authority from offsetting collections (total discretionary)	31	20	20
7000	Total new budget authority (gross)	1,111	894	920

<b>PROGRAM AND FINANCING (MILLION \$) CONTINUED</b>				
<b>Identification code:</b>		<b>2008</b>	<b>2009</b>	<b>2010</b>
<b>14-1125-0-1-302</b>		<b>Actual</b>	<b>Estimate</b>	<b>Estimate</b>
<b>Change in obligated balances:</b>				
7240	Obligated balance, start of year	280	248	262
7310	Total new obligations	972	1,034	937
7320	Total outlays (gross)	-975	-998	-990
7345	Recoveries of prior year obligations	-26	-22	-22
Change in uncollected customer payments from				
7400	Federal sources (unexpired)	-3		
7440	Obligated balance, end of year	248	262	187
<b>Outlays (gross), detail:</b>				
8690	Outlays from new discretionary authority	142	600	623
8693	Outlays from discretionary balances	833	398	367
8700	Total outlays (gross)	975	998	990
<b>Offsets:</b>				
Against gross budget authority and outlays:				
Offsetting collections (cash) from:				
8800	Federal sources	-12	-10	-10
8840	Non-Federal sources	-16	-10	-10
8890	Total, offsetting collections (cash)	-28	-20	-20
Against gross budget authority only:				
Change in uncollected customer payments from				
8895	Federal sources (unexpired)	-3		
<b>Net budget authority and outlays:</b>				
8900	Budget authority	1,080	874	900
9000	Outlays	947	978	970
<b>Summary of Budget Authority and Outlays:</b>				
Enacted/requested:				
	Budget authority	1,080	874	900
	Outlays	947	978	970
Supplemental proposal:				
	Budget authority		50	
	Outlays		34	17
Total:				
	Budget authority	1,080	924	900
	Outlays	947	1,012	987







## **Appropriations Language Wildland Fire Contingency Reserve Fund**

(Legislative proposal, not subject to PAYGO)

*For necessary expenses for transfer to “Wildland Fire Management” for emergency fire suppression operations of the Department of the Interior, \$75,000,000, to remain available until expended: Provided, That amounts in this paragraph may be transferred and expended only if all funds appropriated for emergency fire suppression operations under the heading “Wildland Fire Management” have been fully obligated: Provided further, That amounts are available only to the extent the President has issued a finding that the amounts are necessary for emergency fire suppression operations.*

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**WILDLAND FIRE CONTINGENCY RESERVE FUND**

<b>Activity: Wildland Fire Contingency Reserve Fund- Suppression Operations</b>						
<b>Subactivity: Suppression</b>						
			2010			Change from 2009 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
\$000	2008 Enacted	2009 Enacted				
Wildland Fire Contingency Reserve Fund - Suppression Operations	0	0	0	+75,000	75,000	+75,000
<i>FTE</i>	<i>0</i>	<i>0</i>		<i>0</i>	<i>0</i>	<i>0</i>

**Summary of 2010 Program Changes for Wildland Fire Contingency Reserve Fund - Suppression Operations**

<b>Request Component</b>	<b>(\$000)</b>	<b>FTE</b>
<u>Program Changes</u>		
• Suppression Operations increase	+75,000	0
<b>TOTAL Program Changes</b>	<b>+75,000</b>	<b>0</b>

**Justification of 2010 Program Changes**

The 2010 budget request for the Wildland Fire Contingency Reserve Fund - Suppression Operations program is \$75,000,000, a net increase of \$75,000,000 and 0 FTE from the 2009 enacted level.

**Suppression Operations Increase (+\$75,000,000 / 0 FTE)**

The 2010 Budget proposes to establish a new Wildland Fire Contingency Reserve Fund of \$75,000,000 in a separate Treasury account, which would be available subject to the issuance of a Presidential finding when the fully funded 10-year average is exhausted and certain objective criteria are met. This proposal reflects the Administration's commitment to contain suppression costs, and ensure that fire management resources are appropriately focused and are sufficient to minimize the agency's need to transfer funds from other accounts to suppression.

**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 or where it is too dangerous to place firefighters. 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.

## **2010 Program Performance**

The Department continues to emphasize the use of a risk-based strategy to allow fires to be managed for multiple objectives: they may be simultaneously “suppressed” and “allowed to burn for resource benefit” without contradicting policy. These operations balance the allocation of suppression resources with the level of risk the wildfire poses to the public or to resources. Accordingly, tactics range from aggressive suppression in the wildland urban interface to allowing fires to be managed for multiple objectives in appropriate areas.

Even though ongoing efforts at cost containment and use of risk-based management strategies are contributing to cost efficiencies in suppression operations, regular appropriated funds may be depleted before the end of fire season, particularly in cases of extreme fire occurrence, season longevity or fire severity. In such circumstances, the Department would need to borrow unobligated funds from other departmental programs. To avert the need to transfer funds, additional funds made available with this new appropriation would be transferred to the regular Suppression Operations appropriation in the following circumstances: the requested 10-year suppression average in the Wildland Fire Management Suppression Operations account has been exhausted; and the President issues a finding that the reserve funds are necessary for emergency fire suppression. Oversight of the use of these funds would include, among other things, important reforms to enhance use of risk-based wildfire suppression strategies.

**Program Performance Change**

	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2010 Base Budget (2009 Plan + Fixed Costs)	2010 President's Budget	Program Change Accruing in 2010	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	Establish Baseline	9.9%	10%	10%	9%	-1%	0%
<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 2010 at the 2009 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 2010 addresses lagging performance — those changes occurring as a result of the program change (not total budget) requested in 2010. It does <u>not</u> include the impact of receiving the program change again in a subsequent out-year.</p>								



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<b>Budget Schedules</b>				
<b>PROGRAM AND FINANCING (MILLION \$)</b>				
<b>Identification code:</b>		2008	2009	2010
<b>14-1127-2-1-302</b>		Actual	Estimate	Estimate
<b>Budgetary resources available for obligation:</b>				
2200	New budget authority (gross)			75
2440	Unobligated balance carried forward, end of year			75
<b>New budget authority (gross), detail:</b>				
Discretionary:				
4000	Appropriation			75
<b>Net budget authority and outlays:</b>				
8900	Budget authority			75
9000	Outlays			

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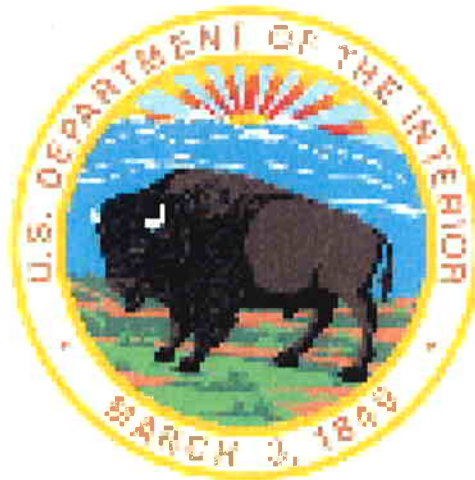
# **American Recovery and Reinvestment Act of 2009**

## **Program Plan for**

**Department of the Interior**

**Wildland Fire Management**

**Hazardous Fuels Reduction**



**May 14, 2009**

## **Part I: Recovery Act Implementation at the Department of the Interior**

### ***Background***

The American Recovery and Reinvestment Act of 2009 (the Recovery Act) is an unprecedented investment in our country's future. Funding is used to support job preservation and creation, infrastructure investment, energy efficiency and science, assistance to the unemployed, and State and local fiscal stabilization.

President Obama has set out specific goals in implementing the Recovery Act, including:

- Create or save more than 3.5 million jobs government-wide over the next two years;
- Revive the renewable energy industry and provide the capital over the next three years to eventually double domestic renewable energy capacity;
- As part of the \$150 billion investment in new infrastructure, enact the largest increase in funding of our nation's roads, bridges, and mass transit systems since the creation of the national highway system in the 1950's; and
- Require unprecedented levels of transparency, oversight, and accountability.

The Department of the Interior will play an important role in this effort. Investments will focus on job creation, infrastructure needs, and creating lasting value. The opportunity provided by the Act will:

- Accelerate a move toward a clean energy economy;
- Provide jobs that build employable skills and develop an appreciation for environmental stewardship in young adults; and
- Preserve and restore the nation's iconic and treasured structures, landscapes, and cultural resources.

### ***Project Selection***

#### **Criteria**

In recognition of the urgency to select and execute projects expeditiously, the Department established unified priorities and formulated guidance to lead the bureaus in the project selection process. The guidance prescribed that the following framework be used to assess a project's suitability for Recovery Act funding:

- **Expediency of implementation.** The ability to execute a project within the legislated timeframe was an important practical consideration – can the project be responsibly executed within the time limitations of the Recovery Act? With a few exceptions, Recovery Act funds are available for obligation through September 30, 2010. In addition, Section 1602 of the Act reads "...recipients shall give preference to activities that can be started and completed expeditiously, including

a goal of using at least 50 percent of the funds for activities that can be initiated no later than 120 days after the date of enactment.” The Department’s concern was two-fold: 1) the purpose of the Recovery Act is to get funds out to stimulate the economy quickly; and 2) if funds are committed to a project that experiences a delay beyond September 30, 2009, the funds are no longer available for that project or any other bureau requirement. This criteria was a limiting factor that impacted other agency priorities considered during the selection process including meritorious projects that were not far enough along with design or permitting to be obligated by September 30, 2010.

- **Addresses high priority mission needs.** Does the project target the bureau’s highest priorities within the categories specified in the legislation? Has the project been evaluated through established procedures to address high priority needs? Are public lands, parks, refuges and resources renewed as a result of the project? With respect to deferred maintenance and line item construction, is the ranking consistent with existing priorities and processes?
- **Job creation potential.** Pursuant to the primary goal of the Recovery Act, what is the potential of the project to quickly create jobs and stimulate local economies?
- **Merit-based.** Was the project selected using merit-based and transparent criteria? Are competitive awards used to the maximum extent possible? Do the criteria incorporate existing prioritization processes?
- **Long-term value.** To what extent does the project create long-term value for the American public through improved energy independence, restoration of treasured landscapes or other lasting benefits?
- **Energy objectives.** For proposed construction or deferred maintenance projects, do they incorporate energy efficient and renewable energy technologies? Do they have a component that will further clean energy and independence goals?
- **Opportunities for youth.** Does the project engage young adults and instill education about our public lands and cultural resources?
- **Future cost avoidance.** Does the project create new operational requirements in future years? Or, conversely, will the project decrease operating costs through energy improvements or disposal of unneeded and costly assets?

### **Priorities**

Within the Executive Summary of each bureau recovery implementation plan is a discussion of the bureau’s process for allocating priorities among the funding categories. The following principles are common among the bureau’s initial allocation processes: response to the direction provided by Congress in the statute and accompanying report, and preliminary assessments of programmatic requirements and capability to effectively



use additional funding. Once targets for the funding categories were determined, project selection within the category was accomplished through a combination of consideration of merit-based criteria – using established processes where possible – project readiness, and additional benefits – such as operating cost reductions.

The primary established process for the prioritization and allocation of resources has been the Department's 5-Year planning process. The Department has a standard capital asset planning process, for which the bureaus develop 5-Year plans identifying deferred maintenance and construction needs. The 5-Year Deferred Maintenance (DM) and Capital Improvement Planning process is the backbone of the asset management plans which are used to formulate the Department's budget requests. The plans are developed, and updated, on an annual basis at the bureau level using uniform criteria to rank both DM and Capital Improvement Projects. Categories for ranking projects include Critical Health Safety, Critical Resource Protection, Energy, Critical Mission, Code Compliance, and Other Deferred Maintenance.

The categories used in the rating process are weighted so that projects that address critical health and safety needs will receive the highest score. The final score of a project also takes into account the asset priority for the project. The Department's goal in the 5-year planning process is to focus its limited resources on projects that are both mission critical and in the most need of repair/replacement.

The 5-year planning process is an established Departmental prioritization methodology used only in the development of construction and deferred maintenance requirements. There is no similar process for other program areas receiving ARRA funding such as habitat restoration or energy improvements. For those program areas, the bureau's specific evaluation process is described within the details of their program plan.

To the extent practicable, Recovery Act projects in deferred maintenance and construction were drawn from the 5-Year lists. Each bureau's detailed Recovery Act plan indicates the extent to which selected projects were derived from existing capital plans and provides the rationale for any exceptions.

There are legitimate reasons why a Recovery Act project might not come from a 5-Year Plan. In many cases, it reflects timing. The Recovery Act requires the obligation of funds by September 20, 2010. Projects involving complicated procurements, significant environmental considerations, or with considerable planning and design components, may not be good Recovery Act investments because of the need to obligate project funds quickly. Additionally, Secretary Salazar has challenged each bureau to select projects that can also be completed within the timeframe of the Recovery Act in order to maximize the beneficial impact to the economy further refining the list of eligible projects.

The scope of the 5-Year plans is also limited. Each 5-Year Plan assumes a five year funding level consistent with prior appropriations. For some bureaus, the Recovery Act funding exceeds the total amounts assumed in the 5-Year Plans. In addition, two years of the available 5-Year Plans will be addressed through the regular FY 2009 and FY 2010

appropriation processes. In cases where the 5-Year Plan has been exhausted, the bureau has selected Recovery Act projects from other existing capital planning lists.

### **Contingency Projects**

As part of the Department's internal process, each bureau has identified a list of eligible projects for Secretarial approval larger than the amount of available Recovery Act funding. Preparing for additional projects to be implemented by identifying a larger universe of eligible projects will expedite the deployment of alternate projects in the event that: (1) a specific Recovery Act project experiences delays in execution and cannot be implemented within Recovery Act timeframes or (2) other project cost estimates come in lower than anticipated, allowing additional projects to be funded within the bureau's total Recovery Act funding levels. These projects are not identified in this plan, but the projects will be announced once it is clear funds are available to support the projects. The selection of contingency projects will be included as part of regular reporting through [recovery.gov](http://recovery.gov).

### ***Implementation of Recovery Act***

#### **Monitoring and Evaluation**

The establishment of meaningful and measurable outcomes is an important component of Interior's Recovery Act reporting. Performance monitoring and oversight efforts are designed to ensure that the Department meets the accountability objectives of the Recovery Act.

These efforts include tracking the progress of key goals. The Department is defining a suite of performance measurements to monitor progress made in accomplishing stated work goals and to ensure financial and procurement practices are executed responsibly. In addition, the Department's Recovery Act Coordinator is collaborating with senior Departmental officials, the Office of Management and Budget, and the Office of Inspector General to ensure oversight of the program from the first phase of project selection, through implementation and execution. The Coordinator, with the assistance of the Recovery Act Board, will be evaluating processes to ensure that adequate mechanisms are in place and identify and share best practices to promote:

- Maximized use of competitive awards
- Timely and transparent award of dollars
- Timely and appropriate expenditure of dollars
- Verification and timely completion of planned work
- Minimized cost overruns
- Minimized improper payments

Measurement and reporting is a crucial component of Interior's oversight strategy. The information received will serve as an indicator of progress enabling the Department's governance entities to manage risk and ensure successful implementation of the Recovery Act. Department-wide, consistent guidance will guide efforts in this regard, including for example, development of a risk management program.

## **Accountability and Transparency**

The President and Congress have made it clear that the Act must be carried out with unparalleled levels of accountability and transparency. The President's commitment to manage these investments transparently will be met through Agency reporting on performance metrics and the execution of the funds on [recovery.gov](http://recovery.gov). Reporting requirements related to major contract actions and financial status, including obligations and outlays, are being instituted. Periodic reviews of implementation progress at both the bureau and Departmental levels will identify the need to realign resources to expedite projects, to modify project plans or to select contingency projects to ensure funds are obligated within the time limitation. The selection of contingency projects will be included as part of regular reporting through [recovery.gov](http://recovery.gov).

The Recovery Coordinator will oversee bureau implementation to ensure projects address the Department's high priority goals and objectives, while also working to ensure that department-wide performance objectives, including timeliness and cost and risk management, are met throughout the process.

The Office of Inspector General will be working closely with the Department from the start to review and propose effective processes to manage risks, monitor progress and to improve overall performance and accountability.

As part of routine reporting, the Department is also carefully tracking all projects subject to the National Environmental Policy Act (NEPA). During the project selection phase the Department identified which projects had already completed NEPA planning, which are in progress, and which ones still need to begin the NEPA process. The Department will track the status of all NEPA compliance activities associated with projects or activities and report quarterly to the Council on Environmental Quality.

## **Administration**

The Department's oversight and administration is led by the Secretary with leadership by the Recovery Act Coordinator. He utilizes an Executive Board and Department-wide Task Force to assist. The Executive Board is the entity responsible for ensuring compliance with the Recovery Act execution reporting, and audit requirements. The Board will be convened once project decisions are made and plans are finalized. The Board consists of nine members, and is chaired by the Department's Chief of Staff. The other board members are the Recovery Act Coordinator, Solicitor, Inspector General, and the four programmatic Assistant Secretaries within Interior and the Assistant Secretary for Policy, Management and Budget.

The Recovery Act Task Force ensures consistent implementation of the Recovery Act, promotes collaboration and sharing of skills and best practices among bureaus, develops implementation guidance, oversees the process for completion of Recovery Act plans and project lists, and develops the infrastructure needed for on-going monitoring of progress and performance. It is co-chaired by the Recovery Act Coordinator and the Assistant Secretary for Policy, Management and Budget, and is responsible for implementation of

the Recovery Act. The Task Force has representatives from each bureau, as well as all the functional areas across the Department.

There are workgroups reporting to the Task Force that are developing processes and guidance on reporting, performance, communications, project approval, administration, risk management, acquisitions, and youth involvement. As implementation progresses, workgroups will be disbanded and others may be established.

In addition to these Departmental groups, each bureau has established its own governance structure. Bureau task forces and boards will ensure that programs execute projects effectively and meet the accountability and transparency objectives of the Act. A Recovery Act coordinator has been designated for each bureau.

The bureau task forces have responsibilities from the development of project lists through completion. They develop the project lists, establish the necessary controls, and develop tracking mechanisms to ensure they are managing schedules and performance, and meeting the reporting requirements. The task forces meet regularly to ensure proper oversight. Each bureau has developed a leadership structure to manage the Recovery Act implementation. Responsibility for key components, such as reporting and oversight, has been delegated to the bureaus' senior management officials. The bureaus will also use staff in the field to provide direct oversight and leadership and provide reports to their executive leadership.

### **Barriers to Effective Implementation**

The volume of funding provided in the Recovery Act and the contracts that will be awarded to execute these resources will challenge Interior's current procurement processing capacity. Interior's FY 2009 appropriation was \$11.3 billion. The Recovery Act supplements this request by \$3 billion, an increase of 27% over the original request. Interior has taken a common-sense approach to best utilize existing resources to implement the Recovery Act. However, the investment required to handle the increase in funding will strain Interior's on-board resources. While the Act authorizes the set-aside of monetary resources to alleviate the administrative burden (e.g. hiring additional contracts staff), the real management issue is ensuring that procurement resources, no matter how plentiful, are knowledgeable and responsible. The Department plans to meet these resource challenges by sharing staff and expertise across bureaus, hiring term and temporary staff, and reemploying knowledgeable annuitants.

In addition to expanding resources to implement the Recovery Act, Interior is also working to streamline business processes to help alleviate resource challenges. The bureaus are encouraged to make use of techniques such as the grouping of like work orders into a single project to reduce acquisition time. Another example that is currently under consideration is the consolidation of procurement functions related to the Recovery Act. This strategy would relieve seasoned acquisition staff of their routine duties to have them focus on Recovery Act procurements. The regular duties would be assumed by alternative DOI acquisition staff. Concentrating Recovery Act procurement expertise would result in processing efficiencies and expedite the use of funds.

There are external considerations which may also pose barriers to the effective implementation of Recovery Act projects. The Department's ability to execute selected projects is dependent on the availability of qualified contractors. The supply of contractors able to meet an aggressive project schedule may get smaller as more Recovery Act projects are advertised and projects start to compete for resources. Delays or increased costs could be experienced in areas with a small indigenous workforce where several projects are proposed and resources are only available from a greater distance.

Although the initial project selection process considered potential risks to the timely obligation of funds, projects may experience unforeseen delays in achieving key project milestones such as design or permitting. The Department has developed a contingency list of approved projects to address this situation; however, the process to recognize and terminate a selected project will delay implementation of the contingency project. As implementation moves closer to the September 30, 2010 expiration date for unobligated funds, contingency projects are more likely to be selected for expediency rather than for other considerations.

Another factor in the execution of the Department's Recovery projects will be unforeseen requirements of critical mission activities. One bureau in particular, the Bureau of Land Management, has indicated that a high fire season could significantly delay their ability to execute Recovery projects. During a fire, most of BLM's Federal staff in the regions are also trained firefighters and when called to duty, non-essential duties take a second priority.

To the extent possible, Interior has taken steps to address these considerations to get the work of the Recovery Act done. Interior's governance bodies, such as the Recovery Act Task Force and the subsidiary acquisition workgroup, will handle resource issues raised by its members and the bureaus to ensure adequate staffing and contingency planning for the Recovery Act implementation.

## Part II: Recovery Act Implementation of the Department-wide Hazardous Fuels Reduction Program

Funds provided by the American Recovery and Reinvestment Act of 2009 (ARRA, or Recovery Act) will create jobs and will provide a significant boost to the Department's Wildland Fire Management program's hazardous fuels reduction (HFR) activities. The Department will use these funds to support the President's priorities for job preservation and creation by investing in hazardous fuels reduction projects on thousands of acres of Federal lands. These investments will support local communities, restore healthy landscapes, and protect communities at risk from wildland fires. Where possible, we will invite young adults to participate in these efforts to create more resilient landscapes.

Within the Department's Wildland Fire Management program, the HFR program works to minimize the impacts of wildfires that may pose a threat to communities and cultural and natural resources. Fuel reduction and restoration treatments remove or modify wildland fuels to reduce the potential for intense wildland fire behavior, lessen post-fire damage, limit the proliferation and spread of invasive species and diseases, and restore and maintain healthy, diverse ecosystems.

Wildland fuels reduction projects often produce natural materials suitable for use as biomass feedstock or which can be used to produce other products that create employment. Woody biomass includes the trees and woody plants, including limbs, tops, needles, leaves, and other woody parts, grown in a forest or rangeland environment, that are the by-products of restoration and hazardous fuels reduction treatments. If not utilized, these biomass materials would be placed in landfills or burned under controlled conditions. In an effort to maximize the near-term employment benefits of the ARRA investment, the Department applied an additional selection factor in the review of potential projects – the potential for secondary use of biomass material removed from a project site.

All of the \$15 million appropriated to the DOI Wildland Fire Management program in the Recovery Act will be used for high priority hazardous fuels reduction projects on Federal lands. In addition, projects were considered for their *potential* for post-treatment utilization of biomass material generated at the project sites.

<b>Program</b>	<b>Funding Amount</b>	<b># of Projects</b>
Hazardous Fuels Reduction Projects	\$14,255,000	55
Administrative Support (5 percent)	\$745,000	N/A
Total Hazardous Fuels Reduction Funding	\$15,000,000	55

### **DOI Accountable Official**

Oversight and accountability for the Department’s implementation of the HFR Recovery Act funds is provided by Kirk Rowdabaugh, Director of the Office of Wildland Fire Coordination (OWFC). He can be reached at 202-606-3147, or by email at: [krowdabaugh@ios.doi.gov](mailto:krowdabaugh@ios.doi.gov).

The coordinator and staff of the Department’s wildland fire program will review implementation progress, monitor the need to realign resources to expedite projects, identify the need to modify project plans, and select contingency projects to ensure funds are obligated within the time limitation. The four DOI wildland fire management bureaus will provide reports on budget execution and performance metrics directly to OWFC. OWFC will compile the metrics for all four bureaus and meet all Administration reporting requirements.

### **Funding Categories**

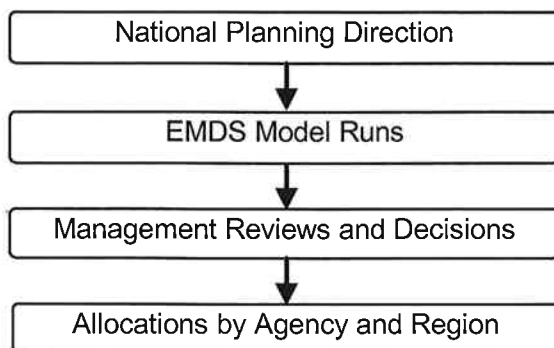
The Recovery Act legislation reads “*For an additional amount for “Wildland Fire Management”, for hazardous fuels reduction, \$15,000,000.00*”. The conference report (H.R. 111-16) states: “conference agreement provides \$15,000,000 for wildland fire management”...“the funds should be used for high priority hazardous fuels reduction projects on Federal lands.”

All funds provided in the Act will be allocated in one funding category, hazardous fuels reduction.

### **Process for Allocating Hazardous Fuels Reduction Funds**

The DOI wildland fire management agencies adopted a systematic hazardous fuels allocation process in 2007. The Hazardous Fuels Prioritization and Allocation System, (HFPAS) is now used each year at the Department to provide the basis for making annual hazardous fuels reduction agency allocations. A high level view of this process follows.

#### Hazardous Fuels Prioritization and Allocation System (HFPAS)



HFPAS employs the use of a modeling tool called Ecosystem Management Decision Support, or EMDS. The EMDS tool provides a common approach that all agencies use to help direct funds to reduce hazardous fuels in those areas of the country that have higher risk of wildland fire and to help minimize the loss of valued resources. EMDS outputs are mapped nationally by agency to produce a visual representation of relative priorities.

EMDS results from 2009 provided the starting point to gather hazardous fuels reduction projects proposed for Recovery Act funding. Proposed projects in these critical areas were further compared to the goals of the Recovery Act. Projects that promoted the goals better or more quickly were given a higher priority. The following selection factors were applied to the initial project list, which was compiled from projects submitted by bureau field offices.

#### Initial Selection Criteria

- Project meets the primary goal to reduce hazardous fuels
- Project is located in priority treatment regions, consistent with 2009 EMDS model results
- Project funds can be obligated and the project can be underway by September 30, 2010
- Project can be competitively awarded
- Project creates or supports jobs.

Final selection criteria were applied at the national level to determine the final list of eligible projects.

#### Final Selection Criteria

- Project planning is complete or substantially complete
- Project has the potential to provide additional economic benefits to support local or regional employment through post-treatment use of biomass in wood products or as feedstock for potential use in power generation
- Environmental compliance work for the project is complete or substantially complete.

### ***Governance at DOI***

The President and Congress have made it clear the Recovery Act must be implemented with unparalleled levels of accountability and transparency. Interior's hazardous fuels reduction oversight will be managed nationally by OWFC in concert with technical support and leadership from each of the four DOI fire bureaus. The Fire-Recovery Act Team (Fire-RAT) is composed of the Department's staff at the OWFC and the national hazardous fuels reduction experts at each of the four bureaus. OWFC will convene this team weekly to monitor, evaluate, and if needed, re-allocate program project funds to



ensure the selected projects fulfill the mandates of the Act. Rigorous oversight will ensure the funds are being spent not only to support mission goals and priorities but to preserve and create jobs, assist with community fiscal stabilization, and reduce hazardous fuels on the bureaus' priority Federal lands.

### ***Administrative Costs***

The Department will reserve approximately \$745,000 from the \$15 million appropriation, or about five percent, to cover anticipated administrative costs. Use of these funds will be determined in consultation with the Fire-Recovery Act Team and their use will be consistent with departmental policies for appropriate purposes. In the event funds withheld for administrative costs are not obligated, nor claims made by the Department for specific administrative use by the end of FY 2009, they will instead be released to treat additional hazardous fuels on Federal land.

## Part III: Hazardous Fuels Reduction

Program	Funding Amount	# of Projects
Hazardous Fuels Reduction	\$15,000,000	55

### **Program Manager**

Each bureau has designated an accountable project official to coordinate their allocated ARRA wildland fire management projects. The Fire-Recovery Act Team will exercise oversight and authority to monitor individual project progress, manage risk, and improve overall performance and accountability. Contact information for each manager will be posted on the DOI recovery web site.

### **Objectives**

The hazardous fuels reduction program of work funded under the Recovery Act builds upon the annual program funded through the regular appropriations process. The existing Cohesive Fuels Treatment Strategy (December 2006, [www.forestsandrangelands.gov](http://www.forestsandrangelands.gov)) lays out a clear strategy to lessen risks from catastrophic wildfires by reducing fuels build-up in forests and rangelands in the most efficient and cost-effective manner possible. Implementing this strategy achieves both fire risk reduction and resource management goals.

The Cohesive Strategy is guided by four principles: prioritization, coordination, collaboration, and accountability. All are consistent with the vision of the Recovery Act.

*Prioritization* – Hazardous fuels reduction projects must be focused on two key areas. The first key area is the wildland urban interface (WUI) – an area where people have settled in forests, woodlands, shrublands and grasslands. These are areas that face the greatest threats from wildland fire. Outside the WUI, priority treatments concentrate on sites where vegetation is most likely to support catastrophic wildland fires that threaten resources or locations of value to local communities.

*Coordination* – Various land management activities affect the composition and distribution of hazardous fuels across the landscape. These include fuels reduction, timber sales, insect and disease eradication, habitat improvement, watershed improvement and other vegetation management activities. Coordinating these activities maximizes benefits toward fuels management objectives.

*Collaboration* – The Federal agencies continue to be guided by the 10-Year Comprehensive Strategy and Implementation Plan first adopted in 2001 (and updated in 2006). These plans lay out principles and objectives that have been agreed to by the Wildland Fire Leadership Council, a body that includes representatives from the Federal agencies as well as elected officials outside the Federal government.

*Accountability* – The Wildland Fire Leadership Council brings together Federal, State, tribal and local government leaders to provide overall coordination for the fire and fuels programs. Through this oversight, OWFC is better able to track and support program planning, implementation and effectiveness.

Together these principles guide the hazardous fuels reduction program to deliver tangible benefits to people and natural resources, and enhance the Department’s ability to reduce the costs associated with wildland fire. We applied these principles to the Recovery Act project selection process.

## **Activities**

These funds will be used for hazardous fuels reduction projects that:

- Increase firefighter and public safety
- Reduce threats to homes, businesses, schools and other valuable infrastructure
- Conserve municipal watersheds
- Help preserve jobs dependent on natural resources
- Uphold environmental quality
- Enhance effective use of Federal, State, Tribal, and local skills and resources
- Lower the threat of pollution from particulates
- Reduce smoke impacts from wildfire.

## **Selection Criteria**

The existing prioritization system (HFPAS) was used as the foundation to derive the project list for Recovery Act funds. This system uses the Ecosystem Management Decision Support tool called EMDS. The EMDS tool helps managers prioritize areas most in need of treatment to reduce hazardous fuels that threaten communities and resources. EMDS uses the following weighting factors:

- Wildfire potential
  - Probability (number of large fires, and fire starts)
  - Fire behavior (crown fire potential, surface fire potential)
- Consequences (expected consequences associated with moderate to severe wildfire)
  - Ecosystem
  - Emissions
  - Wildland urban interface
- Performance (actual effectiveness of a fuels treatment program)<sup>1</sup>
  - Improved vegetative conditions
  - Use of contracting
  - Use of Community Wildfire Protection Plans
  - Making biomass available for economic uses
  - Vegetation maintenance

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<sup>1</sup> Performance metrics are based on historical data captured in the National Fire Plan Operations and Reporting System. The past performance of individual field offices is considered in evaluating the potential for funding future projects.

- Opportunities (potential effectiveness of a fuels treatment program)<sup>2</sup>
  - Restoration opportunities
  - Contracting opportunities
  - Community Wildfire Protection Plans available
  - Biomass availability for economic uses
  - Vegetation maintenance opportunities

With these factors, geographic areas are then prioritized into categories for treatment. All Recovery Act funds are targeted for hazardous fuels reduction projects in priority areas. All projects funded with Recovery Act dollars represent the highest priority projects still available, given the ARRA requirement that projects be completed by the end of FY 2010. In addition, projects were considered for the *potential* for post-treatment utilization of biomass material generated at the project sites.

To meet the requirements of the Recovery Act and Secretarial guidance, the following criteria were used:

#### Initial Selection Criteria

- Project meets the primary goal to reduce hazardous fuels
- Project is the best use of funds needed to reduce risk consistent with 2009 EMDS results
- Project funds can be obligated and the project can be underway by September 30, 2010
- Project can be competitively awarded
- Project creates or supports jobs.

Final selection criteria were applied at the national level to determine the final list of eligible projects.

#### Final Selection Criteria

- Project planning is complete or substantially complete
- Project has the potential to provide additional economic benefits to support local or regional employment through post-treatment use of biomass in wood products or as feedstock for potential use in power generation
- Environmental compliance work for the project is complete or substantially complete.

Through project monitoring and oversight, the Department will ensure that if funds are not expeditiously obligated for a given project, the funds will be withdrawn from that project to be used for the next high priority project on the list. However, some projects may lose their initial treatment window due to weather conditions, wildfire suppression activities, or other variables outside the agencies' control, and some flexibility is needed to allow the bureaus to accomplish the completion of the highest priority projects. To provide for these circumstances, a contingency project list has been developed.

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<sup>2</sup> Opportunity metrics are based on planned activities for the coming fiscal year.

**Characteristics (Types of Financial Awards to be Used)**

Type of Award	# of projects in this category	\$ Value of projects (\$millions)	Targeted type of recipients	Award Selection Criteria (high-level bullets)
Contracts	40	\$9.9	Communities, Community Members, Local Businesses, Other Community-Based Organizations	Methods available: open market competition; orders using competed Indefinite Delivery/Indefinite Quantity (ID/IQ); competed GSA schedule orders and other. Criteria for evaluation will be based on statement of work, successful record of past performance, and indicated ability to meet cost and schedule milestones.
Section 638 Tribal Contracts	15	\$4.3	Tribes	<p>Criteria for evaluating proposals for award through Section 638 will be based on the proposed statement of work and its ability to meet mission objectives, successful record of past performance, and indicated ability to meet cost and schedule milestones.</p> <p>Standard clauses developed by the Bureau of Indian Affairs for Section 638 Recovery Act contracts will be included in Section 638 hazardous fuels reduction contracts.</p>

## Performance Measures

### Performance Measure # 1

<b>Description of Measure</b>	Percent of acres treated which are moved toward desired condition
<b>Length of Period between Measurement</b>	Quarterly
<b>Measurement Methodology</b>	The total number of acres treated at the end of the reporting period that have moved from the pre-treatment condition toward the desired condition, divided by the total number of acres treated at the end of the reporting period (Recovery Act funds only)
<b>How Results Will be Made Available to the Public</b>	Results will be provided on DOI's Recovery Act web site.
<b>2008 Actual Performance</b>	No ARRA
<b>2009 Performance Target</b>	36,390
<b>2010 Performance Target</b>	9,098

### Performance Measure # 2

<b>Description of Measure</b>	Number of acres in fire regimes 1, 2 or 3 moved to a better condition class
<b>Length of Period between Measurement</b>	Quarterly
<b>Measurement Methodology</b>	The total number of acres in fire regimes 1, 2 or 3 treated at the end of the reporting period that have improved in condition class (Recovery Act funds only)
<b>How Results Will be Made Available to the Public</b>	Results will be provided on DOI's Recovery Act web site.
<b>2008 Actual Performance</b>	No ARRA
<b>2009 Performance Target</b>	18,400 (\$13.5 million)
<b>2010 Performance Target</b>	4,600 (1.5 million)

### Performance Measure # 3

<b>Description of Measure</b>	Number of acres in fire regimes 1, 2 or 3 moved to a better condition class per million dollars of gross investment
<b>Length of Period between Measurement</b>	Quarterly
<b>Measurement Methodology</b>	The total number of acres in fire regimes 1, 2 or 3 treated at the end of the reporting period that have improved in condition class, divided by the total obligations in millions of dollars (Recovery Act funds only)
<b>How Results Will be Made Available to the Public</b>	Results will be provided on DOI's Recovery Act web site.
<b>2008 Actual Performance</b>	No ARRA
<b>2009 Performance Target</b>	1,363
<b>2010 Performance Target</b>	3,067

## Project Milestones and Completion

### Hazardous Fuels Reduction

#### Types of Projects

Project	Description	# of Projects
Hazardous fuels reduction	Biomass-focused hazardous fuels reduction projects	55

#### Completion Rate

Quarter	# of Projects Completed	TOTAL # OF PROJECTS COMPLETED	Cumulative % of Projects Completed
FY 2009 Q3	10	10	18%
FY 2009 Q4	12	22	40%
FY 2010 Q1	7	29	53%
FY 2010 Q2	6	35	64%
FY 2010 Q3	7	42	76%
FY 2010 Q4	13	55	100%

#### Key Milestones

Milestones	Average Length of Completion
Number of acres treated	80 percent FY 2009; 20 percent FY 2010
Tons of biomass utilized	50 percent FY 2009; 50 percent FY 2010
Recovery Act funds obligated	90 percent FY 2009; 10 percent FY 2010
Recovery Act funds outlaid	20 percent FY 2009; 80 percent FY 2010

Completion rate and milestone estimates are based on project readiness to implement. Some projects may lose their initial treatment window due to weather conditions, wildfire suppression activities, or other variables outside the agencies' control, and some flexibility is needed to allow the bureaus to accomplish the completion of the highest priority projects. The oversight and monitoring process will ensure funds are being directed to the highest priorities and further the goals of the recovery Act. During this oversight process, quarterly targets and milestones may be adjusted to reflect these changing conditions.