



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

and Performance Information
Fiscal Year 2011

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 2011 Budget Request

TOTAL 2011 BUDGET REQUEST

(dollars in thousands)

Budget Authority	2009 Actual	2009 Recovery Act	2010 Enacted	2011 Request	2011 Request Change from 2010
Discretionary	859,453	15,000	855,897	933,925	+78,028
Mandatory	0	0	0		0
Total	859,453	15,000	855,897	933,925	+78,028
Supplemental Appropriation	50,000	0	0	0	0
Total	909,453	15,000	855,897	933,925	+78,028
<i>FTE¹</i>	<i>4,279</i>	<i>0</i>	<i>4,461</i>	<i>4,128</i>	<i>-333</i>

The 2011 budget request for the discretionary Department-wide Wildland Fire Management program is \$933.9 million, a net increase of \$78.0 million over 2010 enacted, which did not fully fund the 10-year suppression average.

The Department's Wildland Fire Management accounts fund fire prevention, suppression, and rehabilitation activities performed by the land management agencies and the Bureau of Indian Affairs. The program strives to achieve both a cost-efficient and technically effective fire management program that meets resource and safety objectives, while minimizing both the cost of suppression and damage to resources. These activities align with the Department's mission to protect America's natural resources and heritage, honor our cultures and tribal communities, and supply energy for the Nation.

The 2011 budget continues the commitment to provide solutions to problems and enhance accountability and transparency. The Budget proposes a new three-tier system of (1) a regular suppression account, (2) the FLAME Wildfire Suppression Reserve Fund account, and (3) a Presidential Wildfire Contingency Reserve account. Each account requires a different level of responsibility for authorizing the expenditure of funds and includes the Secretary of the Interior and the President in the chain of command for wildfire suppression. For example, regular suppression funds would support initial attack and predictable firefighting costs, while FLAME funds would be used for the most severe, complex and threatening fires, and serve as a contingency reserve if the agencies exhaust their regular suppression resources due to an active fire season. The Presidential Contingency Reserve would provide for responsible budgeting for wildfires in cases when funding requirements exceed projections and would be

¹ FTE estimates exclude those charged to wildland fire reimbursable activities.

available to the respective Secretary subject to the issuance of a Presidential finding when the suppression appropriation, fully funded at the 10-year average, is exhausted and certain objective criteria are met. Additional funds may also be available as carryover from 2010.

The budget allocates a total of \$459.0 million for Suppression Operations among the three different accounts. The 10-year average of \$384.0 million is split between \$288.0 million in the regular suppression account in the Wildland Fire Management appropriation and \$96.0 million in the FLAME Wildfire Suppression Reserve Fund. To ensure that sufficient suppression funds are available, the budget request includes an additional \$75.0 million for the Presidential Wildland Fire Contingency Reserve, as was first proposed in the 2010 President's budget request.

Within this request, the 2011 Wildland Fire Management budget proposal also includes:

- *Suppression Funding Reforms* – The proposed suppression reforms will strengthen oversight and accountability of suppression spending, and their use will require risk management principles to guide decision-making at the strategic, program, and operational levels.
- *Focusing Hazardous Fuels Reduction on the Wildland Urban Interface (WUI)* – The budget reduces hazardous fuels treatments outside the WUI by \$42.6 million and targets fuels management activities to mitigate hazards and enhance the ability to control fires in the WUI. Focusing treatments in this manner can reduce impacts from wildfires, particularly those threatening public safety and communities.
- *Other Program Changes* – The budget proposes to eliminate the \$7.0 million Rural Fire Assistance program, reduce funding for Preparedness by \$5.0 million, and reduce funding for Burned Area Rehabilitation by \$2.0 million.
- *Absorption of Fixed Costs Increases* – The budget proposes to fully absorb fixed cost increases totaling \$7.4 million. Further details can be found at the “Justification of Fixed Costs” tab.

In addition to these changes, a Department-wide effort to achieve management efficiencies will save \$4.5 million within the Wildland Fire Management program. These efforts build upon the President's 2009 SAVE Award program, established to challenge Federal employees across the government to submit their ideas for efficiencies and savings as part of the annual budget process. The goal of the SAVE Award is to produce ideas that will yield savings and improve government operations. The Department of the Interior received thousands of submissions on a variety of topics during the SAVE Award process which are being reviewed. The FY 2011 budget assumes \$62 million in savings from implementing SAVE Award proposals in three areas: travel, information technology, and strategic sourcing, which are described below.

- *Travel Reduction* – The Wildland Fire Management program is participating in a Department-wide effort to reduce travel and relocation expenditures through adoption of new technologies and improved accounting. Bureaus and programs are implementing new teleconferencing, videoconferencing, shared Web sites, and other technologies that enable real-time communications and shared access to documents that enable more meetings to be conducted remotely and electronically. The proposed savings also include a decrease in funding for permanent change of station expenses, in response to

an Office of Inspector General finding that suggests a need for greater control over management of these costs. The overall travel reduction would decrease the Department's spending on travel and relocation to a level commensurate with actual 2008 travel and relocation expenditures. The Wildland Fire Management program's share is \$300,000.

- *IT Reduction* – The Department's Chief Information Officer has been working collaboratively with the other Interior CIOs on an approach to achieve improved effectiveness and efficiencies in information technology. It is likely that the identified savings will result from the Department-wide implementation of a common e-mail system and the consolidation of servers, data centers, and help desks. Although this is a multi-year effort, it is feasible to expect \$20 million in savings in 2011, of which, the Wildland Fire Management program's share is \$1.3 million.

Secretary Salazar is committed to information technology reforms that will improve the effectiveness and efficiency of operations within the Department, including a common email system. Detailed planning information exists from earlier efforts to deploy a common email system that provide a foundation for an accelerated effort, beginning in the current fiscal year. The Department has conducted inventories and evaluations of servers, data centers, and help desks. All of the information indicates significant potential savings from the consolidation and reduction of this infrastructure. The Department is working throughout FY 2010 to develop plans, begin deployments, and implement changes so as to realize savings beginning in 2011.

- *Acquisition Reduction* –The Wildland Fire Management acquisition community has been working collaboratively with other acquisition offices across the Department to prepare an Acquisition Improvement Plan. Interior is proposing \$30 million in real savings, of which Wildland Fire Management program's share is \$2.9 million. DOI will be expanding the use of strategic sourcing to help achieve these efficiencies.

Currently, strategic sourcing is used for enterprise acquisitions for software and hardware. Expansion of strategic sourcing to other types of acquisitions has the potential to achieve additional savings for the bureaus and offices in Interior. The Office of Acquisition and Property Management, working with a team of bureau representatives, has developed a set of options for strategic sourcing, including: telecommunications, relocations, copiers/printers, heavy equipment, recycled paper, shuttle services, furniture, wireless communications, and training.

The Department has a track record with successful strategic sourcing and plans to expand its use based on the advice and guidance from the Strategic Sourcing Executive Council. During 2010, DOI is developing its plans and beginning to implement expanded strategic sourcing to realize the targeted savings in 2011. The savings realized from this initiative would be included in the Department's "Acquisition Improvement Plan."

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Goal Performance Table

Target Codes:		SP = Strategic Plan Measure				BUR = Fire Program Specific Measure				
		TBD = Long-Term Targets Inappropriate to Determine At This Time								
		UNK = Prior Data Not Available								
Type Codes:		C=Cumulative Measure			A = Annual Measure			F = Future Measure		
End Outcome Measure/Intermediate or Efficiency or Other Outcome Measure	Type A/C/F	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2009 Actual	2010 Plan	2011 Request	Change from 2010 Plan to 2011	Long-term Target (2012)
End Outcome: Improve Health of Watersheds, Landscapes, and Marine Resources										
Number of treated burned acres that achieve the desired condition (SP & BUR)	A		UNK	UNK	UNK	1,216,600	1,218,000	1,219,000	+1,000	TBD
Percent of treated burned acres that have achieved the desired condition (SP & BUR)	A		UNK	UNK	UNK	99.5% (1,216,600/ 1,222,375)	99.6% (1,218,000/ 1,223,000)	99.7% (1,219,000/ 1,223,000)	+0.01%	TBD
Comments:		Baseline data for this measure was first collected in FY 2009. Long-term targets are under development.								
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	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)	83% (1,042,693/ 1,260,035)	80% (800,800/ 1,001,000)	85% (1,282,069/ 1,500,854)	80% (960,000/ 1,200,024)	80% (560,000/ 700,000)	0%	96% (675,000/ 700,000)

End Outcome Measure/Intermediate or Efficiency or Other Outcome Measure	Type A/C/F	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2009 Actual	2010 Plan	2011 Request	Change from 2010 Plan to 2011	Long-term Target (2012)
Percent of acres treated which are maintained in desired condition (SP & BUR)	A		16% (216,172/ 1,333,422)	16% (197,047/ 1,260,035)	16% (160,160/ 1,001,000)	14% (207,369/ 1,500,854)	17% (210,000/ 1,200,024)	14% (100,000/ 700,000)	-3%	24% (171,000/ 700,000)
End Outcome Goal: Improve Protection of Lives, Resources and Property										
Percent change from the 10-year average in the number of acres burned by unplanned and unwanted wildland fires on DOI lands (SP & BUR)	A		5% (114,549/ 2,278,332)	0.4% (9,138/ 2,387,484)	0.5% (12,850/ 2,624,332)	-80% (-2,081,290/ 2,593,080)	0.2% (4,000/ 2,600,000)	0.2% (3,600/ 2,400,000)	0%	+0.5% (12,850/ 2,624,332)
Improve Fire Management: Improve Fire Prevention and Suppression										
Percent of unplanned and unwanted wildland fires on DOI land controlled during initial attack (SP & BUR)	A	96% (9,790/ 10,149)	97% (7,968/ 8,212)	99% (5,693/ 5,778)	95% (9,021/ 9,496)	99% (6,145/ 6,225)	95% (8,599/ 9,052)	95% (8,327/ 8,765)	0%	95% (8,599/ 9,052)
Improve Fire Management: Reduce Hazardous Fuels										
Percent of acres treated which achieve fire management objectives as identified in applicable management plans (SP & BUR)	A		73% (969,865/ 1,333,422)	98% (1,239,740/ 1,260,035)	96% (960,960/ 1,001,000)	99% (1,489,438/ 1,500,854)	97% (1,170,000/ 1,200,024)	94% (660,000/ 700,000)	-3%	99% (693,000/ 700,000)
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	438,756	378,000	525,058	452,000	675,000	+223,000	693,000

End Outcome Measure/Intermediate or Efficiency or Other Outcome Measure	Type A/C/F	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2009 Actual	2010 Plan	2011 Request	Change from 2010 Plan to 2011	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)	71% (438,756/ 614,319)	78% (378,000/ 484,000)	69% (525,058/ 758,638)	80% (452,000/ 565,493)	96% (675,000/ 700,000)	+16%	99% (693,000/ 700,000)
Number of acres in WUI treated per million dollars gross investment (SP & BUR)	A	<u>532,539</u> \$132.302M =4,025	<u>586,018</u> \$131.80M =4,446	<u>614,319</u> \$148.43M =4,139	<u>484,000</u> \$131.82M =3,672	<u>758,638</u> \$139.64M =5,433	<u>565,493</u> \$134.02M =4,219	<u>700,000</u> \$162.07M =4,319	+100	<u>700,000</u> \$162.07 =4,319
Comments:		In 2011, the hazardous fuels reduction program will only treat acres in the WUI or immediately adjacent to the WUI. The non-WUI program is eliminated. The long-term WUI targets were adjusted to reflect this change.								
Other Significant Fire Program Measures										
Number of high-priority acres treated in the WUI	A	532,539	586,018	614,319	484,000	758,638	565,493	700,000	+134,507	TBD
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class (WUI & Non-WUI)	A	WUI UNK Non-WUI 241,045	WUI 212,132 Non-WUI 323,806 Total 535,938	WUI 166,491 Non-WUI 231,968 Total 398,459	WUI 177,000 Non-WUI 233,000 Total 410,000	WUI 173,859 Non-WUI 194,861 Total 368,720	WUI 206,000 Non-WUI 269,000 Total 475,000	WUI 280,000 Non-WUI 0 Total 280,000	WUI +74,000 Non-WUI -269,000 Total -195,000	TBD
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 3,225	WUI 1,610 Non-WUI 4,523 Total 2,635	WUI 1,122 Non-WUI 3,104 Total 1,785	WUI 1,343 Non-WUI 3,283 Total 2,022	WUI 1,245 Non-WUI 2,571 Total 1,711	WUI 1,537 Non-WUI 3,726 Total 2,304	WUI 1,728 Non-WUI 0 Total 1,728	WUI +191 Non-WUI -3,726 Total -576	TBD

End Outcome Measure/Intermediate or Efficiency or Other Outcome Measure	Type A/C/F	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2009 Actual	2010 Plan	2011 Request	Change from 2010 Plan to 2011	Long-term Target (2012)
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 42%	WUI 36% Non-WUI 43% Total 40%	WUI 27% Non-WUI 36% Total 32%	WUI 37% Non-WUI 45% Total 41%	WUI 23% Non-WUI 26% Total 25%	WUI 36% Non-WUI 42% Total 40%	WUI 40% Non-WUI 0% Total 40%	WUI +4% Non-WUI -42% Total 0%	TBD
Long-Term Measures										
Percentage of all fires not contained in initial attack that exceed a stratified cost index (BUR)	A		10%	9.9%	10%	13%	9%	9%	0	TBD
Comments: Measure implemented in 2007, prior data unavailable.										
Percent of DOI and USDA acres in good condition (defined as acres in condition class 1)	F	UNK	UNK	UNK	UNK	UNK	TBD	TBD	TBD	TBD
Comments: Data pending LANDFIRE implementation.										
Comments: For all Wildland Fire Management measures, projected costing information is not currently available. Bureaus have different Activity Based Costing methodologies and systems, and since each bureau controls its own financial information, there is no corporate system that holds the data. This circumstance is changing with the planned transition to the corporate FBMS financial system across the Department. Interim costing information for selected measures within this account will be shown with budgetary data.										

Department-Wide Wildland Fire Management							
2011 Budget Changes at a Glance							
(Dollars in Thousands)							
Appropriation: Wildland Fire Management 14X1125	2009 Enacted	2009 Recovery Act	2010 Enacted	Fixed Costs Changes [Absorbed]	Department-Wide Changes	Program Changes	2011 Request
Preparedness	281,767		290,452	[5,190]	(2,804)	(4,969)	282,679
<i>Decrease - base program</i>						[-3,720]	
<i>Decrease - Eliminate Ready Reserve program</i>						[-1,249]	
Suppression Operations	335,191		258,797			+29,171	287,968
<i>Program Increase</i>						[+29,171]	
Other Operations							
Hazardous Fuels Reduction	203,053	15,000	206,206	[2,220]	(1,510)	(42,627)	162,069
<i>Decrease - base program</i>						[-42,627]	
Burned Area Rehabilitation	20,305		20,305		(233)	(2,000)	18,072
<i>Decrease - base program</i>						[-2,000]	
Fire Facilities	6,137		6,137				6,137
Joint Fire Science	6,000		6,000			-	6,000
Rural Fire Assistance	7,000		7,000			(7,000)	-
<i>Decrease - eliminate program</i>						[-7,000]	
TOTAL ,WILDLAND FIRE MANAGEMENT	859,453	15,000	794,897	[7,410]	(4,547)	(27,425)	762,925
Supplemental - Suppression Operations	50,000	-	-	-	-	-	-
TOTAL ,WILDLAND FIRE MANAGEMENT ALL FUNDS	909,453	15,000	794,897	[7,410]	(4,547)	(27,425)	762,925
Appropriation: FLAME Wildfire Suppression Reserve Fund 14X1127							
Suppression Operations	-		61,000	-	-	+35,000	96,000
TOTAL, FLAME WILDFIRE SUPPRESSION RESERVE FUND	-	-	61,000	-	-	+35,000	96,000
Appropriation: Presidential Wildland Fire Contingency Reserve 14X1129							
Suppression Operations	-		-	-	-	+75,000	75,000
<i>Program Establishment</i>						[+75,000]	
TOTAL, PRESIDENTIAL WILDLAND FIRE CONTINGENCY RESERVE	-	-	-	-	-	+75,000	75,000
TOTAL, ALL DEPARTMENT-WIDE WILDLAND FIRE MANAGEMENT	909,453	15,000	855,897	[7,410]	(4,547)	+82,575	933,925

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Summary of Requirements

(dollars in thousands)

Activity/Subactivity - Wildland Fire Management		2009 Actual	2010 Enacted	Department-Wide Changes (+/-)	Program Changes (+/-)	2011 Budget Request	Inc(+) Dec(-) from 2010
Preparedness	\$	281,767	290,452	-2,804	-4,969	282,679	-7,773
	FTE	2,549	2,620	0	-100	2,520	-100
Suppression Operations	\$	335,191	258,797	0	+29,171	287,968	+29,171
	FTE	282	454	0	0	454	0
Other Operations	\$	242,495	245,648	-1,743	-51,627	192,278	-53,370
	FTE	1,448	1,387	0	-233	1,154	-233
Hazardous Fuels Reduction	\$	203,053	206,206	-1,510	-42,627	162,069	-44,137
	FTE	1,377	1,342	0	-233	1,109	-233
Burned Area Rehabilitation	\$	20,305	20,305	-233	-2,000	18,072	-2,233
	FTE	65	39	0	0	39	0
Fire Facilities	\$	6,137	6,137	0	0	6,137	0
	FTE	1	1	0	0	1	0
Joint Fire Science	\$	6,000	6,000	0	0	6,000	0
	FTE	5	5	0	0	5	0
Rural Fire Assistance	\$	7,000	7,000	0	-7,000	0	-7,000
	FTE	0	0	0	0	0	0
Total, Wildland Fire Management, without ARRA	\$	859,453	794,897	-4,547	-27,425	762,925	-31,972
	FTE	4,279	4,461	0	-333	4,128	-333
ARRA - Hazardous Fuels Reduction	\$	15,000	0	0	0	0	0
	FTE	0	0	0	0	0	0
Supplemental Suppression Operations	\$	50,000	0	0	0	0	0
	FTE	0	0	0	0	0	0
Total, Wildland Fire Management	\$	924,453	794,897	-4,547	-27,425	762,925	-31,972
	FTE	4,279	4,461	0	-333	4,128	-333

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

	2010 Budget	2010 Revised	2011 Fixed Costs and Related Changes
<u>Additional Operational Costs from 2010 and 2011 January Pay Raises</u>			
1. 2010 Pay Raise, 3 Quarters in 2010 Budget	+\$5,656	+\$5,656	NA
<i>Amount of pay raise absorbed</i>	<i>[\$0]</i>	<i>[\$0]</i>	<i>[\$0]</i>
2. 2010 Pay Raise, 1 Quarter (Enacted 2.0%)	NA	NA	NA
<i>Amount of pay raise absorbed</i>			<i>[+\$1,887]</i>
3. 2011 Pay Raise (Assumed 1.4%)	NA	NA	NA
<i>Amount of pay raise absorbed</i>			<i>[+\$3,963]</i>
<p>These adjustments are for an additional amount needed to fund estimated pay raises for Federal employees.</p> <p>Line 1, 2010 Revised column is an update of 2010 budget estimates based upon an enacted 2.0%.</p> <p>Line 2 is the amount needed in 2011 to fund the enacted 2.0% January 2010 pay raise from October through December 2010.</p> <p>Line 3 is the amount needed in 2011 to fund the estimated 1.4% January 2011 pay raise from January through September 2011.</p>			

	2010 Budget	2010 Revised	2011 Fixed Costs and Related Changes
<u>Other Fixed Costs Changes</u>			
One Less Pay Day	NA	NA	NA
Number of paydays is constant in FY 2011.			
Employer Share of Federal Health Benefit Plans	+\$1,229	+\$1,229	NA
<i>Amount of health benefits absorbed</i>	<i>[\$0]</i>	<i>[\$0]</i>	<i>[+\$1,557]</i>
The adjustment is for changes in the Federal Government's share of the cost of health insurance coverage for Federal employees. For 2011, the increase is estimated at 7.0%.. The estimated cost increase will be absorbed.			
Rental Payments	\$16	\$16	NA
<i>Amount of rental payments absorbed</i>	<i>[\$0]</i>	<i>[\$0]</i>	<i>[+\$3]</i>
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. The estimated cost increase will be absorbed.			

			2011 Fixed Costs and Related Changes
TOTAL FIXED COSTS ABSORBED			<i>[+\$7,410]</i>

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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, [\$794,897,000] \$762,925,000, 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 \$50,000,000, between the Departments when such transfers would facilitate and expedite jointly funded wildland fire management programs and projects: *Provided further*, That funds provided for wildfire suppression shall be available for support of Federal emergency response actions: *Provided further*, [That no less than \$125,000,000 in prior-year wildfire suppression balances shall be made available in addition to amounts provided in this Act for that purpose] *That funds*

appropriated under this heading shall be available for assistance to or through the Department of State in connection with forest and rangeland research, technical information, and assistance in foreign countries, and, with the concurrence of the Secretary of State, shall be available to support forestry, wildland fire management, and related natural resource activities outside the United States and its territories and possessions, including technical assistance, education and training, and cooperation with United States and international organizations. (Department of the Interior, Environment, and Related Agencies Appropriations Act, 2010.)

Proposed Change: *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

Justification: The change to the appropriation language removes the words “non-competitive sole source” from the provision. This authority exists in the Federal Acquisition Regulation (FAR).

Proposed Change: *Provided further,* [That no less than \$125,000,000 in prior-year wildfire suppression balances shall be made available in addition to amounts provided in this Act for that purpose]

Justification: The language applied to FY 2009 suppression funds carried over into FY 2010 within the wildland fire management account. The provision served as a one-time reduction in prior year balances that is not applicable to the FY 2011 request.

Proposed Change: *Provided further,* That funds appropriated under this heading shall be available for assistance to or through the Department of State in connection with forest and rangeland research, technical information, and assistance in foreign countries, and, with the concurrence of the Secretary of State, shall be available to support forestry, wildland fire management, and related natural resource activities outside the United States and its territories and possessions, including technical assistance, education and training, and cooperation with United States and international organizations.

Justification: This authority will build upon relationships with international organizations that have provided wildland fire suppression support to the United States and vice versa. The ability to enter directly into the sharing of the full spectrum of wildland fire management disciplines will increase the capabilities of all the related agencies and international wildland fire organizations that participate. The result is increased resources, cohesive operations and access to new technology and processes, and ready resources for suppression support when all United States available resources have been exhausted.

The U.S. Forest Service (USFS) is the only agency within the national wildland fire management agencies' partnership that has the authority to provide technical assistance, information, education and training, and cooperation to foreign countries to support forestry and related activities. The USFS receives authority to use funds appropriated under wildland fire management in the Administrative Provisions, Forest Service, Department of the Interior, Environment, and Related Agencies Appropriation Act. Additional authorities are provided under the Cooperative Forestry Assistance Act of 1978, as amended (16 U.S.C. 2101-2114, P.L. 95-313); and the United States Information and Exchange Act (22 U.S.C. 1451 and 1479, P.L. 97-241).

The Department currently lacks authority to directly participate with the international wildland fire organizations and to provide these representatives with the specific knowledge and skills to represent all the wildland fire management agencies. The DOI agencies also would like the capability to request services and consultations from foreign wildland fire organizations directly when the expertise will benefit the Department-wide wildland fire management program. This authority would be used within the existing international cooperative framework.

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Activity: Preparedness						
Subactivity: Preparedness²						
			2011			Change from 2010 (+/-)
			Department-Wide Changes (+/-)	Program Changes (+/-)	Budget Request	
\$000	2009 Enacted	2010 Enacted				
Preparedness	281,767	290,452	-2,804	-4,969	282,679	-7,773
FTE ^{1/}	2,549	2,620	0	-100	2,520	-100

^{1/} Absorbing fixed costs results in a reduction of 75 FTE. The requested program change results in a reduction of 25 FTE..

Summary of 2011 Program Changes for Preparedness

Request Component	(\$000)	FTE
• Base Program Reduction	-3,720	-100
• Eliminate Ready Reserve	-1,249	0
TOTAL Program Changes	-4,969	-100

Justification of 2011 Program Changes

The 2011 budget request for the Preparedness program is \$282,679,000 and 2,520 FTE, a program decrease of \$4,969,000 and 100 fewer FTE from 2010 enacted.

Base Program Reduction (-\$3,720,000 / -100 FTE)

The 2011 budget request for Preparedness includes a base program reduction of \$3,720,000 and 100 FTE. DOI maintains capacity for supporting core firefighter activities.

Eliminate Ready Reserve Program (-\$1,249,000 / 0 FTE)

The 2011 request eliminates the Ready Reserve partner training program. The Ready Reserve program supported training of rural and local fire departments in wildland firefighting, so that they might better assist the Federal agencies with the wildland fire workload, especially in areas that threaten rural communities located in the wildland urban interface. Training modules have been developed and deployed, and will continue to be available.

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

² In 2010 the program established a management reserve of \$500,000 to meet contingencies and address emerging priorities. Purposes for use of these funds are discussed collaboratively between the Department and the bureaus. Funds remaining after the end of the second quarter are returned to the bureaus.

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.

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 (FPA) 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 the DOI bureaus are ready 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 and the national radio cache. It also serves as the lead technical support group for communications, remote sensing, and wildland fire engine design. Other activities include serving as the national development center for standardized suppression, prescribed burning, prevention, and management courses, and as the home base for the Great Basin Smokejumpers.

2011 Program Performance

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.

Estimated Preparedness Resources, FY 2008 – FY 2011

Resources	FY 2008		FY 2009		FY 2010 Enacted		FY 2011 Request	
	Number	(\$000)	Number	(\$000)	Number	(\$000)	Number	(\$000)
Personnel								
Firefighters	3,529	\$84,509	3,529	\$82,676	3,529	\$90,249	3,474	\$86,788
Smokejumpers	137	\$7,797	135	\$7,914	135	\$8,205	135	\$8,451
Type 1 Crews	[17]	\$9,554	[17]	\$9,826	[17]	\$10,183	[17]	\$10,489
Fire Program & Support Staff	1,302	\$82,495	1,302	\$84,969	1,302	\$88,367	1,292	\$90,324
Total Personnel	4,968	\$184,355	4,966	\$185,385	4,966	\$197,004	4,901	\$196,052
<i>FTE</i>	2,622		2,549		2,620		2,520	
Aviation								
Airtankers (Large Fixed-wing)	2	\$1,230	2	\$1,266	2	\$1,304	2	\$1,343
Airtankers (Single Engine)	17	\$3,774	17	\$3,893	17	\$4,012	17	\$4,132
Helicopters	43	\$10,062	43	\$10,363	37	\$9,176	37	\$9,451
Other Aircraft	22	\$4,664	22	\$4,796	22	\$4,950	22	\$5,099
Total Aviation	84	\$19,730	84	\$20,318	78	\$19,442	78	\$20,025
Heavy Equipment								
Engines	745	\$10,929	745	\$11,257	745	\$11,592	745	\$11,940
Other Equip. (Dozers, tenders, etc.)	206	\$1,629	206	\$1,679	206	\$1,730	206	\$1,782
Total Heavy Equipment	951	\$12,558	951	\$12,936	951	\$13,322	951	\$13,722
Other Direct Program Costs								
Fire Caches (National)		\$2,402		\$2,486		\$2,373		\$2,273
Non-Fire Personnel Costs		\$6,489		\$6,716		\$6,451		\$4,451
Travel		\$5,688		\$5,887		\$5,794		\$5,445
IT Systems		\$5,598		\$5,794		\$4,996		\$3,590
Ready Reserve		\$1,249		\$1,249		\$1,249		N/A
Rent, Utilities, Misc.		\$10,766		\$12,820		\$10,776		\$8,853
Total Other Direct Program Costs		\$32,192		\$34,952		\$31,639		\$24,612
Subtotal		\$248,835		\$253,591		\$261,407		\$254,411
Indirect Costs (Bureau Overhead)		\$27,648		\$28,176		\$29,045		\$28,268
Total		\$276,483		\$281,767		\$290,452		\$282,679

This table is an estimate only for 2010 and 2011. Actual numbers are dependent upon timing and implementation of specific actions.

Use of Cost and Performance Information in the Preparedness Program

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

- *Deploying Fire Program Analysis to better understand strategic deployment options for personnel, equipment, and other firefighting assets.*

DOI and the Forest Service will continue the strategy to deploy, assess, and improve FPA. The system provides an interagency investment analysis of initial response, hazardous fuels, and suppression, displaying resource, cost, and effectiveness trade-offs between program components relative to performance metrics. Reviews of the *FY 2009 Analysis* concluded the system and underlying science showed potential to assist managers answer fire planning and budgeting questions, while recognizing some data and model issues needed to be corrected or improved. Many of the recommended adjustments are in place for the *FY 2010 Analysis*. These adjustments will increase analysis and data consistency and quality, and thereby confidence, in analysis outputs. Additionally, an external peer review will be conducted in FY 2010 to provide further insights into the system and its application. Assessment of the *FY 2010 Analysis*, findings of the external review, and ongoing and planned system enhancements will ensure that the system is improved each year and that it continues to meet its key objectives.

Interagency fire planning units are scheduled to complete their *FY 2010 Analysis* in spring 2010. These will be consolidated through a national analysis and outputs will be used beginning in FY 2011 to support fire planning and budget processes and decisions. FPA will systematically evaluate alternative investment strategies and identify options that will best reduce wildfire losses, improve ecological conditions, and consider associated costs. Outputs from the *FY 2010 Analysis* will also be used to evaluate FY 2011 program budget allocations relative to the agency's potential performance. As data consistency and quality improve, confidence in outputs is established, and implications of changes are understood and validated, the agencies will collaboratively propose program and budget changes to increase efficiencies and support the agencies' stated goals and objectives. In FY 2010, an interagency team will be assigned to work with the national analysis process and to offer advice on specific aspects of implementation.

- *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.

Program Performance Overview

Target Codes:	Type A/C/F	SP = Strategic Plan Measure			BUR = Fire Program Specific Measure					
		TBD = Long-Term Targets Inappropriate to Determine At This Time								
		UNK = Prior Data Not Available								
Type Codes:		C=Cumulative Measure			A = Annual Measure			F = Future Measure		
End Outcome Measure/Intermediate or Efficiency or Other Outcome Measure	Type A/C/F	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2009 Actual	2010 Plan	2011 Request	Change from 2010 Plan to 2011	Long-term Target (2012)
End Outcome Goal: Improve Protection of Lives, Resources and Property										
Improve Fire Management: Improve Fire Prevention and Suppression										
Percent of unplanned and unwanted wildland fires on DOI land controlled during initial attack (SP & BUR)	A	96% (9,790/ 10,149)	97% (7,968/ 8,212)	99% (5,693/ 5,778)	95% (9,021/ 9,496)	99% (6,145/ 6,225)	95% (8,599/ 9,052)	95% (8,327/ 8,765)	0%	95% (8,599/ 9,052)
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.										
Long-Term Measure										
Percentage of all fires not contained in initial attack that exceed a stratified cost index (BUR)	A		10%	9.9%	10%	13%	9%	9%	0	TBD
Comments: Measure implemented in 2007, prior data unavailable.										

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Activity: Suppression Operations						
Subactivity: Suppression						
\$000	2009 Enacted	2010 Enacted	2011			Change from 2010 (+/-)
			Department- Wide Changes (+/-)	Program Changes (+/-)	Budget Request	
Suppression Operations, Annual Appropriations	335,191	258,797	0	+29,171	287,968	+29,171
Budget Amendment, Suppression Operations	50,000	0	0	0	0	0
<i>FTE</i>	282	454	0	0	454	0

Summary of 2011 Program Changes for Suppression Operations

Request Component	(\$000)	FTE
• Program Increase	+29,171	0
TOTAL Program Changes	+29,171	0

Justification of 2011 Program Changes

The 2011 budget request for the Suppression Operations program within the Wildland Fire Management Appropriation is \$287,968,000, a net increase of \$29,171,000 from the 2010 enacted level. The request provides sufficient funding for wildland fire suppression to minimize the need for transferring funds from non-fire accounts, and also emphasizes budget transparency by responsibly budgeting for suppression.

The 2011 budget represents an important development in the management and oversight of wildfire suppression operations. The USDA Forest Service and the Department of the Interior are committed to restoring the resiliency and diversity of fire-adapted ecosystems on the landscape consistent with public safety needs. The agencies will identify, establish and maintain necessary governance and risk management protocols that will guide program management and incident response to foster greater occurrence of wildfire on the landscape and the application of resources to reduce unnecessary risk to firefighter safety in the short term and to the long-term resiliency of fire-adapted ecosystems.

A key component of this effort is reflected in the FY 2011 Budget, which for each agency proposes a new three-tier system of (1) a regular suppression account, (2) the FLAME Wildfire Suppression Reserve Fund account, and (3) a Presidential Wildfire Contingency Reserve account. Each account requires a different level of responsibility for authorizing the expenditure of funds and includes the Secretaries of Agriculture and the Interior and the President in the chain of command for wildfire suppression. Each element of this structure—Wildland Fire Management funding for suppression operations accountable to the agency’s senior line officers; the FLAME Fund resources available to the respective Secretary to whom the agency’s senior line officers are accountable; and the Contingency Reserve made available subject to a finding by the President and to whom the respective Secretaries are accountable—

form a comprehensive framework that aligns funding, operations, performance, and accountability within a well-defined budget structure and coherent chain of command.

The 10-year, inflation-adjusted average of DOI's suppression obligations, \$384.0 million, is split between \$288.0 million in the regular suppression account in the Wildland Fire Management appropriation and \$96.0 million in the FLAME Wildfire Suppression Reserve Fund. The regular suppression account will fund initial attack and predictable firefighting costs, while the FLAME Fund will fund the costs of large catastrophic-type fires and also serve as a reserve when funds available in the regular suppression account are exhausted. Additional funds may also be available as carryover from 2010. Both the FLAME Fund and the Contingency Reserve are discussed in later chapters.

Program Increase

(+\$29,171,000 / 0 FTE)

This level reflects an increase to provide full funding of the 10-year, inflation-adjusted average of suppression expenditures, \$384.0 million. As described above, the 10-year average is split between the regular fire account and the FLAME account.

SUPPRESSION OBLIGATIONS, 2000 - 2009					
<u>Year</u>	<u>Net Nominal Suppression Obligations</u>	<u>GDP Inflator A/ [2000=1.00]</u>	<u>GDP Deflator [2009=1.00]</u>	<u>Adjusted Obligations [2008=1.00]</u>	<u>Rolling 10-Year Avg.</u>
2000	334,802	1.0000	0.7906	423,458	181,884
2001	269,574	1.0229	0.8087	333,324	203,880
2002	395,040	1.0393	0.8217	480,753	239,032
2003	303,638	1.0613	0.8391	361,859	267,078
2004	281,244	1.0886	0.8607	326,766	276,974
2005	294,054	1.1245	0.8891	330,742	294,860
2006	424,058	1.1616	0.9184	461,733	320,257
2007	470,491	1.1856	0.9374	501,921	356,514
2008	392,783	1.2398	0.9802	400,703	382,139
2009	218,418	1.2648	1.0000	218,418	383,968

Based on GDP 1940-2014

Program Performance Change

	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2011 Base Budget (2010 Plan + Fixed Costs)	2011 Plan	Program Change Accruing in 2011	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 (BUR)	Establish Baseline	9.9%	13%	9%	9%	9%	0	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 2011 at the 2010 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 a range of actions taken to manage wildland fires in a safe, cost-effective manner, while protecting values at risk in a manner consistent with resource objectives and land management plans.

Suppression management actions range from intensive suppression of wildfires on public lands threatening communities, high value resources, or critical ecosystems, to monitoring wildfires in areas in which burning accomplishes 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 wildfire, and monitored for up to three years after containment.

Suppression costs include expenses incurred by fireline, 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.

Severity funding, which provides extra preparedness resources in above-normal or extreme conditions, is included in Suppression Operations. Severity funding is used to improve initial response capabilities when abnormal, severe wildfire conditions occur. Abnormal wildfire

conditions arise when wildfire 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.

2011 Program Performance

A variety of key factors contribute to rising suppression expenditures, such as persistent drought and hazardous fuels conditions and the increased complexity of fires in the wildland-urban interface (WUI). Ongoing efforts at cost containment, use of risk-based management strategies, and implementation of wildland fire policy allowing wildfires to be managed for multiple objectives in appropriate areas are contributing to cost efficiencies in suppression operations.

The Department is continuing to work closely with the U.S. Forest Service to further meet the challenge of rising suppression costs. A number of positive steps have been taken, including emphasizing land management decisions that affect fuel loading and resource protection, increasing the skills 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 wildfires to be managed for multiple objectives: wildfires 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 wildfires for multiple objectives. DOI will make a concerted effort to allow fire to return to the landscape when these fires will improve the health of the land and when risks to safety and communities make it appropriate to do so.

DOI Unwanted Wildland Fires		
FY	# Fires	# Acres
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
2009	6,225	511,790
Total	89,618	23,871,028
10-Year Average	8,962	2,387,103

Use of Cost and Performance Information in the Suppression Program

- In 2009, national fire program leadership 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, while maintaining effective, appropriate response to wildfires.
- Prioritizing allocation of funding to maintain initial response capability rather than purely providing support to large fires has been critical to keeping new fire starts from becoming fires of significance.
- In 2009, the Fire Executive Council approved and issued “Guidance for the Implementation of Federal Wildland Fire Management Policy.” This guidance provides for consistent implementation of the 1995/2001 Federal Fire Policy, as directed by the Wildland Fire Leadership Council. The new guidance clarifies and solidifies that the full range of strategic and tactical options are available to fire managers and must be considered in the response to every wildland fire. These options are to be used to achieve objectives as described in Land and Resource Management plans and/or Fire Management Plans.

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Program Performance Overview

Target Codes:		SP = Strategic Plan Measure				BUR = Fire Program Specific Measure				
		TBD = Long-Term Targets Inappropriate to Determine At This Time								
		UNK = Prior Data Not Available								
Type Codes:		C=Cumulative Measure			A = Annual Measure			F = Future Measure		
End Outcome Measure/Intermediate or Efficiency or Other Outcome Measure	Type A/C/F	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2009 Actual	2010 Plan	2011 Request	Change from 2010 Plan to 2011	Long-term Target (2012)
End Outcome Goal: Improve Protection of Lives, Resources and Property										
Percent change from the 10-year average in the number of acres burned by unplanned and unwanted wildland fires on DOI lands (SP & BUR)	A		5% (114,549/ 2,278,332)	0.4% (9,138/ 2,387,484)	0.5% (12,850/ 2,624,332)	-80% (-2,081,290/ 2,593,080)	0.2% (4,000/ 2,600,000)	0.2% (3,600/ 2,400,000)	0%	+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.										
Long-Term Measure										
Percentage of all fires not contained in initial attack that exceed a stratified cost index (BUR)	A		10%	9.9%	10%	13%	9%	9%	0	TBD
Comments: Measure implemented in 2007, prior data unavailable.										

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Activity: Other Operations							
Subactivity: Hazardous Fuels Reduction (HFR)³							
\$000	2009 Enacted	2009 Recovery Act	2010 Enacted	2011			Change from 2010 (+/-)
				Department -Wide Changes (+/-)	Program Changes (+/-)	Budget Request	
Hazardous Fuels Reduction	203,053	15,000	206,206	-1,510	-42,627	162,069	-44,137
FTE	1,377	0	1,342	0	-233	1,109	-233

Summary of 2011 Program Changes for Hazardous Fuels Reduction

Request Component	(\$000)	FTE
• Base Program Reduction – Non-WUI	-42,627	-233
TOTAL Program Changes	-42,627	-233

Justification of 2011 Program Changes

The 2011 budget request for the Hazardous Fuels Reduction program is \$162,069,000 a program decrease of \$42,627,000 and 233 fewer FTE from FY 2010 enacted.

Base Program Reduction (-\$42,627,000 / -233 FTE)

The budget proposes a program reduction to the HFR base program of \$42,627,000 and 233 FTE. This program reduction will be accompanied by a shift in program focus to conduct hazardous fuels activities on mitigating hazards and enhancing the ability to control fires in the wildland urban interface (WUI).

In FY 2011, the Department’s Hazardous Fuels Reduction program will focus at least 90 percent of the funds on treatments in the WUI. Any acres treated outside the WUI must be in areas immediately adjacent to the WUI and identified through DOI’s prioritization process. The management activities in the interface are designed to mitigate hazards and enhance the ability to control fires in the WUI, where suppression costs are highest. Priority for funding treatments will be given to communities that have implemented FireWise standards and have identified acres to be treated in Community Wildfire Protection Plans (CWPP’s) or the equivalent, and have made an investment in implementing local solutions to protect against wildfire.

³In 2010 the program established a management reserve of \$500,000 to meet contingencies and address emerging priorities. Purposes for use of these funds are discussed collaboratively between the Department and the bureaus. Funds remaining after the end of the second quarter are returned to the bureaus to fund the highest remaining priorities identified by EMDS/HFPAS.

A second reserve of \$1 million is used to support emerging science needs that would help meet the needs of the HFR program, e.g., data improvement, monitoring, smoke management, and prioritization systems. The science funded here is outside the scope of the Joint Fire Science Program, but coordinated with the managers of that program.

Program Overview

The Hazardous Fuels Reduction program reduces the negative impact of wildland fires on 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 fires occur and increasing the risks.

The hazardous fuels reduction program removes or modifies wildland fuels to reduce the risk of 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. HFR treatment objectives are accomplished by reducing risk of ignition and modifying vegetation to reduce fire behavior. 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. Working with communities to reduce wildfire risks, the bureaus mitigate risk from wildland fire through community education, collaborative planning, and project prioritization and selection. Projects are accomplished using prescribed fire, mechanical thinning, chemical application, grazing, or combinations of these and other scientifically supported methods.

The hazardous fuels activities of the Department expanded in the last decade to respond to the risks posed by changes in fuel and vegetation conditions and altered fire regimes. This program emphasizes coordination, cooperation and collaboration among Federal agencies, State, local, and tribal governments, and other stakeholders.

Past policies sometimes resulted in a patchwork of hazardous fuels treatments with no measurable benefits. However, Forest Service research has shown that home ignitability usually is not effectively changed by vegetation modification in non-WUI areas.⁴ Therefore, beginning in 2011, DOI will focus fuels management activities on mitigating hazards and enhancing the ability to control fires in the WUI.

2011 Program Performance

The 2011 budget request for fuels is \$162,069,000 and 1,109 FTE. The Department will continue to utilize the Ecosystem Management Decision Support (EMDS) tool to better direct available project funding to the highest priority areas. In 2011 we will use this system to target those geographic areas most in need of treatments to allocate 100 percent of our project funds. As previously discussed, DOI will target treatments to mitigate hazards and enhance the ability to control fires in the WUI. DOI will focus prioritize the allocation of funding for hazardous fuels treatments to communities that are on track to meet Firewise standards and have identified acres to be treated in CWPPs (or the equivalent) and have made an investment in implementing local solutions to protect against wildland fire.

⁴ Cohen, Jack D. *Wildland-Urban Fire—A different approach*, USDA Forest Service, unpublished research synthesis, Rocky Mountain Research Station, also found at: http://www.firewise.org/resources/files/WUI_HIR/Wildlandurbanfire-approach.pdf. and Cohen, Jack D. *Reducing the Wildland Fire Threat to Homes: Where and How Much?*, USDA Forest Service Gen.Tech.Rep. PSW-GTR-173 (1999), also available at http://www.fs.fed.us/rm/pubs_other/rmrs_1999_cohen_j001.pdf.

Numerous factors contribute to the relatively consistent predictions for total acres estimated to be treated. Factors that contribute to implementation costs and overall efficiency include:

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

LANDFIRE

The Landscape Fire and Resource Management Planning Tools, which is also known as LANDFIRE, completed initially-planned development at the end of calendar year 2009. These data products provide wall-to-wall coverage of all lands within the United States and are being used for national- and regional-level strategic planning and reporting of wildland fire management activities, such as prioritization and planning of hazardous fuel reduction and restoration projects, Fire Program Analysis (FPA) and Hazardous Fuels Prioritization and Allocation (HFPAS) assessments. LANDFIRE data products are also being applied and adjusted for use in strategic and tactical planning of fire operations in the Wildland Fire Decisions Support System (WFDSS), as well as in vegetation and resource management applications.

During the last decade, the U.S. General Accountability Office (GAO) reviewed many aspects of the Department of the Interior and USDA Forest Service wildland fire management programs. GAO reported that additional work was needed from the agencies to provide understandable, consistent, and national processes. LANDFIRE has produced much of the needed data to help agencies meet GAO recommendations. During the time period in which LANDFIRE data products have been delivered, fire policies changed, particularly those regarding suppression and prescribed fire activities. As a result, incident management teams have had to make relatively rapid tactical decisions. LANDFIRE provides a comprehensive, all-lands data set, that although being designed and developed for the national and regional level is being adapted to support local management applications. Although LANDFIRE has principally been used in wildland fire applications to date, the depth of the data products are important for vegetation, wildlife habitat, carbon/climate assessments, and management across administrative boundaries and across the country.

In 2011 the HFR budget continues to support the transition to provide for operations and maintenance updates of the data. The LANDFIRE program updates will provide data in a timely fashion to support Department and agency mission needs for fire and natural resource management programs.

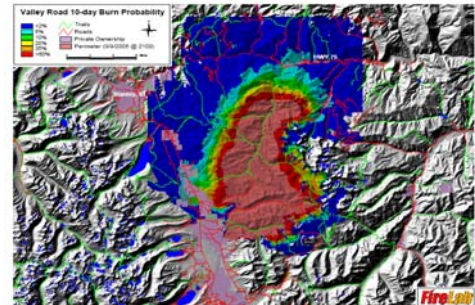
LANDFIRE Data Product Use



Fire behavior fuel model products developed in LANDFIRE for all 50 states are fully compatible with WFDSS and are the base data in the Fire Spread Probability (FSPro) projections. During the 2004 - 2009 fire seasons, LANDFIRE spatial products proved valuable in the WFDSS process, being used on literally hundreds of fires. According to analyses conducted by the incident managers, \$6-8 million in fire suppression costs were saved on the 2005 Dammeron and Valley Road Fires alone while still successfully protecting human lives and property. Visit www.landfire.gov for more information.

(Figure 1.) The plume of the Valley Road Fire in the Sawtooth Valley 15 miles south of Stanley, ID. The fire burned over 40,000 acres.

(Figure 2.) Fire Spread Probability (FSPro) fire behavior projection showing the spatial output of the model. FSPro calculates the probability of fire spread from a current fire perimeter or ignition point for a specified time period.



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 the rationale for the funding and project selection decisions that are made.

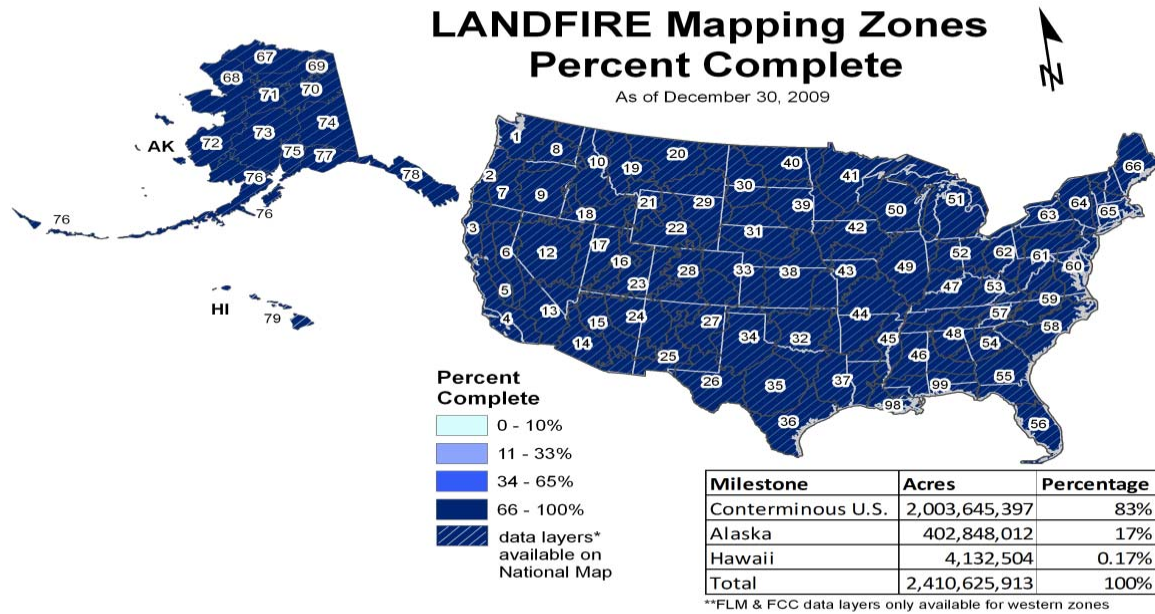
HFPAS employs the use of a modeling tool called Ecosystem Management Decision Support, or EMDS. The EMDS tool provides a common approach that all agencies use to help ensure that more funds are provided to reduce hazardous fuels in those areas of the country that have higher risk of wildland fire and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

In 2010, DOI is using the following weighting factors in EMDS:

- Wildfire potential
 - Probability (fire season, large fires, fire starts)
 - Fire behavior (insects and diseases, crown fire potential, surface fire potential)
- Consequences (expected consequences associated with moderate to severe wildfire)
 - Ecosystem Vulnerability
 - Smoke Emissions
 - Wildland/Urban Interface
- Performance (actual effectiveness of a fuels treatment program)
 - Improved and maintained vegetative conditions
 - Use of Community Wildfire Protection Plans
 - Making biomass available for economic uses
- Opportunities (potential effectiveness of a fuels treatment program)
 - Restoration opportunities
 - Community Wildfire Protection Plans available
 - Biomass availability for economic uses
 - Area impacted by insects and disease

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 2011, the Department expects to refine, revise and add data used in the process to enhance the quality of modeled results, address emphasis in the wildland urban interface, and establish priorities within the WUI. As in 2009 and 2010, the Department will use this system to allocate 100 percent of funds allocated to carry out hazardous fuels reduction projects.



WILDLAND FIRE MANAGEMENT ARRA PROJECTS

Funds provided by the American Recovery and Reinvestment Act of 2009 (ARRA, or Recovery Act) are both creating jobs and supporting the Department’s Wildland Fire Management program hazardous fuels reduction activities. The Department is using 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.

All of the \$15 million appropriated to the DOI Wildland Fire Management program in the Recovery Act are being 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.

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.

At the end of 2009, DOI had completed treatments on 3,581 acres. As of February 2010, DOI has initiated or completed the on-the-ground implementation of 42 of the 55 wildland fire management ARRA projects.

Hazardous Fuels Reduction Spending and Performance		2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	Cumulative 2001 - 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual ^{D/}	Planned	Planned ^{E/}	
WUI	Funding (\$000s) ^{A/}	\$ 93,258	\$ 100,360	\$ 154,032	\$ 115,375	\$ 132,593	\$ 132,302	\$ 131,796	\$ 148,452	\$ 139,643	\$ 134,020	\$ 162,069	\$ 1,443,900
	Acres Treated	164,337	209,320	480,110	490,110	542,568	532,539	586,018	614,319	758,638	565,493	700,000	5,643,452
	Efficiency (Acres/\$M)	1,762	2,086	3,117	4,248	4,092	4,025	4,446	4,138	5,433	4,219	4,319	3,908
	Cost per Acre	\$ 567	\$ 479	\$ 321	\$ 235	\$ 244	\$ 248	\$ 225	\$ 242	\$ 184	\$ 237	\$ 232	\$ 256
	Acres Improved ^{B/}	UNK	UNK	UNK	UNK	UNK	UNK	212,132	166,491	173,859	206,000	280,000	UNK
	Acres Improved/\$M	UNK	UNK	UNK	UNK	UNK	UNK	1,610	1,122	1,245	1,537	1,728	UNK
	Acres Improved/Total WUI Acres	UNK	UNK	UNK	UNK	UNK	UNK	36%	27%	23%	36%	40%	UNK
	%WUI \$	61%	56%	64%	59%	64%	64%	65%	67%	65%	65%	100%	66%
	%WUI Acres	23%	20%	38%	39%	43%	48%	44%	49%	51%	47%	100%	45%
Non-WUI	Funding (\$000s) ^{A/}	\$ 59,309	\$ 78,293	\$ 86,644	\$ 80,075	\$ 75,282	\$ 74,748	\$ 71,590	\$ 74,730	\$ 75,806	\$ 72,186	\$ -	\$ 748,663
	Acres Treated	563,775	849,644	778,727	770,797	726,835	573,569	747,404	645,716	742,216	634,531	-	\$ 7,033,214
	Efficiency (Acres/\$M)	9,506	10,852	8,988	9,626	9,655	7,673	10,440	8,641	9,791	8,790	-	9,394
	Cost per Acre	\$ 105	\$ 92	\$ 111	\$ 104	\$ 104	\$ 130	\$ 96	\$ 116	\$ 102	\$ 114	\$ -	\$ 106
	Acres Improved ^{B/}	UNK	UNK	279,188	294,000	271,551	241,045	323,806	231,968	194,861	269,000	-	UNK
	Acres Improved/\$M	UNK	UNK	3,222	3,672	3,607	3,225	4,523	3,104	2,571	3,726	-	UNK
	Acres Improved/Total Non-WUI Acres	UNK	UNK	36%	38%	37%	42%	43%	36%	26%	42%	0%	UNK
All Fuels ^{C/}	Funding (\$000s)	\$ 152,567	\$ 178,653	\$ 240,676	\$ 195,450	\$ 207,875	\$ 207,050	\$ 203,386	\$ 223,182	\$ 215,449	\$ 206,206	\$ 162,069	\$ 2,192,563
	Acres Treated	728,112	1,058,964	1,258,837	1,260,907	1,269,403	1,106,108	1,333,422	1,260,035	1,500,854	1,200,024	700,000	12,676,666
	Efficiency (Acres/\$M)	4,772	5,927	5,230	6,451	6,107	5,342	6,556	5,646	6,966	5,820	4,319	5,782
	Cost per Acre	\$ 210	\$ 169	\$ 191	\$ 155	\$ 164	\$ 187	\$ 153	\$ 177	\$ 144	\$ 172	\$ 232	\$ 173
	Acres Improved ^{B/}	UNK	UNK	UNK	UNK	UNK	UNK	535,938	398,459	368,720	475,000	280,000	UNK
	Acres Improved/\$M	UNK	UNK	UNK	UNK	UNK	UNK	2,635	1,785	1,711	2,304	1,728	UNK
Acres Improved/Total Acres	UNK	UNK	UNK	UNK	UNK	UNK	40%	32%	25%	40%	40%	UNK	

^{A/} 2001-2009 figures are actual obligations; 2010 is enacted; and 2011 is requested.

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). Excludes all ARRA funds and performance.

^{E/} In FY 2011 funds will be directed to the WUI (90%, or \$146 million) and areas immediately adjacent to the WUI (10%, or \$16 million).

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Program Performance Overview

Target Codes:	Type A/C/F	SP = Strategic Plan Measure					BUR = Fire Program Specific Measure			
		TBD = Long-Term Targets Inappropriate to Determine At This Time								
		UNK = Prior Data Not Available								
Type Codes:		C=Cumulative Measure			A = Annual Measure			F = Future Measure		
End Outcome Measure/Intermediate or Efficiency or Other Outcome Measure		2006 Actual	2007 Actual	2008 Actual	2009 Plan	2009 Actual	2010 Plan	2011 Request	Change from 2010 Plan to 2011	Long-term Target (2012)
End Outcome: Improve Health of Watersheds, Landscapes, and Marine Resources										
Percent of acres treated which are moved toward desired condition (SP & BUR)	A		80% (1,068,361/ 1,333,422)	83% (1,042,693/ 1,260,035)	80% (800,800/ 1,001,000)	85% (1,282,069/ 1,500,854)	80% (960,000/ 1,200,024)	80% (560,000/ 700,000)	0%	96% (675,000/ 700,000)
Percent of acres treated which are maintained in desired condition (SP & BUR)	A		16% (216,172/ 1,333,422)	16% (197,047/ 1,260,035)	16% (160,160/ 1,001,000)	14% (207,369/ 1,500,854)	17% (210,000/ 1,200,024)	14% (100,000/ 700,000)	-3%	24% (171,000/ 700,000)
End Outcome Goal: Improve Protection of Lives, Resources and Property										
Improve Fire Management: Reduce Hazardous Fuels										
Percent of acres treated which achieve fire management objectives as identified in applicable management plans (SP & BUR)	A		73% (969,865/ 1,333,422)	98% (1,239,740/ 1,260,035)	96% (960,960/ 1,001,000)	99% (1,489,438/ 1,500,854)	97% (1,170,000/ 1,200,024)	94% (660,000/ 700,000)	-3%	99% (693,000/ 700,000)
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	438,756	378,000	525,058	452,000	675,000	+223,000	693,000

End Outcome Measure/Intermediate or PART Measure/PART Efficiency or Other Outcome Measure	Type A/C/F	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2009 Actual	2010 Plan	2011 Request	Change from 2010 Plan to 2011	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)	71% (438,756/ 614,319)	78% (378,000/ 484,000)	69% (525,058/ 758,638)	80% (452,000/ 565,493)	96% (675,000/ 700,000)	+16%	99% (693,000/ 700,000)
Number of acres in WUI treated per million dollars gross investment (SP & BUR)	A	<u>532,539</u> \$132.302M =4,025	<u>586,018</u> \$131.80M =4,446	<u>614,319</u> \$148.43M =4,139	<u>484,000</u> \$131.82M =3,672	<u>758,638</u> \$139.64M =5,433	<u>565,493</u> \$134.02M =4,219	<u>700,000</u> \$162.07M =4,319	+100	<u>700,000</u> \$162.07 =4,319
Comments:		In 2011, the hazardous fuels reduction program will only treat acres in the WUI or immediately adjacent to the WUI. The non-WUI program is eliminated. The long-term WUI targets were adjusted to reflect this change.								
Other Significant Fire Program Measures										
Number of high-priority acres treated in the WUI	A	532,539	586,018	614,319	484,000	758,638	565,493	700,000	+134,507	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 241,045	WUI 212,132 Non-WUI 323,806 Total 535,938	WUI 166,491 Non-WUI 231,968 Total 398,459	WUI 177,000 Non-WUI 233,000 Total 410,000	WUI 173,859 Non-WUI 194,861 Total 368,720	WUI 206,000 Non-WUI 269,000 Total 475,000	WUI 280,000 Non-WUI 0 Total 280,000	WUI +74,000 Non-WUI -269,000 Total -195,000	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)	A	WUI UNK Non-WUI 3,225	WUI 1,610 Non-WUI 4,523 Total 2,635	WUI 1,122 Non-WUI 3,104 Total 1,785	WUI 1,343 Non-WUI 3,283 Total 2,022	WUI 1,245 Non-WUI 2,571 Total 1,711	WUI 1,537 Non-WUI 3,726 Total 2,304	WUI 1,728 Non-WUI 0 Total 1,728	WUI +191 Non-WUI -3,726 Total -576	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 42%	WUI 36% Non-WUI 43% Total 40%	WUI 27% Non-WUI 36% Total 32%	WUI 37% Non-WUI 45% Total 41%	WUI 23% Non-WUI 26% Total 25%	WUI 36% Non-WUI 42% Total 40%	WUI 40% Non-WUI 0% Total 40%	WUI +4% Non-WUI -42% Total 0%	N/A

Activity: Other Operations						
Subactivity: Burned Area Rehabilitation (BAR)						
\$000	2009 Enacted	2010 Enacted	2011			Change from 2010 (+/-)
			Department-Wide Changes (+/-)	Program Changes (+/-)	Budget Request	
BAR	20,305	20,305	-233	-2,000	18,072	-2,233
FTE	65	39	0	0	39	0

Summary of 2011 Program Changes for Burned Area Rehabilitation

Request Component	(\$000)	FTE
• Project Funding Decrease	-2,000	0
TOTAL Program Changes	-2,000	0

Justification of 2011 Program Changes

The 2011 budget request for the Burned Area Rehabilitation program is \$18,072,000 and 39 FTE, a program reduction of \$2,000,000 from 2010 enacted.

Project Funding (-\$2,000,000 / 0 FTE)

The proposed decrease will reduce spending on lower-priority activities and return the program to a level in line with the cost of treatments in an average year. The use of the cost and performance criteria in the allocation process ensures the funds are allocated to the Department's highest priority projects.

Program Overview

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

Landscapes that are threatened from post-fire floods, debris flows, or are 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 catastrophic wildfire. Rehabilitation treatments are designed to repair or improve lands unlikely to recover naturally from severe wildfire damage.

The budget for the Burned Area Rehabilitation program is allocated among the Bureau of Indian Affairs, Bureau of Land Management, Fish and Wildlife Service, and National Park Service in a rigorous, competitive, scoring process based on priorities set by the Department. The local administrative units of the various agencies develop and submit rehabilitation plans for lands

damaged by wildfire. These plans are approved by the local agency administrator and then serve as funding requests to agencies and the Department. Recommended project plans are reviewed, scored, and ranked 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.

2011 Program Performance

The primary program goals will continue to be the rehabilitation of lands degraded by wildfire. Actual rehabilitation treatments conducted each year are dependent upon the severity of the previous fire season(s), as well as rehabilitation needs required by the damaged resources on the ground. Using scoring criteria set by the Department, projects are ranked by an interagency team, and then approved by each bureau administrator as well as DOI managers. The DOI wildland 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 2011 request slightly reduces project funding, but the account retains sufficient funds for the cost of treatments in an average year. Planned performance progress will continue, as the Department established a baseline in 2009 to begin measurement of the long-term goal of rehabilitating treated acres to their desired condition. The description of desired condition includes measurable objectives for the identified attributes, which can include: physical, chemical, hydrologic, and biologic attributes (DOI Strategic Plan measures definition 2007-2012). Specific measurable objectives may include examples such as managing for specific species canopy cover or vegetation height.

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

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 process to rank BAR project proposals and allocate funds. The Department continued this process in 2009 and 2010, and will continue it in 2011.

This process evaluates the projects against established criteria addressing issues of significant degraded resources and performance. Scores are generated and projects ranked according to their score.

The results of the scoring produce a list of funded treatments or activities. Projects that have the same score after being evaluated against the criteria are subjected to further scrutiny. Results are further reviewed by managers to ensure funds are being allocated to the highest priority projects.

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Program Performance Overview

Target Codes:	Type A/C/F	SP = Strategic Plan Measure			BUR = Fire Program Specific Measure					
		TBD = Long-Term Targets Inappropriate to Determine At This Time								
		UNK = Prior Data Not Available								
Type Codes:		C=Cumulative Measure			A = Annual Measure			F = Future Measure		
End Outcome Measure/Intermediate or Efficiency or Other Outcome Measure	Type A/C/F	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2009 Actual	2010 Plan	2011 Request	Change from 2010 Plan to 2011	Long-term Target (2012)
End Outcome: Improve Health of Watersheds, Landscapes, and Marine Resources										
Number of treated burned acres that achieve the desired condition (SP & BUR)	A		UNK	UNK	UNK	1,216,600	1,218,000	1,219,000	+1,000	TBD
Percent of treated burned acres that have achieved the desired condition (SP & BUR)	A		UNK	UNK	UNK	99.5% (1,216,600/ 1,222,375)	99.6% (1,218,000/ 1,223,000)	99.7% (1,219,000/ 1,223,000)	+0.01%	TBD
Comments:		Baseline data for this measure was first collected in FY 2009. Long-term targets are under development.								

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Activity: Other Operations						
Subactivity: Facilities Construction and Maintenance						
\$000	2009 Enacted	2010 Enacted	2011			Change from 2010 (+/-)
			Department-Wide 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>1</i>	<i>1</i>		<i>0</i>	<i>1</i>	<i>0</i>

Justification of 2011 Program Changes

The 2011 budget request for the Facilities Construction and Maintenance program is \$6,137,000 and 1 FTE, no net change from 2010 enacted.

Program Overview

The Fire Facilities Construction and Maintenance Program provides safe, functional, and energy efficient facilities essential to the Department’s wildland fire program. 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.

Like other bureaus within 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, giving greatest weight in the scoring process to critical health and safety work, 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. Projects are reviewed by an interagency team at the National Interagency Fire Center and approved by the DOI Fire Directors. Each fiscal year plan reflects the projects of greatest need in priority ranking order with special focus first on critical health and safety requirements.

The emphasis areas for the Fire Facilities Construction and Maintenance Program include:

- Correction of critical health and safety-related facility problems by ensuring facilities are compliant with Federal accessibility requirements and OSHA requirements.
- 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. These funds allow the program to restore buildings and

facilities in disrepair to current safety standards. The fire facility funding provides the infrastructure necessary to support and protect not only the Department's firefighters but the public's safety. In addition, work is accomplished through the authorities of *Public Law 93-638* contracts, *Public Law 297-100* grant processes, or through commercial contracting.

Maintaining a separate Fire Facilities account is critical to ensure efficient fire operations. The fire program evaluates projects submitted by all four fire bureaus, enhancing coordination and helping to ensure the most cost-efficient allocation of funds to best advance the facility needs of the Department's multi-bureau integrated fire program. In addition, as fire facilities are replaced and upgraded they are converted to more efficient designs which save energy, operating costs, and reduce agencies' carbon footprints and impacts upon climate change. The emphasis on energy conservation and sustainability is a major area of importance for all new facilities. .

2011 Program Performance

In 2011, the planned accomplishments in the Fire Facilities Construction and Maintenance Five Program include projects with the highest critical health, safety, and resource protection ratings for a total of \$6.137 million. The following table lists the construction projects that will be funded in 2011. Project data sheets for these projects will be submitted separately.

Program Performance Overview

	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2011 Base Budget (2009 Plan + Fixed Costs)	2011 President's Budget	Program Change Accruing in 2011	Program Change Accruing in Out-years
					A	B=A+C	C	D
Fire facilities under construction, reconstruction, or maintenance ^{1/}	10	11	6	9	5	5	-4	0

^{1/} The number of projects completed annually is variable and subject to the prioritization process outlined by the Department each year.

WILDLAND FIRE CONSTRUCTION/DEFERRED MAINTENANCE PLAN SUMMARY				
2011				
PROJECT DESCRIPTION	STATE	BUREAU	DOI SCORE	Proposed Adjusted Listing
2011 Projects				
Lower Rio Grande Valley Dispatch and Fire Office Buildout	TX	FWS	896	\$280,000
Warm Springs Fire Helibase	OR	BIA	818	\$100,000
Sacramento NWR Office/Cache Engine Storage, Phase 1 of 2	CA	FWS	855	\$674,000
Bandelier Interagency Fire Center, Phase 2 of 3	NM	NPS	795	\$1,600,000
Sequoia/King Arrowhead Operations Cache	CA	NPS	790	\$111,000
Brighton Engine Facility	FL	BIA	784	\$500,000
Alligator River Fire Cache/Office/Dispatch, Phase 2 of 2	NC	FWS	765	\$550,000
Snake River Interagency Hotshot Crew Operations Buildings, Phase 1 of 3	ID	BLM	715	\$400,000
Northern Utah Interagency Dispatch Center, Phase 2 of 3	UT	BLM	700	\$1,600,000
Alaska Fire Service Fuel Yard Rehab, Phase 1 of 3	AK	BLM	655	\$100,000
Blackwater Equipment Protection Shed	MD	FWS	630	\$60,000
Architectural and Engineering Design		DOI	100	\$162,000
TOTAL 2011				\$6,137,000

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.

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Activity: Other Operations						
Subactivity: Joint Fire Science Program (JFSP)						
			2011			Change from 2009 (+/-)
			Department -Wide Changes (+/-)	Program Changes (+/-)	Budget Request	
\$000	2009 Actual	2010 Enacted				
JFSP	6,000	6,000	0	0	6,000	0
FTE	5	5	0	0	5	0

Justification of 2011 Program Changes

The 2011 budget request for the Joint Fire Science Program is \$6,000,000 and 5 FTE, no change from the 2010 enacted level.

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 consisting of one representative each from the Bureau of Indian Affairs, Bureau of Land Management, Fish and Wildlife Service, National Park Service, and the U.S. Geological Survey, and five representatives from the U.S. Forest Service.

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. Open, competitive proposal solicitations and rigorous peer review are a hallmark of JFSP. 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.

Investment Portfolio

The JFSP Governing Board has adopted an investment strategy that allocates program funding in a portfolio approach by balancing funding across different types of fire science and science delivery. Specific areas of emphasis, and funds to be dedicated to each, are determined by the Board in response to consultations with organized groups (e.g., National Wildfire Coordinating Group committees), structured interactions (e.g., roundtables), and ad hoc sensing.

Lines of work – Complex topics requiring a long-term science investment strategy to ensure results can be synchronized and integrated for application (35% of program funding):

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

Planning is underway for potential inclusion of climate change adaptation as a new line of work in FY 2011.

Emerging management needs - Short-term topics of high relevance to managers where significant progress can be made in three years or less (15% of program funding):

- Fire and fuel treatment effects on carbon budgets
- Fire weather and fire danger forecasting – improving accuracy
- Fire-adapted human communities

New science – Topics where investment is needed in fundamental fire science in order to develop future tools for fire and fuels managers (10% of program funding):

- Adapting to climate in fire-prone landscapes

Remeasurement – Opportunistic studies that take advantage of previous investments in field experiments to re-measure existing plots (5% of program funding):

- Effectiveness of post-fire revegetation on arid lands
- Fuel treatment and fire behavior responses to insect outbreaks

Science delivery – Activities that deliver research results directly to fire and fuel managers through a variety of active and passive approaches (25% of program funding):

- Written products (e.g., Fire Science Digests and Fire Science Briefs)
- Syntheses (e.g., fuel treatment guides, public understanding and acceptance of agency fire and fuels management)
- Roadshows (e.g., demonstration of effective fuel treatment practices)
- Website (www.firescience.gov)

The balance of funds (up to 10 percent) may be spent on administration and evaluations of projects. Funds not used for these efforts are directed to the lines of work. Of particular note, JFSP is implementing a new initiative in 2010 to develop a national network of regional consortia for fire science delivery and adoption.

Collaboration

JFSP research projects complement and build on other Federal research programs including those in the Forest Service, United States Geological Survey (USGS), National Oceanic and Atmospheric Administration (NOAA), and others. 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.

2011 Program Performance

Program performance will continue the areas of emphasis described above: lines of work, emerging management needs, new science, remeasurement and science delivery. These areas were better defined by the board in 2009 as a result of a program review. The program will continue to issue competitive announcements, as well as follow-up on results from prior studies.

Program Performance Overview

	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2011 Base Budget (2010 Plan + Fixed Costs)	2011 President's Budget	Program Change Accruing in 2011	Program Change Accruing in Out-years
					A	B=A+C	C	D
Research projects initiated	24	33	46	50	50	50	0	0
Research projects completed	77	65	21	25	25	25	0	0
Refereed publications completed	116	73	73	75	75	75	0	0
<p>Comment: JFSP projects are typically completed and published 3-5 years after initiation. Projects are funded by DOI and the Forest Service, and administered by the BLM. The table depicts work accomplished by the entire program.</p> <p>Note: Projected costs may not equal program change as these are full costs, which may include funds from other sources and (or) use averages.</p> <p>Column A: The level of performance and costs expected in 2011 at the 2010 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 2011 addresses lagging performance — those changes occurring as a result of the program change (not total budget) requested in 2011. It does <u>not</u> include the impact of receiving the program change again in a subsequent out-year.</p>								

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Activity: Other Operations						
Subactivity: Rural Fire Assistance (RFA)						
\$000	2009 Actual	2010 Enacted	2011			Change from 2010 (+/-)
			Department-Wide Changes (+/-)	Program Changes (+/-)	Budget Request	
RFA	7,000	7,000		-7,000	0	-7,000
FTE	0	0	0	0	0	0

Summary of 2011 Program Changes for Rural Fire Assistance

Request Component	(\$000)	FTE
• Eliminate Program	-7,000	0
TOTAL Program Changes	-7,000	0

Justification of 2011 Program Changes

The 2011 budget request for the Rural Fire Assistance grant program is \$0 and no FTE, a reduction of \$7,000,000 from the 2010 enacted budget.

Eliminate RFA Program (-\$7,000,000 / 0 FTE)

The 2011 budget proposes to eliminate the Rural Fire Assistance program. The program is duplicative of other fire assistance grant programs. The items and activities funded by these grants, such as basic wildland fire safety equipment and tools, communication devices, wildland fire training, and community wildfire prevention and education activities, could also be funded with Department of Agriculture Forest Service grant funding.

Program Overview

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 rural fire departments. The program funds the purchase of wildland fire safety equipment, firefighting tools, training, and essential communications equipment to continue enhancing interoperability with other Federal and State cooperators.

Program Performance Overview

Measure	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2009 Actual	2010 Plan A/	2011 President's Budget	Change from 2011 Plan to 2010	Long-term Target 2012
Rural firefighters trained	2,000	0	2,200	0	TBD	TBD	0	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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Budget Schedules				
PROGRAM AND FINANCING (MILLION \$)				
Identification code: 14-1125-0-1-302		2009 Actual	2010 Estimate	2011 Estimate
Obligations by program activity:				
0001	Preparedness (Readiness, Facilities, and Fire Science)	210	309	302
0004	Fire Suppression Operations	243	380	520
0006	Hazardous Fuels Reduction	263	213	171
0007	Hazardous Fuels Reduction - ARRA	6	9	0
0008	Burned Area Rehabilitation	42	23	20
0009	Rural Fire Assistance	8	6	3
0901	Fire Reimbursable	17	23	27
1000	Total new obligations	789	963	1,043
Budgetary resources available for obligation:				
2140	Unobligated balance carried forward, start of year	221	389	257
2200	New budget authority (gross)	939	813	781
2210	Resources available from recoveries of prior year obligations	19	18	18
2221	Unobligated balance transferred to other accounts (12-1115)	-1	0	0
2390	Total budgetary resources available for obligation	1,178	1,220	1,152
2395	Total new obligations	-789	-963	-1,043
2440	Unobligated balance carried forward, end of year	389	257	109
New budget authority (gross), detail:				
Discretionary:				
4000	Appropriation	924	795	763
4200	Transferred from other accounts (14-1127)	0	00	96
4300	Appropriation (total discretionary)	924	795	859
Spending authority from offsetting collections:				
5800	Offsetting collections (cash)	18	18	18
5810	Change in uncollected customer payments from Federal sources (unexpired)	-3	0	0
5890	Spending authority from offsetting collections (total discretionary)	15	18	18
7000	Total new budget authority (gross)	939	813	877

PROGRAM AND FINANCING (MILLION \$) CONTINUED				
Identification code:		2009	2010	2011
14-1125-0-1-302		Actual	Estimate	Estimate
Change in obligated balances:				
7240	Obligated balance, start of year	248	234	140
7310	Total new obligations	789	963	1,043
7320	Total outlays (gross)	-787	-1,039	-999
7345	Recoveries of prior year obligations	-19	-18	-18
7400	Change in uncollected customer payments from Federal sources (unexpired)	3	0	0
7440	Obligated balance, end of year	234	140	166
Outlays (gross), detail:				
8690	Outlays from new discretionary authority	185	516	593
8693	Outlays from discretionary balances	602	523	406
8700	Total outlays (gross)	787	1,039	999
Offsets:				
Against gross budget authority and outlays:				
Offsetting collections (cash) from:				
8800	Federal sources	7	9	9
8840	Non-Federal sources	11	9	9
8890	Total, offsetting collections (cash)	18	18	18
Against gross budget authority only:				
8895	Change in uncollected customer payments from Federal sources (unexpired)	-3	0	0
Net budget authority and outlays:				
8900	Budget authority	924	795	859
9000	Outlays	769	1,021	981
9502	Unpaid obligation, end of year	243	0	0

Summary of Requirements

(dollars in thousands)

Activity/Subactivity - Wildland Fire Management		2009 Actual	2010 Enacted	Depart- ment- Wide Changes (+/-)	Program Changes (+/-)	2011 Budget Request	Inc(+) Dec(-) from 2010
FLAME Wildfire Suppression Reserve Fund	\$	0	61,000	0	+35,000	96,000	+35,000
	FTE	0	0	0	0	0	0
Total, FLAME Wildfire Suppression Reserve Fund	\$	0	61,000	0	+35,000	96,000	+35,000
	FTE	0	0	0	0	0	0

Appropriations Language FLAME Wildfire Suppression Reserve Fund

(INCLUDING TRANSFER OF FUNDS)

For [deposit in the FLAME Wildfire Suppression Reserve Fund created in title V, section 502(b) of this Act, \$61,000,000] *necessary expenses for large fire suppression operations of the Department of the Interior and as a reserve fund for suppression and Federal emergency response activities, \$96,000,000, to remain available until expended: Provided, That such amounts are available only for transfer to the "Wildland Fire Management" account and only following a declaration by the Secretary that either (1) a wildland fire suppression event meets certain previously-established risk-based written criteria for significant complexity, severity, or threat posed by the fire or (2) funds in the "Wildland Fire Management" account will be exhausted within 30 days.* (Department of the Interior, Environment, and Related Agencies Appropriations Act, 2010.)

Activity: FLAME Wildfire Suppression Reserve Fund						
Subactivity: Suppression Operations						
			2011			Change from 2010 (+/-)
			Department-Wide Changes (+/-)	Program Changes (+/-)	Budget Request	
\$000	2009 Enacted	2010 Enacted				
Suppression Operations	0	61,000	0	+35,000	96,000	+35,000
FTE	0	0	0	0	0	0

Summary of 2011 Program Changes for Suppression Operations

Request Component	(\$000)	FTE
FLAME Wildfire Suppression Reserve Fund – Suppression Operations		
• Program Increase	+35,000	0
TOTAL Program Changes	+35,000	0

Justification of 2011 Program Changes

The 2011 budget request for the FLAME Wildfire Suppression Reserve Fund is \$96,000,000 and 0 FTE, a program increase of \$35,000,000 over 2010 enacted.

Program Increase (+\$35,000,000 / 0 FTE)

This account includes funding for the most severe, complex and threatening fires, and serves as a contingency reserve if DOI exhausts its regular suppression resources. The increase brings the total to the portion of the 10-year average associated with such expenditures. FLAME funds will be available to the Secretary of the Interior to be transferred into the suppression account when those funds are nearly exhausted, or when certain objective criteria are met.

Program Overview

The 2010 Interior Appropriations bill established FLAME Wildfire Suppression Reserve Fund accounts in the Departments of the Interior and Agriculture. These funds become available to the Secretary to be transferred into the regular suppression account when funds provided for wildfire suppression and Federal emergency response in the Wildland Fire Management appropriation accounts are nearly exhausted, and/or when certain objective criteria are met.

Funds may be transferred from the FLAME Wildfire Suppression Reserve Fund upon a declaration by the Secretary of the Interior or the Secretary of Agriculture. Declarations must be based on specific protocols and criteria. As fires escape initial response, and as Type 1 or Type 2 Incident Management teams are assigned to those escaped incidents, a risk assessment and a formal risk decision will be made, which will be part of the declaration for a request to the Secretary of the Interior to move funds from the FLAME Act account into the suppression account. A number of analytical tools (Wildland Fire Decision Support Systems (WFDSS), FSPRO, which models fire behavior, and RAVAR, which models values at risk from fire) will be

used to provide real-time support to fire managers implementing risk-informed management. The Secretary may make a declaration in the event the suppression account is nearly exhausted.

Protocols and Objective Criteria

The FLAME Act account will function as a transfer account to accommodate those large fires which historically have resulted in the greatest expenditure of suppression funds. Specific protocols and objective criteria must be met in order to meet FLAME Act fund requirements.

The protocols and criteria will also include complexity of wildfire incidents, such as assignment of Type 1 or Type 2 Incident Management Teams, or when the regular suppression account is nearly exhausted. Both of these instances require a declaration by the Secretary who would then request transfer of funds from the FLAME Act account into the suppression account. In addition, critical changes that the agency is moving forward in FY 2011 will be an integral component of the protocols and criteria.

The development and implementation of risk management protocols for agency administrator decisions and incident command team operations includes specifications for integrating decision-making by policy officials, particularly when risk to firefighters is increased or the applications of resources is likely to be ineffective.

This overall process requires and includes continuous engagement of agency executive level leadership, fire and aviation management leadership, and DOI policy officials. As the complexity and consequences of wildfire management and expenditure decisions escalates, so will the engagement of these entities resulting in shared leadership and risks.

2011 Program Performance

The FY 2011 President's budget proposes funding the FLAME Act account at \$96,000,000 in a separate Treasury account. The FLAME fund helps address the challenge of budgeting for fire suppression and enables the agency to respond effectively during highly variable fire seasons. The President's budget also proposes program reforms such as the use of strategic and operational protocols and improved oversight, and the use of a risk management framework that ensures that fire management resources are appropriately focused. Through this combination of the FLAME Act account, Contingency Reserve, and these program improvements, the President's budget ensures that fire management resources are sufficient to allow the continuance of other critical DOI activities by minimizing the potential need to transfer funds from other DOI accounts to suppression.

Program Performance Change

	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2011 Base Budget (2010 Plan + Fixed Costs)	2011 Plan	Program Change Accruing in 2011	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 (BUR)	Establish Baseline	9.9%	13%	9%	9%	9%	0	0

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 2011 at the 2010 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.

Budget Schedules				
PROGRAM AND FINANCING (MILLION \$)				
Identification code:		2009	2010	2011
14-1127-2-1-302		Actual	Enacted	Estimate
Budgetary resources available for obligation:				
2140	Unobligated balance carried forward, start of year	0	0	61
2200	New budget authority (gross)	0	61	0
2390	Total budgetary resources available for obligation	0	61	61
2440	Unobligated balance carried forward, end of year	0	61	61
New budget authority (gross), detail:				
Discretionary:				
4000	Appropriation	0	61	96
4100	Transferred to other accounts (14X1125)	0	0	-96
4300	Appropriation (total discretionary)	0	61	0
Net budget authority and outlays:				
8900	Budget authority	0	61	0
9000	Outlays	0	0	0

Summary of Requirements

(dollars in thousands)

Activity/Subactivity - Wildland Fire Management		2009 Actual	2010 Enacted	Depart- ment- Wide Changes (+/-)	Program Changes (+/-)	2011 Budget Request	Inc(+) Dec(-) from 2010
Presidential Wildland Fire Contingency Reserve	\$	0	0	0	+75,000	75,000	+75,000
	FTE	0	0	0	0	0	0
Total, Presidential Wildland Fire Contingency Reserve	\$	0	0	0	+75,000	75,000	+75,000
	FTE	0	0	0	0	0	0

Appropriations Language Presidential Wildland Fire Contingency Reserve

For necessary expenses for emergency fire suppression operations of the Department of the Interior, \$75,000,000, to remain available until expended: Provided, That such amounts are available only for transfer to the "Wildland Fire Management" account, and may be transferred only if (1) the Secretary of the Interior has issued a declaration that all funds appropriated for emergency fire suppression operations under the headings "Wildland Fire Management" and "FLAME Wildfire Suppression Reserve Fund" will be exhausted within 30 days, and (2) the President issues a written determination that the transfer of such amounts is necessary for emergency fire suppression and Federal emergency response operations.

Activity: Presidential Wildland Fire Contingency Reserve						
Subactivity: Suppression Operations						
\$000	2009 Enacted	2010 Enacted	2011			Change from 2010 (+/-)
			Department-Wide Changes (+/-)	Program Changes (+/-)	Budget Request	
Suppression Operations	0	0	0	+75,000	75,000	+75,000
<i>FTE</i>	0	0	0	0	0	0

Summary of 2011 Program Changes for Suppression Operations

Request Component	(\$000)	FTE
Presidential Wildland Fire Contingency Reserve – Suppression Operations		
• Establish the Presidential Wildland Fire Contingency Reserve	+75,000	0
TOTAL Program Changes	+75,000	0

Justification of 2011 Program Changes

The 2011 budget request to establish the Presidential Wildland Fire Contingency Reserve is \$75,000,000 and 0 FTE.

Establish the Presidential Wildland Fire Contingency Reserve (+\$75,000,000 / 0 FTE)

The budget proposes the Presidential Wildland Fire Contingency Reserve in a separate Treasury account at \$75,000,000.

Program Overview

The Presidential Wildland Fire Contingency Reserve completes the three-tiered approach to responsible fire suppression funding proposed by the budget. These funds would be available to the Secretary of the Interior subject to the issuance of a Presidential finding when the regular suppression appropriation and FLAME funds, fully funded at the 10-year average, are exhausted, and certain objective criteria are met. The reserve further addresses the challenges of budgeting for suppression and enables the agency to respond effectively to wildfires. Coupled with program reforms such as strategic and operational protocols and improved oversight, and the use of a risk management framework that ensures that fire management resources are appropriately focused, the President’s budget ensures that fire management resources are sufficient to allow the continuance of other critical DOI activities by minimizing the potential need to transfer funds from other DOI accounts to Suppression.

2011 Program Performance

The President's budget recommends the FY 2011 House and Senate budget resolutions include language providing for:

- separate Treasury Appropriation Fund Symbols (TAFS) for the reserve assigned to the Secretary of the Interior and Agriculture, as appropriate.

The budget resolution language should also specify:

- the cap adjustment is available solely at the level requested
- contingent funds are available upon anticipated exhaustion within 30 days of the appropriated 10-year average (suppression and FLAME funds)
- availability is contingent upon the issuance of a Presidential finding that confirms the agency has exhausted other suppression funds and details the existence of certain protocols and objective criteria.

After these conditions are met, the Secretary would request transfer of funds from the contingency account into the regular suppression account.

Further, to ensure uninterrupted operations, authority for the agency to transfer funds from non-fire accounts to maintain ongoing suppression operations would be continued subject to the exhaustion of other suppression funds.

Program Performance Change

	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2011 Base Budget (2010 Plan + Fixed Costs)	2011 Plan	Program Change Accruing in 2011	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 (BUR)	Establish Baseline	9.9%	13%	9%	9%	9%	0	0

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 2011 at the 2010 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.

Budget Schedules				
PROGRAM AND FINANCING (MILLION \$)				
Identification code:		2009	2010	2011
14-1129-2-1-302		Actual	Enacted	Estimate
Budgetary resources available for obligation:				
2200	New budget authority (gross)	0	0	75
2440	Unobligated balance carried forward, end of year	0	0	75
New budget authority (gross), detail:				
Discretionary:		0	0	0
4000	Appropriation	0	0	75
Net budget authority and outlays:				
8900	Budget authority	0	0	75
9000	Outlays	0	0	0