



BUDGET

JUSTIFICATIONS

The United States
Department of the Interior

and Performance Information
Fiscal Year 2012

WILDLAND FIRE MANAGEMENT

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

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WILDLAND FIRE MANAGEMENT

Overview of the 2012 Budget Request

TOTAL 2012 BUDGET REQUEST

(dollars in thousands)

Budget Authority	2010 Actual	2010 Enacted 2011 CR Annualized	2012 Budget Request	Changes from the 2011 CR (+/-)
Discretionary	855,897	855,897	821,521	-34,376
Mandatory	0	0	0	0
Total	855,897	855,897	821,521	-34,376
<i>FTE</i>	<i>4,043</i>	<i>4,043</i>	<i>3,711</i>	<i>-332</i>

The 2012 President's budget for the discretionary Department-wide Wildland Fire Management program is \$821.5 million, a net decrease of \$34.4 million below the 2010 Actual/ 2011 Annualized Continuing Resolution.

The Department's Wildland Fire Management funds fire prevention, readiness, 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 goal to protect America's natural and cultural resources. The guiding principles and priorities of the Federal Wildland Fire Management program continue to be: enhancing collaboration, improving fire prevention and suppression, reducing hazardous fuels, restoring fire-adapted ecosystems, and promoting community assistance remain as priorities.

The Budget utilizes a two tier system of (1) a regular suppression account, and (2) the FLAME Wildfire Suppression Reserve Fund account, to address the needs of wildland fire suppression. These two accounts require different levels of responsibility for authorizing the expenditure of funds and include the Secretary of the Interior in the chain of command for wildfire suppression. For example, regular suppression funds support initial attack and predictable firefighting costs, while FLAME funds are 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 10-year wildland fire suppression average of \$362.6 million is split with \$270.6 million in the regular suppression account in the Wildland Fire Management appropriation and \$92.0 million in the FLAME Wildfire Suppression Reserve Fund.

Within this request, the 2012 Wildland Fire Management budget proposal also includes:

- *Preparedness* –a program reduction of \$5.0 million for Preparedness.
- *Burned Area Rehabilitation* –a program reduction of \$6.8 million for Burned Area Rehabilitation.
- *Hazardous Fuels Reduction* –a program reduction of \$44.6 million for Hazardous Fuels Reduction.
- *Administrative Cost Savings* –a total of \$14.3 million in administrative cost savings that are allocated to the Preparedness, Burned Area Rehabilitation, and Hazardous Fuels Reduction programs. These savings are in addition to the program reductions noted above.
- *Fixed Costs Increases* –fixed cost increases of \$445,000.

The Wildland Fire Management Program is part of an aggressive Department-wide effort to curb non-essential administrative spending. The Wildland Fire Management Program justification assumes \$14.3 million in savings in 2012 against actual 2010 expenditures. The activities where savings will be realized include: advisory contracts; travel and transportation of people and things, including employee relocation; printing; and supplies. There will be no programmatic impact of implementing these savings initiatives, as functions will be performed in a more efficient and more effective manner. These management efficiencies are in the areas of IT infrastructure, consolidation travel and relocation, and strategic sourcing. Examples of administrative cost savings opportunities within the Wildland Fire Management Program include the following. The Government Printing Office Express contract (GPO Express) will provide access to Federal Express. The Department's Strategic Sourcing Initiatives will provide lower cost procurements for the Fire Program. The use of virtual technology for meeting needs will lower the travel costs across the Program.

The Wildland Fire Bureaus will be engaged in net savings targets associated with the Real Property Cost Savings and Innovation Plan. Specific contributions will be reported through the bureau responses to the savings targets whenever fire program facilities are contributing to savings goals. In FY 2011 the National Interagency Fire Center is providing office space for fire program employees and vacating leased space.

2012 Performance Summary

In 2012, fire management's primary focus is to reduce risks to communities, protect the public and improvements, and to prevent damage to natural and cultural resources through the prevention and suppression of fires. Reduced emphasis is placed on maintaining or restoring fire adapted ecosystems and managing hazardous fuels for resource benefits in favor of treating lands in the Wildland-Urban Interface (please refer to the hazardous fuels reduction chapter for more information).

In accordance with the Government Performance and Results Act of 1993, the DOI Strategic Plan has been reviewed and updated in compliance with the three-year update requirement.

The Department, in consultation with the bureaus, reviewed the organization and construct of the Strategic Plan in light of the Administration's priorities, goals, and objectives; recent innovations and efficiencies in delivering mission objectives; and the goal to provide a more integrated and focused approach to track performance across a wide range of DOI programs. Although many of the outcome goals and performance measures remain consistent from the previous Strategic Plan, the organizing principles for those goals and measures reflect the new approach to meeting the Department's mission responsibilities. The DOI Strategic Plan for FY 2011 – FY 2016 is the foundational structure for the description of program performance measurement and planning for the FY 2012 President's Budget. Budget and program plans for FY 2012 are fully consistent with the goals, outcomes, and measures described in the new version of the DOI Strategic Plan.

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Goal Performance Table

KEY TO CODES:		Target Codes:		SP = Strategic Plan Measure				UNK = Prior Data Not Available		
				HPG = High Performance Goal				BUR = Fire Program Specific Measure		
				ARRA = Recovery Act measure				NA = Long-term targets are inappropriate to determine at this time		
		Type Codes:		C=Cumulative Measure				A = Annual Measure		
Mission Area 1: Provide natural and cultural resource protection and experiences										
Goal #4: Manage the impact of Wildland Fire										
Supporting Performance Measures	Type A/C/F	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2010 Actual	2011 Plan	2012 President's Budget	Change from 2011 Plan to 2012	Long-term Target (2016)
Strategy #1 Establish fire-adapted ecosystems										
Percent of acres treated which are moved toward the desired condition class (SP & BUR)	A	80% (1,068,361/ 1,333,422)	83% (1,042,693/ 1,260,035)	85% (1,282,069/ 1,500,854)	86% (1,030,000/ 1,200,024)	75.117% (961,363/ 1,279,820)	80% (560,000/ 700,000)	80% (520,000/ 650,000)	0%	80% (480,000/ 600,000)
Percent of acres treated which are maintained in desired condition class (SP & BUR)	A	16% (216,172/ 1,333,422)	16% (197,047/ 1,260,035)	14% (207,369/ 1,500,854)	17% (210,000/ 1,200,024)	18.476% (236,465/ 1,279,820)	14% (100,000/ 700,000)	10% (65,000/ 650,000)	-4%	10% (60,000/ 600,000)

Supporting Performance Measure	Type A/C/F	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2010 Actual	2011 Plan	2012 President's Budget	Change from 2011 Plan to 2012	Long-term Target (2016)
Strategy #2 Adapt communities to wildfires										
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)	99% (1,489,438/ 1,500,854)	97% (1,170,000/ 1,200,024)	94% 1,197,828 1,279,820	94% (660,000/ 700,000)	90% (585,000/ 650,000)	-4%	90% (540,000/ 600,000)
Strategy #3 Respond to wildfires										
Percent of unplanned and unwanted wildland fires on Interior land controlled during initial attack (SP)	A	97% (7,968/ 8,212)	99% (5,693/ 5,778)	99% (6,145/ 6,225)	95% (8,599/ 9,052)	98% (5,673/ 5,786)	95% (8,327/ 8,765)	95% (8,327/ 8,765)	0%	95%
Other Significant Fire Program Measures										
Number of high-priority acres treated in the WUI	A	586,018	614,319	758,638	565,493	696,523	700,000	650,000	-50,000	TBD
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class (WUI & Non-WUI)	A	WUI 212,132 Non-WUI 323,806 Total 535,938	WUI 166,491 Non-WUI 231,968 Total 398,459	WUI 173,859 Non-WUI 194,861 Total 368,720	WUI 206,000 Non-WUI 269,000 Total 475,000	WUI 174,347 Non-WUI 141,606 Total 315,953	WUI 280,000 Non-WUI 0 Total 280,000	WUI 260,000	-20,000	TBD

Supporting Performance Measure	Type A/C/F	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2010 Actual	2011 Plan	2012 President's Budget	Change from 2011 Plan to 2012	Long-term Target (2016)
Other Significant Fire Program Measures (continued)										
Number of acres in fire regimes 1,2,3 moved to a better condition class per million dollars of gross investment (WUI& non-WUI)	A	WUI 1,610 Non-WUI 4,523 Total 2,635	WUI 1,122 Non-WUI 3,104 Total 1,785	WUI 1,245 Non-WUI 2,571 Total 1,711	WUI 1,537 Non-WUI 3,726 Total 2,304	WUI 174,347 Non-WUI 141,606 Total 315,953	WUI 1,728 Non-WUI 0 Total 1,728	WUI 1,582	-146	TBD
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) This is also a long-term measure.	A	WUI 36% Non-WUI 43% Total 40%	WUI 27% Non-WUI 36% Total 32%	WUI 23% Non-WUI 26% Total 25%	WUI 36% Non-WUI 42% Total 40%	WUI 1,324 Non-WUI 1,760 Total 1,489	WUI 40% Non-WUI 0% Total 40%	WUI 40%	0%	TBD
Percentage of all fires not contained in initial attack that exceed a stratified cost index (BUR)	A	10%	9.9%	13%	9%	18%	9%	9%	0	0
Percent change from the 10-year average in the number of acres burned by unplanned and unwanted wildland fires on Interior lands (BUR)	A	5% (114,549/ 2,278,332)	0.4% (9,138/ 2,387,484)	-80% (2,081,290/ 2,593,080)	0.2% (4,000/ 2,600,000)	-41% (-884,429/ 2,178,975)	0.2% (3,600/ 2,400,000)	0.2% (3,600/ 2,400,000)	0%	+0.5% (12,850/ 2,624,332)

Goal Performance Table

Supporting Performance Measure	Type A/C/F	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2010 Actual	2011 Plan	2012 President's Budget	Change from 2011 Plan to 2012	Long-term Target (2016)
Other Significant Fire Program Measures (continued)										
Number of treated WUI acres that are identified in Community Wildfire Protection Plans or other applicable collaboratively developed plans (BUR)	A	421,053	438,756	525,058	452,000	594,370	675,000	627,000	-48,000	576,000
Percent of treated WUI acres that are identified in Community Wildfire Protection Plans or other applicable collaboratively developed plans (BUR)	A	72% (421,053/ 586,018)	71% (438,756/ 614,319)	69% (525,058/ 758,638)	80% (452,000/ 565,493)	85% 594,370 696,523	96% (675,000/ 700,000)	96% (627,000/ 650,000)	+0%	96% (576,000/ 600,000)
Number of acres in WUI treated per million dollars gross investment (BUR)	A	<u>586.018</u> \$131.80M =4,446	<u>614.319</u> \$148.43M =4,139	<u>758.638</u> \$139.64M =5,433	<u>565.493</u> \$134.02M =4,219	<u>696.523</u> \$127M =5,479	<u>700.000</u> \$162.07M =4,319	<u>650.000</u> \$156.76M =4,166	-153	<u>TBD</u>
Number of treated burned acres that achieve the desired condition (BUR)	A	UNK	UNK	1,216,600	1,218,000	1,053,945	1,219,000	902,060	-316,904	TBD
Percent of treated burned acres that have achieved the desired condition (BUR)	A	UNK	UNK	99.5% (1,216,600/ 1,222,375)	99.6% (1,218,000/ 1,223,000)	95% 1,053,945 1,110,844)	99.7% (1,219,000/ 1,223,000)	99.0% (902,060/ 911,172)	- 0.7%	TBD
Percent of DOI and USDA acres in good condition (defined as acres in condition class 1) (PART)	F	UNK	UNK	UNK	UNK	UNK	TBD	TBD	TBD	TBD

Department-Wide Wildland Fire Management						
2012 Budget Changes at a Glance						
<i>(Dollars in Thousands)</i>						
	2010 Actual	2010 Enacted/2011 CR Annualized	Fixed Costs Changes [Absorbed]	Administrative Cost Savings	Program Changes	FY 2012 President's Budget
Appropriation: Wildland Fire Management 14X1125						
Preparedness	290,452	290,452	305	-8,824	-4,969	276,964
<i>Program Reduction</i>					-3,720	
<i>Terminate Ready Reserve program</i>					-1,249	
Suppression Operations	258,797	258,797	-		11,814	270,611
<i>Program Increase 10-year Suppression Average Adjustment</i>					[+11,814]	
Other Operations						
Hazardous Fuels Reduction	206,206	206,206	135	-4,948	-44,630	156,763
<i>Reduce Base Funding</i>					-44,630	
Burned Area Rehabilitation	20,305	20,305	5	-512	-6,752	13,046
<i>Program Decrease-Projects</i>					-6,752	
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-Terminate Rural Fire Assistance Program</i>					-7,000	
TOTAL ,WILDLAND FIRE MANAGEMENT ALL FUNDS	794,897	794,897	445	-14,284	-51,537	729,521
Appropriation: FLAME Wildfire Suppression Reserve Fund 14X1127						
Suppression Operations	61,000	61,000	-	-	31,000	92,000
<i>Program Increase-10 Year Suppression Average Adjustment</i>					[+31,000]	
TOTAL, FLAME WILDFIRE SUPPRESSION RESERVE FUND	61,000	61,000	-	-	31,000	92,000
TOTAL, ALL DEPARTMENT-WIDE WILDLAND FIRE MANAGEMENT	855,897	855,897	445	-14,284	-20,537	821,521

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Summary of Requirements

(dollars in thousands)

Activity/Sub-activity - Wildland Fire Management		2010 Actual	2010 Enacted 2011 CR Annualized	Fixed Costs & Related Changes (+/-)	Administrative Cost Savings (+/-)	Program Changes (+/-)	2012 President's Budget	Change from the 2011 CR (+/-)
Preparedness	\$	290,452	290,452	305	-8,824	-4,969	276,964	-13,488
	FTE	2,476	2,476	0	0	-99	2,377	-99
Suppression Operations	\$	258,797	258,797	0	0	11,814	270,611	+11,814
	FTE	235	235	0	0	0	235	0
Other Operations	\$	245,648	245,648	140	-5,460	-58,382	181,946	-63,702
	FTE	1,332	1,332	0	0	-233	1,099	-233
Hazardous Fuels Reduction	\$	206,206	206,206	135	-4,948	-44,630	156,763	-49,443
	FTE	1,269	1,269	0	0	-233	1,036	-233
Burned Area Rehabilitation	\$	20,305	20,305	5	-512	-6,752	13,046	-7,259
	FTE	57	57	0	0	0	57	0
Fire Facilities	\$	6,137	6,137	0	0	0	6,137	0
	FTE	2	2	0	0	0	2	0
Joint Fire Science	\$	6,000	6,000	0	0	0	6,000	0
	FTE	4	4	0	0	0	4	0
Rural Fire Assistance	\$	7,000	7,000	0	0	-7,000	0	-7,000
	FTE	0	0	0	0	0	0	0
Total, Wildland Fire Management	\$	794,897	794,897	445	-14,284	-51,537	729,521	-65,376
	FTE	4,043	4,043	0	0	-332	3,711	-332
FLAME Wildland Fire Suppression Operations	\$	61,000	61,000	0	0	31,000	92,000	+31,000
	FTE	0	0	0	0	0	0	0
Total, Wildland Fire Management	\$	855,897	855,897	445	-14,284	-20,537	821,521	-34,376
	FTE	4,043	4,043	0	0	-332	3,711	-332

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

	2010 Budget	2010 Enacted / 2011 CR	2012 Fixed Costs Change
<u>Additional Operational Costs from 2011 and 2012 January Pay Raises</u>			
1. 2010 Pay Raise, 3 Quarters in 2010 Budget (2.0%) <i>Amount of pay raise absorbed</i>	\$5,656 [0]	N/A	N/A
2. 2009 Pay Raise, 1 Quarter (3.9%)	\$3,677 [0]	N/A	N/A
3. 2010 Pay Raise, 1 Quarter (2.0%)			
4. 2011 Pay Raise, 3 Quarters in 2011 Budget (0%) <i>Amount of pay raise absorbed</i>	N/A	\$0 [0]	N/A N/A
5. 2011 Pay Raise, 1 Quarter (0%)	N/A	N/A	\$0 [0]
6. 2012 Pay Raise (0 %)	N/A	N/A	\$0 [0]
7. Non-Foreign Area COLA Adjustment to Locality Pay	N/A	N/A	+\$383
<p>These adjustments are for an additional amount needed to fund estimated pay raises for Federal employees. Lines 1 and 2, 2010 pay raise estimates provided as a point of reference.</p> <p>Line 3, 2011 Revised column is based upon an Administration-directed 2-year pay freeze at the 2010 level.</p> <p>Lines 4 and 5, 2011 pay raise is shown as "0" to reflect the first year of the Administration-directed 2-year pay freeze at the 2010 level.</p> <p>Line 6 is shown as "0" to reflect the second year of the Administration-directed 2-year pay freeze at the 2010 level.</p>			

	2010 Budget	2010 Enacted / 2011 CR	2012 Fixed Costs Change
<u>Other Fixed Cost Changes</u>			
One Less Pay Day	N/A	N/A	-\$1,508
This adjustment reflects the decreased costs resulting from the fact that there is one less pay day in 2012 than in 2011.			
<u>Employer Share of Federal Health Benefit Plans</u>			
<i>Amount of health benefits absorbed</i>	\$1,229 [0]	N/A [1,557]	+\$1,512 [0]
The adjustment is for changes in the Federal government's share of the cost of health insurance coverage for Federal employees. For 2012, the increase is 6.8%.			
<u>Rental Payments</u>			
<i>Amount of rental payments absorbed</i>	\$16 [0]	N/A [3]	+\$58 [0]
The adjustment is for changes in the costs payable to General Services Administration and others resulting from changes in rates for office and non-office space as estimated by GSA, as well as the rental costs of other currently occupied space. These costs include building security; in the case of GSA space, these are paid to DHS. Costs of mandatory office relocations, i.e., relocations in cases where due to external events there is not alternative but to vacate the currently occupied space, are also included.			
Total			+445

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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, \$729,521,000, 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 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 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.

Note.—A full-year 2011 appropriation for this account was not enacted at the time the budget was prepared; therefore, this account is operating under a continuing resolution (P.L. 111–242, as amended). The amounts included for 2011 reflect the annualized level provided by the continuing resolution.

EXPLANATION OF PROPOSED CHANGES

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 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, and 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: Wildland Fire Management							
Sub activity: Preparedness							
\$000	2010 Actual	2010 Enacted/2011 CR	2012				Change from 2011 CR (+/-)
			Fixed Costs & Related Changes (+/-)	Administrative Cost Savings (-)	Program Changes (+/-)	Budget Request	
Preparedness	290,452	290,452	+305	-8,824	-4,969	276,964	-13,488
<i>FTE</i>	<i>2,476</i>	<i>2,476</i>	<i>0</i>	<i>0</i>	<i>-99</i>	<i>2,377</i>	<i>-99</i>

Summary of 2012 Program Changes for Preparedness

Request Component	(\$000)	FTE
• Program Reduction	-3,720	-99
• Terminate Ready Reserve	-1,249	0
TOTAL Program Changes	-4,969	-99

Justification of 2012 Program Changes

The 2012 budget for the Preparedness program is \$276,964,000 and 2,377 FTE, a program decrease of \$4,969,000 and 99 FTE from the 2010 Enacted/2011 CR level.

Program Reduction (-\$3,720,000 / -99 FTE)

The proposed reduction of \$3,720,000 (-99 FTE) reduces funding for some lower-priority program activities. DOI maintains capacity for supporting core firefighter activities.

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

The 2012 budget terminates the Ready Reserve partner training program, as it is duplicative of grant programs in the US Department of Agriculture Forest Service and Department of Homeland Security. 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 Performance Change

	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 President's Budget	Program Change Accruing in 2012	Program Change Accruing in Out-years
Percent of unplanned and unwanted wildland fires on Interior land controlled during initial attack (SP & BUR)	99% (5,693/ 5,778)	99% (6,145/ 6,225)	98% (5,673/ 5,786)	95% (8,327/ 8,765)	95% (8,327/ 8,765)	0	0
Percentage of all fires not contained in initial attack that exceed a stratified cost index (BUR)	9.9%	13%	18%	9%	9%	0	0

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.

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

To accomplish this mission, the Interior 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 readiness.

Readiness resources are deployed in advance of fire emergencies based on analysis of historic needs and those predicted for the coming fire season to ensure that the Interior bureaus are ready to respond when fires occur. As the program continues implementing the FPA system, readiness resource needs will be determined on an interagency basis across each fire planning unit. 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 air tankers and retardant bases, lead planes, hotshot crews, smokejumpers, large transport planes, and fire weather technical support.

Interior, in cooperation with the Forest Service and the National Weather Service, hosts the National Interagency Fire Center (NIFC) in Boise, ID. The NIFC provides logistical support by mobilizing and coordinating the movement of wildland fire resources when there is high demand, 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 training courses in fire suppression, prescribed burning, prevention, and wildland fire management, and as the home base for the Great Basin Smokejumpers.

2012 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 2010 – FY 2012

Resources	FY 2010 Actual		FY 2010 Enacted/FY 2011 CR		FY 2012 Budget	
	Number	(\$000)	Number	(\$000)	Number	(\$000)
Personnel						
Firefighters	3,529	\$90,249	3,529	\$90,249	3474	\$88,692
Smokejumpers	135	\$8,205	135	\$8,205	135	\$8,205
Type 1 Crews	[17]	\$10,183	[17]	\$10,183	[17]	\$10,183
Fire Program & Support Staff	1,302	\$88,367	1,302	\$88,367	1292	\$87,688
Total Personnel	4,966	\$197,004	4,966	\$197,004	4,901	\$194,768
<i>FTE</i>	2,476		2,476		2,377	
Aviation						
Air tankers (Large Fixed-wing)	2	\$1,304	2	\$1,304	2	\$1,410
Air tankers (Single Engine)	17	\$4,012	17	\$4,012	17	\$4,335
Helicopters ^{1/}	37	\$9,176	37	\$9,176	37	\$9,916
Other Aircraft	22	\$4,950	22	\$4,950	22	\$5,346
Total Aviation	78	\$19,442	78	\$19,442	78	\$21,007
Heavy Equipment						
Engines	745	\$11,592	745	\$11,592	745	\$11,940
Other Equip. (Dozers, tenders, etc.)	206	\$1,730	206	\$1,730	206	\$1,782
Total Heavy Equipment	951	\$13,322	951	\$13,322	951	\$13,722
Other Direct Program Costs						
Fire Caches (National)		\$2,373		\$2,373		\$2,179
Non-Fire Personnel Costs		\$6,451		\$6,451		\$3,989
Travel		\$5,794		\$5,794		\$3,542
IT Systems		\$4,996		\$4,996		\$3,590
Ready Reserve		\$1,249		\$1,249		\$0
Rent, Utilities, Misc.		\$10,776		\$10,776		\$6,471
Total Other Direct Program Costs		\$31,639		\$31,639		\$19,771
Subtotal		\$261,407		\$261,407		\$249,268
Indirect Costs (Bureau Overhead)		\$29,045		\$29,045		\$27,696
Total		\$290,452		\$290,452		\$276,964

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

^{1/} The actual total number of helicopters available for initial response are 43. However, six helicopters are currently funded from sources other than Preparedness.

Use of Cost and Performance Information in the Preparedness Program

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

- *Enhancing Fire Program Analysis (FPA) to better understand investment options for strategic deployment of personnel, equipment, and other firefighting assets*

Interior 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 were implemented in the *FY 2010 Analysis*. These adjustments were designed to increase analysis and data consistency and quality, and thereby confidence, in analysis outputs. However, in the *FY 2010 Analysis* it was found that some model fixes generated additional model anomalies. In addition, some system improvements allowed new programming errors to be found that had not been previously identified. These issues still raise concerns about the quality of the *FY 2010 Analysis* output for use as a budget formulation tool. As a result, this FY 2012 budget request does not incorporate the use of FPA outputs. In FY 2011 the two Departments are focusing attention on resolving these internal model programming issues and to stabilize the model functionality for use in budget formulation.

- *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.

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KEY TO CODES:		SP = Strategic Plan Measure	UNK = Prior Data Not Available
	Target Codes:		BUR = Fire Program Specific Measure
		ARRA = Recovery Act measure	NA = Long-term targets are inappropriate to determine at this time
	Type Codes:	C=Cumulative Measure	A = Annual Measure

Mission Area 1: Provide Natural & Cultural Resource Protection and Experiences

GOAL #4: Manage the Impacts of Wildland Fire

Supporting Performance Measures	2007 Actual	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 President's Budget	Change from 2011 Plan to 2012	Δ Long-term Target 2016
Strategy #3 Adapt communities to wildfires.								
Percent of unplanned and unwanted wildland fires on Interior land controlled during initial attack (SP & BUR)	97% (7,968/ 8,212)	99% (5,693/ 5,778)	99% (6,145/ 6,225)	98% (5,673/ 5,786)	95% (8,327/ 8,765)	95% (8,327/ 8,765)	0%	95%
Contributing Programs	Wildland Fire Management – Preparedness and Suppression							
Long-term Measure								
Percentage of all fires not contained in initial attack that exceed a stratified cost index (BUR)	10%	9.9%	13%	18%	9%	9%	0	0
Comments	Measure implemented in 2007.							
Contributing Programs	Wildland Fire management – Preparedness and Suppression							

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Activity: Suppression Operations							
Sub activity: Suppression							
		2010 Enacted / 2011 CR	2012				Change from 2011 CR (+/-)
			Fixed Costs & Related Changes (+/-)	Administrative Cost Savings (-)	Program Changes (+/-)	Budget Request	
\$000	2010 Actual						
Suppression Operations, Annual Appropriations	258,797	258,797	0	0	+11,814	270,611	+11,814
FTE	235	235	0	0	0	235	0

Summary of 2012 Program Changes for Suppression Operations

Request Component	(\$000)	FTE
• Program Increase (Adjustment for 10 Year Suppression Average)	+11,814	0
TOTAL Program Changes	+11,814	0

Justification of 2012 Program Changes

The 2012 budget for the Suppression Operations program within the Wildland Fire Management Appropriation is \$270,611,000, a net program change of +\$11,814,000 and 0 FTE from the 2010 Enacted/ annualized 2011 Continuing Resolution.

Increase to Adjust 10-Year Suppression Average (+\$11,814,000 / 0 FTE)

This requested increase fully funds the 75 percent of the 10-year suppression average allocated to the Suppression Operations activity (the remaining balance is in the FLAME Fund). Fully funding the 10-year suppression average 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 10-year, inflation-adjusted average of DOI's suppression obligations, \$362.6 million, is split between \$270.6 million in Suppression Operations in the Wildland Fire Management appropriation and \$92.0 million in the FLAME Wildfire Suppression Reserve Fund. Consistent with the FLAME Act, the Suppression Operations account will fund initial attack and predictable firefighting costs, while the FLAME Fund will be used for the most severe, complex, and threatening fires and as a contingency reserve if the agencies exhaust their regular suppression resources due to an active fire season.

SUPPRESSION OBLIGATIONS, 2001 - 2010					
Year	Net Nominal Suppression Obligations	GDP Inflator A/ [2005=1.00]	GDP Deflator [2010=1.00]	Adjusted Obligations [2010=1.00]	Rolling 10-Year Avg.
2001	269,574	0.9115	0.8165	330,143	202,024
2002	395,040	0.9238	0.8276	477,358	236,920
2003	303,638	0.9440	0.8457	359,058	264,758
2004	281,244	0.9682	0.8673	324,264	274,558
2005	294,054	1.0000	0.8958	328,252	292,349
2006	424,058	1.0333	0.9256	458,121	317,599
2007	470,491	1.0592	0.9488	495,855	353,424
2008	392,783	1.0978	0.9834	399,402	379,070
2009	218,418	1.0961	0.9819	222,443	381,483
2010	231,214	1.1163	1.0000	231,214	362,611

Program Performance Change

	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 President's Budget	Program Change Accruing in 2012	Program Change Accruing in Out-years
Percentage of all fires not contained in initial attack that exceed a stratified cost index (BUR)	9.9%	13%	18%	9%	9%	0	0

Note: The 2011 Plan is the performance level based upon the 2010 Enacted/ annualized 2011 Continuing Resolution. The 2012 plan and out-year targets build on the 2011 Plan. To the extent Congress enacts an annual 2011 appropriation that is different from the 2011 Continuing Resolution, the 2012 and out-year targets may require revision.

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. Severity authorizations are subject to strict controls to better manage the expenditure of these funds.

2012 Program Performance

Although there are fluctuations in annual suppression expenditures, and the two most recent fire seasons were relatively moderate, the 10-year average has slowly increased. This trend is due to a number of factors.

- Climate variability has led to increased drought conditions, vegetation conversion (increased flammability and shorter fire return intervals), earlier mountain snow melt, extended burning seasons, increased number of ignitions, and greater wildfire severity.
- Continuing drought and accumulation of hazardous fuels contribute to an increase in the number, size, and severity of large wildfires.
- According to the 2009 Interior and US Department of Agriculture Quadrennial Fire and Fuels Review, risk levels also increase as a result of population growth and housing in the WUI and the Intermix¹. This rapid growth into wildland areas complicates landscape protection needs and creates additional sources of ignition.

To counter these factors, the fire program continues to pursue strategies and practices aimed at containing firefighting costs. 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 address 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. Therefore, DOI is making 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.

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

DOI Unwanted Wildland Fires		
FY	# Fires	# Acres
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
2010	5,786	1,294,546
Total	84,228	22,858,183
10-Year Average	8,423	2,285,818

Use of Cost and Performance Information in the Suppression Program

- In 2010 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.
- 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 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

KEY TO CODES:		Target Codes:		SP = Strategic Plan Measure	UNK = Prior Data Not Available					
				HPG = High Performance Goal	BUR = Fire Program Specific Measure					
				ARRA = Recovery Act measure	NA = Long-term targets are inappropriate to determine at this time					
		Type Codes:		C=Cumulative Measure	A = Annual Measure					
Mission Area 1: Provide natural and cultural resource protection and experiences										
Goal #4: Manage the impact of Wildland Fire										
Supporting Performance Measures	Type A/C/F	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2010 Actual	2011 Plan	2012 President's Budget	Change from 2011 Plan to 2012	Long-term Target (2016)
Other Significant Fire Program Measures										
Percent change from the 10-year average in the number of acres burned by unplanned and unwanted wildland fires on Interior lands (BUR)	A	5% (114,549/ 2,278,332)	0.4% (9,138/ 2,387,484)	-80% (2,081,290/ 2,593,080)	0.2% (4,000/ 2,600,000)	-41% (-884,429/ 2,178,975)	0.2% (3,600/ 2,400,000)	0.2% (3,600/ 2,400,000)	0%	+0.5% (12,850/ 2,600,000)
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%	13%	9%	18%	9%	9%	0	0
Comments: Measure implemented in 2007, prior data unavailable.										

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Activity: Other Operations							
Sub activity: Hazardous Fuels Reduction (HFR)							
\$000	2010 Actual	2010 Enacted/ 2011 CR	Fixed Costs & Related Changes (+/-)	2012			Change from 2011 CR (+/-)
				Administrative Cost Savings (-)	Program Changes (+/-)	Budget Request	
Hazardous Fuels Reduction	206,206	206,206	+135	-4,948	-44,630	156,763	-49,443
<i>FTE</i>	1,269	1,269	0		-233	1,036	-233

Summary of 2012 Program Changes for Hazardous Fuels Reduction

Request Component	(\$000)	FTE
• Program Reduction – Non-WUI	-44,630	-233
TOTAL Program Changes	-44,630	-233

Justification of 2012 Program Changes

The Budget proposes a program reduction of \$44,630,000 and -233 FTE from the 2010 enacted/ Annualized 2011 CR level.

Program Reduction (-44,630,000 / -233 FTE)

The budget proposes a program reduction to the HFR base program of \$44,630,000 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 2012, 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.

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, 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 program mitigates 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.² Therefore, beginning in 2011, DOI is focusing fuels management activities on mitigating hazards and enhancing the ability to control fires in the WUI.

The Department has made significant changes to the Hazardous Fuels Prioritization and Allocation System (HFPAS). This interagency process results in allocating funding to the highest priority projects in the highest priority areas. The goal is that Interior will use one system to prioritize and fund the Hazardous Fuels Reduction (HFR) program. The system will: 1) provide requisite programmatic funding; 2) identify the highest priority treatments; and 3) identify the highest priority areas for HFR projects in the WUI.

2012 Program Performance

The 2012 budget for HFR is \$156,763,000 and 1,036 FTE. As previously discussed, DOI will target funding on treating the highest priority WUI acres, those that contribute to overall effective

² 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.

risk reduction to communities. The Department utilizes HFPAS, to better direct available funding to the highest priority projects in the highest priority areas.

Factors that contribute to implementation costs and overall efficiency include:

- High priority WUI projects may involve: mechanical treatments, high risk and complex prescribed fire, sensitivity around private lands and structures.
- All projects require extensive 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, but do provide a path to future implementation success.
- Monitoring increases the cost of treatments, but is necessary for NEPA compliance, to evaluate program success, and to adaptively manage for better outcomes in the future.
- Energy costs have had a direct effect on project implementation costs.
- Use of a decision support model (HFPAS) makes it more likely that high priority projects will be selected in areas not treated in the past due to their high per-acre cost. Consequently, overall treated acres may drop as the per acre costs rise.

LANDFIRE

The Landscape Fire and Resource Management Planning Tools, which is also known as LANDFIRE, completed and delivered data products for all lands in the United States in 2009 producing consistent data sets, layers, and models. Work in 2012 will continue to develop and expand more partnerships across program areas and organizations. The future strength of the program is dependent on capitalizing on program areas of excellence that can be used to improve the quality and utility of the data products. In 2012, the HFR budget continues to support transition functions and activities as part of the national program to update and maintain the dataset.

LANDFIRE is a key dataset particularly for the wildland fire community. It provides critical data for national and regional-level strategic planning and analysis of wildland fire management activities in the HFPAS assessments and Fire Program Analysis (FPA). The data assist in the decision process for the prioritization and planning of hazardous fuel reduction and restoration projects. LANDFIRE data products are also being used in strategic and tactical planning of fire operations in the Wildland Fire Decisions Support System (WFDSS).

Although the use of LANDFIRE is significant in the wildland fire community, its use in natural and environmental resource management is growing. The data products are proving to be of significant importance for vegetation, wildlife habitat, carbon/climate assessments and management across administrative boundaries.

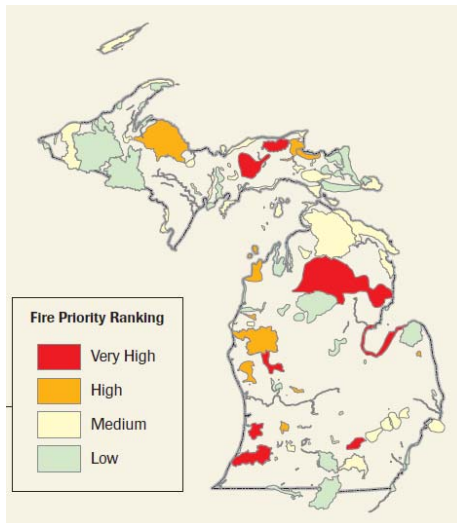
LANDFIRE Data Product Use

A summary publication of the LANDFIRE Project has been produced which highlights applications of products available at

http://www.landfire.gov/documents/The_LANDFIRE_Project_TNC_pub.pdf

This publication illustrates the datasets use in supporting land management in areas like fire needs assessments, evaluating ecological sustainability, State and Private partnerships, conservation planning / restoration activities along with some brief sketches of the data products supporting other initiatives.

(Figure 1.) Michigan Fire Needs Assessment: Fire Priority Ranking for the State of Michigan using LANDFIRE fire regime data and other geographic Information System (GIS) data providing managers with a reliable and valuable assessment of priority areas in the state. Without LANDFIRE, this analysis would not have been able to provide state- wide coverage.



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

HFPAS employs the use of a modeling tool called Ecosystem Management Decision Support (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.

- 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

Interior is making significant changes to the HFPAS. The goal is that Interior will use one process to prioritize and fund the HFR program. The process will: 1) provide consistent base program funding; 2) identify the highest priority treatments; and 3) identify the highest priority areas in the WUI.

Hazardous Fuels Reduction Spending and Performance		2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Cumulative 2001 - 2012
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual D/	Actual D/	Planned E/	Planned E/	
WUI	Funding (\$000s) <u>A/</u>	\$ 93,258	\$ 100,360	\$ 154,032	\$ 115,375	\$ 132,593	\$ 132,302	\$ 131,796	\$ 148,452	\$ 139,643	\$ 128,006	\$ 162,069	\$ 156,763	\$ 1,594,649
	Acres Treated	164,337	209,320	480,110	490,110	542,568	532,539	586,018	614,319	758,638	696,523	700,000	650,000	6,424,482
	Efficiency (Acres/\$M)	1,762	2,086	3,117	4,248	4,092	4,025	4,446	4,138	5,433	5,441	4,319	4,146	4,029
	Cost per Acre	\$ 567	\$ 479	\$ 321	\$ 235	\$ 244	\$ 248	\$ 225	\$ 242	\$ 184	\$ 184	\$ 232	\$ 241	\$ 248
	Acres Improved <u>B/</u>	UNK	UNK	UNK	UNK	UNK	UNK	212,132	166,491	173,859	174,347	280,000	260,000	UNK
	Acres Improved/\$M	UNK	UNK	UNK	UNK	UNK	UNK	1,610	1,122	1,245	1,362	1,728	1,659	UNK
	Acres Improved/Total WUI Acres	UNK	UNK	UNK	UNK	UNK	UNK	36%	27%	23%	25%	40%	40%	UNK
	%WUI \$	61%	56%	64%	59%	64%	64%	65%	67%	65%	61%	100%	100%	68%
	%WUI Acres	23%	20%	38%	39%	43%	48%	44%	49%	51%	54%	100%	100%	48%
Non-WUI	Funding (\$000s) <u>A/</u>	\$ 59,309	\$ 78,293	\$ 86,644	\$ 80,075	\$ 75,282	\$ 74,748	\$ 71,590	\$ 74,730	\$ 75,806	\$ 80,475	\$ -	\$ -	\$ 756,952
	Acres Treated	563,775	849,644	778,727	770,797	726,835	573,569	747,404	645,716	742,216	583,297	-	-	\$ 6,981,980
	Efficiency (Acres/\$M)	9,506	10,852	8,988	9,626	9,655	7,673	10,440	8,641	9,791	7,248	-	-	9,224
	Cost per Acre	\$ 105	\$ 92	\$ 111	\$ 104	\$ 104	\$ 130	\$ 96	\$ 116	\$ 102	\$ 138	\$ -	\$ -	\$ 108
	Acres Improved <u>B/</u>	UNK	UNK	279,188	294,000	271,551	241,045	323,806	231,968	194,861	141,606	-	-	UNK
	Acres Improved/\$M	UNK	UNK	3,222	3,672	3,607	3,225	4,523	3,104	2,571	1,760	-	-	UNK
	Acres Improved/Total Non-WUI Acres	UNK	UNK	36%	38%	37%	42%	43%	36%	26%	24%	0%	0%	UNK
All Fuels <u>C/</u>	Funding (\$000s)	\$ 152,567	\$ 178,653	\$ 240,676	\$ 195,450	\$ 207,875	\$ 207,050	\$ 203,386	\$ 223,182	\$ 215,449	\$ 208,481	\$ 162,069	\$ 156,763	\$ 2,351,601
	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	1,279,820	700,000	650,000	13,406,462
	Efficiency (Acres/\$M)	4,772	5,927	5,230	6,451	6,107	5,342	6,556	5,646	6,966	6,139	4,319	4,146	5,701
	Cost per Acre	\$ 210	\$ 169	\$ 191	\$ 155	\$ 164	\$ 187	\$ 153	\$ 177	\$ 144	\$ 163	\$ 232	\$ 241	\$ 175
	Acres Improved <u>B/</u>	UNK	UNK	UNK	UNK	UNK	UNK	535,938	398,459	368,720	315,953	280,000	260,000	UNK
	Acres Improved/\$M	UNK	UNK	UNK	UNK	UNK	UNK	2,635	1,785	1,711	1,516	1,728	1,659	UNK
Acres Improved/Total Acres	UNK	UNK	UNK	UNK	UNK	UNK	40%	32%	25%	25%	40%	40%	UNK	

A/ 2001-2010 figures are actual obligations; 2011 is requested; and 2012 is requested.

B/ 2011 estimates are based on 90% WUI / 10% adjacent to WUI funding; actual funds allocated to priority projects may be more or less.

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

D/ Hazardous fuels funding only. Landscape restoration (non-National Fire Plan) accomplishments not included.

E/ Includes \$10 million supplemental Hazardous Fuels funding reprogrammed from Burned Area Rehabilitation (242,225 acres). Excludes all ARRA funds and performance.

F/ In FY 2012 funds will be directed to the WUI (90%, or \$141 million) and areas immediately adjacent to the WUI (10%, or \$15.6 million).

Program Performance Overview

KEY TO CODES:		Target Codes:		SP = Strategic Plan Measure	UNK = Prior Data Not Available				
				HPG = High Performance Goal	BUR = Fire Program Specific Measure				
				ARRA = Recovery Act measure	NA = Long-term targets are inappropriate to determine at this time				
		Type Codes:		C=Cumulative Measure	A = Annual Measure				
Mission Area 1: Provide natural and cultural resource protection and experiences									
Goal #4: Manage the impact of Wildland Fire									
Supporting Performance Measures	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2010 Actual	2011 Plan	2012 President's Budget	Change from 2011 Plan to 2012	Long-term Target (2016)
Strategy # 1 Establish fire-adapted ecosystems									
Percent of acres treated which are moved toward desired condition (SP & BUR)	80% (1,068,361/ 1,333,422)	83% (1,042,693/ 1,260,035)	85% (1,282,069/ 1,500,854)	86% (1,030,000/ 1,200,024)	75% (961,363/ 1,279,820)	80% (560,000/ 700,000)	80% (520,000/ 650,000)	0%	80% (480,000/ 600,000)
Percent of acres treated which are maintained in desired condition (SP & BUR)	16% (216,172/ 1,333,422)	16% (197,047/ 1,260,035)	14% (207,369/ 1,500,854)	17% (210,000/ 1,200,024)	18% (236,465/ 1,279,820)	14% (100,000/ 700,000)	10% (65,000/ 650,000)	-4%	10% (60,000/ 600,000)
Strategy #2 Adapt communities to wildfires									
Percent of acres treated which achieve fire management objectives as identified in applicable management plans (SP & BUR)	73% (969,865/ 1,333,422)	98% (1,239,740/ 1,260,035)	99% (1,489,438/ 1,500,854)	97% (1,170,000/ 1,200,024)	94% (1,197,828/ 1,279,820)	94% (660,000/ 700,000)	90% (585,000/ 650,000)	-4%	90% (540,000/ 600,000)
Other Significant Fire Program Measure									

Number of treated WUI acres that are identified in Community Wildfire Protection Plans or other applicable collaboratively developed plans (BUR)	421,053	438,756	525,058	452,000	594,370	675,000	627,000	-48,000	576,000
Supporting Performance Measure	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2010 Actual	2011 Plan	2012 President's Budget	Change from 2011 Plan to 2012	Long-term Target (2016)
Percent of treated WUI acres that are identified in Community Wildfire Protection Plans or other applicable collaboratively developed plans (BUR)	72% (421,053/ 586,018)	71% (438,756/ 614,319)	69% (525,058/ 758,638)	80% (452,000/ 565,493)	85% (594,370/ 696,523)	96% (675,000/ 700,000)	96% (627,000/ 650,000)	+0%	96% (576,000/ 600,000)
Number of acres in WUI treated per million dollars gross investment (BUR)	586,018 \$131.80M =4,446	614,319 \$148.43M =4,139	758,638 \$139.64M =5,433	565,493 \$134.02M =4,219	696,523 \$127M =5,479	700,000 \$162.7M =4,319	650,000 \$156.76 =4,166	-363	TBD
Number of high-priority acres treated in the WUI	586,018	614,319	758,638	565,493	696,523	700,000	650,000	-50,000	TBD
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class (WUI & Non-WUI)	WUI 212,132 Non-WUI 323,806 Total 535,938	WUI 166,491 Non-WUI 231,968 Total 398,459	WUI 173,859 Non-WUI 194,861 Total 368,720	WUI 206,000 Non-WUI 269,000 Total 475,000	WUI 174,347 Non-WUI 141,606 Total 315,953	WUI 280,000 Non-WUI 0 Total 280,000	WUI 260,000	-20,000	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)	WUI	WUI	WUI	WUI	WUI	WUI	WUI 1,582	-146	TBD
	1,610	1,122	1,245	1,537	1,324	1,728			
	Non-WUI	Non-WUI	Non-WUI	Non-WUI	Non-WUI	Non-WUI			
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) This is also a long-term measure.	4,523	3,104	2,571	3,726	1,760	0	WUI 40%	0%	TBD
	Total	Total	Total	Total	Total	Total			
	2,635	1,785	1,711	2,304	1,489	1,728			
	WUI	WUI	WUI	WUI	WUI	WUI	WUI 40%	0%	TBD
	36%	27%	23%	36%	25%	40%			
	Non-WUI	Non-WUI	Non-WUI	Non-WUI	Non-WUI	Non-WUI			
	43%	36%	26%	42%	24%	0%	WUI 40%	0%	TBD
	Total	Total	Total	Total	Total	Total			
	40%	32%	25%	40%	25%	40%			

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Activity: Other Operations							
Sub activity: Burned Area Rehabilitation (BAR)							
\$000	2010 Actual	2010 Enacted / 2011 CR	2012				Changes from the 2011 CR (+/-)
			Fixed Costs & Related Changes (+/-)	Administrative Cost Savings (-)	Program Changes (+/-)	Budget Request	
BAR	20,305	20,305	5	-512	-6,752	13,046	-7,259
FTE	57	57	0	0	0	57	0

Summary of 2012 Program Changes for Burned Area Rehabilitation

Request Component	(\$000)	FTE
• Program Reduction	-6,752	0
TOTAL Program Changes	-6,752	0

Justification of 2012 Program Changes

The 2012 budget for the Burned Area Rehabilitation program is \$13,046,000 and 57 FTE, a program reduction of -\$6,752,000 and 0 FTE below the 2010 Enacted / 2011 Annualized Continuing Resolution level.

Program Reduction (-\$6,752,000 / 0 FTE)

The proposed decrease will reduce spending on lower-priority projects. Prioritization and the use of cost and performance criteria will guide allocation of program funds to the Department’s highest priority projects. Priority is placed on partnering with the bureaus’ resource programs when rehabilitating damaged lands is necessary.

Program Performance Change

	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 President’s Budget	Program Change Accruing in 2012	Program Change Accruing in Out-years
Number of treated burned acres that achieve the desired condition (BUR)	UNK	1,216,600	1,053,945	1,219,000	902,060	316,940	N/A
Percent of treated burned acres that have achieved the desired condition (BUR)	UNK	99.5% (1,216,600/ 1,222,375)	95% (1,053,945/ 1,110,844)	99.7% (1,219,000/ 1,223,000)	99.0% (902,060/ 911,172)	-0.7% (151,339/ 199,672)	N/A

	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 President's Budget	Program Change Accruing in 2012	Program Change Accruing in Out-years
Comments:	Baseline data for this measure was first collect in FY 2009. Long-term targets are under development.						

2012 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 damage 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, U.S. Fish and Wildlife Service, and National Park Service through 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 management plans and mission goals.

2012 Program Performance

The primary program goal 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 criteria set by the Department; projects are ranked by an interagency team, and then approved by each bureau administrator as well as Interior managers. The 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.

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 could include: physical, chemical, hydrologic, and biologic attributes. 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. This process will continue in 2012.

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 scores.

The results of the scoring produce a ranked 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

KEY TO CODES:	Target Codes:		SP = Strategic Plan Measure		UNK = Prior Data Not Available					
			HPG = High Performance Goal		BUR = Fire Program Specific Measure					
			ARRA = Recovery Act measure		NA = Long-term targets are inappropriate to determine at this time					
	Type Codes:		C=Cumulative Measure		A = Annual Measure					
Supporting Performance Measure	Type A/C/F	2007 Actual	2008 Actual	2009 Actual	2010 Plan	2010 Actual	2011 Plan	2012 President's Budget	Change from 2011 Plan to 2012	Long-term Target (2016)
Other Significant Fire Program Measure										
Number of treated burned acres that achieve the desired condition (BUR)	A	UNK	UNK	1,216,600	1,218,000	1,053,945	1,219,000	902,060	-316,904	TBD
Percent of treated burned acres that have achieved the desired condition (BUR)	A	UNK	UNK	99.5% (1,216,600/ 1,222,375)	99.6% (1,218,000/ 1,223,000)	95% (1,053,945/ 1,110,844)	97% (1,219,000/ 1,223,000)	99.0% (902,060/ 911,172)	-0.7%	TBD
Comments:		Baseline data for this measure was first collected in FY 2009. Long-term targets will be developed in future budgets.								

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Activity: Other Operations							
Sub activity: Facilities Construction and Maintenance							
\$000	2010 Actual	2010 Enacted / 2011 CR	2012				Change from 2011 CR (+/-)
			Fixed Costs & Related Changes (+/-)	Administrative Cost Savings (-)	Program Changes (+/-)	Budget Request	
5 Year Deferred Maintenance and Capital Improvement Plan	6,137	6,137	0	0	0	6,137	0
<i>FTE</i>	2	2	0	0	0	2	0

Justification of 2012 Program Changes

The 2012 budget for the Facilities Construction and Maintenance program is \$6,137,000 and 2 FTE, no change from the 2010 Enacted / 2011 annualized Continuing Resolution level.

Program Overview

The Fire Facilities Construction and Maintenance Program provides safe, functional, and energy efficient facilities that are essential to the Department's mission goal to provide protection of lives, resources and property from wildland fire.

Like other bureaus within the Department, the Wildland Fire Management program (WFMP) has developed a five-year deferred maintenance and construction plan. The plan presents the projects of greatest need in priority order, focusing first on critical health and safety 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 Interior 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 that allow the program to maintain readiness and provide full support for fire management activities.

Safe and properly maintained facilities are important for protecting firefighters and the equipment upon which they rely. Like other resource programs in the Department, the fire

management program is repairing and upgrading facilities that are in deteriorating and unsafe condition.

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

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 footprint and impact upon climate change. The emphasis on energy conservation and sustainability is a major area of importance for all new facilities

2012 Program Performance

In 2012, the planned accomplishments in the Fire Facilities Construction and Maintenance Program include seven projects in seven states with the highest critical health, safety, and resource protection ratings for a total of \$6,137,000. The following table lists the construction projects that will be funded in 2012.

WILDLAND FIRE FIVE YEAR CONSTRUCTION/DEFERRED MAINTENANCE PLAN SUMMARY					
2012					
PROJECT DESCRIPTION	STATE	BUREAU	INTERIOR SCORE	COSTS	INTERIOR RANK
2012 Projects					
Fort Howes Fire Station, Phase 1 of 2	MT	BLM	905	425,000	1
Red Lake Office and Garage, Phase 1 of 2	MN	BIA	900	922,000	2
Sacramento NWR Office/Cache Engine Storage, Phase 2 of 2	CA	FWS	850	168,000	3
Bandelier Interagency Fire Center, Phase 3 of 3	NM	NPS	775	960,000	4
Port Louisa Engine Storage/Cache/Office	IA	FWS	775	178,000	5
Snake River Interagency Hotshot Crew Operations Buildings, Phase 2 of 2	ID	BLM	715	1,922,000	6
Northern Utah Interagency Dispatch Center, Phase 3 of 3	UT	BLM	675	1,320,000	7
Architectural and Engineering Design		INTERIOR	100	242,000	8
TOTAL 2012				6,137,000	

Program Performance Overview

	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 President's Budget	Program Change Accruing in 2012	Program Change Accruing in Out-years
Fire facilities under construction, reconstruction, or maintenance ^{1/}	11	6	9	9	7	-2	0

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							
Sub activity: Joint Fire Science Program (JFSP)							
\$000	2010 Actual	2010 Enacted/ 2011 CR	2012				Change from 2011 CR (+/-)
			Fixed Costs & Related Changes (+/-)	Administrative Cost Changes (-)	Program Changes (+/-)	Budget Request	
JFSP	6,000	6,000	0	0	0	6,000	0
<i>FTE</i>	4	4	0	0	0	4	0

Justification of 2012 Program Changes

The 2012 budget for the Joint Fire Science Program is \$6,000,000 and 4 FTE, which is no change from the 2010 Enacted / 2011 Annualized Continuing Resolution.

Program Overview

The JFSP 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, U.S. 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), 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 scientific models and datasets within framework architectures

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
- Effectiveness of WUI mitigation activities
- Fire-adapted human communities
- Effects of landscape change on fire regimes

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):

- New fire behavior models
- New social science research

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

- Effects of high severity fires on revegetation
- Effectiveness of post-fire management

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):

- Regional knowledge exchange consortia for fire science delivery and adoption
- 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)
- Road shows (e.g., demonstration of effective fuel treatment practices)
- Website (www.firescience.gov)

The balance of funds (up to 10 percent) is spent on administration, program and project evaluations. Funds not used for these efforts are directed to the lines of work.

Collaboration

The 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, over 200 organizations have become partners in JFSP-sponsored research over the lifetime of the program.

2012 Program Performance

Program implementation will continue in the areas of performance areas described above: lines of work, emerging management needs, new science, re-measurement and science delivery. These areas were better defined by the JFSP Governing Board in 2009 as a result of an independent program review. The program will continue to issue competitive announcements, as well as follow-up on results from prior studies. Preliminary results from activities to evaluate program effectiveness initiated in 2010 and 2011 will be available in 2012, including evaluation of regional consortia effectiveness, website usability analysis, and JFSP product evaluation.

Program Performance Overview

Measure	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 President's Budget	Program Change Accruing in 2012	Program Change Accruing in Out-years
Research projects initiated	33	46	41	45	45	0	N/A
Research projects completed	65	21	59	30	30	0	N/A
Referred publications completed	73	73	37	45	45	0	N/A
Science delivery projects completed	40	40	37	35	35	0	N/A
Comment:	JFSP projects are typically completed and published 3-5 years after initiation						

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Activity: Other Operations							
Sub activity: Rural Fire Assistance (RFA)							
			2012				Change from 2011 CR (+/-)
\$000	2010 Actual	2010 Enacted / 2011 CR	Fixed Costs & Related Changes (+/-)	Administrative Cost Savings (-)	Program Changes (+/-)	Budget Request	
RFA	7,000	7,000	0	0	-7,000	0	-7,000
FTE	0	0	0	0	0	0	0

Summary of 2012 Program Changes for Rural Fire Assistance

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

Justification of 2012 Program Changes

The 2012 budget request for the Rural Fire Assistance grant program is \$0 and no FTE, a reduction of \$7,000,000 from the 2010 Enacted / 2011 annualized Continuing Resolution.

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

The 2012 budget proposes to terminate the Rural Fire Assistance program. The program is duplicative of other fire assistance grant programs. The items and activities funded by these grants, such as basic wildland fire safety equipment and tools, communications devices, wildland fire training, and community wildfire prevention and education activities, are supported through existing Department of Homeland Security and Department of Agriculture Forest Service grant programs.

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

	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 President's Budget	Program Change Accruing in 2012	Program Change Accruing in Out-years
Rural firefighters trained	2,200	2,150	2,200	TBD	0	TBD	N/A

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Budget Schedules				
PROGRAM AND FINANCING (MILLION \$)				
Identification code:		2010	2011	2012
14-1125-0-1-302		Actual	Estimate	Estimate
Obligations by program activity:				
0001	Preparedness (Readiness, Facilities, and Fire Science)	315	408	373
0004	Fire Suppression Operations	231	384	363
0006	Hazardous Fuels Reduction	212	277	203
0007	Hazardous Fuels Reduction - ARRA	8	0	0
0008	Burned Area Rehabilitation	15	27	17
0009	Rural Fire Assistance	10	9	0
0091	Direct Program Activities, subtotal	791	1,105	956
0801	Fire Reimbursable	25	27	27
0900	Total new obligations	816	1,132	983
Budgetary resources:				
1000	Unobligated balance brought forward, Oct. 1	390	410	225
1011	Unobligated balance transferred from other accounts[14-1127]	0	55	0
1021	Recoveries of prior year unpaid obligations	18	18	18
1050	Unobligated balance (total)	408	483	243
1100	Budget Authority: Appropriations, Discretionary	795	795	730
1120	Appropriations transferred to other accounts [12-1125]	-1	0	0
1121	Transferred from other accounts[14-1127]	0	61	92
1121	Appropriations Transferred from other accounts[12-1115]	3	0	0
1160	Appropriation, discretionary (total)	797	856	822
Spending authority form offsetting collections, discretionary:				
1700	Collected	17	18	18
1701	Change in uncollected payments, Federal sources	4	0	0
1750	Spending auth from offsetting collections, disc (total)	21	18	18
1900	Budget authority (total)	818	874	840
1930	Total budgetary resources available	1,226	1,357	1,083
1941	Memorandum (non-add) entries: Unexpired unobligated balance, end of year	410	225	100
Change in Obligated balance:				
3000	Obligated balance, start of year (net): Unpaid obligations , brought forward, Oct 1 (gross)	243	228	557
3010	Uncollected payments, Fed sources, brought forward, Oct 1	-8	-12	-12
3020	Obligated balance, start of year (net)	235	216	545

Budget Schedule				
PROGRAM AND FINANCING (MILLION \$) CONTINUED				
Identification code:		2010	2011	2012
14-1125-0-1-302		Actual	Estimate	Estimate
Change in obligated balances:				
3030	Obligations incurred, unexpired accounts	816	1,132	983
3040	Outlays (gross)	-813	-785	-935
3050	Change in uncollected payments, Fed sources, unexpired	-4	0	0
3080	Recoveries of prior year unpaid obligations, unexpired	-18	-18	-18
3090	Obligated balance, end of year (net)			
	Unpaid obligations, end of year (gross)	228	557	587
3091	Uncollected payments, Fed sources, end of year	-12	-12	-12
3100	Obligated balance, end of year (net)	216	545	575
Budget authority and outlays, net:				
Discretionary:				
4000	Budget authority and outlays , gross	818	874	840
4010	Outlays from new discretionary authority	276	528	507
4011	Outlays from discretionary balances	537	257	428
4020	Outlays gross(total)	813	785	935
Offsets against gross budget authority and outlays: Offsetting collections from:				
4030	Federal sources	-10	-9	-9
4033	Non-Federal sources	-7	-9	-9
4040	Offsets against gross budget authority and outlays(total)	-17	-18	-18
Against gross budget authority only:				
4050	Change in uncollected customer payments from Federal sources (unexpired)	-4	0	0
4060	Additional offsets against budget authority only (total)	-4	0	0
Net Budget Authority and Outlays:				
4180	Budget authority, net (total)	797	856	822
4190	Outlays, net (total)	796	767	917

Summary of Requirements

(dollars in thousands)

Activity/Sub activity Wildland Fire Management		2010 Actual	2010 Enacted 2011 CR Annualized	Fixed Costs & Related Changes (+/-)	Admin. Cost Savings (+/-)	Program Changes (+/-)	2012 President's Budget	Change from the 2011 CR (+/-)
FLAME Wildland Fire Suppression Operations	\$	61,000	61,000	0	0	+31,000	92,000	+31,000
	FTE	0	0	0	0	0	0	0

Appropriations Language

FLAME Wildfire Suppression Reserve Fund

(INCLUDING TRANSFER OF FUNDS)

For 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, \$92,000,000, 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.

Note: A full-year 2011 appropriation for this account was not enacted at the time the budget was prepared; therefore, this account is operating under a continuing resolution (P.L. 111-242, as amended). The amounts included for 2011 reflect the annualized level provided by the continuing resolution.

Activity: FLAME Wildfire Suppression Reserve Fund							
Subactivity: Suppression							
\$000	2010 Actual	2010 Enacted/2011 CR	2012				Change from 2011 CR (+/-)
			Fixed Costs & Related Changes (+/-)	Administrative Cost Savings (-)	Program Changes (+/-)	Budget Request	
Suppression	61,000	61,000	0	0	+31,000	92,000	+31,000
<i>FTE</i>	0	0	0	0		0	0

Summary of 2012 Program Changes for Suppression Operations

Request Component	(\$000)	FTE
FLAME Wildfire Suppression Reserve Fund – Suppression Operations		
• Program Increase (10-year suppression average adjustment)	+31,000	0
TOTAL Program Changes	+31,000	0

Justification of 2012 Program Changes

The 2012 budget for the FLAME Wildfire Suppression Reserve Fund is \$92,000,000 and 0 FTE, a net program change of +\$31,000,000 and 0 FTE from the 2010 Enacted/2011 CR level.

Program Increase (10-year suppression average adjustment) (+\$31,000,000 / 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 inflation-adjusted average of suppression expenditures associated with such expenditures.

The requested increase of \$31.0 million for the FLAME Fund combined with the requested increase of \$11.8 million in the Wildland Fire Management Suppression Operations account fully funds the inflation-adjusted 10-year average annual expenditures for suppressing wildland fires at \$362.6 million. FLAME Funds are available to the Secretary of the Interior for transfer into the Suppression Operations account when those funds are nearly exhausted, or when certain objective criteria are met as described in the FLAME Act.

Program Overview

The 2010 Interior Appropriations bill established FLAME Wildfire Suppression Reserve Fund accounts in the Departments of the Interior and Agriculture. These funds are available to be transferred into the regular suppression operations account when funds provided for wildfire suppression and Federal emergency response in the Wildland Fire Management appropriation accounts are 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 or when the suppression account is nearly exhausted. 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 Interior to move funds from the FLAME Act account into the Suppression account. A number of analytical tools such as Wildland Fire Decision Support Systems (WFDSS), FSPPro, 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 functions 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 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.

Interior is continuing to develop and implement improvements in risk management that will become components of the protocols and criteria, including:

- Performance metrics associated with resource applications and their effectiveness on large fires;
- Fiscal boundaries for suppression expenditures with active oversight and monitoring protocols;
- A resource allocation system/model for risk-informed resource allocation (dispatch) to make optimal resource allocation decisions during periods of likely and actual high fire activity;
- A national risk management framework for managing the inherent risks of wildland fires including air and ground operations that classifies fires into risk categories and associates mitigation measures commensurate with each category;
- 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 in circumstances that vary from these protocols, 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.

2012 Program Performance

The FLAME fund helps address the challenge of budgeting for fire suppression and enables the agency to respond effectively during highly variable fire seasons.

In 2010, the Secretary of the Interior declared that 22 DOI wildland fires were eligible for FLAME Act funding, due to their significant complexity, severity, or the threat they posed to public safety and property. Fires exceeded 300 acres in size and were sufficiently complex, as documented in complexity analyses, to warrant the assignment of a Type 1 or Type 2 Incident Management Team (IMT) or National Incident Management Organization (NIMO). The Department transferred a total of \$55.0 million from the FLAME fund to its Suppression Operations account for 2010 fires. The Department will continue to use the FLAME fund to ensure resources are available for suppression activities when wildland fire management funds are exhausted and / or reserve criteria met.

The actual amounts transferred will depend on the severity, length, and geographic impact of the 2011 and 2012 fire seasons.

Program Performance Change

	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 President's Budget	Program Change Accruing in 2012	Program Change Accruing in Out-years
Percentage of all fires not contained in initial attack that exceed a stratified cost index (PART and BUR)	9.9%	13%	18%	9%	9%	0	0

Budget Schedules				
PROGRAM AND FINANCING (MILLION \$)				
Identification code:		2010	2011	2012
14-1127-0		Actual	Estimate	Estimate
Budgetary resources available for obligation:				
1000	Unobligated balance brought forward Oct. 1	0	61	6
1010	Unobligated balance transferred to other accounts [14-1125]	0	-55	0
1050	Unobligated balance (total)	0	6	6
Budget Authority Appropriations, discretionary				
1100	Appropriation	61	61	92
1120	Transferred to other accounts [14-1125]	0	-61	-92
1160	Appropriation discretionary total	61	0	0
1900	Budget Authority (total)	61	0	0
1930	Total Budgetary resources available	61	6	6
Net budget authority and outlays:				
4180	Budget authority	61	0	0
4190	Outlays	0	0	0